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Alimentaire



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EUROPEAN CASE STUDIES ON GOVERNANCE OF TERRITORIAL FOOD SYSTEMS - PROJECT GOUTER



RUAF FOUNDATION

Author:

RUAF Foundation- Global Partnership on Sustainable Urban Agriculture and
City Region Food Systems (www.ruaf.org)

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Editors: Henk Renting, Rene van Veenhuizen, Marielle Dubbeling and Femke Hoekstra; RUAF Foundation- Global Partnership on Sustainable Urban Agriculture and City Region Food Systems (www.ruaf.org)

Contact person: Marielle Dubbeling, Email: m.dubbeling@ruaf.org

Case study authors: Joy Carey and Angela Raffle (Bristol), Line Rise Nielsen (Copenhagen), Femke Hoekstra (Ede), Katrien Verbeke (Ghent), Helen Nilsson and Gunilla Andersson (Malmö), Joaquim Muntané (Barcelona), Joan Muntané i Raich (Lleida), Marian Simón Rojo, Jon Sanz Landaluze, Aida Rodríguez, Nerea Morán Alonso, José Daniel López García (Madrid Agroecológico, Madrid), Jaxinto G. Viniegra and Enrique López Martínez (Pamplona-Iruña), Pedro Lloret, Pedro Cerrada, Lidia Garcia and Ana Moragues Faus (Valencia), Roberto Ruiz and Maria de Santiago (Vitoria-Gasteiz), Olga Conde (Zaragoza)

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GOUTER – GOUVERNANCE TERRITORIALE DES SYSTEMES ALIMENTAIRES-

EXPÉRIMENTER DES DISPOSITIFS DE PILOTAGE DE L’ACTION TERRITORIALE POUR UNE ALIMENTATION DURABLE

GouTer (Gouvernance territoriale des systèmes alimentaires) est un projet de recherche-action de 3 ans (2016-2019), lauréat de l’appel à projet « Systèmes alimentaires innovants » de la Fondation Daniel et Nina Carasso.

Il est piloté par l’International Urban Food Network (IUFN), en partenariat avec l’Institut de recherche et débat sur la gouvernance (IRG), le RUAF Foundation, l’Association des Régions de France (ARF) et l’association de Recherche et évaluation de solutions innovantes et sociales (RESOLIS).



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Ce projet s’opérationnalise en partenariat avec 5 territoires pilotes en France : la Région Centre-Val de Loire, la Métropole de Bordeaux, la Ville de Lyon, le Pays des Châteaux et le Pays Loire Nature Touraine.



Le projet GouTer part du constat que l’orchestration d’une transition vers un système alimentaire durable, requiert une nouvelle forme de pilotage des initiatives et politiques alimentaires, qui fait aujourd’hui défaut. Il vise à renforcer les capacités des collectivités territoriales en matière de gouvernance alimentaire, afin de faciliter le déploiement des projets alimentaires (PAT) et systèmes alimentaires (SAT) territorialisés, promus aux niveaux étatique et régional, à travers :

- une **sensibilisation** des acteurs territoriaux à la notion de gouvernance alimentaire territoriale à travers la réalisation d’un état des lieux des pratiques innovantes en la matière en France et à l’international ;
- une **co-construction et expérimentation** de nouveaux mécanismes de gouvernance alimentaire locale adaptés à chaque territoire pilote ;
- **l’élaboration d’outils méthodologiques** facilitant la mise en œuvre de dispositifs de gouvernance alimentaire territoriale.

« Ce document a été réalisé avec le soutien financier de la Fondation Daniel et Nina Carasso. Son contenu ne peut en aucun cas être considéré comme reflétant la position de la Fondation Carasso. »



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CONTEXT

IUFN and RUAF collaborate in a project on Territorial Governance of Food Systems (Projet GOUTER) supported by the Daniel and Nina Carasso Foundation.

The project works with 4 French local and regional government administrations with the objective to strengthen food systems at territorial level. The collaboration takes place at different territorial governance levels.

- City scale (Lyon)
- Metropolitan area (Bordeaux)
- Landscape/ social-cultural area (Pays des Chateaux)
- Provincial level (Región Centre)

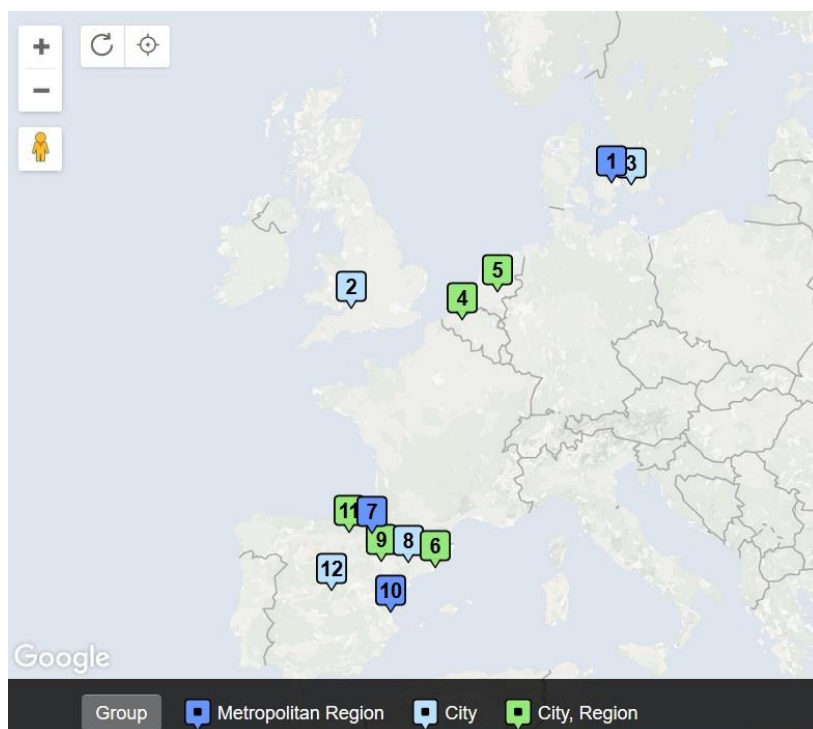
For a project description in French: see <http://www.iufn.org/en/iufnevent/lancement-du-projet-gouter-2016-2018/>

EUROPEAN CASE STUDIES

To support the French processes, RUAF has been asked to contribute European experiences with territorial food governance to serve as possible examples and sources of learning. Case studies would cover different areas of Food Governance as contained in the Framework of Action of the Milan Urban Food Policy Pact (see <http://www.milanurbanfoodpolicypact.org/>) :

1. **Facilitate collaboration across city agencies and departments** and seek alignment of policies and programmes that impact the food system across multiple sectors and administrative levels, adopting and mainstreaming a rights-based approach; options can include dedication of permanent city staff, review of tasks and procedures and reallocation of resources.
2. **Enhance stakeholder participation** at the city level through political dialogue, and if appropriate, appointment of a food policy advisor and/or development of a multi-stakeholder platform or food council, as well as through education and awareness raising.
3. **Identify, map and evaluate local initiatives** and civil society food movements in order to transform best practices into relevant programmes and policies, with the support of local research or academic institutions.
4. **Develop or revise urban food policies and plans** and ensure allocation of appropriate resources within city administration regarding food-related policies and programmes; review, harmonize and strengthen municipal regulations; build up strategic capacities for a more sustainable, healthy and equitable food system balancing urban and rural interests.
5. **Develop or improve multi-sectoral information systems** for policy development and accountability by enhancing the availability, quality, quantity, coverage and management and exchange of data related to urban food systems, including both formal data collection and data generated by civil society and other partners.

In total 7 Spanish case studies and 5 other European case studies on territorial food policy, projects and governance mechanisms were documented (see map below).



	City	Theme	Level
<i>Cases from other European countries</i>			
1	Copenhagen, Denmark	Collaboration, Participation	Metropolitan Region
2	Bristol, UK	Participation, Information	City
3	Malmö, Sweden	Local Procurement	City
4	Ghent, Belgium	Collaboration, Participation	City, Region
5	Ede, The Netherlands	Local Food Policy	City, Region
<i>Spanish cases</i>			
6	Barcelona	Collaboration, Participation	City, Region
7	Pamplona-Iruña	Collaboration, Local Food Policy	Region
8	Lleida	Access to Land	City
9	Zaragoza	Local Food Policy	City, Region
10	Valencia	Collaboration, Participation	Metropolitan Region
11	Vitoria-Gasteiz	Local Food Policy	City, Region
12	Madrid	Collaboration, Local Food Policy	City

Each case study covers the following elements:

- A short summary
- Introduction/context: where is the case located; some basic figures on the territory and governance system
- Concrete activities/ what the case is about
- Stakeholder analysis and collaboration
- Results and impacts
- Analysis of facilitating municipal (or national) policy framework
- Lessons learned
- Recommendations for other cities/regions that would like to develop a similar experience
- References and local contacts.

The case studies were documented by staff from Municipal governments, NGOs or civil society organisations that were directly involved in the development of the initiatives. The different case studies were developed by the following authors:

- Joy Carey and Angela Raffle (Bristol)
- Line Rise Nielsen (Copenhagen)
- Femke Hoekstra (Ede)
- Katrien Verbeke (Ghent)
- Helen Nilsson and Gunilla Andersson (Malmö)
- Joaquim Muntané (Barcelona)
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- Marian Simón Rojo, Jon Sanz Landaluze, Aida Rodríguez, Nerea Morán Alonso, José Daniel López García (Madrid Agroecológico)
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- Olga Conde (Zaragoza).

SUMMARY OF FINDINGS

Establishing territorial food governance frameworks, in favour of sustainable and responsible food policy, is often the fruit of hard work based on local dynamics, built gradually and over a long period of time by projects, policies or initiatives developed by a variety of actors. This section provides some overall observations and key findings from the different cases.

LESSONS LEARNED

1) Political engagement is essential

This is illustrated by **Ghent** where development of their food strategy started on the basis of political agreement, but also by several cities in Spain, including **Madrid**, **Barcelona**, **Valencia** and **Pamplona-Iruña**, where localised food policies took off after political changes in the local government. The signing of the Milan Urban Food Policy Pact, which led to collaboration between local (agroecology) civil society groups and local government (and in various cases also regional governments, including many smaller municipalities), played another important role in creating political engagement.

2) Need to find a proper institutional home and champions within the government

The establishment of an interdepartmental committee on urban food and agriculture or providing one department with the mandate and staff to coordinate the operationalisation, implementation and monitoring of the city food and agriculture strategy is of great importance for continuity and implementation. In **Malmö**, sustainable food policy falls under the responsibility of the Environment department. In **Lleida**, both the Economic and Environmental departments guide the process. Key in the start of “**Ghent en Garde**”, but also for the Food Policy in **Ede**, has been the collaboration with other teams and areas of work within the city administration. In some cases, new government structures were designed, as in **Madrid**, to tackle city, metropolitan and regional governance issues. Involvement of various levels of government are illustrated by several of the Spanish cases, including city and surrounding areas, or in the case of **Barcelona**, city and metropolitan areas.

3) Not one size fits all

The scope and focus of urban or territorial food policies and/or programmes vary widely, ranging from single-issue policies and plans that address one or more specific elements of the food system (e.g., policies to support community gardening, municipal local food procurement policies, food education- see some examples below) to comprehensive approaches that seek to assess and plan the urban (or city-region) agro-food system including the complex interactions between its various policy sectors (example Food Vision of **Ede** and Food Strategy of **Ghent**). The spatial scope of these policies and programmes varies (from neighbourhood level to a wide geographic area including various urban centres and substantial peri-urban or even rural areas- as in **Copenhagen**).

4) Start from existing government and organisational programmes and mandates, a.o. the creation of markets, protection of peri-urban green and production spaces, and projects providing credit and training to young farmers and start-ups

In many cities, governments or other stakeholders are already engaged in some way or another with food programmes, although not necessarily denominated as such. These can include urban agriculture programmes, school feeding programmes, educational or training, market or nutrition programmes. A more comprehensive food policy can be built on such ongoing initiatives and experiences. In cities where local governments already have public procurement programmes, food can be easily integrated in such programmes. In **Malmö** and **Pamplona-Iruña** the work focused on improving sustainable diets and local procurement. In **Valencia** campaigns promote local products from the area on Municipal Markets. In **Lleida**, as in several other Spanish cities like **Zaragoza**, the municipal government focused its campaigns on revitalisation and strengthening of the role of its surrounding historic gardens, as a generator of food, quality employment and environmental services: the “values of the Huerta”.

The question can be raised if emphasis in the planning process should be on identification and implementation of actions to tackle certain key problems and that can be implemented in the short term and within the actual institutional and financial conditions, or whether the emphasis should be on the development of a longer-term strategy to transform the food system in the city region that may require new policies, new laws and regulations, new institutional arrangements and acquisition of additional resources, and thus take more time to result in concrete actions. Practice (see examples **Ede**, **Ghent**, **Bristol**,) learns that the emphasis should be on strategic mid-term planning and careful embedding of the strategic food plan in the actual policies, budgets and programmes combined with early implementation of priority actions at the local level while the diagnosis and strategic planning process is still ongoing.

5) Multi-stakeholder involvement and dialogue in analysis, awareness raising, engagement of actors, implementation and generation of resources

Territorial food planning requires alignment across various orders of government, as well as the involvement of various departments/disciplines and a range of civil society and private actors. There is a clear need for linked and supportive policy across orders of government and across government departments. The importance of multi-stakeholder involvement is illustrated in all cases, and in the case of the **Spanish cities**, was often triggered by the 2015 changes in local government that in several cities brought local candidates with strong historic links to social movements to power. Next to collaboration with civil society organisations, private sector is an important key partner in **Copenhagen**, **Malmö**, **Ede**, **Ghent** and **Bristol**. As stated by **Copenhagen**: “*there is a great need for dialogue, exchange of experiences, and contextual knowledge to inform decisions and help mobilise institutional support*”.

In **Ghent**, after reaching political agreement to launch a Food Policy Council, an event was set up for the broader public to further build relations with different stakeholder groups. Only with the input of over 100 stakeholders

(citizens, organisations, companies, restaurants) the “Ghent en Garde” food strategy could be made operational. Apart from the Food Council and the working groups, Ghent uses a participatory approach for implementation of specific initiatives initiated by the municipal government. Each initiative is linked to specific societal needs in order to make the local food system more sustainable. An example is the expert coaching offered to vegetable gardens in schools.

In various cases (**Ghent, Bristol**), such multi-stakeholder processes are being formalised in a more institutionalised structure such as a Food Council or Food Policy Council. Also connections between different networks are key. An illustrative example is that of **Bristol**, where the **Bristol Food Network** connects, supports and informs practical collaboration, the **Bristol Food Policy Council** consists of a multi-stakeholder group to influence decision makers and keep food in the city agenda and the **Bristol Green Capital Partnership** connects food at a strategic level with other issues of city sustainability.

6) Promoting hybrid governance models

The Spanish cases, more than the other European cases, highlight the role of civil and social movements in food strategies and policies. Several of them also part rather from project activities, than from policy initiatives, although they may develop into the latter. In the non-Spanish cases, the planning for territorial food systems is more directly led by the local or regional government and their departments. In the latter case the risk may be that certain stakeholders in the territorial food system do not see their problems and potentials taken into account and do not develop a sense of ownership and thus the social acceptability of the resulting food plan and their active participation of the various stakeholders in the realisation thereof will be low. In cities where the initiative for the food planning process is rather taken by civil society actors; participation of local/regional government in the exercise in these processes might be low (e.g., at technical level only). In this case, the risks are high that the results of the planning process are not sufficiently incorporated by local/regional government in the local policies, laws, budgets and programmes, which will limit the impact of the agro-food plan.

A hybrid organisational model with direct participation of civil society (and private sector) organisations and local and higher-level government departments and created with formal municipal endorsement have better results (effectivity and continuity) due to the blending of government interests, expertise, procedures and the interests and expertise of private and civil society actors, better access to financing and supportive staff during diagnosis and planning (allowing a more systemic and integrative approach) as well as for the implementation. All documented cases bear acknowledgment of this.

7) Processes takes time and require funding

In many cities the ambitions of the food policy or strategy are not in balance with the funding made available for implementation. Baker and de Zeeuw (2016, see: <http://www.ruaf.org/sites/default/files/2.%20Urban%20food%20policies.compressed.pdf>), reviewing a number of European experiences, come to the conclusion that the activities implemented in the context of an urban food policy, plan or strategy are mainly rather small scale and dispersed and that these will not lead to structural system change. However, examples of more mature implementation of an urban food policy implementation suggest the potential for transformative reform. However, (initial) lack of funding should not stop the process. To get a governance process started and keep it going, time is required more than anything else to get to know and engage with other stakeholders, to build bridges, to provide input into the different organisations and city departments involved, to get political buy-in, etc. In most Spanish cities, the current process is built on years of work of civil society groups (see Vitoria-Gasteiz for example). Time is also required for a continuous process of building awareness, consensus, coordination and political commitment.

Notwithstanding limited (initial) funding, by building synergies among different policy sectors and organisations, such as poverty reduction, urban planning, social and educational programmes amongst others, a lot of

initiatives can be developed, as illustrated amongst others by **Bristol**. Of course, counting with a dedicated food policy coordinator (**Ghent, Ede**), other staff functions and a municipal budget will greatly support policy development and implementation. In other cases (**Copenhagen, Bristol, several Spanish cities**), external or project funding (like EU Funding) plays an important role in development of larger actions, however dependence on these funding sources may make the process very vulnerable.

Business or project incubators (such as the **Lleida** Farmers' Nursery) can be interesting strategies to provide support to specific groups. See also experiences with "espace-test agricoles" in several cities in France. Other cities like **Malmö**, focus on provision of "good food" for public schools. This requires collaboration with schools, providers and cooks. **Malmö** has signed new contracts with their suppliers and included stringent requirements for animal welfare, product quality and number of organic products available.

8) Find quick wins ('low hanging fruits') and show impact

As shown by several cities, a broader food programme can be built on smaller projects to achieve bigger change. As documented for **Ede**: the realisation of many different activities on various themes of Ede's food vision has provided for new dynamics and alliances.

It is also seen as important to test ideas and demonstrate their viability, especially to convince the larger public and those that do not believe in the need for transformation: "Make it visible, especially the multiple values of the various "food transformation initiatives", both in the municipal area as in the metropolitan region and other cities. In **Barcelona** this was done through a series of working events, and a call for competition of best practices. Also in **Ghent** a competition for initiatives for reducing food waste was organised, while the city of **Ede** has started to organise a local food festival "Food Unplugged" to highlight innovative initiatives.

9) Need for a good and shared information base on which to build food strategies and policies

In **Bristol**, over the years the work on food was growing stronger at several different levels – private entrepreneurs, community groups, city and national organisations – but there were no clear food system facts and figures to help inform policy decisions. In 2010 the 'Who Feeds Bristol? Towards a resilient food plan' baseline audit report was commissioned, to find out how the food system that supplies Bristol works, identify the strengths and vulnerabilities, and identify the collective positive powers of influence of the city. Having such strong initial assessment (for example of where the food consumed in the city comes from; where local employment is generated, who food insecure populations are) and comprehensive mapping of stakeholders involved, is key to guiding development of a food strategy or policy. Involvement of a research institute or University may be useful (see **Victoria-Gasteiz** where a lot information was already available, but available in different locations or only of an anecdotal nature).

10) Monitoring is key

Counting with an information base (see point 9) may also serve monitoring of food policies and strategies in future.

The monitoring should relate to the implementation process (approach/ methods applied, inter-institutional cooperation, civic participation, etc.), progress (activities implemented and outputs realised), as well as the impacts obtained: the degree of realisation of the desired changes in the territorial food system as a result of the interventions, as well as unintended impacts. Since this is a complex task and to get a more objective view on the effects of the actions undertaken in the context of the implementation of the strategic food and agriculture plan, it may be necessary to ask an independent research institute to periodically assess changes applying a set of the indicators. It should be noted that good monitoring frameworks and indicators are often not readily available. The Silver level Sustainable Food City Award gained in 2016 in **Bristol** was for example

based on collated evidence of proxy indicators, all of which suggest the work on food in is going in a positive direction.

11) A territorial food policy (framework) requires a regional vision and inclusion of urban-rural linkages

In urban food policies and plans formulated in the Europe, traditionally the focus has been on improving physical access to (healthy, nutritious) food, support for community gardens, urban agriculture and farmers markets, and local food linkages. More recently, strengthening the regional food production, processing and distribution system is getting attention. The mayors of Copenhagen and surrounding municipalities of Lejre, and Bornholm signed an agreement in early 2015 to establish The Food Partnership (Madfællesskabet), which commits their municipalities to work for increased production and flow of local and organic foods between rural and urban areas. In 2017 the partnership will include The Capital Region of Denmark, and focus on developing collaborations with public and private kitchens. A key focus is to facilitate the (increase of) the public purchase of l(ocally produced) food, especially in the sector of school and hospital dining rooms. The Partnership seeks to find ways to reduce the huge barriers that diverse, small-scale production faces in the form of legislation that favours large-scale 'streamlined' production.

12) Sustaining efforts requires more attention

Most cases clearly illustrate that specific internal drivers, e.g. counting with political administrations that are having an open attitude to social participation and transformation of the food system, as well as external drivers (strong pressure from social movements, international agendas and availability of external project funding) are key to the development of food policies and governance mechanisms. At the same time, this illustrates the vulnerability of efforts as indicated by several of the **Spanish** and the **Bristol** cases for example. Sustaining efforts over time requires more attention in most of the processes and should be discussed explicitly and integrated from the start (and not only when a change of government is about to or has taken place).

CONSTRAINTS ENCOUNTERED

Political / institutional

- Lack of integrative governance mechanisms within municipal administrations is an important bottleneck to overcome.
- It is challenging to anchor permanent human and administrative support for food policies in institutional structures and budgets.
- It is challenging to truly integrate the goals and activities of the Food Vision in policies of other programmes and departments (**Ede**).

Main stakeholders and their relations

- Lack of capacities and training for municipal employees / policy makers in integrated food policies.
- Attention is needed to strengthen the role of inhabitants, societal organisations, farmers and entrepreneurs.

Monitoring and communication

- Need for evidence/ change agents want to see science-based documentation of the social, institutional, and ecological transformation taking place (**Copenhagen**).
- The "why" of the Food vision and the integral nature of the Food programme's work are currently insufficiently visible in internal and external communication (**Ede**).

FACILITATING FACTORS

Political / institutional

- The Milan Urban Food Policy Pact has offered an international framework and agenda for cities to anchor their own food policies and actions. It has also been used as an advocacy mechanism by civil society organisations.
- Cities increasingly take the lead, changes in local government and emerging municipal agenda's provide new opportunities for territorial food policies.
- Externally (EU) funded projects can act as vehicle and sometimes as funder of pilots (for example **Zaragoza, Vitoria-Gasteiz, Bristol**).
- Early recognition by local government of food being a driver for the local sustainability agenda (**Bristol**).
- Public procurement can be an important entry point for facilitating food system transition (**Malmo, Copenhagen, Pamplona-Iruña**).
- Strong institutional commitment and setting goals such as becoming an organic municipality (**Copenhagen, Malmo**).

Main stakeholders and their relations

- Involvement of agro ecological civil society movement as a strong driver (**Spanish cities**).
- Strong attention for building alliances between civil society movements and local government, amongst others through Food Policy Councils and participatory approaches.
- Many informal gatherings and network meetings sustain momentum and options for people to engage. The role of informal networks and gatherings cannot be underestimated (**Bristol**).
- The work by many volunteers is instrumental (**Ghent, Bristol**).
- The role of various food partnerships / networks in bringing different groups of actors together can be influential (**Bristol, Copenhagen**).
- The development of the 'corporate story **Ede** and Food', which makes the links of Food with other policy areas explicit. Such story or vision creates the necessary framework to embed other projects and activities, especially in discussions with external parties and for administrative representation and policy lobbying.
- Strategic partnerships in different policy areas are highly developed (**Bristol, Ghent, Ede**).

Other drivers

- Traditional gardens around the city (Huertas) as the basis for the construction of a sustainable food system (**Valencia, Lleida, Zaragoza**).
- Protection of peri-urban production spaces and access to land / markets / employment for young farmers strong drivers of initiatives.
- **Ghent** has been actively involved in working together with other cities and institutions worldwide on urban food policies. From the start of the process, examples from other cities provided an important source of inspiration.
- Also in other cases, international or national networking has acted as important inspiring and motivating factor for strengthening local food policy agendas (**Zaragoza, Ede, Barcelona, Vitoria-Gasteiz**).
- Creating an enabling environment for entrepreneurs as a basis for food actions (**Copenhagen**).

SHORT SUMMARY OF ALL CASES

1. Bristol: Food system governance – participation, collaboration and communication

This short case study looks specifically at three elements of food governance – participation, collaboration and communication - in Bristol's food journey over the last ten years and how the city has and continues to approach these key challenges. The context is a city with a very lively food movement but with very limited funding from the municipality to support action, especially in relation to food governance. There is not one clear route or an easy story to recount. In order to try and understand in more detail what has happened, it is useful to think in terms of 'tools' and 'mechanisms' that are being used to inform discussion and debate and influence action, as well as to communicate to different stakeholders involved in the process. The tools and mechanisms emerging in Bristol to a large extent are inter-woven across the three governance challenges.

2. Copenhagen: connecting rural and urban food systems through public kitchens

In Lejre/Bornholm – Copenhagen, the Villum Experiment will facilitate a transition towards local food systems and resource circulation, using public procurement as an entry point, which has already proven successful for promoting organic sourcing and changing consumption patterns. This transition to local sourcing for improved feedback loops takes place in a country where agricultural industry accounts for 65% of the cultivated land area, the highest in Europe. Animal feed production currently takes up 80% of agricultural land, compared to 7% for certified organic farming. In this area, there is strong institutional commitment to create an enabling environment that links multiple stakeholders with local food systems. The Food Partnership, initiated by the municipalities of Lejre, Copenhagen, and Bornholm, aims to make the transition towards a long-term, sustainable, and local food system with more direct connections between rural and urban areas.

3. Ede: a comprehensive food vision

Ede developed a Food Vision and Food Programme since 2014. An important success factor for the food programme in Ede is that its implementation is supported by a food team with its own budget and an Alderman for Food. This is unique in the Netherlands, and also still exceptional at international level. Another important result of the food programme is the creation of various partnerships that contribute to the implementation of activities. This has laid an important foundation for a true integral vision and anchoring in the Ede society, but the role of residents and civil society organisations still needs further strengthening.

4. Ghent: proactive food policy making

Ghent is a middle-sized city in Belgium that has taken up a leadership role within Europe in developing a food policy for the city and putting it into practice. A Food Policy Council has been set up to lead the way by seeking participation from different government departments and stakeholders. It has taken time to build the policy from goals, through quick wins to more structural and larger projects, requiring high investments. But the food policy finds its way into the different domains of the city's ambitions. Through participatory approaches, initiatives are co-created and co-developed with different relevant stakeholders. This is key to ensure success.

5. Malmö: improving the quality and sustainability of public meals

Malmö's policy for sustainable development and food was approved in 2010 as part of the city's aim to be a sustainable city. The environment department, together with other city departments, has been working to improve the quality of public meals and the sustainability of the food served in the city. Thanks to training, information campaigns and progressive procurement agreements, Malmö has seen an increase in the amount of organic and ethically certified products served in the city. Some goals have been reached, but Malmö continues to work to improve public meals in the city.

6. Barcelona: horizontal and vertical policy development

The city of Barcelona is the nucleus of a large metropolitan region. In 2015 and 2016, Barcelona City Council, together with the organisation GRAIN and the magazine Soberania Alimentaria (Food Sovereignty), facilitated a dialogue among a wide network of local actors on the analysis of the city region's food system. This was supported by the European project Food Smart Cities for Development and the signing of the Milan Urban Food Policy Pact by the mayor Ada Colau. As a result, Barcelona City Council established a vision towards agroecology and food sovereignty, and a framework for a Barcelona Food Policy Council is ready for implementation. The pioneering participatory process had a clear and positive impact on the policy process. In April 2017 the Barcelona City Council presented the "Estrategia de Impulso de la Política Alimentaria 2016-2019" (Strategy for the Promotion of a Food Policy 2016-2019).

7. Lleida: Farmers' nursery

The "Huerta de Lleida" is the traditional agricultural space that surrounds the city of Lleida. These gardens are the traditional food source of the city and include an ingenious irrigation system. They lost their function and land due to urbanisation, but also because of small farmers leaving their activity. At present the lands produce mainly fruit and some (export) crops. In the past few years though, the City Council implemented several actions in order to revitalise and strengthen the role of these gardens as a generator of food, employment and environmental services. These include the organisation of various studies and meetings (leading to), the development of a Strategic Action Plan, and the creation of a Territorial Commission that acts as an advisory body in the process of revitalising the Huerta de Lleida. At the same time, an intense campaign of communication and awareness raising has been implemented on the values of these gardens for the city and its region, oriented at schools and the population in general, while the city organises a monthly market for local producers, and an incubator project (the Farmers' Nursery) to stimulate and guide local food entrepreneurs.

8. Madrid: inclusive food policy development

The Madrid Agro-ecological Platform that is made up of various civil society groups working on food sovereignty and agroecology and has an active role in the development of public policies. The political change after the local elections and the signing of the Milan Urban Food Policy Pact by the Municipal government in 2015 accelerated the development of a new framework for Food Governance and various concrete initiatives were developed to implement the commitments made in the Milan Pact. Examples are the collection and composting of organic waste for peri-urban vegetable gardens, agro-ecological markets for the direct sale of local products, and the sale of local organic products in canteens of municipal schools. Key to success were the solid track record of participating organisations in the Platform, like the Network of Community Gardens, and the receptivity and social sensitivity of the new local government.

9. Pamplona-Iruña and Navarra: promoting food policy and public procurement at the regional level

The Navarra Region is currently experiencing and actively promoting a number of processes towards a local sustainable food system. This is driven by the change in local government after the 2015 elections, and the active involvement of various local actors in the promotion of agroecology and food sovereignty. A meeting of the Open Parliament for Food Sovereignty, February 2016, led by the Mundubat Foundation together with the Presidency of Navarra Parliament, has been very instrumental to further facilitate development of a local sustainable food system. A very successful activity in Pamplona is the collective procurement of local food for school canteens.

10. Valencia: building local food governance

The city of Valencia is in the process of defining and developing its Urban Food Strategy. The change of government in 2015, together with the emergence of "New Municipalism" in Spain, and the existence of a strong

social movement on the right to land and food, has allowed to put the issue of food firm on the municipal agenda. Also the signature of the Milan Pact by the municipal government provided a Strategic Framework for Action. After a period of consultations and dialogue between various actors from civil society, local administrations, technical departments (Agriculture, Gardens and Towns) and with the private sector, a process of participatory assessment and dialogue was started with the principal aim to create a Municipal Food Council. The establishment of this instrument for local food governance was accompanied with a series of diagnostic studies in areas such as short marketing chains, public procurement, and economic innovation, thereby generating information for the municipal Food Council and the design of a first Action Plan.

11. Vitoria-Gasteiz: institutionalisation of citizen participation

The institutions and citizens of Vitoria-Gasteiz increasingly demand, and show commitment to, improvements in quality of life and sustainability in the city. This is illustrated by the network of civic centres, the Green Belt, improvement in water and waste management, changes towards sustainable mobility, etc. Food and agriculture have been part of this through various events and existing experiences in the city (promoted both by civil society actors and by the Municipality itself), but was not explicitly addressed in policy. Therefore, the Zadorra Foundation and Slow Food Araba promoted in 2013 the beginning of a process of analysis and dialogue, resulting in the manifesto "Vitoria-Gasteiz, for a Sustainable Agri-Food System" and the City Council unanimously approved a motion to initiate the development of a Municipal Agri-Food Strategy Plan, through a participatory process. So far, a diagnosis of the food system has been made, and in 2016 a participatory process was initiated to define and prioritise objectives and lay the basis for different strategic lines of action.

12. Zaragoza: rehabilitation of the Garden City

The city of Zaragoza, once known for its extensive gardens with fruits and vegetables, saw a decline of 90% of its gardens over the last three decades. This was due to the expansion of the city and uncontrolled real estate development in combination with pressures from the global agrofood system and effects of the EU Common Agricultural Policy (CAP). This led to a substitution of crops for human consumption by crops for agroindustry and animal farming (corn and alfalfa). Since the 1990s, the municipality of Zaragoza promotes the revitalisation of its gardens, through a number of activities, such as ecological community gardens and an ecological market for its local producers. In 2012 a multi-stakeholder Platform for the Garden of Zaragoza was established. These activities were further supported by the EU funded project "Huertas Life km 0", which ran from September 2013 to December 2016, and which included various actions like support to young farmers, improved access to land, sustainable public procurement and the development of local alternative food networks.

1. BRISTOL: FOOD SYSTEM GOVERNANCE – PARTICIPATION, COLLABORATION AND COMMUNICATION



SUMMARY

This short case study looks specifically at three elements of food governance – participation, collaboration and communication - in the food journey of the city of Bristol (United Kingdom) over the last ten years and how the city has and continues to approach these key challenges. The context is a city with a very lively food movement but with very limited funding from the municipality to support action, especially in relation to food governance. There is not one clear route or an easy story to recount. In order to try and understand in more detail what has happened, it is useful to think in terms of ‘tools’ and ‘mechanisms’ that are being used to inform discussion and debate and influence action, as well as to communicate to different stakeholders involved in the process. The tools and mechanisms emerging in Bristol to a large extent are inter-woven across the three governance challenges.

MAIN ACTIVITIES IMPLEMENTED: FOOD GOVERNANCE IN BRISTOL

Local governments in the UK have limited direct powers over food and farming policy. Nevertheless, the ways that the city can influence the food agenda has increasingly being explored in Bristol since the mid 1990’s. In order to understand *how* food governance has developed in Bristol since the mid-1990’s it is important to also understand *what* has happened. This is because there has been no one single route to follow, as different types of stakeholders have initiated different types of actions over the years. Figure 1 below illustrates the range of initiatives.

How the food governance journey began: Prior to 1990 there were already a number of nationally recognised food-related community initiatives in Bristol. Bristol was one of the first City Councils in the UK to recognise and use food as a driver for their Local Agenda 21 plans in the mid-1990’s. Bristol City Council commissioned a local food feasibility study, for what became a ‘Bristol food Links’ project: a key starting point for various iterations of support for work on food in Bristol over the years. However it was not until 2011 that the Bristol Food Policy Council, the first multi-stakeholder body for food governance was established.

Funding: The City Council allocated funds to this area of work over several years, within its ‘Sustainable City’ Team. Bristol Food Links itself moved out to the voluntary sector and then back into the City Council. Funding came to an end for a large project on food in the mid 2000’s. From 2011 onwards Bristol Food Network was awarded small grants on an annual basis from the City Council from the Sustainable City team and more recently

from the Public Health team. This funding has been allocated to providing basic information services (Bristol Food Network website and newsletter), organization of conferences, the Get Growing Trail and development of the Good Food Plan. Some community food projects have also had City Council grants over the years. As of 2017 there is a total funding freeze due to enormous cuts to local government finances. Bristol Food Network and Bristol City Council both have small grants from the Sustainable Food City network.

Key milestones: The table below sets out key activities, achievements and events that have taken place since the mid 1990's. Tools highlighted in green and mechanisms in blue text.

Figure 1: Key milestones

Year	Some steps in Bristol's food journey
1996 1997	Bristol Food Links, established as a project of the City Council, is formed to bring together interested organisations and establishes the first farmers market in Bristol. (Second farmers market in the UK)
2004	Bristol city Council pilots the 'food for life' approach to sustainable procurement for school meals with the Soil Association.
2008	'Bristol Food Network' is formed, bringing together hundreds of people who care about a better food system, and sharing information through the regular newsletter called 'Bristol's Local Food Update'. Bristol creates a new environment partnership for the city – the Bristol Green Capital Partnership.
2009	Bristol's Peak Oil report looks at how the city responds to this challenge, including action on food. Bristol Food Network prepares its Sustainable Food Strategy. 'Food is Everyone's Business' conference takes place at Bristol's City Hall, and Bristol receives a National Food Champion Award from the Food Standards Agency.
2010	New food growing ventures are forming. A second Food Conference is held in City Hall. Bristol City Council produces its own internal food charter and establishes an internal food work group.
2011	The 'No Tesco in Stokes Croft' campaign attracts national media interest, led by local activists. The 'Who Feeds Bristol' research report, commissioned by National Health Service Bristol and Bristol City Council, is launched at the third annual Food Conference in City Hall. The Bristol Food Policy Council is formed, bringing together a range of key stakeholders. The first 'Get Growing Garden Trail' organised by Bristol Food Network, becomes an annual event.
2012	The Bristol Pound is launched, attracting media interest around the world, and enabling people to support local food businesses through using the £B. Bristol's first Big Green Week takes place, starting with a huge street food market. The first 'Feeding the 5000' event happens in Bristol, serving almost 5000 hot meals from food that would otherwise have been thrown away. The Bristol Good Food Charter is launched, with the aim of uniting food campaigners from all angles under a single definition of Good Food. A fourth Food Conference is held in City Hall. Bristol teams up with 9 other European Cities that are also working to transform their food systems; this leads to an EU URBACT funded learning and exchange programme 'Sustainable Food in Urban communities'.
2013	Food Poverty hits the headlines, and Bristol publishes its own report on Food Poverty.
	Bristol hosts a Sustainable Food Summit to launch the 'Eat Drink Bristol Fashion' two-week programme of food events held in the tips in Queen Square. Bristol wins the European Green Capital Award 2015. Good Food is included as a priority in Bristol's Health and Wellbeing Strategy. The catering service for Southmead and Frenchay Hospital achieves Silver on the Soil Association's Food for Life award. The Bristol Good Food Plan is launched at City Hall along with a 3 minute animation to illustrate the Good Food Charter, as part of a fifth food conference.
2014	Bristol Food Network is established as a community interest company with Directors. Bristol hosts the BBC Radio 4 Food and Farming Awards in May. A fortnight long new 'Food Connections Festival' accompanies the awards event, coordinated by Bristol Food Network. The Mayor's Healthy School Awards take place. Bristol Food Network coordinates the Green Capital food action group to meet regularly and develop collaborative initiatives for funding in 2015.
2015	Bristol is European Green Capital. New funding of £450k is allocated from Bristol European Green Capital 2015 funds for community-led food-related projects, the majority of which are new collaborative projects focussed on transforming food culture in the city. Bristol Food Connections festival takes place May 2015
2016	Bristol is awarded Silver Level Sustainable Food City status, following an application based on gathered evidence on behalf of the city by Bristol Food Policy Council. Bristol Food Connections festival takes place May 2016; Bristol Food Network and Bristol Food Policy Council organises a 'Going for gold' conference to celebrate the silver award and discuss future ambitions with key stakeholders. The theme of food is formally represented on the new board of directors of the Bristol Green Capital Partnership, a new independent leadership organisation whose aim is 'to make Bristol a low carbon city with a high quality of life for all' and carry forward the legacy of European Green Capital 2015.

Developing a strategic approach to food governance: Prior to 2009 most of work on food in Bristol related to community-based food activities like growing food and cooking with fresh ingredients, improving the sustainability of procurement for school meals and developing more street food and drink markets. In 2009 several important things happened close together, which paved the way to a more strategic and collaborative governance approach. A report on the impact of Peak Oil was published (Osborn, S. 2009), including a section on how food supply might be affected. The Bristol Food Links project transformed to become what is now Bristol Food Network, a network of food activists that wrote its own ambitious 'Sustainable food strategy for Bristol and the West of England'. At the same time officers in Bristol City Council, although they couldn't adopt the network's strategy, wrote their own internal ten-point 'food charter' which helped to connect up different departments and in particular to support work on school meals and public procurement through shaping and underpinning the Council's approach to food provision and use of its buying power.

Research and analysis: Work on food was growing stronger at several different levels – private entrepreneurs, community groups, city and national organizations – but there was no specific Bristol City Council policy to support this work and no clear food system facts and figures to help inform policy decisions. In 2010 the 'Who Feeds Bristol? Towards a resilient food plan' (Carey, J. 2011) baseline audit report was commissioned, to find out how the food system that supplies Bristol works, identify the strengths and vulnerabilities, and identify the collective positive powers of influence of the city. One of the main recommendations of the research report was to establish a multi-stakeholder group, the Bristol Food Policy Council (formed 2011).

MAIN FACILITATING FACTORS: TOOLS AND MECHANISMS TO SUPPORT FOOD GOVERNANCE

A number of tools and mechanisms that support work on food governance have emerged since 2010. In a context of very limited funding, some of these have been by strategic design and some have emerged more organically driven by the grassroots networks.

Tools: These include practical material resources such as the 'Who Feeds Bristol' report, Bristol Food Network and Bristol Food Policy Council websites, conference reports, commissioned research studies, the Good Food Charter, the Good Food Plan and more detailed action plan, the evidence for the Silver Sustainable Food City award, the Good Food film animation, the Good Food Plan conference film, regular newsletters etc. The Bristol Good Food Plan (arguably the most significant tool), based on the findings of 'Who Feeds Bristol' sets out eight distinct areas of food system change that are needed in order to develop a more sustainable and resilient food system. Cutting across all of these areas are the three governance challenges of i) engaging more people and enabling wider participation, ii) supporting ways of working together to achieve shared goals and iii) providing the kind of information that will enable this to happen.

Mechanisms: These include structures, partnerships and processes. There are three key partnerships that relate to food – Bristol Food Policy Council, Bristol Food Network and Bristol Green Capital Partnership. Each has a specific role in relation to food governance (see diagram below). At the centre of these structures are a few individuals who are concerned with strategic integration as well as enabling practical linkages to happen. Some of these individuals meet monthly as the Food Policy Council Communications Group. That group keeps the momentum going, maintains important connections (between the City Council, the Food Policy Council, Bristol Food Network, and the wider food movement) and addresses specific tasks as they emerge e.g. conference planning, design of information documents, planning new research etc. These processes enable stakeholders to engage with each other and collaborate on shared goals e.g. interactions at annual conferences and events.

Figure 2: Key mechanisms that relate to food governance processes



Facilitating collaboration: The Good Food Plan itself is a fundamental and essential tool for facilitating collaboration by enabling the different food system stakeholders to pool collective efforts towards shared goals. The Bristol Good Food Charter, one of the first outputs of the Bristol Food Policy Council, defines what 'good food' means and suggests ways that individuals, groups and organizations can take positive action. Work has been underway to develop a more detailed good food action plan with over 70 organisations involved to date. Workshops, roundtable discussions, networking gatherings, conferences and events are all used to facilitate more collaboration. Prior to 2015, Bristol Food Network organised monthly 'Green Capital food action group' meetings to help foster collaborative funding proposals. As a result, a total of £450,000 funding was allocated from Bristol European Green Capital 2015 funds for over 30 community-led food-related projects. Collaboration in this case was shared planning and delivery of practical projects, most of which relate to engaging the public in food-related activities. The Bristol Green Capital Partnership amongst other things organises quarterly themed gatherings aimed at its 800 members and these occasions have allowed more discussion on food issues, for example the inclusion of food in a consultation on new regional housing development plans. The Bristol Food Connections festival is the result of a collaboration between the BBC, Bristol City Council and the city's food movement involving food businesses, writers, chefs, local food projects, community groups, schools etc. Fareshare and partners organised various surplus food events including 'Feeding the 5000'.

Ways to increase participation: Promotion of participation amongst the wide range of food system stakeholders happens at many different levels and is instigated by a wide range of individuals, groups and organisations within the city's food movement. It is an area that is impossible to address in any single strategic way. In general the focus is on inviting people to get involved in events and activities like community meals, the annual spring seed swap, skills courses on food growing and cooking, discussions at the spring and autumn land and food forum gatherings, workshops, campaigns, surveys, conferences, new projects etc. There are some specific initiatives that target groups that are less engaged e.g. minority ethnic groups, elderly, young children, low income families. The Food Connections Festival in the last three years has helped raise the profile of sustainable food in the city through its week-long programme of events and activities.

Sharing information: Bristol Food Network, with some limited financial support from Bristol City Council, has taken the lead on providing regular information updates for the city's food movement through its website and e-newsletter. The Food Policy Council website is also a repository of information in the form of reports films and the Bristol Good Food Plan. However there are currently no resources for developing an information system that serves this wide range of stakeholders beyond targeted email groups, e-news updates and social media. Once again, the sharing of information is done within and between various networks and within shared interest groups e.g. community gardens, or organisations dealing with food waste. The Bristol Food Connections Festival has

played a very important role in communicating with the business world and with the media and with promoting Bristol at a national level as a city with good food credentials.

RESULTS AND IMPACTS

It is fair to say three things: i) that food system sustainability and resilience is definitely on the agenda in Bristol; ii) that much has been achieved in terms of introducing more food system debate, defining the Good Food Plan and building of networks of food-interest within the city; and iii) that all this has been achieved with very little funding and a huge number of volunteer hours. However, the extent to which the Good Food Plan is on the City Council's policy agenda is limited, more due to their lack of resources and capacity than a lack of interest. So far the City Council has not formally endorsed the Good Food Plan, although it is mentioned in several strategy documents. In terms of improved food security and food system resilience, these are complex areas to investigate and there are insufficient resources available to do such assessments so proxy indicators have to suffice. The Silver level sustainable food city award gained in 2016 was based on collated evidence of proxy indicators, all of which suggest the work on food in Bristol is going in a positive direction.

REFLECTIONS AND LESSONS LEARNED

This case study outlines aspects of Bristol's sustainable food journey and illustrates ways in which, more holistic, creative, partnership-based multi-stakeholder processes and tools are being used to support improved and more integrated food system governance at a city level. At the heart of these smaller successes are the dedicated efforts of a small number of committed individuals who chose to work together because they share similar longer-term aims. The role of informal networks and gatherings cannot be underestimated. Bristol can perhaps give encouragement, ideas and insights to others engaged in similar work but every place has its own unique circumstances, and there is no single way of doing things. Nor are there easy solutions. Despite all the efforts to date, the three themes of this case study remain very significant challenges.

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CONTACT

Joy Carey and Angela Raffle. Email: j.carey@ruaf.org

2. COPENHAGEN: CONNECTING RURAL AND URBAN FOOD SYSTEMS THROUGH PUBLIC KITCHENS

SUMMARY

In Lejre/Bornholm – Copenhagen in Denmark, the Villum Experiment will research a transition towards local food systems and resource circulation, using public procurement as an entry point, which has already proved successful for promoting organic sourcing and changing consumption patterns. This transition to local sourcing for improved feedback loops takes place in a country where agricultural industry accounts for 65% of the cultivated land area, the highest in Europe. Animal feed production currently takes up 80% of agricultural land, compared to 7% for certified organic farming. In this site, there is strong institutional commitment to create an enabling environment that links multiple stakeholders with local food systems. The Food Partnership, initiated by the municipalities of Lejre, Copenhagen, and Bornholm, aims to make the transition towards a long-term, sustainable, and local food system with more direct connections between rural and urban areas.

STAKEHOLDERS OF THE FOOD PARTNERSHIP

- **Municipality of Lejre** is situated 30 km west of Copenhagen, with approx. 27.000 inhabitants, living in 49 villages and in the countryside, altogether 240 km², of which approx. 16.000 ha is farmed land. Nature is rich among others with the newly established national park Skjoldungelandet and with water reservoirs providing a big part of Copenhagen drinking water. Approx. 79% of the farmers in the municipality farm less than 50 ha. per farm, and occupy 54% of the total farmland. Thirty farmers are certified organic (1913 ha.; TFC synthesis, 2016). Lejre set a goal in 2012 to be ‘an organic municipality’ (Lejre Plan, 2016), and works actively to create an enabling environment to support farmers and entrepreneurs to reach this, and attract young people to participate in this. Lejre has a goal of 75% organic food in their public kitchens (Lejre Policy, 2012), and has reached 60%.
- **Municipality of Bornholm** is the most eastern part of Denmark: an island of 589 km² and close to 40.000 inhabitants, and 21 towns (mostly along the coast with harbours) and villages. The farmed land is 34.500 ha. (more than 50% of all land), and 150 large pig farms producing close to ½ million pigs per year. The island faces stagnation and depopulation, but has great visions which made the municipality council join the Food Partnership, and based on which the island aims of becoming a 100% green and sustainable society by 2025, and works actively to protect its unique nature, enhance natural resources and farm sustainably and responsibly, hence change the current situation where most farmland is allocated to big conventional and mono-cultural grass seed and pig producing farms. The certified organic area is currently 1400 ha including 200 ha in conversion, mainly consisting of very small farms for local sale, special products and sale to tourists.
- **Municipality of Copenhagen** is the capital of Denmark, with 750.000 inhabitants within the municipality, estimated 19% growth within the coming decade, and ½ million people living in the close surroundings of the municipality. The city is strongly driving a development for a more sustainable food system, based on local and organic food and direct links between rural and urban areas. The Lord mayor has signed the international Milan Urban Food Policy Pact, and the municipality of Copenhagen has explicitly supported developments towards organic and local food, among others through policies and the public kitchens which have undergone a transformation where they have shown great innovativeness and willingness to handle seasonality in food availability and a variety of fresh products,

facing challenges of for example regulations prohibiting them from exclusively local sourcing of food (TFC synthesis, 2016).

- **The Copenhagen House of Food** is an independent, non-commercial foundation established by the City of Copenhagen in 2007 to improve the quality of meals offered by the City of Copenhagen to its citizens and to create a healthy, happy and sustainable public food culture. They now work across Denmark. The mission is to change the eating culture and to stimulate the senses and install a love of quality food in Copenhagen's public kitchens - in heads as well as sauce pans. The Copenhagen House of Food is a vehicle for change, facilitating projects, providing consultancy, courses, supplementary training, communicating and much more - all in public meals.

CHALLENGES / CONTEXT

Since the 1980s, Denmark's organic farming and food sector has been driven by environmental and health concerns. Agriculture, which covers 65% of the land area and is dominated by highly intensive livestock production, poses a serious threat to water quality and results in the loss of biodiversity and ecosystem services. Within the EU, Denmark is committed to achieving a 39% reduction of its GHG emissions by 2030 in the non-quota-based sector. This poses a major challenge for the country's export-oriented agriculture. The municipality of Copenhagen has responded with a strong commitment to change the food system around public kitchens, aiming to make 90% of the food they provide organic. In 2015, preliminary documentation showed that about 88% (8.7 tonnes) was organic, of which only a small part was produced around Copenhagen. There is strong interest in raising this figure by relying on more locally produced organic food with better documented ecological and climate benefits.



The municipalities of Lejre and Bornholm are rural communities close to Copenhagen. Located 30 km west of the city, Lejre is dominated by smaller farms (79% <50 ha, accounting for 54% of the farmed land), which mainly produce crops and to a lesser extent livestock. Bornholm is an island where large-scale livestock production plays a big role. Both communities are important for recreation and tourism. Much of Copenhagen's drinking water comes from reservoirs in Lejre. With just 27,000 inhabitants, the municipality is faced with the challenge of keeping its 49 villages vibrant, securing attractive employment, and keeping the landscape liveable. Land prices are high, making it difficult for young farmers to get established. Bornholm has struggled with stagnant growth and employment as well as population decline (now at 40,000) and increasing average age. The island relies heavily on seasonal tourism and a monoculture-based agriculture dominated by seed and grain production together with large pig farms (150 farms producing a half million pigs per year), which are vulnerable to closure

of the only local slaughterhouse, making the economy quite fragile. Bornholm has declared itself a 'bright green island', based on its unique natural areas, and wishes to stimulate a more diverse, green farming approach.

Connections between the rural and urban areas of the Copenhagen-Lejre-Bornholm food system are practically non-existent. Farmers in Lejre and Bornholm lack a platform for engaging in local markets or changing their farming systems (e.g., to organic production). Although there are organic farmers in the region, most provide high-value niche products for a limited consumer group ('Lejre Stories', 2016) rather than seek to deliver a higher and more stable volume of products for large kitchens or an urban market that accounts for 25% of the Danish population. Organic dairy producers, who occupy almost a third of the area under organic production, cater to the national or international market. The public kitchens in Copenhagen have undergone a major transformation, showing great innovation in handling seasonal food availability and a variety of fresh products. But they are strongly challenged by a rigorous regulatory framework, which prohibits them from sourcing exclusively local food (TFC synthesis, 2016), and by a lack of structured logistics.

MAIN ACTIVITIES: CUTTING-EDGE AGRO-ECOLOGICAL INITIATIVES AND CHANGE AGENTS

The mayors of Copenhagen, Lejre, and Bornholm signed an agreement in early 2015 to establish [The Food Partnership \(Madfællesskabet\)](#), which commits their municipalities to work for increased production and flow of local and organic foods between rural and urban areas and is facilitated by [The Copenhagen House of Food](#). In November 2015, the lord mayor of Copenhagen, Frank Jensen, signed the [Milan Urban Food Policy Pact](#). The ambition is, to taking as its point of departure the Copenhagen region's public kitchens, which serve 67,000 meals daily and aim to move from 'organic procurement' (close to 90%) to 'organic and local'.

After setting the goal in 2012 of becoming 'an organic municipality' (Lejre Plan, 2016), Lejre has worked since then to create an enabling environment for a multi-stakeholder, entrepreneurial approach to increase organic production. Currently, it accounts for 1,913 ha (12% of the municipality's farmland), with about 50 hectares under horticulture. About 30 farmers are organic, of which 4 are dairy producers (TFC synthesis, 2016). Lejre's goal is for 75% of the food in its public kitchens to be organic (Lejre Policy, 2012), up from 60% at present. Bornholm has reached its goal of having 60% organic food in public kitchens, and aims to reach 40% local (organic) food by 2020, having established contracts that explicitly favour local products. Furthermore, Bornholm has recently agreed upon an ambitious Food Policy, with goals for conversion of farmlands, first and foremost farmland owned by the municipality.

Tourism and recreational activities created recently in the two municipalities may provide an opportunity for change in the food system, for example, through the new national park ([Skjoldungelandet](#)) in Lejre and '[gourmet tourism](#)' in Bornholm.

In 2017, the partnership will include The Capital Region of Denmark, and focus on developing solutions for public and private kitchens to cooperate to receive commodities from locale producers. The Capital Region of Denmark have financed an organic conversion in all the hospitals located in the regions, and at the same time strive to find solutions in public procurement, that will secure organic and local food. Furthermore, the capital region of Denmark has granted EU-funds for a project regarding skill enhancement for restaurants and other types of commercial kitchens to make an organic conversion. Finally, the capital region has gathered the municipalities within the region for a common "Light House"-project, that supports the Food Partnership, and gather local producers and kitchens in a joint effort to increase the direct contact between kitchen and producer.

EXPECTED IMPACT: SUCCESS IN THE YEAR 2025

By 2025, Lejre-Bornholm-Copenhagen will have created agro-ecological food systems (with strong institutional support) that recycle resources and rely on circular economy innovations, made possible by improved connectivity within the food system. Public kitchens in all three municipalities will be supplied largely with food from local agro-ecological and organic farms, and will participate in resource recycling. In Lejre and Bornholm, organic farmers will see significant demand from supermarkets and other sources, such as direct marketing to consumers, restaurants, and events. This will create incentives for new generations of farmers, who have access to land and can secure markets that support fair incomes and livelihoods and help revitalise farming communities. In local landscapes, intensive agriculture will give way to more diverse land uses with associated improvements in ecosystem services and increased biodiversity. Both small and larger farms will have become agro-ecological, occupying 50% of the farmland in Lejre and Bornholm and producing diverse food crops, such as fruits, vegetables, and animal products, in response to regional and local demand. These farms will contribute to reducing climate impact, improving carbon sequestration, mitigating GHG emissions, maintaining water quality, and enhancing soil quality and biodiversity. More labour-intensive production, with a focus on added value, will create jobs on farms and within the broader food system (e.g., in services, processing, resource recycling, education, and markets).

MAIN FACILITATING FACTORS: WHAT MADE THIS GOVERNANCE ACTION SUCCESSFUL?

The partners in the Food Partnership agree, that shared solutions are needed for shared challenges, including the need to enhance soil quality for improved production, maintain adequate water supply and quality, and equitably distribute locally produced agro-ecological food. The stakeholders aspire to have more diverse and sustainable landscapes around their cities and in rural areas, helping mitigate climate change, promote biodiversity, and enhance ecosystem services. The partners share a vision, that urban and rural areas must work together, and commit themselves.

LESSONS LEARNED / RECOMMENDATIONS

- **Need for new types of partnerships**

There is a great need for dialogue, exchange of experience, and contextual knowledge to inform decisions and help mobilize institutional support for the Food Partnership initiative.

Farming systems in the area are at very different stages in the transition to agro-ecological production in terms of the amount, variety, and quality of food produced. So, they will enter the project at different stages. Regardless of the 'category' these farms fall into, it will be essential for them to form different types of partnerships, as indicated below, that fit their needs and circumstances with respect to machinery, transport, and so forth:

- Organic dairy and other farms (an estimated 25), can join the project immediately
- Small-scale, part-time farms (an estimated 35) producing organic or local niche or high-value products, like beer, honey, fruits, berries, vegetables, and eggs. The challenge for these farms is to formalize their markets, join forces with colleagues for scaling up, improve seasonality, and acquire new production skills (e.g., through ecofunctional intensification).
- Conventional monoculture farms (numbering several hundred). Transformation of these farms, will require new skills and education, more stable recycling of organic resources (fertilizer), and more reliable markets as well as institutional support.

- **Need for institutional change**
 - We must also find ways to reduce the huge barriers that diverse, small-scale production faces in the form of legislation that favours large-scale ‘streamlined’ production.
- **Need for scientific support**
 - Change agents want to see science-based documentation of the social, institutional, and ecological transformation taking place within The Food Partnership and the public kitchens, with emphasis on the implications of local agro-ecological food systems for the environment, including reduction in the climate footprint of food.
 - In addition, it is important to study the implications of organic and agro-ecological production for the wider landscape and to document changes in biodiversity, ecosystem services, and capacity for GHG emissions mitigation.

LOCAL CONTACTS

- Individual farmers, farmer networks and organisations as well as farmer advisory services, among others, including [Gefion](#), [Organic Denmark](#) (OD), and The organic vegetable growers of Lejre (LØG), which all interact with farmers in this site on issues of organisation, advisory services, advocacy, and marketing.
- [International Centre for Research in Organic Food Systems](#) (ICROFS)
- [COOP](#) and other stakeholders from the retail sector
- Aarhus University (AU), Department of Agroecology (AGRO) and Department of Animal Science (ANIS), integrating knowledge across disciplines to develop and test new agricultural production systems and combining qualitative and quantitative approaches to research on food and farming systems.
- Copenhagen University (KU), focus on landscapes and farming systems research.
- Municipality of Lejre: Program Leader for Food, Climate and Sustainability, Tina Unger (tiun@lejre.dk) and Rural Development Coordinator, Bjørn Henriksen (bjhe@lejre.dk).
- Municipality of Bornholm: Project leader and Coordinator Janne Westerdahl (Janne.Westerdahl@brk.dk) and Program leader Education and Enterprise Development, Louise Groth-Michelsen (Louise.Groth-Michelsen@brk.dk)
- Municipality of Copenhagen: Project leader, Copenhagen Municipality, Centre for Urban Development, Growth and Enterprise, Ida Bigum Nielsen (EL3A@okf.kk.dk)

CONTACT

Line Rise Nielsen, The Copenhagen House of Food, Project leader line@kbhmadhus.dk

3. EDE: A COMPREHENSIVE FOOD VISION



SUMMARY

In 2014, the City of Ede in the Netherlands started to elaborate its own Food Vision and programme. An important success factor for the food programme in the is that its implementation is supported by a food team with its own budget and an Alderman on Food. This is unique in the Netherlands, and also not common in other countries. Another important result of the food programme is the creation of various partnerships that contribute to the implementation of activities. This has laid an important foundation for a true integral vision and anchoring in the Ede society, but the role of residents and civil society organisations needs strengthening.

CONTEXT

In the Vision Ede 2025, drawn up after a participatory process and an important starting point for policy and projects, for the first time, a clear emphasis is put on the meaning and possibilities of Food for Ede. In the Vision Ede 2025 and the 2014-2018 Covenant, Food is even the central theme: *"We want to connect Food as a cutting edge to key strategic issues, and we want to create a distinctive food profile for Ede with the development of a food strategy"*.

By 2015, the municipality of Ede therefore developed the *Visie Food!* in which it outlines its comprehensive vision and strategy in the field of food. The vision document emphasises:

1. **Strengthening Ede's economic strength:** competitiveness with other cities and regions and attractiveness for companies and knowledge institutions, students, visitors (business and tourism) and (future) residents.
2. **Strengthening Ede's societal strength:** promoting meeting and connecting, strengthening the link between city and its surroundings and facilitating and stimulating awareness of healthy and sustainable food.

MAIN STAKEHOLDERS INVOLVED AND FORMS OF COLLABORATION

Together with other policy departments and focus programmes, the Food programme is working on a 'Corporate story of Ede'. This story explicitly aims to connect Food and other policy areas. The story should tell why Ede works on Food both from an economic and societal point of view. It actively seeks connections and possibilities for cooperation with policy departments such as economy, employment, education and health.

Ede municipality actively seeks to connect with other stakeholders at regional level in the field of economy, knowledge and profiling. Ede also takes the lead in the regional food policy (FoodValley), and seeks cooperation with the LEADER and the province of Gelderland.

In addition, Ede participates in various (inter) national networks related to food, including the Dutch City Deal Food on the Urban Agenda, which brings together 12 Dutch cities, the Province of Gelderland (in which Ede is located), and 3 national Ministries. The City Deal offers opportunities to strengthen relationships and address specific issues at provincial and national level like food education, shortening of food chains and the transition to a circular economy.

The municipality also seeks cooperation with strategic-non-governmental- partners in the region to realise the objectives of the food vision. Important partners include for example the Gelderse Vallei Hospital, Wageningen University and Research Centre and FoodValley. The FoodFloor is a good example of cooperation with the citizens' initiative Eetbaar Ede and Stichting Smaakstad Ede. Collaboration with these partners / partnerships covers different sectors: employment, knowledge, marketing, nutrition and health, food education and research, healthy school lunches, urban agriculture and regional food business.

MAIN ACTIVITIES IMPLEMENTED

In the first two years of implementation of the food vision, many new activities have been initiated which gradually begin to show more results and spin-off to partnerships at local and national level.

Activities focus on:

- Development of existing food businesses (employment, supply of regional food)
- Ede's food profile as local and (inter) national food city (partnerships, business food events)
- Awareness among inhabitants and tourist of 'Ede and Food'
- Food education projects at primary schools
- Food awareness and behavioural change of inhabitants (regional products, urban agriculture, healthy eating, food waste)
- Exchange of knowledge between civil society, business and inhabitants.

Furthermore, Ede has made a good start with the monitoring of food programme results. To gain an understanding of the effectiveness and added value of the Food programme and to assess the impact of investments in Food, there is a need for "hard" data on the results. However, as programme is only halfway under development, conclusive results cannot yet be drawn. Ede belongs to the pioneers in integral food policy, especially in the Netherlands, and as a leader, the municipality must largely develop its own policy, collect data and set standards for its monitoring. Ede is working in two ways to monitor the progress and results of the Visie Food!. First, the municipality has developed a *monitor*, reporting on the individual programme objectives via a dashboard. In addition, the Regional FoodValley Monitor is also important as an information system for the implementation of the Visie Food!. This monitor, prepared by Ede under the FoodValley Region, provides insight into Ede's competitive position and development as a Food City in the FoodValley Region.

Ede is also one of the initiators and member of the City Deal Food on the Urban Agenda. The aim of the City Deal is to improve the Dutch food system through close cooperation between municipalities, government agencies, knowledge institutions and business. This City Deal was prepared in 2016 with 3 ministries, 1 province and 12 cities (including Ede). In this City Deal, Ede takes the lead in the thematic cluster 'Governance Innovation' which indicates that Ede is currently leading to other cities in the Netherlands.

RESULTS AND IMPACTS

- Familiarity with 'Ede and Food' among inhabitant is high (70%)
- Establishment of various partnerships with other (municipal) parties that contribute to the implementation of activities. This has laid an important foundation for a true integral vision and anchoring in the Ede society.

- Ede has made a good start with the monitoring of food programme results. It is good to recognise that these monitoring tools are still in an early stage of development. It is therefore important to see what works well, how to better match both monitors, and where adjustments and additions are possible and useful.
- Ede is one of the initiators and programme team members of the City Deal 'Food on the Urban Agenda' with opportunities for profiling at (inter) national level.

MAIN BOTTLENECKS AND DIFFICULTIES

- It will be challenging to anchor current human and administrative support in permanent structures and budgets.
- It is challenging to truly integrate the goals and activities of the Food Vision in policies of other programmes and departments.
- The “Why” of the Food vision and the integral nature of the Food programme's work are currently insufficiently visible in internal and external communication.
- Attention is needed to strengthen the role of inhabitants, societal organisations, farmers and entrepreneurs.
- The visibility of Food in the town hall and municipal canteen needs improvement.

MAIN FACILITATING FACTORS

- An important success factor is that the programme is accompanied by a corresponding budget, a food team of a total of approximately 4 FTE and the first Food Alderman of the Netherlands, who has Food as a specific theme in his portfolio.
- The development of the ‘corporate story Ede and Food’, which makes explicit the links of Food with other policy areas. This story creates the necessary preconditions to give the rest of the projects and activities a context and interest, especially in discussions with external parties and for administrative representation and policy lobbying.
- The cooperation between urban and rural municipalities in which Ede is leading is internationally seen as crucial for sustainable regional food systems.
- The implementation of many different activities on various themes of the Food vision has provided for new dynamics and alliances.
- Strategic partnerships in different policy areas are highly developed.

LESSONS LEARNED/RECOMMENDATIONS

- An important success factor is that the programme is accompanied by a corresponding budget, a food team of a total of approximately 4 FTE and the first Alderman on Food. For the future, it is a challenge to permanently anchor this human and administrative support in institutional structures and budgets.
- It is important that Food as a policy theme remains visible within the municipality in case the current food programme comes to an end. Challenge is really anchoring the implementation of the Food Vision in policy of other programmes and departments. These departments should have their own food line and budget for this and monitor it. This increases responsibility and ownership within the municipal organisation beyond Team Food. It is also important that a fixed budget line is provided and that the vision is anchored in policy.
- It is important to bring focus to the objectives and activities of the programme to make more efficient use of the team's time investment and make a better assessment of the potentials for follow up.
- Provide visibility to the achievements of the programme, both within the municipal organisation, towards inhabitants and beyond through, among other things, city marketing. It is recommended to establish a communication strategy for this purpose, where Ede could build on experiences from other cities such as Ghent and Bristol.

- It is important to communicate monitoring results both internally and externally, to the council and to inhabitants.
- In the monitoring framework as elaborated by Ede, little attention is paid to process indicators. It is recommended to include such aspects in further policy monitoring.
- In addition, it is important to evaluate and further develop experiences with monitoring, and to connect with initiatives from other cities and networks, both within the Netherlands and beyond (UK Sustainable Food Cities, Milan Urban Food Policy Pact). This can also increase opportunities for comparison with other cities and benchmarking.
- The changing role of the municipality in cooperation with external partners is sometimes unclear. The City Deal can provide key points for discussions about leadership, centralisation / decentralisation between governments, as well as governments in relation to society.
- Collaboration can be broadened to other partners over time, with special attention being paid to strengthening the role of inhabitants and civil society organisations. This can further enhance the embedding and support of the implementation of Food Vision. In other cities, the establishment of a Food Council has worked well for this.
- Because Ede is one of the frontrunners in the field of food policy in the Netherlands, there is still a lot to discover. Further learning, reflecting and exchanging experiences can take place within the framework of the City Deal "Food on the Urban Agenda". Also, international contacts and exchanges can offer Ede new insights. The previously mentioned networks of the Milan Urban Food Policy Pact or the CityFood network of ICLEI and RUAF offer opportunities to do so.

CONTACT

Femke Hoekstra, RUAF Foundation. Email: f.hoekstra@ruaf.org.

4. GHENT: PROACTIVE FOOD POLICY MAKING

SUMMARY

Ghent is a middle-sized city in Belgium that has taken up a leadership role in Europe in developing a food policy for the city and putting it into practice. A Food Policy Council has been set up to lead the way by promoting multi-stakeholder participation. It has taken time to build the policy from goals, through quick wins to more structural and larger projects, requiring high investments. But the food policy finds its way into the different domains of the city's ambitions. Through participatory approaches, initiatives are co-created and co-developed with different relevant stakeholders. This is key to ensure success.

CONTEXT: GHENT, CITY WITH A MISSION

Ghent chooses the role of an 'active policy-maker in a European multi-level context'. As a city, we no longer only execute but also act proactively. We do this in different ways. Ghent strongly believes in networking. We are member of different international networks. Through these networks, we share information and expertise, find the most appropriate partners for our European projects and inspire the international institutions to make the urban policy part of their own policy agenda. Ghent also sets up partnerships with other cities in and outside Europe. Ghent is a partner in many European projects that receive European subsidies. And finally, we work on awareness and international solidarity.

Ghent is member of different European and international networks. The most important network for Ghent is EUROCITIES, a network for major European cities. Ghent is a member of Eurocities since 1998, and we are actively involved in different fora and working groups. Our mayor is president of the Executive Committee for 2017-2018. Ghent was host of the annual conference of the network in 2013 (theme: smart citizens). Through the activities of this network we can bring the voice of the cities into the European institutions. For example, through the draft of an Urban Agenda.

ACTIVITIES: A PIONEERING FOOD POLICY

In 2013, the City of Ghent launched '*Gent en Garde*', a food policy that includes five strategic goals to pave the way for a sustainable food system for Ghent. These goals were decided upon based on various stakeholder discussions, input from the city administration and political agreement.

The process started with a line in the coalition agreement stating the ambition to launch a food policy council. Further policy development was based on lots of interviews with stakeholders involved in the local food system, experts on this topic, other cities worldwide already engaged on food issues and other city departments. A proposal was made to the political level and agreed upon after a trajectory of six months.

The five strategic goals set are the following:

1. A shorter, more visible food chain
2. More sustainable food production and consumption
3. The creation of more social added value for food initiatives
4. Reduce food waste
5. Optimum reuse of food waste as raw materials



Once there was political agreement, an event was set up for the broader public to launch and further build the food policy. It brought together 130 stakeholders composed of interested citizens, organisations, companies, restaurants, etc. They gave specific input on the opportunities or challenges they saw on reaching those strategic ambitions. Their input meant the real operational start of Ghent en Garde.

Inspired by a similar approach in Bristol and Toronto, the City of Ghent also set up a 'food council'. The Gent en Garde food policy council consists of about 25 members from various sectors, i.e. agriculture, associations, knowledge institutions and commerce. The total group comes together 3 times a year.

The policy group acts as a sounding board for the city's policy on food, issuing recommendations on new or existing projects, proposing new ideas, discussing the city's strategic vision and acting as a major ambassador to help promote the city's vision on sustainable food production and consumption.

Within this food policy council, a core team was put together to refine the Gent en Garde global goals and to translate them into concrete operational goals. This core team met four times from September 2015 to January 2016. During this process, the team reported to the food policy council twice. The latter then gave its feedback on the insights it had been provided with.

This document contains a set of guidelines for the development of the City of Ghent's food policy. It is an open invitation to companies, organisations, citizens, associations, knowledge institutions, cultural centres and governments to jointly and creatively develop innovative, local and sustainable food strategies.

This document does not mark the end of the process, but rather a step towards a sustainable future for the City of Ghent in a society where sustainability and equity take centre stage.



RESULTS AND IMPACT: STAKEHOLDER ENGAGEMENT AND PARTICIPATORY APPROACH

The food policy council has been taking more and more mandate over the past years in steering the food policy's future and translating it into operational goals and actions. Through intensive working groups, different stakeholders have played a key role in the current development and future of the city with its food policy.

A specific working group translated the strategic goals into operational goals. After its work was finalised, two working groups started working on specific operational goals to put them into practice. One working group focuses on the scaling up of short food supply chains in relation with the city. Another working group tackles urban food poverty with a broad range of societal organisations.



Apart from the food council and the working groups, a participatory approach is used for several specific initiatives initiated by the city council. Each initiative is linked to specific societal needs to make the local food system more sustainable. An example is the expert coaching offered to vegetable gardens in schools. The coaching resulted from a series of interviews with primary schools that thought to better understand their plans and needs related to vegetable gardens. Schools had lots of enthusiasm but a lack of expertise and some recurring questions, such as how to maintain activities during school holidays. Based on their requests, the city launched individual coaching for schools and overarching workshops for the network of schools investing in

vegetable gardens. After one year, all schools have been interviewed and minor modifications have been made to the support provided to stay well aligned with their needs. The whole approach has proven very successful.

This is just one example of a participatory approach. We try to apply a similar approach for each new initiative. Depending on the actors involved, the current situation and potential we see, we bring people together and co-create new solutions.

MAIN FACILITATING FACTORS

Synergies with other city departments. Key in the of Ghent en Garde has been the collaboration with other teams and areas of work within the city administration. The food policy only has had limited dedicated funds. But through building synergies with other domains, such as poverty reduction, developing urban planning, activating temporary spaces, etc. a lot of initiatives have been made possible. There is also regular interaction with the different departments involved to keep them updated and engaged in the food policy work and to further strengthen synergies with their areas or work.

International cooperation on food. Ghent has been actively involved in working together with other cities and institutions worldwide on urban food policies. From the start of the process, inspiration was sought in different cities. During the past years, Ghent was actively involved in the following international trajectories:

- MUFPP: Ghent contributed to the writing of, signed and supports the [Milan Urban Food Policy Pact](#)
- RUAF: Ghent is an active partner of the [RUAF Global Partnership](#)
- EUROCITIES: Ghent participates actively in the [Workgroup Food of Eurocities Network](#)
- Ghent is part of the [Global Lead City Network on Sustainable Procurement](#), coordinated by ICLEI.
- Ghent is partner in Food Smart Cities for Development project, funded by Europe
- Ghent is a member of the European AgroEcocities Network.

LESSONS LEARNED AND RECOMMENDATIONS

- **Political engagement is key.** In Ghent, the process started with the political coalition agreement. The strategic goals were politically approved and gave us the mandate to build operational actions linking into those goals.
- **Participation is key.** Listening to stakeholders involved for every action or initiative will define the success of the initiative that follows. We try to stay well-tuned to needs of our stakeholders, to inspiring initiatives elsewhere and bring people together to co-create new approaches for a sustainable food system.
- **Time is more important than budget.** Yes, you need money. But to get this process started, you need time more than anything. Time to have someone getting to know the stakeholders, building bridges amongst them, feeding input into the different organisations and city departments involved, getting political buy-in, etc.
- **Start with quick win-win opportunities.** Food is a grateful topic to bring people together but also to have colleagues working on. Food is emotional. Food is personal. Use this strength to have other city policies include this topic. Whether it is from a poverty approach or from urban development or health approach, food can be a very powerful way to tackle these issues. Start with small projects that prove food's power and build on it to reach bigger change.
- **It takes time to build a food policy council that takes up ownership.** From the start, we aimed at a participatory food policy council, taking up its role in an active way. But this process takes time. We have managed to bring actors together with sometimes very opposing views. But through participatory processes, they have learned to listen to each other and co-create constructive approaches that bridge opposing views. It takes time, it takes facilitation but it has an important leverage potential. After 3

years of food policy council work, we have reached a turning point where members of the council take real ownership of the food policy. They wrote the operational goals themselves, chose their working groups, spread the message, bring people together, host working groups, etc. They are not yet fully ready to function with us facilitating parts of the process, but big steps have been taken so far.

CONTACT

Katrien Verbeke

Food Policy Coordinator

Katrien.verbeke@stad.gent

0032/92682387

Read more on: www.stad.gent/international

To visit Ghent: see www.visit.gent.be/en

5. MALMÖ: IMPROVING THE QUALITY AND SUSTAINABILITY OF PUBLIC MEALS

SUMMARY

The policy for sustainable development and food of the city of Malmö in Sweden was approved in 2010 as part of the city's aim to be a sustainable city. The environment department, together with other city departments, has been working to improve the quality of public meals and the sustainability of the food served in the city. Thanks to training, information campaigns and progressive procurement agreements, Malmö has seen an increase in the amount of organic and ethically certified products served in the city. Some goals have been reached but Malmö is continuing to work to improve public meals in the city.

CONTEXT

Malmö is working towards being a sustainable city; it aims to be climate neutral by 2020 with the whole municipality running on renewable energy by 2030. There has been a red/green majority in the municipality for the past 10 years.

Sweden is one of the few countries in the world that has tax financed lunches served in all schools and pre-schools. In Malmö, it is the municipality that is responsible for providing meals in schools and pre-schools. In pre-schools, this is extended to include breakfast and snacks. This means that all children receive a warm, nutritionally balanced meal every day that is prepared by skilled staff. Subsidised meals are also served in elderly care homes and service homes by the municipality.

Malmö School Restaurants, part of the service department is responsible for providing meals in schools. The meals in pre-schools are provided either by a cook employed by the pre-school, or the service is bought from the service department or another, larger pre-school.

MAIN ACTIVITIES IMPLEMENTED

The city of Malmö approved the policy for sustainable development and food in 2010 with the aim of improving the quality of food being served in the public kitchens in Malmö as well as improving the sustainability profile of the meals served. The two main goals of the policy were to ensure that all meals served are produced using organically certified ingredients by 2020 and to reduce the greenhouse gas emissions related to the food consumed by 40% (from 2002 levels) by 2020.



Cover of policy in Swedish: City of Malmö

The policy was initiated by the Green Party and local government officials from the service department and the environment department. It was an important part of Malmö's work towards a sustainable city. There was over

a year of consultation and discussion during the formation of the policy, with relevant stakeholders consulted, before it was approved by the executive committee in October 2010. The executive committee apportioned some funding for the implementation of the policy with most the resources placed with the environment department. In the first three years after the adoption of the policy, additional funding was given to both the environment department and Malmö School Restaurants. The funding was spent on education and training for catering staff, both theoretical and practical sessions. Training and information has also been provided for support staff and teaching staff, predominately in pre-schools.

Malmö has also had a dialogue with its suppliers and worked with them to find more organic produce, increase the availability of vegetarian alternatives, improve the quality of the produce available as well as bring in meat farmed following animal welfare standards in keeping with Swedish regulations.

In addition, a short film was produced and made available to show at parents' evenings so that the policy's work could be communicated to parents. One film was made for pre-schools and one for schools, both in English and in Swedish. A recipe book was also developed and published with pre-school cooks' favourite climate smart recipes included. This helped to raise the profile of the cooks and was a fun way of spreading information about the policy and inspiring other cooks as well as parents to cook more climate smart food.



Children in Malmö enjoying their lunch. Photo: City of Malmö

RESULTS AND IMPACT

Since the policy has been adopted, Malmö has reorganised with the ten city districts disappearing and the management of the pre-schools and care homes falling under the jurisdiction of new departments. At the time of writing, it is unclear how this will affect the implementation work. It is expected that it can lead to a slowing down in momentum as new managers take time to settle and find their roles.

Implementation of the policy is the responsibility of the environment department. It works closely with Malmö School Restaurants as well as the dieticians responsible for supporting staff in care homes. Most the training courses have been carried out by staff within the environment department, including a qualified chef who held the practical courses. In the beginning, the theoretical courses were put out to tender, but when the initial budget was reduced city staff with teaching experience and knowledge of organic and climate smart food took over. As the policy focuses on food prepared and consumed in the public sector all the activities that were organised focused on staff in the public sector. There has been a couple of reports that have been written in Swedish by researchers to analyse the effect of the policy.

In 2015, Malmö conducted an evaluation of the effect of the policy. It was found that there had been some progress, for example:

- All the fish that is served in Malmö and available under the procurement agreement is marine stewardship certified (MSC).
- Almost all the tea and coffee served in Malmö is ethically certified (Fairtrade).

- Over 60% of the food served in Malmö is certified organic, in schools the figure is over 70%.
- Malmö has signed new contracts with their suppliers and included stringent requirements for animal welfare, product quality and number of organic products available.

Malmö may not reach its goal of all food being organic, as not all products may be available as organic, for example, products for those with specific food allergies, such as lactose/gluten free products etc. But the goal is to reach the highest percentage possible. Indeed, some pre-schools are already over 90% organic, so there is potential to go higher than the current level.

There has only been a small decrease in Malmö's greenhouse gas emissions relating to food since the adoption of the policy. This will be the next main area that needs to be focused on.



Two cooks from Malmö school restaurants sampling their food. Photo credit – city of Malmö

Because of this, the environment department has recently been awarded a project to focus on reducing the city's greenhouse gas emissions from food served in Malmö. It will be focusing on increasing the amount of plant based meals served as well as reducing food waste created in the public kitchens and canteens. It will be an uphill task, there needs to be training courses and inspirational talks and information sessions to inform not only Malmö's personnel but also the children and elderly eating the meals. The environment department will be working closely with suppliers and the different departments that serve food to ensure that the message and the environment and health reasons behind the decision to reduce the amount of meat served in the city.

In the construction of the policy, focus was placed on establishing across the board support for the policy when it was approved by the city's executive committee. The environment department worked closely with Malmö School Restaurants and this ensured that all schools in Malmö were following the policy guidelines from day one.

MAIN BOTTLENECKS / DIFFICULTIES

In 2010, the pre-schools were still under the management of the different city districts. This meant that there was no central organisation that could be used to contact the pre-schools. The educator hired to work with training programmes, together with the other staff at the environment department who were working on the policy implementation, built up a network for the pre-school cooks that is still in existence today. Emphasis was placed on educating the cooks, as well as listening to them and letting them know that they were important players in the work to reach the policy's goals. Progress has been made, but there are still difficulties in getting the message across to all pre-schools, and the quality of food served varies. Now, there is no support system in place. If cooks have questions concerning diet or food items they contact either the environment department or the dietician at Malmö School Restaurants.

The care homes also lack a central support and management system. To this must be added the different demands of patients who need meals with a different nutritional content than the standard recommendations for adults (i.e. enriched meals, adapted consistency) so there are also different priorities and issues that must be addressed. In addition, there is not always a dedicated member of staff that is responsible for preparing the

meals. It is often one of the care assistants that cook in addition to their other duties. This is a problem as they do not always have the skills, time and interest to prepare suitable meals for the patients. It is hoped that with the new re-organization in the city a more centrally managed care home system will allow a better quality of food to be served as well as food that follows the policy's other goals.

The municipal administration is currently investigating the option of constructing a central support system for meals in Malmö. This will be debated and decided upon during 2017.

LESSONS LEARNED / RECOMMENDATIONS

The work to implement the policy has taken Malmö on a journey and taught staff a lot. It is important to work closely with the cooks, listen to them and ensure that they understand that it is not a competition to be the best! The kitchens in Malmö vary greatly from new industrial kitchens with all the latest equipment to a normal household kitchen. The skill level of cooks varies as well. They range from professional cooks who have come from restaurants, cooks with basic training to cooks with no training whatsoever. The training programmes had to be adjusted so that they were inclusive and understandable for everyone.

Cooks often feel a sense of isolation at their work place, a discussion that was held at one network meeting was that they felt they were treated as servants by other staff members (teachers) instead of fellow professionals. Increasing their sense of worth was important.

It was also important to include other members of staff and not just focus on the cooks. The message needs to be passed on to all those who serve and assist with meals, not just the cooks, which is why the environment department worked with teachers as well, and made films for the parents so that even they understand why their children's meals were changing.

Malmö found that the policy was a constructive way of working to improve the quality of food served in Malmö. The decision to aim high with the goals meant that everyone worked hard to try and reach that goal. If the goal had been lower staff might have been complacent and such a high percentage of organic food would not have been reached already.

Progress should not go too fast though. One pre-school contacted the environment department and asked for help to convert to all organic food within a year. It is important that small steps are taken to ensure that the changes are sustainable in the long term and kitchens stay within budget.

LITERATURE AND LOCAL CONTACTS

English version of policy available on: www.malmo.se/sustainablecity

Our contact info:

- Gunilla Andersson (Project leader): Gunilla.i.andersson@malmo.se
- Helen Nilsson (Project manager): Helen.nilsson2@malmo.se

6. BARCELONA: LLAURANT BARCELONA

SUMMARY

The city of Barcelona, at the Mediterranean coast near France, is the capital of the region of Catalonia, and the nucleus of a large metropolitan region. In the years 2015 and 2016, Barcelona City Council, together with the organisation GRAIN and the magazine *Soberania Alimentaria* (Food Sovereignty), facilitated a dialogue among a wide network of local actors in the analysis of the city region's food system. This was supported by the European project Food Smart Cities for Development and the signing of the by Milan Urban Food Policy Pact by the mayor Ada Colau. Barcelona City Council agreed with the suggested political orientation towards agroecology and food sovereignty, and a framework for The Barcelona Food Policy Council is ready for implementation. However, despite the pioneering participatory process and the commitments taken by the municipal government, no concrete governance measures have been taken yet.



CONTEXT: VARIOUS GOVERNANCE STRUCTURES

The city of Barcelona has a population of 1,6 million inhabitants within its 102 km² areas, which makes it the second city of the country. It is the capital of the Region of Catalunya, one of the 17 autonomous communities in Spain. Barcelona is also the nucleus of a metropolitan region of 3,3 - 4,8 million inhabitants and an area of, respectively, 636 to 2.464 km². The lowest figures correspond to the Metropolitan Area of Barcelona (MAB or AMB in Spanish), which integrates 36 municipalities and which is the most interesting territorial scale for the development of the Barcelona City Food System, due to its strong competences, economic development and social cohesion. Administratively, Barcelona is also part of the Regional Government of the "Diputació de Barcelona", consisting of 311 municipalities, which relate to the higher figures, as well as the Barcelona Regional Council (along with 4 other municipalities).

The governing body at the municipal level is the Barcelona City Council, which in turn has representation in the higher administrations (for instance the mayor of Barcelona is President of the AMB). In addition, some autonomous entities are closely related to the Metropolitan Agro-Food system, which are the Municipal Institute of Markets of Barcelona (IMMB); the Mercabarna wholesale market complex, a public limited company whose major shareholder (51%) is the City Council; and the Port Authority of Barcelona, where the City Council participates in the board of administration.

ACTIVITIES: PREPARING THE GROUND FOR A LOCAL FOOD POLICY

The process of analysis and formulation of the city region's Agri-Food System was driven by the Council's participation in the Food Smart Cities for Development (FSC4D) project, funded under the EU-DEAR program (Development Education and Awareness Raising). The FSC4D project (2015-2016) included 12 cities of 3 different continents, and had the aim to promote and stimulate a shift in paradigm in food production and consumption. For the Barcelona AMB, the key counterparts in FSCD were the Barcelona City Council and the foundation GRAIN,

an international NGO that works to support small farmers and social movements in their struggles for community-controlled and biodiversity-based food systems.

The first phase of the project, in which the objectives and actions were developed, took over a year because of a change of municipal government after the local elections of early 2015. It was only after Mayor Ada Colau participated in the Milan Urban Food Policy Pact (MUFPP), October 2015, that priority was given to the FSC4D at local level. So the activities started at the end of 2015 and ran until the end of 2016. The project took an agro-ecological approach and focused on the transformation of the city's food system towards food sovereignty.

"Llaurant Barcelona" ("Preparing Ground Barcelona", <http://llaurantbarcelona.info>) served as an umbrella name and website for the development of a Food policy for the Barcelona area. The two main lines of work were:

1. Explore possibilities for the development of a Municipal Food Policy Council; participatory and integrated research, facilitation of information sharing, debate and prioritisation of issues, with main focus on how the Barcelona City Council can influence the transformation of the local food system. Various meetings were organised: public days of debate and reflection, meetings with different actors (food merchants, municipal technicians, experts in specific fields, activists, members of consumer cooperatives, etc.), internet discussions with working groups and individuals, and regular coordination meetings between the Llaurant Barcelona team and political representatives of the City Council.
2. To raise awareness on, and further stimulate, all kinds of relevant and already ongoing transformative initiatives in the municipality, the metropolitan region and in other cities. This materialised in presentations of concrete initiatives during events, and organising a competition on good practices (4 initiatives were rewarded) in the city of Barcelona.

At the end of the FSC4D project, the Llaurant Barcelona campaign got somewhat halted, awaiting new initiatives by the participating actors, and especially the Barcelona City Council. Eventually, in April 2017 the Barcelona City Council presented the "Estrategia de Impulso de la Política Alimentaria 2016-2019" (Strategy for the Promotion of a Food Policy 2016-2019) (see below for details).

STAKEHOLDERS

The two key actors that articulated a dialogue in the framework of Llaurant Barcelona and the FSCD project were:

- Barcelona City Council. The most active departments were the Department of Services and International Relations and the Department of Global Justice and International Cooperation (which coordinated the FSCD and the links with other European municipalities, and also coordinated Barcelona's participation in the Mila Pact). Also important was the Commissioner of Cooperative, Social and Solidarity Economy and Consumption, who acted as a local political reference and who assigned a municipal technician on a part-time basis.
- The GRAIN Foundation together with the magazine Soberania Alimentaria (Food Sovereignty). They took on the bulk of the work of the project, especially information and awareness raising and streamlining the participatory campaign with a team of 5 part-time staff.

However, the active participation of the following organisations also was important in Llaurant Barcelona:

- Local public administration other than the Barcelona City Council, like the AMB, the Diputació de Barcelona and different other metropolitan municipalities.
- The local agro-ecological movement (producers, activists, researchers, members of consumer cooperatives, etc.) who articulated their ideas and the need for food sovereignty.
- Other actors like local universities and foundations, and community groups, individual citizens, etc.

RESULTS AND IMPACT: STAKEHOLDER ENGAGEMENT AND PARTICIPATORY APPROACH

The project resulted in:

- Two publications: "Towards the Barcelona Food Council" and "Measures to build Food Sovereignty in Barcelona", presenting a proposal for the Municipal Food Council, and proposed courses of action for the Barcelona City Council towards food sovereignty, respectively.
- A guide "Food Councils: a municipal tool for the transformation of the food system", for other cities and towns in Spain, which was developed with the City of Valencia.

Although Llaurent Barcelona for some time did not generate any tangible public policy or municipal action, its impact on the process set in motion has been clearly important, by:

- The creation of networks at various levels.
- The visibility and recognition given to local experiences, which can help in consolidating these and encourage the emergence of new projects.
- The promotion of municipal food governance in other cities and towns, in Catalunya and other Spanish territory as a whole.

Eventually in April 2017 the Barcelona City Council presented the "Estrategia de Impulso de la Política Alimentaria 2016-2019" (Strategy for the Promotion of a Food Policy 2016-2019) to promote a public policy directed towards food sovereignty and responsible consumption. It will work in six areas: production, distribution, consumption, waste prevention and management, awareness-raising, dissemination and training, and food security.

The objectives of the strategy are:

- 1) Reinforce food sovereignty in production, distribution and consumption.
- 2) Encourage agro-ecological production.
- 3) Foster short marketing circuits and improve the presence of agro-ecological and local products in municipal markets.
- 4) Encourage responsible consumption and fight against food waste.
- 5) Ensure food security.

In addition, the strategy plans to expand the practice of urban agriculture and increase ecological food production, and support initiatives that promote land banks to facilitate access to land and agricultural use of land. It also aims to set up seed banks of local varieties and incorporate new agro-ecological labour profiles into training and employment plans for the Barcelona Activa programme. In order to minimize the waste generated by the food system, programmes will be developed both in schools and aimed at the public to raise awareness on the benefits of responsible and healthy consumption.

The proposed set of actions require an estimated total budget of 11,49 million euros and a total investment of almost 3.819.000 euros.

MAIN FACILITATING FACTORS

Important facilitating factors are:

- The clear political orientation and commitment by the City Council, expressed at the beginning of the project, stimulated involvement of many actors in the process.

- The co-ordination of the process by an organisation outside Town Hall, such as GRAIN and the Food Sovereignty Magazine. The use of activist language in addition to formal language, facilitated the participation of actors distrusting institutional dynamics because of their ideology or previous experiences. In addition, the open and informal atmosphere of most of the meetings facilitated the exchange of opinions between people from different public administrations, which is not easily achieved in more formal spaces.



- The experience of GRAIN and the Food Sovereignty Magazine with the Agri-Food system and with participatory processes facilitated well-informed and documented discussions, as well as positioning this in (inter)national discussions and networks, such as the Milan Pact or the Charter for Food Sovereignty.
- The commitment of the Mayor of Barcelona to the Milan Pact was essential to further guide the City Council to deploy and prioritise the debate on Food and Food Policies. It also guided development of concrete actions.
- Barcelona's participation in the FSC4D generated a budget and an action framework that guides and, to a certain extent, forced the City Council to develop a process that, by its scale, would hardly have been promoted without it. It should be noted though, that the rigidity of the allocated budget strongly conditioned the possibilities of adjusting the project to the reality of Barcelona.

LESSONS LEARNED AND RECOMMENDATIONS

- A clear framework for responsibilities of the different actors, both public and civil society is required. The lack of clear references may hamper and hinder a process of dialogue.
- Representatives of the City of Barcelona changed position or were inaccessible sometimes, which generated certain mistrust and hampered progress.
- A food governance process takes time; therefore, it is suggested that (project) resources (budget, staff) should not only be allocated during development of the policy framework, but also in implementation after a first stage of dialogue. After the FSC4D project in Barcelona, no one took action so far.
- Developing a proper framework for Urban Food Governance, requires proper analysis of the local Agri-Food system, as well as a comprehensive mapping of the networks of actors involved. Securing a good starting point is essential for further participatory and integrated dialogue and development.
- In Barcelona, the initial case studies were based on a limited understanding and characterisation of the Agri-Food System and networks. This limited the level of analysis and required additional (budget for) reviews later in the process.
- Governance processes require broad participation and representation, to provide legitimacy, trust and increase its viability. In Barcelona, the lack of strong articulation of the local Agro-ecological movement made it difficult to communicate with them and hampered direct citizen follow-up to the commitments adopted by City Council.

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LOCAL CONTACT

Quim Muntané

Collaborator Food Sovereignty Magazine

quim@soberaniaalimentaria.info

Henk Hobbelink

Collaborator GRAIN

henk@grain.org

7. LLEIDA: FARMERS' NURSERY OF RUFEA

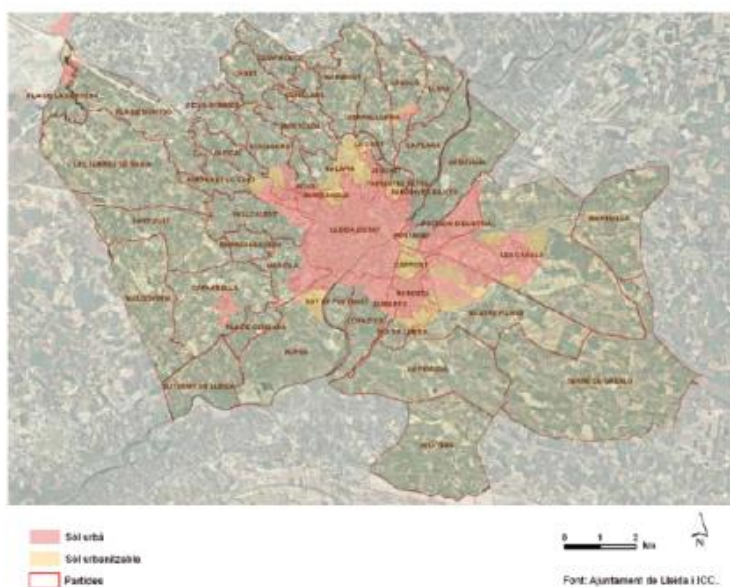
SUMMARY

The “Huerta de Lleida” is the traditional agricultural space that surrounds the city of Lleida in Catalunya. These gardens are the traditional food source of the city and include an ingenious irrigation system. They lost their function and land, due to urbanisation but also because of small farmers leaving their jobs. At present the lands produce mainly fruits and some (export) crops. In the past few years though, the Municipal government implemented several actions in order to revitalise and strengthen the role of these gardens as a generator of food, employment and environmental services. These include the organisation of various studies and meetings (leading to), the development of a Strategic Action Plan, and the creation of a Territorial Commission that acts as an advisory body in the process of revitalising the Huerta de Lleida. At the same time, an intense campaign of communication and awareness raising has been implemented on the values of these gardens for the city and its region, oriented at schools and the population in general, while the city organised a monthly market for local producers, and an incubator project (the Farmers’ Nursery) to stimulate and guide local food entrepreneurs.

CONTEXT

The Huerta de Lleida is the traditional agrarian space that surrounds the city of Lleida. These gardens also called l’Horta, traditionally were the main food source for the city. It has an ingenious irrigation system, made up of an extensive network of channels (Canal de Piñana, Acequias de Torres and Fontanet) and ditches which were built gradually since the beginning of the 12th century. Although the amount of land and production has diminished over the past decades, the Huerta de Lleida still presents high potential value for Lleida, as it contributes quality and nutritious food, employment and other positive externalities of the peri-urban space that improve well-being and quality of life, such as a green landscape. l’Horta is part of the history, tradition and heritage of Lleida.

Mapa 2. EL LÍMIT DE L’HORTA, LA CLASSIFICACIÓ URBANÍSTICA DEL SÒL (SETEMBRE 2011) I LES PARTIDES



Currently the Huerta de Lleida occupies an area of approximately 12.300 hectares, of which 75% is commercial agriculture (the rest being infrastructure, residential, and forest). It is characterised by small plots, formed before the industrial agrarian revolution. More than 80% of the plots have an area of less than 1,5 ha. Another characteristic of the area is the typical presence of traditional houses linked to the agricultural activities in the territory of l’Horta, the so-called "Torres". Currently the agricultural land is used for fruits (42%), cereals and fodder (43%), and some wastelands, orchards, vineyards and rain-fed

fruit trees (olive and almond). Most produce is exported, showing a disconnection between the garden and the city of Lleida.

ACTIVITIES

The Lleida City Council has been working over the last decades on promoting the values of the Huerta de Lleida. Awareness is created amongst its citizens and publications and materials have been published, including a study of the traditional land use and varieties of l'Horta. School gardens have been promoted under the framework of the School Agenda 21 and the last weekend in October of each year an open house activity is organised on the farms ("Benvinguts a l'Horta de Lleida" – Welcome to the Huerta de Lleida). In addition, the local agricultural sector is supported, including incentives to maintain the traditional family production for the city, which includes technical support, the organisation of the local market "De l'Hort a Taula" (From the Horta to the Table) on the first Sunday of each month, and the introduction of local products in collective catering.

During the last legislation period, the Territorial Commission of l'Horta was created, to act as an intermediary between farmers, consumers and the municipal authorities, as well as seeking to streamline procedures and services. The three areas of work of the Commission are: maintenance and services of l'Horta; the promotion of local products and organic farming; and developing a municipal urban development plan. The Commission is made up of representatives of all municipal political forces. One of the proposals of the Commission is the development of a participatory Strategic Plan for the future of l'Horta de Lleida, currently ongoing. Participatory workshops are being prepared to jointly define and agree on key issues, objectives, and priority actions. This Strategic Plan will be aligned with the new Municipal Urban Management Plan that is under way, to include the Horta de Lleida as a fundamental element in development and identity of the city.

An interesting initiative to promote local agriculture is the project of the Viver d'Agricultores de l'Horta de Lleida, or the Farmers' Nursery. This is an incubator, inspired by similar incubators in the private sector. This Nursery is oriented to all entrepreneurs who have an idea or business proposal, some money for investment but no land, and who want to take this further. The objective of the Farmers' Nursery is to promote the local economy, short value chains, diversification and local quality production, as well as environmental management and landscape development. Entrepreneurs can get access to an agricultural plot for five years, including irrigation, storage space for machinery and other equipment, and extension services.



STAKEHOLDERS

The project is funded by the City Council and the 21 Foundation of Lleida, as well as some funds from the Generalitat de Catalunya (Regional Government) and the European Social Fund.

Within the Municipality this project is supported and managed by the Department of Environment and the Department of Economic Development which provides advice and business management training courses. In addition, the project promotes exchange and joint learning among the farmers in l'Horta.

The overall approach towards sustainability and regional landscape development and promoting horticulture for the local market of the Department of Environment has allowed the introduction of lines of action adapted to the needs of the territory.



RESULTS

Three ecological vegetable producers have started with support of the project, selling their produce to local consumers, restaurants and through local retail stores. The area under organic production has almost doubled, but still has little presence. The perceived change from intensive export oriented agriculture towards local organic production takes time.

MAIN DRIVERS

The key factor driving the mentioned activities is the vision of the Municipality of Lleida to preserve the area and support quality horticultural production for the local market, while contributing to other values. This is justified by the following facts:

- Most of the plots are less than 1,5 ha, which suit very well the lay out of the irrigation system. To maintain this landscape, while being competitive, it is necessary to produce and market products with higher and added value.
- For many small-scale farmers (47%) there is no successor, hence they are bound to stop in the next few years.
- The Horta once produced enough for the whole area, but currently only 1% of the area is under vegetable cultivation, and the City-Horta relationship has been lost. Local demand is high and growing, so (support to) diversification of the area is required, based on small independent projects for high quality vegetable production.

LESSONS LEARNED AND RECOMMENDATIONS

In addition to increase in production, commercial success is also needed, and this is an important issue on which new entrepreneurs need guidance and support. For instance, an important challenge that the new businesses faced was to establish links to new customers. The Farmers' Nursery addressed this.

Access to land is another key issue, and requires medium-term planning and a wide range of capabilities for the new farmers. This needs support by public and private parties.

Some entrepreneurs will not be able to start their own business project since it requires a minimum investment in material expenses (irrigation pipes, planting material etc.) and registration as self-employed persons with the tax office and different public administrations (implying a.o. the need to pay a monthly tax quota). This can be dealt with by organising groups of farmers in a cooperative, or another parallel structure for coordination and support, at least for the first few years. There are relevant experiences in France with social integration enterprises that can serve as example for this.

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LOCAL CONTACT

Joan Muntané i Raich
Fundació Lleida 21
Ajuntament de Lleida
jmuntane@paeria.cat

8. MADRID: INCLUSIVE FOOD POLICY DEVELOPMENT

SUMMARY

The Madrid Agro-ecological Platform that is made up of various civil society groups working on food sovereignty and agro-ecology, has an active role in the development of public policies. The political change after the local elections and the signing of the Milan Urban Food Policy Pact by the municipal government in 2015 accelerated the development of a new framework for Food Governance. Various concrete initiatives were started to implement the commitments made in the Milan Pact. Examples are the collection and composting of organic waste for peri-urban vegetable gardens, agro-ecological markets for the direct sale of local products, and the sale of local organic products in canteens of municipal schools. Key elements supporting this rapid development were the solid track record of participating organisations in the Platform, like the Network of Community Gardens, and the receptivity and social sensitivity of the new local government.



CONTEXT: A STRONG SOCIAL MOVEMENT

The Community of Madrid counts with 6,5 million inhabitants, concentrated in the city of Madrid (with 3,1 million inhabitants) and its metropolitan area. Madrid presents itself as a global city with a strong tertiary economy and a primary sector that does not occupy even 1% of the active population and contributes less than 0,1% of the GDP. Hence, the food system is characterised by a food model that is entirely dependent on food imports representing 98% of the total in 2010. However, despite being an intensely urbanised region, Madrid region has a wide diversity of agricultural areas: cattle ranches in the mountains of the Sierra and lower mountains to the north and west, irrigated valleys to the southeast, and a dryland mosaic (cereal, vineyard, olive groves) in the central areas.

The region of Madrid is, on the other hand, an important centre of (international) food logistics, and has a powerful agro-food industry. *Mercamadrid* is the largest processing, marketing and distribution platform for fresh food in Spain, the largest European perishable food market and, paradoxically, the second largest fish market in the world. On the downside, every day a volume of food waste is generated, equivalent to what is needed to feed a city of 200.000 inhabitants.

Madrid is also the second market of organic food in Spain, but despite an emerging sector of agro-ecological production, the amount of local production is very limited. It is estimated that there are twice as much small initiatives of horticultural production, livestock and processing, compared to the 128 registered and certified operators. It is common practice to start on a small scale, without formalising the business, because it is not easy to make economic ends meet. Most of these small businesses recently started and count with a significant presence of women. Most projects that are economically viable, usually have an urban cultural and economic background and are (multiple) service oriented with considerable capacity and knowledge on marketing and direct sale.

The current political context in the Madrid region offers opportunities: apart from Madrid capital, several smaller cities around Madrid have also signed the Pact of Milan; the municipality of Fuenlabrada has an Agricultural Park; and in Rivas there is even an Agroecological Park. Municipalities of the northern Sierra participate in the TERRAE network of municipalities that have created land banks and provide courses on Agroecology and support and guide new young farmers in launching their enterprises. Most of the initiatives, though, come from civil society, which do not have sufficient resources to reach scale and the volumes of food produced still represent a very minor part of the total amount consumed in the region.

ACTIVITIES

Twenty years ago, agro-ecological production and consumption started in the region, and since then good and practical experiences have been developed in combination with a strong political lobby. The “Charter for Food Sovereignty of our Municipalities” that was drafted at national level in 2014, served as an inspiring reference for several Madrilenian organisations (such as the Network of Urban Community Gardens and networks of agro-ecological consumer and neighbourhood groups) to launch the Madrid Agro-ecological Platform, thereby articulating the work of grassroots groups and stimulating the bottom-up development of public policies with an agro-ecological focus. The Platform made it clear from the outset that municipal governments, closest to citizens, can and should play a determining role in stimulating local production and processing. The Platform started a diagnosis of the sector to develop policy recommendations for municipal and regional governments, structured in 4 sessions in which more than 150 members of agro-ecological initiatives in the region participated. The Platform is exclusively based on voluntary work and the associated organisations all contribute a share of required work.

The 2015 elections saw local political parties with representatives close to the social movements come to power, and this change in political landscape opened up new possibilities for the further co-production and acceptance of supportive public policies. In October of that same year Madrid signed the Milan Pact, and since then a commission has been working to follow up on this pact, which included members of the Madrid Agro-ecological Platform. The Municipality launched awareness raising and outreach programmes on the Milan Pact and its relevance for Madrid, and a participatory process to define a Food Strategy for the city has started.

Below some of the actions that have been implemented are presented. These form part of other initiatives, that started before the Milan Pact, such as the Network of Urban Community Gardens and the Madrid Agro-ecological Platform.

- In March 2016, a compost pilot “Madrid AgroComposta” started with the objective to reduce the waste that ends up in the landfill. The project, financed by the Municipality, established collection nodes next to urban community gardens, school centres or markets, from where the organic solid waste is transferred to small agro-ecological farms located near (less than 35 kilometres) the city. The success of the pilot shows that waste management can change, from a larger business dominated by large construction companies to viable small scale systems. The association “Coopera y Composta” (Cooperate and Compost) was formed, to further facilitate more community proposals for similar small scale composting in different neighbourhoods of Madrid.
- The United Association of Agro-ecological Producers (AUPA) was created to play a key role in supporting the consolidation of recently started small farms and to encourage and promote new ventures. This association manages Agro-ecological markets, which in addition offer a meeting space for local producers and consumers. The Municipality is currently working on the launch of a larger and fixed market with AUPA.



- A specific platform on school kitchens was initiated, to facilitate dialogue between technicians of the Municipality and the Commission of “Ecocomedores” (ecological canteens). Two municipal schools implemented a pilot with agro-ecological canteens, prior to working with the other public nursery and primary schools. In 2016, the municipal government recovered the management of canteens for 54 schools, and it is planning to include in the specifications for awarding management contract of these canteens specific criteria for organic food, proximity and seasonality. In addition, all involved actors are aware and underline the importance of participation and integration of the school community at large: teachers, families and kitchen staff. The mentioned platform provides external support, technical advice, and seeks to overcome administrative obstacles, like allowing the schools to be more sovereign in their procurement.



In addition to these initiatives, the municipality is developing various (inter-) sectoral plans through consultative and participatory processes. Examples are the Sustainable Consumption Plan, which includes the initiative “Municipal Markets in Green”, which proposes to increase the presence of regional products by 10% and organic product by 1% and to recover market stalls for agro-ecological initiatives. Also the Human Rights Plan incorporates measures related to food insecurity and the right to food, especially for children. And in collaboration with social organisations, the Social Market of Madrid and the Network of Solidarity Economy (REAS), together with the Municipality, started to organise district fairs for social and solidarity economy in various neighbourhoods, highlighting organic food. Finally, the three-year MARES project (2017-2019), funded by the EU through the Urban Innovative Actions Initiative: and led by the Municipality of Madrid with eight local partners, will promote new economic models and create social enterprises. One of the four lines of action, centred in the district of Villaverde, focuses on food.

STAKEHOLDERS

- The Madrid Agro-ecological Platform brings together actors from the countryside and the city, both civil society groups and private sector (mainly agro-ecological farmers and social entrepreneurs) and, to a lesser extent, individuals linked to universities and research centres. The platform is organised into commissions, each with its own dynamics in mobilisation, advocacy campaigns and awareness raising.
- EcoComedores, promoting ecological school canteens.
- The Association AUPA and the association Coopera y Composta (see above), and its various local groups replicating the experiences in different other communities.
- The municipal government of Madrid. When Madrid signed the Milan Pact in October 2015, it had no specific structure for its implementation and the different areas working on related issues did so independently. At the request of the Madrid Agro-ecological Platform and the Federation of Neighbourhood Associations of Madrid, a monitoring platform was formed, in which these entities are represented, and that functions as a coordination space between five areas of government of the City and representatives of civil society. In 2017 FAO Spain also was included in the platform. In addition to this inter-sectoral coordination, there is also sector-level dialogue, such as the bio-waste commission supporting a Waste Management Plan.
- There are various other interactions around food between the City and civil society groups, like through the Charter against Hunger subscribed by more than 40 organisations.



RESULTS AND IMPACTS: STAKEHOLDER ENGAGEMENT AND PARTICIPATORY APPROACH

- A first result is the creation of a coordinating structure, in the form of a monitoring platform to give follow-up to the Milan Pact.
- From its establishment in February 2017, Madrid has been a member of the European Agro-ecological Cities Network and of the Spanish National Network of Agro-ecological Cities.
- In early 2017 the participatory process for the development of a Municipal Strategy for Sustainable and Equitable Urban Food will start.
- An open dialogue with other municipalities in the Metropolitan area is ongoing to sign collaboration agreements and facilitate the sale of local and regional products in Madrid's markets.
- Two phases of Madrid AgroComposta were successfully executed, in which 8 collection nodes and 4 peri-urban gardens participated. Although the pilots were successful on their own, further official upscaling, until now, did not happen. This generated frustration and confusion among the participants. Different citizen proposals for community composting are now channelled through other funds, like the Territorial Rebalancing Funds, or taken up in participatory budgets, facilitated by the Madrid Agro-ecological Platform.
- In June 2016, the first agro-ecological market was held in the centre of Madrid, rotating between different squares of the city centre during the Summer. It was agreed to establish fixed places, where these markets can be held every weekend in recognisable spaces. This initiative spread to other districts of the Metropolitan area. Awareness raising activities by various civil society organisations take place at these markets, and the organisation of an organic market is under discussion.
- A transition towards agro-ecological menus in two children's schools has happened, and is ongoing in another 54 schools.

MAIN FACILITATING FACTORS AND CONSTRAINTS

A key factor in the past 2 years has been the political change and inclusion of new political candidates, linked to civic and social movements. Their successful taking up of political positions has allowed to open spaces for joint dialogue and for collective construction of public policies that actively encourage local and ecological consumption, and stimulate new initiatives and projects. However, municipal structures, as all institutions, are hierarchical and do not fit well with the horizontal logics of social movements. Decentralised and participatory management is an opportunity, but also introduces complexity in the management of expectations and capacities. There is a constant tension between the different rhythms of the administration and the social movements, but also within the municipality itself: between political will and administrative logics (sometimes resulting in technical blockades because of incompatibilities with regulations and established practices). This administrative logic is very powerful in a large and complex city as Madrid, and it is a challenge to maintain the dynamics, critical vision and the transformative capacity of bottom-up action that is needed to change the food system.

LESSONS LEARNED AND RECOMMENDATIONS

- The balance of two years of dialogue between the citizen platform(s) and the Madrid municipal government is positive, although the urgency and importance for further dialogue, pilots and visibility remains, and is a potential factor for conflicts.
- Pilots are essential to lay the foundation for redesigning the urban food system: testing ideas and demonstrating their viability. In Madrid, new measures have been put in place that respond to the demands of the civil society platforms and that show the way forward. However, these pilots are implemented through small and time-bound contracts. Despite the availability of larger Framework Agreements, these short-term contracts hamper continuity as they are subject to political changes and as such, insufficient to guarantee continuity.
- The collaboration with a long-standing alliance with experienced members and stimulating urban-rural cooperation is fruitful for both the Municipal government as for civil society. Working also in the urban environment and thereby integrating the perspective of the rural and productive world into urban policy development is important. Also, it has been important that the platform does not speak on behalf of the women farmers, but that they are represented themselves at the negotiation tables.
- In the process of transformation towards new models of territorial governance, it is essential to identify and involve key people, champions, in the administration, who underwrite the (agro-ecological) principles of action and have the capacity to carry them out.
- It is necessary to involve both decision makers and implementers, in order to recreate participation and involvement of citizens where this has been lost. A peer-to-peer learning approach is fundamental in upscaling and increasing the scope of the measures, including joint work sessions, systematising good practices, and stimulating replication in other districts.
- The newly agreed regulations will have to pass several tests, most critically with the upcoming review of contracts and plans, where millions of euros are at stake. The current governments of local and popular candidates continue to be subjected to the pressures of business interests that have been dominating this region during the last 25 years. This requires strong public authorities and citizen's counter-power, in order to ensure that governments adhere to their commitments.

The growing interest among Madrilenian citizens in accessing local and ecological food offers opportunities for those involved in stimulating Food Sovereignty, who should (continue to) respond in a coordinated way. A key lesson of Madrid is to respect the special characteristics of each territory: its social dynamics, variety of institutions, food traditions and traditional ways of producing food.

The involvement of as many social actors as possible, the creation of platforms and other spaces for dialogue with administrations, an attitude of receptivity, active listening, mutual recognition of capabilities, full transparency and commitment, to guarantee a stable compromise, assigning resources for the putting in motion of policies, are all key lessons that we have learned in this short, but intense journey, in developing food policies in Madrid.

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- Food Sovereignty initiative: Iniciativa por la Soberanía Alimentaria (ISAm) <http://www.isamadrid.org/isam>
- Ecologists in Action: Ecologistas en Acción <https://www.ecologistasenaccion.org/>
- The Network of Autonomous Consumption: la Red Autogestionada de Consumo
<https://redautogestionadaconsumo.wordpress.com/>

LOCAL CONTACT

Marian Simon Rojo
Madrid Agroecological Platform
marianhaya@gmail.com

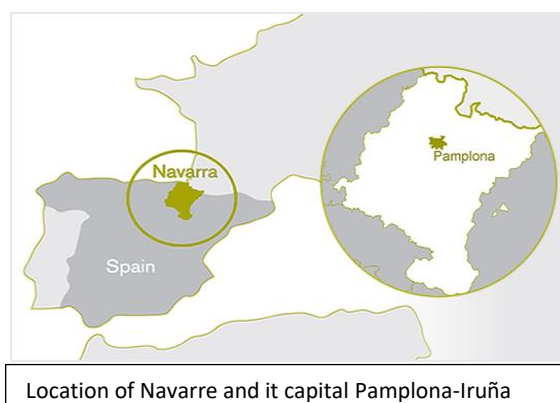
9. PAMPLONA-IRUÑA: PROMOTING FOOD POLICY AND PUBLIC PROCUREMENT AT REGIONAL LEVEL

SUMMARY

The Navarra Region is currently experiencing and actively promoting a number of processes towards a local sustainable food system. This can be explained by two major issues: the change in local government after the 2015 elections, and the active involvement of various local actors in the promotion of agroecology and food sovereignty. The organisation of a session of the Open Parliament for Food Sovereignty, February 2016, led by the Mundubat Foundation together with the Presidency of Navarra Parliament, has been very instrumental to further facilitate the agroecology movement and others aspirations towards a local sustainable food system. This was further catalysed by the signing of the Milan Urban Food Policy Pact. A very successful activity in Pamplona is the collective procurement of local food for school canteens.

CONTEXT

The Navarre region is located in the north of the Iberian peninsula, bordering in the north with the French department of Pyrenees Atlantiques. It has a territory of just over 10.000 km² and houses a population of 640.647 inhabitants (IEN, 2016). Almost a third of the total population of the region resides in its capital, Pamplona (Iruña in the Basque language), covering an approximate area of 25 km². The metropolitan area of Pamplona, made up of 23 municipalities belonging mainly to the geographical area of the Pamplona Comarca (district), reaches ca. 350.00 inhabitants in an area of almost 490 square kilometres (INE, 2016).



Navarra is one of the seventeen autonomous communities in which the Spanish state is divided and, due to its legal regime and historical rights has a specific foral regime of self-government. The Government of Navarre is the institution in which this self-government of the Autonomous Community of Navarre, made up of in total 272 municipalities, is organised. In Pamplona-Iruña, the capital of the Navarre Community, the City Council is the institutional body governing the municipality.

Given the great diversity of natural conditions in Navarre, the production systems are very marked for each area. The northern, wet and mountainous, part is characterised by livestock production linked to its abundant meadows and grasslands. The southern flat and dry part, close to the banks of the river Ebro, on the other hand, mainly presents horticultural and perennial crops such as vineyards, olive groves and fruit trees. The middle zone constitutes a transition space between north and south and is mostly dedicated to cereal production. Overall, more than half of the total area of the region is forest land, one third is devoted to arable crops and almost one tenth is grassland (Observatorio Agrario del Gobierno de Navarra, 2015).

Currently, the primary sector accounts for 3.25% of Navarra's Gross Value Added (GVA) and 4% of its working population (INE, 2016). The agri-food industry has a specific weight in the territory: it employs 13.500 people and represents 11,1% of the total production of Navarra (7,9% of the total GVA), with the processing sector accounting for more than 10% of the volume of exports from the region (Departamento de Desarrollo Rural,

Medio Ambiente y Administración Local, 2017). Approximately 6% of Navarra's arable land is destined to organic production (CPAEN, 2017).

ACTIVITIES

On February 16, 2016, the Mundubat Foundation, a non-governmental organisation that works mainly on awareness raising and advocacy on issues such as human rights, gender and food sovereignty, convened and coordinated a public event in the Open Parliament on the topic "Public policies and measures to support smallholder farming and food sovereignty in Navarre". The Open Parliament is a format of monographic sessions that take place in the parliament and that allows civil society to enter into the Chamber of the parliament with proposals and debates of social interest, with the aim of influencing local political and media agendas. This initiative was taken by the new presidency of the Navarre Parliament which, after the June 2015 elections, has been occupied by one of the four political groups that make up the so-called "government of change" in the region.

From a political perspective, the proposal focused on concepts and realities related to public policies, peasant agriculture and food sovereignty. A panel of speakers was composed to respond to the range of agents and realities of the sector, from production to responsible consumption: networks of producers, representatives from the health sector, farmers unions, committed hotel staff, etc. Participation was facilitated through short interventions from the expert panel, followed by exchange with persons and organisations present in the Open Parliament session..

Follow-up to the event has been very important in form of the establishment of working groups in the same parliament. Representatives include amongst others the Local Action (or Rural Development) Groups of different Navarrese regions, the association "Artisanal Food from Navarre", the farmer's union EHNE Navarre, the artisanal cheesemakers' association "Artzai Gazta " and several producers. Four different working groups were established according to the priorities identified in the diagnosis of the general meeting: 1) Review of the Common Agricultural Policy (CAP) model; 2) Hygienic and sanitary measures, 3) Direct Selling and 4) Public Purchasing.



***Logo of working group on Public
Purchasing in Navarre***

We focus further on progress made by the working group "Public Purchasing in Navarre", which has been very successful. The group takes as its mission and area of intervention the public purchase of food, especially in school and hospital canteens. The central idea of the work is to advocate sustainable and responsible diets based on fresh, local, seasonal and ecological products. In this way it aims to support vital rural areas and small-scale farming and strengthen food sovereignty in public collective restaurants.

The Mundubat Foundation played a leading role in this process, especially in its initial stages. A first challenge was to consolidate a group with technical expertise and civil and political representation. For this, the group held regular meetings with key organisations in the sector such as the Council of Ecological Agricultural Production of Navarre (CPAEN), the "Navarre Institute of Agri-Food Technology and Infrastructures" (INTIA), the association "Global Food Justice-Veterinarians without Borders", Slow Food Pamplona, parliamentarians of the Commission of Rural Development, the agro-ecological collective "EHKOlektiboa", the farmers union EHNE Navarre, Educational trade unions, federations of families of school children and Mundubat itself. The working group itself has no legal structure or budget, and functions based on voluntary commitment of member organisations.

Initially, meetings were held with the Parliament's Committee on Rural Development, Environment and Local Administration, with the Department of Rural Development, Agriculture and Livestock of the Regional Government of Navarre, and with different municipal governments interested in changing the model of public purchasing (Pamplona-Iruña, Baztan and Tafalla). At the same time, formal appearances were made in the Parliament, explaining conclusions, proposals and demands of the working group, amongst others to mobilise more political support and establish an Interdepartmental Commission with representation of the four main Departments (Health, Finance, Education and Agriculture) in order to address technical and political issues needed to realise important changes in the area of public procurement in a sustained way.

Also technical documents were elaborated in order to propose amendments to the public purchasing law in Navarre, allowing for new tender regulations for public canteens that include criteria for food governance and food sovereignty. Additionally, guidance documents were developed for associations of parents (APYMAS), that explain how in the transition period to when more solid and ambitious regulations are adopted, margins in existing regulations can be optimally used.

Presentation of Pilot Project in Children Schools



In parallel, a process of guiding the Municipal government of Pamplona-Iruña has been implemented following the signing of the Milan Urban Food Policy Pact. The Pamplona City Council, in coordination with the Mundubat Foundation and the working group on Public purchasing, in autumn 2016 publicly presented the Milan Pact and the proposed agenda of associated actions. Amongst these, a study of Food Governance and the Local Food System and the change of the model of public canteens in Municipal Children Schools are important first objectives and milestones.

Pilot Project in Municipal Children Schools

Children schools in Pamplona-Iruña are governed by an autonomous organisation of an administrative nature, depending from the Municipal government. At present, it is in charge of twelve schools that attended for the first cycle of Early Childhood Education (0-3 years) and that have a total capacity of around 1.016 pupils. These twelve schools have the necessary facilities (kitchen, washing area, storage and dining room) to develop a canteen service, and in eleven schools that have a full-day educational programme, such service is actually implemented. Moreover, the educational and management staff of the schools, as well as the persons in charge



of meal preparation and the cleaning service, are own staff of the autonomous management entity.

In all canteens the model of “direct management” is followed, which means that the service is provided by the school itself (instead of by a contracted caterer) and food is prepared *in situ*. The supply of the necessary raw material is established through contracting external companies providing the service, whose processing corresponds to the City of Pamplona.

Presentation of Pilot Project by member working group Public Purchasing

Upon initiative of the Municipality of Pamplona, in the last quarter of 2016, technical support was provided

concerning the management system of public canteens. This study, which was coordinated by the working group on Public purchase and realised under technical management of INTIA, made a diagnosis of the initial situation and proposed a model under public management to improve quality (both from the point of view of taste and nutrition and health) and the economic, social and environmental sustainability of the service.

From mid-February 2017, a pilot project has started in two of the schools, in which a proposal developed in the fore-mentioned study for 217 daily menus is tested. The proposed menus are based on prioritising fresh, seasonal, organic and local food, purchased directly from small farmers. The pilot phase seeks to propose a logistic system that guarantees its stability, and to outline a food safety network that can certify the process and the corresponding responsible public procurement procedure. After this pilot phase, the intention of the City of Pamplona-Iruña is to implement the tested and improved new model in all Municipal Children Schools in the school year 2017/2018.

LESSONS LEARNED AND RECOMMENDATIONS

- The political change in 2015 both at the municipal level and at the level of the Autonomous region of Navarre were key events to establish food policy agendas that support sustainable territorial food systems.
- There are important possibilities to create synergies between policy actions at the regional level (Autonomous region of Navarre in this case) and the municipal level (City of Pamplona-Iruña).
- The figure of the Open Parliament sessions in the Parliament of Navarre have proven to be of key importance to trigger policy processes and give legitimacy to initiate processes.
- It has been important in these processes that a wide range of actors from policy (at different scales), civil society, the agro-food sector and other walks of life (for example the educational sector) were brought together to strengthen networks and start policy processes with a broad political support.
- The establishment of thematic working groups has been an effective instrument to bring together involved persons and organisations, that unite sufficient technical knowledge and experience with a political orientation and support in wider society.
- The topic of public canteens in schools and hospitals, and more generally the buying power of public administrations to create demand for local and organic foods on proximity markets, has proven to be an important instrument to trigger food policy processes in the context of Navarre / Pamplona-Iruña.

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LOCAL CONTACTS

Jaxinto G. Viniegra, Mundubat Foundation, navarra@mundubat.org

José Uranga Balanzategui and Enrique López Martínez (Technicians of the project “Towards more healthy food” of the Municipal Schools of Pamplona), joseuranga.ju@gmail.com, enrikita@hotmail.com
All members of the working group “Public Procurement Navarre”

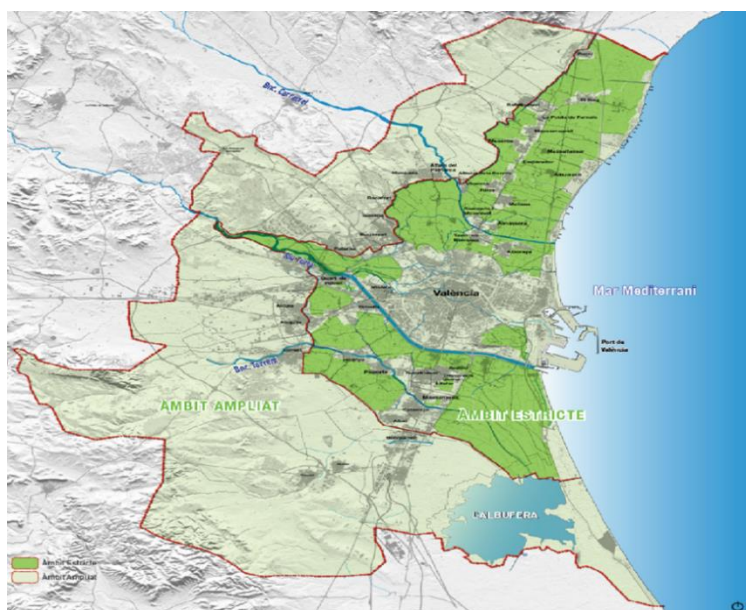
10. VALENCIA: BUILDING LOCAL FOOD GOVERNANCE

SUMMARY

The city of Valencia is in the process of defining and developing its Urban Food Strategy. The change of government in 2015, together with the emergence of "New Municipalism" in Spain, and the existence of a strong social movement on the right to land and food, allowed to put the issue of food firm on the Municipal Agenda. Also the signature of the Milan Pact by the municipal government provided a Strategic Framework for Action. After a period of consultations and dialogue between various actors from civil society, local administrations, technical departments (and especially the new Department over Agriculture, Gardens and Towns) and with the private sector, a further participatory assessment and dialogue was started with the main aim to create a Municipal Food Council. The establishment of this instrument for local food governance was accompanied by a series of diagnostic studies in areas such as short marketing chains, public procurement, and economic innovation, thereby generating information for the municipal Food Council and the design of a first Action Plan.

CONTEXT: GARDENS IN THE METROPOLITAN AREA

The city of Valencia has a population of 791.632 inhabitants in the city and 1.545.564 inhabitants in its Metropolitan Area (Population Census, 2011). Similar to many other cities in Spain, the city of Valencia is surrounded by a peri-urban garden area of high productive value, the so-called "Huerta". The Huerta of Valencia, historically important in food supply, includes 40 municipalities and currently has a total area of 12.000 hectares (see Figure 1). It has seen a reduction in size and a transformation in its function in the past 50 years due to urban expansion of the city and the development of infrastructure. It can be expanded to 63.000 hectares as mentioned in the Plan for the Protection of the Huerta of Valencia, established by the Regional Government (Generalitat Valenciana, Council for Urbanism, Territory and the Environment, 2016). Recovering and promoting the social, ecological, economic and cultural values of the Huerta of Valencia is one of the key challenges in the new Food Strategy, currently being developed.



The Metropolitan Area of Valencia, formed by the regions of the southern, western and eastern Huerta and the City of Valencia itself, includes an area of 30.100 hectares of cropland, of which 98% with irrigated (especially citrus, vegetables and rice) and 2% rain-fed crops (ISAV, 2015). Most farms are small scale (*minifundias*), and the owners are mainly men (72%) over 55 years (71%). Only 2% of the owners are younger than 35 years (Agrarian Census, 2009).

Although urban and peri-urban agriculture faces problems, the last decade has seen a strong cultural, economic and social dynamics towards

relocalisation and (re-)valorisation of proximity agriculture. Markets for local products, awareness and promotion campaigns for local products, consumer groups and the strong presence of agro-ecological networks characterise this social dynamic. The development of a process of territorial food governance and the

establishment of a Municipal Food Council will enhance participation and may provide the city with a key instrument for upscaling activities, thereby responding to the increase in food-related health problems (about 14% of the Valencian population suffers from overweight) and the increase of food poverty.

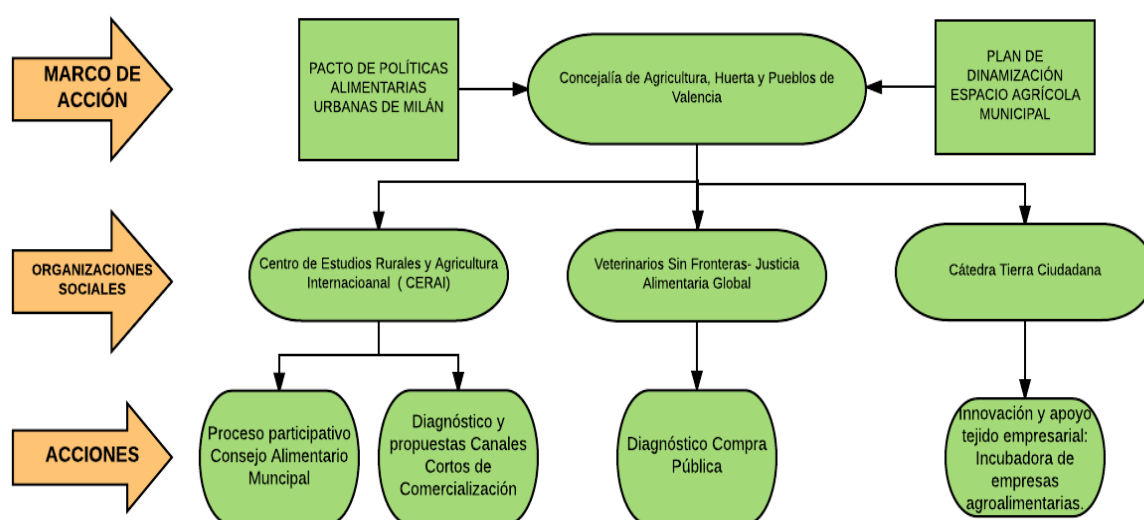
ACTIVITIES

The municipal elections in 2015 saw a change of elected officials who were more open to issues put forward by social movements in relation to local territorial management and food governance in a "New Municipal Agenda." In that same year the City of Valencia signed the Milan Urban Food Policy Pact, thereby assuming its Strategic Framework as starting point for the development of an Urban Food Strategy adjusted to the local reality. In January 2016, a first meeting was organised with civil society organisations, representatives of the public administrations, the private sector and experts on governance and sustainable food, with the objective to assess and agree on changes needed and further implementation of activities to stimulate local food governance, including short chain marketing and public procurement as important mechanisms towards healthy diets.

As agreed in that meeting, and in the framework of the Plan of Action for Dinamising Municipal Agricultural Spaces, the Municipal Department of Agriculture facilitated a process of participatory diagnosis and dialogue aimed at establishing a Municipal Food Council in the city. This process included the development of:

- An Integrated Action Plan to promote agricultural activity and the Municipal Agricultural Space;
- A Development Plan for the Huertas in the Metropolitan Area.

A working group was created, that included civil society organisations with a proven track record in the field of promoting an alternative food model (see figure below), which facilitated the process of designing and creating a Food Council for the city of Valencia ("Consejo Alimentario para la ciudad de Valencia", CALM). But also, to discuss and develop new proposals such as the candidature for Valencia to become the World Capital of Food 2017. This proposal development and final award for Valencia, as World Food Capital 2017, increased interest from the private sector. The organisation of a meeting "Eating Valencia: how to revitalise peri-urban agriculture" in January 2016, further strengthened and developed alliances between the City government and civil society organisations and universities, and led to a comprehensive Integrated Action Plan, including (i) public procurement and buying systems that include socio-economic and environmental sustainability criteria; (ii) development of short marketing channels and the start-up of a buying centre for local products from the Huerta, and (iii) an incubator for agri-food enterprises.



STAKEHOLDERS

Various social movements played a key role in the re-designing of the Valencian territory (Giobellina, 2014). These, very active, citizen movements and platforms that include associations, neighbourhood groups, conservationists and cultural as well as academic voices, already existed before 2015, but their message to defend the Huerta and in opposition of unjust development models did not reach the general public sufficiently. An example is the People's Legislative Initiative (ILP in Spanish) from 2000, that gathered 117.000 signatures for a proposal to develop a law to protect the Valencian Huerta as Protected Natural Area. The ILP was rejected but it did bring the importance of the Huerta under the attention of successive governments. In these processes of local struggle, very active platforms were established like "Per L'horta" ("In favour of the Horta") or the Food Sovereignty Platform of the Valencian autonomous region.

Also, the development of local Action plans and the Valencia Food Council, would not have happened without these platforms or the social awareness generated by them. This has been an ongoing process, but the 2015 elections and the signing of the Milan Pact have been key facilitating events. The increase in the number of agro-ecological producers and the emergence of Participatory Guarantee Systems (SPG) and Responsible Consumption Groups are all indicators of change. Other social actors and networks are the Centre for Rural Studies and International Agriculture (CERAI), the Food Justice group VSF, or Engineers Without Borders (ISF), which give voice to demands from local farmers and facilitate dialogue with the City administration while simultaneously developing awareness raising activities for the society.

Indeed, the local elections of 2015 in Valencia, as in the rest of Spain, marked a turning point in the process of transition towards a new food system, resulting in a strong institutional and regulatory support. This commitment also resulted in a series of plans and policies mainly driven by the new Department of Agriculture, Huerta and Towns of the Valencia Municipal Government. A similar sensibility can also be observed in the new Valencian Regional Government that is developing various instruments to protect and regenerate the Huerta, the most important one being the "Law of the Huerta of Valencia". This law recognises the social function of the Huerta, "relevant for the development of the agricultural sector, food sovereignty, the well-being of the people and the sustainable use of the territory" and provides a series of fundamental elements to further develop a Territorial Action Plan for the Planning and Dinamisation of the Huerta of Valencia (currently under development). The Plan foresees in the creation of a Management Authority of the Huerta in the form of a Public-Private Consortium. Additionally, at Regional level the new Department of Agriculture, Environment, Climate Change and Rural Development, created the Service for Ecological Production, Innovation and Technology, which initiated the first Valencian Plan of Ecological Production. Key players in the service are prominent members of the "Llavors d'ací" association, active in the promotion and conservation of local agricultural biodiversity and members of the Platform for Food Sovereignty.

Overall, there is significant coordination between these different administrations when it comes to formulating strategies and objectives, especially in the field of agricultural production. The role of farmers in maintaining agricultural production is acknowledged, needed for the preservation and recuperation of spaces as well as for the importance of the social function it plays in the new food system model that is being constructed. The sustainability of the process is not guaranteed though, and a next political change may hamper the initiated process. Therefore, it is essential to continuously build capacities in and of relevant actors and create intersectoral and multi-actor spaces that contribute to continuity beyond political changes. In addition, society in general has shown to be increasingly aware of the need for a more sustainable and local food model, and demands its further development in policies and programmes.

LESSONS LEARNED AND RECOMMENDATIONS

The described policy processes are still ongoing, so no final results and impacts can yet be measured. However, the following lessons can be drawn that reflect the overall process.

- The political change in 2015 and the establishment of a "New Municipal Agenda" were key events to further facilitate the development of local food policy processes.
- The long-term commitment and experience of social movements struggling to change the dominant food paradigm, has been decisive too, by supporting the municipal initiatives with technical and pragmatic advice. The new government, when it came to power, found a mature social fabric with strong and explicit capacity to build proposals. At the same time, these social movements constitute a guarantee for control and monitoring, as well as continuity of institutional dynamics.
- Although the process is in its initial phase, important advances have been made, especially in the regulatory field by revalorising the importance of the Huerta of Valencia and its integration in the urban food system.
- After two decades of top-down neoliberal urban policies and polarisation between local administrations and social movements, the change and commitment to a participatory approach and the creation of a Food Council as space for dialogue, coordination and joint planning amongst all actors of the food system, is considered key for the construction, improvement and control of more sustainable Urban Food Policies.
- For the sustainability of these processes and their permanent integration into municipal and regional policy, it is necessary to build on firm political decisions and count with sufficient economic and human resources, that are able to respond to the demands and expectations generated in society.
- There is a need to further strengthen coordination and collaboration between the different levels of action. The Food Council and its accompanying measures operate at Municipal level, however, for adequate food planning it is essential to move forward and assure also metropolitan and regional coordination.
- It is also necessary to further strengthen the involvement and inclusion of the private sector in all parts of the chain (production, processing, distribution and marketing), to further upscale innovations and consolidate transition processes towards a more sustainable food system.
- Improvement in communication and dissemination processes are needed to reach a higher number of the population, beyond the actors who are involved in the process.

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LOCAL CONTACT

Pedro Lloret

Centre for Rural Studies and International Agriculture (CERAI)

pedro.lloret@cerai.org

11. VITORIA-GASTEIZ: INSTITUTIONALISATION OF CITIZEN PARTICIPATION

SUMMARY

The institutions and citizens of Vitoria-Gasteiz in the Basque Country increasingly demand, and show commitment to, improvements in quality of life and sustainability in the city. This is illustrated by the network of civic centres, the Green Belt, improvement in water and waste management, changes towards sustainable mobility etc. and has been recognised internationally with the award for Vitoria-Gasteiz as the European Green Capital in 2012. Food and agriculture have been part of this through various events and existing experiences in the city (promoted both by civil society actors and by the Municipality itself), but was not explicitly addressed in policy. Therefore, the Zadorra Foundation and Slow Food Araba promoted in 2013 the beginning of a process of analysis and dialogue, resulting in the manifesto "Vitoria-Gasteiz, for a Sustainable Agri-Food System" and the City Council unanimously approved a motion to initiate the development of a Municipal Agri-Food Strategy Plan, through a participatory process. So far, a diagnosis of the food system has been made, and in 2016 a participatory process was initiated to define and prioritise objectives and lay the basis for different strategic lines of action.

CONTEXT: LONG TRADITION OF CIVIC PARTICIPATION

Vitoria-Gasteiz, is the capital of the province of Álava and of the Autonomous Community of Euskadi or Basque Country in Spain. It has a population of 247.820 inhabitants, and is located to the north of the Iberian Peninsula, with a microclimate characterised by cold and humid winters and relatively mild summers. It is a municipality with an urban zone surrounded by numerous rural nuclei that retain some administrative autonomy under the denomination of rural councils.

Vitoria-Gasteiz experienced strong growth following industrialisation since the 1950s, and Álava still occupies the first position of the 52 provinces of Spain in terms of GDP per capita. Since the mid-1980s, the number of socio-cultural facilities grew steadily in Vitoria-Gasteiz, which currently form an extensive network and offer a large number of services and activities. This goes hand in hand with a long tradition of citizen participation and environmental policies, focusing on the "peatonalisation" of the city centre, promotion recycling, reduction of water consumption, sustainable transport, the maintenance of the Green belt around the city, etc. As a result of these achievements, the city was awarded the European Green Capital 2012 award.

With an area of 276 km², the municipality of Vitoria-Gasteiz is the largest in the Basque Country, with forestry (41%) and agriculture (39%) most prominent. It counts with 383 arable, 67 livestock and 12 mixed farms. There is a growing interest in, and development of, organic production and direct marketing in the city, but this is still very minor compared to conventional, cereal and potato production for wholesale markets. As for food consumption, the Food Observatory of the University of the Basque Country (EHU-UPV) indicates that very unbalanced diets (deficient in fruits, vegetables and with surplus in animal protein) are widespread. At the same time, there is a growing sensibility and demand for quality, ecological and local food, from citizens of different sectors of the Vitorian society. Illustrative is the growth of the BioAlai consumer association promoting organic consumption, which was created in 1993 and currently unites more than 1.100 families.

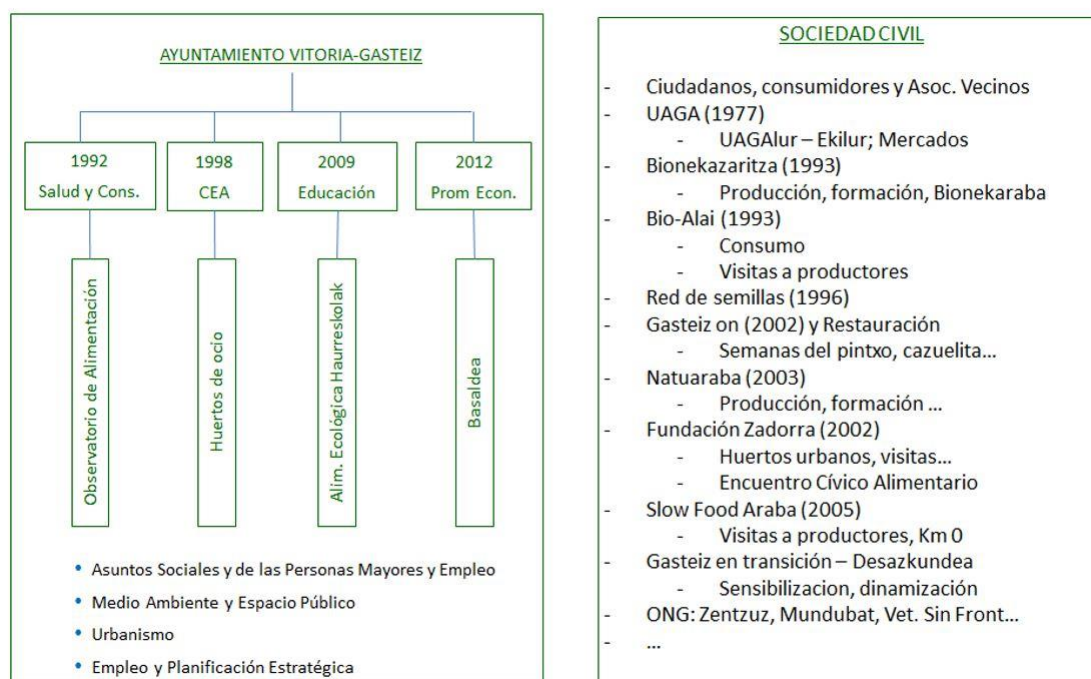
ACTIVITIES, STAKEHOLDERS AND RESULTS

Background and citizen participation

The current Agri-Food Strategy Plan of Vitoria-Gasteiz emerged as a result of an initiative by civil society groups and private citizens who are aware of the issues around food and seek and demand a move towards a more sustainable food system. Different associations with different objectives are working on food related issues in the city for quite some time already, like the Farmer's Union UAGA (founded in 1977), the Bio-Alai Association of Consumers of Organic Products (1993), the Associations of Organic Producers Bionekazaritza (1993), and Natuaraba (2003), the Zadorra Foundation (2002), Slow Food-Araba (2005), and other associations or NGOs like Zentzuz Kontsumitu, Intermon Oxfam, Veterinarians Without Borders, Mugarik Gabe, Desazkundera, etc. In the recent processes of change the leadership of the Zadorra Foundation and Slow Food should be recognised.

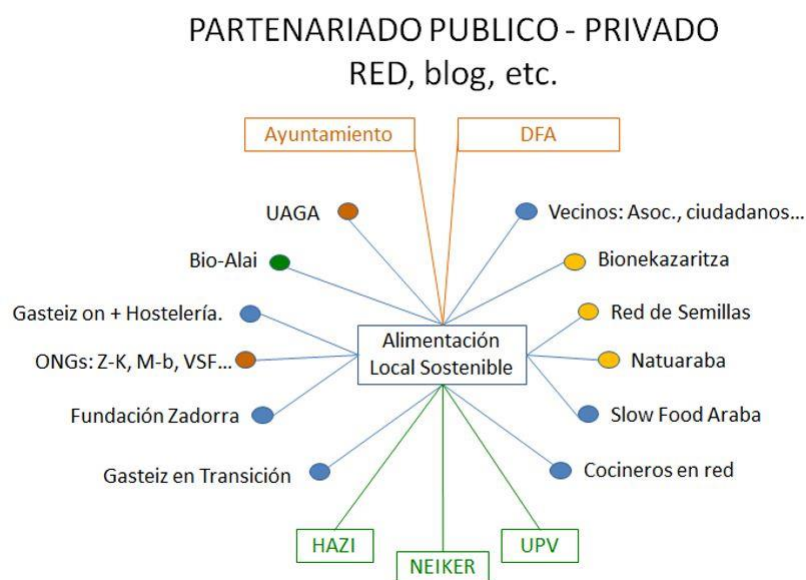
In particular the Zadorra Foundation emerged as a citizen's initiative in 2002 to strengthen sustainable local food through social participation in programmes with institutions and other social actors. Thereby it aimed to strengthen links between the city and its surrounding countryside, to develop local (preferably ecological) food consumption, and to promote the transition to an agro-ecological model of peri-urban agriculture and livestock farming. Slow Food, active in Álava since 2005, organises activities in and around Vitoria-Gasteiz raising awareness following its worldwide philosophy, promoting local quality products and supporting producers who take responsibility for the environment and biodiversity. Zadorra Foundation and Slow Food, organised a First Food Civic Encounter in 2007, which turned into an annual event. The objective of these meetings was and is to generate a space for reflection and awareness raising, and facilitate further development of a sustainable food system. Meanwhile, this event received economic and logistical support from the Municipality of Vitoria-Gasteiz, the Province of Álava and the Basque Government, and occasionally by other organisations (Neiker-Tecnalia, Itsasmendikoi, etc.). As early as 2008, the Zadorra Foundation organised a public discussion event together with the Centre for Environmental Studies (CEA) of the Municipality of Vitoria-Gasteiz about new, urban and territorial strategies to promote sustainable food systems.

Figure 1 Historical development of activities of Municipality and civil society converging in Agri-Food Strategy



The participation of Neiker-Tecnalia, the Basque Agricultural Research and Development Institute, in representation of the Department of Agriculture of the Basque Government in the European FOODLINKS project (2011-13) resulted in a growing activity and interest in the local and regional agri-food system. Additionally, it resulted in more analysis and case studies, and contributed to citizen participation as well as exposure to experiences of other cities and regions in Europe.

Figure 2. Relevant stakeholders and partnerships around Sustainable local food in Vitoria-Gasteiz



In the framework of the 7th Civic Food Encounter, organised in June 2013, workshops were organised around the topic "Ideas for a Food Strategy of Vitoria-Gasteiz", which resulted in the initiative to start developing a Food Policy Strategy. In the following year, nine meetings were held by a core promotion team (consisting of the Zadorra Foundation, Slow Food, Bio-Alai and Bionekazaritza), and several events open to a wider public were organised, in which various topics related to Sustainable Local Food were discussed which resulted in the manifesto "Vitoria-Gasteiz, towards a Sustainable Agri-Food System". The signatories called for stronger political commitment, but also expressed their commitment to actively participate. This improved the collaboration between government and civil society groups, and led to recognition by the local administration (the Municipal government and the Provincial government of Álava).

Political agreement

The City Council unanimously approved a motion in March 2014, to develop a Municipal Agri-Food Strategy Plan in collaboration with citizens, social organisations and all interested and related actors to this topic, and appointed the Centre for Environmental Studies to facilitate and coordinate this.

Diagnosis, validation and definition of the Action Plan

The technical work started with an assessment of the Agri-Food System of the municipality, resulting in the report "Towards a Sustainable Agri-Food Strategy for Vitoria-Gasteiz: Basic Materials for a Participatory Diagnosis". This was subsequently discussed in a participatory process in 2016, that included sessions on validation of the diagnosis; prioritisation of key objectives; several sectoral discussions on agriculture and livestock farming, food consumption and distribution and trade; and on next steps for action. The resulting document "Bases for the Construction of a Sustainable Agri-Food System for Vitoria-Gasteiz", reflects the consensual spirit of the process and provides a reference framework for joint action towards the desired agri-food model.

The validated assessment suggests that the local Agri-Food System needs to transform to a new model that gives answers and is capable to adapt to the challenges posed by the current environmental, social and economic crisis, amongst others by strengthening the connection between sustainable production and local consumption. For this the document includes 21 objectives in order of priority and more than 100 proposed lines of action. It constitutes the starting point for the further development of concrete actions that will realise the required transformation of Vitoria-Gasteiz's food system. Enhanced inter-institutional dialogue and coordination is essential to guide this transition, therefore the reference document calls for the establishment of participatory organisation such as a Food Policy Council for Vitoria-Gasteiz.

LESSONS LEARNED AND RECOMMENDATIONS

A full report on the process as described above, is available. It serves as a frame of reference for continued action and collaboration, and contains the full list of all participants and key stakeholders. Some important success factors for the ongoing food policy process can be characterised as follows.

- A long tradition of citizen participation and policies aimed at improving the quality of life and environmental sustainability in Vitoria-Gasteiz.
- A wide diversity of very active civil society organisations committed to the development of an agro-ecological approach to food production and consumption in the region.
- Well organised collaboration among all organisations in the drafting of the Manifesto, that made visible a shared and agreed vision on the needs and characteristics of a sustainable agri-food system.
- Responsiveness of political groups and full support of the City Council of Vitoria-Gasteiz, demonstrating a political awareness on the importance of the agri-food system for the Municipality as element for economic development, to protect the territory and to provide the population with healthy food.
- This broad political agreement resulted in a commitment to implementation agreements derived from the the document "Bases for the Construction of a Sustainable Agri-Food System for Vitoria-Gasteiz" and a future Agri-Food Strategy Plan of Vitoria-Gasteiz
- It also resulted in a commitment for the city of Vitoria-Gasteiz to adhere to the Milan Urban Food Policy Pact as instrument to work in networks with other local administrations.

The central key lesson from the experience in Vitoria-Gasteiz is the need for well-coordinated collaboration and shared leadership among local public administrations, citizens and civil society organisations.

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LOCAL CONTACT

Roberto Ruiz, NEIKER Basque Agricultural Research and Development Institute / Zadorra Foudation,
[rruiz@neiker.eus](mailto:r Ruiz@neiker.eus)

Maria de Santiago, Centre for Environmental Studies (CEA), Municipality of Vitoria-Gasteiz,
mdesantiago@vitoria-gasteiz.org

12. ZARAGOZA: REHABILITATION OF THE GARDEN CITY



SUMMARY

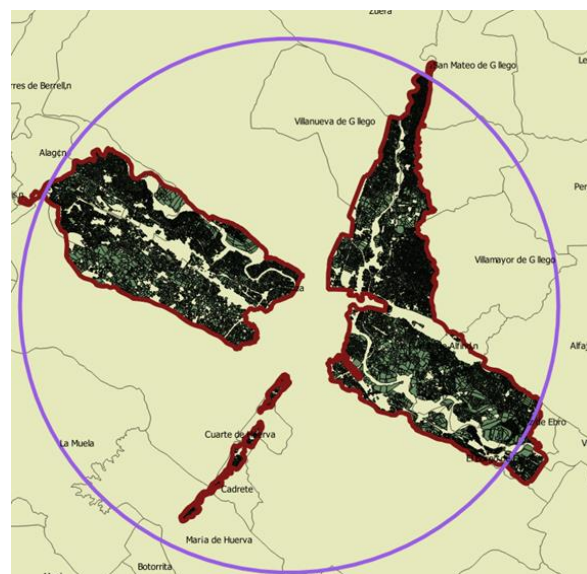
The city of Zaragoza, once known for its extensive gardens with fruits and vegetables, saw a decline of 90% of its gardens over the last three decades. This was due to the expansion of the city and uncontrolled real estate development in combination with pressures from the global agri-food system and effects of the EU Common Agricultural Policy (CAP). This led to a substitution of crops for human consumption by crops for agroindustry and animal farming (corn and alfalfa). Since the nineties of the last century, the municipality of Zaragoza promotes the revitalisation of its gardens, through a number of activities, such as ecological community gardens and an ecological market for its local producers. In 2012 a multi-stakeholder Platform for the Garden of Zaragoza was established that promotes the revitalisation of the gardens. These activities were facilitated further by the EU funded project "Huertas Life km 0", which ran from September 2013 to December 2016, and which included various actions like support to young farmers, improved access to land, sustainable public procurement and the development of local alternative food networks.



CONTEXT: GLOBALISATION OF AGRICULTURE

The city of Zaragoza is located at the confluence of the river Ebro and its tributaries, Huerva, Gállego and Jalón in Aragon, Spain. The city has one of the most extensive historic vegetable gardens in the Iberian Peninsula. However, from the middle of the last century the decline of its gardens began due to the expansion of the city and uncontrolled real estate development, combined with a change to the production of corn and alfalfa for export triggered by the globalisation of agriculture and the EU Common Agricultural Policy (PAC). These factors together led to a loss of 90% of horticulture in and around Zaragoza.

The current area of gardens in and around the municipality of Zaragoza amounts to 33.522ha (the area



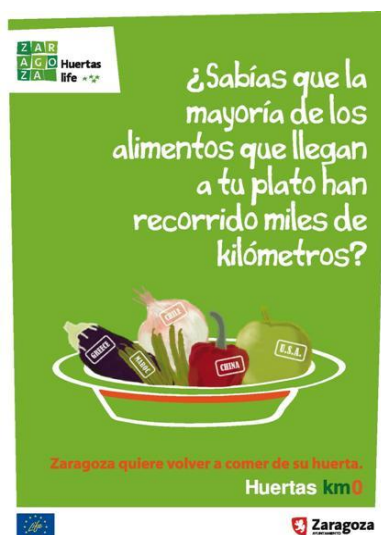
within the purple line on the map). The green coloured surface indicates the total area under irrigation (21.855ha). Of this area, only 2% is currently dedicated to fruits and vegetables. It has been calculated that Zaragoza can provide its nearly 700.000 inhabitants with around 6.000 ha under vegetables.

ACTIVITIES: THE HUERTAS LIFE KMO PROJECT

The project Huertas LIFE Km0 (an EU funded LIFE project) started in 2013, with the objective to enhance food sovereignty and to recover the fertile (peri-) urban lands of Zaragoza, the "Huerta de Zaragoza", by stimulating fruit and vegetable production for the local market. The application by the municipality to the EU was firmly supported by farmer groups, neighbourhood associations, and environmental groups. This citizen involvement and support was triggered by the fact that the project started at a time of economic crisis, with decreasing profit expectations in urban development as well as with a growing social awareness regarding economic development and consumption of ecological and proximity products. It was further facilitated by the Platform for the Huerta of Zaragoza that started in 2012.

As part of the LIFE project, a model of ecological production that supplies the city through short marketing circuits has been stimulated. This was done through the following actions:

- Green School km 0. This Agricultural School organised two training cycles for young farmers, both in agricultural techniques as well as in economic and social aspects, like starting a business. Start-ups coming out of this training receive guidance to make them a success.
- Land Bank. The Municipality acts as an intermediary between land owner and producer.
- Support in marketing both through the Agro-ecological Market and the opening of a post in a municipal market.



- Awareness raising campaigns. These are aimed at citizens, small businesses and the hospitality sector, to explain and promote the localised production-consumption model. In these campaigns, social and economic benefits, like job generation and health, and associated environmental benefits are highlighted. For example, the avoidance of chemical fertilisers or herbicides, or emphasising the proximity or short distances food travels, reducing energy consumption and contributing to the reduction of CO2 emissions, the improvement of water quality, as well as to the enhancement of wildlife and agricultural biodiversity.
- Network of AgroEco Cities: This European Network, comprises local administrations and social organizations from Bruges, Ghent, Liverpool, Bristol, Freiburg, Grenoble, Madrid, Zaragoza, Valencia, Las Palmas de Gran Canaria, Pamplona-Iruña and Lleida. In Spain, funding was obtained in 2017 for the creation of a National Network on Agroecology, initially formed by Madrid, Zaragoza, Valencia, Gran Canaria, Pamplona-Iruña , Valladolid, Prat de Llobregat and Lleida, and supported by the Entretantos Foundation.

The LIFE project ended in December 2016, but the Municipality of Zaragoza continues to support the main actions with its own resources, and is also seeking additional funding for some of them.

STAKEHOLDERS

The project was supported and regularly discussed in the multi-stakeholder Platform for the Huerta of Zaragoza. In addition, a Commission for Food Sovereignty was created, in the framework of the Commissions for Agenda 21 of the Municipality. These platforms are formed by different civil society groups and universities.

Collaboration agreements have been signed with the Farmers Union (Unión de Agricultores y Ganaderos de Aragón) and with the organisation CERAI (the Centre for Rural Studies in International Agriculture). Studies, field tests and promotion of local varieties were realised by the Germplasm Bank of the CITA (International Centre for Agri-Food Technology of the Government of Aragón) and the Seed Network of Aragón.

The University of Zaragoza collaborated in the study of how to reduce Carbon Footprints and further socio-economic research. And the Spanish Society of Ornithology and other nature organisations participated in the study of biodiversity in agricultural landscapes.

RESULTS AND IMPACT:

- Twenty-two jobs have been created in organic farming.
- A Network of Agro-ecological Gardens has been initiated by organic farmers from the surroundings of Zaragoza.
- The Agro-ecological Market, held in the Plaza del Pilar of Zaragoza, increased direct sales between producer and consumer, in number of stands, in frequency of transactions, and in space.
- A sales point for organics products was started in the regular, Municipal Market.
- An ecological plant nursery has been developed.
- A local brand of local agro-ecological produce has been created, which is submitted for approval.
- Two schools are buying products from the Huertas Network.
- The National and European Cities Network for AgroEco Cities were created.

MAIN FACILITATING AND CONSTRAINING FACTORS

Since the nineties of the last century, the municipality of Zaragoza promotes the revitalisation of its gardens, through awareness creation with the Archaeological School Garden Network. Also in the framework of the Ebropolis Society in 2000 the platform “Mesa de la Huerta” was established, which made a detailed diagnosis of the gardens and the fruits and vegetables sector. More recently a social movement emerged with for instance the Anti-GMO (genetically modified organisms) Platform and the multi-stakeholder Platform for the Huerta of Zaragoza, created in 2012, which lobbied with the Municipality for local ecological gardens. The Local Agro-ecological Market was a success and supported by various organisations and the Municipality.

The EU funded project “Huertas Life km 0” further strengthened this Municipal support and commitment, and allowed for various pilot demonstrations.

On the other hand, several measures which are part of the EU Common Agricultural Policy (CAP) still stimulate production of bulk products for the world market and prevent the further availability of land for local fruits and vegetables production.

LESSONS LEARNED AND RECOMMENDATIONS

In General

- There is a growing number of people that dedicate themselves professionally to Ecological Agriculture, which is stimulated and facilitated by the emergence of a new model of production and commercialisation. However, access to sufficient land is still a major obstacle.
- The citizen demand for quality products and for trust-based relations between producer and consumer, stimulates local Ecological agriculture.
- Branding of the local products is needed, as is the development of a framework for regulation and sanctioning.
- The initiated systems of commercialisation and cooperative models require further development, which is the main challenge once new organic producers are installed.



For other Cities and Regions it is suggested:

- Ensure that sufficient land available for trained producers willing to dedicate themselves professionally to organic farming. The establishment of a land bank can play a role in this.
- Continuous guidance of ecological production projects is initially required to guarantee social and economic viability.
- Citizen awareness campaigns are important to support changing consumption and food practices, and promote a favourable environment for such initiatives, which eventually should result in an increased demand for local and organic products.

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LOCAL CONTACT

Olga Conde, Responsible Environmental Education, Municipality of Zaragoza, olgconde@hotmail.com

Daniel Lopez, Entretantos Foundation, daniel.lopez.ga@gmail.com