A menu of actions
to shape urban food environments for improved nutrition

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1   Introduction

1 Introduction

1.1 Nutrition in cities

Cities[1] face a huge challenge of ensuring that nutritious, safe and sustainable food is available to all residents, and that it is affordable and desirable. Today, this challenge is more critical than ever before because of the demographic shift from rural to urban areas. Currently, more than 50% of the world's population lives in urban areas; and this figure is projected to increase further to almost 70% by 2050 (UNDESA, 2018), with around 90% of future urban population growth expected to take place in Africa and Asia.

The growing dominance of urban lifestyles and corresponding dietary changes are linked to increases in overweight and obesity (Hawkes et al, 2017). At the same time, suboptimal nutrition during the critical window from conception to two years prevents children from growing or developing to their full potential; the proportion of undernourished children living in urban areas in low- and middle-income countries is increasing (Ruel, Garrett and Yosef, 2017). This 'double burden' of malnutrition consisting of undernutrition and overweight/obesity can occur at the country, city, or community level, and sometimes even within families or individuals (WHO, n.d.). The double burden of malnutrition is experienced in both rural and urban areas, however rural and urban food environments (see definition on page 12 below) differ in important respects, meaning that the question of urban nutrition should be considered separately:

- **The kinds of foods that are available** in cities differ from those available in the countryside. In cities there is greater choice and year-round availability of fresh foods (HLPE, 2017) and ready access to processed and ultra-processed foods (GLOPAN, 2017; Tschirley et al, 2015). There are also more kinds of food outlets, such as retail stores, restaurants and fast food takeaways, and street food vendors (Ruel, 2018; HLPE, 2017).

- **Since cities cannot produce all the food needed** to sustain their populations, supplies must continually be brought in from outside. High consumption and consequent demand put urban food systems under stress, with food sources from further afield via longer and more complex food chains (HLPE, 2017). The reliance on external markets also increases cities' vulnerability to supply chain shocks, including those caused by climate-related events (GLOPAN, 2016).

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1 Several definitions of what constitutes a city or an urban area are in use, with significant variations between countries (UN-Habitat, 2019). The cities whose food actions are included in this publication vary considerably in terms of size (land area), population (and population density), and administrative or local government arrangements.

- **The long, complex food chains** mean fresh produce is more expensive in cities; in low- and middle-income countries it is more expensive than highly processed and convenience foods (HLPE, 2017).

- **There are high levels of inequality in urban areas** (UN-Habitat, 2016), where low-income neighbourhoods and slums present challenges for healthy, nutritious food access. Moreover, issues that can affect food safety, like pollution, over-crowding, poor sanitation and open sewage, are often more acute in urban slums than in rural settings (Mohiddin et al, 2012).

City governments – in partnership with other stakeholders – are appropriate actors for instigating actions to shape the food environment with the aim of improving urban nutrition.[2] And they are rising to the challenge. This is illustrated by the cases described in this menu and other reports and repositories of case studies.[3] It is further demonstrated by the 200 cities around the world that have signed the Milan Urban Food Policy Pact (MUFPP) and its Framework for Action[4], which acknowledges that 'hunger and malnutrition in its various forms exist within all cities, posing great burdens on individual health and well-being and thus generating major social and economic costs at household, community, municipality and national levels'.

However, cities have also expressed a need for guidance on the policy and programme actions they can take to improve food security and nutrition, and how to identify the most appropriate levers to shape the food environment. One way to meet this need is through sharing of experiences and mutual learning between cities, so that tried and tested actions are replicated or adapted to new contexts without each city needing to start from scratch.

It is this need that the 'Menu of actions to shape urban food environments for improved nutrition' seeks to address.

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2   This has been acknowledged by international frameworks. The UN 2030 Agenda for Sustainable Development recognises the need to 'Make cities and human settlements inclusive, safe, resilient and sustainable' (Sustainable Development Goal 11) and includes goals on sustainable agriculture to help reduce poverty (SDG 1), improving nutrition and reducing hunger (SDG 2), and ensuring sustainable consumption and production patterns (SDG 12). Likewise, the UN-Habitat New Urban Agenda, adopted in Quito in October 2016, highlights the need to 'strengthen food system planning'. In this regard commitments from signatories include the integration of food security and nutrition in urban planning as well as promoting sustainable production and consumption.

3   There have been some notable efforts to document urban food policies since the launch of the MUFPP in 2015. These include: 50 Selected Practices from Milan Pact Awards 2016-2017-2018 http://www.milanurbanfoodpolicypact.org/50-selected-practices-2; Global Database for City and Regional Food Policies (2017) http://foodsystemsplanning.ap.buffalo.edu/resources/global-database-for-food-policies; Cabannes and Marocchino (2018); IPES-Food (2017). To date, however, no repository has focused on actions to improve nutrition by shaping the food environment.

4   The text of the MUFPP contains the voluntary Framework for Action (FFA) with the scope to provide strategic options to cities aiming to achieve more sustainable food systems by adopting the MUFPP. The FFA consists in six thematic categories (governance, sustainable diets and nutrition, social and economic equity, food production including rural-urban linkages, food supply and distribution, food waste and losses) including a total of 37 recommended actions. Cities can select, adapt and group actions into guidelines as necessary to suit their local contexts and specificities.

1.2 The menu of actions and how to use it

What is the menu of actions?

This document contains actions that city governments have taken to shape the urban food environment for improved nutrition, using the powers and policy instruments that are available to them, often in cooperation with other public sector agencies and non-governmental actors, such as civil society organisations, community groups, private businesses, academics, and others. Wherever possible, it details not just what cities have done, but also how they have done it: through what mechanism (or process), and utilising what local government power or policy instrument (see glossary in Box 1).

The menu of actions is intended as a reference document, to inspire and encourage cities around the world to initiate their own actions to improve food security and nutrition by re-shaping the food environment.

Box 1: Glossary

- **Action** = *what* a local government has done, i.e. the policy, programme or initiative introduced.
- **Instrument** = specific means for achieving objectives, i.e. what power or responsibility a local government can use. E.g. taxation, subsidies, planning ordinances, public procurement specifications, labelling regulations, voluntary guidelines, information campaigns.
- **Mechanism** = *how* the action has been introduced (the process), e.g. through an executive order by the mayor, adoption by council, development of a programme as part of a larger work package, inclusion of a clause in a department's policy. Could also refer to a governance mechanism, such as food policy council, taskforce, partnership, multi-stakeholder participatory process, etc.

Who is it for?

This document is intended for use by actors of several types. First and foremost, it is intended for use by policy-makers working in a variety of government departments – such as public health, planning, economic development, public transportation, etc. – at every level, from local-level city governments, to regional (sub-national) and national or federal governments.

Additionally, the menu can be used by other actors involved in urban food systems (e.g. NGOs and community organisations, sector practitioners, private sector actors from across the food chain, and academics) to inform their work locally. These actors are increasingly involved in urban food systems governance, helping to advocate for, develop, implement, and monitor policies and programmes that aim to improve food security and nutrition within the urban environment.

Not all actions will be applicable in all cities around the world, since local government powers, responsibilities and ways of working differ between national contexts and global regions, and particularly between countries with different income levels. Nonetheless, where actions have been tried and tested in one place, they can often be applied elsewhere, with adjustments to the local context if necessary.

Box 2: The food environment

A person's food environment is the combination of availability/accessibility, affordability, convenience, and desirability of different foods (Herforth and Ahmed, 2015; Taylor et al, 2018). These dimensions determine respectively people's physical access to food, their purchasing power, their knowledge about food, and their preferences, which in turn determine the nutritional quality of the diet they consume (FAO, 2016; GLOPAN, 2016).

Physical access to nutritious food concerns the presence, location and nature of food sources within the geographical setting of a city. It concerns how easily all residents, including low-income and vulnerable groups, can reach sources of sufficient, nutritious, affordable, safe, and culturally appropriate food.

Poor physical access to healthy food within the urban environment has an impact on nutrition and is particularly problematic for low-income and vulnerable groups, who often do not have their own transport to reach distant food sources (such as markets or full-service grocery stores) or may have impaired mobility. One result can be that they do not eat enough; this is especially the case in developing countries, but under-consumption also occurs in cities in developed countries, such as when some family members forgo food so others can eat. Another result is that options are limited to less healthy foods, such as pre-packaged, ultra-processed products that are stocked in convenience stores or sold in fast food takeaways. A number of studies have linked poor physical access to fruit and vegetables to higher rates of diet-related ill-health, such as obesity, type-2 diabetes, and heart disease, as well as micronutrient deficiencies.

Desirability concerns messaging (advertising, marketing, labelling) around food, both within the general urban environment and in shops and restaurants that sell or serve food, and the presentation (visibility and attractiveness) of healthy and unhealthy options.

Food-related messaging and presentation within the food environment have an impact on nutrition because they directly influence people's food choices, either consciously or unconsciously. They can make healthy or unhealthy foods more or less desirable, depending on how they are shown to respond to target consumers' lifestyle or health aspirations. They can also steer people towards healthy or unhealthy foods as the default or most convenient choice.

Affordability concerns the economic accessibility of healthy food by all social- and income groups within the city. On the one hand, affordability concerns pricing structures and the relative costs of healthy and unhealthy foods. On the other hand, it concerns household food budgets, which depend on employment opportunities and fair income, and the cost of other basic necessary expenses like housing and fuel.

Affordability of food within the urban environment has an impact on nutrition because it affects people's ability to purchase the food they would like, to support optimal health and nutritional status for themselves and their families. Numerous studies have shown that foods that are high in salt, sugar and fat

tend to be cheaper than healthy and nutritious foods (e.g. Jones et al, 2014; Kern et al, 2017; Rao et al, 2013). Moreover, less healthy foods are often sold as convenient meals, such as takeaways or ultra-processed ready meals, whereas healthy ingredients tend to be sold in greater quantities than are needed for just one meal. This means the purchaser must buy more – and pay more – at a time, store the ingredients, transform them into a meal, and pay for fuel for cooking. Consequently, people with limited food budgets are often only able to afford unhealthy foods on a given day, and must prioritise quantity of food to stave off hunger over nutritional quality.

Food environment focus

The focus of this report is the food environment – that is, 'the interface where people interact with the wider food system to acquire and consume foods' (Turner et al., 2018; see also Figure 1 and Box 2).

The food environment is a useful entry point for local-level policies and programmes. While local governments and other actors at the local, city-level have limited capacity to influence the macro-level political, economic and socio-cultural factors that shape the food system, they do have considerable potential to influence how food is presented within the city (and, in some cases, the provisioning sub-system within the city region). By shaping the food environment through policies, programmes, regulatory instruments and other processes and mechanisms, they can shape a person's interaction with the food environment and, consequently, directly impact food security and nutrition for the urban population.

Figure 1: an illustation of the urban food environment
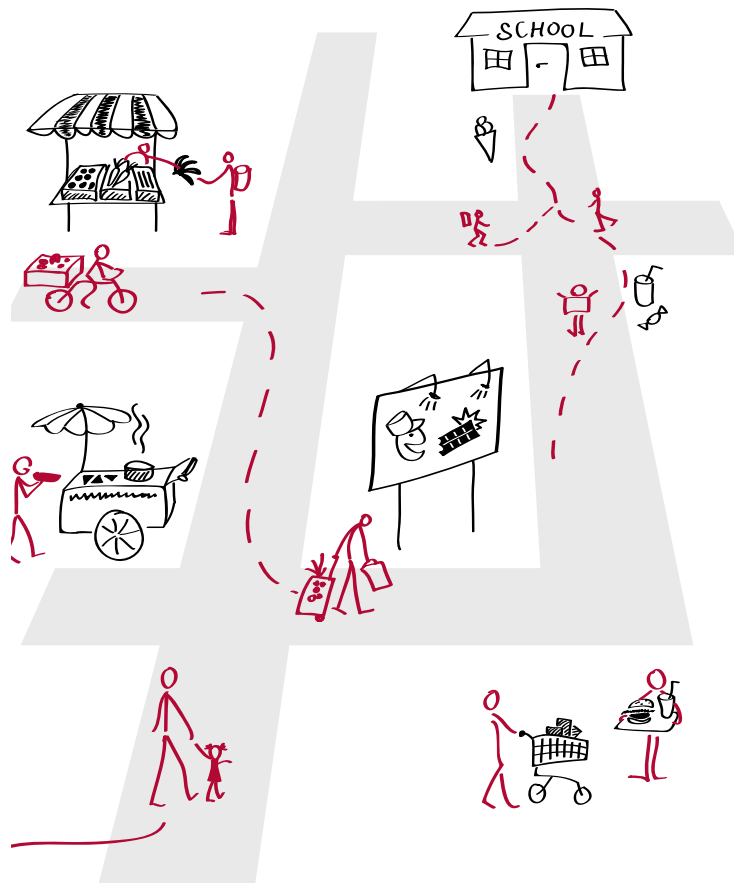
Structure of the menu of actions

Chapters two, three and four contain actions that impact on the dimensions of a person's food environment: physical access; affordability; and desirability.

The actions are presented as a series of short case studies, categorised according to the way in which they seek to have an impact (e.g. enabling food production, reinforcing supply chains, trying to influence behaviour, etc). Within most of these categories the actions are then assigned to sub-categories consisting of the instrument that was employed.

Chapter five addresses actions that can strengthen coordination around healthier diets within cities. The actions are categorised as processes, groups and committees, and documents.

The purpose of the short case studies is to show the breadth of actions that can be put in place, and the instruments that can be utilised.

In addition, each chapter contains a long case study that examines how an action was put in place by a city. It looks at the process, the involvement and roles of different stakeholders, and enabling factors and difficulties encountered along the way.

How to use it

The menu of actions is not meant to be read from start to finish. Rather, it is a reference document with clearly signposted sections, so that readers can identify and consult example actions that address aspects of the food environment that concern them most.

Box 3: Note on selection of cases

The menu is not intended to be definitive or comprehensive. We deliberately sought actions that had been previously documented or about which the authors or contacts in their networks had detailed knowledge. Other innovative actions by cities no doubt exist that have not yet been documented or diffused by word-of-mouth within the international food policy community. In the interests of brevity and avoiding duplication, where the same or very similar action has been introduced in more than one city, we included just one instance, alongside a note of other occurrences.

We preferred actions that were either on-going at the time of research (2019) or concluded quite recently. Where possible we sought actions for which impacts had been measured, although in the event this was not always the case; we did not deliberately prioritise actions that had positive impacts on food security and nutrition over those that had no or negative impacts, but we recognise a bias towards 'successful' actions with positive impacts that are more likely to be disseminated than 'unsuccessful' actions. Lastly, we sought to have balanced geographical representation between the actions included, but this was achieved only to a limited extent.

1.3   Key messages

Below are the key messages that we identified during the course of researching the case studies in this document. They are not a summary; rather, they are the result of reviewing and describing a large number of actions taken by cities.

1) There are many examples of ways in which cities have improved food security and nutrition across the dimensions of access, affordability and desirability. These can be adopted, adapted, deployed, and/or used for learning purposes in developing new or modifying existing, policies and programmes elsewhere.

2) Only relatively few examples were identified in Africa, Asia and the Middle East. We cannot say for sure whether this is because actions have not been implemented, or whether they have not been documented. The lack of information is problematic because much of the urbanisation over the next 30 years will be concentrated in Africa and Asia.

3) City actors can draw inspiration on re-shaping the food environment from anywhere in the world, but examples that are close to home – in the same country or region – or where socio-demographic and economic profiles are comparable, may be well-suited to the local context and challenges.

4) Cities are advised to engage in city-to-city learning and practical support, such as technical exchange, capacity building and co-writing bids to access development funding. Platforms, city networks or institutional frameworks that help cities to identify other cities with which they might work, such as the MUFPP[5], are very helpful.

5) Integrated action between several departments or sectors, and use of multiple policy instruments in concert, has magnified positive effects on the food environment.

6) Sometimes cities can implement actions to improve nutrition by making small adjustments to existing policies or work programmes and drawing on existing budgets. Other times, actions will require new policies and programmes, with dedicated funding made available.

7) Governance structures, such as groups or committees of various sorts, and strategy frameworks, commitments and action plans, often drive longer-lasting, higher-level, and more coordinated action.

8) Involving non-governmental actors, including civil society, businesses, and others, is useful for ensuring additional perspectives, capacity and to leverage additional resources. It can also help to identify and reach target groups and leverage additional delivery channels.

9) Cities are advised to take baseline measurements and closely monitor process outcomes and impacts of an action on nutrition throughout implementation. Partnerships with universities can support the development of appropriate and robust methodologies, and ensure that both successes and unintended consequences are measured.

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5   In technical terms the MUFPP is an agreement among cities rather than a city network.

2   What's on the menu?
Shaping the food environment: physical access

Map of categories and cases in this chapter

Shaping the food environment: physical access					
Enabling food production			**Encouraging healthy, discouraging unhealthy retail**		
Laws, ordinances and planning instruments	**Fiscal measures**	**Training, advice, and technical assistance**	**Zoning, permits and licences**	**Fiscal measures**	**Business advice and training**
Kampala, Uganda: Urban agriculture ordinances Rosario, Argentina: Municipal land bank ordinance La Paz, Bolivia: Urban gardens promotion law Brighton and Hove, UK: Planning Advice Note	Rosario, Argentina: Tax exemption on land for urban agriculture	Dakar, Senegal: Microgardens programme Quelimane, Mozambique: Quelimane Limpa Antananarivo, Madagascar: Urban agriculture training for schools Arusha, Tanzania: Arusha Edible Gardens	Newcastle, UK: Hot food takeaway supplementary planning document New York, USA: Green Cart permits New York, USA: Food Retail Expansion to Support Health Quito, Ecuador: Bioferia food markets	Baltimore, USA: Grocery Store Incentive Area Personal Property Tax Credit New York, USA: Food Retail Expansion to Support Health	Austin, USA: Healthy Corner Stores Dhaka, Bangladesh: Orange carts Brighton and Hove, UK: Healthy Choice Commitment London, UK: Healthier Catering Commitment

Shaping the food environment: physical access		
Healthy food procurement in municipal settings	**Reinforcing supply chains and stocks**	**Facilitating mobility/public transportation**
Philadelphia, USA: Nutrition standards San Francisco, USA: Sugar-sweetened beverage ordinance La Paz, Bolivia: School breakfasts programme	Ghangzhou, China: Food reserves regulation Quelimane, Mozambique: Quelimane Agricola	Baltimore, USA: Virtual Supermarket Flint, USA: Rides to Groceries Atlanta, USA: Fresh MARTA Market

2 What's on the menu?
Shaping the food environment: physical access

The example actions in this chapter are divided into five categories:

1) **Enabling food production** includes actions that enable people to access food by supporting smallholder production, such as legalising and promoting urban agriculture, giving equitable access to land, and providing training, technical assistance and access to support services to minimize potential negative impacts on public health.

2) **Encouraging healthy/discouraging unhealthy retail** includes actions that promote the presence of establishments selling healthy food in every neighbourhood (including those with low-income populations that are of less commercial interest), and that seek to curb the number of establishments selling unhealthy food, either by placing restrictions on building use or by promoting healthier product offerings.

3) **Healthy food procurement in municipal settings** includes actions that determine the type and nutritional composition of food served in public sector settings, such as schools, care homes, prisons, hospitals, youth clubs, which is often the only food that service users have access to.

4) **Reinforcing supply chains and food stocks** includes actions to ensure basic staples and fresh produce are brought into the city on a regular basis and in sufficient quantities for the population, or that there are robust stocks held within the city as a safeguard against shocks.

5) **Facilitating mobility and public transportation** includes actions to bring food to people who are unable to travel to the food source, actions to transport people who lack a means of transport to places where they can purchase food, and actions to incorporate food sources into the public transportation system.

2.1 Enabling food production

2.1.1 Laws, ordinances and planning instruments

Kampala, Uganda: Urban agriculture ordinances
#ordinance #landtenure #urbanagriculture #foodproduction #africa #lowincomegroups #employment

The action and its aims: Kampala introduced five ordinances (city laws) that establish urban agriculture (that adheres to explicit requirements on safety and sanitation) as a legal practice that contributes to food security, that ensure land tenure

for practitioners through a permit system, and that set up support services. The aim was to enable residents to grow their own food legally and safely in permitted areas of the city.

When it was introduced: The ordinances were authorised in 2005 and entered into force in 2006.

Why it was needed: A legal framework was needed because urban agriculture was technically illegal in Kampala, even though many urban poor had been growing food for their families since the 1970s. Practitioners were vulnerable to enforcement of by-laws and lacked access to technology and other support services.

Who initiated it, who is involved: A multi-sector non-profit organisation led development of the ordinances, the Kampala Urban Food Security, Agriculture and Livestock Coordinating Committee (KUFSALCC). Membership included NGOs, local government (Kampala City Council), national government (Ministry of Agriculture, Animal Industry and Fisheries), and universities and research bodies (Makerere University, National Agriculture Research Organisation, Consultative Group on International Agricultural Research (CGIAR). Urban farmers and other community actors were encouraged to participate in developing the ordinances via workshops and consultations. International organisations supported KUFSALCC (Canada's International Development Research Centre (IDRC), the UK Department for International Development, CGIAR's Urban Harvest programme).

Impacts to date: Impact data on food security and nutrition are not available, and many poor farmers remain unaware of the ordinances. However, local government is more accepting of urban agriculture, e.g. Kampala City Council leases land for its Edible Landscape Projects to show the value of including urban agriculture in city planning.

More information: https://www.idrc.ca/en/research-in-action/case-study-kampala-uganda-ground-urban-agriculture-reforms-take-root

Sabiiti E., Katongole B., Katuromunda B., Sengendo H., Basalirwa C., Atukunda G., Nambuubi S. (2014) in Padhgam J., and Jabbour J. (eds.) . *Building Urban Resilience Assessing Urban and Peri-urban Agriculture in Kampala, Uganda*, Nairobi: United Nations

Similar to Kampala's ordinances is the 2015 **Nairobi** *Urban Agriculture Promotion and Regulation Act (Kenya), which provides a regulatory framework to enable and encourage an increase in agricultural production throughout the city, using safe and sanitary methods, and, as a result, food security (more info: http://www.ipes-food.org/_img/upload/files/Cities_full.pdf)*

Rosario, Argentina: Municipal land bank ordinance
#ordinance #landtenure #urbanagriculture #foodproduction #landbank #latinamerica
#lowincomegroups

The action and its aims: Rosario passed an ordinance (No. 6493/03) to create a municipal land bank through which land that is suitable for urban agriculture is identified and community groups are assigned vacant land for food growing. Urban agriculture is also included in the Urban Development Plan. The aim is to enable the landless urban poor to grow their own food and boost food security.

When it was introduced: The ordinance was introduced in 2003; the Urban Development Plan covered the decade from 2007 to 2017.

Why it was needed: It was necessary following Argentina's economic crisis in 2001 that plunged 60% of Rosario's population into poverty. Food growing became a popular way for residents to feed their families but many on low incomes lacked access to land. At the time, 35% of city-owned land was vacant.

Who initiated it, who is involved: Rosario's Department of Social Promotion (which hosts the Urban Agriculture Programme, PAU) initiated a project on 'Optimisation of the Use of Vacant Land in Rosario', in cooperation with NGOs Pro Huerta and CEPAR and the National University of Rosario. The project led to development of the 2003 ordinance and inclusion of urban agriculture in the urban development plan; the latter was led by the Secretariat of Municipal Planning, which worked with international partners (FAO, IDRC).

Impacts to date: As a result of the municipal urban agriculture programme, in 2013 there were 400 urban gardeners in Rosario, and 22 hectares were under production. The total annual production was 95 tonnes of vegetables and 5 tonnes of aromatic plants.

More information: https://ubwp.buffalo.edu/foodlab/wp-content/uploads/sites/68/2017/06/Creation-of-Municipal-Land-Bank-Rosario-Argentina.pdf; http://www.arch.mcgill.ca/prof/bhatt/Rune%27s%20HD/Edible%20landscapes/UMP%20Marielle/Rosario/producto1.pdf; https://www.ruaf.org/sites/default/files/econf4_casestudies_rosario_en.pdf

La Paz, Bolivia: Urban gardens promotion law

#legislation #landtenure #foodproduction #urbanagriculture #latinamerica

The action and its aims: La Paz adopted a new law (LM 321/18) allowing citizens to use public land for urban agriculture on a temporary basis and setting out conditions of access, use and care. The aim is revalorise abandoned public spaces and to facilitate more small-scale family farming in the interests of food security, environmental stewardship, and enhanced biodiversity.

When it was introduced: The law was adopted in 2018.

Why it was needed: It was necessary in the context of the 2014 Municipal Food Security Law of La Paz (No. 105/2014) that acknowledged the need to strengthen local food supply and encourage urban agriculture, but there was no legal framework for access to public land.

Who initiated it, who is involved: The Municipal Secretariat of Environment led on the new law, with the support of the Municipal Food Security Committee, made up of representatives of various municipal secretariats, community associations, NGOs and businesses. Technical specialists are involved in implementing the law, and officers from the municipal executive attend training workshops.

Impacts to date: No impacts are available as the law is in the process of implementation.

More information: http://wsservicios.lapaz.bo/normativa_externa/Consulta ExternaDocumento.aspx?archivo=2018/LM_7602_2018_00321.pdf

Brighton and Hove, UK: Planning Advice Note

#planningsystem #urbanagriculture #foodproduction #europe

The action and its aims: Brighton and Hove City Council adopted the Planning Advice Note (PAN) on the incorporation of food growing spaces into plans for new building developments in the city. PAN 06 forms part of the Local Development Framework and is aimed at developers that are preparing planning applications. Although compliance is voluntary, it gives a strong indication of the planning authority's preference. The aim is to encourage food growing spaces within new developments and the urban environment at appropriate scales.

Why it was needed: There is much interest in urban agriculture in Brighton and Hove but access to land is at a premium and there is a need to incorporate grow-

ing spaces into the fabric of the city.

Who initiated it, who is involved: The Food Matters charity and academics from the University of Brighton first approached Brighton and Hove City Council (BHCC) with the idea of using the planning system to create new food growing spaces. The PAN was written by Food Matters as part of the Harvest Brighton and Hove project (funded by the National Lottery), with support from BHCC. It was published in September 2011.

Impacts to date: Between 2011 and 2013, planning applications including food growing spaces increased from 1% to almost 40%.

More information: https://bhfood.org.uk/wp-content/uploads/2017/09/PAN-briefing.pdf

2.1.2   Fiscal measures

Rosario, Argentina: Tax exemption on land for urban agriculture
#ordinance #taxation #urbanagriculture #foodproduction #latinamerica #lowincomegroups

The action and its aims: Rosario introduced a city ordinance (No. 4713/02) that exempts landowners from paying tax on unused land for two years if they allow it to be used for urban agriculture. The ordinance also ceded unused public land in the city for urban agriculture. The aim was to make more land available for residents in informal settlements to grow their own food, to improve household food security and incomes.

When it was introduced: The ordinance was introduced in 2002.

Why it was needed: It was necessary because, since Argentina's economic crisis in 2001 plunged 60% of Rosario's population into poverty, food growing became a popular way for residents to feed their families. Many low-income groups lacked access to land, making it necessary to incentivise landowners to cede them land on a temporary basis.

Who initiated it, who is involved: The ordinance was introduced as part of the city's policy to institutionalise organic community gardens that resulted in the Urban Agriculture Programme (PAU), run by the Department of Social Promotion in cooperation with national NGOs Pro Huerta and CEPAR. One of the first actions was to do an inventory of vacant land – both public and private – that was suitable for urban agriculture.

Impacts to date: As a result of the PAU, in 2013 there were 400 urban gardeners in Rosario, and 22 hectares were under production. Total annual production was 95 tonnes of vegetables and 5 tonnes of aromatic plants.

More information: https://www.uclg.org/en/media/news/rosario-argentina-promotes-social-inclusion-through-urban-agriculture

2.1.3   Training, advice and technical assistance

Dakar, Senegal: Microgardens programme
#training #urbanagriculture #foodproduction #africa #vegetables #lowincomegroups #employment

The action and its aims: Dakar's microgardens programme provides training in soil-less systems for growing vegetables in small spaces, as well as access to the spaces themselves. The technique is environmentally-friendly as it uses locally-available waste materials as growing substrates (e.g. peanut shells, rice straw, co-

conut fibre, sand). The aim is to improve food access and to provide economic opportunities. It is targeted at disadvantaged or vulnerable groups, such as women, young people, the elderly, the disabled, and prison inmates.

When it was introduced: The programme was introduced in 1999.

Why it was needed: It was needed because rural-urban migration and population growth have led to increased poverty and food insecurity in Dakar, yet a lack of land for growing vegetables led to price increases that put fresh produce out of reach of many poor and vulnerable residents.

Who initiated it, who is involved: The programme was initiated by FAO together with the city government, which passed a by-law to create a project management unit. It received funding from the City of Milan and the Italian Ministry of Foreign Affairs.

Impacts to date: An estimated 10,000 people have been trained in microgardening techniques, bringing income, healthy food, and more diverse diets to around 4000 families. The programme has been scaled out to other cities in Senegal.

More information: https://www.ruaf.org/sites/default/files/UAmagazine%20 19%20H11.pdf; http://www.milanurbanfoodpolicypact.org/wp-content/ uploads/2018/07/Brief-3-Dakar.pdf

*Programmes for training groups of urban farmers and providing technical assistance are relatively common actions for improving food security. Other cities where such programmes have been implemented include **Quito (Ecuador)**, where the AGRUPAR urban agriculture programme is part of the city's economic development unit (more info: http://www.conquito.org.ec/tag/agrupar); and **Abidjan (Côte d'Ivoire)**, where the Ivorian government supported an urban and peri-urban agriculture project to address urban poverty and food insecurity and to maintain productive areas (more info: http://www.agrisud.org/fr/le-projet-de-promotion-dune-agriculture-urbaine-et-periurbaine-durable-a-abidjan-est-officiellement-lance/).*

Quelimane, Mozambique: Quelime Limpa

See the 'Quelimane Limpa' programme in the case study below, through which farmers receive technical assistance in using compost to increase quality and quantity of vegetable yields.

Antananarivo, Madagascar: Urban agriculture training for schools

#training #schools #urbanagriculture #foodproduction #africa #vegetables #employment #canteen

The action and its aims: Antananarivo introduced a programme to train the city's schools in growing vegetables in rice sacks. The vegetables are used to supplement the basic food provided for school lunches. The aims are to diversify children's diets to improve food security, nutritional intake, and school performance, and to popularise urban agriculture among students and their parents.

When it was introduced: The programme began in 2015 with the installation of demonstration gardens in four schools.

Why it was needed: It was needed because of the high rates of malnutrition in Madagascar. Malnutrition is increasing in the capital due to population growth and children often rely on food they receive at school. However, food provided to canteens by the World Food Program (WFP) and Madagascar's Ministry of National Education generally consists of staples like rice, legumes, oil and salt, with little fresh produce.

Who initiated it, who is involved: The programme was set up by the local government, the Urban Community of Antananarivo. It is a collaboration between the Department of Green Spaces, Environment and Urban Agriculture, the Île-de-France region of France (via the Institute of City Trades), and the WFP. Technical partners are France's National Institute of Agronomic Research (INRA) AgroParis-Tech CIRAD.

Impacts to date: Microgardening projects have been set up at 21 schools in 24 districts of the city, with a total of 15,000 children receiving vegetables two to three times a week as part of school meals.

More information: http://www.milanurbanfoodpolicypact.org/wp-content/uploads/2018/07/Brief-13-Antanarivo.pdf

A similar initiative providing technical assistance and materials for the installation of school vegetable gardens is New York's (USA) 'Grow to Learn NYC: the Citywide School Garden Initiative'. The programme aims for every public school in the city to have a sustainable school garden
(more info: *https://www.grownyc.org/grow-to-learn*).

Arusha, Tanzania: Arusha Edible Gardens

See under 'desirability'. The Arusha Edible Gardens project aims to promote urban agriculture and agro-biodiversity both as a means for domestic food provisioning and as a route to (self-)employment in urban horticulture.

2.2 Encouraging healthy / discouraging unhealthy food retail

2.2.1 Zoning, permits and licenses

Newcastle, UK: Hot Food Takeaway Supplementary Planning Document
#planningsystem #schools #takeaways #highfatsugarsalt #europe #zoning

The action and its aim: Newcastle City Council developed a Hot Food Takeaway Supplementary Planning Document (SPD) to curb proliferation of takeaways within a ten-minute walk of secondary schools and in high concentration neighbourhoods. The SPD informs planning decisions over changes of use of commercial premises or establishment of new ones. The aims are to make unhealthy food less easily accessible for school children and to prevent over-concentration of takeaways.

When it was introduced: The SPD was adopted in 2016.

Why it was needed: It was considered necessary as some areas of the city are 'saturated' with hot food takeaways selling food that is high in fat, salt and sugar, while child obesity poses a major threat to public health in Newcastle – as in the rest of the UK.

Who initiated it, who is involved: The Newcastle City Council Planning Team prepared the SPD. The draft SPD was then put out for public consultation for four weeks.

Impacts to date: In the first year 10 planning applications were received for change of use or newly-build hot food takeaways. Of these, one was rejected on the grounds that it was within walking distance of a secondary school and not within a local retail centre.

More information: https://www.newcastle.gov.uk/planning-and-buildings/planning-policy/supplementary-planning-documents/hot-food-takeaways-spd-0

*Similar restrictions have been implemented by other local governments in the UK, including **Manchester** (more info: https://www.manchester.gov.uk/download/downloads/id/24787/hot_food_takeaway_supplementary_planning_document.pdf). **London-wide** restrictions on new takeaways within 400m of schools are proposed by London Mayor Sadiq Khan, under the 2018 London Food Strategy (more info: https://www.london.gov.uk/what-we-do/business-and-economy/food/london-food-strategy-0).*

New York, USA: Green Cart permits

#permits #legislation #fruit #vegetables #streetvending #northamerica #fooddeserts #freshfood

The action and its aims: New York City Council set up a new class of permits for mobile street vendors called Green Carts, that sell fresh fruit and vegetables in neighbourhoods of Brooklyn, the Bronx, Manhattan, Queens, and Staten Island where consumption is lowest and that are underserved by supermarkets. The scheme, which was signed into legislation (Local Law 9), aims to increase consumption of healthy food by improving access and availability.

When it was introduced: The Green Cart permit scheme began in 2008.

Why it was hneeded: It was introduced as part of a wider initiative to address food deserts in New York. 90% of New Yorkers who responded to a 2004 Community Health Survey admitted eating fewer than five portions of fruit and vegetables a day, and 14% said they ate none at all. There was a strong correlation between poor fruit and vegetable consumption and residence in neighbourhoods that are underserved by supermarkets.

Who initiated it, who is involved: The scheme was initiated by then-Mayor Mike Bloomberg and City Council Speaker Christine Quinn; Mayor Bloomberg signed it into law. The Department of Health and Mental Hygiene's (DOHMH) Bureau of Food Safety & Community Sanitation inspects carts. DOHMH also monitors changes in fruit and vegetable availability and factors contributing to vendors' commercial success. Non-profit organisation the Illumination Foundation provided a USD1.5m grant for marketing, training business advice to vendors. New York State has also assisted some vendors to allow them to accept electronic welfare payments.

Impacts to date: The scheme has created demand for fruit and vegetables and prompted other retailers to sell them. Stores selling fruit and vegetables in Green Cart neighbourhoods increased from 50% in 2008 to 69% in 2011; those selling more than 10 types increased from 31% to 38%.

More information: https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5690450/

New York, USA: Food Retail Expansion to Support Health

See the FRESH programme listed below under 'fiscal measures'.

Quito, Ecuador: Bioferia food markets

#permits #regulation #markets #urbanagriculture #vegetables #fruit #supplychain #latinamerica #lowincomegroups #employment

The action and its aims: The city of Quito introduced a permit system to establish bioferia markets, where over 100 individual small-scale farmers and associations who participate in the AGRUPAR participatory urban agriculture project sell their

(mainly) organic vegetables, fruit, and processed food products directly to consumers, at reasonable prices. The aim is to increase universal access to affordable, varied and healthy produce, while creating economic opportunities for farmers.

When it was introduced: The city first established alternative short supply chains for commercialisation of surplus produce from urban agriculture in 2006. In 2011 Quito introduced the bioferia regulation covering requirements to participate, operations, and penalties for non-compliance.

Why it was needed: The social solidarity model of the bioferias was needed because on the one hand vulnerable groups (e.g. elderly, female heads of households) involved in growing collectives who benefit from additional income from selling surplus. On the other hand, poverty affects almost 30% of the population of Quito and 30% of children under 5 suffer from malnutrition, meaning there is great need for universally available, low-cost healthy food.

Who initiated it, who is involved: Quito local government's Metropolitan Agency for Economic Promotion (CONQUITO) initiated both the bioferia and the related AGRUPAR urban agriculture programme. The Metropolitan Company of Mobility and Public Works issues permits to use public space for the bioferia; these permits are obtained by AGRUPAR. AGRUPAR assumed the initial costs of equipment and logistics. Since 2012 the maintenance costs have been shared with producers. CONQUITO monitors farmers' and collectives' compliance with the bioferia regulation, ensures they receive training and technical assistance, and ensures records are kept for traceability. Farmers' representatives meet quarterly to discuss any problems and improvements to the bioferias.

Impacts to date: In 2019 there are 15 bioferia points in Quito, in low-income and peri-urban areas as well as affluent neighbourhoods; 19 markets take place each week. The quantity of produce sold via the bioferias has steadily increased, from 28,675kg (revenue of USD69,509) a year in 2009 to 168,453kg (USD355,054) in 2018.

More information: http://www.conquito.org.ec/tag/bioferias/

2.2.2 Fiscal measures

Baltimore, Maryland, USA: Grocery Store Incentive Area Personal Property Tax Credit

#retail #taxation #fooddeserts #northamerica #healthyfood #zoning

The action and its aims: Baltimore introduced the Grocery Store Incentive Area Personal Property Tax Credit, under which new grocery stores opening in an identified food desert (aka 'Healthy Food Priority Area'), or existing ones making upgrades, can benefit from an 80% credit against personal property tax for 10 years. The scheme is part of the Baltimore's Food Desert Retail Strategy and was voted in as policy by the Baltimore City Council. The aim is to incentivise grocery operators in underserved areas of the city, improving residents' physical access to food.

When it was introduced: The policy was introduced in 2016.

Why it was needed: It was needed because one in four Baltimore residents – and almost one in three children – live in food deserts; poor access to healthy food means they are at greater risk of diet-related ill-health. High property taxes affect commercial viability of grocery stores, as profit margins tend to be very low.

Who initiated it, who is involved: The action was initiated by the Baltimore Food Policy Initiative, a collaboration between the Department of Planning, the Office of Sustainability, the City Health Department, and the Baltimore Development Commission. Johns Hopkins University and the Department of Planning created the

Food Environment Map for determining incentive areas.

Impacts to date: Between 2016 and early 2018 the policy resulted in the construction of at least one new supermarket in an area of East Baltimore, bringing access to healthy food to 5,000 residents.

More information: https://planning.baltimorecity.gov/baltimore-food-policy-initiative/healthy-food-retail

New York, USA: Food Retail Expansion to Support Health
#planningsystem #zoning #taxation #retail #fooddeserts #northamerica #freshfood

The action and its aims: New York's Food Retail Expansion to Support Health (FRESH) programme grants fiscal and zoning benefits to grocery store operators that are renovating their space or developers that are constructing new stores or re-fitting existing buildings within designated low-access areas, subject to conditions. The fiscal benefits are: abatement of land tax; capping of building taxes; sales tax exemption; and mortgage recording tax deferral. The zoning benefits are: additional development rights for mixed residential development and commercial buildings; reduction in parking requirements; and larger as-of-right stores in light manufacturing districts. The aim is to incentivise developers and operators to serve low-access neighbourhoods, and to include areas for fresh produce and other perishable food items.

When it was introduced: The programme was introduced in 2009.

Why it was needed: It was introduced after a study conducted for the Mayor's Food Policy Task Force called 'Going to Market' showed many low-income areas of the city were underserved by grocery stores, and that there was a correlation with rates of diet-related disease.

Who initiated it, who is involved: Fiscal aspects are run by the New York City Industrial Development Agency (NYCIDA) and zoning aspects by the New York City Department of Planning. The Department of Mental Health and Hygiene and the Mayor's Office for Food Policy provide support.

Impacts to date: Over 30 supermarkets have successfully applied for fiscal or zoning benefits, or both. Between them they have created 792,180 square feet of new grocery space and over 1000 new jobs. A review began in 2018 with the aim of adopting a new approach that targets neighbourhoods with the highest need, combined with consumer-facing programmes to encourage healthier eating.

More information: http://www.nyc.gov/html/misc/pdf/fresh_fact_sheet_eng.pdf; https://www.nycedc.com/program/food-retail-expansion-support-health-fresh

2.2.3   Business advice and training

Austin, Texas, USA: Healthy Corner Stores
#retail #healthyfood #businessadvice #marketing #fooddeserts #northamerica #supplychain #convenience #freshfood

The action and its aims: Under the Healthy Corner Stores initiative, corner stores (including gas stations) in two zip codes are adopted by residents, who build relationships with owners and, together with a professional business consultant, help them to stock more healthy foods and host community events. The aim is to increase availability to fresh, affordable, convenient, and nutritious food in low-access neighbourhoods.

When it was introduced: The initiative began in 2015.

physical access

Why it was needed: It was needed because 38% of residents in the two areas are food insecure, while there is high prevalence of fast food restaurants and convenience stores and lack of access to full service grocery stores.

Who initiated it, who is involved: The initiative is supported by the City of Austin under its 'Fresh for Less' initiative and implemented by community health coalition Go Austin/Vamos! Austin (GAVA), in partnership non-profit organisation The Food Trust.

Impacts to date: The initiative has worked with eight corner stores. GAVA is now working with Austin Public Health to create a sustainable supply chain for fresh produce for the corner stores, enabling them to diversify products and lower prices.

More information: http://austintexas.gov/sites/default/files/files/Sustainability/07-27-16_Memo_to_MC_re-_Response_to_Food_Access_Resolution_20160303-020_....pdf

*A similar programme, called 'Baltimarket Healthy Stores', has been implemented in **Baltimore (USA)** to provide corner store owners with incentives, infrastructure, education and marketing strategies to stock healthier foods (more info: https://www.health.maryland.gov/mchrc/Documents/Baltimarket-overview-Grant14-019.pdf). **Toronto (Canada)** also ran a Healthy Corner Stores programme along similar lines from 2014. However, it was brought to an end as the resource inputs to ensure efficacy were too high and it was hard to achieve all the required interventions, working on behaviour change in tandem with supporting store operators and ensuring a stable supply of high quality, low cost, healthy foods (more info: https://www.toronto.ca/legdocs/mmis/2016/hl/bgrd/backgroundfile-97433.pdf).*

Dhaka, Bangladesh: Orange carts

See under 'desirability'. The orange ('kamala') cart scheme for street food vendors is available only to those who have completed food safety training. It therefore improves access to safe food in the city.

Brighton and Hove, UK: Healthy Choice Commitment

See under 'desirability'. The Healthy Choice Commitment and Award scheme includes tailored advice on healthier menu options.

London, UK: Healthier Catering Commitment

See under 'desirability'. The Healthier Catering Commitment includes advice to takeaways on how to make the food they serve healthier, and those that meet criteria can display the logo in marketing materials.

2.3   Healthy food procurement in municipal settings

Philadelphia, Pennsylvania, USA: Nutrition standards
#nutritionstandards #healthyfood #publicprocurement #northamerica #overweightobesity

The action and its aims: Through an executive order, Philadelphia introduced comprehensive Nutrition Standards for all food and beverages purchased, pre-

pared or served by city agencies, including vending machines. The standards (some mandatory, some recommended) are based on the 2015 USDA Dietary Guidelines for Americans, federal and local government food standards, and input from city agencies. The aim is to improve the health of residents, reduce the economic burden of diet-related illness, and serve as a model for other institutions and employers.

When it was introduced: The executive order was signed in 2014, but background work to build support and develop the standards began in 2010.

Why it was needed: It was considered necessary in light of the city's goal of making healthy food the default choice, and its recognition that poor nutritional intake and inadequate access result in malnutrition and overweight/obesity. As city agencies serve around 14.5 million meals a year, the standards have a significant impact on employees, clients, and vulnerable populations such as youth and seniors. Some city agencies already had nutritional guidance in place, but it was inconsistent across programs or was not reflective of the latest scientific evidence.

Who initiated it, who is involved: The executive order was signed by then-Mayor Michael Nutter. City agencies that purchase, serve or sell food and beverages provided insights on development of the standards and participated in bi-annual inter-departmental meetings. The Philadelphia Department of Public Health's (PDPH) Division of Chronic Disease and Injury Prevention (also known as Get Healthy Philly) provides technical assistance to help city agencies implement the standards and integrate standards language into bids and contracts. They also engage current or potential vendors and food manufacturers to increase the availability and accessibility of healthier products that meet the nutrition standards.

Impacts to date: Get Healthy Philly monitors compliance by analysing menus, tracking purchases, and conducting phone surveys with staff. Impacts as of 2017 include a decrease in sodium in the most common foods by 14% of the daily recommended limit, and a 20% increase in sites serving whole grains. In addition, 86% of sites regularly served meals with two or more portions of fruit and vegetables, 50% of sites served fruit as a dessert, and 30% served no desserts.

More information: https://www.phila.gov/documents/city-of-philadelphia-nutrition-standards/

*In 2014 **Philadelphia (USA)** also introduced 'Good Food, Healthy Hospitals', a four-year initiative to improve the food environment in the city's hospitals and provide healthier food to patients, employees and visitors. The initiative was funded by the Get Healthy Philly programme of the Philadelphia Department of Public Health and the US Centers for Disease Control and Prevention (more info: http://foodfitphilly.org/good-food-healthy-hospitals).*

*In **New York (USA)**, public sector food and nutrition standards were introduced in 2008 via an executive order, and revised in 2014. New York's standards apply to 11 city agencies and include prisons, hospitals, senior care centres. Self-reported compliance is 96%. (more info: https://www1.nyc.gov/site/doh/health/health-topics/healthy-workplaces.page)*

San Francisco, California, USA: Sugar-sweetened beverage ordinance
#ordinance #highfatsugarsalt #publicprocurement #northamerica #sugarsweetenedbeverages #overweightobesity

The action and its aims: San Francisco issued an ordinance (99-15) amending its administrative code to bar city officers and departments from purchasing sugar-sweetened beverages using city funds, and to prevent their sale or distribution

under contracts or grants. The ordinance was part of a suite of measures (some of which were not passed or were successfully challenged) that aimed to reduce sugar-sweetened beverage consumption and contribute to better public health outcomes.

When it was introduced: The ordinance was issued in 2015.

Why it was needed: It was considered necessary in light of the increasing consumption of sugar-sweetened beverages over the last 40 years, with dramatic effects on overall sugar intake and rates of obesity, type-2 diabetes, and tooth decay. It is estimated that over 6 million adults, 2 million adolescents, and 2 million children in California consume at least one such beverage each day, with the highest consumption in black and Latino communities.

Who initiated it, who is involved: The ordinance was one of several proposals made by the multi-agency San Francisco Health Improvement Partnership (SFHIP) and multi-disciplinary coalition Shape Up SF (SUSF) to reduce consumption of sugar-sweetened beverages. It was unanimously approved by the Youth Commission, recommended by the Land Use and Transportation Committee, adopted by the San Francisco Board of Supervisors, and signed by the Mayor.

Impacts to date: No impact data were found in the public domain.

More information: http://shapeupsfcoalition.org/wp-content/uploads/2017/01/SFHIP-SUSF-SSB-Report-FINAL.pdf

*Similar actions have been introduced in **Boston (USA)**, where the 2011 Healthy Beverage Executive Order prohibits sale of sugar-sweetened beverages on city property (more info: https://www.cityofboston.gov/news/uploads/14552_36_9_3.pdf); in **New York (USA)**, where the city Health Code contains regulations on sweetened beverages and 100% fruit juices in children's camps and day care centres (more info: https://rules.cityofnewyork.us/sites/default/files/adopted_rules_pdf/f-dohmh_7-9-15_a_art._81.pdf); and in the **Murrumbidgee region (Australia)**, where an interim directive passed in 2016 banned the sale of drinks containing added sugar in health facilities (more info: https://www.mlhd.health.nsw.gov.au/healthy-living/healthy-eating/healthy-choices-in-health-facilities).*

La Paz, Bolivia: School breakfasts programme

#schools #publicprocurement #healthyfood #latinamerica

The action and its aims: La Paz introduced changes to its school breakfasts programme to ensure the 140,000 children who attend the city's 400 schools all receive healthy foods, such as fruit, milk with no added sugar, wholegrains, and traditional Andean foods like quinoa and amaranth.

When it was introduced: The changes were introduced in 2000.

Why it was needed: They were needed because although school breakfasts are a requirement under the Bolivian constitution, the foods provided tended to be nutritionally poor and high in sugar. A typical breakfast consisted of chocolate, wafers and flavoured milk.

Who initiated it, who is involved: The school breakfasts programme in La Paz is run by the local government Secretariat for Human Development, which works with local food companies to develop healthy foods using Andean ingredients.

Impacts to date: In its first eight years the school breakfast regime contributed to a 30% reduction in anaemia among school children in La Paz. It inspired a new national law that came into effect in late 2014, under which schools must replace transgenic and packaged foods with native and regional foods. The changes also benefit local farmers by providing them with a secure market.

More information: http://www.ipsnews.net/2015/03/bolivias-school-meals-all-about-good-habits-and-eating-local/; http://www.aipe.org.bo/public/lst_obser-

vatorio_documentos/LST_OBSERVATORIO_DOCUMENTOS_anteproyecto_ley_
alimentaci__n_complementaria_escolar_es.pdf

*A similar action has been implemented in **Milan (Italy)**, where the city-owned public sector caterer Milano Ristorazione has cooperated with farm consortium Distretto Agricolo Milanese (DAM) to procure produce from 20 local horticultural supply chains, including rice. The aim is to spread a culture of environmental sustainability and nutrition, and to improve quality and traceability of school food (more info: http://www.foodpolicymilano.org/riso-dam).*

2.4   Reinforcing supply chains and food stocks

Guangzhou, China: Food reserves regulation

#supplychain #foodreserves #foodsafety #regulation #asia

What the action is: The city of Guangzhou amended regulations governing the city's grain, oil and commodity reserves to include new procedures for supervising stocks, inspecting quality and safety (including heavy metal content), and auctions and procurement. The aim was to establish an optimal, flexible, and science-based system for the city government to reserve grain, to meet the changing food needs of Guangdong Province and to reduce price fluctuations.

When it was introduced: The amendments to the original 2003 regulations were introduced in 2015.

Why it was needed: The amendments were needed due to changes in Chinese society in the intervening 12 years. The population of Guangzhou increased from around 9.5 million in 2005 to 13 million in 2014, accompanied by rapid economic growth. As a result, procedures for managing grain reserves no longer met the needs of the city or province.

Who initiated it, who is involved: The amendments were initiated by Guangzhou Municipal Government and affect the functions and responsibilities of all administrative departments. In particular, the amendments ascribe responsibility for ensuring sufficient overall quantity of grains and oils to the Guangzhou Municipal Development and Reform Commission.

Impacts to date: No impact data were found in the public domain.

More information: http://english.gz.gov.cn/gzgoven/s3709/201008/787532.shtml

Quelimane, Mozambique: Quelimane Agricola

See the 'Quelimane Agricola' programme in the case study below, which aims to strengthen supply chains of fruits, vegetables and processed products between peri-urban areas and the city.

2.5   Facilitating mobility / public transportation

Baltimore, Maryland, USA: Virtual Supermarket Program

#retail #fooddeserts #transportation #programme #healthyfood #northamerica

The action and its aims: Baltimore's Virtual Supermarket Program is a network of 14 public libraries, schools, and senior homes where people can order grocer-

ies online, if necessary with the assistance of trained Neighborhood Food Advocates. The groceries are delivered to the centres with no delivery fee. The aim is to ensure elderly citizens can access healthy food, no matter where they live, their transport situation, or their level of computer literacy.

When it was introduced: The programme was launched in 2010 and was the first online service in the US to accept Food Stamps (now known as SNAP benefits since the federal programme was re-named the Supplemental Nutrition Assistance Program).

Why it was needed: It was needed because almost a quarter of Baltimoreans live in areas of the city that lack access to affordable, healthy food. These areas, known as 'healthy food priority areas', are home to almost 18,000 senior citizens, who are more likely to have mobility and transport issues than younger people.

Who initiated it, who is involved: The Virtual Supermarket Program is a partnership between Baltimore City Health Department and Klein's Family Markets, which owns the ShopRite chain of stores. It is funded by federal grants and foundations; initial funding of USD60,000 came from the 2009 federal stimulus package.

Impacts to date: Between March 2010 to July 2016, 8,200 grocery orders were made for over 900 unique customers. The number of users has increased over time. An evaluation by the University of Michigan found that it improved food purchasing behaviour and created a sense of community.

More information: https://health.baltimorecity.gov/programs/baltimarket; https://bmcpublichealth.biomedcentral.com/articles/10.1186/s12889-017-4864-9

Flint, Michigan, USA: Rides to Groceries
#retail #transportation #fooddeserts #northamerica

The action and its aims: The Rides to Groceries' bus line in Flint, Michigan, transports residents of underserved neighbourhoods to grocery stores. Alternatively, for those with a lot of groceries to carry, the 'Your Ride' service collects and returns residents to their homes. The aim is to ensure access to food for people who do not have a car and have no grocery store within walking distance.

When it was introduced: Rides to Groceries was launched in 2015. Your Ride, a fleet of 9 propane-powered minibuses covering Genesee County, was added after drivers realised some people were using the bus service every day as they could not carry all their groceries to and from the bus stop.

Why it was needed: The services were needed because the closure of three major supermarkets in the city of Flint within an eight-month period left the community without easy access to healthy food and full-service grocery.

Who initiated it, who is involved: Rides to Groceries was the idea of the General Manager of Flint Mass Transport Authority (MTA). The MTA received a start-up grant from non-profit United Way of Genesee County, and graphics for Your Ride vehicles were provided by insurer Health Alliance Plan of Michigan. The service is funded by passenger fares. The regular bus fare is USD1.75 each way, Your Ride costs USD3.50 each way (reduced fares are available for both).

Impacts to date: No impact data were found in the public domain.

More information: https://www.mtaflint.org/ride-to-groceries.html; https://www.saferoutespartnership.org/sites/default/files/resource_files/wheels_on_the_bus_0.pdf

*Similar programmes have been introduced in **Philadelphia (USA)**, where the public transport agency aims for 75% of residents to have food access within 10 minutes (more info: https://www.septa.org/sustain/blog/2011/04-15.html); and in **Austin, Texas (USA)**, where the Texas Capital Metro and Austin/Travis County*

Food Policy Council have cooperated since 1996 to offer a 'grocery line' bus for residents of the low-income Latino Eastside neighbourhood (more info: http://thefoodtrust.org/uploads/media_items/houston-supermarket-report.original.pdf).

*Other initiatives target specific groups, such as a bus service between six senior homes and supermarkets in **Ann Arbor, Michigan (USA)** (more info: https://www.theride.org/Services/Senior-Services); and an initiative from Chelsea Area Transportation System to bring residents of senior centres to Chelsea Farmers Market on Saturday mornings (more info: http://foodsecurity.org/policy_trans03_brief).*

Atlanta, Georgia, USA: Fresh MARTA Market
#retail #transportation #fooddeserts #foodvouchers #northamerica #freshfood

The action and its aims: The Metropolitan Atlanta Rapid Transport Authority (MARTA) hosts seasonal farmers markets at four stations in areas lacking reliable access to affordable, healthy food. The markets sell mainly local produce, plus some fruits that are not grown locally, like bananas. Each market takes place once a week, on different days, between May and December. Prices are competitive with grocery stores and SNAP vouchers are accepted, with the value doubled under the Georgia Fresh for Less scheme (see under 'affordability'). The aim is to improve access to healthy food, making it easy for people to purchase fresh produce when they are passing through stations.
When it was introduced: The scheme was piloted in summer 2015 with a table-top market at West End Station. Its success led to expansion to three more stations the following year.
Why it was needed: The scheme was deemed necessary because more than 300,000 people living within the area served by MARTA lack reliable access to sufficient quantities of affordable, nutritious food.
Who initiated it, who is involved: Day-to-day operations of Fresh MARTA Market are managed by Organix Matters, a local urban agriculture organisation employing growers and food entrepreneurs, in partnership with the Community Farmers Market, Atlanta Community Food Bank/Food Oasis-Atlanta, South West Atlanta Growers (SWAG) Cooperative, and MARTA. In late 2017, MARTA received a USD500,000 grant from the USDA to establish produce markets in additional stations.
Impacts to date: During the 2015 season, the pilot Fresh MARTA Market sold more than 8,000lbs of produce to 2,500 customers, with a value of USD7,825. In 2016 the season ran only from September to December, but the four markets served more than 13,000 visitors and sold more than 15,000lbs of produce between them.
More information: http://www.foodwellalliance.org/casestudy-freshmarta

*A similar example of a public transportation organisation providing space and infrastructure for healthy food access comes from **Montreal (Canada)**. There, the Societé Transporte de Montreal provides land, electricity and water for food markets at nine transit shops located in food deserts, in partnership with a non-profit organisation (more info: https://www.saferoutespartnership.org/sites/default/files/resource_files/wheels_on_the_bus_0.pdf)*

2.6   Case study: Improving food access by supporting urban agriculture and supply chains in Quelimane, Mozambique

#urbanagriculture #supplychains #programme #infrastructure #citytocity #africa #foodwaste

photo: Lara Viganò

Short summary

Two programmes in the city of Quelimane aim to improve access to fruits and vegetables: Quelimane Limpa promotes the use of compost to improve the quality and quantity of urban agriculture harvests; Quelimane Agricola contributes to sustainable rural development by strengthening the local agricultural markets and supply chains. The programmes have been jointly designed and developed by the municipality of Quelimane and the city of Milan. The implementation of these programmes also facilitated Quelimane's signature of the Milan Urban Food Policy Pact in 2017 and strengthened the partnership with the Municipality of Milan, Italian NGOs and international institutions (EU, UN agencies, Italian cooperation agency) to access knowledge, apply for funding and proceed in implementing the activities planned in the programmes. The positive experience of cooperating with the city of Milan for Quelimane Limpa led to an extension of the collaboration between the two municipalities. The result was a second programme, Quelimane Agricola, which brought an expansion of the number of actors involved and diversified the source of funding.

Context and issues

The port city of Quelimane on Mozambique's eastern seaboard, near the mouth of the Rio dos Bons Sinais ('River of Good Signs'), has been a trading post since the 16th century. It is the capital of Zambezia, one of the country's ten provinces, where the land is rich and fertile but the people – mainly farming families – are poor; 70% of the rural population lives below the poverty line and chronic malnutrition affects 41% of children. The main local agricultural products are coconut, maize, cassava, cashew, sugarcane, soybeans, coconuts, citrus, cotton, and tea. Fishing is also an important economic activity.

Following Mozambique's independence from Portugal in 1975 and the subsequent 16-year civil war, Quelimane entered a long, slow period of decline. Decades of neglect and no investment in infrastructure have meant many roads are unpaved, transport connections to outlying villages are non-existent, and the drainage system is unable to cope with the regular flooding during the rainy season that runs from December to March.

The coastal location of Quelimane makes it very vulnerable to climate events. Most recently, in March 2019 Zambezia (as well as Beira, Manica and Inhambane) was hit by the devastating tropical Cyclone Idai. Flood-waters cut off entire communities, families took refuge on the roofs of houses, and a major relief effort raced to provide food and shelter to survivors and prevent outbreaks of waterborne diseases such as cholera.

Today, Quelimane has a population of around 350,000 (2017 census), a dramatic increase from 193,300 in 2007 due to an influx of migrants from the rural hinterland. Many residents live in informal settlements on low-lying flood plains, meaning their homes are vulnerable to flooding and unsanitary conditions that accompany it. Poverty has led to an upsurge in crime, and prostitution and HIV/AIDS are rife.

The population explosion has put major pressure on food security. The need to increase agricultural production has led to destruction of mangroves that protect the fragile shoreline from the effects of severe weather and flooding, and filter the water.

As well as requiring food, more people also generate more waste than the over-stretched Quelimane Municipal Sanitation Company (EMUSA) can deal with. Rotting rubbish piles up on street corners; for residents and businesses the stench, insects and rodents are a daily struggle, and there are regular outbreaks of diarrheal disease. The environmental damage is severe. One implication is that flooding reaches landfill sites and informal solid waste dumps. The contaminated water is reabsorbed into the ground, where it contaminates the aquifer (which, in Quelimane, is very close to ground level). The result is that agricultural food products growing on land that has been flooded, or near to it, is less safe for human consumption. Similarly, the contaminated aquifer can reach urban food markets, making market conditions less sanitary.

The current Mayor of Quelimane, Manuel de Araújo (first elected in 2011) has made it his priority to rebuild the local economy and improve public services and infrastructure, and to ensure sustainability and urban resilience. To date 28km of rainwater drainage canals have been installed; five roads have been paved and ten asphalted; major renovations have been carried out on bridges to improve access neighbourhoods; twenty public health facilities have been constructed, as well as a market and a cemetery. Since 2017 de Araújo has held elected executive positions with the international network ICLEI - Local Governments for Sustainability.

De Araújo has also committed to fostering more citizen participation, with a focus on youth and women, and is committed to ensuring good governance of the municipality.

Municipal, district and district and provincial governments

Manuel de Araújo, a member of the RENAMO party[6], was elected for the latest five-year term in October 2018.

His cabinet is made of eight councillors whose portfolios cover:

• Municipal Planning and Development Management;
• Administration and Finances;
• Infrastructure and Habitation;
• Education, Health, Gender and Social Work;
• Economic Activities;
• Environmental, Climate changes, Sanitation, Parks and Cemeteries;
• Culture, Youth, and Sports; and
• Police, Transportation and Inspection.

Amongst others, the local government has a Department of Agriculture, Livestock and Food Security. The remit of this department is not only to improve the nutrition status of citizens, but also to facilitate the formation of groups of small farmers who are stakeholders in programmes to build food security and a resilient food system.

The Municipal Council of Quelimane – of which the Mayor is president – is supervised by the Municipal Assembly, the deliberative organ of local government.

As the capital of Zambezia, Quelimane also hosts the provincial level of government, led by a Governor who is appointed by the President (since 2015 Abdul Razak Noormahomed), and a local assembly. The provincial level has general executive and administrative functions, as well as functional responsibilities in several climate-related fields, environmental preservation, water supply, energy resources, and natural resource management.

In addition, as Quelimane is one of the 22 districts of Zambezia, it has a district government that shares a number of competencies with the municipality, such as town planning, transportation, water and sanitation, and parks and green spaces.

The actions

Within the context of municipal regeneration and economic revival, Quelimane implemented two multi-partner programmes that contribute to improved physical access to fresh produce for the urban population and promote environmental stewardship.

Quelimane Limpa (Clean Quelimane) ran for 2.5 years from 2017 to mid-2019. It is the city's flagship effort to resolve the solid waste management crisis and combat practices that have a negative environmental impact, as well as promote sustainable agriculture and the management of natural resources by farming communities. It seeks to do this by strengthening cooperation between the local government, civil society and private sectors in municipal affairs. By working with the municipal waste company, EMUSA, to clean up solid organic waste from informal dumps, the project

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6   Until 2018 Mayor de Araújo was a member of the Movimento Democrático de Moçambique party.

renders flood waters – and therefore the aquifer into which they flow – cleaner. The result for agriculture is safer, higher quality produce. The programme also involves separate collection of organic waste at the city's markets, and the creation of a compost industry. The application of compost to land that is lacking in nutrients boosts the quantity and quality of crops produced by small-scale farmers and creates jobs[7].

A second programme called Quelimane Agricola (Agricultural Quelimane), began in 2018 and will run for three years. Focused on the Quelimane, Nicoadala and Namacurra districts of Zambezia, it aims to contribute to sustainable rural development by strengthening the local agricultural market in cooperation with producers, local authorities, and the private sector, by promoting sustainable farming practices, and by increasing awareness of local food so that citizens choose healthier local produce rather than imported food.

The story of Quelimane Limpa
Initiation and securing funding
The initial idea for Quelimane Limpa came about in 2015. The municipalities of Quelimane and Milan had already established a working relationship when Mayor Manuel de Araújo contacted the Municipality of Milan for advice about how to tackle Quelimane's waste problem. His enquiry led to the cities co-writing a project proposal for Quelimane Limpa that they submitted, together with Italian NGO Celim and with input from local NGO SAMcom, to a EuropeAid funding call via the EU local office in Mozambique.

The bid was successful. In late 2016 the partners received EUR338,503 from EuropeAid and brought on board other organisations from the NGO and private sectors and from academia. Co-funding of EUR90,000 was received from the Italian region of Lombardy and the Peppino Vismara Foundation, a private charitable fund, made a loan of EUR70,000. Bioplastics firm Novamont made an asset donation of equipment for waste disposal at the markets, including bioplastic bags, and provided technical assistance, an in-kind contribution that had a total value of EUR30,000.

Research, technical expertise, and strategising
The first phase of the project involved analysis of the kind of waste generated in Quelimane. This research was carried out by academics from the University of Brescia in Italy and passed to AMSA/A2A, the Municipality of Milan's subsidiary company and the leader in the environmental sector in Italy. AMSA/A2A acts as a catalyst for resources and activation of know-how in the Milan area to support the activities of the project.

AMSA/A2A worked on improving Quelimane's waste management plan and facilitated the exchange between technical officers in Quelimane and their counterparts in Milan. In October 2017, Mayor de Araújo and technical staff from EMUSA visited Milan, where the municipality hosted a week of training and exchanges between peers. Furthermore, the Municipality of Milan supported local administrators in improving public policies in the environmental sector.

The technical expertise for compostable waste collection bags to be used in the project was provided by Italian bioplastics producer Novamont, whose bags are used in Milan's central market.

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7   The other element of Quelimane Limpa is plastic recycling, with the construction of a plastic treatment centre. The practice of burying or burning plastic waste causes pollution problems, yet there is a growing market for recycling plastic that can provide economic opportunities.

Infrastructure, start-ups, and education
The next phase, managed by the Municipality of Quelimane and Celim, established the infrastructure on the ground.

The waste collection capacity of EMUSA (the Municipal Sanitation Company) was expanded and improved. Employees received training and new collection vehicles were provided. 150 waste baskets were positioned on roadsides to facilitate collection, and awareness-raising activities encouraged the public to use them. The 54 waste collection routes were also reviewed and rationalised.

Part of the central market was re-designed to enable the separate collection of organic waste, using the system developed by AMSA/A2A and Novamont that uses 80 litre compostable bags and bag sacks. The bags are installed by the market cleaners at fixed points for traders to dispose of organic waste.

Each day, members of a microenterprise collect the bags and transport them by bicycle 500m to the newly built composting facility, which has a capacity of 40 tons a year (sufficient for handling organic waste from the main central market and another market) and which is co-located with a centre for treating plastics and a plant nursery. The 12 microenterprise members each received training and micro-finance to allow them to make initial equipment investments. They are paid a subsidy out of project funds but it is hoped they will eventually become municipal employees.

Two other microenterprises have also been set up. One buys plastic waste from households and sells it for recycling, while the other carries out door-to-door awareness-raising on household waste management in areas with no municipal collection service. They take away plastic waste that would otherwise be burnt and encourage residents to separate out organic waste that can be left to decompose. The members of all three microenterprises were previously unemployed or worked in the informal sector, and were selected from among the members of two associations already working on environmental issues in Quelimane.

Operationalisation
Compost production began at the end of 2017 on the site of the new compost facility, even though the full infrastructure was not yet in place. Compost was delivered to vegetable farmers from March 2018. Since the dedicated compost production facility became operational in early 2019, greater volumes are produced.

The original plan was for food waste to be collected from all 11 markets in Quelimane, but distance and capacity issues meant this was not possible. The project instead focused on transforming operations at Central Market for the foreseeable future. Some of the other markets, which are further afield, may be the subject of a follow-up projects.

The compost takes 90 days to produce. It is then distributed for free to around 140 family-run gardens, where it is used in demonstration fields to show yield improvements, compared to yields from fields that have been repeatedly planted for years without the addition of nutrients.

A commercial value chain is under construction, as the project team is working with several stores to promote knowledge and sales of the compost for a price of MZN5 per kg (about EUR.07).

photo: Mani Tese

Community involvement
An important factor in the success of Quelimane Limpa has been community out-reach. Local NGO SAMcom ran awareness campaigns targeting specific groups, such as market operators, who have received information on good environmental and hygiene practices, as well as the general public.

Educational materials on good environmental and agricultural practices have been produced and used by grassroots community organisations. The materials were also used by environmental clubs and selected pupils (840 in total) in seven schools (three primary, two secondary, two professional), in cooperation with SAMcom, the District Management of Education (SDEJT) and the Provincial Directorate of Land, Environment and Rural Development (DPTADER).

In collaboration with the municipal Department of Agriculture, Livestock and Food Security, eight groups of farmers from the suburban area were selected to receive training on use of compost; the training was carried out by one technician from the project and one from the municipality.

Outcomes and next steps
As of April 2019, more than 3,000kg of market waste has been collected and almost 10,000kg of organic waste from the market and from trees. This has been used to produce around 7,500kg of compost.

The farmers have seen a clear difference between plots where they used compost and plots where they did not, and have been impressed by the effect on crop quality

and quantity. They have all shown interest in using compost in the future.
The increased yields translate into increased availability of more vegetables on Quelimane's markets. Moreover, farmers have begun to diversify their crops. Where previously they grew the same vegetables on a plot of land, which runs down the nutrient levels in the soil, they are now planting different kinds of vegetables, leading to greater dietary diversity.

Quelimane Limpa has run for two and a half years, and the initial funding came to an end in June 2019. New practices of waste collection and compost processing will continue, however, now that the local teams have received training and viable micro-enterprises have been established. The Municipality of Quelimane will continue to support composting activities: the municipal technicians who have been involved in the project will continue to offer support; and some members of the micro-enterprises will become municipal employees.

At the time of writing, funding for a follow-up project is under consideration by the Italian government but has not yet been secured.

Organisational actors involved in Quelimane Limpa

Local authorities:
- The City of Quelimane and the Municipality of Milan cooperated to come up with the idea for the project and co-wrote the funding bid.
- The City of Quelimane implements the project on the ground, together with Celim (see below).
- District Management of Education (SDEJT) and the Provincial Directorate of Land, Environment and Rural Development (DPTADER) contributed to educational outreach.
- The Municipality of Milan was responsible for the human resources plan, for institutional support to local managers, and for technical training of EMUSA personnel. It had a role of coordination and dissemination between international actors.

University:
- The University of Brescia in Italy conducted an analysis of the kind of waste generated in Quelimane.

NGOs:
- Celim: Played a key role in the design, on-the-ground implementation with the Municipality of Quelimane, and monitoring of the entire project; strengthens collaboration between local authorities, civil society and private sector.
- SAMcom: Contrinuted to writing the project and managed awareness-raising activities with citizens and in schools.

Private sector:
- AMSA/A2A defined the strategy for intervention; facilitated the exchange between technical officers in Quelimane and in Milan; worked on improving Quelimane's waste management plan and ensured the transfer of know-how for the management of the city's waste collection service.
- Novamont provided technical know-how for the waste collection bags and equipment as well as organising training workshops in Mozambique; the in-kind donation had a value of EUR30,000.

> **Enabling factors**
> - The initiative of the Mayor of Quelimane to seek collaboration with another Milan Urban Food Policy Pact signatory city to address the waste problem, and to identify funding opportunities.
> - The spirit of collaboration between two signatory cities of the MUFPP, to share technical knowledge and experiences.
> - Expert knowledge of waste types provided by the University of Brescia, which enabled development of a technically-appropriate strategy.
> - Community outreach, which has ensured that the wider citizenry is engaged in supporting the project through their daily habits.
>
> **Difficulties faced**
> - Due to limited capacity of the composting facility and transportation constraints, an initial plan to collect food waste from all 11 markets in Quelimane had to be abandoned in favour of focusing only on Central Market, the most important market in the city. By bringing together all the actions in a single pilot project, the intention is for them to be replicable in the other markets in the future.
> - The 30-month project is relatively short term. An 12-month extension would have been useful to monitor the operational aspects and the development and implementation of new public policies.

The story of Quelimane Agricola
Initiation
The idea for Quelimane Agricola originated from Italian NGO Mani Tese, which has a long history of working in Quelimane. Together with the municipality, Mani Tese identified a need to support agricultural production and sale of produce to local markets, to improve food safety and food security. In 2017 the City of Quelimane, Mani Tese and ICEI[8] (another Italian NGO) invited the Municipality of Milan to join them as 'know-how' partner to apply for project funding through the Italian Cooperation Agency (AICS). The consortium was successful; it secured EUR1,674,444 for a 3-year project (2018-2021).

Thus, although the idea for Quelimane Agricola did not come about as a direct result of Quelimane Limpa, the positive experience of cooperation between Quelimane and Milan meant that the two cities were keen to work together again. The involvement of Milan was instrumental to making it happen.

Early implementation
During the start-up phase of the project, the Municipality of Milan provided Quelimane with examples of how municipalities elsewhere have successfully strengthened the local agricultural market. These examples helped inform the detailed definition of the actions to be carried out.

Milan also provided technical support and capacity building for the technical and managerial staff of Quelimane's municipal water service, with the aim of improving management of the city's water service, coached managers in how to conduct such a project at the city scale, and proposed policy interventions to politicians, through which they might support the market for produce that has been produced locally and sustainably.

As the project leader, Mani Tese is responsible for activities on the ground. It receives advice from the Provincial Farmers Union of Zambezia (UPC-Z), to ensure they are appropriate and achievable in the local setting.

Activities to date include:

- training courses in innovative and sustainable agricultural techniques (syntropic agriculture, preparation and use of biopesticides and biofertilisers) run by Mani Tese and ICEI, to help producers achieve quantitative and qualitative improvements in yields, increase profitability, and adapt their practices to climate-related threats;

- helping producers to form small, entrepreneurial groups to grow syntropic demonstrative fields (for vegetable production and rice fields) and subsequently to process their crops and package them as value-added products for sale in markets and fairs. So far 18 farmer groups have been formed, each composed of 30 members;

- development of the 'Productos Agro-ecologicos da Zambesia' brand to promote production and consumption of local agricultural products, including a Facebook page (@produtosdaZambezia);

- development of a mobile phone-based platform by the cooperative Gnucoop, to provide farmers with real-time information on weather conditions, price trends, markets and more, via SMS;

- information and communication campaigns to stimulate demand by guiding consumers and businesses towards locally-produced healthy, nutritious foods instead of imported food. A key actor in this activity is the University of Licungo (former Universidade Pedagogica) of Quelimane;

- improving Quelimane's water system (focusing on markets) through capacity building on public policy and technical assistance, in cooperation with MM S.p.a, the Municipality of Milan's subsidiary company for water service management, mobility and social housing;

- installation of infrastructure, including:
  – three new warehouses in the districts of Namacurra, Nicoadala, and Quelimane;
  – installation of new irrigation systems, overseen by the University of Florence;
  – 20 rooftop rainwater collection systems in the three districts, in partnership with the Department of Management of Agriculture, Food and Forestry Systems (GESAAF) of the University of Florence.

The programme is expected to benefit 540 producers, 2,000 traders, and 12,700 family members.

As implementation is only getting underway in 2019, no impact data is available at the time of writing. However, following a baseline survey, data is collected on a quarterly basis by local staff, with assistance from Mani Tese. A platform for collecting and analysing data (quantitative and qualitative) and monitoring activities is being developed by Gnucoop.

Actors involved in Quelimane Agricola

Italian government:
- The Italian Cooperation Agency (AICS) funded the project.

Local governments:
- City of Quelimane, the Municipality of Milan, the Municipality of Reggio Emilia, and Fondazione E35 (a local government cooperation in Reggio Emilia for the promotion of economic development) work together to construct public policies for food smart cities.
- MM S.p.a., the Municipality of Milan's subsidiary company for water management, mobility and social housing, works with Quelimane to improve its water system through capacity building on public policy and technical assistance. MM S.p.a. plays a fundamental role in the transfer of technical expertise to the municipality of Quelimane.

Universities:
- The University of Licungo in Quelimane oversees the management committees of the newly build warehouses, supports training and helps to market local agriculture products.
- The University of Florence is responsible for the construction of water collection systems, as well as for the installation of new irrigation systems.

Union:
- The Provincial Farmers Union of Zambezia (UPC-Z) is a local partner and provides advice to Mani Tese on project activities.

NGOs:
- Mani Tese, as the project leader, monitors and supervises all activities, trains farmers, and organises conferences and events.
- ICEI is responsible for agricultural activities and the introduction and diffusion of syntropic agriculture.
- Gnucoop is developing the mobile phone-based technology platform and SMS alert system, and the monitoring platform.

Enabling factors

- The initiative of the Mayor of Quelimane to seek collaboration with another Milan Urban Food Policy Pact signatory city to address the food and water security, and to share technical knowledge and experiences.
- The provision of expert knowledge to address key challenges faced by Quelimane, such as knowledge on water management provided by MM S.p.a., which enabled development of a technically-appropriate strategy.
- Engagement of local organisations to provide advice on appropriate and achievable project activities, such as the Provincial Farmers Union of Zambezia.
- Community outreach, which has ensured that the wider citizenry is engaged in supporting the project through their daily habits.

Difficulties faced

- For Mani Tese, a major challenge has been to develop and implement public policies on the ground that promote the production of local and healthy food, in order for the concepts of 'zero km', organic farming, and agricultural cooperatives take root.
- Another implementation challenge to date has been identifying professionals to deliver nutritional education in a variety of settings, such as in schools, churches, civil society and non-governmental organisations.

There are strong synergies between Quelimane Limpa and Quelimane Agricola which, although funded by different bodies and involving some different partners, work on different aspects of the food security problem.

Cooperation between the City of Quelimane and the Municipality of Milan is fundamental to both, demonstrating how one successful cooperation can bring opportunities to expand and deepen the relationship in the future. Across both projects, the Cooperation unit of the Municipality of Milan has played a pivotal role in: political and institutional coordination; mobilization of expertise from Milan for local training; technical support and capacity building; and connecting the different international donor agencies operating in the area and the relevant national institutions of Mozambique (see figures 3 and 4).

Figure 3: Intervention model of Milan in Quelimane

Intervention model in Quelimane		
Duration	**30 months**	
Intervention levels	**TECHNICAL**	Technical staff - operators - service managers
	MANAGERIAL	Executive managers
	PUBLIC POLICIES	Councilors - Mayor
	INFRASTRUCTURE AND SERVICES	

Source: Milan Municipality, International Relations Area

Both projects involved systemic integration across the food chain, and show that active involvement of a constellation of actors from communities and institutions, producers and consumers contributes to achieving systemic transformation.

Figure 4: Actors and organisations involved in Milan city-to-city cooperation projects
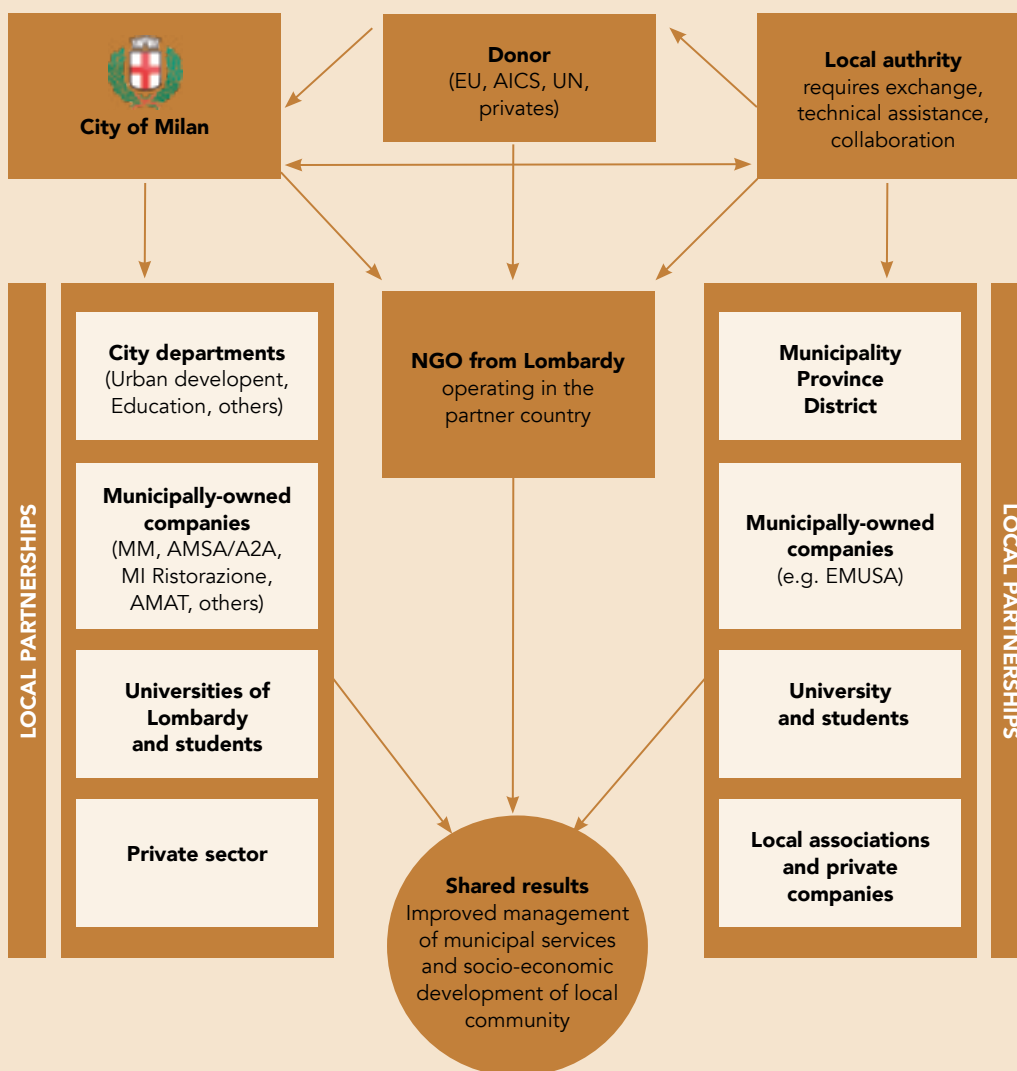
Source: Milan Municipality, International Relations Area

Further reading

City of Milan (in Italian) https://www.comune.milano.it/aree-tematiche/relazioni-internazionali/cooperazione-internazionale/tutela-e-risanamento-dell-ambiente-urbano-e-suburbano-del-municipio-di-quelimane-mozambico

Municipality of Quelimane (in Portuguese)
http://conselhomunicipaldequelimane.blogspot.com/

Celim (in Italian) https://www.celim.it/it/progetto/puliamo-quelimane/

Mani Tese (in Italian) https://www.manitese.it/progetto/quelimane-agricola-produce-cresce-consuma-sostenibile

AMSA/A2A (in Italian) https://www.a2a.eu/it/a2a-presenta-bilancio-sostenibilita-milano-2018

Novamont (in Italian) https://www.novamont.com/leggi-comunicato-stampa/progetto-quelimane-limpa-il-modello-milano-in-mozambico/

Article from local press (in Portuguese) https://www.jornaltxopela.com/2018/05/parceiros-satisfeitos-com-o-desempenho-do-projecto-quelimane-limpa/

Contact details

3   What's on the menu?
Shaping the food environment: desirability

Map of categories and cases in this chapter

Shaping the food environment: desirability				
Trying to influence behaviour			**Asking people to choose differently**	
Framing, labelling and marketing	**Environmental stimuli and promotions**	**Altering available choices and presentation**	**General behaviour change communications**	**Targeted awareness raising and education**
Brighton & Hove, UK: Healthy Choice Dhaka, Bangladesh: Orange carts New York, USA: Nutritional information on menus Melbourne, Australia: Green Light Eat Right	London, UK: Transport ban on unhealthy food advertising San Francisco, USA: Healthy Food Incentives Ordinance	Amsterdam, The Netherlands: Healthier supermarket layout Birmingham, UK: Healthy takeaway service London, UK: Healthier Catering Commitment Paris, France: Paris Nutrition Santé	Quito, Ecuador: Health on the Way Los Angeles, USA: Choose Health portion control advertising New York, USA: Pouring on the fat	Cuenca, Ecuador: ACTIVITAL Santa Barbara County, USA: School Food Initiative Tel Aviv and Yafo: Scout Food Movement Arusha, Tanzania: Arusha Edible Gardens

3 What's on the menu?
Shaping the food environment: desirability

The example actions in this chapter are divided into two categories:

Trying to influence behaviour includes actions for visible marketing, framing and labelling, such as awards, logos, and certification schemes, to draw attention to healthy foods; overt messaging around food such as advertising and promotions that make certain choices more attractive; and more subtle actions that citizens may not even notice, like altering recipes and product offering so that healthy foods are the default choice, or changing store layout so that healthy options are displayed more prominently than unhealthy.

Asking people to choose differently includes actions to encourage conscious behaviour change among the general population or target groups, such as public health campaigns to raise awareness of dietary health implications or education to instil healthy habits and elicit cultural change over time.

3.1 Trying to influence behaviour

3.1.1 Framing, labelling and marketing

Brighton and Hove, UK: Healthy Choice

#marketing #healthyfood #businessadvice #takeaways #catering #schools #foodservice #europe #advertising #award #cooking

The action and its aims: Healthy Choice is a certification and marketing scheme to recognise food businesses that serve up healthier options. It is open to all food businesses with a Food Hygiene Rating of 3 or above, including cafes, restaurants, takeaways, pubs, canteens, nurseries and school breakfast clubs. Businesses that sign the Healthy Choice Commitment receive a visit from the council's food safety team, which offers tailored advice on healthier menu options, ingredients and cooking methods. Those that meet the criteria earn the Healthy Choice Award, allowing them to use the logo in promotional materials. The scheme aims to increase availability and visibility of healthier food options within the city.
When it was introduced: The award was introduced in 2008.
Why it was needed: One in six meals in Brighton and Hove is eaten outside the home but unhealthy options, such as burgers, fried chicken and chips, dominate the menus of takeaways and restaurants.
Who initiated it, who is involved: The scheme was launched as a partnership between Brighton and Hove City Council and Brighton & Hove Food Partnership.

As of 2019, however, BHCC is now responsible for it.

Impacts to date: So far more than 200 food businesses, workplaces, nurseries, care homes and breakfast clubs have earned a Healthy Choice Award.

More information: https://www.brighton-hove.gov.uk/content/business-and-trade/food-safety/healthy-choice-meals-and-snacks-when-eating-out

Dhaka, Bangladesh: Orange carts
#training #foodsafety #streetvending #marketing #asia

The action and its aims: In Dhaka, orange carts are used only by street food vendors who have completed food safety training and passed a series of physical and mental tests. They have become a symbol for good food safety and hygiene practices. The aim of such distinctive carts is to help customers identify the safest sources of street food.

When it was introduced: The carts – known locally as 'kamala', the Bengali word for orange – were introduced in 2016.

Why it was needed: Street vendors provide convenient, cheap food in the city, but investigations have shown rampant contamination, unsanitary practices and poor education of vendors. Traditional carts are ill-equipped and are open, exposing food to dust, flies and air pollution. The new, enclosed carts are equipped with clean water, hand sanitisers and serviettes.

Who initiated it, who is involved: The carts are part of the food safety training programme, run by the FAO and Dhaka North- and Dhaka South Corporations (local governments), and funded by the Dutch government. Qualified vendors may purchase a kamala cart for around USD570.

Impacts to date: More than 260 kamala carts are in operation in Dhaka. Early evaluations indicate a reduction in food-borne disease incidence since the new carts hit the streets.

More information: https://nextcity.org/features/view/bangladesh-food-cart-safety-health; http://www.fao.org/in-action/setting-up-safer-and-healthier-street-food-systems-in-bangladesh/en/

New York, USA: Nutritional information on menus
#regulation #foodservice #restaurants #labelling #northamerica #overweightobesity

The action and its aims: New York updated the NYC Health Code (Article 81) to require all food service establishments to keep full nutritional information for menu items on site and to provide it to customers on request. They must also display information on optimal calorie intake. Establishments with a Health Department permit and over 15 locations in the US must also include calorie information on menus. The aim is to help consumers to make informed decisions on the food they eat.

When it was introduced: The requirement was agreed in 2015 and came into effect in May 2017. It is an update of a 2008 amendment that required only chain restaurants to display calorie information, which was superseded at the federal level under the 2010 Affordable Care Act and implemented by the Food and Drug Administration in 2018.

Who initiated it, who is involved: The requirement was introduced by the administration of Mayor Bill de Blasio. It is enforced by the Departments of Health and Consumer Affairs, which can issue Notices of Violations that are subject to fines of between USD200 and USD600. The Department of Health carried out education of food service establishments, and will review menu mock-ups to ensure compli-

ance on request (submission is optional).

Why it was needed: The amendments (both the original and the update) were considered necessary due to high incidence of obesity and overweight in New York, and a strong culture of out-of-home eating.

More information: https://www1.nyc.gov/nycbusiness/description/calorie-posting; https://www1.nyc.gov/site/doh/about/press/pr2017/calorie-label-rules.page

*A similar action is the Healthy Menu Choices Act introduced in **Ontario (Canada)** which requires calorie labelling on menus of food service premises. The province-wide measure was prompted by a campaign to pass a by-law for the city of Toronto (more info: https://www.ontario.ca/document/guide-menu-labelling-requirements-regulated-food-service-premises-ontario/overview-requirements-legislation).*

Melbourne, Australia: Green Light Eat Right
#labelling #foodservice #highfatsugarsalt #healthyfood #oceania

The action and its aims: 'Green Light Eat Right' is a traffic light labelling scheme for food and beverages sold at Melbourne's leisure centres and events, and in vending machines. Based on a nutrient profiling model, 'green' signifies 'best choice', 'amber' means 'choose carefully', and 'red' is 'limit intake'. The aim of the policy is to help people make healthier food choices and to improve food literacy.

When it was introduced: The scheme was developed in 2008 and trialled in one recreation centre in 2010. It was subsequently scaled up to all recreation and leisure centres in the city. In 2012 it was extended to events and festivals, and in 2014-15 some outlets introduced a 'no red' policy. In 2015 the system was incorporated into the Victorian Government's Healthy Choices Guidelines.

Why it was needed: The scheme was needed because of the high volume of sales of less healthy products in city-owned venues that otherwise existed to help residents practice healthy activities.

Who initiated it, who is involved: The city's Health Projects team developed the system with the help of non-governmental organisation Nutrition Australia. Evaluation of the pilot at North Melbourne Recreation Centre was carried out by Deakin University with funding from VicHealth, the state health promotion foundation.

Impacts to date: At the pilot site, there was a clear decrease in the number of 'red' items sold and an increase in 'amber' and 'green' products. Fewer 'red' products appeared in the top-ten list of best-sellers following introduction of the scheme. Sales of 'red' items decreased by 60% while amber and green sales increased, but not so much as to compensate for the 'red' items.

More information: https://heas.health.vic.gov.au/healthy-choices/case-studies/city-melbourne; https://heas.health.vic.gov.au/healthy-choices/guidelines

3.1.2 Environmental stimuli and promotions

London, UK: Transport ban on unhealthy food advertising

See the case study on the ban on advertising of foods high in salt, sugar and fat across London's public transport system.

San Francisco, USA: Healthy Food Incentives Ordinance
#ordinance #restaurants #takeaways #marketing #highfatsugarsalt #northamerica #overweightobesity

The action and its aims: San Francisco introduced the Healthy Food Incentives Ordinance (Art. 8 Section 471 of San Francisco Health Code) that banned restaurants and takeaways from offering free toys and other items with children's meals, unless the meals meet nutritional standards on total calories, fat, saturated fat, trans fats, sodium, and minimal fruit and vegetable content. The aim was to prevent food businesses from making unhealthy foods more attractive to children.
When it was introduced: The ordinance was introduced in 2011.
Why it was needed: It was deemed necessary in light of the high rates of child obesity in San Francisco. Children's menus in restaurants and takeaways tend to contain items like burgers, chicken nuggets, macaroni and cheese, fries and soft drinks, and often exceed recommended calorie intake. Free gifts make these options more attractive to children.
Who initiated it, who is involved: The action was adopted by the San Francisco Board of Supervisors. The lead implementing entities are the city's Department of Public Health and the Department of Environment.
Impacts to date: An impact study looking at practices of two global restaurant chains following the ordinance found that both implemented some menu changes, particularly regarding side dishes. However, they found a loophole and continued to offer toys with unhealthy meal purchases for an additional USD.10, meaning they were no-longer free; 88% of customers chose to buy the toys.
More information: http://www.sfbos.org/ftp/uploadedfiles/bdsupvrs/committees/materials/lu092710_101096.pdf ; https://www.cdc.gov/pcd/issues/2014/14_0026.htm

3.1.3   Altering available choices and presentation

Amsterdam, The Netherlands: Healthier supermarket layout
#retail #labelling #consumeradvice #programme #europe #overweightobesity

The action and its aims: The Dutch supermarket chain Albert Heijn has voluntarily made changes to in-store supermarket environments to encourage healthier food choices. The changes include adding healthier snacks at the checkout counters in 500 supermarkets throughout the country. In addition, young supermarket employees have been trained as Healthy Supermarket Coaches (HSC) to give workshops about healthy eating to local secondary school students. The changes are part of Amsterdam's flagship Healthy Weight programme (Dutch acronym AAGG), the overall aim of which is to create a healthier food environment for children and their parents in disadvantaged neighbourhoods in Amsterdam and to study the effectiveness of efforts.
When it was introduced: The actions were introduced at the end of 2015/beginning of 2016.
Why it was needed: The action forms part of city-wide efforts to combat child overweight and obesity in Amsterdam.
Who initiated it, who is involved: AAGG officers formed a network with the Amsterdam Health and Technology Institute, researchers from the Vrije Universiteit Amsterdam, and Albert Heijn, to encourage changes on the part of businesses.
Impacts to date: Evaluation showed that the placement of healthier snacks at supermarket checkouts led to marginal sales of these snacks; customers did not replace less healthy snacks with the healthier snacks. Replacing the total assort-

ment of less healthy snacks with healthier substitutes resulted in a reduction of almost 60% of total checkout sales. Nutritional knowledge and attitudes towards healthy eating improved among students who attended a workshop with an HSC. Moreover, students evaluated the HSC positively and indicated that they learned to make healthy and affordable food choices within the supermarket.

More information: https://www.amsterdam.nl/sociaaldomein/blijven-wij-gezond/amsterdam-healthy/; https://sarphati.amsterdam/overige-onderzoeksprojecten-binnen-sarphati-amsterdam/; https://nieuws.ah.nl/supermarktcoaches-albert-heijn-in-gezond-gesprek-met-vmbo-scholieren/

Birmingham, UK: Healthy takeaway service

#takeaways #healthyfood #europe #overweightobesity #convenience

The action and its aims: Birmingham piloted a takeaway service that delivered hot nutritious dinners to families at an affordable price, to provide a convenient alternative to usual unhealthy takeaways such as pizza, chips, and deep-fried foods. The aim was to test market demand for healthier alternatives among families and other users.

When it was introduced: The pilot ran for 10 weeks in 2018.

Why it was needed: The new service was deemed necessary because the boom in online services for takeaways and food delivery has made it more convenient than ever for people to order unhealthy food, and healthy options are few. Birmingham has one of the highest rates of child obesity in the UK. In 2017-8, 25% of children aged 10 experienced obesity and 15% had overweight status.

Who initiated it, who is involved: Birmingham City Council commissioned behaviour change charity Shift Design to develop the concept and test it on takeaway website Just-eat.co.uk. The action is part of work by the council's Tackling Obesogenic Environment Team that seeks to influence a cultural shift in food preferences.

Impacts to date: By the seventh week of the pilot, the service had delivered 90 meals and average ratings were 5.7/6 stars. This led to the conclusion that there is market demand for the service, and the partners are working to identify the right model for a new social enterprise.

More information: https://shiftdesign.org/building-social-enterprise-tackle-childhood-obesity/

London, UK: Healthier Catering Commitment

#catering #foodservice #programme #marketing #award #europe #cooking #overweightobesity #businessadvice

The action and its aims: The Healthier Catering Commitment scheme helps food businesses to make small but impactful changes to product offerings and cooking methods. Businesses can get the award if they meet at least eight out of 22 criteria (including four mandatory ones), ranging from sugar, to salt, to use of oils and fats, portion size, healthier options, etc. The scheme aims to ensure those meals are as healthy as can be, often without the customer realising that changes have been made.

When it was introduced: The scheme was introduced in 2010.

Why it was needed: It was deemed necessary due to the high level of child obesity in London. Some 25% of London's 8,000 fast food takeaways are within five minutes' walk of a school, while 20% of adults and children eat take away meals at home at least once a week.

Who initiated it, who is involved: The Association of London Environmental Health Managers developed the scheme, which is supported by the Mayor of London and the Chartered Institute of Environmental Health. It is delivered by the London boroughs on a voluntary basis, by their environmental health practitioners. Wholesaler JJ Foodservice offers a discount on certain healthier ingredients to participating businesses.

Impacts to date: 27 of London's 32 boroughs now run the Healthier Catering Commitment through their environmental health teams. Some research suggests that participating takeaways see an increase in customer numbers.

More information: https://www.cieh.org/media/1242/encouraging-healthier-take-aways-in-low-income-communities.pdf; https://www.london.gov.uk/what-we-do/business-and-economy/food/our-projects-food-london/healthier-catering-commitment

Paris, France: Paris Nutrition Santé

#programme #healthyfood #integration #europe #overweightobesity

The action and its aims: The Paris Nutrition Santé (PNS) programme aims to alter the environments in which children's eating and activity habits are formed, in both family and educational settings, by ensuring a coherent approach to addressing child overweight and obesity between city departments. It builds awareness of balanced diets among city institutions that provide food services, helps professionals to develop projects, tools and events aimed at young people with overweight status, and conducts studies of nutrition and health status at the household level.

When it was introduced: The programme was put in place in 2009 in three pilot arrondissements (districts) with high rates of food insecurity (the 13th, 15th, and 19th). It was initially aimed at parents, teachers, and childcare professions, but was later re-positioned towards institutional actors. In 2013 it was rolled out in three more arrondissements (the 10th, 18th, and 20th).

Why it was needed: The programme was deemed necessary because of the high rate of children with overweight status across Paris. In 2009 the regional health observatory found that almost one in six children (15.6%) aged 8-9 had overweight status. Paris has been a signatory of the France's Programme National Nutrition Santé (PNNS) since 2004. PNS signalled the city's renewed engagement with the recommendations of the PNNS.

Who initiated it, who is involved: The programme was initiated by the deputy mayor responsible for public health and relations with the Paris hospital system, known as Assistance publique – Hôpitaux de Paris. It is led by the city's Directorate for Social Action, Childhood and Health (DASES), in partnership with the Caisses des Ecoles (public institutions responsible for encouraging school attendance) and the town halls of participating arrondissements. The project is overseen by a city-wide coordinator, as well as a project manager in each arrondissement. Other partners participate in specific projects.

Impacts to date: Programme results cannot be quantified in terms of numbers of children who are no longer experience overweight or obesity as a result. Rather, its results are in behaviour change on the part of children and parents, which is hard to measure. Nonetheless, the number of children participating in activities has increased steadily, with weight loss or stabilisation of participating children and increased confidence on the part of parents.

More information: http://www.caissedesecoles20.com/paris-sante-nutrition-presentation; https://journals.openedition.org/faceaface/1011

3.2 Asking people to choose differently

3.2.1 General behaviour change communications

Quito, Ecuador: Health on the Way

#consumeradvice #education #latinamerica #fruit #vegetables #overweightobesity

The action and its aims: The Health on the Way (HOW) programme consists of 25 stalls around the city of Quito (10 fixed, 4 semi-fixed, 11 mobile) that provide free nutritional education and offer nutritional and health screening. Agreements are in place with municipal and organic markets, where some of the stalls take place and where consumption of fruit and vegetables is promoted. The programme is part of Quito's Metropolitan Ordinance 0494 of February 2014, which establishes that the Municipality must contribute to developing a healthy territory by promoting and providing health promotion and protection programmes and services.
When it was introduced: HOW was introduced in 2015.
Why it was needed: The driver was the impact that proliferation of Westernised eating habits and sedentary lifestyles has had on rates of overweight, obesity, and non-communicable diseases.
Who initiated it, who is involved: The programme is run by the Municipality of the Metropolitan District of Quito (MMDQ). Nutritional education is delivered by trained nutritionists.
Impacts to date: As of December 2018, a total of 481,554 people had visited a HOW stall; 34% visited on more than one occasion. Between 2015 and 2018 205,450 people with overweight or obese status used the service; of the 47,758 who made repeat visits, 13% improved their nutritional status and 6.5% changed from overweight to normal. Among those who improved their nutritional status, 62.2% had increased their fruit and vegetable intake, 39.2% reduced alcohol consumption, 31% reduced tobacco use, and 14.6% increased physical activity.
More information: City of Quito, submitted for Milan Pact Awards 2017.

Los Angeles, USA: Choose Health portion control advertising

#advertising #portions #healthyfood #northamerica #overweightobesity

The action and its aims: A major awareness campaign as part of Los Angeles' 'Choose Health' initiative showed how even slightly smaller portions have an impact on calorie control. The campaign covered out-of-home settings (billboards and the transport system), television, radio, and online, and presented information on recommended calories limits, graphics showing what a portion of certain foods looks like, and tips for controlling snack and meal sizes in the home and when out. The campaign aimed to increase public awareness of the importance of portion management.
When it was introduced: The initial portion control campaign ran for three months. A follow-up campaign in 2016 aimed to raise awareness among parents of the need to choose healthier meals for their children when eating out.
Why it was needed: The action was initiated in the context of fast-rising obesity rates in Los Angeles, and a food environment that promotes large portion sizes in restaurant and retail settings.
Who initiated it, who is involved: The campaign was run by the County of Los Angeles Public Health Division of Chronic Disease and Injury Prevention. Funding came from the Centers for Disease Control and Prevention.
Impacts to date: No impact data were found in the public domain.

desirability

More information: http://publichealth.lacounty.gov/chronic/docs/20131227_Portion_Control.pdf; http://www.marketwired.com/press-release/la-county-launches-portion-control-campaign-as-obesity-rates-rise-1709503.htm; www.choosehealthla.com

New York, USA: Pouring on the fat
#advertising #highfatsugarsalt #northamerica #sugarsweetenedbeverages #overweightobesity

The action and its aims: New York City ran a series of shock-provoking advertising campaigns on public transport called 'Pouring on the fat', which aimed to build understanding that excess calories consumed are stored as fat. The first ads, to raise awareness of sugar content in soft drinks, featured a man pouring, then drinking, a cup of fat.
When it was introduced: The campaign first ran for three months in 2009. It was followed up in 2013-14 and 2015 with new adverts targeting children's consumption, with a specific focus on sugar content of fruity beverages, which many people believe to be a healthy option.
Why it was needed: The campaign was considered necessary because of high consumption of sugary drinks in the city, which has an impact on diet-related ill health, such as obesity, type-2 diabetes, and tooth decay.
Who initiated it, who is involved: The campaign was run by the New York Department of Health and Mental Hygiene. Adverts were designed by agency Bandujo. The cost of the subway advertising space was covered by the Fund for Public Health in New York, a non-profit organisation that exists to connect the city with public and private sector partners for health promotion.
Impacts to date: The action is one of several strategies to reduce sugary drink consumption that have been implemented in New York. The cumulative impact was a steady decline in the number of New Yorkers drinking one or more sugary drink a day between 2007 and 2013. From 2013, however, the impact has stagnated and consumption remains highest among Black and Latino residents.
More information: https://www.nytimes.com/2009/09/01/nyregion/01fat.html;

3.2.2 Targeted awareness-raising / education, food literacy and cultural change

Cuenca, Ecuador: ACTIVITAL
#education #schools #foodliteracy #latinamerica #overweightobesity

The action and its aims: The ACTIVITAL programme in 10 of Cuenca's schools involved teachers using an interactive toolkit in classrooms to educate children aged 11 to 16 on healthy eating and physical activity, combined with workshops for parents and school shop staff and social events. In another 10 schools the normal curriculum was followed, to allow comparison on food habits and health parameters. The aim was to test the value of a comprehensive approach involving children, parents, and teaching and catering professionals for education and awareness-raising.
When it was introduced: The programme was introduced in 2009 and ran for three years.
Why it was needed: A school-based approach was adopted to curb rising obesity rates in Ecuador, due to adoption of Western-style diets and lack of physical exercise.

Who initiated it, who is involved: The programme was initiated by researchers from Cuenca University, in partnership with Ghent University in Belgium. It relied on teacher participation, which was voluntary since ACTIVITAL was not part of the curriculum.

Impacts to date: As a result of the programme, children in the intervention schools decreased their added sugar and processed snack food intakes, as well as their waist circumference and blood pressure across all socioeconomic groups. The same impacts were not seen in the 10 schools with no intervention.

More information:

https://www.ennonline.net/nex/8/tacklingoverweightandobesityinecuador

A similar action is the Giocampus programme in **Parma (Italy)** *is a public-private alliance to address child obesity through nutritional and physical education in schools (more info:* https://www.giocampus.it/m/community/italy-s-giocampus-daibetes-voice-sett-2011.pdf*).*

Santa Barbara County, USA: School Food Initiative
#schools #programme #foodliteracy #foodservice #training #education #northamerica #canteen #overweightobesity #cooking #foodskills #freshfood

The action and its aims: Santa Barbara's School Food Initiative was a long-running, whole-school programme that developed a food-literacy curriculum for middle school kids, established wellness committees to prompt cultural shifts, set up 36 school gardens to supply canteens, redesigned kitchens and invested in equipment, and ran 'boot camps' to train up food service staff. The aim was two-fold: the promote food literacy, and to help schools provide freshly prepared, nutritious foods.

When it was introduced: The programme ran for ten years, from 2005 until 2015.

Why it was needed: It was developed in response to a dearth of cooking skills among food service workers, whose work consisted of heating and serving pre-pre-prepared processed foods that contribute to child obesity and overweight.

Who initiated it, who is involved: The programme was initiated by the Orfalea Programme, a (now-closed) charity organisation, in partnership with Santa Barbara County School Wellness Council, Santa Barbara County Food Service Directors, The STRIDE Center at Cal Poly San Luis Obispo, the Center for Ecoliteracy, World-Link, David B. Gold Foundation, California Department of Public Health Network for a Healthy California.

Impacts to date: Reviews found that children who took part in the programme consumed more fruit and vegetables than their peers. Food staff, who were treated as valued professionals rather than second-tier support staff, had new-found confidence, interest and satisfaction in their work.

More information: http://www.sbcfoodaction.org/wp-content/uploads/2016/09/SBC-Food-Action-Plan-2016FinalReport-104-update.pdf

Tel Aviv and Yafo, Israel: Scout Food Movement
#education #foodliteracy #foodskills #programme #middleeast #advertising #cooking

The action and its aims: The Scout Food Movement provides children enrolled in summer camps with food that is healthier than standard fare, with a focus on local food sources. The scouts (around 8,000 a year, aged 9 to 19) are also taught to think critically about food advertising, preparing them to make good choices in the food environment. The initiative aims to increase understanding of local food

supply chains by young people and their parents, to promote the development of healthy cooking skills, and to turn healthy and sustainable eating into a trend.

When it was introduced: The scheme was introduced in 2016. The following year it was extended to include outreach to parents, such as teaching them how to prepare popular healthy recipes and informing them about sustainability.

Why it was needed: The environmental conditions of Tel Aviv-Yafo mean it is vulnerable to the depletion of natural resources and there is a need for action to ensure food system sustainability. Rapid population growth is causing additional concern over food security.

Who initiated it, who is involved: The initiative was rolled out by the Scout Movement; it goes some way towards addressing key issues in Tel Aviv-Yafo's urban food policy, drawn up by the municipality, civil society groups.

More information: http://www.milanurbanfoodpolicypact.org/wp-content/uploads/2018/07/Brief-36-Tel-Aviv.pdf

Arusha, Tanzania: Arusha Edible Gardens

#urbanagriculture #foodskills #education #africa #lowincomegroups #employment

The action and its aims: The Arusha Edible Gardens (aka S.A.F.E gardens) is a project consisting of five gardens on the banks of the river Themi. In the education area, vulnerable local women, female entrepreneurs and students learn about indigenous edible plants, how to grow them and how to cook healthy, plant-based meals. Information on innovative food production is available at the outdoor laboratory. The aim is to promote urban agriculture and agro-biodiversity both as a means for domestic food provisioning and as a route to (self-)employment in urban horticulture.

When it was introduced: The gardens were created in 2014.

Why it was needed: The driver was the need for initiatives to combat rising poverty and food insecurity, in the context of rapid urbanisation and decline of the tourism sector leading to significant job losses.

Who initiated it, who is involved: The project was funded by the City of Milan between 2014 and 2016. Three universities are involved: the University of Milano-Bicocca and the Nelson Mandela University are using the gardens for research on endangered horticultural species; the University of Insubria is providing analysis of landscape connections between Arusha's urban centre and rural and peri-urban areas, as well as helping the municipality with urban planning.

Impacts to date: Around 200 women have created domestic edible gardens in the city of Arusha and peri-urban areas, and 30 more have found employment in running the popular on-site restaurant. City planners considered proposals for an urban agriculture zone in the new Arusha City Plan.

More information: http://oikosea.org/projects/s-a-f-e-gardens/; http://www.milanurbanfoodpolicypact.org/wp-content/uploads/2018/07/Brief-17-Arusha.pdf

3.3 Case study: A ban on unhealthy food advertising across the transport system in London (UK)

#advertising #highfatsugarsalt #europe #overweightobesity

Photo: Pau Casals

Short summary

In February 2019, a ban on advertising food and non-alcoholic drink that is high in fat, salt and sugar (HFSS) came into force across London's Transport for London public transport system. The radical step is part of a package of measures to improve the food environment and address the causes of child obesity in the UK capital. It came about as a result of strong political support by the Mayor of London, close cooperation between the Greater London Authority and Transport for London, and support from boroughs, public health organisations and members of the London Food Board.

Context and problem

From the moment they step outside their homes, London's 8.8 million residents encounter promotional messaging from brands vying for their attention – on billboards and hoardings, at bus-stops, on underground platforms, in trains, and many other locations. It is a lucrative business. Over 30 million journeys are made on London's public transport system each day, and in 2018 Transport for London (TfL), the public sector body that runs it, reported advertising revenues of GBP152m.[9]

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9   TfL's 2018 advertising revenue represents 40% of outdoor advertising across London by value. Other outdoor advertising spaces, including some bus stops, are under the control of borough councils.

Advertisements for restaurants, takeaways, delivery services, and food and drink products packaged up in wrappers, bottles or cans for on-the-go consumption have been a mainstay of London's outdoor advertising scene for years. Most products advertised are high in fat, salt and/or sugar (HFSS)[10], presented as aspirational and affordable for on-the-go urban consumers.

Research on the impact of food and drink advertising on children and young people has concentrated largely on broadcast media, but there is strong evidence linking exposure to adverts for HFSS food and drinks to consumption and brand engagement. For instance, a review of 22 studies on effects of advertising in TV and internet gaming found that children who were exposed to adverts for unhealthy food consumed more afterwards – both in quantity and calorific load – than those in control groups[11]. In a recent survey by Cancer Research UK, 40% of respondents aged 11-19 said they felt pressured to eat unhealthily, rising to 52% of people with obesity[12].

Child obesity is one of the most ominous health issues facing London. A child who is affected by obesity is five times more likely than their healthy weight peers to experience obesity as an adult[13], paving the way to a life-time of ill health and missed opportunities. In 2017-18, 21.6% of London's children aged 4-5 had overweight or obese status, and 37.2% of 10-11 year olds. The percentage of 10-11 year olds with overweight and obese status in Barking and Dagenham, one of the poorest boroughs, was almost double that in Richmond-upon-Thames, one of the richest[14]. Child obesity is an issue of social justice; a child's healthy future depends upon where they live and their family's income.

It is also an economic issue. In 2011 the Greater London Authority estimated the direct cost to the National Health Service (NHS) of treating child obesity at GBP7.1m per year; if children then aged 2-15 continue to be affected by obesity in adulthood, the impact on London's economy was projected to be GBP110.8m a year, including direct treatment costs and indirect costs from loss of income and premature death[15].

Within this context, the 2019 ban on advertising of HFSS food and drink products across the whole of TfL-run transport services is a radical step to address one of the most insidious causes of obesity, making such products less visible and less desirable to children, and reducing the considerable pressure to consume unhealthy food and drink.

The governance of London, and its transport, health and food systems
Greater London is made up of 32 boroughs and the City of London (a *de facto* borough). Each borough is a local government area with most of the policy and service responsibilities assigned to unitary local authorities in England – i.e. education, social care, housing, leisure, environmental health, planning, roads, parks and green spaces, and local taxation. The boroughs also have considerable outdoor advertising estates, including non-TfL-owned bus stops and billboards.

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10 Unofficial estimates put HFSS products at 68-80% of all food and drink advertising across the TfL estate.

11 Boyland, E. et al., (2016) 'Advertising as a cue to consume: a systematic review and meta-analysis of the effects of acute exposure to unhealthy food and non-alcoholic beverage advertising on intake in children and adults', *American Journal of Clinical Nutrition*, 103(2), p519-533.

12 https://www.cancerresearchuk.org/sites/default/files/executive_summary_v1.pdf

13 Simmonds, M., Llewellyn A., Owen, C.G., and Woolacott N. (2016) 'Predicting adult obesity from childhood obesity: a systematic review and meta-analysis', *Obes Rev*, 17(2), p95-107.

14 London Datastore https://data.london.gov.uk/dataset/prevalence-childhood-obesity-borough

15 https://www.london.gov.uk/moderngov/documents/s3639/Appendix%201%20-%20 Tipping%20the%20Scales.pdf

The Greater London Authority (GLA) is the top-tier administrative body for Greater London. It is led by a directly-elected Mayor (currently Sadiq Khan, Labour[16]), who is held to account by the 25-member strong London Assembly. The role of the Mayor of London is largely strategic. He or she sets the direction for planning, housing, waste, climate change, energy, culture and tourism across the whole of the city, and gives strategic direction on the capital's policing, fire, and transport services.

The latter includes the underground system, some overground trains within the city, buses, trams, Docklands Light Railway, Victoria Coach Station, river transportation, Emirates Air Line, cycle routes, Dial-a-Ride, taxi and private car hire – all of which are run by TfL. The Mayor of London is chair of TfL's board and has the power to direct its policies.

The Mayor's non-strategic duties include promoting economic and social development, skills, and environmental improvement, improving health, and reducing health inequalities. In 2017 the Mayor, representatives of other London entities, and central government[17] signed a Memorandum of Understanding (MoU) on London Health and Social Health Devolution[18], which includes maximising opportunities to influence the wider determinants of public health.

Like his predecessors[19], Mayor Sadiq Khan supports work towards a healthy and sustainable food system for London. He has appointed a food advisor who also serves as Chair of the London Food Board[20] – a 17-member strong advisory board drawn from the food sector, non-governmental organisations, other public sector bodies, and academia. The GLA food policy team, comprising three food policy officers, sits within the GLA's Regeneration and Economic Development Unit. The London Food Strategy, the first Mayoral strategy for food in London since 2006, was published in December 2018.

The action

The ban on advertisements for 'junk' (HFSS) food and non-alcoholic drinks across TfL's advertising estate is part of a suite of measures in the Mayor's Food Strategy for London that aim to encourage healthy eating[21]. It includes standalone promotion of a brand that makes or sells HFSS products – such as a fast-food chain or confectionery manufacturer – even if the HFSS products do not feature in the advert. Brands *can*, however, promote healthier food and drink products from their portfolios. Incidental images, graphics and text promoting HFSS foods and drinks are also prohibited, even if the advertiser is marketing a completely different, non-food or drink product or service.

<div style="text-align: right">desirability</div>

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16 Sadiq Khan was elected as Mayor of London in 2016 for a four-year term. His predecessor was Boris Johnson, Conservative, who served two terms from 2008-2012 and from 2012-2016.

17 Other signatories of the MoU represent the Department of Health, HM Treasury, the London Clinical Commissioning Group, London Councils, NHS England, NHS Improvement, and Public Health England.

18 https://www.london.gov.uk/sites/default/files/nhs_hlp_memorandum_of_understanding_report_november_2017.pdf

19 The first Mayor's Food Strategy for London was developed in 2007 under Mayor Ken Livingstone, who initiated the London Food Programme and established the London Food Board. Boris Johnson, Mayor from 2008-2016, continued the work.

20 Claire Pritchard was appointed as the Mayor's food advisor and Chair of the London Food Board in 2018. Her predecessor, Rosie Boycott, was appointed by Boris Johnson in 2008.

21 Other measures include promoting London as a 'Veg City', funding Good Food Retail Plans by boroughs and Business Improvement Districts, and a proposed London-wide restriction on new hot food takeaways within 400 metres of schools.

Examples – not permitted	Examples – permitted
Sugary drinks	Sugar-free drinks
Cheese burgers	Raisins
Chocolate bars	Unsalted nuts
Salted nuts	

Whether or not a food or drink is HFSS is determined using the UK Nutrient Profiling Model (NPM), a method that has been subject to scientific review and wide consultation[22].

Exceptions may be made on a case-by-case basis if the advertiser can present robust evidence that a HFSS food or drink product does not contribute to child obesity – such as, for example, if products are never consumed by children.

In 2018 TfL reported a deficit of GBP1bn, due to a fall in passenger numbers and reduced government grants; it is under pressure to increase advertising revenue to avoid increasing fares. Even so, the Mayor considers any financial hit from banning HFSS advertising to be justified given the long-term costs of child obesity epidemic.

As advertising spend fluctuates year-on-year depending on wider market conditions, it is too soon to tell if there has been any impact on overall spend, but early indications are that major retailers are continuing to advertise on the TfL network through amending their advertising copy or switching to advertise healthier products.

The story of the action

Putting the policy on the table
Outdoor advertising of HFSS products has been a subject of discussion within London for some time. Since 2016 some London boroughs have signed the Local Government Declaration on Sugar Reduction and Healthier Food[23], which includes an action to include nutritional information on all food and beverage advertising in council-controlled spaces (publications, events, billboards, bus stops, etc). Concerns over advertising and sponsorship of Mayoral food initiatives by HFSS food companies was also raised at the Boroughs sub-group of the London Food Board, the London Boroughs Food Group. A study by dietetics students at Kings College London found that 69% of food advertising across the boroughs of Greenwich, Havering, and Merton was for 'unhealthy' products; the findings were presented to the London Food Board, where they piqued the interest of then-chair Rosie Boycott.

In 2016-17 the Healthy London Partnership[24] conducted a major public consultation

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22 http://content.tfl.gov.uk/policy-guidance-food-and-drink-advertising.pdf
23 www.sustainweb.org/londonfoodlink/declaration. Sustain, a non-governmental alliance, was commissioned to promote the declaration across all London boroughs.
24 The Healthy London Partnership includes various NHS entities in the capital, the GLA and the Mayor of London, Public Health England, and London Councils

on child obesity, The Great Weight Debate[25], which highlighted London's food environment as a major factor, including HFSS advertising, the abundance of fast food restaurants, and the difficulties of finding affordable healthy food.

And in light of the 2017 MoU on London Health and Social Care Devolution, Public Health England (an executive agency of the national English Department of Health and Social Care) instigated discussions over how the Mayor of London could use his powers of strategic direction of TfL as a lever for restricting advertising of HFSS food and drink on the public transport system.

These discussions meant that there was a favourable context for the Mayor of London

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25   https://www.healthylondon.org/wp-content/uploads/2018/02/The-Great-Weight-Debate-report.pdf

to take action over HFSS advertising on TfL property.

The issue of HFSS advertising was raised as during the drafting of the Mayor's new London Food Strategy in 2017-18. Initially various options were considered. These included:

- an 'Eat Aware' campaign to counter HFSS advertising;
- taking a levy from HFSS advertising and investing it in public health measures;
- a targeted ban of HFSS advertising at sites frequented by children, such as on school routes;
- a ban on digital screens during school run times (this was soon discounted as ineffectual as there are digital screens only in central London, not on school routes in Greater London).

TfL officers worked with the GLA to ensure the policy agreed would be deliverable and effective, that there would be appropriate planning time, and that the impact on revenue would be minimised.

Consultation and preparation

The Mayor's London Food Strategy is a non-statutory strategy. Although this means no formal approval was needed from the London Assembly and there was no requirement to put the draft strategy out for consultation, these steps were followed anyway, in the interests of the public record and transparency.

The GLA food policy team presented the draft strategy to the London Assembly's scrutiny committee on environment, with members of the health committee also invited. The HFSS ban on TfL did not elicit much controversy.

The public consultation ran from May to July 2018 via a dedicated web page, online discussion forums, and quantitative research (focus groups). The response was overwhelmingly positive: of the 592 emails and letters from members of the public, 580 supported the ban; of the 149 responses from stakeholder organisations, 68% supported the ban, 17% were against it, and 15% gave no view. The organisational opposition came from some parts of the food and drink and advertising industries, who raised concerns about the specific language used and the scope of the ban.

At the end of the consultation period, the GLA food policy team and TfL spent three months analysing the responses and drafting the final policy. Some changes were made; for example, a clause preventing the logos of food businesses associated with HFSS foods, such as fast food chains, appearing in advertisements was removed.

The final policy was published in November 2018, together with some guidance notes. It attracted considerable coverage in the London-wide, national and international media.

The GLA food policy team then embarked on a round of engagement that involved stakeholder meetings to address concerns or queries over implementation. This included regular meetings with TfL's advertising agents, JCDecaux and Exterion, to provide them with more detailed guidance on how they should interpret the policy. A number of events were also held, including one at City Hall in January 2019 for around 120 creative and out-of-home agencies, who design advertising campaigns on behalf of food and drink industry clients.

Implementation

The policy came into effect on 25th February 2019.

TfL is responsible for implementation, but the GLA food policy team continues to be involved when needed. The first point of contact for would-be advertisers – whether media agencies or the brands themselves – are TfL's agents, JC Decaux and Exterion. The agents check submitted copy, decide whether it is acceptable, and provide guidance to the client if necessary. If they are not sure, however, the agents can consult TfL.

In cases where an exception may be merited, the burden of proof lies with the companies. For example, they may be able to demonstrate that a HFSS is never consumed by children and therefore does not contribute to child obesity.

At the time of writing implementation is still in its early days. There may be challenges ahead as it is rolled out – for instance, it remains to be seen whether it will be subject to legal challenges.

Impacts on nutrition

The TfL ban on HFSS food and drink advertising will not be assessed for its impact on child obesity, which would be impossible given the complexity of the issue and a host of other factors that could contribute to progress. Rather, the GLA will conduct an annual audit of the 'number of less healthy food and drink adverts displayed across TfL network', using 2018 figures as a baseline.

In addition, a two-year study at the London School of Hygiene and Tropical Medicine will evaluate the impact on sales of HFSS food and drink. It will investigate whether brands' switching advertising of HFSS products for non-HFSS products translates into higher sales of the latter compared to a February 2019 baseline. The study is funded by the National Institute for Health Research.

desirability

Actors involved

Local authorities/public sector agencies:
- The Mayor of London explicitly supported the action, as part of his commitment to combat child obesity in London.
- Public Health England (and others) lobbied the Mayor to take action.
- The GLA food policy team drafted restrictions in consultation with TfL, ran a public consultation, interpreted results, held information and outreach events. Team members continue to be involved as policy experts where needed.
- Transport for London contributed to development of the action. It is responsible for day-to-day implementation and consults with GLA food policy team where necessary.

Private sector:
- TfL agents Exterion and JCDecaux are the first point of contact for advertisers. They check advertising copy, decide whether it's acceptable, and provide guidance to the client if necessary.

NGOs:
- Sustain provided a template email in support of the action during the consultation.

University:
- The London School of Hygiene and Tropical Medicine is evaluating the impact of the ban on sales of HFSS food and drink.

Enabling factors
- The strong political will of the Mayor of London, who recognises the role of the food environment in obesity.
- Effective partnership working between GLA and TfL, and especially the co-operative spirit of TfL officers over a policy that could make their lives more complicated and impact revenues.
- Lobbying, actions and campaigns by public health organisations, at the national and London levels, which created a favourable context for the action.
- The work of the boroughs sub-group of the London Food Board, and the Local Government Declaration on Sugar Reduction and Healthier Foods, which provided impetus for parallel action on the part of boroughs.

Difficulties faced
- The action could impact TfL revenues at a time when that body is operating at a deficit and under pressure not to raise fares.
- Some widely-held perceptions of foods that are healthy and unhealthy can run counter to the nutrient profiling model, leading to development of copy that contravenes the policy.
- There is a risk of legal challenge to rejection of proposed advertising campaigns.

Figure 5: Actors and organisations involved in TFL restrictions on food advertising

Similar actions elsewhere
*In 2018 **Amsterdam (The Netherlands)** banned advertisements for unhealthy foods at all city-owned locations – including its 58 metro stations – and at all events run and subsidised by the city government. The ban is the result of an alliance between the city government and Stop Kindermarketing campaign. It forms part of Amsterdam's Healthy Weight programme that aims to eradicate child obesity by 2030 (more info: https://aagg.nl/)*

desirability

4 What's on the menu?
Shaping the food environment: affordability

Map of categories and cases in this chapter

Shaping the food environment: affordability				
Setting prices		**Social support**		**Improving purchasing power**
Fiscal policies	**Price regulation**	**Subsidies for universal affordability**	**Social safety nets**	**Employment and income**
Navajo Nation, USA: Healthy Diné Nation Act Boulder, USA: Tax on sugar-sweetened beverages	Curitiba, Brazil: Sacolão da Família and Nossa Feira Belo Horizonte, Brazil: ABasteCer stalls	Mexico City, Mexico: Community Dining Rooms Philadelphia, USA: Philly Food Bucks	Glasgow, UK: Summer Childrens' Food Programme Birmingham, UK: Increasing Healthy Start uptake	London, UK: London Living Wage Arusha, Tanzania: Arusha Edible Gardens Dakar, Senegal: Microgardens programme Kampala, Uganda: Urban agriculture ordinances Quito, Ecuador: Bioferia food markets

4   What's on the menu?
Shaping the food environment: affordability

The example actions in this chapter are divided into three categories:

Setting prices includes actions on taxation – either increasing the tax levied on unhealthy foods to make them less affordable (and less desirable) or decreasing tax on healthy foods to make them more affordable. It also includes government regulation of prices of healthy foods sold in certain settings, ring-fencing them from market forces that can cause incremental or sudden price increases that can have an overnight impact on food security.

Social support includes actions to subsidise purchases of healthy food or meals for certain social groups, with funds drawn from local government budgets, from national programmes, or from private foundations. Some actions involve provision of heavily subsidised food on a universal basis, in order to ensure no one who cannot afford to pay full price is left out and to remove the social stigma of receiving support.

Improving purchasing power includes actions to improve livelihoods and family incomes, raising their ability to purchase adequate healthy and nutritious food.

4.1   Setting prices

4.1.1   Fiscal policies

Navajo Nation, USA: Healthy Diné Nation Act
#legislation #taxation #highfatsugarsalt #healthyfood #fooddeserts #northamerica

The action and its aims: The Navajo Nation Healthy Diné Nation Act introduced a new 2% sales tax on unhealthy foods and beverages, and exempted fruits and vegetables from the 5% regular sales tax. Revenues are paid into the Community Wellness Development Projects Fund for projects like vegetable gardens, farmers markets, healthy stores, health education classes, and sports facilities. The aim is to make unhealthy food less affordable and healthy food more affordable, in order to promote healthier diets among the Navajo people.
When it was introduced: The Act, which amends Title 24 of the Navajo Nation Code, was signed into law in November 2014. It took effect in April 2015.
Why it was needed: The Act was considered necessary because the Navajo Nation, a native American territory covering parts of Arizona, Utah, and New Mexico, was classified as a vast food desert, with grocery stores selling almost exclusively 'junk' food. Type-2 diabetes is highly prevalent; as of 2012, 25,000 people had

diabetes (7% of Navajo people) and 75,000 (21%) had pre-diabetic status.

Who initiated it, who is involved: The Diné Community Advocacy Alliance (DCAA) lobbied for the introduction of a tax on unhealthy food over a number of years. The Navajo Nation leaders voted in favour, and the Navajo Tax Commission issued regulations to promulgate the action. The Navajo Nation Division of Community Development administers the Community Wellness Development Projects Fund.

Impacts to date: No data are available concerning direct impacts of the action on diets or rates of diabetes, but between the last quarter of 2015 and the end of 2017 USD4 million was collected in tax revenue. This means the tax was applied to more than USD90 million worth of foods of little or no nutritious value. More than 1,000 wellness projects have been proposed by the 110 Navajo Chapters.

More information: http://www.navajo-nsn.gov/News%20Releases/OPVP/2014/nov/Healthy%20Dine%20Nation%20Act%20of%202014.pdf; http://www.nec.navajo-nsn.gov/Portals/0/Reports/HDNA%20Report%20July%20 2018%20FINAL.pdf

Boulder, Colorado, USA: Tax on sugar-sweetened beverages
#ordinance #taxation #highfatsugarsalt #sugarsweetenedbeverages #northamerica #overweighttobesity

The action and its aims: Boulder, Colorado, passed an ordinance to levy a tax of 2-cents-per-ounce on all sugar-sweetened beverages distributed in the city, after 54% of voters approved a ballot measure in the 2016 election. Revenues go towards programmes for wellness promotion, disease prevention, nutrition education, and other initiatives targeted at low-income residents. The aim is to reduce consumption of sugary beverages, particularly by children and families.

When it was introduced: The new tax was introduced in 2017. In the 2018 midterms, the electorate voted in favour of the city retaining all revenues; under the original ordinance, revenues over the original USD3.8 million estimate would have had to be returned to distributors.

Why it was needed: Boulder has relatively low levels of adult obesity compared to other US cities, but child obesity rates are high: 24% children had overweight status in 2017.

Who initiated it, who is involved: The ballot action was introduced by non-profit Healthy Boulder Kids. Organisations that contributed to campaign funds were the American Health Association and the non-profit Healthier Colorado, which received a contribution from soda tax proponent and former New York City Mayor Michael Bloomberg. The American Beverage Association funded the campaign against the ballot action. The city's Health Equity Advisory Committee, made up of community members and health experts, determines which project proposals receive funding from the tax.

Impacts to date: Modelling by the Harvard University's Childhood Obesity Intervention Cost Effectiveness (CHOICES) project (intended for educational purposes) estimated that the tax would prevent an estimated 938 new cases of obesity and 27 new cases of Type-2 diabetes each year, and save USD6.41 million in health care costs before 2025.

More information: http://www.healthyboulderkids.org/; http://choicesproject.org/wp-content/uploads/2018/04/BRIEF_Cost-Effectiveness-of-a-Sugar-Sweetened-Beverage-Excise-Tax-Boulder-CO_2018_04_02.pdf

Soda taxes have been introduced in other cities in the United States in the last five years, although Boulder's is the highest rate per ounce. The other cities are **Berkeley (California)** *(1c/ounce since 2015);* **Philadelphia** *(1.5c/ounce since*

2017); ***Albany (New York)*** *(1c/ounce since 2017).* ***Oakland (California)*** *(1c/ounce since 2017),* ***Seattle (Washington)*** *(1.5c/ounce and 1c/ounce for manufacturers since 2018);* ***San Francisco (California)*** *(1c/ounce since 2018). Of these, Oakland is the only city where, like in Boulder, the action was directly approved by voters. (More info: http://www.healthyberkeley.com/about-berkeleys-tax-ordinance; https://www.albanyca.org/departments/finance/sugar-sweetened-beverage-tax; https://www.oaklandsodataxnews.org; https://www.seattle.gov/business-licenses-and-taxes/business-license-tax/other-seattle-taxes/sweetened-beverage-tax; https://sftreasurer.org/sugary-drinks-tax)*

4.1.2   Price regulation

Curitiba, Brazil: Sacolão da Família and Nossa Feira

See the case study on the fixing of prices of fruits and vegetables in special stores and markets.

Belo Horizonte, Brazil: ABasteCer stalls

#programme #fruit #vegetables #healthyfood #pricefixing #latinamerica #lowincomegroups

The action and its aims: Belo Horizonte has established 21 'ABasteCer' (ABC) stalls on publicly-owned land throughout the city, that sell a mix of 20 different food products for up to BRL1.19per kilo. The aim is to ensure universal access to affordable healthy, nutritious food.

When it was introduced: The ABasteCer programme is amongst the longest-running food security initiatives in Belo Horizonte, operating since the 1990s.

Why it was needed: At the time, Belo Horizonte had exceptionally high rates of poverty and food insecurity; around 20% of the city's children were going to bed hungry.

Who initiated it, who is involved: The programme was initiated by the municipal government's dedicated food agency, known as SMASAN (Municipal Sub-secretariat for Food Security and Nutrition). It is essentially a public-private initiative. SMASAN identifies communities that need an ABasteCer store and selects a licensee through an open, transparent bidding process. The owner of the winning bid must construct the store themselves and run it as a business. SMASAN sets and reviews the per kilo price of produce, and SMASAN officials inspect stores each week to check prices and quality of produce and offer advice when needed.

Impacts to date: In 2016 alone, Belo Horizonte's 21 ABasteCer stores sold around 38,000 tons of fresh produce. Moreover, the programme has a knock-on effect on food prices in regular shops, as retailers in the vicinity of each ABasteCer store need to keep their prices of basic staples low in order to be competitive.

More information: https://prefeitura.pbh.gov.br/noticias/bh-em-pauta-sacoloes-abc

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4.2   Social support

4.2.1   Subsidies for universal affordability

Mexico City: Community Dining Rooms

#communitydining #subsidies #healthyfood #programme #latinamerica #lowincomegroups

The action and its aims: Across Mexico City, 488 Community Dining Rooms serve nutritious meals at stable, subsidised prices (MXN10, around USD.50). The dining rooms are open to everyone. The aim is to ensure that everyone has access to healthy food, regardless of income or social situation, to improve food culture, and to promote social cohesion and citizen participation.

When it was introduced: The initiative began in 2009. In the early years there were 160 dining rooms in the city, but by 2017 there were 466, serving at least 65,600 meals each day. In 2013 the programme was incorporated under the larger policy on Equality and Social Inclusion for Human Development (2013-2018).

Why it was needed: The action was taken because the global financial crisis of 2008 had a significant impact on incomes in Mexico City, plunging many people into poverty and making it hard for them to afford to eat healthily.

Who initiated it, who is involved: While the Community Dining Rooms initiative was set up by the Mexico City Government, which provides the subsidies (around MXN14 per meal), they operate under a co-responsibility arrangement. The local government's Secretariat for Social Development provides non-perishable food, as well as technical and administrative support. Several other local government departments are involved in the Community Dining Room Evaluation Committee, which checks that the dining rooms stick to guidelines on quality, healthy food, and hygiene practices.

Social or civil society organisations, or groups of citizens operate the dining rooms on a day-to-day basis; vulnerable citizens (such as elderly, disabled, and domestic violence victims) are prioritised for jobs. Private companies donate food and maintenance services.

Impacts to date: The Community Dining Rooms programme, along with other food security programmes, has contributed to a reduction in food insecurity in the population of Mexico City – from 15.6% of the population in 2010 to 5.6% in 2015. The presence of a dining room in an area of the city reduces incidence of hunger by 30%.

More information: http://www.fao.org/3/ca0648en/CA0648EN.pdf

Similar subsidised community dining programmes have been introduced in **Bogota, Colombia; Belo Horizonte, Brazil**; and **Curitiba, Brazil** *(more info: https://use.metropolis.org/case-studies/bogota-sin-hambre-bogata-without-hunger#casestudydetail; https://prefeitura.pbh.gov.br/noticias/restaurante-popular-oferece-refeicoes-saudaveis-e-baixo-custo; https://www.curitiba.pr.gov.br/conteudo/restaurante-populares-de-curitiba/251).*

Philadelphia, USA: Philly Food Bucks

#programme #foodvouchers #markets #fruit #vegetables #northamerica #lowincomegroups #overweightobesity #freshfood

The action and its aims: Philadelphia established the Philly Food Bucks programme, under which recipients of SNAP (Supplemental Nutrition Assistance Program, formerly 'food stamps') receive a USD2 voucher to buy fresh fruit and vegetables for every USD5 they spend at farmers markets. The aim is to make

healthy, nutritious food more affordable to the city's low-income residents.

When it was introduced: The scheme was launched in 2010.

Why it was needed: It was deemed necessary because one in five people in Philadelphia receive SNAP vouchers, typically of around USD120 a month – but even when buying the cheapest recommended food that sum is not enough to cover the grocery bills of one person aged over 5 years. The relatively high cost of fresh produce tends to put SNAP recipients off buying it.

Who initiated it, who is involved: The scheme was originally launched as a two-year pilot under the Philadelphia Department of Public Health's anti-obesity initiative, Get Healthy Philly, which was funded by the US Department of Health and Human Services. Public and private funding secured its continuation, and participation by farmers markets and grocery stores has expanded. Philly Food Bucks was co-founded, and is run by, local non-profit the Food Trust, which operates over 30 farmers markets, mainly in underserved areas of the city.

Impacts to date: Since the start of Philly Health Bucks, SNAP sales at farmers markets have increased by 375%. In the first year of the programme they rose from USD11,500 (2009) to USD29,140 (2010).

More information: http://thefoodtrust.org/what-we-do/foodbucks; Young C.R. et al. (2013) 'Improving Fruit and Vegetable Consumption Among Low-Income Customers at Farmers Markets: Philly Food Bucks, Philadelphia, Pennsylvania, 2011'. *Preventing Chronic Disease* 10.

*Similar subsidy schemes to extend SNAP vouchers have been introduced in **New York City (USA)** and **Seattle (USA)** (more info: https://doubleupnys.com; https://www.seattle.gov/environment/sustainable-communities/food-access/fresh-bucks).*

4.2.2 Social safety nets

Glasgow, UK: Summer Childrens' Food Programme
#schools #programme #subsidies #healthyfood #europe #lowincomegroups

The action and its aims: Glasgow City Council's Glasgow Summer Children's Food Programme provides funding to third sector/not-for-profit organisations running holiday programmes for school children, to enable them to provide hot, healthy meals and snacks and to develop food-based activities. The programme aims to ensure children from low-income families, many of whom receive free school meals during term time, do not go hungry during the seven-week break.

When it was introduced: The programme was introduced in mid-2018. Following its success, the City Council made funds available for school holidays in 2019 and 2020.

Why it was needed: It was necessary because Glasgow has high rates of food insecurity. The problem can be exacerbated during the school holidays, when there are no free school meals available for children from low-income families. It is a cause of anxiety for parents and, in the worst cases, children suffer from malnutrition and undernourishment.

Who initiated it, who is involved: The programme was created after Glasgow City Council diverted GBP2 million from the budgets of existing family and public sector agencies to fund school holiday programmes. A steering group, made up of officers from various council departments and stakeholders from third sector/non-profit organisations, drew up the aims, funding criteria, and outcomes of the programme. Impact Funding Partners (IFP) is contracted by the Council to assess funding applications and make recommendations to the Council, which then

makes the final selection. IFP distributes funds to the eligible organisations.

Impacts to date: During the 2018 summer holidays, almost 14,500 nursery, primary and secondary school children received a total of 131,508 healthy meals and snacks. The programme also fostered social cohesion through fun food-related activities. Since the meals and snacks were available to all the children, the food was delivered in a dignified way, with no stigma attached. Parents reported positive changes in their children, as did teachers after the holidays.

More information: http://www.glasgow.gov.uk/CouncillorsandCommittees/viewSelectedDocument.asp?c=P62AFQDN2UNT2UNT0G

Birmingham, UK: Increasing Healthy Start uptake
#foodvouchers #fruit #vegetables #lowincomegroups #europe

The action and its aims: Birmingham developed a strategic plan to increase the uptake of food vouchers under the national Healthy Start scheme for young pregnant women and children in low-income families. The plan involved identifying 'hot-spots' with low rates of under-claim of vouchers, and working with key agencies that women and children encounter (from the start of pregnancy until the child's fourth birthday) and their networks to ensure adequate information is given to those who are eligible. Additionally, the plan involved liaising with retailers to increase acceptance of vouchers, which can be exchanged for vegetables, fruit, and milk, by a wide variety of outlets.

When it was introduced: The strategic plan was implemented from 2018.

Why it was needed: The plan was considered necessary because only 70% of around 17,000 eligible women and families were registered to receive Healthy Start vouchers. As a result, between GBP1.4m-GBP1.6m worth of vouchers that would benefit children and families and boost the local economy were unclaimed each year.

Who initiated it, who is involved: The plan was a pledge developed for the national Peas Please campaign to increase vegetable consumption, run by NGO The Food Foundation. It was drawn up by the charity Services For Education, Birmingham City Council Public Health, Birmingham University School of Health Economics and Harborne Food School.

Impacts to date: During the course of 2018, uptake of Healthy Start vouchers for food increased by 5%, from 70-75% in Birmingham. The same increase is anticipated in 2019 and 2020, bringing total uptake to 85% of eligible women and families.

More information: http://sustainablefoodcities.org/webinars/healthystartimprovinguptakeandunderstanding.html

4.3   Improving purchasing power

4.3.1   Employment and income

London, UK: London Living Wage
#employment #purchasingpower #europe #lowincomegroups

The action and its aims: The Greater London Authority (GLA) pays staff in all its offices and services (including City Hall, Transport for London, London Fire Service) the London Living Wage or higher. In 2019 the London Living Wage, based on evidence on living standards and the cost of a basket of goods, is GBP10.55 per hour. The same minimum wage is required for all personnel working for GLA

contractors, such as cleaners and caterers, and 16 of the 33 London boroughs have also adopted the policy (as of 2018). The aim is to serve as an example to employers throughout the capital to pay even low-grade staff enough to ensure they can meet living expenses and put food on the table.

When it was introduced: The GLA began adhering to the London Living Wage in 2006.

Why it was needed: The policy was needed because the minimum wage set by the UK government was inadequate to ensure the working poor can meet every-day expenses, putting them at risk of food insecurity. In 2016 the UK government re-branded the national minimum wage as the 'UK living wage'. As of 2019 it stands at GBP8.25 per hour for the whole country and must be paid to all employ-ees over the age of 25.

Who initiated it, who is involved: The policy was introduced by then-Mayor of London Ken Livingstone. His successor, Boris Johnson, pledged to make the London Living Wage the norm for employees in London by 2020. NGO Sustain has lobbied London boroughs to adopt the policy, using the London Living Wage as one of several metrics for scoring boroughs' performance in the annual report 'Good Food for London'. Until 2016 the GLA calculated the London Living Wage. For the last three years the Resolution Foundation has calculated it, overseen by the Living Wage Commission.

Impacts to date: The GLA's policy mobilised private sector employers to follow suit. As of 2015, there were 700 accredited London Living Wage employers in the capital (compared to 429 the previous year), plus others who prefer to be unac-credited. Altogether, over 30,000 people work for accredited employers.

More information: https://www.london.gov.uk/sites/default/files/living-wage-2015.pdf; https://www.sustainweb.org/resources/files/reports/GoodFood ForLondon2018.pdf

Arusha, Tanzania: Arusha Edible Gardens

See under 'desirability'. The Arusha Edible Gardens project aims to promote urban agriculture and agro-biodiversity both as a means for domestic food provisioning and as a route to (self-)employment in urban horticulture.

Dakar, Senegal: Microgardens programme

See under 'physical access'. The microgardens programme aims to create eco-nomic opportunities for vulnerable people.

Kampala, Uganda: Urban agriculture ordinances

See under 'physical access'. The urban agriculture ordinances pave the way for low-income people to create their own employment opportunities.

Quito, Ecuador: Bioferia food markets

See under 'physical access'. The AGRUPAR urban agriculture programme, includ-ing bioferias, enables small farmers to sell surplus, and encourages cooperatives to add value to produce by processing.

affordability

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See under 'physical access'. The AGRUPAR urban agriculture programme, includ-ing bioferias, enables small farmers to sell surplus, and encourages cooperatives to add value to produce by processing.

4.4 **Case study: Fixing the price of fresh fruit and vegetables in Curitiba (Brazil)**

#programme #fruit #vegetables #pricefixing #markets #retail #supplychain #latinamerica #lowincomegroups #freshfood

Photo: Prefeitura Municipal de Curitiba, Secretaria Municipal de Comunicação Social

Short summary

Curitiba's Department of Supply Units, part of the Municipal Secretariat for Food Supply (SMAB), runs two programmes to ensure all city residents can buy fresh fruit and vegetables at fixed per-kilo prices that are 40-45% below conventional retail. The Sacolão da Família and Nossa Feira programmes, which operate out of fixed stores and mobile markets respectively, were developed as low-income groups were unable to afford fresh produce at supermarket prices, and some city neighbourhoods lacked affordable alternative sources. Popular with people from all walks of life, they have a regulating effect on prices across the city. Nossa Feira also helps support the livelihoods of regional food producers by providing a guaranteed urban market for produce straight from the farm.

Context
General context

Curitiba, the capital of Paraná state, has a reputation as one of the most liveable cities in all of Brazil. The population of 1.9 million (with a further 3.2 million within the wider metropolitan area) enjoys relatively high life expectancy, education, and average per capita income, and the economic growth rate is significantly above the national aver-

age. The crime rate in Curitiba is lower than in other Brazilian cities.

Over the last century Curitiba has undergone several periods of rapid growth and development, during which the city authorities paid great attention to urban planning. First, in the 1940s and 50s a famous French urbanist, Alfred Agache, was hired to design the downtown area – although his plan was too expensive to be fully realised. Then, Curitiba's three-times Mayor Jaime Lerner (1971–75, 1979–84 and 1989–92), an architect by trade, initiated a raft of sustainable development projects, including the public transport system, the pedestrianised city centre, and the vast city-owned public parklands that function as flood plains.

Lerner also introduced educational and social programmes, including the groundbreaking 'Green Exchange' programme that still exists today: when the streets of the city's slum areas proved too narrow for waste collection vehicles, he came up with the idea of giving residents free food in exchange for collected waste. The result – clean streets and improved food security – was seen almost overnight.[26]

City government and governance of food

The current Mayor of Curitiba, Rafael Greca (Party of National Mobilization, PMN), took office in 2017. The City Council is made up of 38 elected councillors, and Curitiba's 75 districts are managed by nine regional governments.

Within City Hall there are 33 secretariats (departments). Alongside those dealing with usual local government responsibilities – such as urban planning, education, health, social welfare, etc – there is a dedicated Municipal Secretariat for Food Supply, known by the Portuguese acronym SMAB[27].

SMAB was established in 1987 by Municipal Law No. 6817. At the time, Curitiba's food supply was affected by significant shifts in both production and consumption. Agriculture and food processing were undergoing modernisation and there was new emphasis on crops for international markets rather than local staples, and less regional produce sold directly in urban centres. Curitibanos were consuming more processed and prepared foods, and self-service supermarkets were gaining popularity, although their high prices meant they were inaccessible to low-income population segments.

SMAB has enjoyed continuous political support from successive mayors, and its programmes are a source of positive publicity for the city. Although the precise remit of SMAB has evolved over the decades, along with its structure and programmes, the task of enabling and encouraging all Curitibanos to eat more healthily within a food environment dominated by (often unhealthy) products of the industrialised food system is no less pertinent nowadays.

Today, SMAB has three departments:

- the Department of Supply Units, which manages market infrastructure and equipment;
- the Department of Social Supply, responsible for programmes targeted at vulnerable and low-income groups, including the 'Family Warehouse' programme consisting of 33 stores and a distribution centre selling basic food and household goods only to those with a family income below the threshold; and
- the Department of Food Security and Nutrition, which promotes policies for food and nutrition security according to the definition set out in the 2006 Federal Law (No. 11346) on Food Security and Nutrition, known as LOSAN[28]: "the realization of

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26 The Green Exchange programme is now managed by the municipality's Environmental Secretariat.
27 Secretaria Municipal do Abastecimento
28 Lei Orgânica de Segurança Alimentar e Nutricional

the right of all to regular and permanent access to sufficient quality food without compromising access to other essential needs, based on food-promoting health practices that respect cultural diversity and which are environmentally, culturally, economically and socially sustainable".

Two actions for affordable fruit and vegetables
This case study focuses on two of SMAB's programmes, Sacolão da Família ('Family Basket') and Nossa Feira ('Our Fair'), both of which fall under the Department of Supply Units. The programmes have the same aims: to make vegetables and fruit more affordable, enabling residents to consume more fresh, healthy food and less industrialised, nutrient-poor food; to support higher incomes for local small, family farmers by cutting out middle-men in the supply chain; and to function as a price regulator, since regular grocery stores nearby keep their prices low in order to remain competitive.

Sacolão da Família consists of 16 special grocery shops located on city-owned land throughout the city, where a wide range of fresh vegetables and fruit are sold for the fixed price of BRL2.29 per kilo. This represents a saving of 40-45% compared with the produce prices of regular retailers. Sacolão shops are operated by entrepreneurs who are issued with permits by SMAB, and who source their produce from wholesale markets or from family farms within the Curitiba metropolitan area.

Nossa Feira, on the other hand, is a mobile market structure that tours 10 different city locations throughout the week, selling fresh produce from farmers in the peri-urban metropolitan area directly to consumers, also for a fixed price per kilo.

Importantly, both Sacolão da Família and Nossa Feira outlets are open to everyone, regardless of income.

The story of Sacolão da Família and Nossa Feira
The first of the two programmes to be introduced was Sacolão da Família in 1997.

The 16 Sacolãos are located at strategic spots around the city where there is otherwise poor supply of fresh and nutritious food. The premises are owned by the city but are operated under permit by business people. The first to open its doors, in November 1997, was the Sacolão da Rua da Cidadania Fazendinha, which still operates under the same permit-holder today. Strong customer demand meant the space has had to be expanded; it is now twice what it was at the beginning.

Permits are awarded through a transparent bidding system. Whenever a unit becomes available – either because the secretariat is adding a new location or because the current permit holder no longer wishes to continue – SMAB publishes a call to tender. Would-be permit holders then submit their business plans for scrutiny.

The permit holders agree to abide by SMAB's conditions. The maximum price they can charge for vegetables and fruit is (currently) BRL2.29 per kilo. The price is always 40-45% cheaper than regular retail and is set periodically through a resolution issued by SMAB. It is set following market research into the retail and wholesale prices of a product reference list, conducted by the Study and Technical Assistance Committee (CEAT) in consultation with a member of the statistics and analysis team who tracks

the economic behaviour of the horticultural sector.[29]

Sacolãos must stock at least 30 different varieties in spring and summer and 23 in autumn and winter – although often as many as 50 different products are available on any given day. This means that customers can buy a mixed bag containing small quantities of many different products, rather than being obliged to buy more than they need of one item. This helps keep down waste.

In addition, the Sacolãos can stock some products that are exempt from the reference price – that is, bulk, packaged and/or minimally processed fruits and vegetables.

The Sacolãos are subject to spot inspections by SMAB officials, who check compliance with the pricing systems and quality of produce.

Secrets of the Sacolãos' success
Quality is fundamental to the popularity of the Sacolãos. They sell good quality food at the same, cheap price for everyone, rather than peddling second-rate produce to poor people.

For the Sacolão permit holders, the ability to negotiate the best prices for quality produce is crucial to commercial success – whether they source from wholesalers or directly from farmers within the Curitiba metropolitan area, which also reduces freight costs. The low fixed price means margins are slim, but they can often secure preferential rates because they can commit to large volumes, guaranteeing the farmers a market for their harvest.

Healthy competition
One issue the Sacolãos have faced is that the word 'Sacolão' is not protected, and there is no logo for the official Sacolão da Familia. This means that other grocery stores have sprung up that use the name but that are not bound to the same fixed price structure nor to commitment to quality. This can cause confusion and draw custom away from the official Sacolãos.

However, one effect of the programme is that other retailers in the vicinity of a Sacolão – both those that borrow the name and those that don't – offer fresh produce at cheaper prices than elsewhere in the city in order to be competitive. Some of the permit holders even run other grocery stores selling fruit and vegetables in addition to their Sacolãos.

Ultimately the general lowering of prices is good news for Curitibanos, as they have an even wider choice of cheap(er) fresh produce.

The advent of Nossa Feira
By 2013 the Sacolão concept had been proven to be effective and the (then) 15 outlets were doing a roaring trade. However, there remained neighbourhoods of Curitiba with high concentrations of retired people and low-income families that were still lacking affordable sources of healthy, nutritious food.

To address the problem, SMAB officials hit on a variation of the same fixed low price/ high quality model that would cover more ground – but without the need to invest in new buildings. Nossa Feira markets take place at 10 city locations throughout the

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29 The process for determining the price is set out in Administrative Rule 54, articles 2 and 3.

affordability

week, from 16h to 21h so that customers can buy food on their way home from work. The market space is a large structure of around 100sqm made up of several easy-to-assemble tents, under which the fresh produce is laid out. The tents, as well as other equipment such as scales, plastic boxes, lighting, and energy points, are provided by SMAB. The markets are self-service. The single per kilo price means all the produce selected by a customer is weighed together at the check-out. The low price of BRL2.29 per kilo is possible because there is no middle-man in the supply chain; the farmers sell their produce directly to consumers. Outside of the main structure, other produce – such as cereals, fish, cheese, cold meats – is sold on individual stands or trailers by licensed vendors who are free to set their own prices.

To establish the Nossa Feira programme, SMAB carried out a study of family agriculture within the Metropolitan region of Curitiba, including seasonality of production, and consumption habits of the target public. This information was used to draw up the regulatory framework.

SMAB officers then identified public spaces where the markets could take place, within target neighbourhoods, and validated them with local resident associations and city administrators. In some cases, site improvements had to be made, such as extending pavements, installing public lighting, and ensuring accessibility and security.

A system was established for family farm cooperatives to bid for the management of a batch of markets, to be held at previously determined locations. The winning cooperatives are granted permits and must operate in accordance with guidelines issued by SMAB. Each cooperative has its own headquarters for receiving and preparing produce, loading trucks, and overseeing operations.

However, the cooperatives do not work in isolation. SMAB enlisted the help of the Rural Technical Assistance and Extension Agency for Paraná state (EMATER-PR) to set up a consortium of nine family farm cooperatives, with a collective membership of 9,000 producers, whose directors meet on a regular basis. The consortium enables the cooperatives to organise production between themselves and to form commercial partnerships to ensure each market has a varied offering of fruit and vegetables – usually around 30, but it varies according to the seasons. At certain times of the year, the consortium can increase the variety by sourcing additional produce from further afield or from wholesale suppliers. In addition to their own headquarters, consortium members have access to a warehouse (provided by SMAB) at the wholesale market for Paraná state, CEASA/PR[30], which functions as a centre for receiving products from other cooperatives.

Benefits
Nossa Feira allows the majority of Curitibanos, including those on low incomes, to be self-sufficient without the need for subsidies. The quality of food consumed by the market customers improves, as the 40% saving against regular retail means they can afford more, and better quality, produce. Moreover, the markets improve the social environment of neighbourhoods, serving as a space for meeting and socialising.

The temporary nature of the market structure means the programme can be rapidly expanded to additional locations if the population's needs change.

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30 Centrais de Abastecimento do Paraná. CEASA/PR is a state government company.

Photo: Prefeitura Municipal de Curitiba, Secretaria Municipal de Comunicação Social

It is not just consumers in the city who benefit. Nossa Feira also strengthens family farms and encourages professionalism, providing a platform for individuals and groups from different regions of the state to work together to access the lucrative urban market. The volume of sales has been high from the outset, with cooperatives reporting an immediate increase in sales of around 450%.

Finally, Nossa Feira (and Sacolão de Familia) proved to have resilient supply chains during the May 2018 truckers' strike that brought conventional food distribution systems across Brazil to a standstill. Supermarkets began running out of supplies and what little produce was available was subject to significant price increases. For Nossa Feira and the Sacolãos, on the other hand, much of the produce (all in the case of Nossa Feira) comes from local farmers so the distances from producer to retailer were relatively small. The transporters used smaller trucks, meaning they could by-pass the blockades on the highways and deliver produce into the city via the smaller roads.

Challenges
Nonetheless, Nossa Feira has not been without difficulties.

The logistical costs and the labour required to set up the markets are relatively high, considering each market only operates for five hours. This means there is a need for a minimum volume of sales for the cooperative to cover its costs.

However, since markets take place in each location only at certain times, Nossa Feira has struggled to attract a loyal customer base. Many people prefer to buy from a fixed retail point that is open during regular hours throughout the whole week – and the prices are often not that different, since Nossa Feira and Sacolão da Família have a regulating effect.

The feasibility of the programme is vulnerable to unexpected events affecting agricultural production (e.g. weather, political unrest etc), as well as economic changes that affect the income and spending ability of the public it serves. Indeed, the commercial viability became critical with Brazil's recent economic crisis, especially after 2016. The decrease in consumption in neighbourhoods where people have the lowest purchasing power led to a 50% reduction in sales. As a result, several market points were no longer profitable.

These difficulties were compounded by the fact that the managers of the cooperatives are, first and foremost, farmers with no retail or managerial experience. This has had implications for operating costs, fiscal and labour costs, product quality, and loss management.

As a result, since 2016 the number of Nossa Feira locations has been reduced from 20 to 10. The cooperatives adopted measures to reduce operating costs and improve quality of produce and customer service. The efficiency drive appears to be yielding results: since the beginning of 2019 several market points with low sales have improved their performance and increased their competitiveness in relation to local commerce.

Impacts on nutrition
The Sacolãos da Familia and Nossa Feira enable Curitibanos to save between 40% and 45% against the price of fruits and vegetables in regular grocery stores that have no price restrictions in place. In 2018, the Sacolãos alone sold an average volume of 1,103 tons of produce per month between them and generated 95 jobs.

Data from the Ministry of Health's Vigitel platform for monitoring risk-factors of non-communicable disease shows there has been a steady increase in the percentage of Curitiba's population that consumes at least five portions of fruit and vegetables a day over the last decade, from 34.8% in 2006 to 45.5% in 2017.

Current state of play and next steps
At present SMAB has no plans to expand either Sacolão da Família or Nossa Feira. Rather, current efforts to ensure universal access to affordable nutritious food are focused on expanding the city's network of Popular Restaurants in response to citizen demand, from five to seven. The Popular Restaurants serve nutritious meals to everyone regardless of means; everyone pays the same low price of BRL2.80 per meal, thanks to subsidies by SMAB out of the city budget. They are operated by non-profit social entities and private companies, contracted via an open bidding process. In addition to providing meals, the restaurants also organise educational activities, on topics such as nutrition, food hygiene and safe storage, re-use of leftovers, and family budgeting.

Consumption of fruit and vegetables a day in Curibita

Bar chart values:
- 2006: 34.8
- 2007: 34.8
- 2008: 37.5
- 2009: 37.1
- 2010: 35.4
- 2011: 31.4
- 2012: 43.8
- 2013: 43.9
- 2014: 47.6
- 2015: 44.4
- 2016: 44.3
- 2017: 45.5

Legend: ■ % Frutas Hotalças
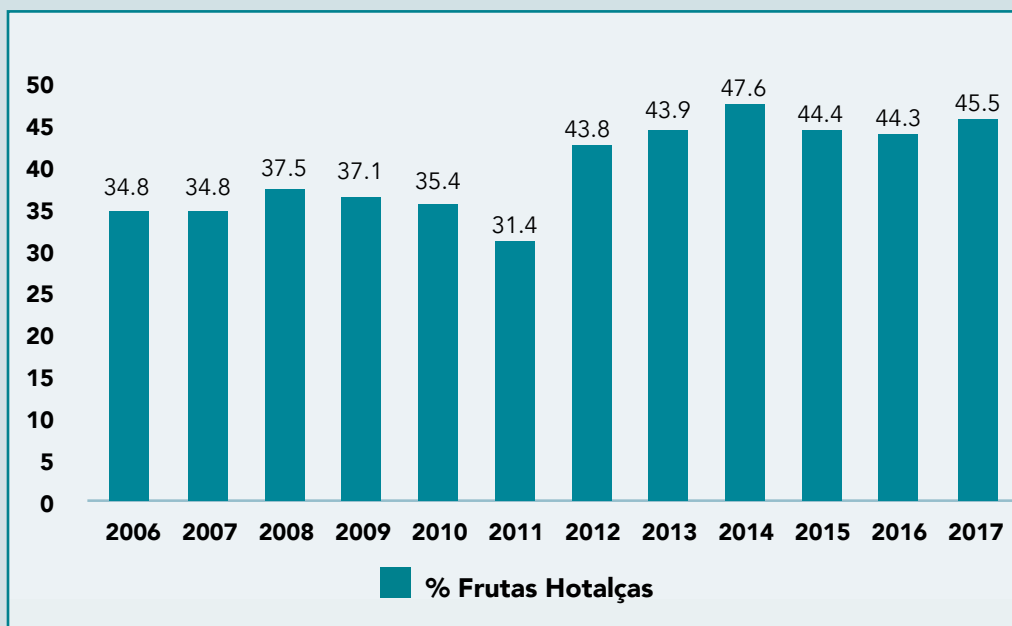
% of residents consuming 5+ portions per day

Source: Vigitel

Stakeholders and roles

SMAB: Owns the Sacolão da Família buildings and temporary Nossa Feira market structures; issues permits for Sacolão operators via bidding process; also issues permits to farmers' cooperatives for Nossa Feira. Carries out inspections to ensure adherence to price and quality conditions.

Sacolão operators: Bid for a permit to run a Sacolão, operating as a business. Negotiate with suppliers (wholesalers or small farmers) to secure good price for quality produce, enabling a small profit margin.

Farmers and cooperatives: Supply fruit and vegetables, in negotiation with Sacolão operators. Responsible for supply logistics and operations of Nossa Feira.

Regular retailers: Adjust prices of fruit and vegetables down to remain competitive to the Sacolãos.

Family farmers and cooperatives: Supply seasonal fruits and vegetables, and (for Nossa Feira) source additional produce from other cooperatives or regional producers. Operate Nossa Feira markets.

EMATER-PR: Helped establish Nossa Feira by organising the farmers' cooperatives into a consortium.

CEASA/PR: Provides warehouse space as a logistics centre for Nossa Feira.

affordability

Enablers
- SMAB has had continuous political support from Mayors for over 30 years, including adhering to the principle of universal right to food.
- Emphasis on quality food ensures a strong, loyal customer base and no stigma associated with buying from Sacolãos or Nossa Feira.
- Ability of permit holders to negotiate to secure best prices, meaning they can adhere to the maximum fixed price per kilo and still make a profit.
- Organisation of farmers' cooperatives into a consortium, enabling smooth logistics for Nossa Feira.
- Small distances from producer to consumer and local geographical knowledge, enabling supply resilience in times of disruption.

Barriers
- Risk of customer confusion due to lack of logo and no registration of Sacolãos name.
- Relatively high time investment and logistical costs for Nossa Feira, for only five hours of operation.
- Lack of retail and managerial experience of farmers' cooperatives running Nossa Feira.
- Vulnerability of Nossa Feira to events affecting production capacity by farmers or economic situation of consumers.

Figure 6: Actors and organisations involved in Nossa Feira

Further reading

http://www.curitiba.pr.gov.br/conteudo/programa-nossa-feira-smab/1604
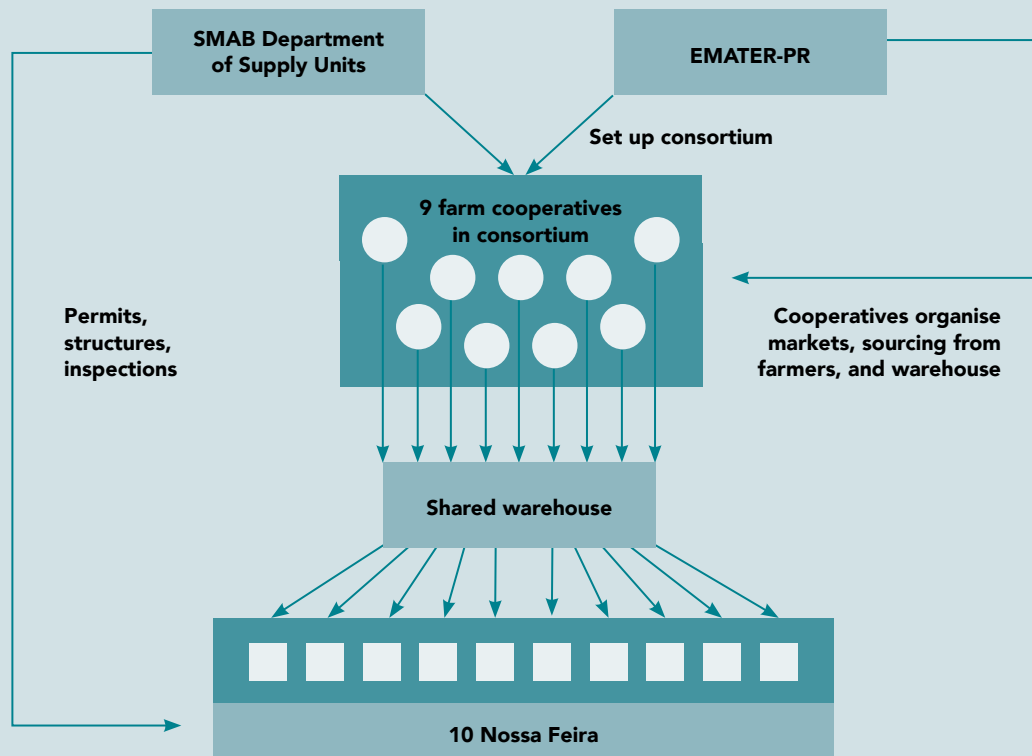
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affordability

5   What's on the menu? Strengthening coordination around healthier diets

Map of categories and cases in this chapter

Strengthening coordination around healthier diets							
Processes		**Groups and committees**				**Documents**	
Multi-stakeholder processes	Inter-city cooperation	Inter-departmental committees	Municipal food security unit/division	Food policy councils and partner-ships	Taskforces	Integrated policy frameworks	Statements of commit-ment and charters
Surabaya, Indonesia: Developing the Action Plan for Food Security and Nutrition Brighton and Hove, UK: Developing the Food Poverty Action Plan Rome, Italy: Multi-stakeholder advocacy for a food strategy	Pune, India, and Birmingham, UK: Nutrition Smart City Piana di Lucca, Italy: Circularifood	Baltimore, Maryland, USA: Baltimore Food Policy Initiative Ede, The Netherlands: Ede Food Team	Sao Paulo, Brazil: COSAN Belo Horizonte, Brazil: SMASAN	La Paz, Bolivia: Municipal Food Security Committee Toronto, Canada: Toronto Food Policy Council Bristol, UK: Bristol Food Policy Council	London, UK: The Child Obesity Taskforce Harford County, Maryland, USA: Harford County Obesity Task Force	Vancouver, Canada: Vancouver Food Strategy	Lima, Peru: Lima Food Charter

5   What's on the menu?
Strengthening coordination around healthier diets

The example actions in this section are divided into three categories.

Processes are the ways in which policies and programmes for food security and nutrition are developed, including multi-stakeholder processes, consultations, and exchange relationships for one or more city to share their experiences and lessons learned with another. These processes are often time-limited, but often end with formation of a group or committee to supervise implementation on an open-ended basis.

Groups and committees are bodies of actors – often multi-stakeholder and multi-disciplinary – that have a role in food security and nutrition governance, be it a food policy council that advocates for policy, provides advice or holds local government to account; an inter-departmental committee to ensure policy integration between local government departments; a dedicated food unit; or a task force with a specific, often time-limited, mission.

Documents are written statements that set out the aims and objectives for food security and nutrition, an approach or strategy, or a framework for action. Sometimes stakeholders make a commitment to working towards a vision contained in such documents. Documents are often developed through processes and groups and committees.

5.1   Processes

5.1.1   Multi-stakeholder processes for strategy or action plan development

Surabaya, Indonesia: Developing the Action Plan for Food Security and Nutrition

See case study below on the multi-stakeholder process for developing Surabaya City's new Action Plan for Food Security and Nutrition

Brighton and Hove, UK: Developing the Food Poverty Action Plan
#actionplan #multistakeholderprocess #europe #lowincomegroups

The action: In 2015 Brighton and Hove developed its city-wide Food Poverty Action Plan 2015-18 using a multi-sector participatory approach. The plan took a year to develop and the process involved over 50 organisations that took part in several consultation events, round tables, focus groups with people experiencing food poverty, and one-on-one conversations.

Why it was needed: The participatory approach was taken to ensure the experiences of people in food poverty were taken into account, to promote ownership of the Food Poverty Action Plan by a broad spectrum of city stakeholders (and, as a result, willingness to implement actions within their own organisations), and to pave the way for the action plan to embedded in various city policies.

Who initiated, who is involved: Brighton and Hove Food Partnership instigated, led development and drafted the action plan. Esmée Fairbairn Foundation funded development of the action plan. Brighton & Hove City Council committed to working on the action plan in 2014 and formally adopted the final result. Those involved in the participatory process included: local government department decision makers and budget holders, community, voluntary and faith groups, food banks, lunch clubs and shared meal settings, citizen advisory services, organisations assisting the elderly and gardening projects.

Outcome/how it strengthened coordination: The resulting action plan, which sits under the Brighton and Hove Food Strategy, was formally adopted by Brighton & Hove City Council and the Health & Wellbeing Board, and is integrated into the city's Joint Strategic Needs Assessment (JSNA).

More information: http://bhfood.org.uk/wp-content/uploads/2017/09/FINAL_Food_Poverty_Action_Plan_2015.pdf

Rome, Italy: Multi-stakeholder advocacy for a food strategy
#multistakeholderprocess #europe #foodstrategy

The action: A participative, multi-stakeholder process is underway to debate and advocate an urban food policy for the metropolis of Rome. The aims are threefold: 1) to demonstrate to the administration the potential of the agro-food system to help address challenges faced by the city, and the threats it faces; 2) to stimulate community participation in food system debates, improve awareness, and increase social capital; and 3) to provide evidence and suggest instruments for implementing a systemic food strategy.

Why it was needed: Debate about the need for a systemic approach to improve food systems sustainability was growing within universities and activist movements. Although a lot of food-related activities and campaigns exist in Rome, they are highly fragmented. The city government does not have an integrated food strategy.

Who initiated it, who is involved: The bottom-up process was initiated by a group of researchers from the University of Molise, associations promoting land access and workers' rights, and other independent researchers. They have been joined by over 100 actors: farmers, foundations, cooperatives, researchers, private enterprises to re-use food waste, experts in green public procurement, fair trade organizations, social and solidarity economy movements and associations, urban garden associations, civil society organizations, and more.

Outcome/how it strengthened coordination: The first outcome of the process is a shared document explaining why Rome needs a food strategy, which includes an analysis of the Roman food system and ten proposals. Five working groups have been formed around the core pillars for action: access to resources (land, seeds, etc); school catering and green public procurement; agriculture and labour rights; food distribution and consumption; solidarity economy, food rescue, food poverty. The coalition is seeking to enrol pre-existing, fragmented food-related activities, with a view to scaling up work and advocating broader policy action.

More information: Please contact politicadelciboroma@gmail.com. A website will be developed as a priority.

5.1.2   Inter-city cooperation

Pune, India, and Birmingham, UK: Nutrition Smart City
#citytocity #publicprocurement #europe #asia #overweightobesity

The action: The cities of Pune and Birmingham are working bi-laterally on the 'Nutrition Smart City' initiative to develop policies, practices, and pilot programmes that accelerate reduction of all forms of malnutrition. The initiative is based on citizen engagement and draws on evidence from cities elsewhere around the world.
Why it was needed: The partnership came about following Birmingham's signature of the Milan Urban Food Policy Pact. In 2016, signatories were encouraged to develop inter-city partnerships between the global North and South for joint learning and experience sharing. In Birmingham, the Indian population is disproportionately represented among overweight or obese residents. In India, meanwhile, rapid urbanisation is linked to dietary transition as people are exposed to new sources of unhealthy food through supermarkets, street vendors and fast food outlets, with low-income groups particularly affected.
Who initiated it, who is involved: The City of Birmingham and think tank The Food Foundation instigated the partnership with Pune Municipal Corporation Food Foundation leads the initiative, which is funded by Tata Trusts and the UK Department for International Development (DFID) through its 'Maximising the Quality of Scaling Up Nutrition Plus (MQSUN+)' project.
Outcome/how it strengthened coordination: As a result of the partnership Birmingham and Pune have signed a Memorandum of Understanding to consider specific powers at their disposal to support people to make healthier food choices out of home. This includes: leveraging public procurement to provide healthier food in public settings; using city infrastructure for more promotion of healthy food / less of unhealthy food; exploring how policy levers for business and skills development can shape a healthier food environment; identifying data to inform policy decisions. The cities are also supporting each other with citizen engagement initiatives.
More information: https://foodfoundation.org.uk/project/nutrition-smart-cities-bindi-birmingham-india-nutrition-initiative/

Piana di Lucca, Italy: Circularifood
#citytocity #territory #foodstrategy #europe

The action: In 2018 five municipalities in the Piana di Lucca territory – Capannori, Altopascio, Lucca, Porcari, and Villa Basilica – cooperated in a participatory process called Circularifood, in order to create an inter-municipal food strategy.
Why it was needed: In order to develop, adopt and implement the joint Food Plan for the Piana di Lucca 2019-2023, the municipalities had to combine resources, competencies and understanding of the needs of their population. The process followed the municipalities' signature of the Milan Urban Food Policy Pact (Lucca and Capannori) and was the first step towards fulfilling their commitment to developing sustainable food systems.
Who initiated it, who is involved: The action was led by the municipality of Capannori. The Circularifood process, which began in June 2018, involved the mapping of all active food stakeholders in territory. Citizens and groups of interest then participated in a series of 10 workshops and focus groups.
Outcome/how it strengthened coordination: The participatory process culminated in the creation of an inter-municipal food strategy and food council for La Piana di Lucca. The food strategy aims to build integrated policy on agriculture, social

health services, education, the environment, and territorial and economic planning, that places the creation of a sustainable local food system at the centre of the public action. The food council was created to implement the strategy. It consists of a political and organisational part, the Assembly of Mayors for Local Food Policies, and a participative part, the Council, made up of citizens, NGOs and the third sector that meet every six months at the Food Agorà. The municipalities are creating dedicated offices to coordinate the work.

More information: https://pianadelcibo.it/; https://pianadelcibo.it/wp-content/uploads/2019/04/english-version.pdf

More experiences and recommendations on multi-stakeholder policy and planning are included in the book Dubbeling, M., de Zeeuw, H., van Veenhuizen, R. (2011) Cities, Poverty and Food; Multi-stakeholder Policy and Planning in Urban Agriculture, RUAF Foundation and Practical Action Publishers (https://www.ruaf.org/publications/cities-poverty-and-food-multi-stakeholder-policy-and-planning-urban-agriculture).

5.2 Groups and committees

5.2.1 Inter-departmental committees

Baltimore, Maryland, USA: Baltimore Food Policy Initiative

#integration #healthyfood #programme #northamerica

The action: The Baltimore Food Policy Initiative (BFPI) is an inter-departmental collaboration within Baltimore City Council that exists to create comprehensive strategies to increase access to healthy, affordable food, and to implement programmes and policies.

Why it was needed: The rationale behind it is that food is such a complex, multi-faceted issue that it does not fit squarely within the remit of any one department. This means that departments need to work together to ensure a coordinated approach.

Who initiated it, who is involved: The BFPI began in 2010, following publication of the Baltimore Food Policy Task Force final report that shone a spotlight on food access in the city. It is led by the Food Policy Director and has a staff of five, distributed across the partner departments/officers. The departments involved are the Department of Planning, the Office of Sustainability, Baltimore City Health Department, and Baltimore Development Corporation. Other departments contribute on an ad hoc basis.

Outcome/how it strengthened coordination: The partner departments have each led on work to address food access through their own lens or drawing on their expertise. For example, the Department of Planning has incorporated food into various plans and policies; the Baltimore City Health Department leads on community-based food access programming in an effort for all residents to be able to realise their health potential.

More information: https://planning.baltimorecity.gov/baltimore-food-policy-initiative

Ede, The Netherlands: Ede Food Team
#integration #europe

The action: The Food Team in Ede is made up of municipal employees drawn from various departments, who lead the implementation of the city's Food Strategy across the municipality. The food work of each member is written into their formal job descriptions, even if their main job is not specifically food-related. In total the food team's capacity is equivalent to five full time employees. The full team meets every six weeks, but the sub-committees – such as on health, and the economy – meet more frequently.

Why it was needed: By having a food team integrated within the city government, Ede seeks to institutionalise food systems work and prevent a scenario where no-one works on food because everyone believes it is someone else's responsibility.

Who initiated it, who is involved: The team was formed following the formal adoption of the Food Strategy 2015-2020 via a participatory process and allocation of a budget for implementation. It is made up of: an elected official who has food as part of his/her portfolio; a project manager; a food policy adviser; an economic manager; a health manager; two project officers (for health and sustainability); an educational officer; a communications manager; and an administrative assistant. The team may tap other, external expertise as and when the need arises.

Outcome/how it strengthened coordination: Over the years the role of the food team has shifted from primarily agenda-setting to supporting other employees in integrating food issues in their work and transferring tasks. As a result, the food team has grown, but its boundaries have become blurred. Further evolution is expected, but Ede is determined to keep an institutional place for food within the municipality in the form of several food employees.

More information: http://www.milanurbanfoodpolicypact.org/wp-content/uploads/2018/07/Brief-4-Ede.pdf

5.2.2 Municipal food security unit/division

Sao Paulo, Brazil: COSAN
#fooddepartment #latinamerica #supply chain

The action: Sao Paulo City Hall has a dedicated municipal unit called COSAN (Food and Nutrition Security Coordination), which develops actions that aim to guarantee access to sufficient, quality food to the city's entire population, at all times. COSAN sits under the Secretariat of Economic Development and Labour.

Why it was needed: COSAN was established in 2015, replacing the former General Supervision of Supply (ABAST) that sat under the same secretariat. The new entity adopted the same structure as its predecessor but represents greater attention to food security and nutrition, instead of just supply issues. Amongst its responsibilities is advocating attention to food insecurity and inequalities in major city strategies, such as the Municipal Plan for Food and Nutrition Security, which requires an inter-departmental approach, the Municipal Master Plan, that recognises the importance of urban agriculture, and the City Plan for 2013-16. All three of these were developed through a participatory process involving civil society and non-governmental organisations.

Who instigated it; who is involved: The new entity was introduced via a municipal decree (56399/2015), signed by the Mayor of Sao Paolo.

Outcome/how it strengthened coordination: As a result of taking a transversal

approach to food and seeking to integrate policies from different departments, Sao Paulo deals with the complex issue of food security and inequalities in a coordinated way. It has also stimulated involvement of civil society working in partnership with local government, to increase the capacity of each.

More information: Debru, J., Albert, S., Bricas, N. & Conaré, D. (eds). 2015. Proceedings of the international meeting on experiences in Africa, Latin America and Asia, 16-18 November 2015, Montpellier, France;
http://www.milanurbanfoodpolicypact.org/wp-content/uploads/2018/07/Brief-38-Sao-Paulo.pdf

Belo Horizonte, Brazil: SMASAN
#fooddepartment #latinamerica

The action: Belo Horizonte's sub-secretariat for food security and nutrition (SMASAN) is a municipal entity that runs food related programmes across six workstreams: subsidized food sales; food and nutrition assistance; supply and regulation of food markets; support for urban agriculture; food and nutrition education; job and income creation.

Why it was needed: The municipal entity was created in 1993 in order to centralise all food-related activity in the city, including those that were previously run by other departments.

Who initiated it, who is involved: It was created by then-Mayor Patras Ananias, initially as a stand-alone municipal agency that was on a par with other, more usual municipal departments (such as education, planning, etc). Subsequently, in 2011 it became sub-division of the Department of Social Policies. SMASAN is led by a director (appointed by the Mayor) and employs 180 civil servants. Other municipal departments and non-governmental organisations contribute to implementation where appropriate. Currently, SMASAN has three advisory boards, each with different constellations of actors and sectors: COMUSAN (civil society and municipal departments); CAISAN-BH (municipal departments); and FOMASA (food businesses).

Outcome/how it strengthened coordination: By centralising all food activities for the city, SMASAN is credited with the creation of a government-led alternative food system that runs in parallel to the conventional, market-led system. Around 300,000 people – 12% of the population of Belo Horizonte – use SMASAN's programmes and services each day.

More information: http://www.ipes-food.org/_img/upload/files/Cities_full.pdf; Rocha, C. (2016) 'Belo Horizonte: the opportunities and challenges of urban food security policy' in M. Deakin, N. Borrelli, & D. Diamantini, (eds.) *The governance of city food systems: case studies from around the world. Milan: Fondazione Giangiacomo Feltrinelli*, p29–40.

5.2.3   Food policy councils and partnerships

La Paz, Bolivia: Municipal Food Security Committee
#foodpolicycouncil #legislation #latinamerica

The action: The Municipal Food Security Committee of La Paz is a multi-stakeholder group that debates, analyses, and drafts municipal policies for a more healthy, sustainable and resilient local food system. It is legally recognised as an official advisory group to the city government, which enables it to propose strate-

gic actions to reinforce food security and to monitor and evaluate implementation.

Why it was needed: The committee was formed in 2013 and was motivated by increasing concern over food security in a city that relies heavily on food imports.

Who initiated it, who is involved: It was founded by the Mayor of La Paz and non-profit organization Fundación Alternativas. The committee meets once a month and is made up of representatives of various municipal secretariats, community associations, NGOs and businesses.

Outcome/how it strengthened coordination: The committee serves as an intermediary between the city government and other public institutions on questions of food security, which helps ensure initiatives and investments are complementary and there is no doubling of efforts. In 2014 it drafted the first Municipal Food Security Law of La Paz (No. 105/2014), into which its own existence and function is inscribed. The committee carried out a wide consultation and secured support for the law from over 67 institutions and private companies and over 1000 individuals. It also contributed to the design of the city's five-year strategic plan.

More information: http://alternativascc.org/wp-content/uploads/2018/06/Municipal-Food-Security-Committee-2013-2015.pdf;_www.alternativascc.org

Toronto, Canada: Toronto Food Policy Council
#foodpolicycouncil #northamerica

The action: The Toronto Food Policy Council is a sub-committee of the Toronto Board of Health. It has four roles: to advise and support Toronto Public Health in the development of policies and programmes for food security; to advocate for innovative food policy programmes; to dialogue with a wide range of city actors on the research, promotion, design, implementation, and evaluation of ideas; and to be a reference group for the Toronto Food Strategy.

Why it was needed: It was formed in 1991, at a time when the idea of preventative public health was gaining traction and certain senior officers, including the Associate Medical Officer for Health, saw the importance of including food in the policy process.

Who initiated it, who is involved: Inspiration came from London, United Kingdom, as a result of a study visit and talk by the director of the then London Food Commission. The Toronto Board of Health approves all of the 30 members, which include a 'citizen-member from the Toronto Board of Health; two local government employees; three members of the farming community from the surrounding rural area; two young people from the Toronto Youth Food Policy Council; and up to 24 residents of Toronto, who serve for three years.

Outcome/how it strengthened coordination: The Toronto Food Policy Council gives a voice to all food interests in the city, across sectors. It successfully advocated the inclusion of food in the 2002 and 2007 city strategies. Subsequently, in 2011, the city government adopted the Toronto Food Strategy, which looks to how food can contribute to the objectives of all city government departments.

More information: http://tfpc.to; Blay-Palmer, A. (2009) "The Canadian Pioneer: 'The Genesis of Urban Food Policy in Toronto'", *International Planning Studies*, (14:4) p401-416.

Bristol, United Kingdom: Bristol Food Policy Council
#foodpolicycouncil #europe

The action: The Bristol Food Policy Council was established in 2011. The 12-member group meets four times a year, with sub-groups meeting more frequently. It

is an independent entity that sits outside of local government structures (but with some local government actors among the members), which means its existence is not dependent on a supportive local government administration. Its roles are agenda-setting, promotion and advocacy, action and delegation, information provision and facilitation, and monitoring and evaluation.

Why it was needed: It was established as a platform for influential actors in food to work together to progress towards a sustainable and resilient food system for the city.

Who initiated it, who is involved: The Bristol Food Policy Council was formed as a result of both bottom-up (civil society) activity since the 1990s, including proposing (unsuccessfully) a food strategy for the city, and top-down (local government) actions; the Peak Oil report funded by the city council in 2009 recommended reviewing food resilience, and the Who Feeds Bristol report, published in 2011, recommended establishing a Food Policy Council. There are 12 seats on the food policy council. There is a seat for an elected councillor, Bristol National Health Service, representatives from Bristol Food Network, other civil society groups, academia, and a range of business representatives from across the food sector. Secretariat services are provided by Bristol City Council's sustainability team.

Outcome/how it strengthened coordination: The Bristol Food Policy Council has successfully kept food on the public agenda, and has facilitated important activities such as coordinated work to address food poverty. It also led development of the Bristol Food Plan, which includes actions for actors from local government, civil society and the private sector.

More information: https://bristolfoodpolicycouncil.org/

Many other food policy councils exist at the local and regional government levels around the world, with the highest number in North America. See for example, Urban Agriculture Magazine issue 36, which explores the experiences of food policy councils and similar entities around the world (https://www.ruaf.org/publications/urban-agriculture-magazine-english).

5.2.4   Taskforces

London, United Kingdom: The Child Obesity Taskforce
#taskforce #europe #overweighttoobesity

The action: London's Child Obesity Taskforce was formed in 2018 with the aim of transforming the food environment in London so that every child – regardless of social background – has the chance to grow up eating a healthy diet and able to take physical exercise. At the time of writing, the taskforce is developing its plan to address factors creating an obesogenic environment, which is billed as 'brave and radical', will take a whole systems approach, and will be delivered in partnership with a range of other organisations.

Why it was needed: With 40% of London's children affected by overweight or obesity, the idea behind the taskforce was to gather the city's leading experts on obesity – people who themselves have a proven track record in galvanising others to take action.

Who initiated it, who is involved: The Child Obesity Taskforce was formed as part of the Mayor's commitment to address obesity in the UK capital, expressed in the London's Health Inequalities Strategy. The taskforce receives strategic support and funding from the charity arm of Guy's and St Thomas' Hospital, and is a collaboration with Public Health England, the Association of Directors of Public

Health London and the Association of Directors of Children's Services London. The Chair is a food industry figure, and the deputy chair an academic; taskforce members number up to 12.

Outcome/how it strengthened coordination: It is still early days for the task-force, which held its first meeting in October 2018. Already, however, other organisations have announced initiatives to contribute to the goal of halving the numbers of children who are overweight when they start primary school and those who are obese at the end of primary school. These include an announcement from the Consumer Goods Forum that leading retailers and food manufacturers will work together the 'nudge' shoppers towards healthier options; and Fizz-Free February in the London Borough of Southwark, to encourage families and children to reduce sugar intake by curbing fizzy drinks.

More information: https://www.london.gov.uk/what-we-do/health/londons-child-obesity-taskforce; https://www.london.gov.uk/sites/default/files/our_vision_purpose_and_commitment.pdf;

https://www.london.gov.uk/city-hall-blog/getting-kids-healthy-weight-child-centred-approach-right;

https://www.london.gov.uk/sites/default/files/what_makes_it_harder_for_londons_children_be_healthier.pdf

Harford County, Maryland, USA: Harford County Obesity Task Force
#taskforce #northamerica #overweightobesity

The action: Harford County in Maryland, USA, formed an Obesity Task Force that spent one year researching and preparing recommendations on how to address high rates of overweight and obesity in the local population. As well as the main task force, three thematic work groups were formed on: access to healthy foods, the built environment, and community engagement.

Why it was needed: In 2011, 60% of adults living in Harford County had overweight (35.2%) or obese (25.1%) status and there was a significant decline in health of residents between 1996 and 2010. The Board of Health recognised that individual effort alone is not enough to combat obesity, but that changes in public policy and the build environment were needed. It wanted the input of key departments and relevant private sector professionals into programmes and policies that would help make the county healthier.

Who initiated it, who is involved: The taskforce was created in 2011, when Harford County Council passed an Obesity Resolution. It was co-chaired by a former Councilwoman and Harford County's Health Officer. Among the 15 members were representative from the County Council, the Board of Education, the Economic Development Advisory Board, Harford County Health Department, Harford County Sheriff's Office, Parks and Recreation, Planning and Zoning, and Community Services. Private sector representatives were from a restauranteur, a farmer, a fitness specialist, a grocery store holder, a physician, and a nutritionist.

Outcome/how it strengthened coordination: The final report, published in October 2012, contained nine recommendations. The cooperation did not stop there, as implementation was by local non-profits, government agencies, the Healthy Harford/Local Health Improvement Obesity workgroup, and the County Council Healthy Community Planning Board. An update in February 2013 showed that significant progress had been made on multiple fronts.

More information: https://www.healthyharford.org/obesity-in-harford-county/obesity-task-force

5.3   Documents

5.3.1   Integrated policy frameworks

Vancouver, Canada: Vancouver Food Strategy
#integration #foodstrategy #northamerica

The action: Vancouver Food Strategy is a single, systemic policy framework that aims to align food goals with other non-food city policies and priorities, and to promote a cultural shift among staff so that food systems work is integrated into the work of departments right across city government.

Why it was needed: Vancouver had a significant history of food policy; its Food Policy Council was formed in 2004. The Greenest City 2020 Action Plan identified the need for more coordination and action planning between city departments, the Vancouver Food Policy Council, and various other policies and programmes, in order to increase the city's food assets and become an urban food systems leader.

Who initiated it, who is involved: The food strategy was developed via a participatory process led by Vancouver City Council and the Vancouver Food Policy Council. It was adopted by Vancouver City Council in 2011. Implementation is spearheaded by the Food Strategy Implementation Steering Committee made up of departmental senior managers, with contributions from other City of Vancouver entities (the Greenest City Action Plan Committee; the Food Systems Steering Committee; Inter-departmental Technical Teams) and non-city entities (Vancouver School Board, Metro Vancouver, Vancouver Coastal Health, B.C. Ministry of Agriculture and Lands, University of British Columbia, Simon Fraser University).

Outcome/how it strengthened coordination: The latest update in 2017 reported that the City has adopted community food market guidelines, by-laws to permit urban farming, and implemented a green bin program to divert organic waste from landfill. Food assets significantly increased, and a new policy requires food assets as part of major re-zonings. 80% of the 71 actions were completed or on-going.

More information: https://vancouver.ca/files/cov/vancouver-food-strategy-final. PDF; https://vancouver.ca/files/cov/final-food-strategy-report-back-and-update-2017-rts-11893.pdf

5.3.2   Statements of commitment and charters

Lima, Peru: Lima Food Charter
#foodcharter #latinamerica #healthyfood #programme #foodwaste

The action: The Food Charter of Metropolitan Lima serves as a commitment to developing, implement and evaluating food policies and programmes that promote sustainable and safe food systems, guaranteed access to healthy food, reduced incidence of hunger and malnutrition, and reduced food waste.

Why it was needed: The Municipality recognised the need to take action over the food system, not least as 98% of its food supply comes from outside the city. The food charter is viewed as a tool to get food onto the agenda of a public- and private sector actors – and to keep it there.

Who initiated it, who is involved: The food charter was developed under the FAO-led project Nadhali: Developing Sustainable Food Systems for Urban Areas; FAO provided guidance and technical support. At its launch in May 2018 it was signed by 11 representatives of public and private sector entities, civil society, and academia.

Outcomes/how it strengthened coordination: At the time of writing no progress report on development of policies and programmes has been released.
More information: http://www.fao.org/peru/noticias/detail-events/es/c/1128429; http://www.fao.org/3/BU650es/bu650es.pdf

Quito is one of the few other cities in Latin America to have signed a food charter. Quito's 2018 charter is anchored in 17 agreements between actors in the city-region food system (more information: https://www.rikolto.org/en/news/quitos-food-charter-result-collective-efforts).
Food charters are notably more common in the UK, USA, and Canada.
E.g. The Bristol 'Good Food' Charter (https://www.rikolto.org/en/news/quitos-food-charter-result-collective-efforts);
County Durham Food Charter (http://fooddurham.net/wp-content/uploads/2018/06/County-Durham-Food-Charter.pdf);
Philadelphia Food Charter (https://phillyfoodjustice.files.wordpress.com/2011/06/philadelphia_food_charter.pdf);
Saskatoon Food Charter (https://foodsecurecanada.org/sites/foodsecurecanada.org/files/SaskatoonFoodCharter.pdf);
Hamilton Food Charter (https://hamiltonfoodcharter.wordpress.com).

5.4 Case study: A multi-stakeholder forum to develop the Food Security and Nutrition Action Plan in Surabaya (Indonesia)

#actionplan #multistakeholderprocess #asia

Photo: Niko Lienata

Summary

In 2018, Surabaya City convened a multi-stakeholder forum to draw up its new Food Security and Nutrition Action Plan[31], with the active participation of relevant city departments, the private sector, civil society, non-governmental organisations, academia, and the media. It is the first city in Indonesia to do so under a new national and provincial legislative framework, and the lessons learned on the innovative process, as well as adaptation of programmes and indicators to urban realities, is an inspiration to other cities. The action came about through the local bureau of the Global Alliance for Improved Nutrition (GAIN) soliciting engagement of a university and the city planning agency (BAPPEKO)[32].

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31 Rencana Aksi Daerah Pangan dan Gizi (RADPD)
32 BAPEKKO is the Surabaya city Development Planning Agency, otherwise known as BAPPEDA as the general term for the planning agency at province or city/district level.

Context and problem

Surabaya City is the capital of East Java province and a bustling metropolis of over 3 million people, with 10 million more residing in the Greater Surabaya Metropolitan Area.

Its historic trading port, founded in the early 1900s, is one of the most important in Southeast Asia; the main exports are sugar, tobacco and coffee. A strong financial sector grew up to support the port's trading activities, and shipbuilding is one of the city's principal industries, alongside electronics, handicrafts, and agriculture and food processing.

Surabaya is attractive to foreign investors and a number of multinationals have their regional headquarters in the city. Skyscrapers, hotels, and apartment blocks are springing up as the city — and its economy — undergo rapid growth.

Yet if Surabaya appears to be a concrete jungle, environmental management is a priority under current Mayor Tri Rismaharini, who has instigated programmes to revitalise the city's parks and green spaces and manage the flood risk. Her efforts were recognised when Surabaya received the ASEAN Environmentally Sustainable City Award 2011 and in 2014, as well as Adipura Kencana, Indonesia's highest environmental award, in 2012.

The apparent prosperity of Surabaya does not reach everyone, however. For instance, 90% of residents in the district of Simokerto and 86% of residents in Pabean Centrikan are severely or moderately food insecure. In Surabaya as a whole, underweight affects a considerable proportion of young children.

At the same time, soaring overweight and obesity are causing concern. Between 2015 and 2017 the percentage of overweight children increased from 3% to 7.9%, while in 2015 32% of women aged 19-54 experienced obesity, up from 15% in 2007.

The city government has identified issues related to Surabaya's food system that contribute to these twin manifestations of malnutrition. On the production and distribution side, these include a lack of land for food production, the difficulty of maintaining food stocks, and fluctuating prices of staples. Uneven food distribution means supplies sometimes don't reach poorer communities, while there has been a lack of coordination between institutions responsible for warehouse management.

In terms of dietary preference, rice is the dominant staple and there is an urgent need for diversification. Where they can, many of Surabaya's residents are inclined towards ready-to-eat prepared foods.

City government

The city government is headed by a Mayor, currently Tri Rismaharini, who took office in 2010. She is the first Mayor of the city to be directly elected and the first female Mayor. She was re-elected for a second five-year term in 2015.

The legislative body, Surabaya Municipal People's Representative Council, is made up of 50 members who are also directly-elected every five years.

A considerable number of services have been decentralised to the city level. Amongst the city government departments are the Development Planning Agency (BAPEKKO), Department of Food Security and Agriculture, Department of Health, Department of Sanitation and Green Open Space, Department of the Living Environ-

coordination

ment, Department of Education, Department of Trade, Department of Cooperative and SMEs, Department of Communication and Informatics, and others.

Governance of food in Surabaya

Indonesia is committed to advancing the Sustainable Development Goals (SDGs), and has acknowledged that ensuring adequate food and nutrition, and education, will contribute to SDG2 (zero hunger), SDG 3 (good health and well-being), and SDG 12 (responsible consumption and production) in particular. Over the last half a decade, the national government has forged a strong food security and nutrition framework made up of several coordinating pieces of legislation.

Food Law No. 18/2012 made it the explicit responsibility of the state to ensure universal food security for citizens, with an emphasis on food sovereignty. This was followed in 2015 by the Government Regulation No. 17/2015 on Food and Nutrition Security, in 2017 by the Presidential Regulation No. 3/2017 on Food and Nutrition Strategic Policy, and in 2018 by the Ministry of National Development Planning Regulation No. 1/2018 on Food and Nutrition Action Plan.

Under these regulations and plans, sub-national governments — at the provincial and district or city level — are legally required to develop their own Food and Nutrition Action Plans every five years. Moreover, these plans must be devised via participatory, multi-stakeholder processes that promote integration between relevant city departments and non-governmental activities.

The province of East Java duly passed the East Java Governor Regulation No. 126/2016 and drew up the Food and Nutrition Action Plan 2016-2019 that this regulation required.

Surabaya previously had a Food and Nutrition Action Plan that covered the period from 2013 to 2015. This plan, which was never fully implemented, was developed by an internal city government working group and consultants, and was focused largely on production and distribution rather than the various forms of malnutrition in the city.

The city also had a Food Security Council that had been created by mayoral decree in 2010, in fulfilment of a 2006 national mandate (Presidential Regulation 83/2006), made up of city officials from various departments. Its role was to develop food security policies in keeping with the policies of the provincial level Food Security Council and to encourage community participation. However, as of 2017 members no longer met nor had any active projects. This meant there was a breakdown in inter-departmental communication and cooperation over food security and nutrition.

Within this context, it was high time for Surabaya to develop a new Food and Nutrition Action Plan, and to establish a governance structure to ensure its effective implementation.

The action

This case study concerns the process of drawing up Surabaya's new Food and Nutrition Action Plan (2019-2021) via a multi-stakeholder forum (MSF) and the impact that the participatory, multi-sector process had on ongoing governance of food and nutrition security in the city.

First and foremost, setting up a MSF fulfilled the national level requirement for partici-

patory multi-stakeholder planning over food security and nutrition. More than that, though, it is expected to lead to better coordination between governmental and non-governmental stakeholders in the future, and to promote integrated food and nutrition planning across multiple city government policies and plans. For example, members of the new MSF sought coordination with the Surabaya City Medium Term Development Plan 2016-2021, as well as with programmes and activities run by other city departments.

Finally, the MSF provided a platform for non-governmental stakeholders to provide technical assistance for developing interventions and indicators, thereby building local government capacity.

The story of the Multi-Stakeholder Forum
Initiation of the food and nutrition action plan process
In 2017 there was a lack of leadership over food and nutrition from within the city government of Surabaya. Despite the legal requirement, officials had not signalled any intention of developing a new Food Security and Nutrition Action Plan. Quite possibly no-one had even realised that the city had an obligation to do so, nor that the previous plan had quietly expired on the shelf.

GAIN has a Memorandum of Understanding with Indonesia's national Ministry of Health to improve the nutritional status of people in selected regions of East Java, including Surabaya city. Aware of the requirement for sub-national governments to develop Food and Nutrition Action Plans every five years, GAIN teamed up with *Institut Teknologi Sepuluh Nopember Surabaya* (ITS), the only local university with an urban planning faculty, which in turn obtained the formal engagement of BAPEKKO. ITS served as executive agency to oversee the action plan development process, which included setting up a MSF.

Food systems assessment and stakeholder mapping
The first task was to conduct an assessment of Surabaya's food system. This assessment, carried out by ITS in mid-2018, described the nutrition profile and consumption pattern of the city's population and assessed the value chains of several key commodities.

The assessment also looked at the current food and nutrition governance in Surabaya, mapping the relevant city departments and stakeholder organisations from outside the government — private sector (food businesses), civil society organisations, non-governmental organisations, academia, and the media. This stakeholder mapping formed the basis of invitations to join the MSF.

The assessment of the current food and nutrition governance used multiple methodologies to obtain more comprehensive information about food consumption patterns and the nutritional status of the population, existing policies to regulate food production and distribution, and the gaps and challenges present in the existing food system (see figure 7). The multiple methodologies that were used included:

- Focus group discussions
- In-depth interviews
- Consumer survey
- Value chain study
- Secondary data analysis

Figure 7: Qualitative and quantitative analysis methodology for governance of food and nutrition in Surabaya (2019-2021)
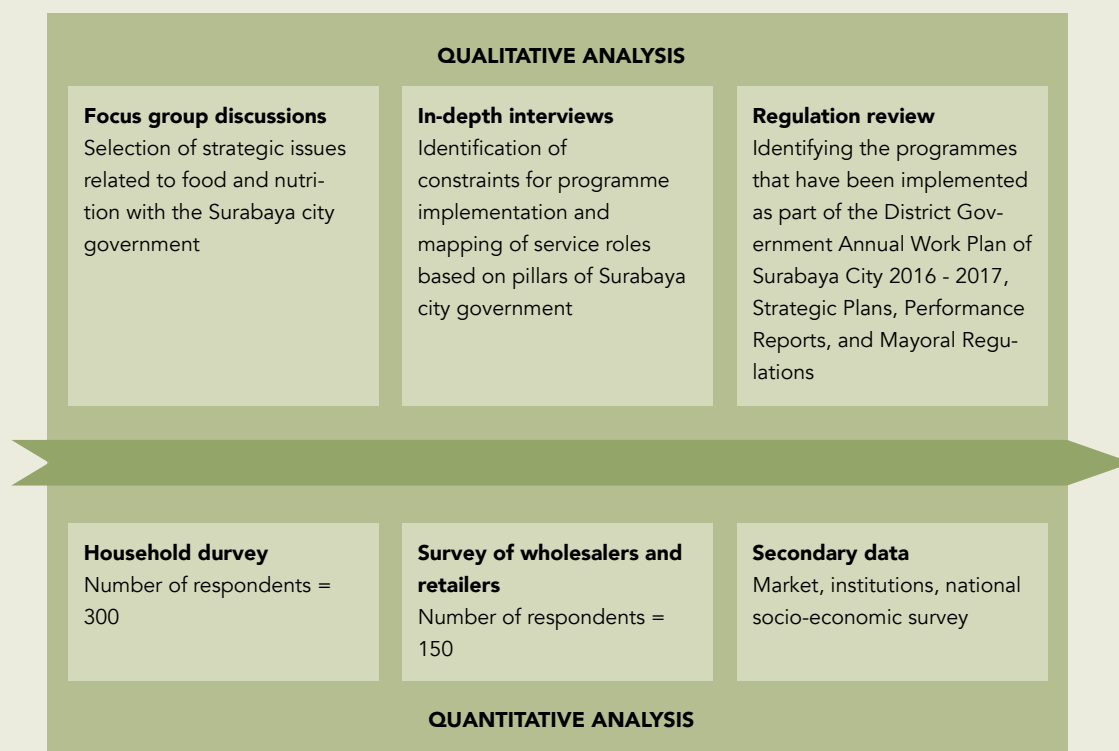
Discussions then took place to determine the working groups and to assign stakeholders to them, according to the role and responsibility of their organisation. It was agreed that three working groups would each deal with one or more of the five pillars of food and nutrition contained in the national Food and Nutrition Strategic Policy (Presidential Regulation No. 3/2017):

- Working group 1: Pillar 1 Community nutrition improvement; pillar 4 Clean and healthy life habits
- Working group 2: Pillar 2 Increasing accessibility to diverse foods; pillar 3 Quality and safety of foods
- Working group 3: Pillar 5 Co-ordination of food and nutrition development

Each working group could have only one representative from each relevant organisation or department. Where an organisation's role covered pillars that were dealt with by different working groups, however, they were asked to put forward two representatives. For example, the city health department had representatives in groups 1 and 2 (see table 1).

Table 1: Multi-Stakeholder Forum (MSF) in Surabaya

Working group		Stakeholder	
		Government institution	**Non-government institution**
Working group 1			
A	**Pillar 1: Community nutrition improvement**	Health Office	University: Nutrition Dept. of Airlangga University
B	**Pillar 4: Clean and healthy life habits**	Social Office	Private sector (Unilever, Indofood, Otsuka)
		Education Office	Mass Media: Jawa Pos Group, Suara Surabaya
		Women's Empowerment and Child Protection Office	NGO, community organisation: Muslimat NU, Aisyah, UNICEF, Nutrition International, Healthy City Forum
		Sanitation and Green Open Space Office	Profession association: Indonesian General Practitioners Association, Indonesian Midwives Association, Association of Public Health Graduates and Professionals, Associations of Street Food Vendors
		Regionally-owned enterprises: Regional Company for Drinking Water	
Working group 2			
C	**Pillar 2: Increasing accessibility of diverse food**	Agriculture and Food Security Office	Drugs and Food Control Bureau
		Health Office	Academic Institutions: Public Health Dept. of Airlangga University, Economic Faculty of Universitas Pembangunan Negeri
D	**Pillar 3: Quality and safety of foods**	Trading Office	Private sector: Indofood, etc
		Social Office	NGO, community organisation: Urban Farming Community, Indonesia Organic Community, UNICEF, Nutrition International
		Drugs and Food Control Bureau	Regionally owned enterprises
		Cooperation and Small Enterprise Office	Profession Association: Retailer Associations
			Mass Media: Jawa Pos Group, Suara Surabaya
Working group 3			
E	**Pillar 5: Coordination of Food and Nutrition Development**	City Planning and Development Bureau	Academic institution: State Administration Department of Airlangga University
		Information and Communication Office	NGO, community organisation: UNICEF, NI, Indonesia Forum for Budgeting Transparency
		Central Statistic Bureau	Indonesian Trade and Industries Association (Kamar Dagang dan Industri Indonesia-KADIN)
		Citizen Wealth Department	Mass media: Jawa Pos Group, Suara Surabaya

coordination

Although ITS oversaw the overall process, the urban planning faculty lacked expertise both in facilitating local government action planning and in the field of food and nutrition. GAIN therefore recommended contracting skilled facilitators to coordinate meetings, guide discussion, and to draft the action plan based on inputs from the working groups.

The working groups in action

An initial kick-off meeting in August 2018 was attended by all the new MSF members. On the agenda was the roles of the working groups and their contribution to the development of the food and nutrition action plan, scheduling of the workshops, and appointment of group leaders (ideally from the most relevant local government department) who would bear responsibility for the work and the outcomes.

Next, each working group held three workshops that were to be attended by all stakeholders assigned to it. The objective of the first meeting was to identify existing city programmes (both governmental and non-governmental) that were related to the SDGs, the Medium Term Development Plan, and the Food and Nutrition Action Plan. The second meeting was to determine outputs, indicators, targets and activities to be included in the relevant section(s) of the new action plan. The third meeting was to finalise the relevant section of the action plan.

WhatsApp groups were set up for each of the working groups. These were the main communication tool between the workshops.

The workshops were designed to enable open communication between stakeholders, following the focus group discussion method. The goals, programmes, targets and indicators to be included in the Food and Nutrition Action Plan were determined by building consensus between the stakeholders.

Addressing conceptual differences

The workshops contributed to building shared understanding between stakeholders. They helped local government to understand what the community wants, and the community to understand what local government can do. However, they also brought to light some misunderstandings and conceptual differences, which were acknowledged and, where possible, resolved.

One such issue was community groups' confusion over the role and responsibilities of different local government departments over different aspects of the food system. Their assumptions about who ensures adequate food supplies, who deals with quality and safety, and who manages public health impacts of diets were often erroneous and were corrected during the course of discussions.

Another was the apparent lack of awareness of some local government departments over how their work impacts that of other departments. For instance, the Department of Food Security and Agriculture thought in quantitative terms about how much rice, meat and eggs is available and how many people have to be fed - but they did not consider how the handling and storage of food affects its quality, or issues like the consumer health impacts of using growth hormones in aquaculture. The MSF process contributed to changing such siloed thinking, as stakeholders could explain and share scientific studies.

A third difficulty was the difference in terminology. For example, the word 'nutrition' is used in national level regulation to refer to components of foods, whereas others (such as ITS) understood it as the nutrition status of residents. Meanwhile, the Depart-

ment of Sanitation insisted that the Food and Nutrition Action Plan include indicators on water, sanitation and hygiene, which others thought did not strictly fall under the term 'nutrition'. Such split understandings had to be acknowledged and accommodated in the interests of reaching consensus.

Integration and tailoring to the Surabaya context

Members of the MSF took the National (2015-2019) and Provincial (2016-2019) Food and Nutrition Action Plans, and the city Mid-term Development Plan (2016-2021) as framing documents. To facilitate synchronisation and integration, in each working group there was a dedicated contact with the city planning authority, BAPEKKO. However, the stakeholders soon found that some issues covered in the national and provincial plans had little or no relevance in Surabaya, while other local priorities did not feature in the higher-level plans. This led to debate about how much conformity was required and how best to adapt the pillars, programmes, activities and indicators to Surabaya's needs - to ensure both effectiveness and Surabaya City Government funding.

One such contentious subject was the second pillar, on increasing accessibility to diverse foods. In the national Food and Nutrition Strategic Policy this pillar focuses on food production. Since there is not much productive land within Surabaya, in the Surabaya Food and Nutrition Action Plan the focus is on food distribution, and physical and economic availability to households.

Another example is the prominence given to the different forms of malnutrition. As stunting is a national priority in Indonesia, it figures large in the national plan. In Surabaya, however, obesity is a statistically greater nutrition-related problem (although there are incidents of stunting) so it had to be represented in the indicators.

In addition to the vertical integration with national and provincial plans, the Surabaya Food and Nutrition Action Plan also had to refer to, and be synchronized with, the *Surabaya City Medium Term Development Plan for 2016-2021*. In this way, actions on food and nutrition are incorporated into the mainstream planning trajectory, magnifying their reach and enabling stakeholders to refer to a wider framework as they build support for implementing programmes and activities. It also helps with securing budget; food and nutrition actions have been included in Surabaya's Revenue and Expenditure Budget for 2019, with even more slated for 2020.

Operational difficulties

Two operational difficulties affected the smooth running of the workshops: poor attendance; and problems with acquiring the necessary data.

The workshops were scheduled well in advance in an effort to ensure all working group members would attend. WhatsApp was a useful tool for reminding stakeholders about upcoming meetings and monitoring attendance. In the event, however, attendance was far lower than anticipated. Average attendance across the three meetings for working group 1 (22 members) was 48%, while for working group 2 and 3 (23 and 26 members respectively) attendance was just 35%. Attendance was particularly poor among local government officers because they were juggling priorities, and pressing tasks, especially if requested by the Mayor, had to take precedence.

To compensate for poor attendance, the facilitators went out of their way to visit the offices of local government members who did not attend and held one-on-one meetings with them. This enabled them not only to obtain their input, but also to explain again their role and responsibility, and to identify any barriers to their attendance. As

a result of these one-on-one meetings, attendance increased dramatically between the second and third workshops.

The outcome of one such meeting was particularly positive. The facilitator secured strong engagement from the Department of Food Security and Agriculture, which agreed to take on the role of workshop leader in the MSF and to be a key player in the Food Security Council henceforth. Consequently, in the third workshop the representative presented a long list of programmes to be included in the Action Plan.

Stakeholders representing local government departments were asked to bring data to the workshops that would be used to establish indicator baselines and set targets. Few did, however, mainly because the representative was not authorised to do so.

To remedy the problem, the facilitators went to the heads of departments to request the data and permission to use it. In retrospect, it would have been more efficient to invite the planning and monitoring unit of each local government department to take part in workshops from the outset, so that they could provide data directly and in a ready-to-use form.

Outcome and next steps
The first outcome of the MSF process is Surabaya's new Food and Nutrition Action Plan, which takes the form of a matrix for each of the five pillars covering programmes, activities, performance indicators/outputs, baseline and annual targets, and responsible stakeholders.

An open consultation on the draft Action Plan was held in November 2018, at which all MSF stakeholders gave input on how the matrix could be improved. The improvements concerned presentation rather than content. They included: adjusting the language and activities to match the programme names and activities of the relevant local government departments; updating the indicator baselines following contributions of new data; and revising the narrative to conform with language used in the regional planning document.

The drafting team at ITS then produced a final version that was sent to BAPEKKO and duly approved. At the time of writing (August 2019), the Mayoral Regulation to ratify the Food and Nutrition Action Plan is in the process of review by the city's legal team. The regulation will establish a legal basis for local government departments to implement programme activities that fall outside of the city's Mid Term Development Plan, such as the campaign to increase fruit and vegetable consumption, improvements to school canteens, and supporting small food vendors.

Aside from the written document a second, but equally important, outcome is the reinforced governance of food and nutrition in Surabaya. This was the result largely of working group 3.

In general, the MSF process contributed to a new spirit of communication and co-ordination between government departments over food and nutrition issues, where previously they operated in silos with little discussion, thought or awareness of each other's work.

More specifically, the Food Security Council, made up of officers from lo-cal government departments, has been revitalised. A new Mayoral Decree (No. 188.45/29/436.1.2/2018) was passed to adjust its composition and roles in line with

Photo: Niko Lienata

changes to the functions and competencies of National, Provincial, and Regional/City governments that were brought in in 2014. The Food Security Council's roles are to facilitate implementation, monitoring and evaluation of the Food and Nutrition Action Plan, to formulate policies that are in line with provincial food security and nutrition efforts and encourage public participation, and to ensure resilience of the city's food system.

The Food Security Council meets every three months and is chaired by BAPEKKO, with the Department of Food Security and Agriculture and the Department of Health jointly performing the secretarial function. One of the recommendations under pillar 3 of the new Food and Nutrition Action Plan, however, is to revise the 2018 Mayoral Decree to strengthen the roles and functions of the Food Security Council.

Another recommendation is to permit non-governmental actors — that is, the MSF — to be formal members of the Food Security Council. This has not yet happened, but the MSF will continue to meet every three months until the end of 2020, convened by GAIN. The MSF has an on-going role in supporting the Food Security Council by,

for example, providing technical assistance on monitoring and evaluation, providing information on community needs, and giving input on draft policies related to food security. Some members are also involved in specific Food Security Council activities, such as development of an integrated food systems dashboard for the city, new market operations for staple foods, and preparation of new development planning documents for Surabaya City and its constituent sub-districts and villages.

Key messages / recommendations

Although development of a Food and Nutrition Action Plan is a requirement for sub-national governments in Indonesia, Surabaya City is the first city government to have done so. As such, Surabaya has become an example for other Indonesian cities and the head of BAPEKKO was invited to a national forum in May 2019 to share the city's experiences of how to adapt the national plan from rural areas to cities.

The key recommendations are:

a) Conduct comprehensive mapping of institutions and organisations that are relevant to food security and nutrition as the basis for forming a MSF.
b) Ensure the MSF consists of both government representatives and non-governmental stakeholders whose work is closely related.
c) Use the existing pillars of the National Food and Security Nutrition Action Plan as the basis for forming working groups.
d) Forge connections with the planning and development agency, BAPEKKO, for each working group, to facilitate synchronisation and integration with other regional and national planning documents and strategies.
e) Recruit external facilitators for each Working Group to stimulate discussion and agreement, both between working group members and between working groups.
f) Ensure the Food and Nutrition Action Plan is incorporated into regional planning policies, that local government departments and others can refer to regional framework as the build support for implementing the programmes and activities.

Figure 8: Actors and organisations involved in Surabaya Food Security and Nutrition Action Plan
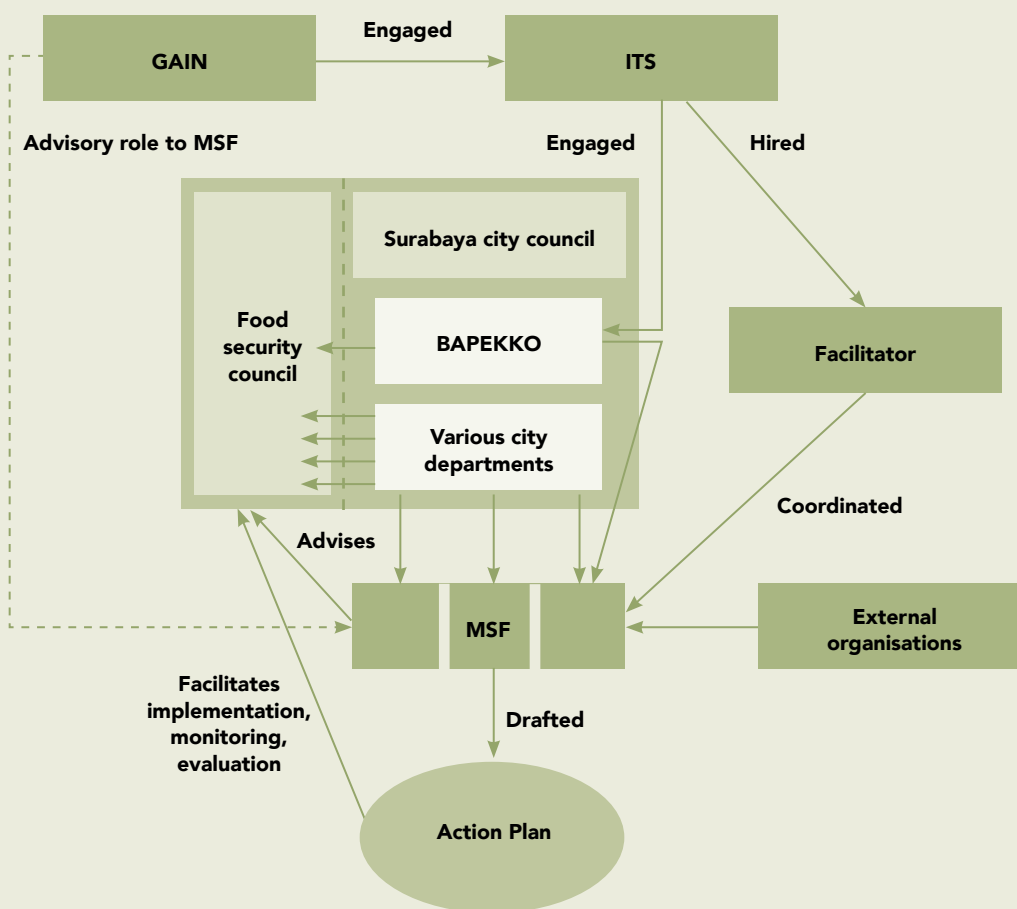
Further reading
Surabaya City Food and Nutrition Action Plan 2019-2021 will be available at https://bappeko.surabaya.go.id following signature of the Mayoral Decree.

The Surabaya Food System Assessment will be available on the GAIN website http://www.gainhealth.org.

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coordination

6 Observations and lessons for cities

6   Observations and lessons for cities

The primary intention of this document is to provide examples of actions that have been put in place in cities around the world, and governance mechanisms. It fills a gap in the resources that are available to cities that wish to improve nutrition through the food environment and promotes sharing of experiences and mutual learning between cities.

In reviewing the collected case studies, we made several observations about helpful approaches and general trends. The main observations are set out below, together with some lessons for city governments.

The lessons are not meant to be prescriptive – each city will forge its own path that is appropriate to the socio-cultural, political and geographical context. Nonetheless, they will be helpful to policy makers and other actors who wish to build upon the body of experiences from other cities that have done similar work.

Observation 1: Inter-departmental cooperation
The actions in this resource illustrate how cooperation between government departments, especially between planning, public health, and economic development, can have a greater cumulative influence the food environment than one department working alone.

Inter-departmental cooperation enables the combined use of multiple policy instruments. For example, New York's FRESH programme used the Department of Planning's zoning instruments *and* the Industrial Development Agency's fiscal instruments to maximise the incentives to grocery operators to set up businesses in low-access areas. The next phase of FRESH will include a third instrument, consumer-facing education, to stimulate demand to match supply.

Several cases show that one single action can advance the objectives of more than one government department, and shape multiple dimensions of the food environment. Actions to improve physical access by enabling food production in Kampala, Rosario, Dakar and Quelimane also brought economic opportunities to low-income communities. With increased spending power, food becomes more affordable.

> **Lesson:**
> Local government actors are strongly advised to develop integrated food policy actions between multiple government departments and agencies.

Observation 2: Multi-stakeholder engagement
In the majority of the actions there is multi-stakeholder engagement, involving actors and organisations from outside local government structures such as civil society and non-profit organisations, community groups, city networks, international development organisations, the private sector, and academia.

One benefit of multi-stakeholder involvement is that each actor or organisation contributes, whether it is mobilising material resources, providing information, different perspectives and expertise, giving access to target groups and therefore options for consultation, increasing capacity, playing a lobbying role, etc.

Another is that it brings an element of protection in case local government dismantles an action following electoral change. The Bristol Food Policy Council, for instance, sits outside local government structures and involves civil society and some city council representatives, meaning its existence is not dependent on a supportive local government administration.

It does not appear to matter how the collaboration came about. In some cases, the action was instigated by local government in response to lobbying by a non-governmental organisation, as in the case of the ballot action for a sugar-sweetened beverage tax in Boulder, Colorado, which was introduced by the non-profit Healthy Boulder Kids. In others, partnerships between city government and outside organisations come about as a result of previous collaboration or good working relations, such as the Healthy Choice programme in Brighton and Hove.

What is clear, however, is that shared planning in the initial stages is helpful, paving the way for successful cooperation in implementation. This was evident in the case of Quelimane, where the contributions of Quelimane, Milan, and non-governmental actors were largely determined at the project proposal stage.

> **Lesson:**
> When engaging with the private sector, the business case for involvement must be clear. This is particularly important when the action involves mandatory regulations or restrictions, to avoid exploitation of loopholes or legal challenges.

Observation 3: A clear business case
The involvement of private business partners is fundamental to some actions, but ideally they understand the business case for the action – that it is in their commercial interest, or at the very least they do not foresee a negative impact on their revenues. This was seen in the example of healthier supermarket layouts in Amsterdam and the several examples of small businesses making changes to their stores or practices when they receive business advice, training, or marketing assistance (such as certified Healthier Catering Commitment outlets in London, and the Healthy Corner Stores initiative in Austin, Texas).

Where an action involves mandatory regulation and/or businesses do not see it as being in their interests, they can be unwilling to cooperate or seek loopholes – as in the case of San Francisco's 'toy ordinance', where restaurants switched from giving away free toys with children's meals to selling them an additional USD.10. In London, the indications are that most of the food and drink advertisers will comply with the regulations on the transport network but the possibility of food businesses launch-

ing a legal challenge to restrictions on advertising food and drinks on the transport system remains a possibility.

Lessons:
City governments should seek opportunities to collaborate with a range of relevant non-governmental actors and organisations to establish multi-actor/sector food governance.

Collaborations with key partners should be formed as early as possible, so that key partners are involved in all phases, from planning through to implementation and review.

Observation 4: From single actions to integrated frameworks

Many of the actions in this document are single policies or time-limited, funding-dependent programmes – even if they demonstrate good integration between local government departments and multi-stakeholder engagement, as noted above.

The actions for strengthening coordination around healthier diets in Chapter 5, on the other hand, go a stage further, formalising the capacity for action in new governance structures, working practices, and strategic frameworks. By obtaining top-level political support to do so, they bring greater potential to continue working to improve nutrition by shaping the urban food environment over the long term.

Lesson:
Cities should strive to move from initial single-issue policies and time-limited programmes to integrated, high-level, institutionalised frameworks to improve the food environment.

Observation 5: Regional trends

Several geographical trends are detected in the actions in this report. These trends can be partly explained by city-to-city inspiration and networking within a national or regional context, particularly if the original city has already worked out the best approach or overcome barriers so that its neighbours can replicate their model. This removes the need to develop actions from scratch, which can be risky, expensive and time-consuming.

Moreover, cities within the same national or regional context are likely to have the same or similar instruments and mechanisms at their disposal, compared with cities elsewhere. For example, eight cities or territories in the United States to date have introduced taxes on sugar-sweetened soft drinks to date. Within the US national context, mayors have the power to levy such taxes and to issue executive orders as the mechanism to do so, while in some other countries, such as the United Kingdom, they do not. In Latin America, several cities have adopted similar actions on affordability, such as subsidies and price fixing of fresh fruit and vegetables. A likely reason is that several Latin American countries, including Brazil and Bolivia, have inscribed the universal right to food into their constitutions, resulting in federal funds for subsidies and/or the normalisation of municipal budget lines for this purpose.

Another observation from Latin America is that actions to improve food security and nutrition are often institutionalised in municipal law, a mechanism that is less common in other regions. Rosario created several city ordinances to support urban agriculture; Curitiba's SMAB was created by a municipal law; and La Paz's approach to food security and nutrition was also inscribed into municipal law. This trend could be explained by political instability in Latin America over several decades, as a result of which enshrining an action in law is the best way to safeguard it from political change.

> **Lesson:**
> Cities should pay close attention to actions to shape the food environment that have been introduced in the same country or region, as they are most likely to be suited to the context and local government powers, and any initial barriers will have been overcome.

Observation 6: Global distribution of cases and city-to-city cooperation

When selecting case studies for inclusion in this document, we sought a representative selection of actions from different parts of the world. However, we identified many examples from North America, Latin America, and Europe, while Asia, Africa, and the Middle East, were under-represented.

One possible reason is that city actions in Asia, Africa and the Middle East have not yet been documented and diffused in English, nor via the internet, and were therefore not identified by this review. Another explanation is that cities in these parts of the world have simply not undertaken as much action in this area as their counterparts elsewhere, for a range of reasons which may include political instability, other issues being prioritised, lack of understanding of potential approaches, capacity or resources and lack of political will.

This is concerning given that the majority of future urban growth is expected to take place in Africa and Asia. There is, and will continue to be, the greatest and most urgent need for actions to improve nutrition and food security in African and Asian cities.

At the same time, we found strong evidence of the benefits of city-to-city co-operations and transfer of knowledge and experiences – not only between cities within the same country or region (such as the municipalities in Piana di Lucca in Italy) but also between high- and low- or middle-income countries, such as between Birmingham in the United Kingdom and Pune in India, and between Milan in Italy and Quelimane in Mozambique. These cases show that even when contexts are different there can still be opportunities for technical exchange and capacity building. Moreover, international cooperation can attract funding from international organisations and national development agencies, as seen in Quelimane. Such funding is crucial in developing countries where lack of local government resources is a major obstacle to action.

Observation 7: Urgent need to monitor outcomes and impacts
For most of the actions in this document, it was not possible to state the effects of the actions on consumption of healthy food or on nutritional status of the population.

The reason for the lack of information on impacts is that monitoring of actions to improve nutrition through the food environment is generally weak. Some actions in the document were monitored using programme outputs as proxies (such as the num-ber of school gardens in Antananarivo, or the amount of new grocery space in New York), but without information on take-up or outcomes realised. Others focused on scale – the number of people reached, such as families involved in urban agriculture in Rosario – but lack relative numbers to show how much of the city or population has been covered, and whether these people's nutritional status actually improved.

Demonstrating direct impact on nutritional status in a population is incredibly hard to do. Policies for nutrition and food security (and food and public health policies in general) have complex drivers and long pathways to impact. For instance, we cannot say for sure that reduced incidence of anaemia among school children in La Paz was due to the provision of healthier school breakfasts.

Yet collection of outcome and impact data, using robust methodologies, has several benefits. It allows cities themselves to adjust policies and programmes that are not delivering expected results, to ensure best use of precious funds. It also enables them to present sound evidence of efficacy to support follow-on funding bids, or to promote ongoing political support following electoral change. Lastly, and not least, it allows other cities to identify actions that have had the greatest and largest-scale impacts on improved nutrition, and to make the case for replicating them.

In a small number of cases impact monitoring has been outsourced to university researchers. This was the case for London's restrictions on unhealthy food advertising on the transport system, where the impact on purchasing of advertised products will be monitored by the London School of Hygiene and Tropical Medicine, in a multi-year project that goes beyond the capacities of the GLA. Such an approach, where possible, is eminently sensible, as it puts monitoring into the hands of people who have the expertise and capacity to develop appropriate methodologies and ensures collection of unbiased data. Moreover, researchers can apply for independent grants to fund their studies, removing the need for cities to carve out funds from operational budgets.

Lessons:
There is an urgent need for cities to ensure monitoring and impact measurement of actions intended to improve food security and nutrition, with studies conducted at the baseline and at intervals after implementation, in quantitative and qualitative terms.

Wherever possible, cities should explore opportunities to partner with local universities that have the expertise to seek funding and to develop robust methodologies, and the capacity to conduct detailed, impartial monitoring and evaluation.

7 Conclusion

7   Conclusion

Many cities are actively working to shape the food environment to improve food security and nutrition, and some are pushing the boundaries of traditional local government responsibilities.

The body of experiences documented to date is encouraging, but the rapid rate of global urbanisation and the multiple food system threats that threaten to undermine food security and nutrition in cities mean it is far from enough. The international urban food policy community – including city governments, other actors in the urban food systems, international organisations, and funders – must continue to cooperate to build on this basis. In particular, the regions that will experience the greatest increase in urban populations – in Africa and Asia – are those where there are very few documented actions to date. Encouraging and enabling work to improve food environments in cities in these continents must be a priority.

This document is a first step towards gathering actions that shape the food environment to improve food security and nutrition in families, and we hope it will be a source of inspiration and encouragement for every city to take action to improve food environments.

We strongly encourage the users of this resource to reach out to cities whose experiences are a source of inspiration, to learn more about how actions were put in place and how any barriers were overcome. Links for more information are included for all case studies, and for the long cases contact details are also included. In addition, GAIN, the Secretariat of the Milan Urban Food Policy Pact, and RUAF each have a significant track record in connecting cities and/or provide direct support, training, or capacity building (see 'About the Organisations', also for contact details) below.

It is our intention to develop the resource further in the future, adding more experiences to the 'living' document as more cities put actions in place and employ robust methodologies to monitor their impacts. To this end, we call on cities throughout the world to continue to document and share their experiences, and to accompany others that are interested in pursuing a similar course of action.

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9   About the organisations

Global Alliance for Improved Nutrition (GAIN)

www.gainhealth.org

The Global Alliance for Improved Nutrition (GAIN) is a Swiss-based foundation launched at the UN in 2002 to tackle the human suffering caused by malnutrition. Working with both governments and businesses, we aim to transform food systems so that they deliver more nutritious food for all people, especially the most vulnerable.

Milan Urban Food Policy Pact (MUFPP)

www.milanurbanfoodpolicypact.org

The MUFPP is an international agreement among cities committed to develop urban food systems that are sustainable, inclusive, resilient, safe and climate friendly, that provide healthy and affordable food for all. The Secretariat of the MUFPP was established in 2016 within the city of Milan as permanent contact point for all signatory cities, partners and stakeholders. It facilitates communication between member cities, networks, international organisations and other partners. The Secretariat supports the MUFPP Steering Committee in ensuring the internal governance of the Pact. It oversees the organisation of Annual Gatherings and regional Fora in collaboration with hosting cities. It organises the Milan Pact Awards.

RUAF

www.ruaf.org

RUAF is a global partnership on sustainable urban agriculture and food systems. The RUAF partners strengthen each other in joint and collaborative strategy development, research, benchmarking and upscaling, representation and networking, dissemination and awareness raising, and implementation. RUAF is co-convener of the ICLEI-RUAF CITYFOOD network, which aims to accelerate local and regional government action on sustainable and resilient city-region food systems by combining networking with training, policy guidance and technical expertise to its participants. As of 2019, the RUAF Secretariat is hosted by HIVOS.

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