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

About this study

This study has been commissioned by the Community of Practice on Food Systems Approach on the Ground (CoP-FSAG) of the One Planet network's Sustainable Food Systems (SFS) Programme.

The SFS Programme's CoP-FSAG is facilitated by the United Nations Environment Programme (UNEP) to connect different institutions that both promote and implement food systems approaches to deliver sustainable food systems on the ground. This study was conducted as a contribution to one of the CoP-FSAG's five working areas, which focuses on the promotion and sharing of knowledge, challenges and solutions in the implementation of systems-based policies and initiatives. Furthermore, the study also aims to start responding to the Multi-stakeholder Advisory Committee of the SFS Programme, which requested in its 13th meeting that the CoP-FSAG conduct a mapping of national SFS policies and to analyse their effectiveness. Finally, the study contributes to the vision and objectives of the One Planet network and its five-year strategy.[1]

This study was supported by WWF-Germany and the WWF network of teams 'Future Food Together: Transforming Food Systems in the Global South'. Future Food Together is a response to the urgent change that is needed in the way we consume and produce food. Future Food Together is engaged in the One Planet Network, providing support to WWF's co-lead role in the Sustainable Food Systems Programme and Multi-stakeholder Advisory Committee member role in the Consumer Information Programme.

This project is part of the German International Climate Initiative (IKI). The German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) supports this initiative on the basis of a decision adopted by the Federal Parliament (Bundestag).

Moreover, this project was also conducted as part of the Research Program on Agriculture for Nutrition and Health (A4NH) and received financial support from the CGIAR flagship program "Food Systems for Healthier Diets".

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[1] https://spaces.oneplanetnetwork.org/system/files/strategy_one_planet.pdf

About the One Planet network's Sustainable Food Systems Programme

This publication contributes to the One Planet network's Sustainable Food Systems (SFS) Programme's goal to accelerate the shift toward sustainable food systems using a holistic approach.

The SFS Programme is one of six thematic programmes formed to implement the commitments made as part of the 10-Year Framework of Programmes on Sustainable Consumption and Production Patterns (10YFP).[2] It is a collaborative multi-stakeholder partnership that promotes a systemic approach to accelerating the shift toward more sustainable food systems.

The SFS Programme brings together existing initiatives and partnerships working in related areas, highlights good practices and success stories, and builds synergies and cooperation among stakeholders to leverage resources toward mutual objectives and to minimize duplication of ongoing efforts.

The SFS Programme's work portfolio provides the basis from which the network can report on its progress to policymakers, UN officials, business leaders and the general public.

WWF, the Swiss Federal Office for Agriculture and the Costa Rican Ministry of Agriculture and Livestock are the current co-leads of the SFS Programme. The programme is supported by a Multi-stakeholder Advisory Committee (MAC) consisting of 20 members from five different stakeholder clusters. Furthermore, the SFS Programme currently has over 160 partners from all stakeholder groups around the globe.

More information, and ways to participate, can be found at:

https://www.oneplanetnetwork.org/sustainable-food-system

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[2] *The 10YFP was adopted by heads of state and government at the United Nations Conference on Sustainable Development (Rio+20). Responding to the call of the Johannesburg Plan of Implementation, they thereby strengthened their commitment to accelerate the shift toward sustainable consumption and production patterns. Sustainable consumption and production has been included as a stand-alone goal of the 2030 Agenda for Sustainable Development (SDG 12), and Target 12.1 calls for the implementation of the 10YFP.*

The Community of Practice on Food Systems Approach on the Ground (CoP-FSAG) of the One Planet network's Sustainable Food Systems Programme

The CoP-FSAG is part of the One Planet network's Sustainable Food Systems (SFS) Programme, and is formed by several of its members, comprising UN agencies, city networks, civil society organizations, governments and research institutes, and is facilitated by the United Nations Environment Programme (UNEP). The community of practice was formed during the development and launch of the SFS Programme tool Collaborative Framework for Food Systems Transformation.[3]

The CoP-FSAG aims to provide solutions; share knowledge, experiences and best practices; advocate; and mobilize resources toward a transition to SFS using a systems-based approach that enables the uptake of integrated food policies and initiatives and strengthens policy coherence.

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[3]https://www.oneplanetnetwork.org/resource/collaborative-framework-food-systems-transformation-multi-stakeholder-pathway-sustainable

Table of contents

Annexes	**168**

Foreword

We need food systems to survive. Likewise, they need nature to thrive. The negative impacts of our food systems – driving deforestation, degrading soils and causing biodiversity loss – are well documented. The latest figures on how food systems are also failing climate and people make it more urgent than ever to take action, to transform our food systems into nature-positive, net-zero emissions systems that provide everyone with decent livelihoods as well as healthy and nutritious food.

In 2020, as many as 811 million people went hungry – an increase of more than 100 million on the previous year. Estimates of food loss and waste have been updated, showing that more than 2.5 billion tonnes of food go uneaten each year – 40 per cent of all food produced. Uneaten food alone accounts for up to 10 per cent of all greenhouse gas emissions. In an increasingly urbanized world, it is no longer enough to optimize production systems, we urgently need to promote sustainable consumption patterns and ensure efficiencies throughout the food system. Our continued and increased emission of potent global warming gases leaves us on the brink of a climate catastrophe. The IPCC has stated that we can no longer avoid an increase in the global temperature over the next three decades. But there is a small window to avoid the worst impacts on people and nature, if we take action now.

In the course of this year, critical decisions are being made about nature, climate and human health that will shape the world for decades to come. Major international fora like the UN Food Systems Summit and conferences of the UN Conventions on Biodiversity, Climate and Desertification and Drought provide an opportunity to align top-level priorities and commitments. Several agreements will be finalized, including the Global Biodiversity Framework, while countries have established their National Pathways to Sustainable Food Systems and will update their Nationally Determined Contributions to the Paris Climate Accord.

These agreements and frameworks are critical. However, we must concurrently explore how inclusive governance models can serve as transmission mechanisms to drive action on the ground – in all countries, regions, cities and communities.

Through the Action Tracks initiated by the UN Food Systems Summit, thousands of people and organizations have banded together to debate the critical areas of transformation within our food systems. From these discussions, coalitions and hubs emerged to drive implementation and take accountability for action long after the summit concludes. Governance emerged as a major theme. There is an increasing consensus that we need inclusive governance models that bring together all food systems actors to promote collective negotiation, implementation and evaluation while building a shared understanding of synergies and trade-offs among diverse sectors, jurisdictions and stakeholders.

The timing of this report is opportune. It not only confirms the importance and value of inclusive multi-stakeholder governance mechanisms but also outlines the characteristics that drive success, based on the study of 10 outstanding cases. The report provides a framework that will help collaboration across food systems actors be as impactful as possible – be it in policy design, implementation, evaluation or fundraising. The latter is absolutely necessary to ensure that power imbalances are addressed and that the voices of the under-privileged and under-represented – smallholders, women, indigenous peoples, local communities, young people, poor consumers and others – are continuously raised. Food producers are some of our most important environmental stewards and they must be part of decision-making at all levels. Likewise, consumers must also play an active role in the governance of food systems, as their food choices can drive changes in food production, processes and supply chains and thus play a decisive role in achieving healthy and sustainable food systems.

Inclusive decision-making aligns with the missions of WWF, the United Nations Environment Programme and the Alliance of Bioversity International and CIAT. We look forward to working together and with other stakeholders across food systems in cities, regions and countries to build more and better governance mechanisms that are diverse, representative and impactful. Only by doing so can we achieve food systems transformation at the scale and with the urgency needed to provide everyone with enough healthy and nutritious food, limit global warming and reverse biodiversity loss. Together it is possible.

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Acknowledgements

List of acronyms

AFPC	Antananarivo Food Policy Council
ANFAB	Asociación Nacional de Fabricantes de Alimentos y Bebidas (National Association of Manufacturers of Food and Non-Alcoholic Beverages)
BAQ	Banco Alimentario de Quito (Quito Food Bank)
CNA	Conseil National de l'Alimentation (National Food Council)
CoP-FSAG	Community of Practice on Food Systems Approach on the Ground
CRFS	City Region Food System
CSAM	Conseil du Système alimentaire montréalais (Montreal Food System Council)
CSO	Civil society organization
CUM	Comité de Usuarios de Mercado (Market Users' Committee)
EBT	Electronic benefits transfer
FIGs	Food Interest Groups
FPC	Food policy council
FSSAI	Food Safety and Standards Authority of India
GLA	Greater London Authority
GMO	Genetically modified organism
HIAS	Hebrew Immigrant Aid Society
LA	Los Angeles
LAFPC	Los Angeles Food Policy Council
LFB	London Food Board
MAC	Multi-stakeholder Advisory Committee
MESSE	Movimiento de Economía Social y Solidaria (Social and Solidarity Economy Movement)
MFSC-LPZ	Municipal Food Security Committee of La Paz
MSM	Multi-stakeholder mechanism
MUFPP	Milan Urban Food Policy Pact
NEFSALF	Nairobi and Environs Food Security, Agriculture and Livestock Forum
PAQ	Pacto Agroalimentario de Quito (Quito Agri-Food Pact)
PNA	Programme national pour l'alimentation (National Food Programme)
PNNS	Programme national nutrition santé (National Health and Nutrition Plan)
RIMISP	Centro Latinoamericano para el Desarrollo Rural (Latin American Center for Rural Development)
RUAF	Global Partnership on Sustainable Urban Agriculture and Food Systems
SAM	Système alimentaire montréalais (Montreal Food System)
SDG	Sustainable Development Goal
SFS	Sustainable food systems

Executive Summary

One of our leading global challenges is providing healthy diets to the world's population while staying within planetary boundaries. The task is immense and even more daunting in the context of fast population growth, urbanization, changing consumption patterns, climate change and the depletion of natural resources. In the past, interventions in our food systems led to some positive results but also resulted in negative trends, such as an increase in unhealthy diets with low nutritional value, limited access of small-scale producers to viable markets, food loss and waste, food safety hazards, health issues, and an increased ecological footprint and natural resources depletion.

There is an increasing consensus within the international community that countries need to adopt a systems approach to food policies if they are to be successful in tackling intertwined, persistent and worsening problems of food insecurity, climate change, resource use, poverty and health. A food systems approach broadens the viewpoint and includes the integrative nature of the food system rather than looking at it as separate pieces or sectors. It promotes integrated and coherent policy-making to align different policy agendas and cross-cutting issues (e.g. agriculture, environment, trade, health, food safety) to better meet the needs of food systems actors and support multiple sustainable food systems outcomes (environmental, socio-economic and health).

To apply a food systems lens to their policies, governments must rethink food systems governance and institutional arrangements to promote inclusive collaboration, embracing a variety of voices (from different types of actors and agendas) instead of individual and sectoral perspectives. In addition to bringing all relevant actors together, various levels of governance need to be involved (from national to sub-national, cutting across administrative borders).

Governments also need to increase their capacity to undertake holistic assessments of food systems issues and engage in strategic decision-making, acknowledging interlinkages between various sustainability interventions along the entire value chain (from food production to consumption and to waste issues) and balancing the inevitable trade-offs between outcome goals.

In this context, multi-stakeholder mechanisms (MSMs) constitute an important element for embedding collaborative and coordinated food systems approaches in policies. In this report, the term "sustainable food systems multi-stakeholder mechanism" (SFS MSM) refers to a formal or informal participatory governance mechanism or collaborative arrangement that brings together diverse food systems actors (e.g. government, private sector, NGOs, farmers) with different food-related agendas (e.g. environment, health, trade, agriculture), from all stages of the value chain (from production to consumption), in an inclusive way to collaborate in pursuit of sustainable food systems.

In practice, SFS MSMs vary in their forms (e.g. food policy councils, food security committees, sustainable food labs), their durability (permanent or ad hoc), legal status (whether or not they are created by a governmental decree) and representativeness (level of government and stakeholder participation). They can also operate at different scales (e.g. municipality/county, department/province, multiple departments/provinces, national), and their roles and mandates remain diverse. These groups usually convene stakeholders to share perspectives on food systems challenges, develop innovative solutions and influence food-related policy-making and planning. They are also increasingly involved in policy implementation.

In recent years, food councils or similar structures have emerged at sub-national level. This has been followed by a rise in the importance of the urban food agenda and supported by the work of many international initiatives.[4] At national level, there is less evidence of how such mechanisms are emerging to complement efforts made by governments to decouple economic development from environmental degradation while ensuring the provision of and access to nutritious and sustainable food for their populations. The emergence of SFS MSMs raises questions regarding the extent of their benefits, limitations and performance. They are a means rather than an end to achieve sustainable food systems. Evidence and data about their characteristics, effectiveness and results remain vague and fragmented.

Against this backdrop, this study sought to identify, study and analyse national and sub-national SFS MSMs to understand and share their contribution to embedding a food systems approach in policy-making processes that support the transition toward sustainable food systems.

This report on SFS MSMs intends to:

► Fill the aforementioned knowledge gaps to contribute to the aim of the One Planet network's SFS Programme to support the shift toward sustainable food systems through a holistic approach;

► Contribute to the efforts made by the Community of Practice on Food Systems Approach on the Ground (CoP-FSAG) to translate food systems approach theory into practice;

► Contribute to the UN Food Systems Summit 2021 and other relevant multilateral forums, at the sub-national, national and international level, by providing important insights on how multi-stakeholder governance can support the five defined action tracks;

► Provide a knowledge product and a technical tool with important lessons learned from the 10 SFS MSMs studied, which can be used to inform and encourage countries and cities to advance MSMs as an element of sustainable food systems;

► Provide an increased knowledge base regarding SFS MSMs and the broader governance structures and arrangements in which they operate.

Ten outstanding cases were selected and studied, three at national level: **France**, **Denmark** and **India**; and seven at sub-national level: **Ghent**, **London**, **Montreal**, **Los Angeles**, **Quito**, **La Paz** and **Antananarivo**. The individual summaries of the case studies can be found in Chapter 3.

The research also included a comparative analysis on the structures and governance models, policy formulation and implementation processes, and effectiveness of the 10 SFS MSMs. The complete comparative analysis can be found in Chapter 2.

The study's findings are based on secondary data from a literature review, and primary data coming from semi-structured interviews and two surveys.[5] The first survey, conducted with the SFS MSMs' representative (focal points), gathered key and basic information about the selected SFS MSM (e.g. structure, governance). The second survey, conducted with stakeholders, captured the perceptions of different stakeholders about various aspects of the selected SFS MSMs, such as the quality of dialogue and leadership, the capacity to foster participatory and inclusive processes and perceived achievements and challenges. A total of 121 stakeholders – from 10 countries, 102 organizations and 7 constituencies (types of organizations) – completed the surveys.[6]

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[4]*Examples include the New Urban Agenda, the Milan Urban Food Policy Pact, FAO-RUAF partnership, C40 and the ICLEI network.*
[5]*See Annex 1 for a detailed description of the study's methodology.*
[6]*See Annex 4 for a detailed analysis of the survey's participants.*

Image credit: Alice Young by Unsplash

Main findings

1. Foundational and structural factors

It takes more than political will to create an effective SFS MSM. In the majority of the cases studied, it was the convergence of several factors that led to the creation of the SFS MSM: political will; the passage of a policy, law or regulation stipulating the creation of a food multi-stakeholder platform; the presence of a perceived food insecurity problem in the country or city; and/or a strong social movement advocating for improvements in food-related issues. There was usually a "champion", generally a member of the government, advocating for the creation of the SFS MSM.

Building successful collaboration takes time. It took from one to four years to establish the SFS MSM for the majority of the cases studied. A history of prior collaboration between the stakeholders seems to be a strong driver of successful SFS MSMs.

Funding is crucial. Most of the cases studied have a regular budget, which has undoubtedly been key to their success. There are notable funding differences between the North and the South, which might partially explain differences in achievements and results.

Institutionalization is pivotal. All the 10 cases studied reported some level of formalization in their legal status, and they all have structural autonomy, maintaining close collaboration with public officials.

Connecting at different levels promotes a greater impact. The national-level cases studied also operate at regional and city level in collaboration with municipalities, additional stakeholders and networks. Likewise, the majority of the sub-national cases have a geographical scope that goes beyond the limits of the city, to include a city-region or sub-regional focus. Additionally, the SFS MSMs establish connections with similar structures and networks at different levels. These connections seem to increase their outreach and impact.

2. SFS MSMs roles and thematic areas

Key roles played. The key roles played by the SFS MSMs studied for this report are networking, policy formulation, new collaborations and advocacy. In particular, lobbying and advocacy, aimed at influencing decision-makers in relation to food-related policies, are at the heart of an SFS MSMs work.

SFS work still dominated by agriculture, but there are winds of change. Key food systems priorities that have been addressed so far by the SFS MSMs studied are mostly agriculture-related, with local production and peri-urban farming being the most frequent "hot topics". These are followed by sustainable diets, food diversification, food environments, food security and poverty. Although environmental and nutrition/health-related topics have not yet featured prominently, they are mentioned in most food policy documents developed by the SFS MSMs, and in the issues that stakeholders think should be prioritized in the coming years.

Growing uptake of the food systems approach. The food systems approach (see definition in Section 2.1) is the main conceptual framework used by the SFS MSMs studied. Participants believe that this approach is understood by the majority of stakeholders and that its uptake is high, in particular with regard to the level of inclusion of the environmental angle in the SFS MSMs' work.

3. The "rules of the game": governance and dialogue

A wide spectrum of stakeholders and strong government support. A large majority of the SFS MSMs studied include more than 16 stakeholders, with half of them having over 31 participants. In general, all food systems actors (sectors, constituencies, activities) are represented. Nevertheless, participants are usually selected by the focal point or coordinator, which might entail a bias in deciding who will be part of the mechanism. Some stakeholders argue that it is still necessary to include the voices of more disadvantaged and informal actors at the grassroots level for increased representativeness and legitimacy.

Relevant goals, plans and strategies. In general, the cases studied clearly identify and articulate their vision, mission and goals; they have well-defined policy and advocacy priorities, either as part of a plan or as an overall strategy. This is considered an important element for their effectiveness and the achievement of results.

Principles for democratic multi-stakeholder governance. The vast majority of the SFS MSMs studied have adopted multiple good governance principles, and most participants believe these principles are applied and respected.

The balance of power: the elephant in the room? Although all the SFS MSMs studied have established mechanisms to put their good governance principles into practice, only a few have established procedures to address power relations and power imbalances, and

to manage conflicts of interest. The inability to manage power imbalances is one of the main challenges and criticisms of multistakeholderism, questioning its legitimacy for good governance. This seems to be a pending task for the majority of SFS MSMs in question.

Procedures to collaborate and navigate difficult dialogue. In addition to formal meetings, interaction between stakeholders happens in all kinds of formal and informal settings and ways, following a complex pattern of personal and professional relations and networks. In order to have inclusive and constructive dialogue, a facilitator is appointed for each meeting in almost all the SFS MSMs studied. The overall perception of the quality, inclusiveness and effectiveness of meetings and dialogue is positive.

4. Stakeholder engagement

High level of participation, diverse forms of engagement. The stakeholders are highly engaged, and plenary meetings are the preferred way to participate in the SFS MSM. Additionally, the public and private sector representatives engage more frequently than the other stakeholders in verbal exchanges. This could reflect a more active use of (informal) lobbying and information collection and exchange to advance their interests and influence the agenda and the priorities of the SFS MSM.

Participation influenced by the power of money. In most cases, stakeholders' participation is financially supported by the organization to which they belong, which may deter the participation of groups with limited financial resources. This finding suggests it would be beneficial to put in place funding mechanisms to support the participation of disadvantaged groups, who tend to have less power and influence in decision-making.

Strong motivations and political buy-in. The stakeholders' main motivations for participating in the SFS MSM are networking, being updated on food-related topics in their city/country, and learning. In general, stakeholders feel that their involvement in the SFS MSM is worth the time and effort, and they perceive a good level of participation, endorsement and support from the government, including from high-level representatives. The general level of stakeholder engagement is high, with a lower perceived level of engagement and a higher perceived resistance to transformative change in the case of the private sector and farming representatives.

Effective collaborative leadership is paramount. Stakeholders' perceptions regarding leadership of the SFS MSMs are generally positive, with the exception of the leadership's perceived ability to manage

disagreements and power relations. This suggests that even successful SFS MSMs can still improve their leadership and governance arrangements to level the playing field for all participants, create safe spaces for disadvantaged groups and avoid replicating unequal power relations in the food systems they aim to transform.

5. Lessons learned from policy formulation and implementation

A twofold success in embedding the SFS approach in policy processes. All the SFS MSMs studied, with the exception of Eat Right India and the Antananarivo Food Policy Council, have led and/or informed the formulation of at least one key food policy, regulation, strategy, action plan or roadmap for sustainable food systems. In the majority of cases, this policy has been enacted by public authorities and thus recognized as the official policy document for sustainable food systems development in the country or city. In addition to their contribution to food policy formulation, the SFS MSMs have also contributed to and/or included food topics in other related agendas and policy processes, in particular those related to climate change, environmental issues, and territorial and urban development. This is what "adopting a food systems approach" is about: not only formulating a sustainable food policy, but also having policies in different areas (e.g. agriculture, fisheries, environment, public health) that take a more holistic view and are better coordinated to avoid incoherent policies.

The first step: a holistic participatory food systems diagnosis. In the majority of the cases studied, a participatory assessment was conducted to understand the functioning of the food system in the given geographical context, in particular to inform food policy-making.

A whole-of-society approach advanced through innovations in policy formulation. All SFS MSMs engaged in policy development use a blended approach to inform food policy formulation, combining deliberative and participatory democracy methods. The first phase of the process usually includes broad public consultations through open, self-selected participation. In a second phase, the SFS MSM stakeholders engage in internal deliberation to develop final policy proposals and recommendations. The methodologies and tools used to foster participation show a high level of innovation, varying from case to case and depending on the policy at hand.

SFS policy priorities and management of trade-offs. Policy priorities are usually based on the food systems diagnosis, while government concerns are also taken into account. Differences in stakeholders'

representation and power seem to affect the levels of influence when defining the policy focus areas. Dialogue to find common ground, compromise, negotiation and consensus are used to navigate controversial and complex topics, and to manage trade-offs between the different sustainability dimensions of the food system. When win-win decisions are not possible, economic interests seem to prevail over other aspects such as the environment and people's health. The private sector is usually blamed for this, and also perceived as the stakeholder group with the strongest agenda-setting influence and the highest resistance to transformative change.

Key topics addressed and main characteristics of the SFS policies. The main topics prioritized in the food policies are "sustainable diets, food diversification and food environments" and "local food production and (peri-)urban farming". These two priority issues are followed by "nutrition and health", "sustainable food production", "food loss and waste", "environmental degradation and climate change" and "food security and poverty". The SFS policies are perceived as holistic and acknowledge the full spectrum of food systems issues at stake. Environmental sustainability has been integrated in the majority of the cases studied, and the policies reflect the jointly identified priorities and establish adequate objectives, activities and expected results.

Implementation of the SFS policies. The 10 cases participate to some extent in the implementation phase of food policies. The level of engagement varies greatly, from an active role in coordinating activities and managing the budget (as in the case of Ghent), to only implementing some communication activities and occasionally conducting monitoring and evaluation (as in the case of Quito). The most common roles played by the SFS MSMs in relation to policy implementation are communication, implementation of activities, and monitoring and evaluation, followed by project management and coordination of activities.

6. Perceived achievements and challenges

Perceived achievements. Participants indicate that "networking of food stakeholders" is the key achievement of their SFS MSM. Networking increases connectivity among food systems actors and their capacity for action. In recent assessments of the impacts of COVID-19 responses, this networking facilitated swift action and was important in achieving immediate food distribution, local marketing and other related measures. "Policy formulation" follows as a key achievement, both in terms of "formulating an SFS policy" as well as in "providing input for the mainstreaming of food into other related policy

processes". Not surprisingly, "addressing food systems trade-offs" is not recognized as a key achievement of the SFS MSMs. Stakeholders believe that their SFS MSM has been successful in terms of meeting the health and nutrition needs of the most vulnerable, but perceptions are mixed when it comes to the responsiveness of the SFS MSMs in supporting effective decisions and interventions in the context of COVID-19.

Perceived drivers of collaboration and success. Four key elements are perceived as key drivers of successful multi-stakeholder collaboration: the balanced representation of all food systems actors; the conducive leadership and governance; the trust built upon many years of networking and collaboration; and the perceived political support.

Perceived challenges. The main challenge reported by SFS MSMs is ensuring financial stability. Additionally, participants identified low political support and the limited time to engage in additional activities as major obstacles faced by their SFS MSM. Frequent changes in the SFS MSMs participants could also hinder progress.

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Introduction

1. Multi-stakeholder mechanisms and participatory governance

1.1. Benefits and limitations of multi-stakeholder governance

The increasing complexity of the global problems facing humankind and the lack of effectiveness in addressing them have prompted national and sub-national governments to explore new approaches to policy-making. Evidence shows that participation can provide better policies, strengthen democracy and build trust (OECD, 2020).

In recent years, interest in and support for **participatory governance** has grown. The term "participation" can be defined as "the process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them" (Bhatnagar et al., 1996). It is used to cover a very wide range of disparate activities and can convey different meanings (Pateman, 2012). The central assertion is that legitimate policy decisions should involve those affected by them, not just experts or elites (Dryzek (2001) and Leighninger (2006), both cited in Hendriks, 2017). Participatory processes are also useful in accessing people's

knowledge and resources, and in encouraging cooperation and efficient implementation of policies (Hendriks, 2017). However, participation is not the same as consultation and listening. It requires processes in which the stakeholders themselves generate, share and analyse information, establish priorities, specify objectives, develop and sometimes also implement strategies (World Bank, 1996).

Since the 1990 "deliberative turn" (Dryzek, 2002), deliberation is an increasingly used form of participation (Pateman, 2012). The central idea behind **deliberative governance**[7] is that relatively small but representative groups of people (e.g. institutions, agencies, groups, activists) can achieve better deliberation and results than large numbers of people. Deliberative processes include citizens' assemblies, juries, panels, boards and councils. In these processes, stakeholders spend time learning and collaborating to develop informed collective recommendations for public authorities. These structures and processes are rooted in the democratic principles of deliberation, representativeness and impact (OECD, 2020). Deliberation requires specific conditions for participants

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[7] *In democratic theory, the participatory democracy approach involves large numbers of people in political processes, ideally the entire citizenry, i.e. everyone affected by a particular decision. In contrast, the deliberative democracy approach involves relatively small (but representative) groups of people, in order to achieve deep deliberation (difficult among large numbers of people). There is generally a trade-off between large numbers of participants and in-depth participation.*

to engage in real dialogue to carefully and openly discuss and weigh up evidence about an issue. For example, trust in established processes and the ability to express views openly are paramount. These can be hindered by power asymmetries, one of the difficulties most frequently cited in achieving effective deliberation when participants have very different power sources (OECD, 2020). This issue will be addressed later in this report (see Chapters 3.4 and 4.2).

Multi-stakeholder governance is one kind of deliberative governance. It is increasingly recognized as one way forward in the participatory governance of complex global challenges (Gleckman, 2018), such as achieving sustainable food systems. It has gained recognition since the World Summit on Sustainable Development in Johannesburg in 2002.[8] One assumption behind multistakeholderism is that multiple "stakeholders" are legitimate actors in governance (Gleckman, 2018). Moreover, it is commonly believed that different groups can share a common problem or ambition, while having different interests, perspectives or "stakes", and that by bringing these stakeholders together to work collaboratively, they can make concerted decisions and take action for their common good (Brouwer et al., 2019). In multi-stakeholder governance structures, each stakeholder contributes with its experience, knowledge and expertise (Brouwer et al., 2015).

Multi-stakeholder governance is usually fostered within a broader **whole-of-society approach**. This approach acknowledges the contribution of, and important role played by all relevant stakeholders, including individuals, families and communities, intergovernmental organizations and religious institutions, civil society, academia, the media, voluntary associations, the private sector, and industry, regardless of whether they work collaboratively and co-create, or whether they choose to work independently or get involved in different ways. Different levels of participation are therefore possible when striving to engage the whole of society (informative, consultative, direct involvement, partnerships and empowering) (OECD, 2019). Nevertheless, this approach recognizes the need to further strengthen the coordination of stakeholders in order to improve the effectiveness of policies and interventions (WHO, 2012). Supporting a whole-of-society approach can be done directly, by engaging different stakeholders in the preparation, implementation and monitoring of strategies, programmes or projects, and it can also be done indirectly, by creating an enabling environment for stakeholders to contribute to development on their own (OECD, 2019).

Some authors point to the limitations of deliberative multi-stakeholder governance, and claim that multistakeholderism poses a challenge to democracy, the legitimacy of governance, the protection of common goods and the defence of human rights (McKeon, 2017; Gleckman, 2018). They argue that the rise in this new form of governance is accompanied by a proliferation of formats and instruments not founded on the principles of inclusive democracy and accountability (Evans, cited in Gleckman, 2018).

One problem stems from viewing the various stakeholders, who have differences in authority, legitimacy, interests and power, as equals. Typically, the public sector and civil society organizations work for the common good, while the private sector primarily pursues economic profit. Stakeholder selection and participation is a political process, with implications for the work of any multi-stakeholder initiative (Buxton, 2019). That is why multi-stakeholder mechanisms have been accused of ignoring differences in identities, interests, roles and responsibilities and of replicating power imbalances from the broader society (McKeon, 2017). Even when traditionally excluded groups achieve representation in these structures, legitimate multi-actor deliberation needs appropriate support

Image credit: © James Morgan / WWF-US

measures, mechanisms and safeguards for those who do not have the time, resources or capacity to participate, to ensure their meaningful engagement (McKeon, 2017). Otherwise, these representatives may be more figureheads than actors with real voice and agency. According to Buxton (2019), the quality of participation and the ability to hold other relevant actors accountable have been considered weak in multi-stakeholder mechanisms. Additionally, the participation of civil society organizations has recently come under scrutiny, criticized for being driven by large "Northern" NGOs that do not represent the concerns of the Global South or marginalized groups (Buxton, 2019). Furthermore, some authors argue that these structures privilege private interests and legitimize increased corporate involvement in global governance (Bäckstrand et al., 2010; Buxton, 2019).

If development is to achieve equal opportunity for all, it must allow for equal agency for all stakeholders, in particular for poor and marginalized people (Rao and Walton (2004), cited in World Bank, 2011). However, truly participatory governance, guaranteeing the protection of human rights against the abuse of power, is an ideal and, in reality, we only find approximations of this ideal (World Bank, 2011). Although the multi-stakeholder model is certainly not perfect, a growing body of evidence shows that multi-stakeholder governance with core democratic values and appropriate mechanisms to ensure the equal representation and engagement of all stakeholders can be successful in addressing complex issues in an inclusive way and can achieve long-term positive results in specific contexts. Deliberation is increasingly recognized as a good option to include marginalized voices, and to provide citizens with voice and agency (World Bank, 2011).

One of the most successful examples comes from Porto Alegre, Brazil, where citizens are involved in allocating part of the public budget (Baiocchi (2003), cited in World Bank, 2011). In China, local spending priorities are determined through deliberative polls (Fishkin (2008), cited in World Bank, 2011). In India, local deliberative forums, anchored in the Constitution, provide platforms for all citizens to participate in local decision-making. These deliberative gatherings provide a chance for poor and disadvantaged people to be part of a public dialogue from which they have historically been excluded. Research by the World Bank's Development Economics Research Group has found that they have helped to level the playing field by providing a voice to those who usually do not have one (World Bank, 2011).

It is clear that deliberative processes and multi-stakeholder governance are not a panacea, and they do not address all of the democratic and governance challenges. Nevertheless, according to OECD evidence (2020) and existing scholarship, deliberative processes work well for:

- **values-driven dilemmas**, when they encourage active listening, critical thinking and respect between participants and create an environment that enables participants to find common ground;

- **complex problems that require trade-offs**, when they provide participants with time to learn, reflect and deliberate and with access to evidence and expertise from the different stakeholders;

- **long-term issues**, when they are designed in a way that removes short-term interests, incentivizing participants to act for the benefit of the common good.

Definitions

Stakeholder designates any person or group who has a stake, i.e. an interest in an issue, generally because it is affected by or can affect the situation or issue at stake (HLPE, 2018). Key stakeholders governing food systems can include all levels of government, the private sector, international donors, NGOs, marketing and distribution networks, traders' associations, farmers, community and consumer groups. The term "stakeholder" hides important differences existing in terms of rights, roles, responsibilities, interests, motivations, power and legitimacy (Nyéléni (2007) and McKeon (2017), both cited in HLPE, 2018). That is why these authors call for the use of the term "actors". They argue that, from a human rights perspective, a fundamental distinction is to be made between citizens as "rights-holders" and "duty-bearers" that have the obligation to respect, protect and fulfil the right to adequate food (Mechlem (2004), UNHCHR (2006) and McKeon (2017), all cited in HLPE, 2018).

Governance can be defined as "the range of political, organizational, and administrative processes through which stakeholders (including citizens and interest groups) articulate their interests, exercise their legal rights, take decisions, meet their obligations, and mediate their differences" (Bakker et al. (2008), cited in Smit, 2016). Using a **multi-stakeholder governance lens** is essentially about understanding these stakeholders, their roles, their interests, the relationships between them, and in particular the distribution of power. Power is not evenly distributed, and this affects decision-making. There are particular centres or nodes with concentrations of power where knowledge, capacity and resources are mobilized to manage the course of events. These governance nodes impact food systems through a range of "formal" and "informal" decision-making and regulatory processes (Smit, 2016). In practice, multi-stakeholder governance consists of bringing multiple stakeholders together (including vulnerable and marginalized groups) to participate in dialogue, decision-making and the implementation of responses to jointly perceived problems. The principle behind such a structure is that if enough input is provided by multiple types of actors involved in an issue, the eventual consensual decision

gains more legitimacy, and can be more effectively implemented than a traditional state-based response. Collaboration is needed to minimize trade-offs and overcome polarization and traditional power dynamics (OECD, 2001 cited in UNEP, 2019a).

Agency refers to the capacity of citizens to take on and seek to resolve (not just participate in) traditional public policy problems. Agency is understood as a shared responsibility for social problems, the performance of tasks to address these problems, and deliberation over how to proceed. It entails regular power sharing. Agency is thus manifested by substantive, not symbolic, citizen contributions to a collective decision or public policy (Hendriks and Dzur, 2018). In the context of food systems and food security and nutrition, agency refers to the capacity of individuals or groups to make their own decisions about what food they eat, what food they produce and how that food is produced, processed and distributed within food systems. It also refers to their ability to engage in processes that shape food systems policies and governance. The protection of agency requires socio-political systems that uphold governance structures that enable the achievement of food security and nutrition for all (HLPE, 2020).

1.2. Defining multi-stakeholder mechanisms

Multi-stakeholder mechanisms (MSMs) are participatory decision-making mechanisms created for joint policy-making (and usually also for some degree of policy implementation) between all relevant stakeholders. They have been credited with closing the participation and implementation gap and there is increasing evidence showing that they can minimize trade-offs and overcome polarization and power dynamics via consultation, deliberation and collaboration (OECD, 2020).

MSMs can take different shapes and formats and the stakeholders involved may also differ (who, how many and how they are selected). They can also

use a variety of tools and practices to foster (wider) participation (e.g. consultations, meetings, debates), and operate in a broad range of political economy settings, leading to different results.

The majority of MSMs use a combination of deliberative and participatory democracy approaches.[9] They are usually composed of a relatively small group of stakeholders, but can engage wider audiences, even the entire citizenry, at particular stages of the policy cycle. Many authors (Elstub (2018), Bouricius (2014) and Schecter and Sullivan (2018), all cited in Carson and Elstub, 2019) support this blended approach. Deliberation requires that participants first become well informed about the topic, then consider different perspectives, in order to finally arrive at a public judgement about what they can agree on.

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[9]*Deliberative democracy and participatory democracy are two forms of citizen participation. Both terms refer to the direct involvement of citizens in political decision-making, beyond choosing representatives through elections. The main differences concern: (a) the number of participants; (b) the type of participation; and (c) how participants are selected.*

This is considered to lead to more informed and rounded public opinion, and better decisions (Carson and Elstub, 2019).

From a practitioner's perspective, one essential point of analysis is to understand the elements of democratic governance embedded in the MSM from a bottom-up perspective (Gleckman, 2018).

1.3. Multi-stakeholder mechanisms – key characteristics and challenges

In practice, MSMs are very diverse and evidence of their effectiveness is mixed. Like other multi-stakeholder endeavours, they vary from short-term consultation processes to multi-year undertakings. Some are highly structured and backed by formal arrangements, while others are much more informal. They can be initiated by governments via a stakeholder consultation process to assess new policy directions, or by NGOs, community groups or the private sector with different interests and purposes (Brouwer et al., 2015).

MSMs are usually governed by defined and agreed processes that help stakeholder engagement to function smoothly. In practice, an important part of building effective partnerships is bringing the different stakeholders together in workshops, meetings and dialogue. Other activities range from gaining political support to building the capacity of stakeholders, conducting background research, coordinating logistics and supporting communications and media. Facilitation and leadership are paramount for the smooth functioning of MSMs and the achievement of results (Brouwer et al., 2015).

Interlinked notions of legitimacy and structure and process efficiency are at the core of viable MSMs (Vallejo and Hauselmann, 2004). Legitimacy has been defined by Suchmann (1995), cited in Vallejo and Hauselmann (2004), as "a generalized perception or assumption that the actions of an entity are desirable, proper, or appropriate within some socially constructed system of norms, values, beliefs and definitions". It depends, in particular, on the acceptance by the different internal and external stakeholders. Representation, inclusiveness and transparency are key to building the trust necessary for legitimacy. A strong political mandate, like a UN decision taken at heads of state level, can also help to convey legitimacy. Furthermore, it relies on the adequacy of the process to engage stakeholders in a meaningful dialogue in which they feel a sense of ownership and the possibility of gaining benefits. This requires transparency, continuous

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communication, openness and respect (Burger and Mayer (2003), cited in Vallejo and Hauselmann, 2004).

Multi-stakeholder collaboration also requires sufficient time and resources. Time to build trust, to withstand internal and external changes, to align different stakeholders and build their capacity, and to organize processes where people can give input and feel connected and committed to a larger discussion and feel confident and empowered to engage in collaborative work (Brouwer, 2019).

Research points toward a set of common characteristics shared by well-functioning multi-stakeholder initiatives. According to Brouwer et al. (2015), such MSMs:

- Have a shared and defined "problem situation" or opportunity;
- Have all key stakeholders engaged in the partnership;
- Work across different sectors and scales;
- Follow an agreed but dynamic process and time frame;
- Involve stakeholders in establishing their expectations;
- Work with power differences and conflicts;
- Foster stakeholder learning;
- Balance bottom-up and top-down approaches;
- Make transformative and institutional change possible.

Effective monitoring and evaluation are also essential, according to Pattberg and Widerberg (2014). Likewise, according to the Collective Impact Forum[10], five attitudes and practices are essential for collaboration and collective impact:

- A common agenda: coming together to collectively define the problem and shape the solution;
- A shared measurement: agreeing to track progress in the same way, which allows for continuous improvement;
- Mutually reinforcing activities: coordinating collective efforts to maximize the end result;
- Continuous communication: building trust and relationships among all participants;
- A strong backbone: having a team dedicated to orchestrating the work of the group.

As alluded to above, the picture is not completely rosy. The role of MSMs in contemporary participatory governance discourse raises major questions related to the legitimacy, effectiveness and accountability of this kind of mechanism (Bäckstrand et al., 2010 and HLPE, 2018). One key challenge revolves around fostering a working relationship based on trust, mutual respect, open communication and an understanding of each other's strengths and weaknesses. Stakeholders bring their own mandates, interests, competencies and shortcomings to MSMs. Their effective collaboration requires putting in place processes to facilitate stakeholder discussions and negotiations (ODI and FDC, 2003).

Canfield, Anderson and McMichael (2021) argue that multi-stakeholder governance mechanisms introduce a model that has no clear rules for political participation and representation and undermines accountability mechanisms. These authors allege that multi-stakeholder platforms have systematically failed to adequately address power asymmetries in food and agricultural initiatives, which has led many researchers, such as Muller (2011), Cheyns and Riisgaard (2014), McKeon (2017) and Gleckman (2018) (all cited in Canfield et al., 2021) to be sceptical about their ability to do more than promote the interests of powerful parties. The findings of some recent reports, based on research about multi-stakeholders' initiatives such as the one published in 2020 by MSI Integrity, concur on these limitations of multi-stakeholder governance mechanisms (MSI Integrity, 2020).

Notwithstanding the challenges faced by MSMs, thousands of multi-stakeholder platforms operating worldwide are increasingly showing that positive results in different domains and at different levels can be achieved through multi-stakeholder collaboration, by focusing on the human aspects that help people cooperate, rather than remaining locked in conflict (Brouwer et al., 2015). For instance, an analysis of a four-year period of continuous policy engagement in East Africa, aimed at understanding the role of multi-stakeholder platforms in facilitating an enabling policy environment for climate change adaptation and mitigation, showed how these platforms enhanced a sense of ownership, developed knowledge, created linkages between different governance levels and a wide variety of actors (including policymakers and scientists), and, most significantly, improved policy formulation (Acosta et al., 2018).

As successful examples gain attention, business, government and NGO leaders are increasingly calling for more multi-stakeholder collaboration initiatives. This wave is known as "the collaboration paradigm of the 21st century" (Brouwer et al., 2015).

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[10] https://www.collectiveimpactforum.org/

2. MSMs working on sustainable food systems (SFS MSMs)

2.1. Sustainable food systems require collective stakeholder engagement

One of our leading global challenges is providing healthy diets to the world's population while staying within planetary boundaries. The task is immense and even more daunting in the context of fast population growth, urbanization, changing consumption patterns, climate change and the depletion of natural resources. In the past, interventions in our food systems led to some positive results but also resulted in negative trends, such as an increase in unhealthy diets with low nutritional value, limited access of small-scale producers to viable markets, food loss and waste, food safety hazards, health issues, and an increased ecological footprint and natural resources depletion (FAO, 2018).

The challenges we face in our food systems

Our food systems thrive on nature and the services it provides, but today they are destabilizing our planet and failing to provide all people with healthy and nutritious diets. Food systems are responsible for **80 per cent** of land use change and habitat destruction (Campbell et al., 2017) and for a **50 per cent** decline in freshwater biodiversity (WWF, 2020). Some **33 per cent** of marine fish stocks are being harvested at unsustainable levels, while **60 per cent** are already maximally fished (IPBES, 2019). Moreover, food production accounts for around **30 per cent** of all greenhouse gas emissions (WWF, 2020).

Between **720 and 811 million** people faced hunger in 2020 – 161 million more than in 2019 (FAO, IFAD, UNICEF, WFP and WHO, 2021). This occurs while about **2 billion** people are obese or overweight (WHO, 2021) and close to **40 per cent** of all food produced goes uneaten, either wasted or lost (WWF, 2021). Food systems are the main driver of emerging zoonotic diseases and the risk of new pandemics through humans' continuous pressure on nature's frontier and its wild animals, and through our relationship with livestock.

Around **80 per cent** of the world's extremely poor people and **75 per cent** of moderately poor people live in rural areas where food is produced, and in which indecent work conditions and human rights issues abound among communities that are highly vulnerable to the catastrophic effects of climate change (World Bank, 2016).

Meanwhile, about **55 per cen**t of the world's population currently lives in urban areas, a proportion that is expected to increase to **68 per cent** by 2050. This rapid urbanization trend and a projected global population of nine billion by 2050 pose additional challenges for food systems (FAO, 2019). In particular, urbanization has been accompanied by a transition in dietary patterns, with significant impacts on the sustainability of food systems (FAO, 2017).

Building more efficient, more inclusive, environmentally sustainable, and resilient food systems that deliver healthy and nutritious diets to all is essential for achieving the Sustainable Development Goals (SDGs). Given the complexity of the challenges faced, the effective and efficient collaboration of all actors involved will be required to formulate and implement a combination of coordinated multi-level actions (FAO, 2018).

Historically, policies to address food issues have had a compartmentalized, decontextualized and individualized approach that fails to address the complexity of food systems. Some authors consider that this approach also promotes a passive approach to development by treating food system actors as recipients rather than as active players (OECD, FAO and UNCDF, 2016).

There is a growing recognition that complex and multidimensional issues, such as achieving sustainable food systems, require cross-sectoral and holistic approaches, pooling together the resources, knowledge and expertise of different stakeholders (HLPE, 2018). Experts concur that collective stakeholder engagement is indispensable in bringing about the policy changes and investment reforms required to achieve sustainable food systems (McCarthy et al., 2018).

Defining food systems and sustainable food systems (SFS)

A **food system** encompasses the entire range of actors and their interlinked value-adding activities involved in the production, aggregation, processing, distribution, consumption and disposal of food products that originate from agriculture, forestry or fisheries, and parts of the broader economic, societal and natural environments in which they are embedded. All these activities require inputs, and result in products and/or services, income, access to food and environmental impacts. A food system operates in and is influenced by social, political, cultural, technological, economic and natural environments (HLPE, 2014; UNEP, 2016; Global Panel on Agriculture and Food Systems for Nutrition, 2016; HLPE, 2017). The food system is composed of subsystems (e.g. farming system, waste management system, input supply system) and interacts with other key systems (e.g. energy system, trade system, health system). Therefore, a structural change in the food system might originate from a change in another system (FAO, 2018).

A **sustainable food system (SFS)** is a food system that delivers food security and nutrition for all in such a way that the economic, social and environmental bases to generate food security and nutrition for future generations are not compromised (HLPE, 2014). This means that:

- It is profitable throughout (economic sustainability);
- It has broad-based benefits for society (social sustainability);
- It has a positive or neutral impact on the natural environment (environmental sustainability) (FAO, 2018).

A **sustainable food systems approach** "considers food systems in their entirety, taking into account the interconnections and trade-offs among the different elements of food systems, as well as their diverse actors, activities, drivers and outcomes. It seeks to simultaneously optimize societal outcomes across environmental, social (including health), and economic dimensions" (UNEP, 2019a).

2.2. Defining SFS MSMs

Collective efforts are needed to realize the 2030 Agenda for Sustainable Development (2030 Agenda) and the SDGs (OECD, 2019). SDG 17 encourages the revitalization of a "global partnership for sustainable development, complemented by the use of multi-stakeholder partnerships" as a means of implementing the 2030 Agenda. It invites states and other stakeholders to "encourage and promote effective public, private and civil society partnerships" that "mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the Sustainable Development Goals in all countries, in particular developing countries" (HLPE, 2018). The Nairobi Outcome Document (GPEDC, 2016) also recognizes the need for inclusive, multi-stakeholder partnerships and calls for the contributions of all partners to be coordinated and complementary (OECD, 2019).

In this report, the term "**sustainable food systems multi-stakeholder mechanism" (SFS MSM)** refers to a formal or informal participatory governance mechanism or collaborative arrangement that brings together different food systems actors (e.g. government, private sector, NGOs, farmers), with different food-related agendas (environment, health, trade, agriculture), from all stages of the value chain (from production to consumption), in an inclusive way to work collaboratively in the promotion of sustainable food systems.

Image credit: Edgar Castrejon by Unsplash

SFS MSMs are generally established to provide recommendations to governments on food systems issues, to develop innovative solutions, and to influence, develop and/or implement food-related policies. This study aims to identify and analyse MSMs that are working to promote sustainable food systems and that are connected to the implementation of an existing holistic food policy or support a national or sub-national level attempt to embed a food systems approach in the food policy-making process.

Food policy is understood as any policy[11] that addresses, shapes or regulates the food system. A food policy influences how and what food is produced, processed, distributed, purchased, consumed, stored and disposed of. Traditionally, countries have several "food-related" policies (e.g. agriculture, nutrition, health, environment), instead of a comprehensive holistic one. The sectoral approach prevails, despite the abundant evidence showing its limitations to transition to more sustainable and healthy food systems. Holistic food policies (see definition in the following section) are urgently needed in order to improve coherence across food-related policy areas and achieve sustainable food systems (HLPE, 2018; OECD, 2021).

MSMs working on sustainable food systems take different shapes, names and roles. At sub-national level, food policy council (FPC)[12] is the most commonly used term, but these groups are also known by other names, such as food councils, multi-stakeholder food

forums or platforms, food policy/systems networks, food boards, food coalitions, food partnerships, food movements, food committees, food policy task forces, food alliances and food policy consultation groups. SFS MSMs can also take a range of forms in relation to durability (permanent or ad hoc), legal status (created or not by a governmental decree), and representativeness (level of government and stakeholder participation). They can also operate at different scales (e.g. municipality/county, department/province, multiple departments/provinces, national), and their roles and mandates also vary. These groups usually bring stakeholders together to share perspectives on food systems challenges, to develop innovative solutions, and to influence food-related policy and planning (RUAF and Hivos, 2019). Research on FPCs indicates that some of them (in particular in the USA and Canada) actually focus more attention on programmatic[13] as opposed to policy work[14] (Schiff, 2008).

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[11]The term "policy" in this research encompasses any type of formal document, such as law, act, executive order, strategy, policy, programme or action plan.
[12]The food policy council represents a model of collaborative governance that emerged during the 1980s in North America and has since expanded to different parts of the world. It seeks to democratize food system governance, favouring the participation of different actors within the food system (e.g. public sector, producer representatives, food activists, small and social entrepreneurs) and developing a holistic vision for meeting challenges at the local or territorial level.
[13]Programmatic work refers to the management and coordination of individual yet interlinked projects aimed at achieving large-scale impacts on a given (global) issue.
[14]Policy work usually includes all stages of the policy cycle: agenda setting, policy formulation, policy implementation, and analysis and evaluation.

3. MSMs and the food systems approach

3.1. Adopting a food systems approach to policy-making

To date, food-related policy-making has followed a sectoral approach, with decision-makers focusing separately on agriculture, health, nutrition, trade and other food-related policies. In addition, interventions have dealt mainly with the production side of the puzzle, while opportunities to promote sustainable food systems by changing consumption patterns are often overlooked. However, food systems challenges go beyond agricultural issues; they are complex, multidimensional and interrelated, and thus require a holistic approach. There is an increasing consensus that countries need to adopt a systems approach to food policies if they are to foster coherence and be successful in tackling emerging problems of food insecurity, climate change, resource use, poverty and health.[15] A food systems approach to policy-making and implementation connects various policy agendas, primarily environmental, agricultural, health, trade and industry agendas (UNEP, 2019a).

Defining a food systems approach to policy-making and implementation

A **food systems approach to policy-making and implementation** can be defined as "the design and/or implementation of integrated interventions planned to optimize societal outcomes (environmental, health, social, and economic), resulting from enhanced cooperation among food systems actors and addressing the drivers and trends of both unsustainable food production and consumption" (UNEP, 2019a).

A **holistic approach to food policy** examines food systems as a whole rather than separate pieces, values outcomes over processes, and adopts a variety of voices rather than individual perspectives (One Planet network SFS Programme, 2020).

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[15]*In 2018, the Ministerial Declaration issued by the High-Level Political Forum on Sustainable Development (a key UN platform for the 2030 Agenda and the SDGs) called on all stakeholders to adopt a food systems approach. Examples of scientific reports that support a call for such an approach include the IPCC's report Climate Change and Land (2019); UNEP's sixth Global Environment Outlook (2019); the IPES-Food and ETC Group's report A Long Food Movement: Transforming Food Systems by 2045 (2021); UNEP's report Food Systems and Natural Resources (2016); and the OECD's report Making Better Policies for Food Systems (2021).*

This approach requires broadening the viewpoint to include the integrative nature of food systems rather than a reductionist approach that splits food systems into separate pieces or sectors. It requires integrated and coherent policy-making to align different policy agendas and cross-cutting issues to better meet the needs of food systems actors and support multiple SFS outcomes (environmental, socio-economic and health). Finally, food systems present a novel challenge where systemic optimization is much more important than the more widely employed approaches for sector improvement.

Within the framework of the One Planet network's SFS Programme, the Collaborative Framework for Food Systems Transformation was developed through a collaborative process led by UNEP (UNEP, 2019a). This practical guide for policymakers and stakeholders willing to apply a food systems approach to policy-making and implementation recommends five principles and four actions to build a food systems transformation.

The principles are:

- Focus on long-term outcomes;
- Include food consumption as a driver;
- Facilitate platforms of collaboration among food systems actors;
- Address emerging trends and challenges;

- Promote a common narrative and approach across relevant bodies/ministries.

The actions are:

- Identify an individual or group of food systems champions and build momentum;
- Conduct a holistic food systems assessment;
- Initiate a multi-stakeholder process for dialogue and action;
- Strengthen institutional capacity for food systems governance in the long term.

3.2. Emergence of SFS MSMs

In order to apply a food systems lens to their policies, governments should rethink food systems governance and institutional arrangements and move toward inclusive and action-oriented processes that embrace a variety of voices (from different types of actors and different agendas). In addition to bringing all relevant actors together, various levels of governance need to be involved (from national to sub-national, going beyond administrative borders). Governments also need to increase their strategic capacity for holistically assessing food systems issues and solutions, acknowledging interlinkages between various interventions along the entire food value chain.

Image credits: Lisheng Chang by Unsplash

In this context, MSMs are considered an important element for embedding a food systems approach in policies and facilitate coordinated decisions on food systems. They can help mobilize and share knowledge, expertise, technology and financial resources to support countries to achieve sustainable food systems and international commitments, such as the Paris Agreement and the 2030 Agenda. In other related fields, such as landscape management, hundreds of multi-stakeholder initiatives have been developed in Africa, Asia and Latin America. In these initiatives, public, civil society and private stakeholders collaborate to ensure an inclusive governance of their landscapes (Milder, Hart, Dobie, Minai and Zeleski (2014) and Estrada-Carmona, Hart, DeClerck, Harvey and Milder (2014), both cited in Brouwer et al., 2015).

Thousands of multi-stakeholder initiatives have proliferated in recent years, following the World Summit on Sustainable Development in Johannesburg in 2002 and Rio+20 in 2012 (Pattberg and Widerberg (2014), cited in Brouwer et al., 2015). One flagship example of an MSM created to advance food and nutrition security comes from Brazil. In the early 1990s, the proposed National Food Security Policy for Brazil provided the basis for the first experience of a National Food and Nutrition Security Council (CONSEA), which was formed at the time by 10 state ministers and 21 civil society representatives appointed by the president. The council was chaired by a civil society representative. It laid the foundations for the participatory drafting of the flagship Zero Hunger Project, which later became the governmental strategy in Lula's presidency in 2003 (Leão and Maluf, 2012).

A more recent example at global level comes from the Committee on World Food Security.[16] In 2009, after the 2007/2008 world food price crisis, the committee was radically reformed. It became the foremost inclusive platform and was particularly open to the participation of civil society. The committee's key actors are currently its members (130 governments), its participants (representatives of various UN agencies – FAO, International Fund for Agricultural Development, World Food Programme, WHO), civil society organizations (Civil Society and Indigenous Peoples' Mechanism), international agricultural research bodies, international and regional financial institutions (World Bank, IMF, WTO), representatives of the private sector (Private Sector Mechanism), associations and private philanthropic foundations, and observers (interested organizations

invited to observe). Likewise, in the Scaling Up Nutrition Movement (SUN), national multi-sectoral platforms have been established as an integral part of the movement. SUN's objective is to establish or strengthen multi-stakeholder platforms in its member states to align the efforts and programmes of all stakeholders toward the achievement of national nutrition priorities and strategies. SUN's structure and governance[17] emphasize the importance of SUN government focal points in multi-sectoral nutrition responses. The movement collaborates with all duty-bearers and stakeholders, including national and sub-national governments, global partners, networks (civil society, UN, businesses, donors and potentially

Image credits: Artsmela by Shutterstock

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[16]The Committee on World Food Security is the foremost inclusive intergovernmental and international political platform on food security and nutrition with the explicit vision to foster the progressive realization of the right to adequate food for all, see http://www.fao.org/cfs/en
[17]https://sunbusinessnetwork.org/network/global-members/

academia), the Lead Group, the SUN Coordinator, the Executive Committee and the SUN Secretariat.

At country level, there are a few interesting examples of MSMs fostering sustainable food systems, such as the ones studied in this report: the National Food Council (Conseil National de l'Alimentation, CNA) in France, Organic Denmark and Eat Right India. Some recent developments suggest that the multi-stakeholder approach to national food policy formulation and implementation is expanding. For instance, after many years of collective advocacy, the membership of the Canadian Food Policy Advisory Council was named in February 2021. The council is an independent, multi-stakeholder body with a diversity of voices. It will advise the Minister of Agriculture, Marie-Claude Bibeau, on the implementation of the Food Policy for Canada.[18] Another example is the UK's Advisory Panel[19], appointed to advise on the National Food Strategy,[20] an independent review commissioned by the government to set out a vision and a plan for a better food system. The panel is made up of people from across the food system with extensive experience in food issues. However, there is little evidence of the ways in which such mechanisms are formed and complement national governments' efforts to decouple economic development from environmental degradation, while ensuring food and nutrition security. There is also insufficient knowledge about how, and to what extent, multi-stakeholder collaborative mechanisms at different levels are being aligned and connected. Finally, not enough is known about whether they contribute effectively to complementary visions and commitments to sustainable food systems and policy coherence.

The increased importance of the subject of urban food has been accompanied by a growing emergence of FPCs or similar structures at sub-national level (see Figure 1). These structures are supported by the work of many international initiatives.[21]

However, the emerging importance of MSMs simultaneously raises questions about the extent of their benefits, limitations and performance. They are a means rather than an end to achieving sustainable food systems (HLPE, 2018). Their effectiveness and achievements can be influenced by different factors (e.g. design, engagement, political and financial support). Since the concept of food systems and multi-stakeholder partnerships is quite a recent one, evidence and data about such mechanisms are still vague and fragmented.
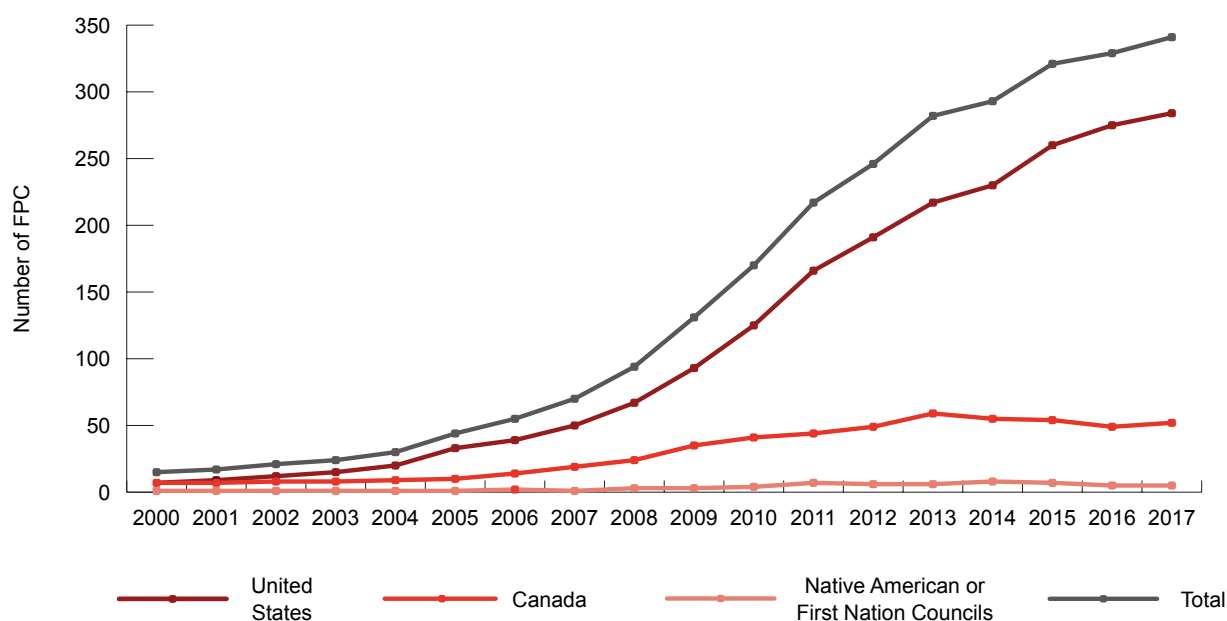
Figure 1. Food policy councils active since 2000

Source: Bassarab, K., Santo, R. and A. Palmer. 2018. Food Policy Council Report. Johns Hopkins Center for a Livable Future.

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[18]https://multimedia.agr.gc.ca/pack/pdf/fpc_20190614-en.pdf
[19]https://www.nationalfoodstrategy.org/people-2020/
[20]https://www.nationalfoodstrategy.org/
[21]Examples include the New Urban Agenda, the Milan Urban Food Policy Pact (MUFPP), the FAO-RUAF partnership, the C40 Cities Climate Leadership Group and the ICLEI network.

CHAPTER 1

Presentation
of the study

1. Objectives of the study

Image credit: Linus Shentu, Los Angeles Food Policy Council

1.1. General objective

This study seeks to identify, study and analyse national and sub-national sustainable food systems multi-stakeholder mechanisms (SFS MSMs). It aims to understand and share the contribution that they make to embedding the food systems approach in policy-making processes and supporting the transition toward sustainable food systems.

1.2. Specific objectives

• Understand how national and sub-national mechanisms support governments in working more effectively with other actors and integrating sustainability policies with other relevant food systems policies (e.g. nutrition, food security, transportation, protection for small producers)

at different levels (international to local) with a more holistic approach.

• Describe examples of concrete achievements made by these mechanisms in relation to the promotion of more sustainable food systems (e.g. environmental and other food systems benefits), and capture the key challenges they face.

• Understand the formats, sustainability principles and key food systems priorities of these mechanisms, the way they engage actors (and which actors), and analyse, in as much detail as possible, how these factors influence their success and the achievement of results.

• Promote knowledge sharing and foster innovation in the way that these mechanisms collaborate, mobilize more support for them in general, and stimulate the emergence of more similar mechanisms at different levels.

2. Significance of the study

This research intends to:

- Fill the aforementioned knowledge gaps to contribute to the aim of the One Planet network's SFS Programme to support the shift toward sustainable food systems through a holistic approach;

- Contribute to the efforts made by the Community of Practice on Food Systems Approach on the Ground (CoP-FSAG) to translate food systems approach theory into practice;

- Contribute to the UN Food Systems Summit 2021 and other relevant multilateral forums, at the sub-national, national and international level, by providing important insights on how multi-stakeholder governance can support the five defined action tracks;

- Provide a knowledge product and a technical tool with important lessons learned from the 10 SFS MSMs studied, which can be used to inform and encourage countries and cities to advance MSMs as an element of sustainable food systems;

- Provide an increased knowledge base regarding SFS MSMs and the broader governance structures and arrangements in which they operate.

Image credit: Markus Spiske by Unsplash

3. Research methods and limitations

The study methodology was aimed at identifying, analysing and comparing 10 good examples of national or sub-national multi-stakeholder mechanisms for sustainable food systems that:

- Bring together different food actors (e.g. government, private sector, NGOs, farmers) from all points of the supply chain (from production to consumption), in an inclusive way;

- Connect actors with different food agendas (environment, health, trade, agriculture);

- Are connected to the implementation of an existing holistic food policy or support an attempt at national or sub-national level to embed a food systems approach in the food policy-making process;

- Preferably assign an active role to national or sub-national level government (mechanisms led by civil society or the private sector can be considered as long as the government is involved and the mechanism is working in the context of a policy agenda);

- Are geographically balanced between the world regions.

This research used a qualitative case study methodology.[22] The detailed methodology is shared in Annex 1.

The first stage involved the selection of cases and included six steps:

- Phase 1 of the literature review and informal expert consultations to identify potential case studies;

- Phase 2 of the literature review and use of a pre-screening tool to rule out cases that did not meet the study's criteria;

- Phase 3 of the literature review, which focused on the 13 selected case studies and semi-structured interviews with focal points;

- Submission to the Open Planet network's CoP-FSAG for sustainable food systems to validate the selection of case studies;

- Contact with the focal points of the 13 selected case studies;

- Final selection of 10 case studies.

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[22]*A qualitative case study methodology is a research methodology that helps to explore a phenomenon within some particular context using various data sources. It undertakes this exploration through a variety of lenses in order to reveal multiple facets of the phenomenon (Baxter and Jack, 2008).*

The second stage involved the collection of comprehensive and thorough information about the 10 SFS MSM cases selected. This was carried out through two online surveys, with different purposes and target respondents.

1. **A survey aimed at the focal points**, focused on gathering key and basic information about the selected SFS MSM, such as origins, structure, governance and its relationship with the holistic food policy formulation process. The information gathered through the focal point survey is aimed at filling in the knowledge gaps about the selected case.

2. **A survey aimed at the stakeholders**, focused on capturing the perceptions of different stakeholders about different aspects of the selected SFS MSM, such as the quality of dialogue and leadership, the capacity to foster participatory and inclusive processes, perceived achievements and their causes, and perceived strengths and barriers.

The third stage involved the analysis of the results. This stage was divided into three phases:

- General analysis of the surveys' participants (presented in Annex 4);
- Analysis of the data from both surveys to enrich the individual case studies (presented in Chapter 3);
- Comparative analysis to determine trends, patterns and other relevant information (presented in Chapter 2).

The fourth stage involved the production of this final report. The case studies were revised by each focal point, and the whole report was reviewed by 10 members of the Open Planet network's SFS Programme's CoP-FSAG.

The results presented in the assessment of experiences are limited by some research constraints. Please refer to Annex 1 for more information.

Image credit: Arj by Unsplash

Image credit: Ola Jennersten / WWF-Sweden

CHAPTER 2

Comparative case analysis

Introduction

Image credit: Ovidiu Creanga by Unsplash

The following section presents the findings of the research related to the different elements analysed for the 10 SFS MSMs studied. It describes and compares their foundational and structural factors, formats, governance arrangements, the way they engage the actors (and which actors) and how dialogue is designed and facilitated. It analyses how these factors influence their success and achievement of results. It also highlights examples of the innovative dynamics observed in relation to governance arrangements, the promotion of sustainable food systems, policy formulation and implementation. Finally, it captures some of the key challenges faced by these SFS MSMs.

Note: The limitations of this study are explained in Annex 1. In light of these limitations, conclusions stemming from the survey results should be considered indicative and illustrative, and not representative.

1. Foundational and structural factors

1.1. It takes more than political will to create an effective SFS MSM

In the majority of the cases studied (8 out of 10), it was the convergence of several factors that led to the creation of the SFS MSM. In particular, it was the combination of at least three of the following conditions:

- Political will, i.e. a leader or "champion" from the government giving political support;

- The passage of a policy, law or regulation stipulating the creation of a food multi-stakeholder platform;

- The presence of a perceived food insecurity problem in the country or city;

- A strong social movement (activism by consumer organizations or social protest, for instance) advocating to improve food-related issues.

In the survey, the focal points indicated that political will was the most important condition for the establishment of the SFS MSM (6 out of 10 respondents), but in half of the cases the other three aforementioned conditions were also cited. In the majority of the cases (7 out of 10) there was a champion advocating for the

creation of the SFS MSM. It is usually a leader from the government (in particular the mayor in the case of cities), but in some cases the champion belongs to a different stakeholder group. In the case of London, the champion was the mayor (government), while in the case of Quito, it was a public-private sector association (ConQuito); in the case of La Paz, it was a civil society organization (Fundación Alternativas), and in the case of Ghent, it was a political party (the local Green Party). In the case of the Southern cities (Quito, La Paz and Antananarivo), the signing of the Milan Urban Food Policy Pact (MUFPP) is also referenced as an important milestone galvanizing the emergence of the SFS MSM.

Political support is paramount for the set-up and good functioning of MSMs. According to the survey conducted among stakeholders, a large majority of respondents (72 per cent) believe that the SFS MSM in which they participate has strong political support, commitment and engagement; no significant differences are apparent between the cases. This has certainly been a decisive factor in the creation of these successful cases, although it is not the only condition needed, as the surveys reveal.

1.2. Building successful collaboration takes time

Setting up an effective SFS MSM takes time. As shown in Figure 2, it took from one to four years to establish[23] the SFS MSM for the majority (6 out of 10) of the cases studied. In France, London and La Paz it took less than a year, while Denmark reported a time frame of more than five years. In many cases (Montreal, Denmark, Los Angeles, Antananarivo), the SFS MSM burgeoned from a previous collaborative arrangement (platform, movement, small group of dedicated initiators) between two or more of the stakeholders. This means that processes of building interpersonal relationships, trust, constructive dialogue and human understanding – which are key ingredients for a successful SFS MSM – started even before the conceptualization or emergence of the SFS MSM. A prior history of collaboration seems to be a strong driver of a successful SFS MSM.

1.3. Funding is crucial

The literature points to a lack of resources as one of the main challenges to achieving long-term sustainability of such multi-stakeholder structures. In this study, eight out of the 10 cases reported having a regular operating budget (the two exceptions are Quito and Antananarivo), which has undoubtedly been key to their sustainability and success.

The budget is used mainly for meetings (in all cases), and also for learning exchanges, workshops, new project start-ups and communication products and materials in 6 out of 10 cases. In half of the SFS MSMs studied, it also covers the coordinator's salary, consultancies and studies. There seems to be a correlation between the budget's availability and amount, and the capacity of the SFS MSM to achieve concrete results. Of all 10 cases studied, Denmark reports the highest available budget (EUR8 million per year). Its SFS MSM also shows more concrete results in terms of measured impact and achievements perceived and listed by the stakeholders surveyed. While not receiving any regular operating subsidies, Organic Denmark helped to create and then utilize public and public-private funding pools for projects for market development, education, supply chain collaboration and innovation in food production. Conversely, the two cases reporting no available operating budget (Quito and Antananarivo), are at an earlier stage in showing results and impact, in particular in relation to policy implementation. In these two cases, funding from occasional projects and resources made available by participants have made it possible to get the SFS MSM started and achieve early results. However, taking their work to the next level will require sustained long-term funding. Similarly, in La Paz and India, the SFS MSMs operate with fewer resources than those in the Global North, and the stakeholders surveyed cited the lack of resources as a major challenge when attempting to expand their activities and achieve a greater impact. The need for capacity building, advocacy, partnerships and market development is clear, especially in the Global South.

There are notable regional differences between the North and the South in terms of funding SFS MSMs. This may be due to differences in their lifespan and
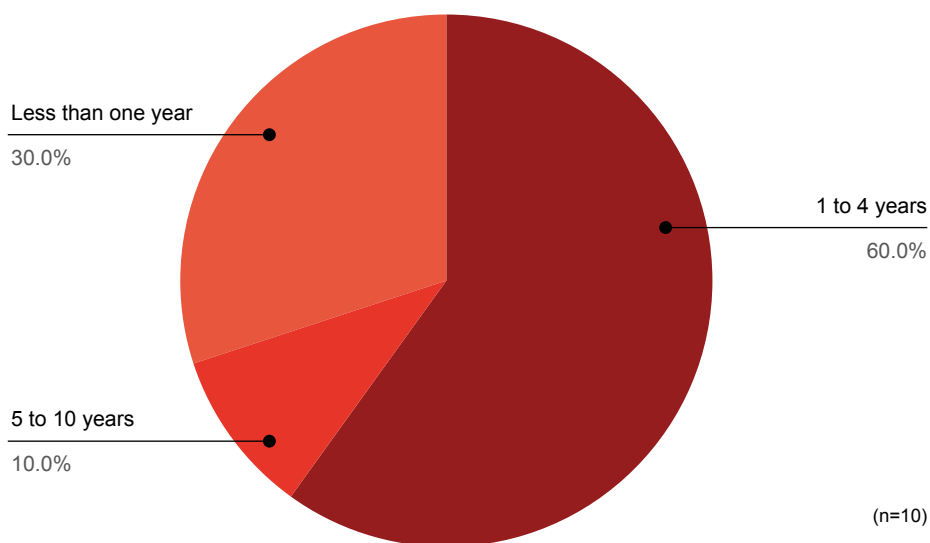
Figure 2. Average time needed to set up the SFS MSM

Less than one year
30.0%

1 to 4 years
60.0%

5 to 10 years
10.0%

(n=10)

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[23]*Time frame from initial idea/mandate/decree to first multi-stakeholder meeting.*

maturity as formal SFS MSMs. The financial factor is thus one of the main reasons why most of the cases in the North are more successful than those in the South in terms of achieving concrete results in the promotion of sustainable food systems. Indeed, available literature and information collected and reviewed in the course of this study shows that SFS MSMs in the Global South usually start with project funding (mainly as a result of international cooperation) that makes it possible to finance the first meetings and even some policy work. Nevertheless, they tend to reach a tipping point where institutionalization, government support and long-term funding seem crucial to keep the momentum, move forward and achieve impact on the ground. It is also possible that, in the case of SFS MSMs starting with project funding, the push for establishing them comes from outside and not from within, and in such cases the

above-mentioned factors for success (e.g. political will and support, an existing collaborative arrangement) were maybe not fully met.

1.4. Institutionalization is pivotal

All 10 cases reported some level of formalization in their legal status. Most of them (8 out of 10) are either institutionalized[24] platforms (4 out of 10) or non-institutionalized mechanisms but with strong government support for their operation (4 out of 10). There is a correlation between the achievement of the SFS MSM's institutionalization and its lifespan, as shown in Figure 3. The majority of SFS MSMs that are already institutionalized are in operation for more than 10 years.
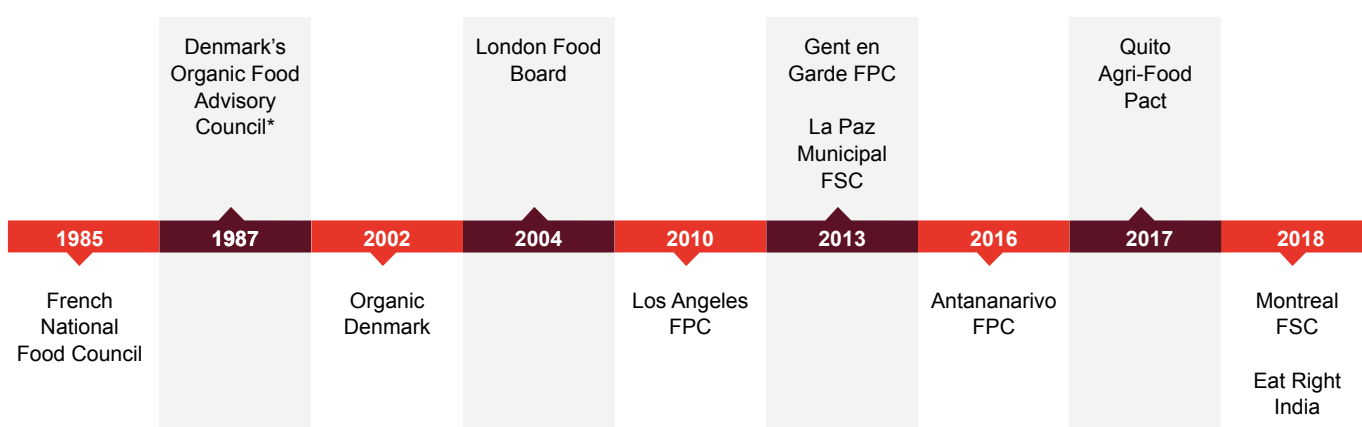
*Denmark's Organic Food Advisory Council was the first SFS MSM established in Denmark to advance organic food development.

Figure 3. Year of creation of the SFS MSM

In the majority of the cases (6 out of 10), an institution or organization hosts the SFS MSM. The host institution seems to be an essential collaborator, usually providing professional and sometimes financial support with in-kind resources such as meeting space, materials and supplies, and access to networking. The host institution is also often the SFS MSM leader. In the case of the London Food Board, for instance, the Greater London Authority[25] (GLA) functions as host organization and leader of the platform.

All the cases studied have structural autonomy, as they operate outside of the government, while maintaining strong links with public officials. According to Gupta et al. (2018), this allows SFS MSMs to retain their independence while fostering more inclusive policy-making processes linking communities to their

government. For instance, the Los Angeles Food Policy Council (LAFPC) convenes public working groups and conversations, jointly attended by government, NGOs, industry representatives and community members. Outside of this, the SFS MSM also facilitates conversations with each group to establish common ground between public and governmental interests in order to reach consensus on topics that may be difficult to discuss. Organic Denmark, while highly institutionalized, is at the same time a model where a multi-stakeholder platform of farmers, food professionals, food companies and consumers created close network-based partnerships with stakeholders representing trade unions, NGOs representing nature, climate, consumers, conventional farmers and animal welfare, as well as government agencies and politicians. This has resulted in a dynamic MSM that is

[25]*The GLA is a top-tier administrative body responsible for the strategic administration of Greater London. It was created in 1999 and consists of a directly elected mayor to represent London's interests and an elected 25-member London Assembly with scrutiny powers; the mayor and assembly members are elected on a four-yearly cycle.*

less formal in character but effective in creating strong market and political ecosystems in which sustainable organic food systems can thrive.

1.5. Connecting at different levels promotes a greater impact

While the geographical focus of the three country cases (France, Denmark and India) is the national level, these SFS MSMs also operate at regional and city level in some regions and cities, in collaboration with municipalities, other stakeholders and networks. The national level provides the framing for the agenda at sub-national level. The majority of the sub-national cases have a geographical scope that goes beyond the limits of the city and includes a city-region focus (Antananarivo, Montreal, Quito and La Paz) or a sub-regional focus (Los Angeles).

Additionally, in all 10 cases studied, the SFS MSMs establish connections with other similar structures at different levels.[26] In the case of Europe and North America, which are the regions with the largest number of established FPCs, there are even more networks, at different levels, to which the MSMs connect to collaborate and share experiences. In the case of Montreal, for instance, the Montreal Food System Council has established connections with the MUFPP (international), the Sustainable Food Network (Canada), the Food Communities Network (Canada), the Collectif des Tables intersectorielles régionales sur les saines habitudes de vie (Quebec) and the Eastern Montreal Food Network (Montreal). Likewise, LAFPC collaborates with the California Food Policy Council, the California Food and Farm Network and the Los Angeles-based Healthy, Equitable, Active Land Use Network, among others. LAFPC's involvement with different networks is framed within the wider collective impact model[27] (see Annex 8), through which the SFS MSM generates an ecosystem comprising:

• These external working groups and networks;

• Working groups or subcommittees dedicated to developing policy recommendations around specific issues;

• Food interest groups (from culinary arts to storytelling) to support diverse interests and promote dialogue by generating knowledge, learning and opportunities, and to network with like-minded peers;

• Networking events to enhance cross-sector food engagement.

This multidimensional governance structure has proven effective in keeping both government and community stakeholders at the table by providing all parties with meaningful opportunities to align interests and achieve food systems change.

Most have established connections with international city networks, such as the MUFPP, the ICLEI-RUAF CITYFOOD Network and the C40 Cities network.

Image credit: Paul Holmbeck, former CEO of Organic Denmark

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[26]*There might be bias in this point as many of the cases selected were identified through these networks.*
[27]*https://www.collectiveimpactforum.org/what-collective-impact*

2. SFS MSMs – roles and thematic areas

2.1. Key roles played

According to the stakeholder survey respondents, the most common key roles played by the SFS MSM (shown in Figure 4) are: networking (selected by 74 per cent of respondents); policy formulation (73 per cent); new collaborations (71 per cent); and advocacy (62 per cent). Only half of respondents indicated that their SFS MSM also plays a key role in terms of policy implementation. This is partly due to the fact that some of them are quite new and need more time to move from policy formulation to policy implementation. These roles, which can be grouped into two categories (policy-related and partnership building work) are, according to respondents, the areas where the SFS MSMs studied have focused and achieved more results.

It is important to note that only 19 per cent of respondents mentioned that their SFS MSM plays a key role in addressing trade-offs when there are conflicting agendas. This result will be further developed in the following sections.

Lobbying and advocacy to bring important issues to light are at the heart of an SFS MSM's work. According to the focal points' survey, the large majority of the cases studied (8 out of 10) engage in these kinds of activities, mainly to influence decision-makers on

Figure 4. Perceived key roles played by the SFS MSM (multiple answers possible)
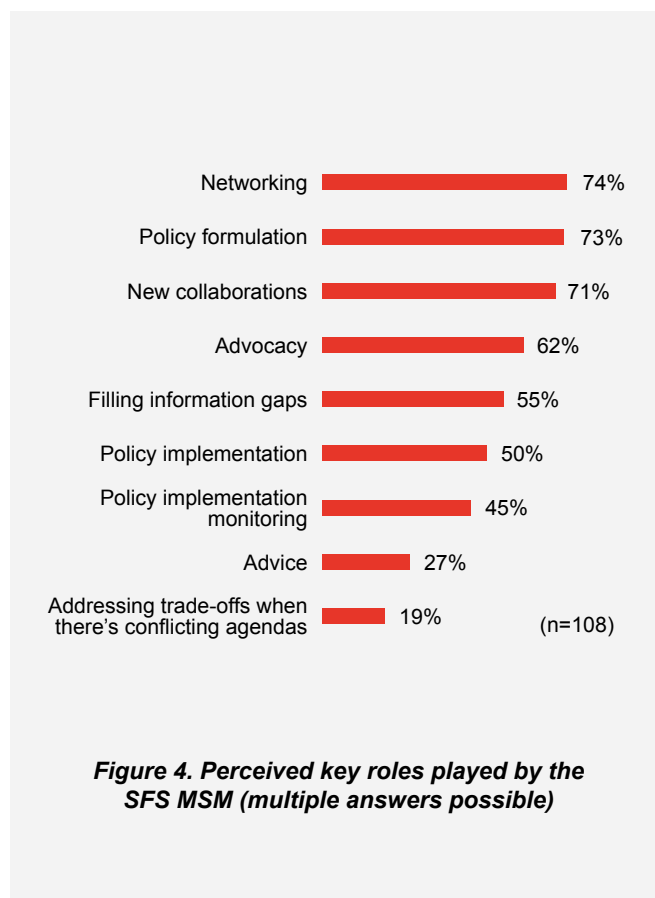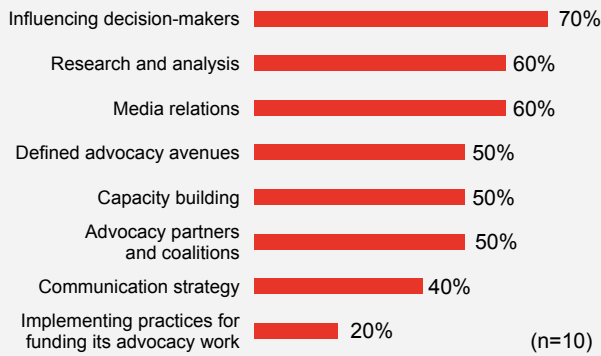
Figure 5. Lobbying and advocacy activities (multiple answers possible)

Figure 6. Food systems priorities addressed by the SFS MSM (multiple answers possible)

Figure 7: Issues selected by respondents to be prioritized in the SFS MSM in the coming years (multiple answers possible)

food-related policies (in 7 out of 8 cases). The focal points also indicated policy formulation (in all cases), expert consultation and advice (in 8 out of 10 cases), knowledge management on food systems and stimulating collective actions and new initiatives (in 7 out of 10 cases) as main roles of their SFS MSMs.

Figure 5 shows that advocacy activities usually focus on research and analysis, capacity building, advocacy partners and coalitions, media relations and defined advocacy avenues. Only four of the cases studied have a communication strategy, and fundraising practices to fund advocacy work are less common.

2.2. Agriculture still dominates SFS work, but there are winds of change

In terms of key food systems priorities that have been addressed so far by the SFS MSMs, Figure 6 shows that "local production and peri-urban farming" is the most frequent "hot topic" addressed by the SFS MSMs studied (8 out of 10 cases). This theme is followed by "sustainable diets, food diversification, food environments" (in 6 out of 10 cases) and "food security and poverty" (in half of the cases). This finding is consistent with the fact that agriculture is the sector that has traditionally been related to food security and food systems, and it is usually the most represented sector in MSMs dealing with food issues. In contrast, "environmental degradation, climate change, biodiversity loss" and "food safety and quality" were indicated in only one of the cases as topics that have been prioritized so far by the SFS MSM in question. This finding suggests that, even if the environmental sector is represented in all the cases studied, environment-related topics have not yet been given much prominence.

Nevertheless, it seems that the environmental sustainability angle (in relation to climate change, biodiversity, soil health and landscape management, for example) may become more important in the future for these SFS MSMs. In the stakeholder survey, participants were asked about the issues they thought their SFS MSM should prioritize in the coming years. While it must be noted that the majority of them still prioritize sustainable food production, the rest of the responses suggest that there are only slight differences in the respondents' preferences for future priorities (see Figure 7). The responses also show the increasing uptake and prominence of the topic of environmental sustainability and climate change in the work related to food systems, as the three top priorities relate to the environmental sustainability of the food system.

There is therefore a clear trend toward gradually expanding the thematic focus of these SFS MSMs, to go beyond interventions at the production level to other interventions that address consumption and other elements and actors in the food system. This shift seems to be coupled with (and probably partly caused by) the progressive expansion in the diversity of participants engaged in these SFS MSMs. This will be further explained in the next chapter.

2.3. Growing uptake of the food systems approach

To carry out their work, 4 out of the 10 cases studied use the food systems approach as their guiding conceptual framework (Denmark, India, Ghent and Montreal). If we consider Quito and Antananarivo, which used the City Region Food System (CRFS) approach, signed up to the MUFPP monitoring framework and participated in developing MUFPP indicators (all of which take a food systems approach), a total of 6 out of the 10 cases studied use a conceptual framework based on this approach. The rest of the SFS MSMs apply their own conceptual framework, based in all cases on a holistic conceptualization of the food system. In La Paz, for example, the Municipal Food Security Committee has developed its own integrated food systems approach (for further information on this approach, see Chapter 3, Section 2.6). Denmark, where the environmental angle is strongest, also uses the ecosystem approach[28] to guide its work.

Despite being a relatively new conceptual framework, the stakeholder survey respondents concur (agree or strongly agree) that the food systems approach to policy-making and implementation is understood by the majority of stakeholders (77 per cent). Nevertheless, respondents' perceptions of the inclusion of this approach in the work of the SFS MSM, in particular with regard to the environmental angle, are mixed (Figure 8). Nevertheless, the majority of stakeholders (about 65 per cent) think that the uptake of the food systems approach and the level of inclusion of the environmental angle is high to very high.

Some stakeholders indicate that while "systems thinking" is encouraged in the SFS MSM, it may take a while to show results, as changing people's mindsets from siloed thinking to systemic thinking is not easy.

Indeed, the transformations required for a truly systemic approach to the food issue are structural, political and technical, and therefore require time. It seems that a structural bias still remains in the SFS MSMs studied, in terms of a balanced composition of actors and expertise, as well as a certain inertia on the part of organizations and individuals who are used to working from a sectoral and thematic perspective. Consequently, most of the exemplary and successful SFS MSMs studied here still show more results in areas related to food production (urban agriculture, for instance), as will be discussed later in this report.
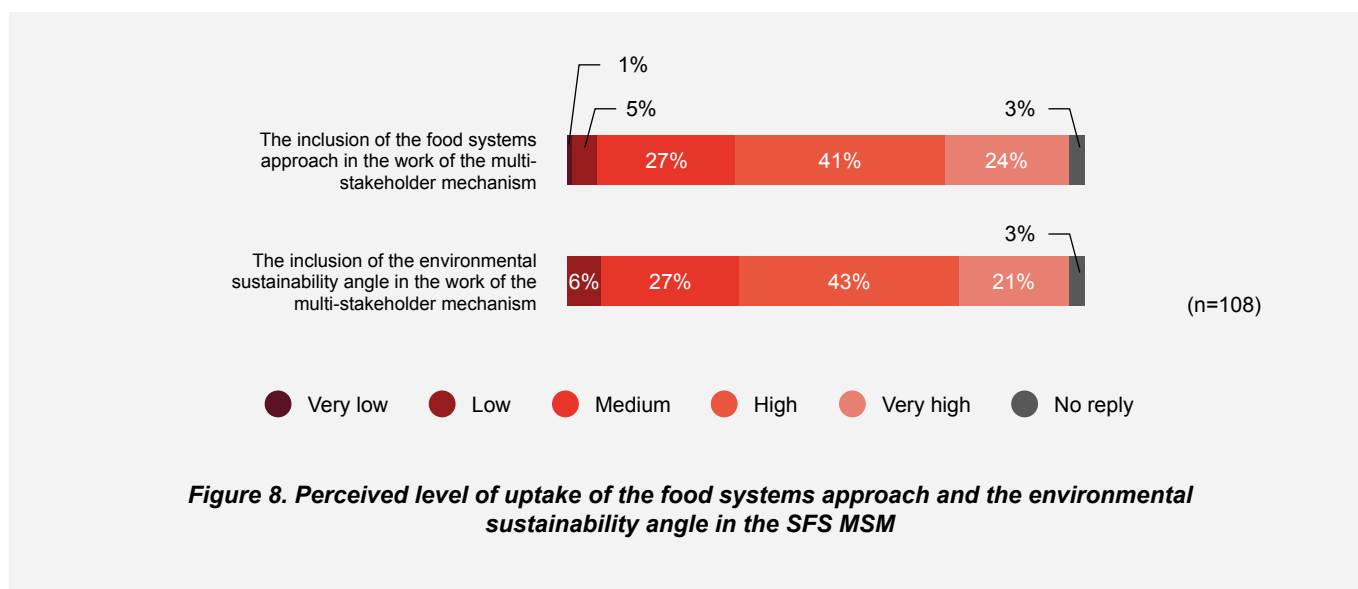
Figure 8. Perceived level of uptake of the food systems approach and the environmental sustainability angle in the SFS MSM

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[28]*The ecosystem approach is the primary framework for action under the Convention on Biological Diversity. It is a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way.*

3. The *"rules of the game"*: governance and dialogue

Image credit: Los Angeles Food Policy Council

3.1. A wide spectrum of stakeholders and strong government support

More diversity in these kinds of mechanisms is strongly linked to their legitimacy. Diversity is seen as an asset, even if it produces more friction and conflict, because the variety of views generates more and better insight into the system and issue at hand, and encourages creativity and the need to reach consensus and win-win solutions (Brouwer et al., 2015).

As shown in Figure 9, a large majority of the cases studied comprise more than 16 stakeholders, with half of the cases having more than 31 stakeholders.

6 to 15 stakeholders
10.0%

More than 31 stakeholders
50.0%

16 to 30 stakeholders
40.0%

(n=10)
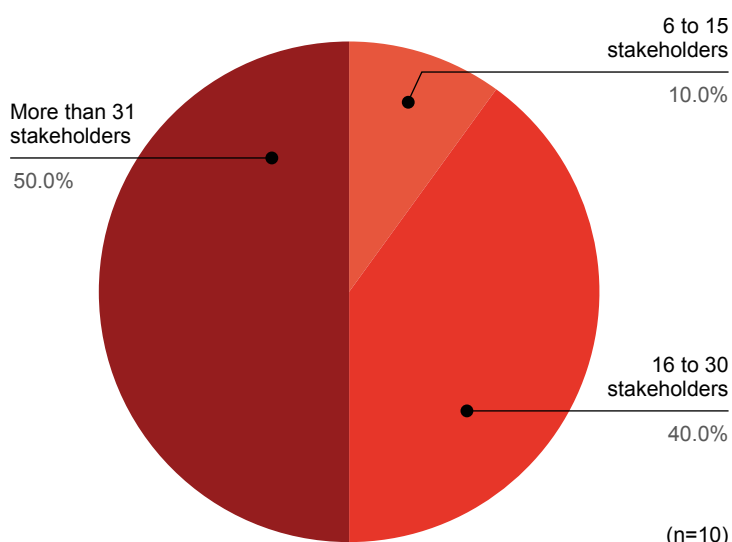
Figure 9. Number of stakeholders participating in the SFS MSM

Figure 10 shows that all relevant food system stakeholders (from different constituencies)[29] are represented in almost all the SFS MSMs analysed. In the majority of them (7 out of 10), the leadership role is filled by the government.
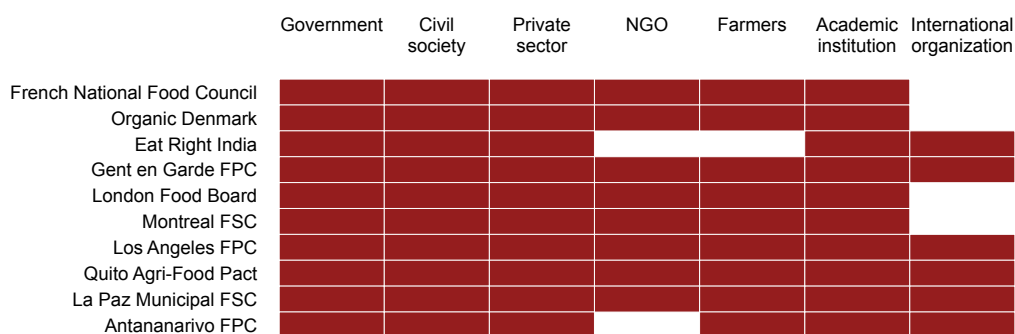
Figure 10. Composition of stakeholders in the MSM:
Type of organization represented (constituency)

The agriculture, environment and health sectors are represented in all 10 SFS MSMs; the nutrition sector is represented in 9 out of 10 cases and social development is represented in 8 of 10 (see Figure 11).
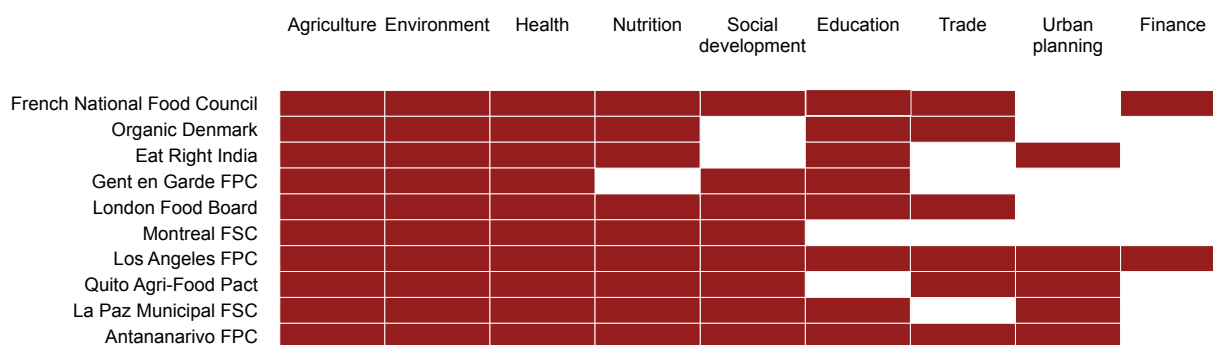
Figure 11. Stakeholder composition in the MSM: Sectors represented

Figure 12 shows that a wide variety of actors, engaged in many different food systems activities, are represented in the SFS MSMs studied. While in some cases all main food systems activities are represented (France, Ghent and Los Angeles), in other cases the representation is not so complete (India and La Paz, for instance).
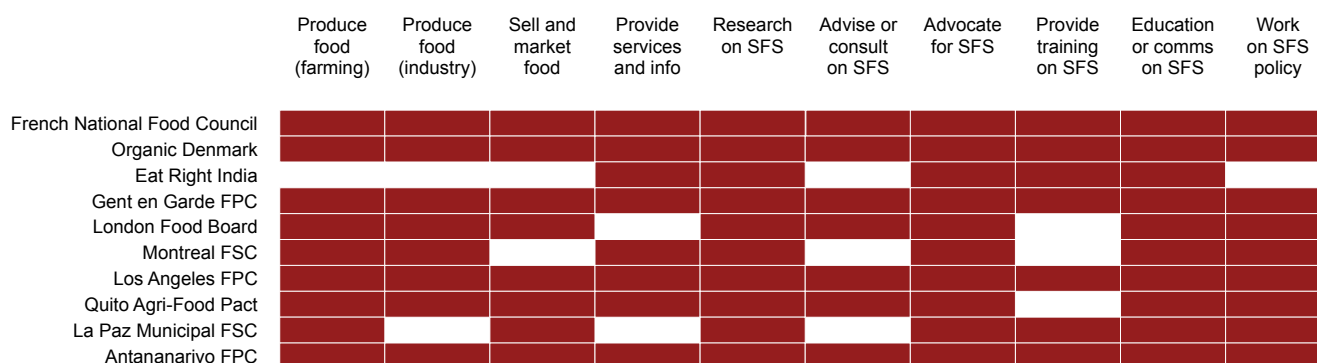
Figure 12. Stakeholder composition in the MSM: Food systems activities represented

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[29]*Seven key constituency types were used in this study: government (public sector), civil society (CSOs), private sector, NGOs, farmers (or farmers' groups), academic institutions and international organizations. For more information, see Annex 4.*

In almost all cases studied (9 out of 10), the stakeholders represented in the SFS MSMs were selected by the focal point or coordinator based on a food system stakeholder mapping or existing food-related platforms. In the case of Montreal, however, statutory members are appointed by public institutions, and other members are selected following a call for applications. The representatives from each stakeholder group appointed to participate in the SFS MSM are usually appointed by the organization represented by direct designation (60 per cent) or directly by the SFS MSM focal point or coordinator (50 per cent). It is common to see different modalities used in selecting the representatives, such as in the case of Los Angeles where they can also be self-appointed by virtue of personal motivation or selected by vote within the organization they represent.

The processes for selecting and admitting new members into the SFS MSMs are not clear and transparent to everyone. Although the majority of respondents to the stakeholder survey concur that there are clear and agreed processes, in some cases a higher percentage of respondents indicated that they disagree or strongly disagree with this statement (in particular, 50 per cent for Ghent and 25 per cent for Quito, with no significant differences per stakeholder constituency).

These findings could indicate that, in some cases, there might be a bias related to the strong influence exerted by those in leadership and coordination roles in the MSM in proposing and deciding who will be part of the mechanism. A combination of top-down and bottom-up approaches to select participants is often more appropriate. In addition, most of the SFS

Image credit: Elaine Casap by Unsplash

MSMs studied have created several small working groups, with the intention of enabling meaningful participation and being more inclusive. While 80 per cent of respondents to the stakeholder survey contend that participation in the mechanism adequately reflects the diversity of stakeholders in the given food system, a not insignificant 10 per cent of respondents, mainly from NGOs (64 per cent), disagree or strongly disagree with this statement; they argue that it is still necessary to include the voices of more disadvantaged actors at grassroots level. It is often the case that some informal "invisible actors", such as street food vendors and women cooking in informal settings, do not participate in this kind of governance mechanism, despite their often crucial role in the (local) food system. Some respondents indicate that access to technology, transport and financial support may hinder their chances of participating in these kinds of mechanisms. This challenge is frequently pointed out by critics of multi-stakeholder governance.

These findings reinforce the need to better address agency and power imbalances in the SFS MSMs studied.

3.2. Relevant goals, plans and strategies

Half of the cases studied (Denmark, France, London, Montreal and Los Angeles) have a written strategy document setting out their goals, plans and strategies.

A large majority of stakeholders (88 per cent) agree that their SFS MSM clearly identifies and articulates its vision, mission and goals among its members and that it has well-defined policy and advocacy priorities, either as part of a plan or an overall strategy (84 per cent of respondents), as shown in Figure 13.

Likewise, the majority of stakeholders surveyed believe that their SFS MSM understands the overall policy environment related to its priorities (85 per cent) and has basic knowledge about its policy subject matter (90 per cent).

3.3. Principles for democratic multi-stakeholder governance

One of the central challenges of MSMs revolves around nurturing and facilitating a working relationship based on trust, mutual respect, open communication and understanding of each other's strengths and weaknesses (ODI and FDC, 2003). It is therefore unsurprising to see the importance attached to good governance principles in the successful SFS MSMs studied. Almost all of them have adopted good governance principles (9 out of 10), which are either stated in a written document (in half of the cases) or are implicit (4 out of 10). The only exception is Antananarivo, where good governance principles have not yet been established, mainly because of its relative "youth".

| | 4% | | | 2% |
The multi-stakeholder mechanism identifies and articulates its vision, mission, and goals among its members: 6%, 43%, 45%

| | 1% | | | 2% |
The multi-stakeholder mechanism has advocacy or policy priorities – either as part of a food plan or an overall strategy: 5%, 8%, 39%, 45%

| | 3% | | | 3% |
The multi-stakeholder mechanism understands the overall policy environment related to its priorities: 9%, 35%, 50%

| | 2% | | | 2% |
The multi-stakeholder mechanism has basic knowledge about its policy subject matter: 6%, 38%, 52%

(n=108)

● Strongly disagree ● Disagree ● Neither agree nor disagree ● Agree ● Strongly agree ● No reply

Figure 13. Stakeholders' perceptions of the SFS MSM's strategic and political framework

Figure 14 shows that "engagement", "sound financial management" and "transparency" are the most frequently embraced good governance principles (indicated in 8 out of the 9 cases with defined good governance principles). These are followed by "inclusiveness and equity", "trust, networking and relationships" and "leadership" (7 out of 9 cases) and "participatory learning and capacity building", "accountability" and "respect for human rights and diversity" enshrined in 6 out of 9 cases. These principles are consistent with one of the main reasons cited in the literature for creating this type of governance mechanism, which is to support the inclusive, transparent and equal participation of all stakeholders in decision-making on food systems. In addition, 5 out of 9 of the cases include "innovation and openness to change" among their good governance principles. The least used ones are "rule of law and ethical conduct code" and "responsiveness" (4 out of 9).

The SFS MSMs in France, La Paz and Los Angeles are the only ones embracing all the good governance principles (12 out of 12), followed by Quito and Montreal (9), as shown in Figure 15.

A large majority of stakeholders (81 per cent) indicated in the stakeholders' survey that their SFS MSM respects the agreed code of conduct, the rule of law and good governance principles, even in a case like Organic Denmark where codes of conduct and governance are less formalized (the rest neither agrees nor disagrees). Unquestionably, the importance given to good governance in these MSMs has been fundamental to their perceived legitimacy and to the achievement of good results.

3.4. The balance of power: the elephant in the room?

All SFS MSMs studied have established mechanisms to put their good governance principles into practice. Figure 16 shows that the majority of SFS MSMs (7 out of 9) have put in place mechanisms to capture and take into account all voices, and to foster collaborative learning and capacity building. There are also defined processes to include voices that are not in the SFS MSM for specific processes (e.g. policy-related citizen consultations), to communicate effectively and to achieve consensus (6 out of 9).

One interesting finding is that fewer cases have established procedures to address power relations and power imbalances (only 3 out of 9), and to manage conflicts of interest (5 out of 9). There is an essential aspiration at the heart of SFS MSMs to build more inclusive, participatory governance in which the voices of those most affected by policy decisions can be heard
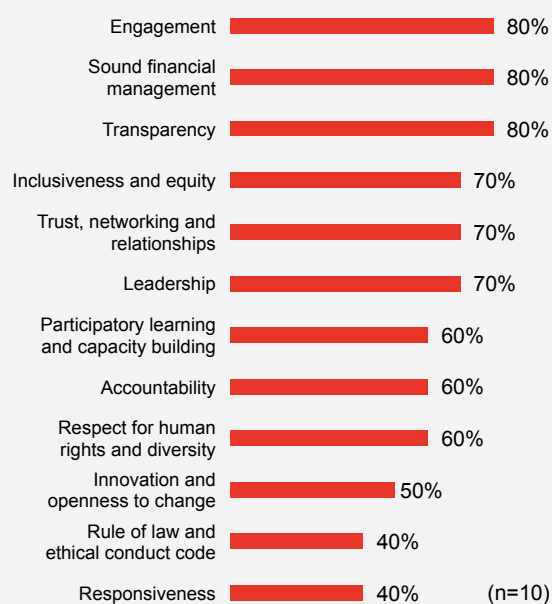
Figure 14. Good governance principles used by the 10 SFS MSMs (multiple answers possible)
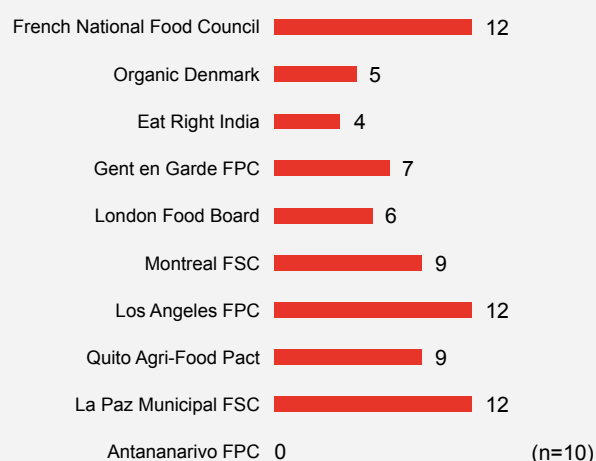
Figure 15. Number of good governance principles used in each SFS MSM
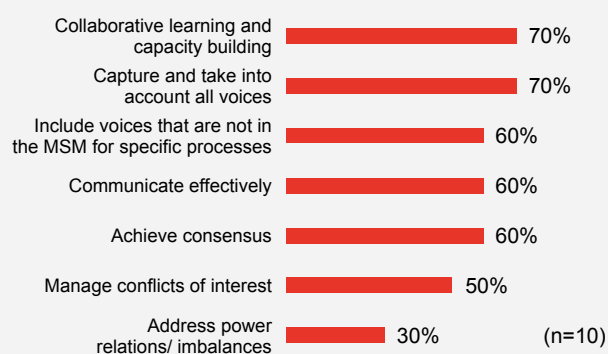
Figure 16. Mechanisms in place to put good governance principles into practice (multiple answers possible)

and their rights defended (World Bank, 2011). Yet the inability to manage power imbalances is one of the main challenges and criticisms of multistakeholderism (Hiemstra et al., 2012), raising questions about its legitimacy for good governance. Achieving better policies for food systems requires overcoming friction related to facts, interests and values (OECD, 2021). Power differences usually manifest themselves in multi-stakeholder processes, and it is very difficult for less powerful actors to influence what is going on in these MSMs, or to shift power dynamics in their favour. Notwithstanding this, the majority of successful SFS MSMs in this study seem to pay less attention to these issues.

As a consequence, it is not surprising that some of the stakeholders surveyed made statements such as "there is still a great deal of resistance to sharing a slice of the pie, the pie being power". According to them, sometimes "big NGOs and the private sector participate in defence of their own economic interests, without a genuine intention to collaborate and reach agreements and joint commitments". This is believed to "limit the opportunities for stakeholders, especially the most impacted people, to create solutions that address the challenges they face in their communities". In conclusion, it seems that in many of the cases studied there is a pending task related to the management of power relations.

Image credit: © Karine Aigner / WWF-US

3.5. Procedures to collaborate and navigate difficult dialogue

In addition to formal meetings, interaction between stakeholders happens in all kinds of formal and informal settings and ways, following a complex pattern of personal and professional relations and networks. Of all possible means of engagement, the preferred one is attending meetings (for 100 per cent of stakeholders), followed by written feedback and consultation by email, letters or document sharing (90 per cent). Participants also make use of oral feedback in 80 per cent of the cases.

The majority of the SFS MSMs (in France, India, Antananarivo, Ghent, London, Montreal and Los Angeles) meet in plenary four to five times a year. In all 10 cases, there are established working groups, task forces, committees or teams working on specific topics or processes. It is not uncommon to have different meeting frequencies for these subgroups. Extraordinary sessions can also take place, depending on the context and (urgent) issues at hand. Finally, in several cases, such as in Quito, COVID-19-related restrictions limited the number of meetings held in 2020, limiting the functioning of the SFS MSM.

There is usually a predefined annual calendar for the plenary meetings (in 8 of the 10 cases studied). However, in most cases, the leading organization can also convene at any time for different reasons, such as a request by one or more stakeholders, or a pressing food-related issue or emergency to be discussed or addressed.

The agenda is most commonly defined by the leadership but it can also be drafted collaboratively (both approaches are taken in 6 of the 10 cases studied). Respondents in only 6 out of the 10 cases report that the agenda includes a defined purpose, topic and questions to be addressed during the meeting.

In order to have inclusive and constructive dialogue, a facilitator is appointed for each meeting in almost all the SFS MSMs (9 out of 10). In 8 of the 10, stakeholders are informed and briefed beforehand on the topics under discussion and there is a note-taker and reporter; in 6 out of 10 cases, a report is circulated to all stakeholders after the meeting and there is a system in place to work collaboratively and give feedback on the minutes of the dialogue. Only in 4 of the 10 cases are stakeholders given a fixed time to participate or respond and the participation time is

equal for all stakeholders, which may imply a problem in terms of tipping the power balance when it comes to dialogue and meetings, reinforcing previous findings in this regard.

As shown in Figure 17, a large majority of stakeholders consider meetings to be well organized (84 per cent) and communication to be transparent, clear and effective (83 per cent). In contrast, when it comes to their perception of issues related to equal participation and the management of power relations, a slightly lower number of respondents (but still the majority) think that most of the (formal) members actively participate in the work of the SFS MSM (75 per cent), that the structure and processes are conducive to addressing food systems trade-offs in a consensual

collaborative way (74 per cent), that the structure and processes are conducive to the equal representation and participation of all members (71 per cent) and that the participatory learning processes in place are conducive to the capacity building of its members (69 per cent).

The overall perception of the quality and effectiveness of meetings and dialogue is positive, as 84 per cent of the stakeholders consider the effectiveness of the SFS MSM to foster inclusive and constructive dialogue between all food system stakeholders to be medium to very high. Similarly, 86 per cent believe that the SFS MSM's effectiveness in promoting collaborative and coordinated action between all food system stakeholders is medium to very high.
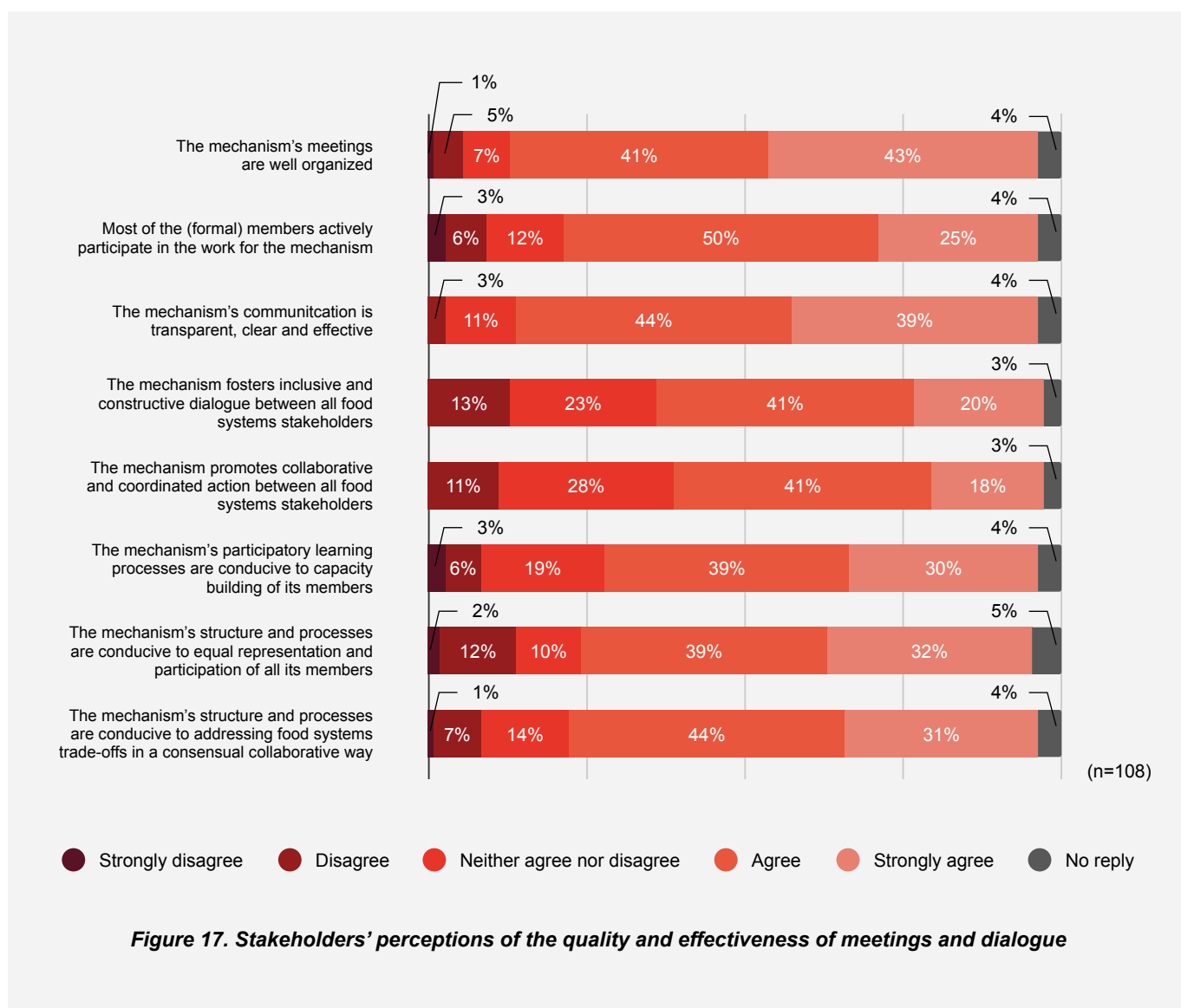
Figure 17. Stakeholders' perceptions of the quality and effectiveness of meetings and dialogue

4. Stakeholder engagement

Image credit: Fundación Alternativas

Some caution is warranted in interpreting results related to stakeholder engagement, as those who agreed to participate in the survey are likely to have a strong interest in SFS MSMs, giving rise to a self-selection bias and a possible over-representation of very engaged stakeholders and a potential under-representation of other views.

4.1. High level of participation, diverse forms of engagement

The stakeholders who responded to the survey show a high level of engagement: 70 per cent of them participate in all SFS MSM meetings with, on average, a higher attendance rate for civil society representatives (82 per cent) and farmers (71 per cent), and a slightly lower rate for government representatives (63 per cent) and NGOs (65 per cent). Plenary meetings are, for almost all stakeholders (89

per cent), the preferred way to participate in the SFS MSM; 61 per cent also communicate in writing and 44 per cent use verbal exchanges and feedback. It is interesting to note that the means of engagement used shows some variation, depending on the stakeholder group considered. For instance, public and private sector representatives engage more frequently than the other stakeholders in conversations (60 and 68 per cent, respectively). In contrast, verbal communication is used less by farmers (14 per cent) and civil society representatives (29 per cent). This higher use of informal oral exchanges by the actors traditionally considered more powerful in MSMs (private sector, international NGOs and public sector) could reflect a more active use of (informal) lobbying and information collection and exchange to advance their interests and influence the agenda and the priorities of the SFS MSM. Indeed, personal exchanges over the telephone are a widely recognized lobbying strategy (ICCO, 2010). Additionally, government representatives also

show a higher than average level of engagement via written feedback (74 per cent, 13 points higher than average). This finding seems to reinforce the idea that public sector representatives are highly engaged and take an active role in the SFS MSMs studied to position the government's agenda, and they do so through different engagement mechanisms and interactions (lobbying avenues).

In terms of time, almost half of the stakeholders (47 per cent) dedicate an average of 1 to 4 hours per month to the work of the SFS MSM. In 19 per cent of the cases, the time dedicated is lower; in 12 per cent of the cases, it is 4 to 8 hours, and in 19 per cent it is even more than 8 hours. The pattern of time dedicated to the SFS MSM is similar for most stakeholder groups, with the exception of farmers: 43 per cent of them stated they dedicate less than one hour per month to the SFS MSM, showing less time commitment than average. If we relate this one finding to the others in this study, we could presume that this may be due either to a lack of resources to finance their participation or to a lower level of interest in the SFS MSM, which is linked to what they gain from it.

4.2. Participation influenced by the power of money

In most cases (7 out of 10), the stakeholders' participation in the SFS MSM is financially supported by the organization to which they belong. This means that, in general, the SFS MSM has no budget to finance stakeholder participation. This in turn means that the participating organizations must be convinced about the value and potential of the SFS MSM's work, and also have sufficient funding available to participate. Moreover, in 18 per cent of the cases, participation is funded by the stakeholder's personal budget. This percentage is much higher among farmers, where 57 per cent of respondents stated that they have to finance their own participation, and 43 per cent indicated that they are supported by their organization's budget. This makes sense, as farmers are usually part of a farming business or work as independent workers. In the case of civil society, it is also more common than average to have participants funding their own participation (24 per cent) while 54 per cent are supported by their organizations. Only in 3 of the cases is there an SFS MSM budget to financially support the participation of stakeholders. This might hinder the representativeness and legitimacy of the SFS MSM, as a lack of institutional funding may deter the participation of more disadvantaged groups, who additionally usually have less power and influence on decision-making.

Real multi-stakeholder governance requires a counterweight to the power of money. The findings

suggest that it would be beneficial for most of the SFS MSMs to put in place funding mechanisms to support participation and to prevent a lack of resources from being an impediment to inclusiveness. In fact, some of the stakeholders surveyed indicated that more representation by grassroots organizations is needed in their SFS MSM.

Networking — 69%
To be updated or informed on food topics in my city, country or region — 67%
Learning — 66%
Proudly representing my organization — 55%
Advocacy purposes and agenda setting — 52%
Leading or coordinating a fascinating thematic area — 39%
Visibility — 26%
Potential fundraising — 9%   (n=108)
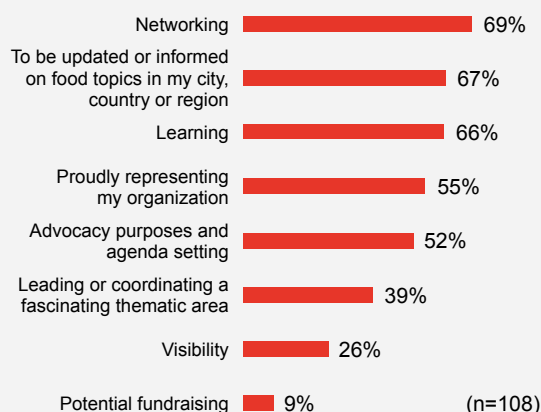
Figure 18. Stakeholders' main motivations for engaging in the SFS MSM (multiple answers possible)

4.3. Strong motivations and political buy-in

The top three motivations reported by respondents for participating in their SFS MSM are shown in Figure 18. These are: networking, being updated on food topics in their city/country, and learning. Surprisingly, only 9 per cent of respondents mentioned potential fundraising as one of their motivations for engaging in the SFS MSM.

Almost half of the respondents also indicated that the possibility to influence the agenda and the opportunity to represent their organizations were strong incentives for engagement.

On the quality of networking among members, reflected in Figure 19, the majority believe that the processes in place in their SFS MSM help build relationships among members (85 per cent) and that joining the mechanism has helped members build trust with one another (77 per cent) and to coordinate efforts among participants' organizations (75 per cent).
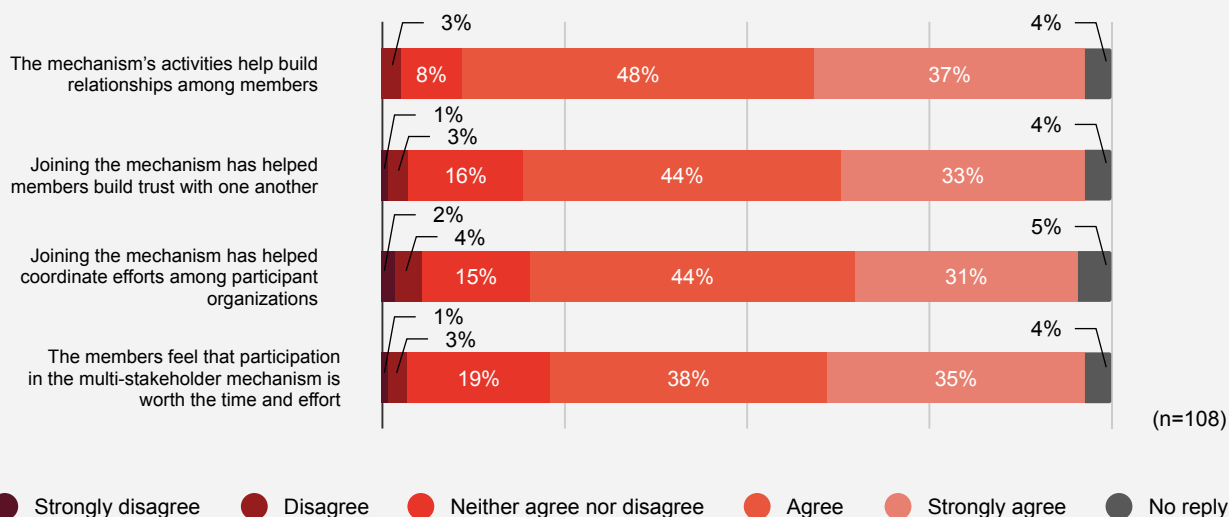
Figure 19. Stakeholders' perceptions of the quality of networking

An interesting point is that, in the open-ended question related to the reasons for participating in the mechanism, respondents expressed quite strongly the importance of their personal intrinsic motivations, related to their ideals, principles, feelings and personal stories around food. Words such as "pleasure", "passion", "justice", "equity" and "sustainability" were used by several respondents.

In general terms, the majority of stakeholders (73 per cent) feel that participation in their SFS MSM is worth the time and effort, as shown in Figure 20.

Stakeholders participating in the survey perceive a good level of participation, endorsement and support from the government, including from high-level representatives.[30] Some 83 per cent of respondents

Participants feel that the participation in the multi-stakeholder mechanism is worth the time and effort
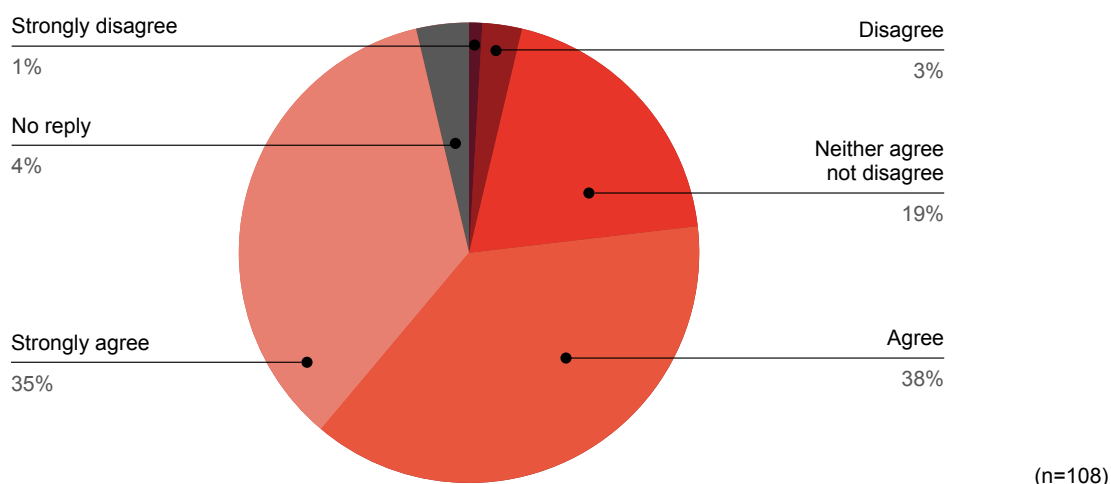
Figure 20. Stakeholders' perceptions of the worthiness of the SFS MSM

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[30]There might be a bias here coming from the fact that having government support and engagement was one of the criteria for selection of the SFS MSMs included in this study.

rate this level of buy-in from medium to very high, with almost half of respondents (49 per cent) perceiving a medium level of buy-in. Undoubtedly, this perceived good level of government support has been critical for the long-term functioning of these MSMs and the concrete results they have achieved.

Similarly, the general level of stakeholder engagement is perceived as medium to very high in 94 per cent of responses, as shown in Figure 21. Interestingly, when asked about the level of engagement by stakeholder groups, the perceptions vary considerably, especially in the case of the private sector and farmers, where this percentage drops to 63 and 61 per cent, respectively. Some stakeholders reported that they perceive these stakeholder groups as less collaborative and "more focused on their interests and the individual or organizational gains they can get from the SFS MSM than in seeing the big picture and joining forces".

In general terms, stakeholders appear to genuinely engage in the SFS MSM to learn and stay updated and in touch with the different food systems actors and topics. Their openness to learning, engaging in collaborative work and supporting social, economic, and political transformation seems to be quite high. When asked about the perceived level of resistance of the SFS MSM to transformative change,[31] 75 per cent of respondents said it is medium to very low, with

almost half of the respondents (44 per cent) perceiving a medium level of resistance. It is also worth noting that a not insignificant number of stakeholders indicated a high to very high level of resistance in this area (13 and 8 per cent, respectively). The private sector (including farmers) is perceived as the stakeholder group with the highest resistance to transformative change. In some cases, public sector decision-makers also seem "more comfortable maintaining the status quo" and are perceived as "not prepared to shift the paradigm and implement models, infrastructure or capital that will empower individuals and communities, specifically in regard to food sovereignty".

4.4. Effective collaborative leadership is paramount

Getting people to work together to achieve common goals is never easy. Collaboration is especially challenging when there are diverse and competing interests, perspectives and values at stake, within different organizational and cultural contexts. Leadership styles and capacities have a profound influence on the direction that SFS MSMs take (Brouwer et al, 2015). Leadership is a crucial building block for the success of SFS MSMs. The dependence on effective leadership can be considered a limitation of this kind of governance mechanism.
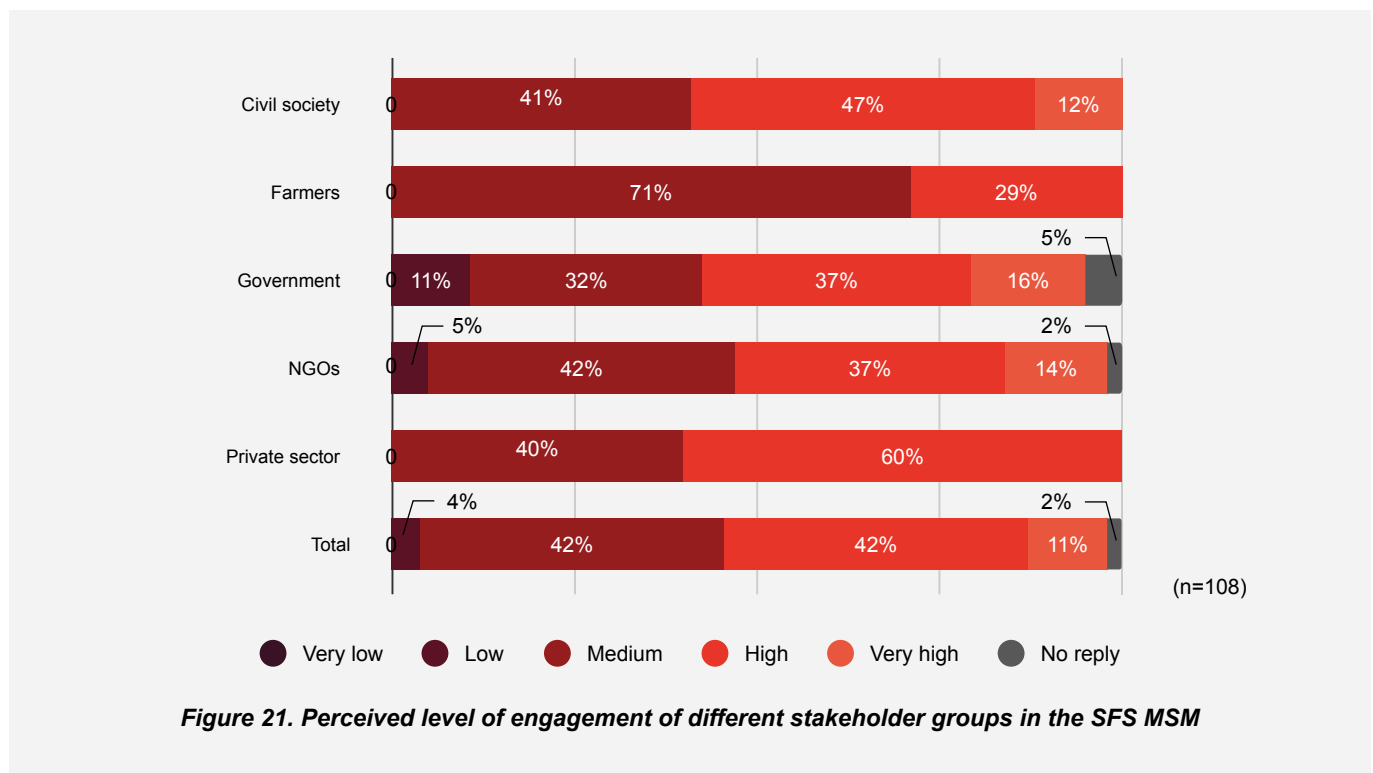
Figure 21. Perceived level of engagement of different stakeholder groups in the SFS MSM

[31] "Transformative change" was defined in the survey as "doing things differently, not just a little more or less of something already being done. It entails holistic collaborative work and addressing root causes to achieve sustainable food systems".

A strong collaborative leadership style encourages people to work together, sharing responsibility and becoming empowered to tackle difficult issues. The perceptions of the stakeholder survey respondents regarding their SFS MSM's leadership are positive, as shown in Figure 22. In general, most stakeholders agree or strongly agree that the leadership shares decision-making power with the SFS MSM's members (82 per cent), is receptive to new ideas (88 per cent), adequately reflects members inputs in the SFS MSM's documents and products (84 per cent), encourages all members to participate (85 per cent) and is actively involved in welcoming new members (88 per cent). As a result, most of the stakeholders think that their SFS MSM promotes and supports diverse representation and participation (81 per cent) and that it also provides opportunities for members to build leadership skills (71 per cent).

In contrast, perceptions regarding the leadership's ability to manage disagreements and power relations are less positive. A lower percentage of respondents agree or strongly agree that the leadership has a good mechanism in place to resolve disagreement (49 per cent), and to manage conflicts of interest (55 per cent) and power relations (56 per cent). These perceptions are consistent with previous findings on this issue, suggesting that even successful SFS MSMs

still have to improve their leadership and governance arrangements in order to level the playing field for all participants, and create safe spaces for disadvantaged groups, so that they do not replicate existing unequal power relations in the food systems they aim to transform.

Some respondents mentioned concrete negative consequences arising from this, such as "the difficulty in counterbalancing the weight of private sector actors, such as the big retailers and the food industry, while elevating the interests of consumers". Additionally, in some cases where the leadership role is occupied by the public sector, it is not uncommon to see more hierarchical leadership styles, which, according to some stakeholders, may hold actors back from meaningfully engaging in the SFS MSM. In other cases, the leadership is perceived as too weak to manage power relations or lacking the weight and legitimacy needed to convene and encourage engagement. Finally, weaknesses in leadership were sometimes also attributed to a lack of vision and strategy in relation to the food system itself and the role that the MSM could play to advance sustainable food systems. "Shared values with the rest of the group, enthusiasm, optimism and celebration of joint results" were attributes mentioned as an important part of good MSM leadership.
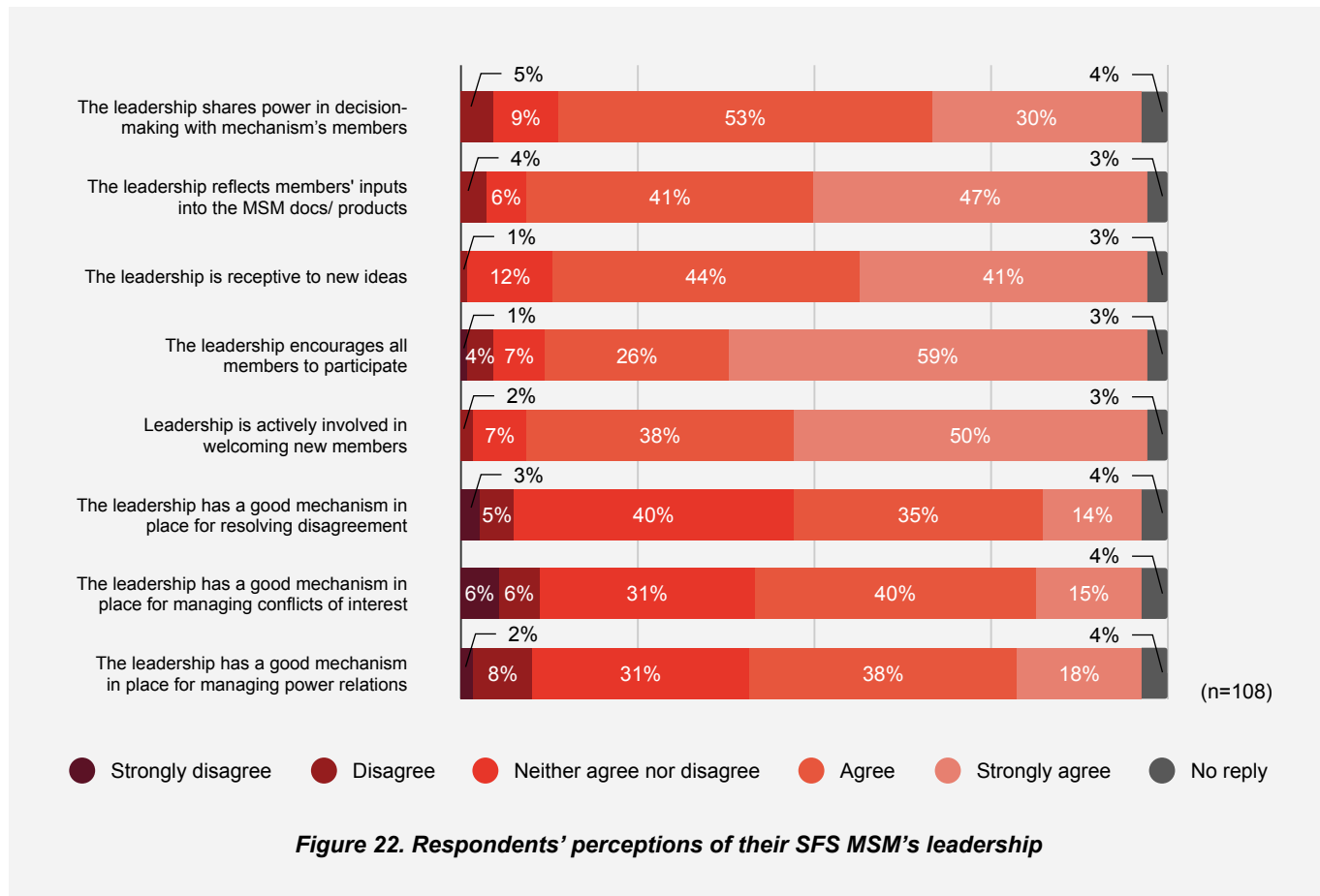
Figure 22. Respondents' perceptions of their SFS MSM's leadership

5. Lessons learned from policy formulation and implementation

5.1. A twofold success in embedding the SFS approach in policy processes

All of the SFS MSMs studied, with the exception of Eat Right India and the Antananarivo FPC,[32] have led and/or informed the formulation of at least one food policy, regulation, strategy, action plan or roadmap for sustainable food systems (see Chapter 3 for more details on each case). In 7 of the cases included in this study, this policy has been enacted[33] by public authorities and thus recognized as the official policy document for sustainable food systems development in the country or city.

An interesting and important finding is that, in addition to the contribution to the formulation of the food policy, 9 of the SFS MSMs have provided input and/or helped to include the food topic in other related agendas and policy processes. In particular, they have contributed to policy formulation related to climate change, environmental issues and territorial and urban development.

For instance, Organic Denmark is co-author of the world's first GMO Law and the world's first Organic Law; eight additional action plans, including climate and organic conversion goals in public kitchens; the world's first Organic Action Plan and national organic label; and the Climate Partnership for the Food and Agriculture Sector. Moreover, at an international level, Organic Denmark was co-lead on the EU ban on GMOs in organic food and farming and was a contributor to the EU Organic Action Plan, the EU organic regulation and the C40 Good Food Cities Declaration[34] (World Mayors Summit 2019).[35] Organic Denmark has also

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[32]*The mechanism has not yet developed such a food policy/regulation/strategy/action plan/roadmap in a collaborative manner. The first collaborative strategy will be the product of the SARU (CRFS) project led by FAO Madagascar (2020-2022). It is a strategy to strengthen the resilience of the food system in the urban region of Antananarivo (for more information, see Chapter 3).*
[33]*Made official law or policy.*
[34]*https://www.c40.org/press_releases/good-food-cities*
[35]*https://c40summit2019.org/*

successfully lobbied to embed sustainable organic food policies in larger national programmes and strategies for rural development, drinking water protection, pesticide control, green growth, and national, regional and city budgets. Similarly, in France, the National Food Council (Conseil National de l'Alimentation, CNA) has issued 87 opinions (avis), feeding into a large number of food-related policy processes (see Annex 5). Likewise, in Quito, the Pacto Agroalimentario de Quito (PAQ) has successfully lobbied to add the food topic to Quito's Climate Action Plan 2050, Vision 2040 (city urban planning strategy), Quito's Resilience Strategy, the Metropolitan Development Plan and the Land Use Plan.

This is what adopting a food systems approach means: it is not only about formulating a holistic sustainable food policy, but also about having policies in different areas (e.g. agriculture, fisheries, environment, public health) that take a more holistic view of the objectives and coordinate to avoid incoherent policies (OECD, 2021).

5.2. The first step: a holistic participatory food systems diagnosis

Experts and organizations working on food systems transformation have developed several manuals, toolkits and frameworks to provide guidance on how to foster sustainable food systems by applying a food systems approach to policy-making and implementation.[36] These recommendations highlight the importance of conducting a holistic participatory food systems assessment as a starting point. This diagnosis forms the basis for further development of policies and programmes to promote the sustainability and resilience of the food system, and stems from a formalized process of identifying and engaging all relevant stakeholders from the beginning of the process. Beyond the formulation or revision of food policies, this results in the creation and revitalization of existing networks for food governance and policy development (FAO, RUAF and WLU, 2018).

A large majority of the SFS MSMs studied (8 out of 10) conducted an assessment aimed at understanding the current functioning and performance of the food system in their geographical context. As shown in Figure 23, all these diagnoses used participatory methods, and 7 out of 8 took into account current food systems trends and challenges; included a mapping of food systems actors; and identified actionable entry points

for further collective action and policy development. Finally, 6 out of 8 included a mapping of food-related policies in the diagnosis, gave special attention to socially disadvantaged and marginalized groups, and went beyond sectoral problem framing to apply a system-based problem framing. These results indicate that the food systems approach is increasingly being adopted in these SFS MSMs, but the sectoral approach still prevails in 4 of the 10 cases studied. The same happens with the prioritization of social groups who are most in need – this is absent in 4 of the 10 SFS MSMs. This finding may reinforce the need to step up the participation, voices and needs of less powerful groups, and further improve stakeholder power dynamics in these SFS MSMs.

Figure 23. Characteristics of the food systems diagnosis conducted by 8 out of 10 SFS MSMs (multiple answers possible)

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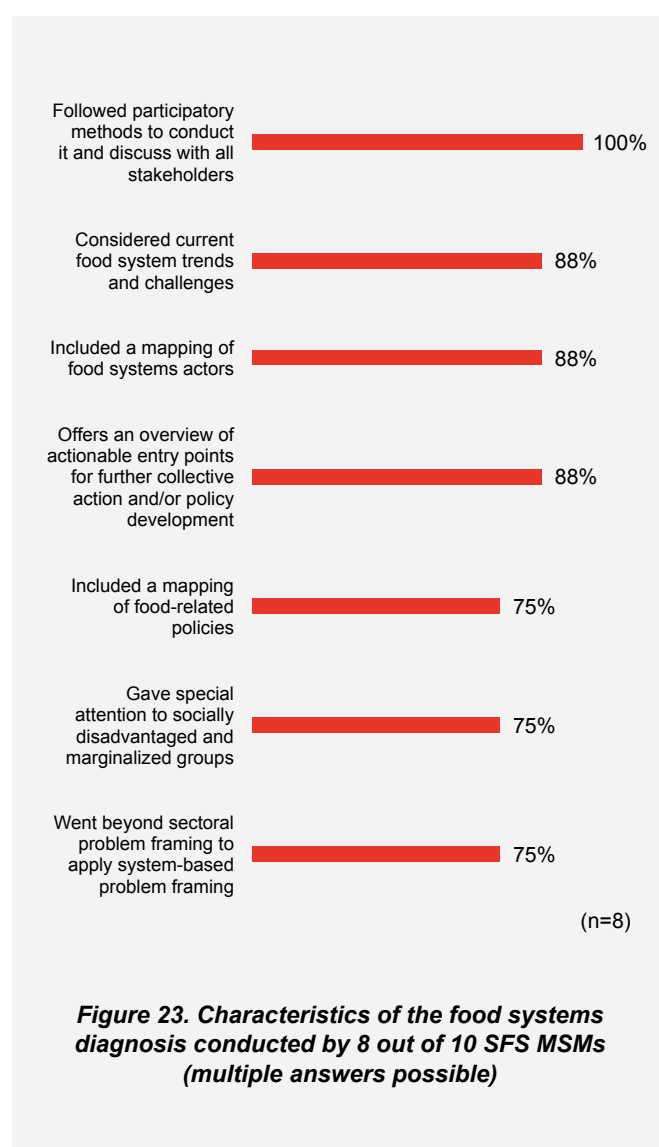
[36]*For instance, the CRFS toolkit (FAO, RUAF and WLU, 2018), the Collaborative Framework for Food Systems Transformation (UNEP, 2019a) and the Food Systems Decision-support Toolbox (Posthumus et al., 2021).*

Image credit: Organic Denmark

5.3. A whole-of-society approach advanced through innovations in policy formulation

All the SFS MSMs engaged in policy development use a blended approach to inform food policy formulation, combining deliberative and participatory democracy methods. The process usually includes initial broad public consultations through open, self-selected participation. In a second phase, the SFS MSM stakeholders engage in internal deliberation to develop final policy proposals and recommendations. The methodologies and tools used to foster participation show a high level of innovation, varying from case to case and depending on the policy at hand. For instance, SFS MSMs often create thematic working groups to deal with specific issues, and they usually reach out to targeted stakeholders and experts outside the SFS MSM for specific processes.

In order to carry out the consultations, the SFS MSMs make use of focus groups, workshops, interviews with key stakeholders, consultation events and meetings with actors outside the SFS MSM. These tools can be used in combination, or at different stages of the process. When it comes to promoting innovative approaches, the cases of Montreal, France, Los Angeles and Ghent deserve particular attention.

In Montreal, the Conseil du Système alimentaire montréalais (CSAM) established four working groups for the strategic planning that led to the 2020-2022 action plan. These thematic groups comprised members of the CSAM as well as invited experts on each priority topic; other stakeholders outside the SFS MSM were also consulted when deemed necessary. A forum was organized with 170 participants to share the state of play regarding each priority topic, and to define actions. Drawing from all the input and information

gathered, the working groups identified objectives for the food action plan, which were subsequently adopted by the SFS MSM. The final stage was a call for proposals that resulted in the selection of 92 projects supported by more than 50 food systems actors, which were included in the food action plan.

In the case of France, the CNA is currently piloting a citizen participation system[37] where a specific dialogue group is created within the SFS MSM. This group interacts with a citizen panel and integrates input from exploratory workshops open to citizens and supported by communities. Citizens' opinions and the summaries of the workshops are made public and presented alongside the opinions (avis) of the CNA concertation group. In this way, the CNA's recommendations incorporate the views of the entire citizenry, thus ensuring a broader plurality of views.

In Los Angeles, LAFPC serves as a backbone organization for a network of over 400 institutions and agencies working on the promotion of healthy, sustainable and fair food. Growing from the collective impact model, they cultivate an ecosystem approach, building a diverse network of change makers from across the food system, from farm to fork and beyond. They do this through cross-sector working groups, network events and other civic engagement activities.

Finally, in Ghent, the Gent en Garde FPC works with "transition arenas"[38] as a key process where new policy pathways are created in collaboration with multiple (frontrunner) stakeholders. The FPC has established a food working group that mobilizes those effectively working at grassroots level on the food transition by pursuing a contributory logic, where every actor has a voice. This combination of representative and contributory logic aims to reinforce the democracy and legitimacy of the work done by the Gent en Garde FPC.

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[37] https://cna-alimentation.fr/debats-citoyens/
[38] https://commonstransition.org/commons-transition-plan-city-ghent/

5.4. SFS policy priorities and management of trade-offs

The information presented in the following four sub-sections (5.4, 5.5, 5.6 and 5.7) is solely based on the data gathered through the focal points surveys of the 8 cases that have led and/or informed the development of an SFS food policy.[39]

When a food systems diagnosis that included a policy mapping and analysis was conducted prior to policy formulation, it served as the main input to inform policy priorities (see Figure 24). Additionally, government concerns also played an important role in 50 per cent of these cases. Finally, half of the SFS MSM focal points recognize that differences in stakeholder representation and power affected levels of influence when defining the focus areas. Through the agenda-setting capacity, power seems to influence policy priorities, even in cases where these stemmed from a prior participatory process. Differently positioned actors have different capacities to define or influence the agenda by selecting issues seen as important or relevant or by shaping the way these issues are framed, discussed and interpreted. This finding reinforces the need to improve participatory and empowerment processes in SFS MSMs to balance the levels of influence of all actors. Participation does not necessarily entail influence, as some actors may be invited to participate, and yet not be involved or taken into account in decision-making. It is not possible to completely avoid a policy consultation and/or formulation process where groups organize and use their power to influence it. However, this becomes a problem when some special interests achieve a disproportionate influence, leading to policy capture (a situation where public policy is used to benefit a special interest at the expense of others in society) (OECD, 2021).

Trade-offs between the various sustainability dimensions of the food system (in particular between healthy diets, equitable socio-economic benefits and environmental sustainability) are unavoidable and need to be navigated explicitly when developing or implementing sustainable food system initiatives. Responses from the focal points surveyed mentioned dialogue, compromise, negotiation and consensus as key elements to navigate controversial and complex topics and to manage trade-offs. The MUFPP monitoring framework is used as a reference in some cases (in Quito's PAQ, for instance), to make decisions when there are tensions and disagreements and compromises must be reached.

Image credit: J A N U P R A S A D by Unsplash

Based on a preliminary food systems diagnosis	75%
Based on government priorities	50%
Based on interests of over-represented stakeholders	25%
Based on stakeholders consensus	25%
Based on interests of more powerful stakeholders	25%
Based on international cooperation agenda and priorities	13% (n=8)

Figure 24. Criteria to define SFS policy priorities (multiple answers possible)

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[39]*Eat Right India and the Antananarivo FPC have not yet formulated a holistic sustainable food systems policy (See Chapter 3, Sections 1.3 and 2.7 for more information).*

According to some of the stakeholders surveyed, when win-win decisions are not possible, economic interests (profit) tend to prevail over other aspects such as the environment and people's health. The private sector (including farmers) is usually blamed for this, and is also perceived as the stakeholder group with the strongest agenda-setting influence and the highest resistance to transformative change: "fighting hard to maintain the status quo", according to some respondents. In the case of Organic Denmark, organic farmers often take the lead on transformative change based on organic principles and dialogue with other member groups and with environmental, consumer, climate and animal welfare stakeholders. Their efforts are sometimes tempered, however, by economic constraints.

5.5. Key topics addressed by the SFS policies

While some synergies are possible, trade-offs and hard choices characterize work on food systems. When we look at the topics addressed in the SFS policies, the issues of "sustainable diets, food diversification and food environments" and "local food production and (peri-)urban farming" have been prioritized in all the cases (Figure 25). These two priority issues are

Figure 25. SFS policy priorities (multiple answers possible)

Sustainable diets, food diversification and food environments	100%
Local food production and (peri-)urban farming	100%
Sustainable food production	88%
Food loss and waste	88%
Nutrition and health	75%
Environmental degradation and climate change	75%
Food security and poverty	75%
Food safety and quality	50% (n=8)
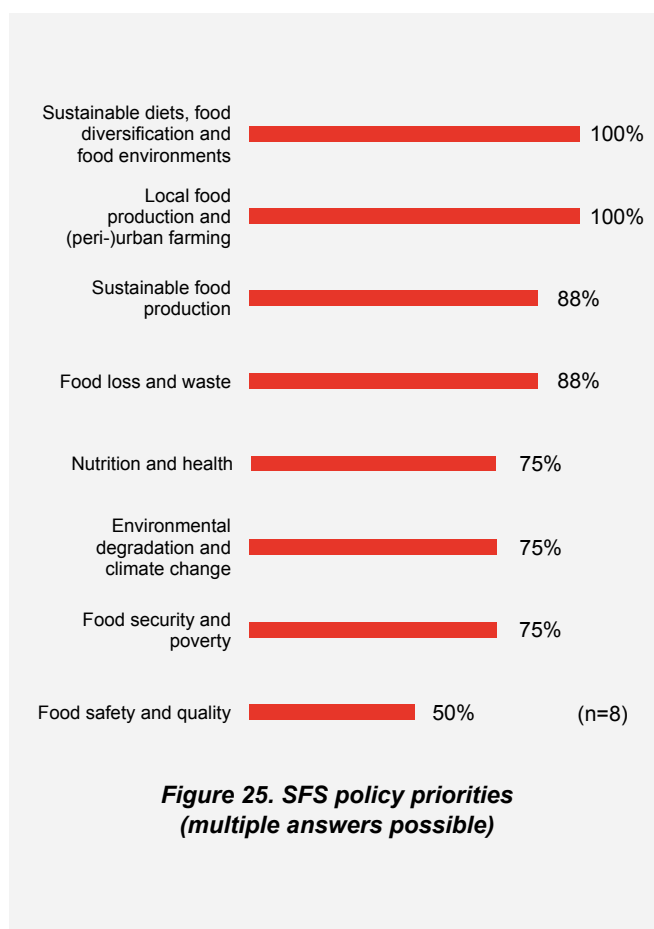
Image credit: Maarten van den Heuvel by Unsplash

followed by "sustainable food production" and "food loss and waste", indicated by 7 SFS MSMs. Finally, "nutrition and health", "environmental degradation and climate change" and "food security and poverty" feature in 6 of the 8 food policies, and "food safety and quality" only in half of them.

Findings regarding the selection of priority areas show that, in general terms, we are looking at holistic policy examples, since they usually include a broad range of topics related to food systems, and not only, for example, the productive or health component. The prioritization of topics speaks to the inclusion of a more encompassing view, with topics such as "sustainable diets, food diversification and food environments" included in all the food policies developed by the cases studied. It would seem that, in the cases studied, a more systemic view has made its way into food-related policy-making, traditionally dominated by the agricultural production perspective. Interestingly, the reported policy priorities do not match exactly the "hot topics" addressed so far by the SFS MSMs (see Section 2.2). The SFS MSMs studied seem to be adopting a more holistic and integrative vision, which has been translated in 8 of the cases into their food

policies. This vision goes beyond agriculture and food production and brings to light other crucial food systems issues and challenges, in particular from an environmental sustainability perspective.

5.6. Key characteristics of the SFS policies

A policy for sustainable food systems strives to achieve improvements in economic, social and environmental outcomes. Figure 26 shows that all the eight focal points indicated that their SFS policy adopts a holistic, comprehensive approach that acknowledges the full spectrum of issues at stake. In particular, in 7 of the 8 cases, they reported that the environmental sustainability angle had been integrated. In 6 of the 8 cases, the policy reflects the jointly identified priorities, and it is multi-level and establishes adequate objectives, activities and expected results. In 5 of the 8 cases, the policy is aligned to pre-existing food-related policies, the document is recognized as the official policy for SFS development, and it has been assigned a budget for its implementation. In 4 of these cases,

Figure 26. Key characteristics of the SFS policy (multiple answers possible)
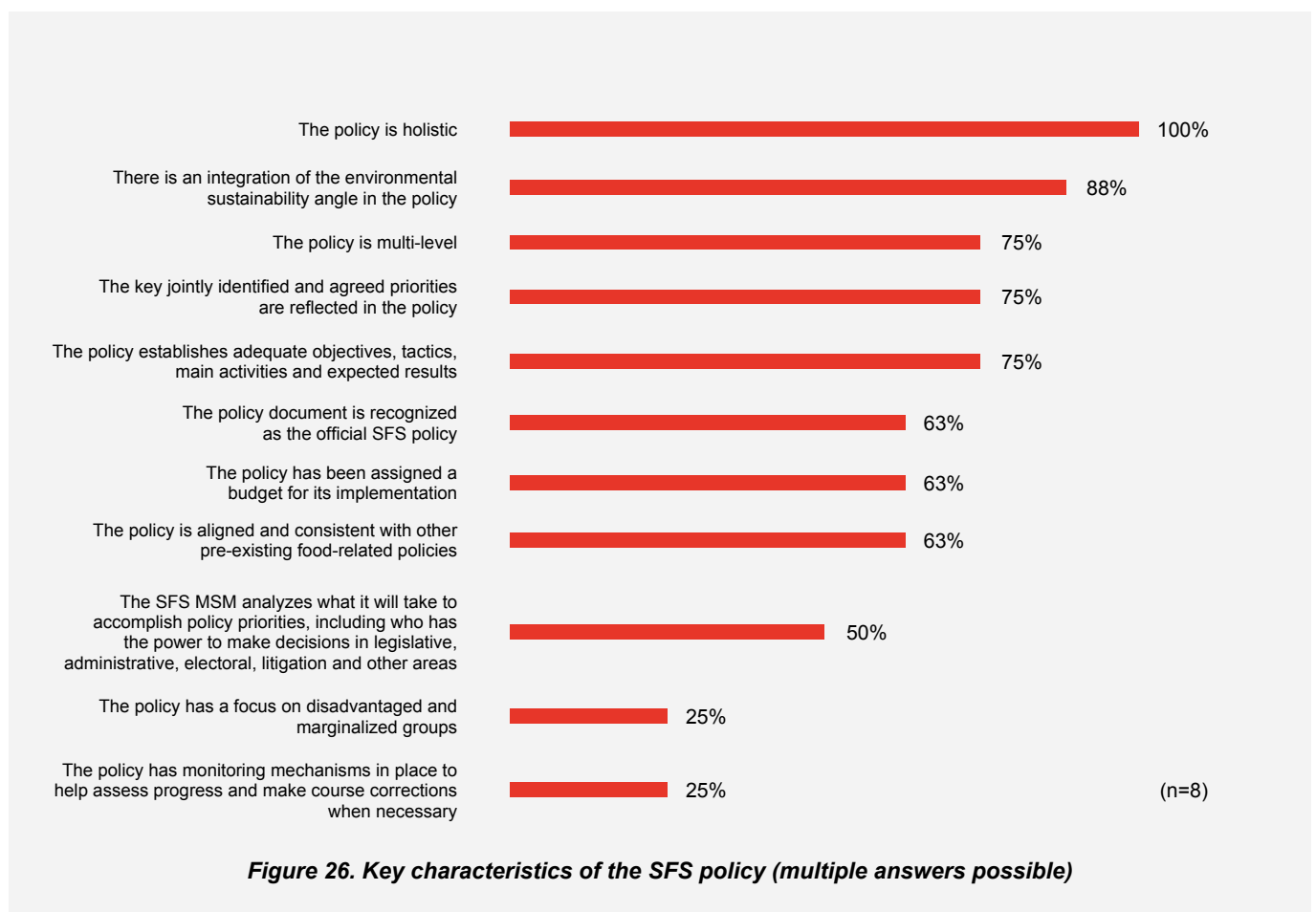
the policy includes an analysis of what it will take to accomplish policy priorities, including who has the power to make decisions in legislative, administrative, electoral, litigation and other areas.

Finally, in only 2 of the 8 cases, the policy pays special attention to disadvantaged and marginalized groups and has monitoring mechanisms in place to help assess progress and make course corrections when necessary.

5.7. Implementation of the SFS policies

The SFS MSMs studied participate to some extent in the implementation of food policies. The level of engagement varies greatly, from an active role in coordinating activities and managing the budget (as in the case of Ghent) to only implementing some

communication activities and occasionally conducting monitoring and evaluation (as in the case of Quito).

In 6 of the cases studied, there is a public institution leading the implementation of the policy and coordinating with other departments and actors through direct cooperation and dialogue between civil servants, by sharing strategic plans and information, and sometimes through a shared budget (in only 3 of the cases).

Figure 27 shows that in the majority of the SFS MSMs studied (7 out of 8), implementation is reviewed in collaboration with different stakeholders, sharing information and lessons learned. In 6 out of the 8 cases, a budget is allocated for implementation, and pre-existing related plans, programmes and activities are taken into account for improved efficiency and efficacy. Only in half of the cases does the SFS MSM play a role in the decisions regarding the allocation of funds; in 3 out of 8 cases, there are monitoring

Figure 27. Key characteristics of SFS policy implementation (multiple answers possible)
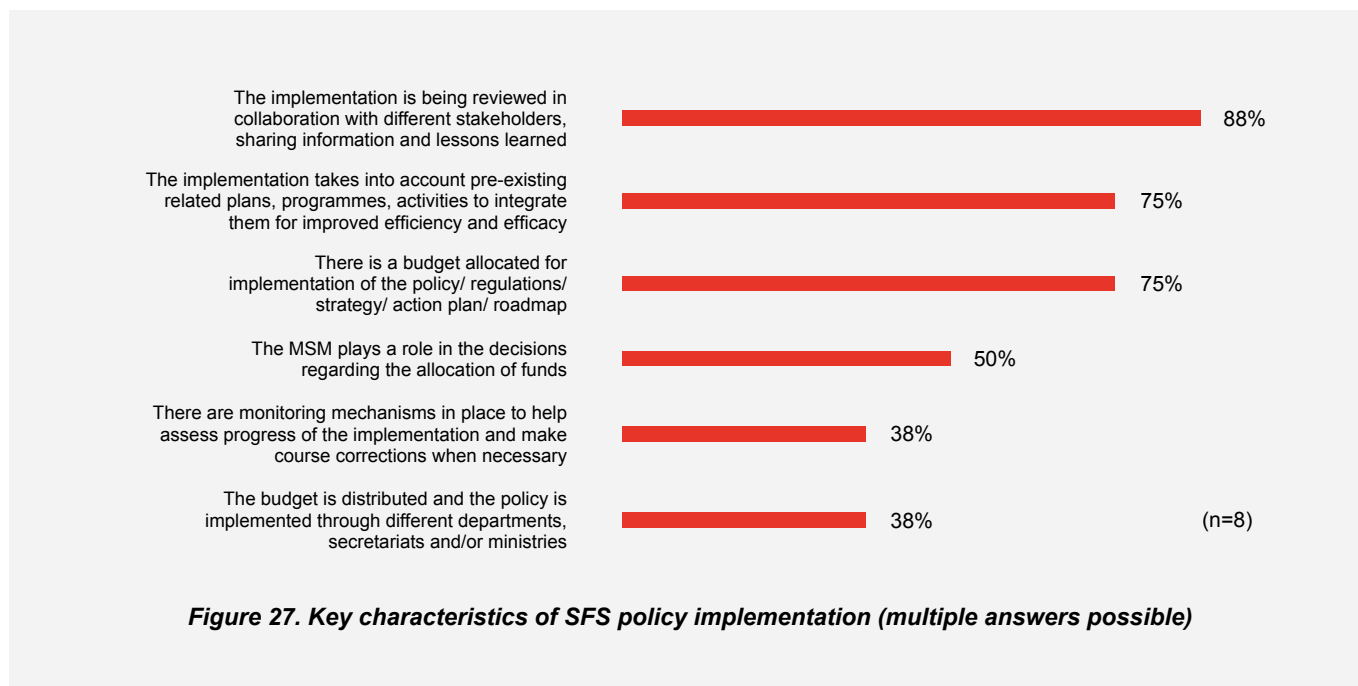
mechanisms in place to help assess implementation progress and make course corrections when necessary.

Figure 28 shows that the most common roles played by the SFS MSMs in relation to policy implementation are communication, execution of activities and monitoring and evaluation. These are followed by project management and coordination of activities. Only in half of the cases do SFS MSMs engage in the mobilization of funds, and only in 2 cases do they also administer funds.

Figure 28. Roles of the SFS MSM in policy implementation (multiple answers possible)
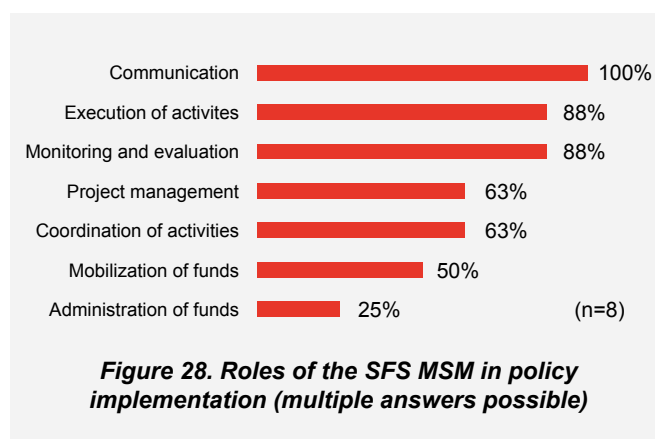
6. Perceived achievements and challenges

6.1. Perceived achievements

The success of the MSMs reviewed hinges on their capacity to lead change collectively and achieve concrete results in terms of the promotion of sustainable food systems. Survey participants were asked to identify the three key achievements of their SFS MSM. As shown in Figure 29, "networking of food stakeholders" is the key achievement indicated by the largest number of participants surveyed (58 per cent). Networking increases connectivity among food systems actors and their capacity for action. In recent assessments of the impacts of COVID-19 responses, this networking facilitated swift action and was very important in putting in place immediate food distribution, local marketing and other related measures (RUAF, 2020a; Blay-Palmer et al., 2021). Results related to policy formulation follow, both in terms of "food policy formulation" (42 per cent of respondents) and "providing input to policies, strategies or action plans" (46 per cent).

If we examine the responses by stakeholder groups, "generating new concrete collaborations and projects" also stood out as a concrete achievement perceived by private sector participants (40 per cent), NGOs (49 per cent) and government (42 per cent). Additionally, "providing sound advice for policy-making" was also indicated as a key result for many, especially for farmers (43 per cent) and civil society (35 per cent).

Not surprisingly, only a marginal 13 per cent of respondents regarded "addressing food systems trade-offs" as a key achievement of their SFS MSM.

Figure 29. Perceived major concrete achievements of the SFS MSM (Respondents could choose up to three options)
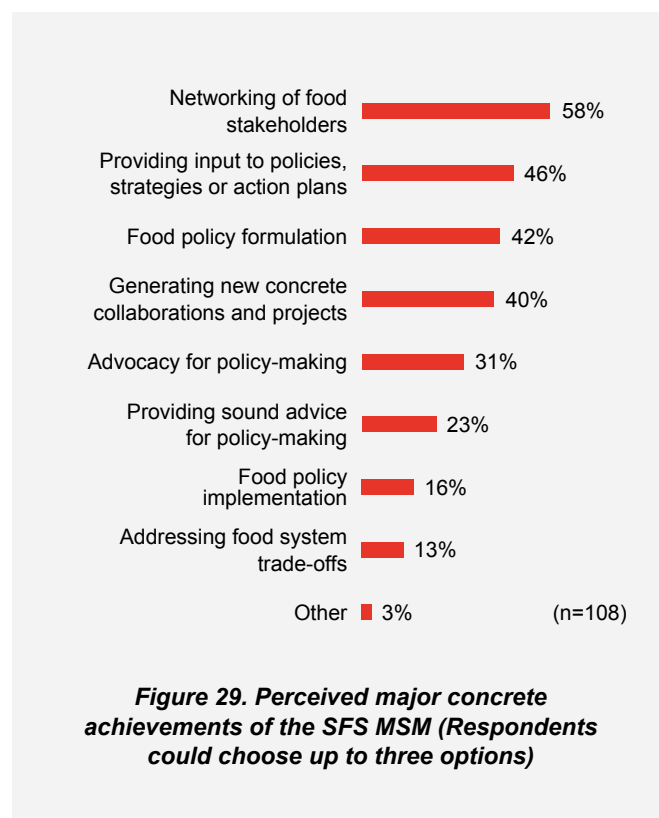
In contrast, as shown in Figure 30, perceptions are mixed when it comes to the SFS MSM's responsiveness in supporting effective decisions and interventions in the context of COVID-19. The overall perception of participants is of a medium level of effectiveness in dealing with the consequences of the pandemic in the food system. A more negative perception was reported by the private sector, civil society and NGOs, with 40 per cent, 30 per cent and 28 per cent of respondents, respectively, rating the effectiveness of the SFS MSM's response as low or very low.

(n=108)
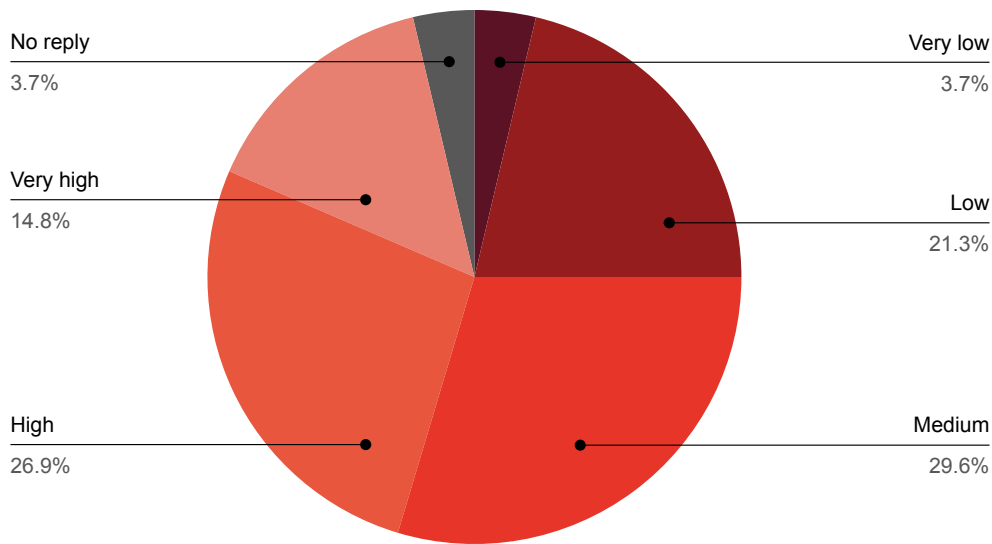
Figure 30. Perceived responsiveness of the SFS MSM in supporting effective decisions and interventions in the context of COVID-19

6.2. Perceived drivers of collaboration and success

Understanding which factors play the most important role in facilitating collaboration will help existing and future SFS MSMs optimally design their structure and governance to foster inclusive and effective exchanges, promote collaborative work and achieve positive results. When asked about their perceptions of the dominant drivers of successful multi-stakeholder collaboration, participants underscored four key elements related to good governance practices in the SFS MSM: the balanced representation of all food systems actors (64 per cent), conducive leadership and governance (62 per cent), trust built upon many years of networking and collaborating (61 per cent) and perceived political support (44 per cent). Interestingly, Figure 31 shows that participants do not consider that being duty-bound to work together (by a regulation and/or an institutional commitment or accountability obligation) necessarily has a positive impact on collaboration.
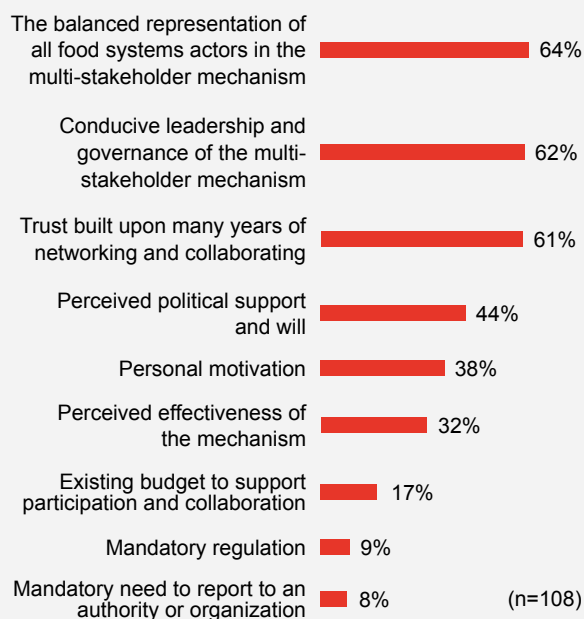
Figure 31. Perceived main drivers of collaboration in the SFS MSM (multiple answers possible)

6.3. Perceived challenges

One of the main challenges facing SFS MSMs is ensuring their long-term durability (RUAF and Hivos, 2019). This requires financial stability, as identified by the majority of respondents and by the majority of SFS MSMs (India, Denmark, London, Los Angeles, Quito, La Paz and Antananarivo), as shown in Figure 32. The stakeholder survey results show a variety of views in relation to other perceived challenges. Many respondents also pointed to the lack of political support and the limited time to engage in additional activities as major obstacles faced by their SFS MSM. At the other end of the spectrum, Figure 32 also shows that most respondents do not think that issues such as the juniority of the SFS MSM, weak leadership or lack of a clear agenda hold back collaboration. Nevertheless, according to some of the stakeholders surveyed, frequent changes in the SFS MSM's participants could hinder progress. This seems to be the case especially when the government representative is replaced. In addition to the importance of long-term relationships for trust, a common understanding and continued progress, generating a common understanding (and language) around the food system is key to the good functioning of these SFS MSMs. Changing participants can slow or even reverse that process.

In addition to the funding issue, one of the reasons why the cases studied have been successful and have shown long-term durability is their ability to overcome or avoid the most common obstacles that can cause SFS MSMs to dissolve. For instance, they have avoided depending on one strong personality, organization or political figure, focusing on one single issue, having narrow policy goals or over-committing to specific programmes, often referred to in the literature as "red flags" to watch out for (Harper et al., 2009).
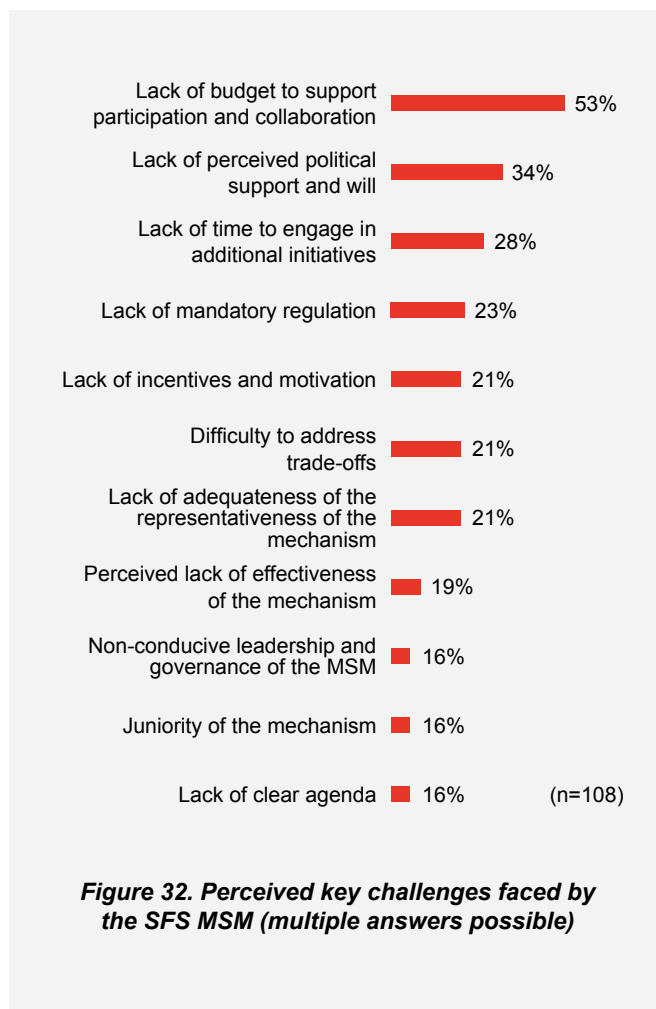
Figure 32. Perceived key challenges faced by the SFS MSM (multiple answers possible)

Image credit: Tim Mossholder by Unsplash

Presenting
the 10 cases

1. Presenting the three cases selected at national level

Image credit: Paul Holmbeck, former CEO of Organic Denmark

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

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

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

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

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

1.1. France: French National Food Council (CNA)

Image credit: Margaux Denis, *Secrétariat interministériel CNA*

1.1.1. About the CNA

The French National Food Council (Conseil National de l'Alimentation, CNA) is a long-standing institutionalized and independent mechanism that was created by decree[40] in 1985 by the French ministries responsible for agriculture, health and the economy. The Ministry of the Environment was officially added as the fourth ministry in the 2016-2019 mandate (decree published in October 2018). The CNA is considered to be the French "food parliament" and its main role is to be an advisory body for food-related issues in France.

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

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

1.1.2. Structure and governance

Structure

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

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

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[40] https://www.legifrance.gouv.fr/loda/id/JORFTEXT000000503727/1985-12-05/
[41] https://cna-alimentation.fr/cna/membres/

In terms of government representatives, food-related ministries[42] and the parliament[43] are comprehensively represented.

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

Governance

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

Additionally, this SFS MSM has put in place procedures to live up to these principles. For instance, the CNA has established mechanisms to capture and take into account the points of view of all participants, and to include inputs from citizens and actors outside the council, when needed. It also has strategies in place to communicate effectively, reach consensus, learn collaboratively and contribute to its members' capacity building.

One outstanding example of these democracy-building processes is the procedure established in 2019 to include direct citizen participation. Its aim is to fully embody the spirit of the "food parliament", enriching the consultation processes and building a more inclusive and legitimate council. A participatory methodology[45] was developed and tested in 2020 during a consultation on food packaging. This reform includes the establishment of a citizen participation unit and the territorial decentralization of CNA discussions.

Meetings take place following a predefined annual calendar with three or four plenary meetings per year
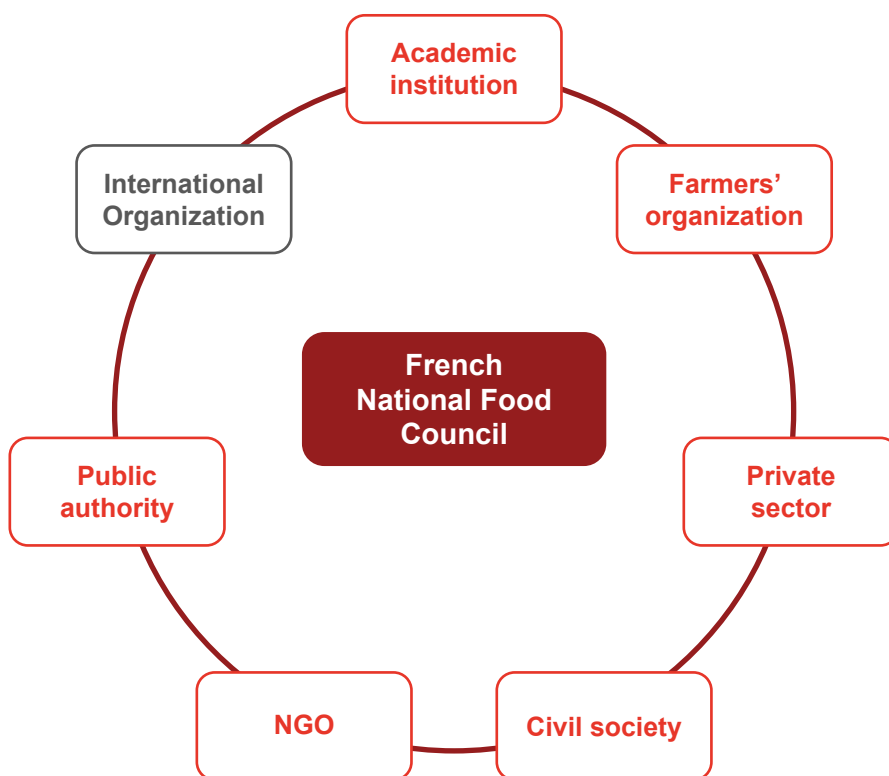
Figure 33. Types of organizations (constituencies) represented in the CNA (in red)

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

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

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

[45]https://cna-alimentation.fr/wp-content/uploads/2020/01/La-participation-citoyenne-au-sein-du-CNA.pdf
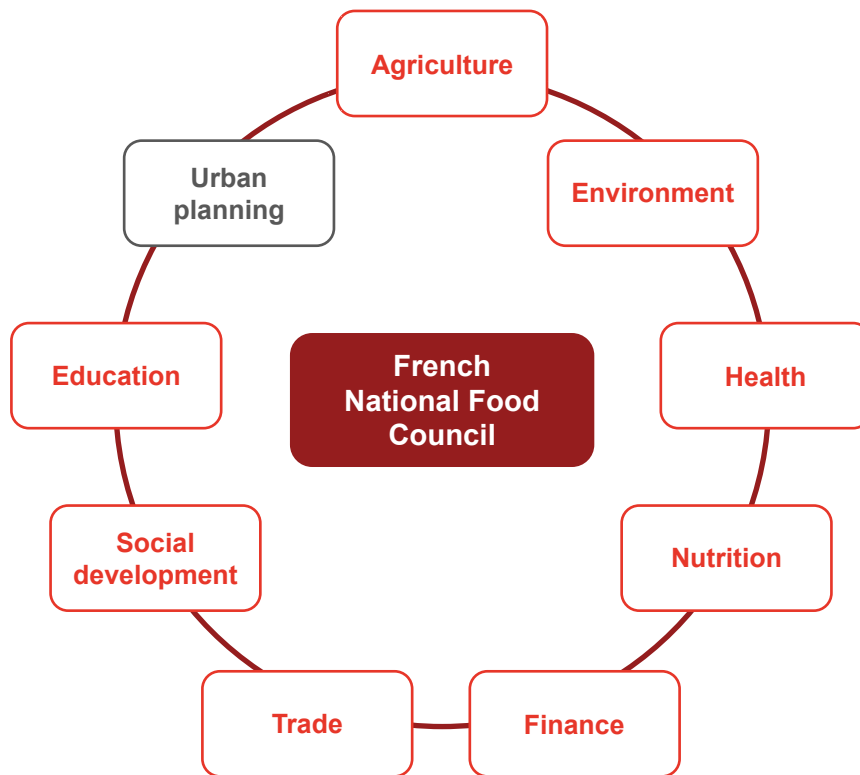
Figure 34. Sectors represented in the CNA (in red)
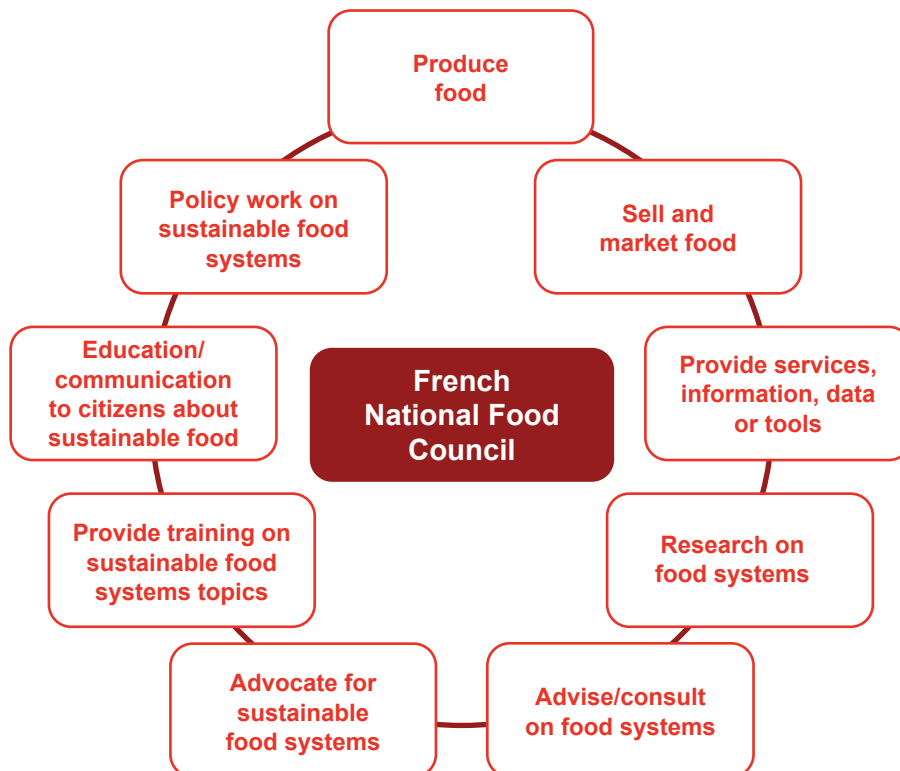
Figure 35. Activities represented in the CNA (in red)
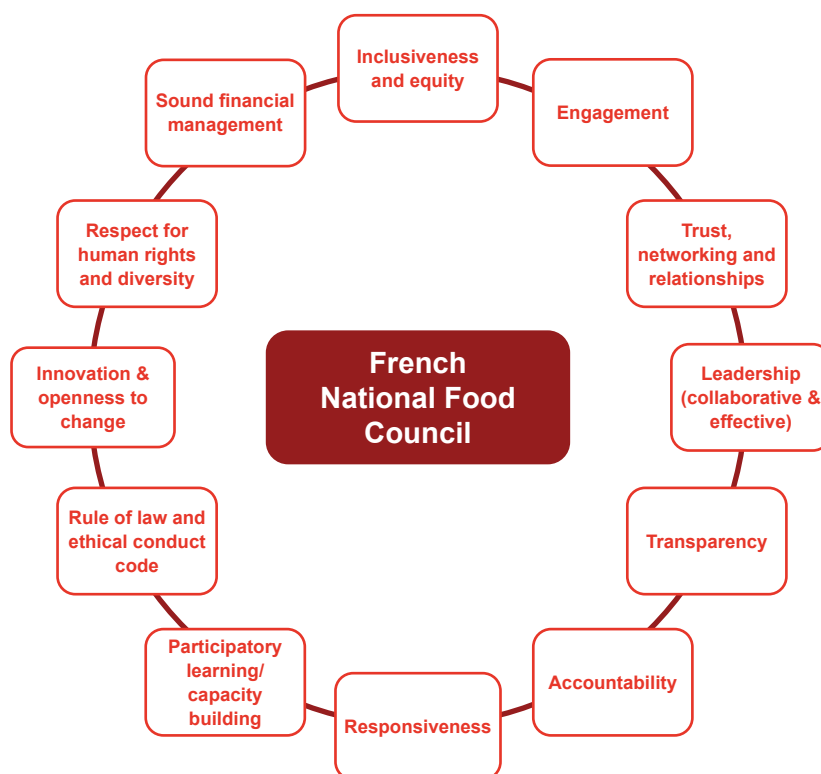
Figure 36. Good governance principles practised by the CNA (in red)

and approximately one consultation group[46] meeting per month. The agenda and purpose of the meetings are defined by the CNA secretariat together with the supervisory ministries and are shared with all CNA members in advance. On average, 71 percent of the stakeholders surveyed in this study attend all meetings and dedicate more than 4 hours a month to the work of the SFS MSM, while the other 29 per cent dedicate 1 to 4 hours. In 66 per cent of the cases, members' participation is sponsored by the organizations they represent.

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

1.1.3. Policy formulation and implementation

SFS policy formulation

France has a rich set of ambitious laws and programmes aimed at creating a more equitable and environmentally friendly food system (see Annex 5). Within the framework of the Law on the Modernization of Agriculture and Fisheries, adopted on 27 July 2010,[47] the CNA participates in the development of the National Food Programme (Programme national pour l' alimentation, PNA)[48] which was adopted in 2010 and defines the objectives of French food policy.[49] The CNA analyses society's expectations, organizes public debates and monitors the implementation of the PNA. The programme takes into account recommendations provided by the CNA and the Food Observatory.[50] The topics and interests prioritized in the PNA are those of the government and of the most represented stakeholder groups in the council. During the formulation process, trade-offs were addressed by trying to reach consensus on controversial issues.

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[46]*Current work is taking place within five consultation groups, focusing on the following themes: monitoring of nutritional policy; assessment of the BSE crisis; national abattoir ethics committee; consumer information within the framework of the online sale of foodstuffs; healthy food.*
[47]*https://www.legifrance.gouv.fr/download/pdf?id=_0aVWgLJcRGvOuOwV5HLzDg8dfuYLobMvhwak3XtkyQ=*
[48]*https://agriculture.gouv.fr/programme-national-pour-lalimentation-2019-2023-territoires-en-action*
[49]*A 2010 law requires the development of a National Food Programme every four years wherein a clear plan is set out for food policy.*
[50]*https://agriculture.gouv.fr/observatoire-de-lalimentation-0*

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

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

Since 2014, the PNA has been overseeing regional food projects[54] that bring together producers, processors, distributors, local authorities and consumers to develop a region's local food system through grassroots actions.

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

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

It also focuses on two cross-cutting axes:

- Collective catering;
- Territorial food projects.

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

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

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

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

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

1.1.4. Reported achievements and challenges

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

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

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[51] https://agriculture.gouv.fr/le-projet-agro-ecologique-en-12-cles#:~:text=Lepercent20projetpercent20agropercent2DpercentC3percentA9cologiquepercent20vise,rep ensantpercent20nospercent20systpercentC3percentA8mespercent20depercent20production
[52] https://solidarites-sante.gouv.fr/actualites/presse/communiques-de-presse/article/lancement-du-4eme-programme-national-nutrition-sante-2019-2023
[53] https://agriculture.gouv.fr/pnan-le-programme-national-de-lalimentation-et-de-la-nutrition
[54] The emphasis on territorial decentralization led to the development of a programme focusing on regional food projects as part of the 2015 PNA.

Image credit: Margaux Denis, *Secrétariat interministériel CNA*

- The important role that the CNA's opinions (*avis*) have played in informing the work of the ministries attached to the SFS MSM;

- The contribution it has made to the drafting of legislation on the future of agriculture, food and forestry (2014)[55] and the regulations for school food catering services (2017).[56]

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

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

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

The CNA has developed an interactive timeline[57] with relevant information about its work and achievements.

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

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[55] https://www.legifrance.gouv.fr/jorf/id/JORFTEXT000029573022
[56] http://www.cnesco.fr/wp-content/uploads/2017/10/171002_Restauration_scolaire_VF.pdf
[57] https://cna-alimentation.fr/FriseCNA_30ans/P01a.xhtml

for members to build leadership skills within the mechanism.

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

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

- Lack of participation in the elaboration of the Food and Agriculture Law[58] (Loi EGalim, 2018), for which the CNA was not directly consulted

- Insufficient level of harmonization in the procedures used to ensure the functioning of the working groups[59]

- Instances in which the political priorities are not clearly defined

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

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

1.1.5. Conclusion: Drivers of success for the CNA

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

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

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

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

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

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

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

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[58] https://www.legifrance.gouv.fr/loda/id/JORFTEXT000037547946/
[59] *It is important to note that a working group was set up on this subject in April 2021, so these procedures are expected to evolve positively soon.*

Image credit: Markus Spiske by Unsplash

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

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

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

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

1.2. Denmark: Organic Denmark

Image credit: Paul Holmbeck, former CEO of Organic Denmark

1.2.1. About Organic Denmark

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

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

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

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

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

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

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

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

Organic Denmark's work is guided by the food systems approach and the landscape approach[62] in integrating policy and practice for multiple land uses and managing food systems trade-offs. Since its creation, the SFS MSM has always worked with broad sustainability principles and practices, based on international organic principles (health, ecology, fairness and care), also represented in the 10 principles of agroecology.[63]

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

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

1.2.2. Structure and governance

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

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[62]*A landscape approach is broadly defined as a framework to integrate policy and practice for multiple land uses, within a given area, to ensure equitable and sustainable use of land while strengthening measures to mitigate and adapt to climate change (Reed et al., 2015).*
[63]http://www.fao.org/3/i9037en/i9037en.pdf
[64]*"Organic agriculture is an ecological production management system that promotes and enhances biodiversity, biological cycles and soil biological activity. It is based on minimal use of off-farm inputs and on management practices that restore, maintain and enhance ecological harmony … There is more and more evidence highlighting the positive impacts of organic on a range of important issues including consumer health, biodiversity, animal welfare and the improved livelihoods of producers"* (IFOAM, see https://www.ifoam.bio/about-us/our-history-organic-30).
[65]https://www.organicdenmark.com/brands

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

Governance

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

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

Its members meet in a large number of elected committees every two months following a predefined annual calendar, and the agenda is defined collaboratively. Gatherings also often take place when the organization convenes or when there are specific requests from one or more stakeholders. In addition, the SFS MSM has several councils and working groups that come together regularly. On average, 43 per cent of the stakeholders surveyed in this study attend all meetings; 57 per cent of them dedicate more than 4 hours a month to the work of the SFS MSM, while the other 43 per cent dedicate 1 to 4 hours. In 86 per cent of the cases, members' participation is sponsored by the organizations they represent.

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

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

- Research, compilation and analysis of key issues;

- Capacity building of members to work on policy issues;
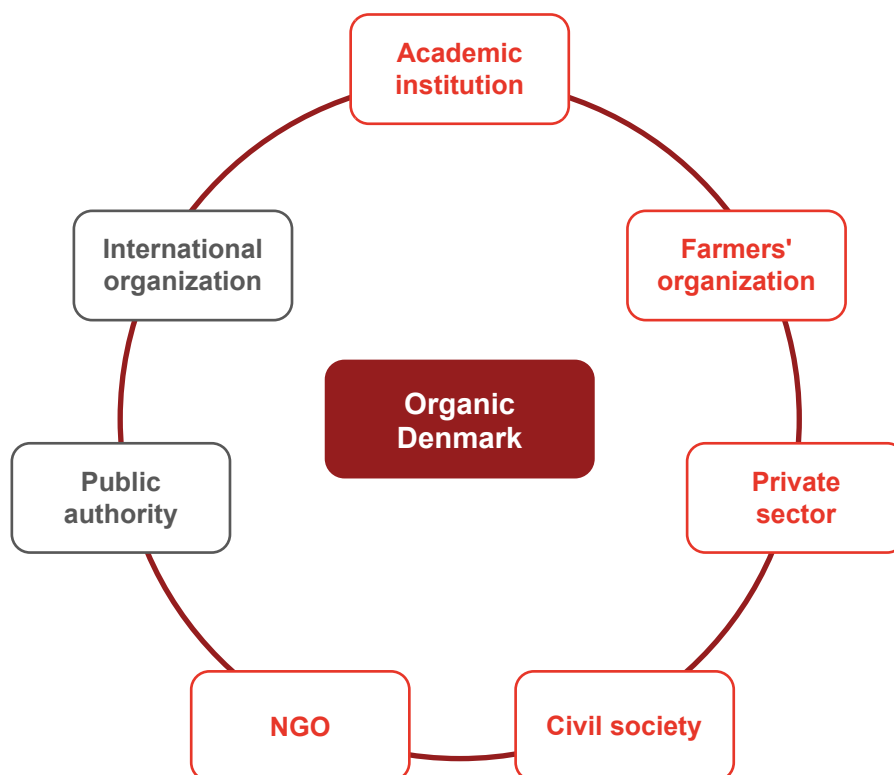
Figure 37. Types of organizations (constituencies) represented in Organic Denmark (in red)
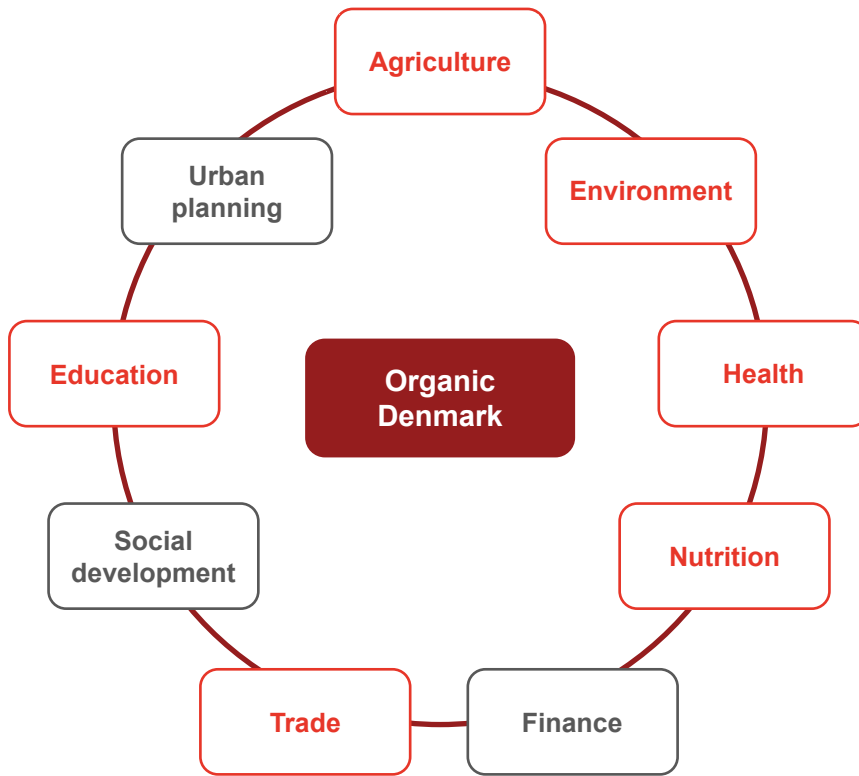
Figure 38. Sectors represented in Organic Denmark (in red)
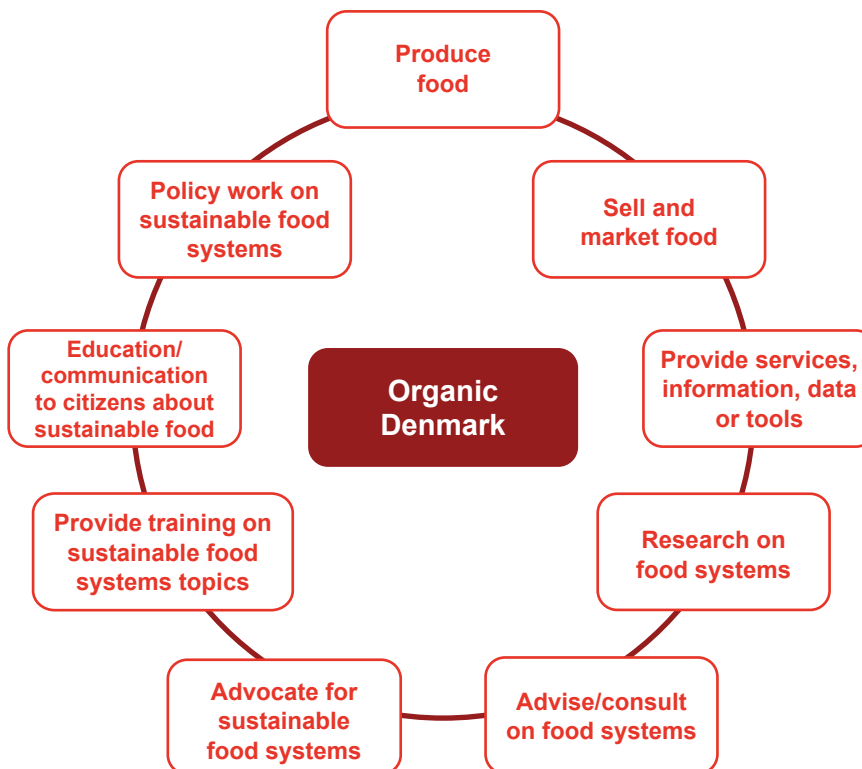
Figure 39. Activities represented in Organic Denmark (in red)

- Coalition building with other organizations to advance its policy objectives;

- Development of communication strategies for political advocacy work;

- Media relations to advance its policy objectives;

- Building of relationships with selected decision-makers;

- Development of skills, knowledge and actions related to administrative, institutional and/or legislative advocacy;

- Implementation of practices for funding advocacy work.

1.2.3. Policy formulation and implementation

SFS policy formulation

Denmark has worked intensively to develop its organic food sector, starting with the world's first legislation on organic farming in 1987. Denmark's Organic Food Advisory Council was established in the same year. Since then, stakeholders representing organic agriculture and food production, retailers, consumers, researchers, nature conservation, control systems and the Danish government have worked together to develop good organic practices in all parts of the supply chain. Food policy has also been developed based on this diversity of perspectives and competencies. The council put together the first ambitious national Organic Action Plan in 1995, which was followed by further dynamic plans over the years. Regardless of the government in power, organic plans have always had strong political support in Denmark. Stakeholders credit Organic Denmark's close dialogue with 10 of 11 political parties in the parliament for this consistent political support.

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

- An increased export effort: stepping up its support to increase exports of Danish organic products;

- Let's go organic: promoting domestic demand for organic products;

- Working together for more organics: bringing stakeholders together for a joint movement for more organic production;
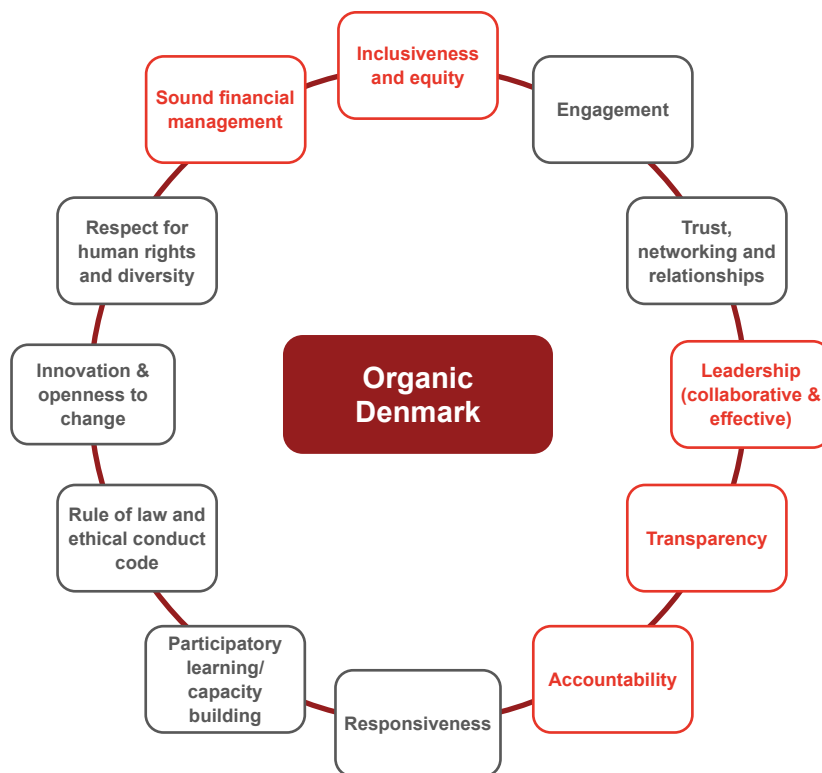
Figure 40. Good governance principles practised by Organic Denmark (in red)

- Developing the organic business sector: supporting the organic sector with resources for the development of know-how and investment in new technologies;

- More and greener organic producers: promoting the development of alternative forms of land use and production systems;

- More resilient organic production: facilitating access to green inputs (new types of fertilizers and fodder) for farmers.[66]

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

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

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

Image credit: Organic Denmark

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

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

SFS policy implementation

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

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

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

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

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

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

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

1.2.4. Reported achievements and challenges

Achievements

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

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

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

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

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

Challenges

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

• Lack of motivation and incentives;

• Lack of budget to encourage member participation;

• Inability to reach agreements in the face of divergent agendas and conflicts of interest.

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

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

1.2.5. Conclusion: Drivers of success for Organic Denmark

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

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

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

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

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

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

Image credit: Jakub Kapusnak by Unsplash

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

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

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

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

1.3. India: Eat Right India

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

1.3.1. About Eat Right India

In the Food Safety and Standards Act of 2006,[67] the Food Safety and Standards Authority of India[68] (FSSAI) is mandated to work toward ensuring the availability of safe and nutritious food for all inhabitants. The FSSAI has thus embarked on a major effort aimed at transforming the food system in India. One of its most important undertakings was the creation of the Eat Right India movement in July 2018. Under the slogan Right Food for Better Lives (Sahi Bhojan. Behtar Jeevan),[69] the Eat Right India initiative seeks to improve the health of people in India by adopting a food systems approach that fosters sustainability, in particular by addressing and tackling food practices, food safety and hygiene.

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

Eat Right India focuses on three key themes:

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

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

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

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

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

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[67] https://fssai.gov.in/cms/food-safety-and-standards-act-2006.php
[68] *The FSSAI was established in 2006 under the Food Safety and Standards Act, which consolidates a number of food-related acts and orders that had been enacted in various ministries and departments. The FSSAI was created to lay down science-based standards for articles of food and to regulate their manufacture, storage, distribution, sale and import to ensure availability of safe and wholesome food for human consumption.*
[69] *In 2020, the US-based Rockefeller Foundation recognized the Eat Right Initiative in its top 10 finalists for the Food System Vision Prize.*

systems, stimulating collective action and facilitating new initiatives. It also plays a strong advocacy role at global, national and sub-national levels through capacity building of its members, supporting communication strategies, managing media relations, and influencing decision-makers.

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

Eat Right India receives a budget from national and local governments to cover the costs associated with meetings, learning exchange workshops, consultancy work, the production of communication materials and the implementation of its various initiatives.

1.3.2. Structure and governance

Structure

Eat Right India brings together about 15-20 primary stakeholders identified from pre-existing multi-stakeholder platforms or coalitions working on various food-related issues. The movement adopts a "whole-of-government" approach[70], bringing together all food-related mandates from various ministries (e.g. agriculture, health, environment) (see Figure 41).
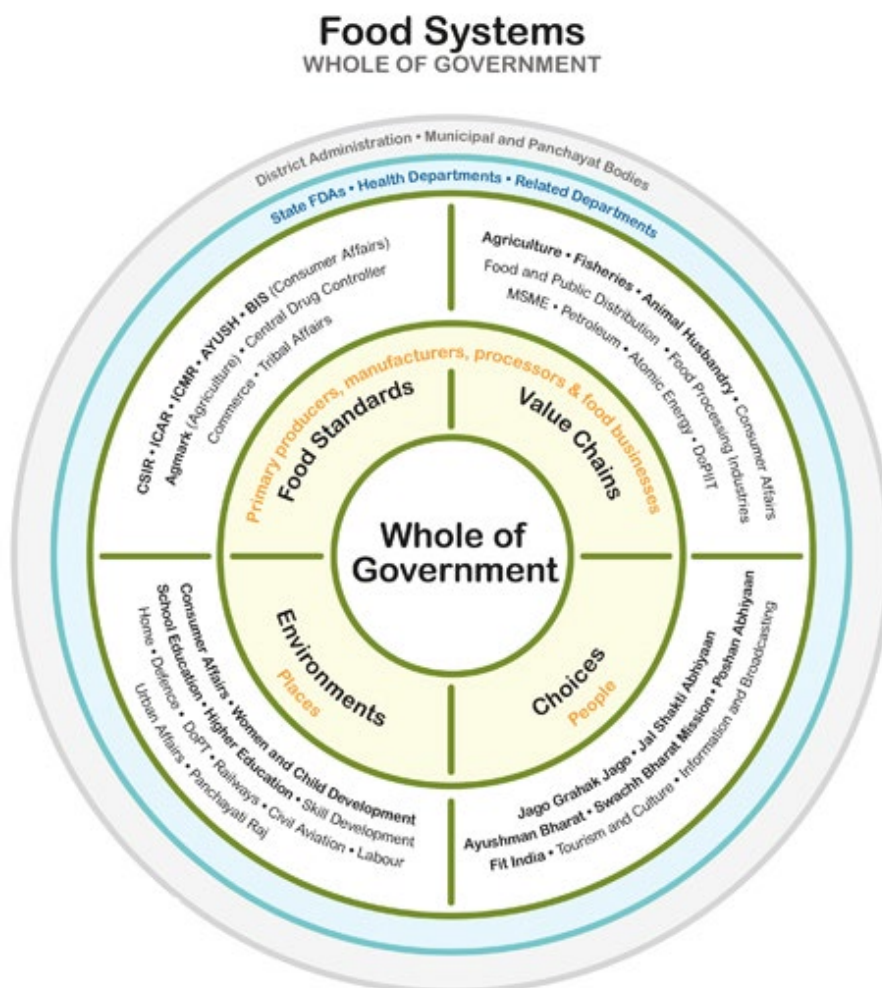
Figure 41. Eat Right India's whole-of-government approach

Source: Eat Right India website[71]

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

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

A quite broad and diverse pool of food system stakeholders participate in Eat Right India. Figures 43, 44 and 45 show the composition of the SFS MSM in terms of types of organizations (constituencies), sectors and food systems activities represented. Farmers and their organizations, as well as grassroots community organizations, are not yet directly represented. However, the FSSAI is engaged in consultative discussions with them through the Steering Committee, as they fall within the ambit of the Ministry of Agriculture.

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

Source: Eat Right India website[71]

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

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

Figure 45. Activities represented in Eat Right India (in red)
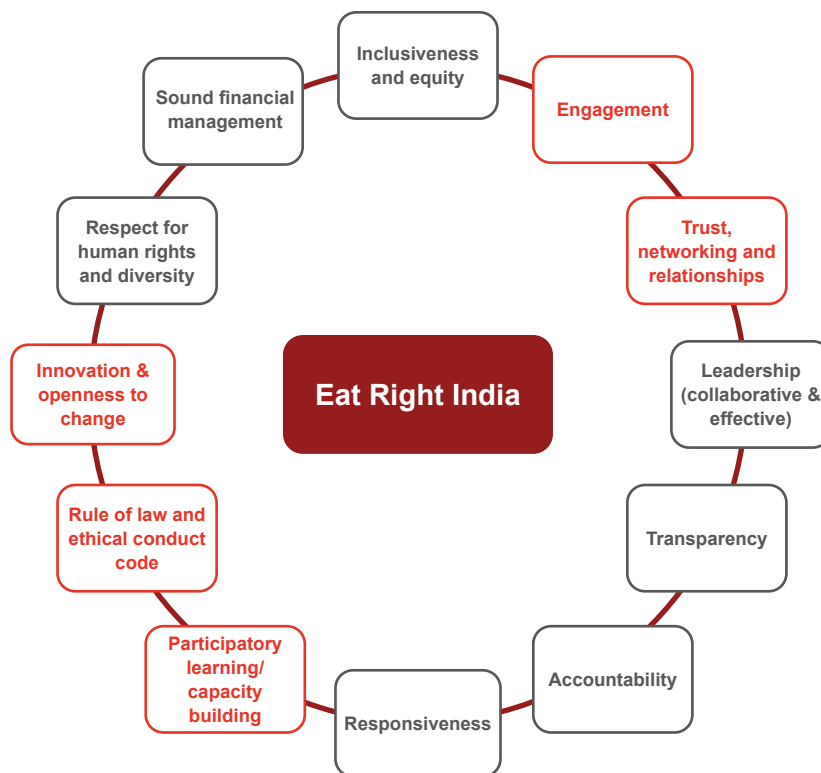
Figure 46. Good governance principles practised by Eat Right India (in green)

Governance

The *Eat Right Handbook* is a detailed document that guides Eat Right India's governance and work. An online platform[72] provides all details related to the execution of various projects under the auspices of Eat Right India. Members apply five main good governance principles, as shown in Figure 46 (on the previous page).

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

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

1.3.3. Policy formulation and implementation

SFS policy formulation

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

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

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

In 2016, two years before the creation of Eat Right India, the FSSAI was instrumental in implementing the Food Safety and Standards (Food Fortification) Regulations[79], following a process of consultation with representatives of the food industry, consumer organizations and academia, including nutritionists and medical practitioners. These regulations cover the fortification of five key staples, including wheat flour, rice, milk, edible oil and salt, by adding micronutrients.

Eat Right India has been able to provide food-related inputs to other policy processes and initiatives, such as the Smart Cities Mission, launched by the Prime Minister in 2015 and led by the Ministry of Urban Affairs. This initiative's main objective is to promote cities that provide basic infrastructure, a clean and sustainable environment and provide a decent quality of life for their citizens through the implementation of "smart solutions". In 2021, an EatSmart Cities Challenge[80] was launched as a competition among Indian cities to recognize their efforts in adopting and scaling up various initiatives under the framework enacted by Eat Right India.

SFS policy implementation

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

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

1.3.4. Reported achievements and challenges

Achievements

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

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[72]www.eatrightindia.gov.in
[73]https://dfpd.gov.in/nfsa-act.htm
[74]The National Food Security Act is overseen by the Department of Food and Public Distribution but is implemented by individual states. States are responsible for identifying recipients while the purchase and delivery of cereals is handled by the central government. While there was trouble initially in coordinating all of these tasks, the National Food Security Act has now been implemented and is still running.
[75]https://www.india.gov.in/spotlight/ayushman-bharat-national-health-protection-mission
[76]http://icds-wcd.nic.in/nnm/home.htm
[77]https://anemiamuktbharat.info/
[78]https://swachhbharatmission.gov.in/sbmcms/index.htm
[79]https://www.fssai.gov.in/upload/advisories/2018/03/5a97968275a36206.pdf
[80]https://eatrightindia.gov.in/eatsmartcity/home

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

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

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

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

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

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

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

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

Challenges

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

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

- Inadequacy of the mechanism's representativeness;

- Leadership and governance that is not always conducive to multi-stakeholder work;

- Lack of budget to support participation and collaboration;

- Lack of perceived political support.

1.3.5. Conclusion: Drivers of success for Eat Right India

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

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

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

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

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

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

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

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

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

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

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

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

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

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[81] https://www.fssai.gov.in/upload/press_release/2021/04/607ef8c7c1b04Press_Release_Facilate_Food_Business_20_04_2021.pdf

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

Image credit: Szefei by Shutterstock

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

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

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

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

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

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

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

2.1.1. About the Gent en Garde Food Policy Council

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

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

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

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

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

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

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[82] https://europeangreens.eu/countries/belgium

2.1.2. Structure and governance

Structure

The Gent en Garde FPC brings together approximately 32 members from various sectors and activities representing the city's food system. The participating actors were selected by the SFS MSM's focal point based on a stakeholder mapping, drawing on pre-existing food-related platforms. Throughout the years, new members have been added in consultation with the FPC. Participants are usually driven by self-motivation or are selected directly by the organization they represent.

Figures 47, 48 and 49 illustrate the representativeness and inclusiveness of the Gent en Garde FPC. They show the diversity of stakeholders involved in terms of types of organizations (constituencies), sectors and food systems activities represented.

For more information on the different organizations participating in the Gent en Garde FPC, see Annex 7.

Governance

The Gent en Garde FPC has a written document available for consultation that defines its strategic direction. Its governance principles, shown in Figure 50, albeit not readily available in written form, have been implicitly defined and agreed upon by all parties.

The Gent en Garde FPC usually holds quarterly meetings based on a predefined calendar. In terms of overall engagement, 88 per cent of the stakeholders surveyed indicated that they attend all meetings; 87 per cent dedicate 1 to 4 hours a month to the work of the SFS MSM, while only 13 per cent dedicate more than 4 hours. In all cases, members' participation is sponsored by the organizations they represent. Stakeholders also come together when the government representative convenes a meeting, in particular if it is to address a food-related emergency. The SFS MSM works with flexible teams for different tasks (for instance, the launch of the annual call for projects) and has variable meeting schedules.

The agenda is defined collaboratively by prioritizing pressing issues, but when needed it is set by the lead organization. Prior to each session, the purpose, topics and questions to be addressed are clearly defined so that stakeholders are informed in advance about the issues to be discussed. During the sessions, a designated facilitator is in charge of ensuring constructive and inclusive dialogue. Note-takers and rapporteurs are designated to take notes of the session and a feedback mechanism allows stakeholders to work collaboratively on the minutes. A report is distributed to all stakeholders after the meetings, including those who did not attend.
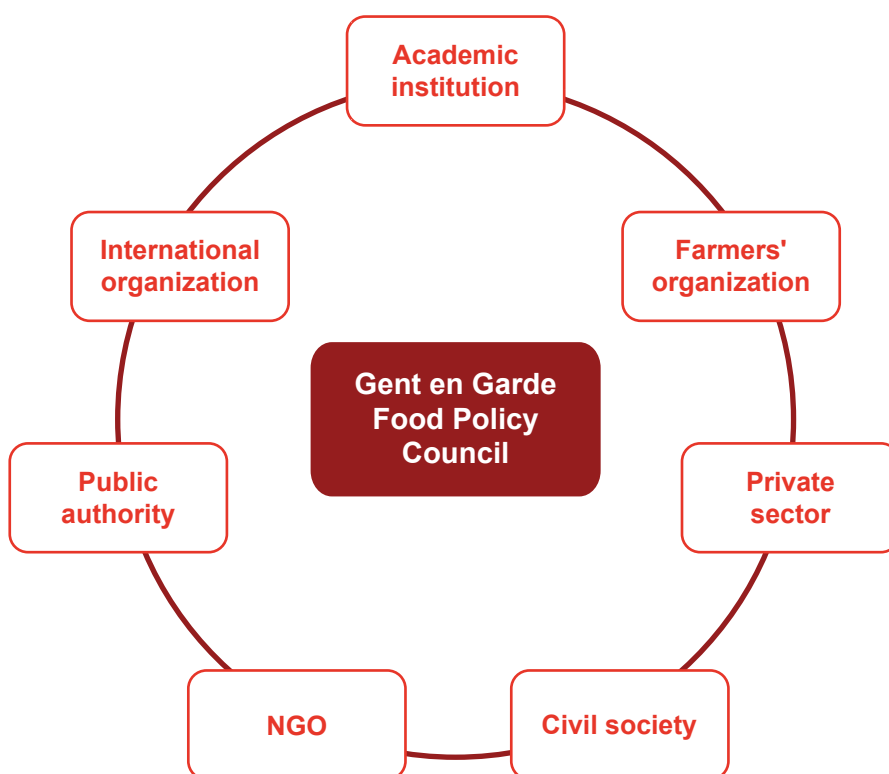
Figure 47. Types of organizations (constituencies) represented in the Gent en Garde FPC (in red)
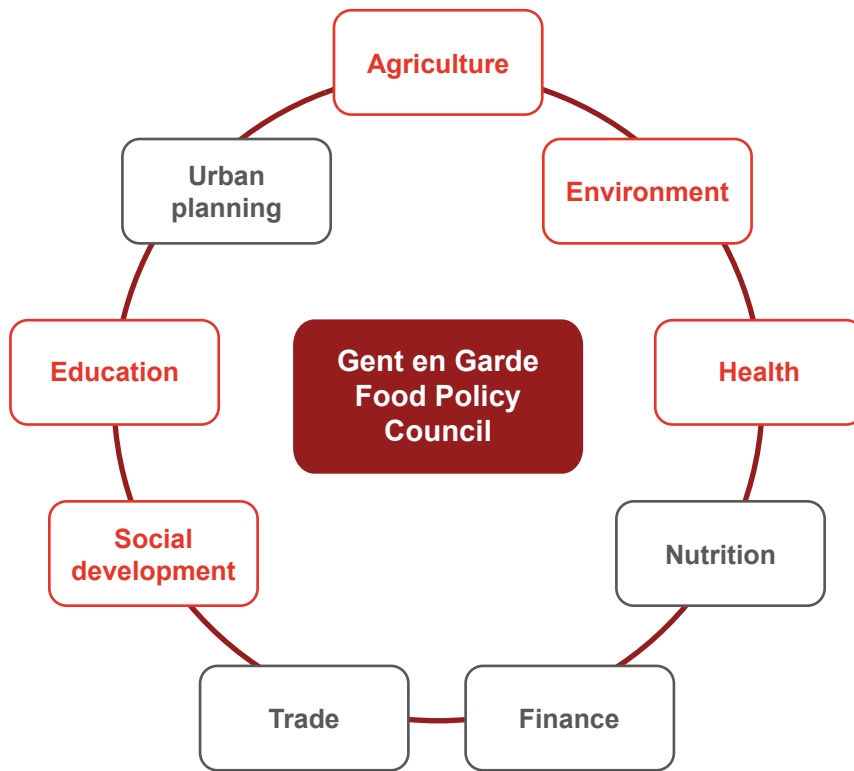
Figure 48. Sectors represented in the Gent en Garde FPC (in red)
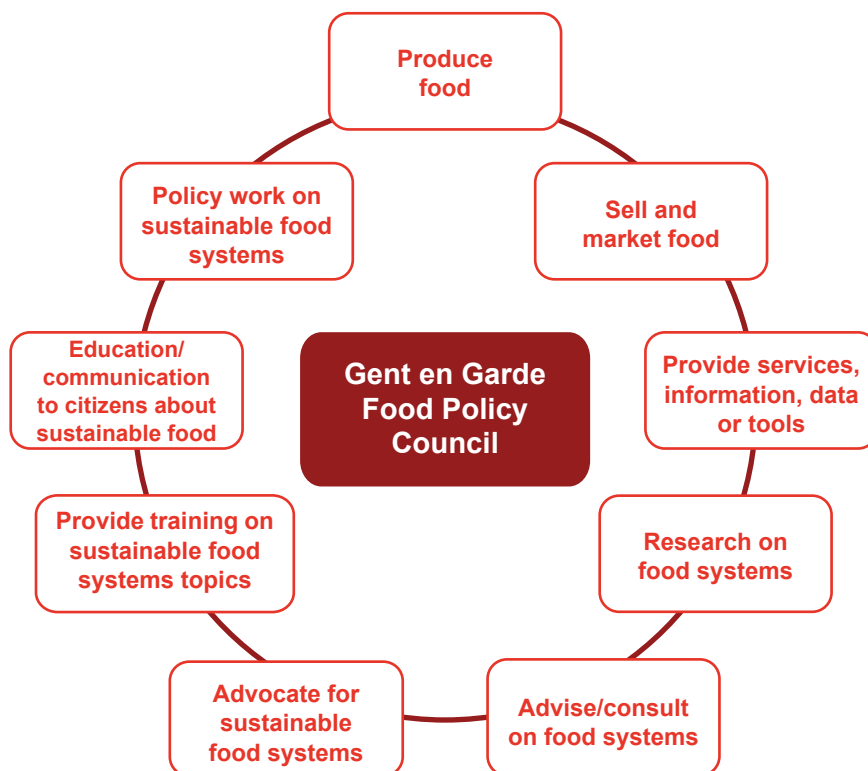
Figure 49. Activities represented in the Gent en Garde FPC (in red)

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

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

2.1.3. Policy formulation and implementation

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

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

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

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

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

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

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

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

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

2.1.4. Reported achievements and challenges

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

- Gent en Garde has strong communication tools. Its online platform has already reached 20,439 individuals, and the map on the platform lists over 1,000 local initiatives. Its Facebook group has 1,828 members who actively participate.

- Since 2014, over 42 schools have received training in how to develop community garden beds on their campus; 240 parents and teachers have participated in these workshops.

- Another initiative – Veggie Day – has significantly changed the eating habits of local residents. Some 7 per cent of residents in Ghent are currently vegetarian, compared with a Belgian average of 2.3 per cent. Ghent was the first city in the world to introduce a vegetarian day.

- Local food availability has been increased through the establishment of suburban farmers markets and a new logistics platform for professional buyers. This platform facilitates fair and transparent short food supply chains between various local stakeholders. In the short term, it is estimated that this shorter food supply chain will cut emissions by 35.8 per cent compared with conventional food supply chains; this

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

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

- The Foodsavers project[84] has redistributed over 2,000 tonnes of food to those in need. It is estimated that this redistribution of food has saved around 2,540 tonnes of CO_2 emissions, while also playing an important role in alleviating poverty. The project also provides employment to local residents who have trouble finding jobs in the regular labour market, and enables better access to healthy food for those in need. It focuses on providing food that is both fresh and sustainable (70 per cent of all the redistributed food consists of fruit and vegetables from the wholesale market and distribution centres of retailers). This food is distributed through 106 food banks, social restaurants and social supermarkets. In total, 57,000 people in need (more than 20 per cent of Ghent's population) received meals or food baskets between 2019 and 2021.

- The school meals initiative brings healthy and sustainable food to all children in the city schools. Around 10 per cent of EUR 1 school meals are given to those who need financial support, providing Ghent's youngest residents with access to healthy and nutritious food.

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

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

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

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

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

- The lack of concrete projects that are jointly undertaken by stakeholders;

- The low leverage or influence of decision-makers;

- The temporary unavailability of a facilitator due to delays in the preparation of the new contract.

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

Ghent is one of the pioneering cities in Europe when it comes to incorporating environmental considerations into food issues. It was the first city in the Flanders region and one of the first European cities to launch its own sustainable food policy. According to the Ghent Climate Plan, the city aims to become climate-neutral by 2050,[85] reinforcing its climate change commitment by being the first city in Flanders to sign the Covenant of Mayors[86] in 2009.

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

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[83]https://unfccc.int/climate-action/momentum-for-change/planetary-health/ghent-en-garde
[84]https://foodsavers.be/2017/gent/
[85]Every year, the Flemish Institute for Technological Research (VITO) provides the basic data concerning Ghent's CO2 emissions, which is supplemented with local data sources.
[86]https://www.covenantofmayors.eu/about/covenant-community/signatories.html

Urban Food Policy Pact (MUFPP) in 2015.[87] In addition, Ghent is a dynamic member of the RUAF Global Partnership, an active participant in the Eurocities' working group on food, a member of the Global Lead City Network on Sustainable Procurement, coordinated by ICLEI, and a partner in the Food Smart Cities for Development project.[88]

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

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

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

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

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

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

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

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[87] http://www.milanurbanfoodpolicypact.org/ghent/
[88] https://www.rikolto.org/en/news/food-smart-cities-development-ghent-seminar

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

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

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

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

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

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

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

Image credit: GLA/Caroline Teo

2.2.1. About the London Food Board

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

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

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

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

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

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

2.2.2. Structure and governance

Structure

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

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

Governance

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

Figure 51. Types of organizations (constituencies) represented on the London Food Board (in red)
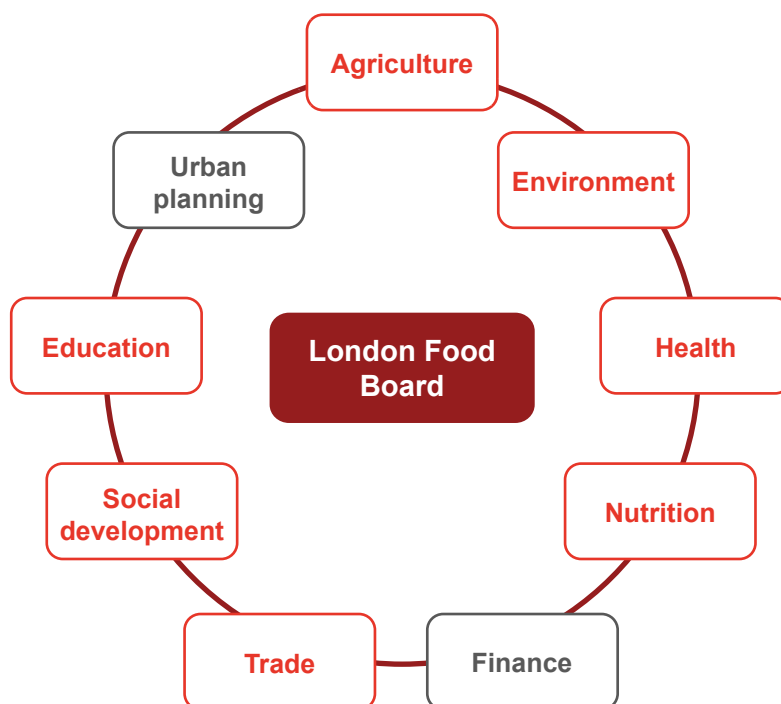
Figure 52. Sectors represented on the London Food Board (in red)
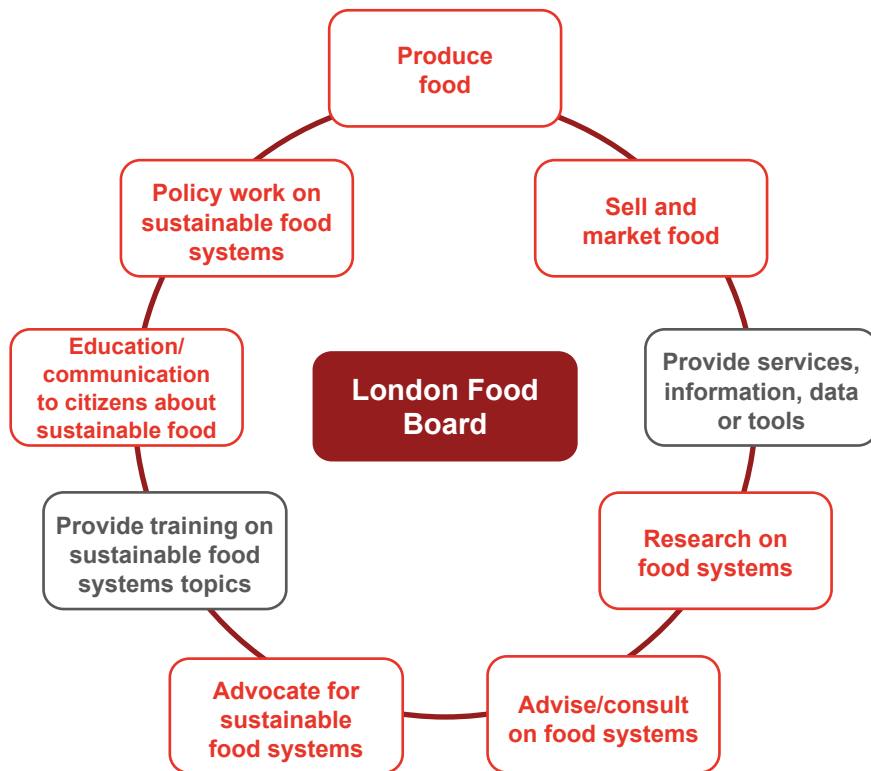
Figure 53. Activities represented on the London Food Board (in red)
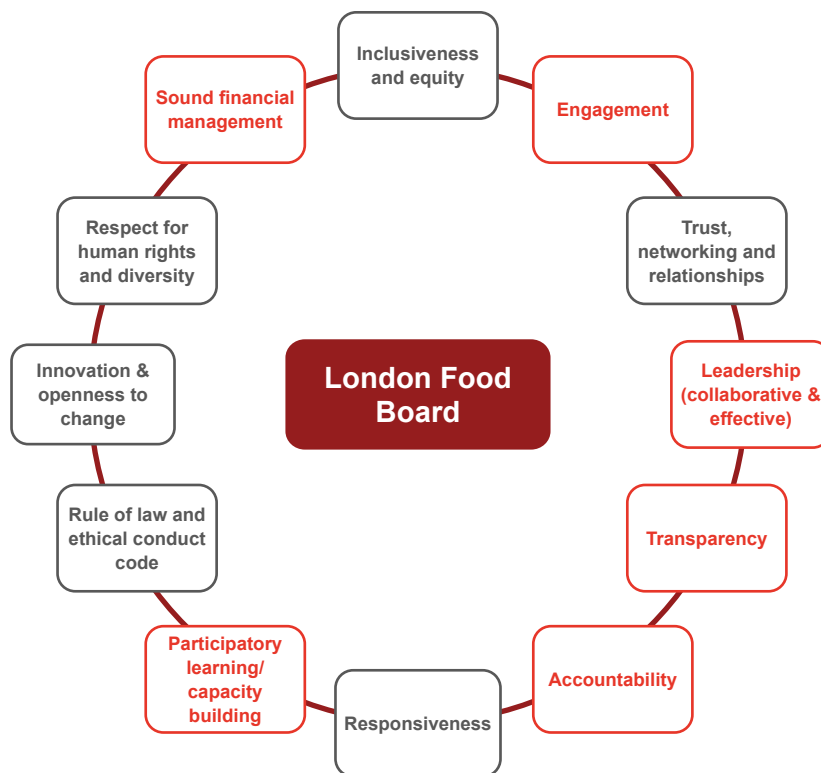
Figure 54. Good governance principles practised by the London Food Board (in red)

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

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

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

2.2.3. Policy formulation and implementation

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

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

In 2006, the GLA food team developed the London Food Strategy[90] in collaboration with the LFB on behalf of the mayor of London; a second London Food Strategy was developed in 2018. The 2006 strategy was formulated following a consultation process that gathered feedback from the general public and organizations on the draft document. This strategy proposed an overall vision for London's "food infrastructure" up to 2016. It had five main objectives, including actions to improve the health of Londoners through a better diet, and focused on increasing the choice, availability and quality of food for all, especially the most disadvantaged populations.

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

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

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

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

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

[91]https://www.london.gov.uk/talk-london/

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

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

- **Good food at home and reducing food insecurity:** Promoting the London Living Wage,[93] ensuring that children from low-income families have access to healthy food during school holidays and developing long-term solutions to household food insecurity.

- **Good food economy, shopping and eating out:** Promoting the role that food can play in making streets healthy places, with more healthy food options and good food businesses. There is a particular focus on advertising restrictions on foods and non-alcoholic drinks that are high in fat, sugar and salt, and the development of a range of schemes to promote values-driven food businesses and social enterprises.

- **Good food in community settings and public institutions:** Through better food procurement, small businesses and local producers can help people eat healthier food with better animal welfare and environmental standards.

- **Good food for pregnancy and childhood:** Citywide action to reduce child obesity and related inequalities, for instance by reducing children's exposure to junk food including by restricting advertising. This topic also includes improving London children's health and supporting healthier habits through the Healthy Schools London and Healthy Early Years London programmes; the latter includes actions to promote breastfeeding.

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

- **Good food for the environment:** This includes actions on the production, distribution, transport and consumption sides. It also includes actions to address food waste.

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

Image credit: GLA/Caroline Teo

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

SFS policy implementation

The implementation of the London Food Strategy is led by the GLA food team on behalf of the mayor. His Implementation Plan[94] sets out the actions to be taken and supported between 2018 and 2023 to help achieve the strategy's objectives. The plan includes timelines and a series of indicators that will be used to measure and report on progress across London. The LFB has a communications role and provides advice on the strategy's implementation efforts. Sustain[95] and the London Food Link network[96] are the London Food Board members overseeing the implementation of the London Food Strategy.

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

The implementation of the London Food Strategy is supported through the London Food Programme, and colleagues from the GLA health, planning, environment[97] and volunteering teams work closely together. This ensures that the programme complements the work being done across the city. The LFB and GLA is a member, and Silver Award winner, of the Sustainable Food Places network (previously the Sustainable Food Cities Network),[98] which connects the work of food partnerships across the UK to address the social, economic and environmental challenges of their food systems.

2.2.4. Reported achievements and challenges

Achievements

According to the stakeholder survey, the LFB's main achievement has been its contribution to the formulation of policies, in particular the London Food Strategy, and the contribution it has made to the promotion of these policies (indicated by 80 per cent of respondents). In addition, respondents mentioned the successful mainstreaming of the topic of food into broader policy-making processes.

The LFB can be credited with putting in place pioneering strategies focused on reducing childhood obesity.[99] These actions have targeted reducing children's exposure to junk food by restricting advertising and assisting boroughs in developing plans to promote the marketing of high-quality and nutritious food. In addition, proposals have been put forward to restrict the opening of new take-away food outlets within 400 metres of schools. In addition, the Healthier Catering Commitment[100] aims to help food outlets make simple changes to sell healthier food.

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

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

- More local councils are committed to the Local Government Declaration on Sugar Reduction and Healthier Food[102] and the SUGAR SMART[103] complementary campaign, focused on tackling excessive sugar consumption through actions across 10 sectors. These range from reducing sugary drinks for sale in restaurants and retail to organizing public awareness campaigns. In 2018, 10 councils signed the Local Government Declaration and 12 are running SUGAR SMART campaigns. Additionally, 7 councils are in the process of signing and/or setting up a campaign.

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

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

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

[97] https://www.london.gov.uk/what-we-do/environment

[98] https://www.sustainablefoodplaces.org/

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

[100] https://healthiercateringcommitment.co.uk/

[101] https://www.sustainweb.org/gffl/

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

[103] https://www.sugarsmartuk.org/

- Capital Growth[104] is London's largest food growing network. A total of 31 councils are actively involved, and the network has supported over 2,900 growing spaces across all 33 boroughs since it was launched in 2008. The Capital Growth network has engaged over 150,000 volunteers in growing food and recorded a harvest of over a million portions of fruit and vegetables with an estimated value of GBP 600,000 (EUR 705,543).[105]

- More councils are London Living Wage Friendly Funders, and six boroughs have received top marks for being accredited London Living Wage employers or Friendly Funders and for promoting the scheme locally.

- In catering, many boroughs are committed to high food standards. Two-thirds have achieved at least Bronze Food for Life Served Here[106] accreditation in the majority of their schools and/or other catering under council control (care homes, workplace canteens or early years settings).

- Children's health and school food culture remain a strong focal point for action as well, with 31 boroughs having at least some schools engaged with Healthy Schools London and/or the Soil Association's Food for Life Awards.

- Eight boroughs have active local food partnerships that are members of the Sustainable Food Places network.

- Fourteen boroughs have Fairtrade status, and six are overdue in renewing their status or in the process of achieving this status.

Challenges

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Image credit: Tom Grünbauer by Unsplash

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

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

2.3.1. About the CSAM

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

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

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

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

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[107]https://csam.ca/ The acronym CSAM is based on the council's name in French: Conseil du Système alimentaire montréalais.
[108]https://ocpm.qc.ca/fr/consultation-publique/agriculture-urbaine-montreal
[109]The Montreal Food System is a network of more than 200 partners working to ensure that the city's food system meets the needs and aspirations of the population. It is supported by Montréal – Métropole en santé, a member of Collectif des TIR-SHV (Table intersectorielle régionale sur les saines habitudes de vie). https://sam.montrealmetropoleensante.ca/home
[110]Montréal – Métropole en santé brings together public, institutional, private and community partners, and members of Montreal Physically Active and the CSAM to launch regional and local initiatives that promote the adoption of healthy habits by the people of Montreal. It is managed by a steering committee co-chaired by the city of Montreal and the Regional Directorate of Public Health. https://montrealmetropoleensante.ca/
[111]https://collectiftir-shv.ca/nous-joindre/

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

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

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

The CSAM has a budget of about CAD 500,000 (EUR 336,872) a year that comes from local and national public funds, and from some other specific sources. These funds are managed by Montréal – Métropole en santé and allocated by the Board of Directors. To foster transparency and accountability, the members of the CSAM have established a protocol for the provision of funds. The budget is used to cover project implementation and the SFS MSM's costs for coordination expenses (salaries), meeting logistics, learning exchange activities, consultancies, studies and communication materials.

2.3.2. Structure and governance

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

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

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

[112] https://collectiftir-shv.ca/
[113] https://www.reseaualimentaire-est.org/
[114] *CSAM members, second cohort, October 2020* https://sam.montrealmetropoleensante.ca/uploads/resources/Documents_officiels_CSAM/Membres_du_Conseil_SAM_2e_cohorte_(Fevrier_2021).pdf
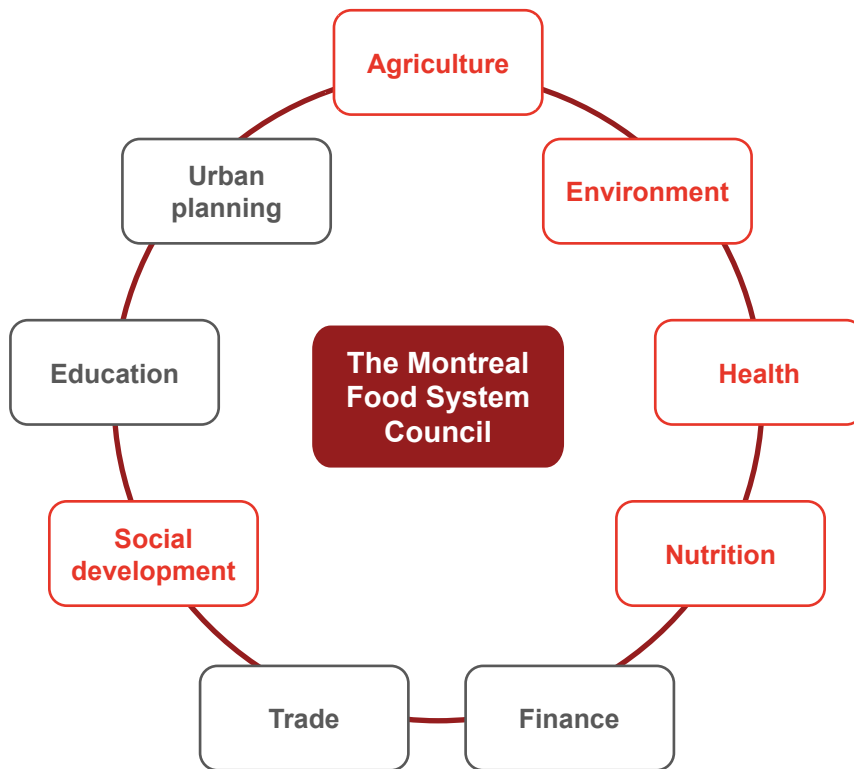
Figure 56. Sectors represented in the CSAM (in red)
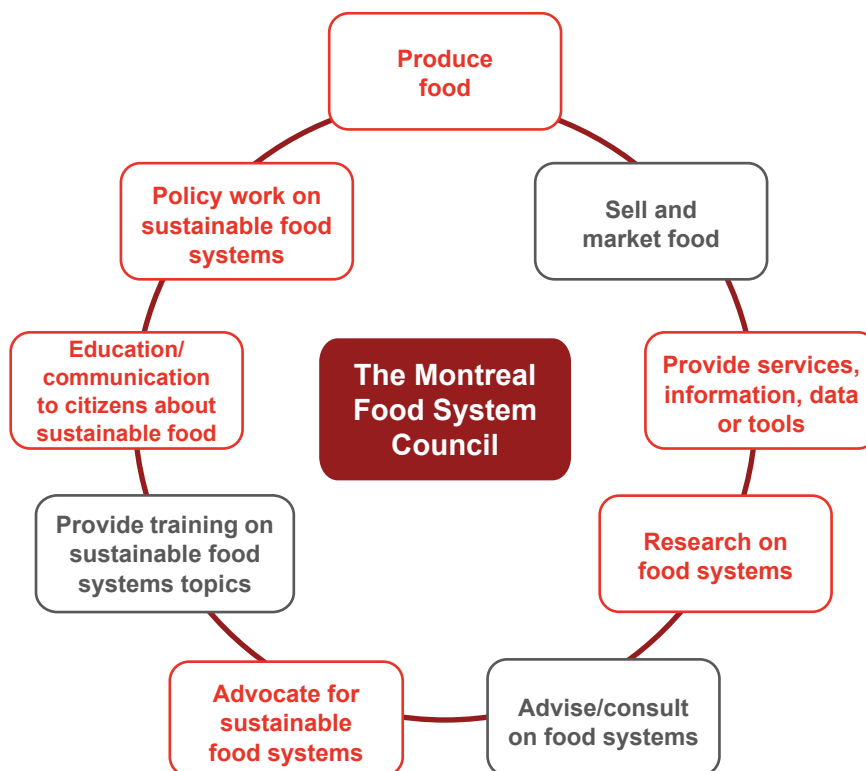
Figure 57. Activities represented in the CSAM (in red)

Governance

A written document available to all participants lays out the CSAM's strategic vision[115] and its principles of good governance (shown in Figure 58), which have been defined and agreed upon by all stakeholders.

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

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

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

2.3.3. Policy formulation and implementation

SFS policy formulation

A diagnosis of the city of Montreal was carried out using participatory methods. This provided a starting point, which made it possible to identify the food system's
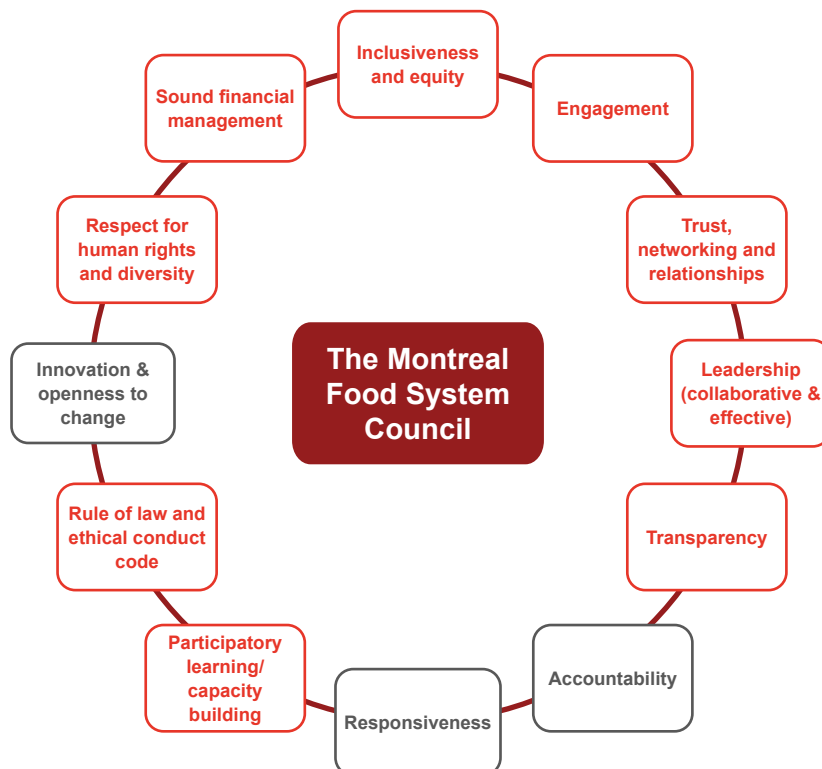
Figure 58. Good governance principles practised by the Gent en Garde FPC (in red)

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

The formulation of the SFS policy for Montreal, the Integrated Action Plan 2020-2022,[116] began immediately after the council was officially launched. It was carried out using a highly participatory process consisting of three phases. First, working groups composed of CSAM members and other invited experts were created. The objective of these groups was to collect data and build a portrait of Montreal's food system landscape, captured in the aforementioned diagnosis. After identifying potential actions, there was a second phase during which the SAM Forum 2019[117] was launched. It convened 170 partners to prioritize the most promising interventions. In the third phase, the working groups defined the guidelines and objectives of the action plan, which was finally adopted by the CSAM. A call for proposals was issued to all food system stakeholders, resulting in 92 projects supported by more than 50 multi-sectoral partners.

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

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

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

In addition to formulating the action plan, the CSAM has also provided valuable input to (and promoted) other sustainable food-related policy initiatives. Examples include the proposal presented to the Montreal City Council to tax sugar-sweetened beverages and a contribution to the city's social development and inclusion action plan. The SFS MSM was also involved in the enactment of the Health Protocol for Community Gardens,[118] adopted in the context of COVID-19 by Montreal's Public Health Regional Directorate.

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

2.3.4. Reported achievements and challenges

Achievements
Given that the CSAM is currently in its early years of existence, its main reported achievement to date has been the formulation of the Integrated Action Plan 2020-2022. The action plan is currently being implemented through 92 projects with five main lines of action, outlined in the CSAM's Projects Directory.[119] Some of these projects are focused on capacity building, such as Rendez-vous des agricultures montréalaises,[120] which seeks to promote access to local food through a series of training and knowledge exchanges in agriculture. On the consumer side, the online course on sustainable food[121] aims to provide consumers with the necessary knowledge and know-how to reduce their ecological impact through sustainable food consumption.

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

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[116] https://sam.montrealmetropoleensante.ca/uploads/resources/files/Plan_d_action_SAM/Plan_d_action_integre_20-22_Conseil_SAM.pdf
[117] https://sam.montrealmetropoleensante.ca/fr/actualite/forum-sam-2019-planification-strategique
[118] http://ville.montreal.qc.ca/pls/portal/docs/PAGE/ARROND_PMR_FR/MEDIA/DOCUMENTS/PROTOCOLE%20SANITAIRE%20PMR.PDF
[119] https://csam.ca/repertoire-de-projets/#access-au-marché
[120] https://www.cultivermontreal.ca/les-rendez-vous-des-agricultures-montrealaises/
[121] https://atelierdugout.ca/

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

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

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

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

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

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

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

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

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

2.3.5. Conclusion: Drivers of success for the CSAM

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

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

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

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

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

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

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

Image credit: Marcos Paulo Prado by Unsplash

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

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

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

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

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

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

Image credit: Linus Shentu

2.4.1. About LAFPC

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

LAFPC is an independent, non-profit, non-registered SFS MSM with strong government support. Over the course of four years, Paula Daniels[123] championed the initiative from the Mayor's Office with the support of the City of Los Angeles and since then, remained in a leadership role on its board. The FPC is under the fiscal sponsorship of an NGO called Community Partners.

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

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

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

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

2.4.2. Structure and governance

Structure

Through the collective impact model, LAFPC acts as the umbrella organization for a network of more than 400 organizations and agencies working for healthy, sustainable and fair food. The Leadership Circle[124] is composed of leaders from every sector in the food system; it provides strategic oversight, guidance and support to LAFPC. The Executive Board oversees the governance, and their fiscal sponsor provides fiduciary guidance in the SFS MSM.

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

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

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

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

[124]https://www.goodfoodla.org/staff-and-board
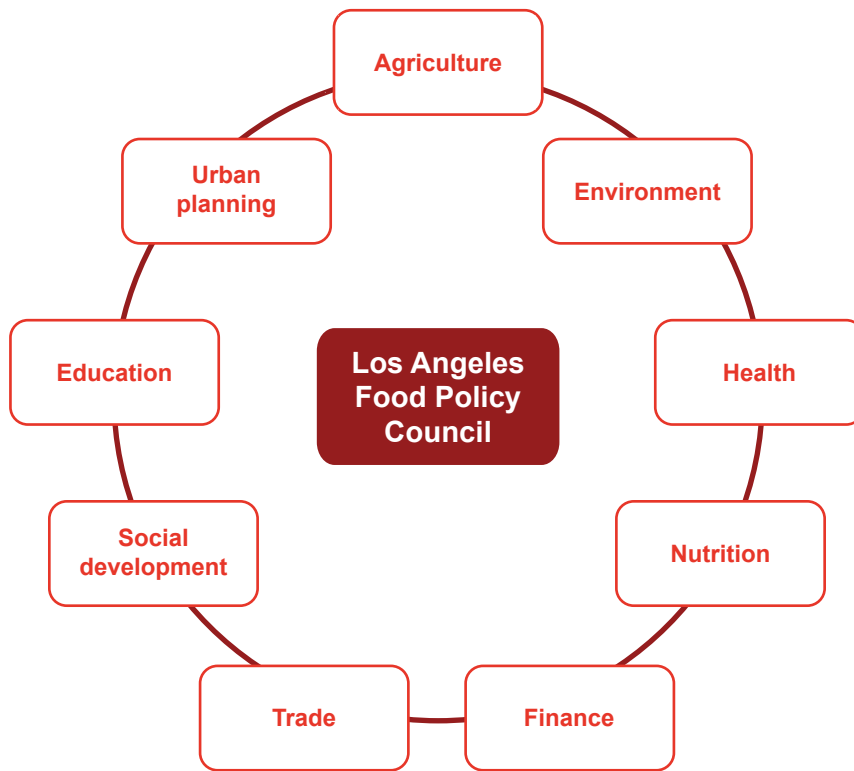
Figure 60. Sectors represented in LAFPC (in red)

Figure 61. Activities represented in LAFPC (in red)

Governance

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

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

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

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

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

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

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

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

Image credit: Los Angeles Food Policy Council

2.4.3. Policy formulation and implementation

SFS policy formulation

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

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

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

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

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

Its priorities are to:

- Develop a regional food hub;
- Address food chain labour issues;
- Issue policy recommendations to increase the availability of healthy street food;
- Advocate for food purchasing guidelines to be adopted by cities and institutions;
- Promote the CalFresh[125] and WIC[126] programmes through outreach at farmers' markets;
- Develop healthy food retail;
- Promote urban agriculture;

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

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

- Support school food and gardens.

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

- The Food System Dashboard[127] is a tool that provides a framework and food-oriented data to understand food inequities in the Los Angeles food system.

- RecycLA is a unique waste franchising programme in the City of Los Angeles.

- The Food Leaders Lab programme trains community residents as food advocates and activists.

- The Healthy Neighborhood Market Network aims to provide all the city's residents with access to healthy food within half a mile of their homes.

- The Plan for a Healthy Los Angeles[128] was published by the City of Los Angeles.

- OurCounty[129] is the county sustainability plan; this was published by the County of Los Angeles.

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

- The Good Food Purchasing Policy,[130] which led to the creation of the national non-profit called the Center for Good Food Purchasing;

- The Edible Parkways ordinance;[131]

- The compulsory requirement for all farmers' markets to accept electronic benefit transfer.

- The Good Food Zone Policy[132] initiative aims to increase access to healthy, fresh food by creating economic incentives for businesses that offer healthy options. Its objective is to transform fast food-dominated convenience stores into community-based healthy food markets. Store owners receive technical, financial and community assistance to transform their businesses.

- The Urban Agriculture Incentive Zone Policy[133] incentivizes urban agriculture in urbanized areas

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

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

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

2.4.4. Reported achievements and challenges

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

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

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[127] https://www.goodfoodla.org/foodsystemdashboard
[128] https://planning.lacity.org/plan-healthy-los-angeles
[129] https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf
[130] https://goodfoodpurchasing.org/program-overview/
[131] https://www.kcet.org/home-garden/l-a-city-council-approves-the-planting-of-urban-edible-parkway-gardens
[132] https://static1.squarespace.com/static/5bc50618ab1a624d324ecd81/t/5fdc013908fab211f3d2cc65/1608253791973/Good+Food+Zone+Booklet+2020.pdf
[133] https://planning.lacity.org/ordinances/docs/UrbanAgriculture/adopted/FAQ_Aug2018.pdf

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

Some participants highlighted as a key achievement the role that the SFS MSM has played in supporting food systems actors who are often overlooked by the government, in particular street food vendors. Through community-led meetings, stakeholders organized to elevate the challenges of street vendors to the city council and the Department of Public Health. Street food reflects the culturally diverse communities of Los Angeles. At the time, however, street food vending was illegal. LAFPC supported an early task force that is now called the "LA Street Vendor Campaign." Together, they drafted a proposal to legalize street vending and incentivize compliance with nutritional and food safety guidelines for street vendors. The decriminalization of sidewalk vending[134] efforts has occurred at Los Angeles city and county levels, resulting in the approval of:

- A USD 1 million (EUR 850,375) pilot programme[135] to promote public safety while expanding economic opportunities for sidewalk vendors;

- A USD 6 million (EUR 5,102,309) budget to support street vendors with permits and equipment.[136]

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

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

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

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

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

Image credit: Markus Spiske by Unsplash

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[134] https://la.curbed.com/2018/11/28/18116698/street-vending-los-angeles-legalization-vote
[135] http://file.lacounty.gov/SDSInter/bos/supdocs/148845.pdf
[136] https://la.eater.com/2020/9/24/21454524/los-angeles-city-council-grants-street-vendors-permits-equipment

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

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

2.4.5. Conclusion: Drivers of success for LAFPC

LAFPC is considered a role model for the over 300 FPCs[140] currently active across the USA. Through the successful establishment of an extensive network of food system stakeholders, LAFPC has had a profound impact on the food landscape of the city and beyond its boundaries, by enriching, influencing and contributing to a range of policies and programmes.

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

LAFPC is also a leader in terms of mainstreaming environmental sustainability and climate change in food-related policy work. Notably, the current city's Mayor, Eric Garcetti, took on the role of chairperson of the C40 Cities and signed the C40 Good Food Cities Declaration in October 2019[141].

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

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

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

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

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

[137] https://www.goodfoodla.org/covid19
[138] https://www.latimes.com/california/qrfhyjkohe-123
[139] https://www.latimes.com/california/story/2020-09-23/westlake-mercadito-struggles-stay-in-business
[140] http://www.foodpolicynetworks.org/councils/directory/online/index.html
[141] https://www.c40.org/press_releases/good-food-cities

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

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

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

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

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

Image credit: Alexandra Rodríguez, ConQuito, AGRUPAR Project Manager

2.5.1. About the PAQ

The PAQ emerged from a context of persistent food insecurity in the city of Quito. Between 2015 and 2017, within the framework of a programme[143] promoted by FAO and RUAF, various actors in the Quito food system were mobilized to conduct a diagnosis of the agri-food system using a territorial approach. ConQuito, the city's economic promotion agency, played a critical leadership role in the process, mobilizing the actors, sharing the results and supporting the creation of a working group. Ultimately, the group was recognized as the multi-stakeholder food platform of Quito: the Quito Agri-Food Pact (PAQ). Signing the MUFPP in January 2016 fast-tracked its consolidation.

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

led the set-up of the PAQ, supported by RUAF and FAO. The CRFS approach[144] guided the process. Today, ConQuito is still the lead organization in the PAQ, and is supported by the Resilience Directorate of Quito, RUAF and Rikolto.

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

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

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[142]The acronym is based on the Spanish name – Pacto Agroalimentario de Quito.
[143]The programme was called "Understanding the city-regional food system: Planning for a more resilient and food-secure city".
[144]http://www.fao.org/in-action/food-for-cities-programme/overview/crfs/en/

Image credit: Alexandra Rodríguez, ConQuito, AGRUPAR Project Manager

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

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

2.5.2. Structure and governance

Structure
The PAQ brings together about 30 different stakeholder groups representing Quito's food system. Participating actors were selected on the basis of a stakeholder mapping, produced within the framework of the food systems diagnosis. This work drew on pre-existing food-related platforms and multi-stakeholder coalitions. Participants are usually self-appointed or selected by the organization they represent.

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

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

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

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[145] https://www.futurepolicy.org/global/quito-agrupar/

Figure 63. Types of organizations (constituencies) represented in the PAQ (in red)
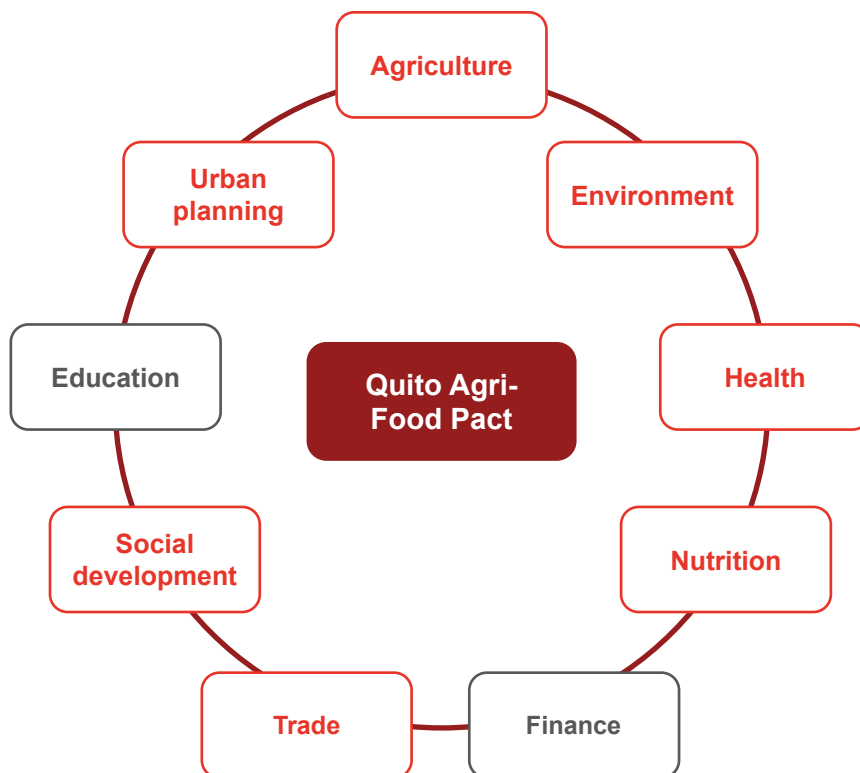
Figure 64. Sectors represented in the PAQ (in red)
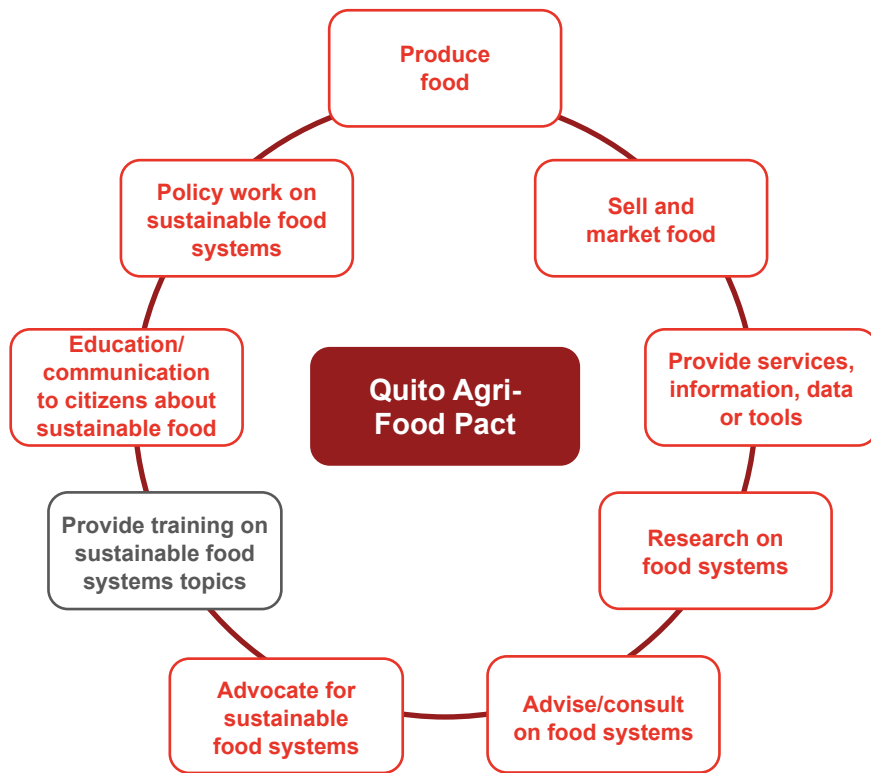
Figure 65. Types of activities represented in the PAQ (in red)

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

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

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

2.5.3. Policy formulation and implementation

SFS policy formulation

A food systems diagnosis[146] was carried out in 2016-2017 in Quito, with FAO and RUAF's support under the CRFS programme.[147] It adopted a highly participatory approach and applied a food systems lens. Taking into consideration the trends and challenges applicable to Quito's food system, it covered the mapping of actors and food-related policies. Moreover, it focused on socially disadvantaged and marginalized groups and provided an overview of actionable entry points for further collective action and policy development.

The food systems diagnosis resulted in the development of Quito's Food System Sustainability Plan and the Quito Food Charter[148] in October

2018, and later in the design of the Quito Agri-Food Strategy[149] in April 2019, which was formulated in alignment with pre-existing food-related policies.

The PAQ has also provided input and lobbied to include food issues in the Ecuador-Quito Climate Change Action Plan,[150] in the Territorial Development Plan[151] and in the Vision of Quito 2040.[152] All of these plans have been enacted by the municipality of Quito through the secretariats of Productive Development and Competitiveness and Environment and Planning (Directorate of Resilience).

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

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

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

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

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146 http://www.fao.org/3/I9197ES/i9197es.pdf
147 http://www.fao.org/in-action/food-for-cities-programme/toolkit/defining-the-crfs/en/
148 http://www.conquito.org.ec/wp-content/uploads/2018/09/carta-1.pdf
149 http://gobiernoabierto.quito.gob.ec/wp-content/uploads/documentos/sistemaagro/documentos/Estrategia.pdf
150 https://openei.org/wiki/Ecuador-Quito_City_Climate_Change_Action_Plan#cite_note-1
151 https://www.quito.gob.ec/documents/PMDOT.pdf
152 http://www.rniu.buap.mx/infoRNIU/nov18/2/quito-vision-2040-y-su-nuevo-modelo-de-ciudad.pdf

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

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

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

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

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

2.5.4. Reported achievements and challenges

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

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

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

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

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

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

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

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[153] https://www.idrc.ca/es

Image credit: Biothailand by Shutterstock

communication and coordination activities (RUAF, 2020a).

2.5.5. Conclusion: Drivers of success for the PAQ

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

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

The city of Quito is recognized as one of the front-running cities in Latin America in terms of fostering multi-stakeholder collaboration to address food issues from a holistic perspective. Quito is a very active signatory city of the MUFPP and a member of the C40 Cities Climate Leadership Group.

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

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

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

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

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

The fact that the PAQ's strategic vision is clear and understood by all stakeholders has been a factor in the results achieved so far. A large majority of respondents (81 per cent) agree that the SFS MSM has a basic understanding of its policy subject matter, which has been instrumental in getting its priorities considered in several policy processes (according to 63 per cent of respondents). Similarly, 63 per cent of the stakeholders surveyed feel that the PAQ understands the overall policy environment related to its priorities and that it clearly identifies and articulates its vision, mission and goals among its members (75 per cent). Furthermore, 75 per cent of respondents perceive that the food systems approach used for policy formulation and implementation is understood by the majority of the platform's stakeholders.

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

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

Image credit: CONQUITO - AGRUPAR

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

Image credit: Fundación Alternativas

2.6.1. About the MFSC-LPZ

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

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

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

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

[155]https://base.socioeco.org/docs/ley_20municipal_20aut_c3_b3noma_20de_20seguridad_20alimentaria_20no._201052014.pdf

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

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

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

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

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

2.6.2. Structure and governance

Structure

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

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

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

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[158]*The municipality of La Paz invested in and adopted an integrated metropolitan food system, which was designed based on the connection of actors and coordinated planning to ensure sufficient food production, the strengthening of production chains, the creation of adequate logistics systems and the diversification of marketing mechanisms based on sustainable development.*
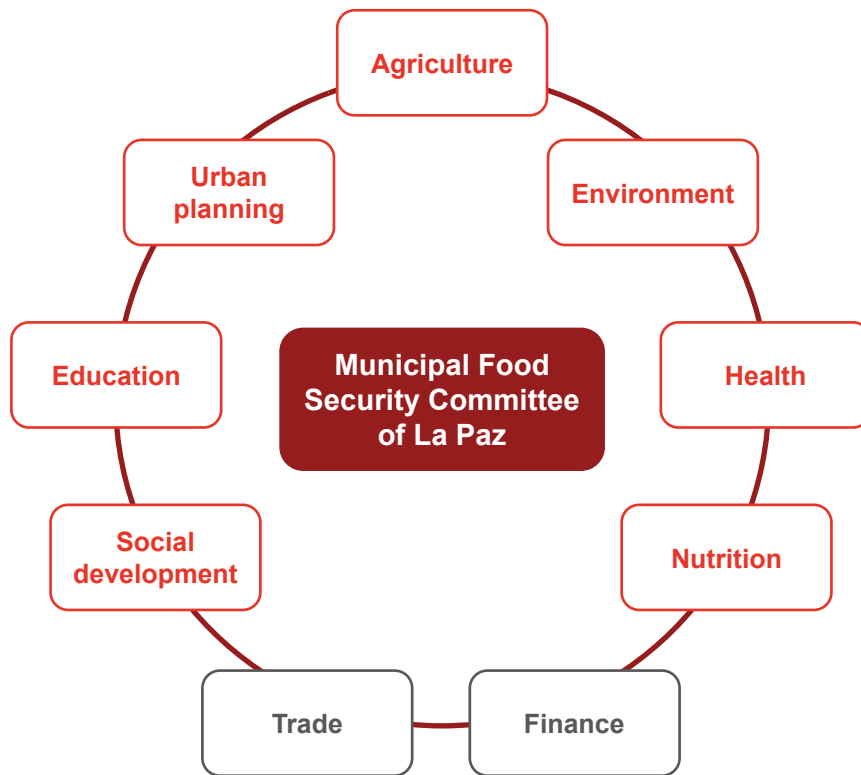
Figure 68. Sectors represented in the MFSC-LPZ (in red)
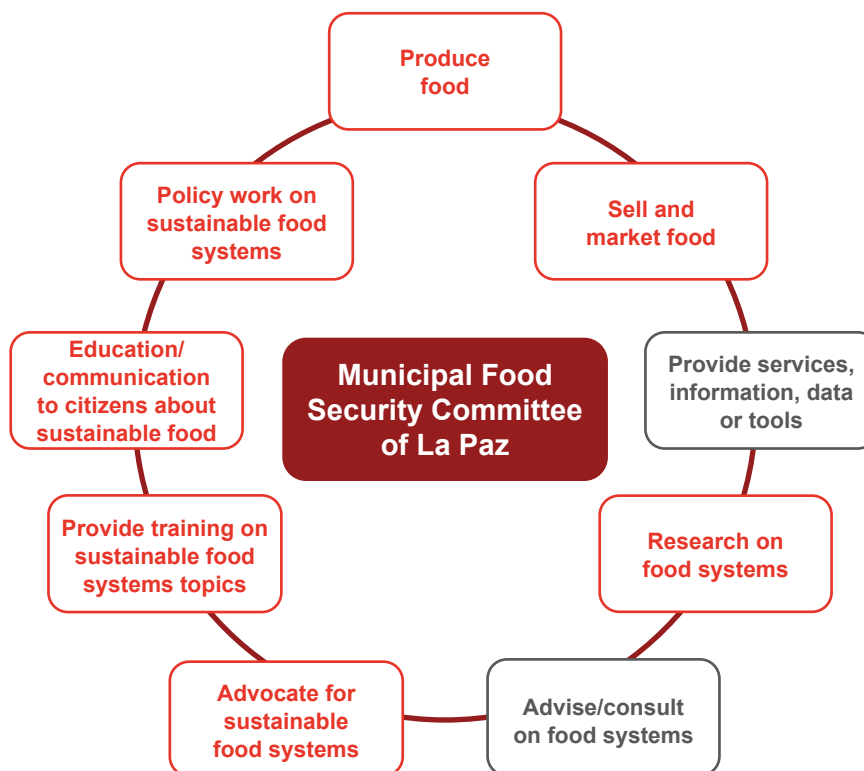
Figure 69. Types of activities represented in the MFSC-LPZ (in red)

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

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

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

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

2.6.3. Policy formulation and implementation

SFS policy formulation
As a starting point, the MFSC-LPZ conducted a diagnosis of La Paz's food system, using a participatory approach that brought together a diversity of stakeholders. The analysis took a systemic approach, taking into account the interconnections between the different food systems elements and the underlying trends and challenges. Moreover, the diagnosis included a mapping of food-related actors and policies, and a special focus was placed on socially disadvantaged groups. All these efforts resulted in a
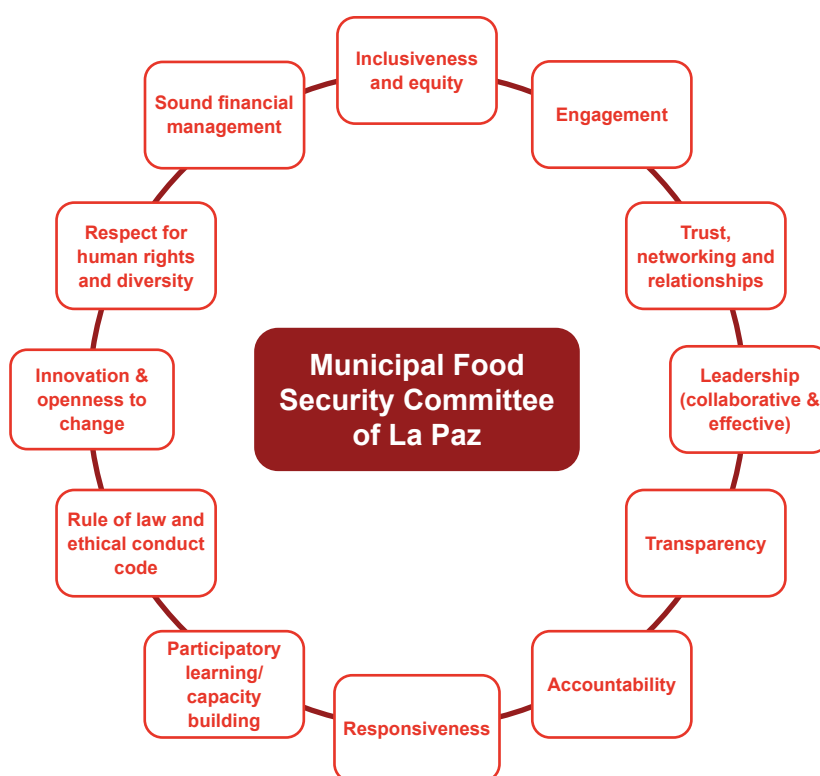
Figure 70. Good governance principles practised by the MFSC-LPZ (in red)

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

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

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

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

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

- Food chain (e.g. production, marketing, transformation);

- Integrated food systems (e.g. sustainable use of natural resources, fair trade and responsible consumption; the concept is crystallized in a planning tool that sets out short-, medium- and long-term actions that are to be implemented by all citizens);

- Food security (ensuring that all people have access to sufficient and nutritious food at all times).

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

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

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

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

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

[160]http://wsservicios.lapaz.bo/normativa_externa/ConsultaExternaDocumento.aspx?archivo=2018/LM_7602_2018_00321.pdf

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

[162]https://alternativascc.org/wp-content/uploads/2018/05/Propuesta-Metropolitana-Centros-de-Acopio-2016.pdf

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

[164]https://www.louvaincooperation.org/sites/default/files/2020-09/176. Agriculturapercent20Urbanapercent20ypercent20Periurbanapercent20parapercent20laspercent20Ciudadespercent20delpercent20Manana.pdf

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

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

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

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

[169]https://www.bivica.org/files/plan-integral-La-Paz.pdf

2.6.4. Reported achievements and challenges

Achievements

According to 71 per cent of respondents to the stakeholder survey, the MFSC-LPZ's main achievement has been the formulation of food policies; this is followed by the creation of food stakeholder networks (indicated by 57 per cent of respondents). Other important results raised in the survey are the participation of a variety of actors in public discussions and political advocacy to influence and participate in the drafting of all the municipal law proposals[170] adopted by the local government, in particular the inclusion of the topics of food security and food systems in the National Urban Agenda and the Comprehensive Development Strategy of the Metropolitan Region of La Paz.

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

Furthermore, some stakeholders consider that they have benefited from changing their work methodology from an isolated approach to a collaborative one, by generating networks and identifying adequate mechanisms for coordinating and complementing actions. In addition, they have found the MFSC-LPZ to be a rich space to learn and share ideas. This has been very useful in developing food-related concepts and advocacy agendas, allowing them to broaden their vision and knowledge of food systems.

Challenges

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

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

Image credit: Mauricio Panzo / Hivos

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[170] https://alternativascc.org/propuestas/

Image credit: Fundación Alternativas

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

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

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

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

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

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

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

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

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

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

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

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

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

Image credit: Fundación Alternativas

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

Image credit: Carmen Zuleta Ferrari, FAO Madagascar

2.7.1. About the AFPC

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

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

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

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

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

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

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

2.7.2. Structure and governance

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

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

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

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[171]https://africa.iclei.org/cityfood/
[172]Plateforme de la Société Civile HINA – a Madagascar civil society alliance whose vision is to fight the causes and consequences of malnutrition.
[173]An assessment carried out by the National Risk and Disaster Management Office of Madagascar (BNGRC) and other actors, see https://reliefweb.int/report/madagascar/madagascar-vulnerability-assessment-committee-results-2019
[174]The Academic Network for Nutrition (MIKASA) was launched in 2017 to work on disseminating research results and supporting Anjaramasoandro (a private sector nutrition platform) with specific requests related to applied research.
[175]Created in 2004, it promotes participation in the formulation and implementation of the national dairy policy in Madagascar and defends the interests of its members.
[176]https://www.inter-reseaux.org/publication/44-les-organisations-interprofessionnelles/la-plate-forme-de-concertation-et-de-pilotage-de-la-filiere-riz-base-pragmatique-et-progressive-dune-interprofession/
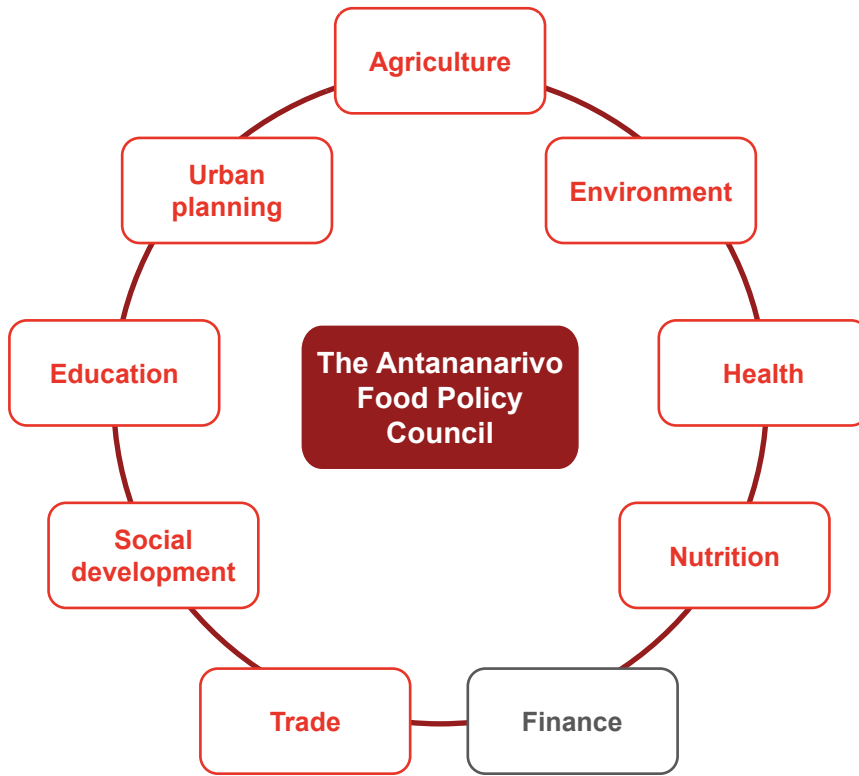
Figure 72. Sectors represented in the AFPC (in red)

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

Image credit: Carmen Zuleta Ferrari, FAO Madagascar

Governance

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

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

2.7.3. Policy formulation and implementation

SFS policy formulation

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

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

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

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

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

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

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

There is no lead agency in charge of policy implementation. However, FAO Madagascar has played an important role in providing technical and financial support for the development of the AFPC's activities aimed at establishing a sustainable and resilient food system. FAO Madagascar provides technical support to assist the formulation of the CRFS strategy and its action plan, and subsequently to study the local impact of existing plans and programmes and ensure the implementation of the planned interventions.

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

2.7.4. Reported achievements and challenges

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

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

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

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

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[177]The City Region Food System (CRFS) of Antananarivo has been defined as a set of 66 municipalities (two urban municipalities (Antananarivo and Ambohidratrimo) and 62 rural communities located less than 100 km away from the city centre. This area produces a sufficient quantity and diversity of agricultural products to supply mainly urban consumers. For more information, see http://www.fao.org/in-action/food-for-cities-programme/pilotcities/antananarivo/en/
[178]http://www.fao.org/3/cb2899en/cb2899en.pdf

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

Challenges

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

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

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

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

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

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

2.7.5. Conclusion: Drivers of success for the AFPC

The AFPC emerged from a mobilization of local food systems actors that leveraged the signature of the MUFPP to consolidate the pre-existing informal stakeholders' platform. In the case of Antananarivo, the actors' mobilization and organization was prompted by the Urban Agriculture Programme, which has been recognized for its successful outcomes – in 2017, it won the MUFPP monetary prize[179] in the Challenging Environment category.

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

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

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

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

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

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[179] https://www.milanurbanfoodpolicypact.org/award/

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

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

In relation to the strategic framework under which the AFPC operates, 71 per cent of the stakeholders surveyed consider that the FPC has basic knowledge of its policy subject matter and that it has managed to identify and articulate its vision, mission and goals among its members. In addition, more than half of the participants (57 per cent) consider that the SFS MSM understands the overall policy environment related to its priorities and that it has managed to include them as part of an overall strategy.

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

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

Image credit: Sandy Ravaloniaina by Unsplash

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La Paz

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Antananarivo

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Image credit: Markus Spiske by Unsplash

Annexes

Annex 1: Methodology of the research

1. Stage 1: Selection of the 10 case studies

The first stage was the selection of the cases, and it was carried out in 6 steps. The following section gives an overview of the research steps and the methodological tools used.

Step 1: Phase 1 of literature review and informal expert consultations to identify potential case studies

In order to identify existing SFS MSM cases worldwide at national and sub-national level, informal email consultations were carried out with 20 experts working on this topic in different geographic regions, and complemented with 6 semi-structured interviews.

At the same time, a first phase of literature review was conducted to complement the list of potential cases obtained through the consultations. As a result of both activities, a broad list of 64 potential case studies was compiled, 23 at national level and 39 at sub-national level (See Figure 74).

National	Subnational
1. Belgium (Europe)	1. Amsterdam (NL)
2. Denmark (Europe)	2. Berlin (Germany)
3. Finland (Europe)	3. Bruges (Belgium)
4. France (Europe)	4. Ede (NL)
5. Italy (Europe)	5. Ghent (Belgium)
6. Norway (Europe)	6. Greater Manchester (UK)
7. Portugal (Europe)	7. Hoogstraten (Belgium)
8. Scotland (Europe)	8. Leuven (Belgium)
9. Sweden (Europe)	9. London (UK)
10. The Netherlands (Europe)	10. South Tyrol (Italy)
11. UK (Europe)	11. Baltimore (USA)
12. Canada (North America)	12. Detroit (USA)
13. Brazil (Latin America)	13. Golden Horseshoe region (Canada)
14. Bolivia (Latin America)	14. Knoxville (USA)
15. Chile (Latin America)	15. Los Angeles (USA)
16. South Africa (Africa)	16. New York (USA)

Figure 74. Preliminary list of potential case studies

National	Subnational
17. Bangladesh (Asia)	17. Saint Louis (USA)
18. India (Asia)	18. Seattle (USA)
19. Indonesia (Asia)	19. State of Connecticut (USA)
20. Japan (Asia)	20. Toronto (Canada)
21. Singapore (Asia)	21. Belo Horizonte (Brazil)
22. South Korea (Asia)	22. Cali (Colombia)
23. Australia (Oceania)	23. El Alto (Bolivia)
	24. La Paz (Bolivia)
	25. Lima (Peru)
	26. Maslago (Nicaragua)
	27. Medellín (Colombia)
	28. Porto Alegre/Río Grande do Sul (Brasil)
	29. Quito (Ecuador)
	30. Río de Janeiro (Brazil)
	31. Rosario (Argentina)
	32. Sucre (Bolivia)
	33. Antananarivo (Madagascar)
	34. Nairobi (Kenya)
	35. Amman (Jordan)
	36. Seoul (South Korea)
	37. Melbourne (Australia)
	38. Montreal (Canada)
	39. Vancouver (Canada)
	40. Halifax (Canada)
	41. Alaska (USA)

Figure 74. Preliminary list of potential case studies

Step 2: Phase 2 of the literature review and pre-screening tool to rule out cases that did not meet the criteria of the study

In order to obtain a narrower selection of prospective cases for the study, a second phase of literature review was conducted, focusing on the 64 cases identified in step 1. A specific pre-screening tool (see Figure 75) was developed to synthesize the information compiled for each case, in order to select those cases that met the criteria defined for this study.

The use of the pre-screening tool led to the selection of the 10 best cases, and 3 cases for back-up (see Figure 76).

SFS MSM case	National level/ Subnational level	Continent NA/LAC/ EU/SSA/ As	City/Country	Name of SFS MSM	Website	Years in operation (start date)	National or subnational level government LEAD or INVOLVED (Yes/No)	Food Policy, Strategy, Action Plan or similar (Yes/Name)	Contact focal point (Name/ Position-Role in the MSM)
1	National	EU	France	Conseil National de l´Alimentation (National Food Council, defining itself as the 'Parliament of food')	https://cna-alimentation.fr/english/	1985	Yes	National Food Programme (PNA)	Marion Bretonnière Le Dû/ Margaux Denis
2	National	EU	Denmark	Organic Denmark	https://www.organicdenmark.com/	2002	Yes	Organic Action Plan for Denmark	Paul Holmbeck/ Helle Borup Friberg
3	National	Asia	India	Eat right society	https://eatrightindia.gov.in/EatRightIndia/ eatrightindia.jsp	2018	Yes	*Eat Right India is aligned to the National Health Policy 2017*	Inoshi Sharma
4	Subnational	EU	Ghent (Belgium)	Gent en Garde food policy council	https://stad.gent/sites/default/files/ page/documents/20160913_PU_ Gentpercent20enpercent20garde_ operationelepercent20doelstellingen_Engels_ web.pdf	2013	Yes	Gent en Garde Food Policy	Lieta Goethijn
5	Subnational	EU	London (UK)	London Food Board	https://www.sustainweb.org/londonfoodlink/	2004	Yes	The London Food Strategy	Genevieve D'Souza/ Lisa Bennett
6	Subnational	NA	Vancouver (Canada)	Vancouver Food Policy Council (VFPC)	https://www.vancouverfoodpolicycouncil.ca/	2013	Yes	City of Vancouver's Food Strategy	Sarah Carten
7	Subnational	NA	Los Angeles (USA)	Los Angeles Food Policy Council (LAFPC)	https://www.goodfoodla.org/	2010	Yes	Good Food For All Agenda	Christine Tran
8	Subnational	LAC	Quito (Ecuador)	Quito Agri-Food Pact (PAQ).	N/A	2017	Yes	Quito Agri-Food Strategy	Alexandra Rodríguez/ Alain Santandreu
9	Subnational	LAC	Belo Horizonte (Brazil)	Municipal Council of Food and Nutrition Security	N/A	2003	Yes	Belo Horizonte Food Security Program	Patrícia Romanelli Cury Gazire
10	Subnational	SSA	Nairobi (Kenya)	Nairobi and Environs Food Security, Agriculture and Livestock Forum (NEFSALF)	https://mazinst.org/	2004	Yes	Nairobi Urban Agriculture Promotion and Regulation Act	Samuel Ikua Thiong'o, Davinder Lamba
11	Subnational	NA	Montreal (Canada)	The Montreal Food System Council	https://sam.montrealmetropoleensante.ca/home	2018	Yes	Le Plan d'action intégré 2020-2022 du Conseil du Système alimentaire montréalais	Anne Marie Aubert
12	Subnational	LAC	La Paz (Bolivia)	Municipal Food Security Committee of La Paz	N/A	2013	Yes	Municipal Autonomous Law No. 105 on Food Security	María Teresa Nogales
13	Subnational	SSA	Antananarivo (Madagascar)	The Antananarivo Food Policy Council	N/A	2016	Yes	"Policy as practice" Urban Agriculture in Antananarivo programme	Carmen Zuleta

Figure 75. Pre-screening tool used for the selection of the 10 case studies and the 3 back-up cases

National	Subnational
1. France (Europe)	1. Ghent (Belgium)
2. Denmark (Europe)	2. London (UK)
3. India (Asia)	3. Los Angeles (USA)
	4. Vancouver (Canada)
	5. Belo Horizonte (Brazil)
	6. Quito (Ecuador)
	7. Nairobi (Kenya)
Back-up cases	
Montreal (Canada)	
La Paz (Bolivia)	
Antananarivo (Madagascar)	

Figure 76. List of the 10 case studies and the 3 back-up cases selected

Step 3: Phase 3 of the literature review focused on the 13 selected case studies and semi-structured interviews with focal points

During this step, the existing literature on each of the selected cases was reviewed in order to collect more information on their origins, structure and operation, objectives, activities, achievements, among other key features. The information gathered was complemented with interviews with focal points for the cases that required further basic information. The focal points of France, Denmark, Quito, La Paz, Montréal, Nairobi and Antananarivo were contacted via Skype using an open interview with the following guiding questions:

1. What were the reasons why the SFS MSM was formed?

2. How did the consolidation process take place?

3. Does the SFS MSM have the support/recognition of the local/national government?

4. For how long has the SFS MSM been working?

5. How often does the SFS MSM meet?

6. Does the country/city have a progressive integral food policy linked to the SFS MSM that includes sustainability aspects?

7. Are the private sector, CSOs and farmers represented in the SFS MSM?

8. How does the SFS MSM engage in lobby and advocacy, and at what level(s)?

9. What do you consider to be the main achievements of the SFS MSM?

10. Do you think it would be possible to engage at least one representative from each stakeholder group in the study, more specifically to answer a 30 min survey?

The information collected was used to prepare fact sheets for each one of them, containing the following information:

- Name of SFS MSM
- Stakeholders involved
- Name of related food policy/ies
- Role(s) in relation to the policy cycle
- Main SFS topics in the Food/SFS policy
- Financial sustainability
- Indication of concrete achievements
- Highlights
- Contact

Step 4: Submission to the OPN SFS CoP-FSAG to validate the selection of case studies

A presentation was prepared based on the case sheets prepared in step 3, to introduce the selected cases to the OPN SFS CoP-FSAG. All the cases were considered relevant and pertinent and were approved as the final selected cases for this study.

Step 5: Contact with the focal points of the 13 selected case studies

For each selected case, a focal point person was identified. They were the key contacts during the whole study. Within the SFS MSM they play different roles, such as coordinators or champions (among others), which made them strategic informants to better understand the different cases.

The focal points were contacted through a letter of invitation to the study in order to seek their acceptance to participate in the initiative. As a result of this first interaction, one focal point was unreachable, four of them requested more detailed written information about the study, and 1-hour virtual meetings were held with the other five to exchange information about the study and clarify any doubt. At the end of this process, three cases were discarded and replaced by the back-up cases, due to the following main reasons:

- Unresponsive focal point (Belo Horizonte)
- Lack of capacity to participate, mainly due to COVID 19 response (Vancouver)
- Lack of resources to be able to take part in the study (Nairobi)

Step 6: Final selection of 10 case studies

For the 3 back-up cases included, focal points were also contacted, the letter of invitation was sent and a semi-structured interview was conducted. After this phase, a total of 10 final cases were selected, 3 at national level and 7 at the subnational level (See Figure 77 for more information on the focal points of the final 10 selected cases).

Country/ City	Name of the SFS MSM	Name of focal point contacted	Organization	Position	Semi-structured interview via telephone
National level					
France (Europe)	Conseil National de l´Alimentation	Marion Bretonnière Le Dû and Margaux Denis	Conseil National de l´Alimentation	Secrétaire interministérielle adjointe	Yes
Denmark (Europe)	Organic Denmark	Paul Holmbeck and Helle Borup Friberg	Holmbeck EcoConsult	Director. Former director Organic Denmark/ CEO Organic Denmark	Yes, with Paul Holmbeck
India (Asia)	Eat Right India	Inoshi Sharma	Food Safety and Standards Authority of India	CEO	No
Subnational level					
Ghent (Belgium)	Gent en Garde Food Policy Council	Lieta Goethijn	City of Ghent	Food policy officer	No
London (UK)	London Food Board	Genevieve D'Souza and Lisa Bennett	Greater London Authority	Senior Project and Policy Officer/ Principal Policy Officer	No
Los Angeles (USA)	Los Angeles Food Policy Council	Christine Tran	Good Food LA	Executive Director	No
Montreal (Canada)	The Montreal Food System Council	Anne Marie Aubert	Montreal Food System Council	Coordinator at Montreal Food System Council	Yes, with Moe Garahan
Quito (Ecuador)	Pacto Agroalimentario de Quito	Alexandra Rodríguez	CONQUITO Economic Promotion Agency, AGRUPAR Urban Agriculture Project	AGRUPAR Project Manager	Yes, also with Alain Santandreu
La Paz (Bolivia)	Comité Municipal de Seguridad Alimentaria de La Paz	María Teresa Nogales	Fundación Alternativas	Founder and Executive Director	Yes
Antananarivo (Madagascar)	The Antananarivo Food Policy Council	Carmen Zuleta Ferrari	FAO Madagascar	FAO Lead Consultant (CRFS project)	Yes

Figure 77. List of focal points of the final 10 selected case studies

2. Stage 2: Collection of information for the 10 selected cases

2.1 Surveys objectives

Once the first phase of the research was finished, two online surveys were conducted as part of the collection of comprehensive and thorough information for the 10 SFS MSM selected cases. The objective of the surveys, besides obtaining in-depth information, was to capture the perceptions of the participants of how, in practice, different multi-stakeholder governance mechanisms are supporting effective participatory sustainable food governance, i.e. governments to better work in coordination with food systems actors, to integrate food-related topics at different levels in a more holistic way.

The specific objectives of the surveys were:

- To gain a deeper understanding of the SFS MSMs key characteristics: design, structure, activities, governance, processes, priorities, etc.

- Analyse and compare how these key characteristics influence their effectiveness, success and achievement of results.

- Document examples of observed innovative dynamics and concrete achievements from these mechanisms in relation to the effective promotion of more sustainable food systems.

- Capture and compare their modalities, efforts, successes and challenges to influence the policy-making process and/or action towards a sustainable food systems approach.

2.2. Conceptual framework and surveys' structure

The conceptual framework that led to the surveys questionnaires is based on the objectives of the study, and draws from seven main reference documents:

- The Checklist issued in the **Collaborative Framework for Food Systems Transformation** which covers food systems approach to policy-making (UNEP, 2019);

- The **Self-Assessment Tool for Food Policy Councils** (John Hopkins University, 2017[181]);

- The structure and form of the questionnaire used by the **Global Review of Sustainable Public Procurement** (UNEP, 2017);

- The **MSP Guide, How to design and facilitate multi-stakeholder partnerships** (Wageningen University & Research, 2015[182]);

- **Governance Principles, Institutional Capacity and Quality** (UNDP, 2011);

- **Multi-stakeholder partnerships** (HLPE, 2018).

Based on the revision of these guiding documents, a conceptual framework (shown in Figure 78) was developed to analyze the different cases under three main pillars, with a set of key sub-themes and topics for each building block:

- Structure and governance;

- Policy formulation and implementation;

- Effectiveness.

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[181]Authors: Anne Palmer and Larissa Calancie (2017).
[182]Authors: Herman Brouwer and Jim Woodhill with Minu Hemmati, Karèn Verhoosel and Simone van Vugt (2015).

SFS MSM

- Structure and governance
- Policy formulation and implementation
- Effectiveness

Structure

- Legal status
- Hosting institution/organisation
- Geographical focus (urban, rural, regional, national)
- Timeframe to set up the SFS MSM
- Supporting organizations
- Levels of advocacy engagement (local, national, etc.)
- Member composition (constituency/sector/FS activity)
- Stakeholder groups selection process
- Representatives selection process
- Main roles of the SFS MSM
- Budget (source & amount)
- Collaboration with other local/sub-regional/regional/national SFS MSM

Food system diagnosis

- Development of a holistic food system diagnosis
- Level of participation and engagement of stakeholder groups in the diagnosis discussions and development
- Diagnosis goes beyond sectoral problem framing to apply system-based problem framing
- Diagnosis considers current food system trends and challenges
- Diagnosis includes mapping of food system actors
- Diagnosis includes mapping of food-related policies

Achievements

- SFS Agenda-setting achievements
- Advancement of food systems approach in organization, country, city, etc.
- Governance-related achievements
- Policy-related achievements
- Implementation-related achievements
- Contribution of the SFS MSM to food governance system (coherence, alignment, coordination, inclusiveness, etc.)
- Participatory mechanism for the regular revision of governance arrangements to make improvements

Governance arrangements

- Inclusiveness and equity
- Engagement
- Trust, networking and relationships
- Leadership (collaborative and effective)
- Means of engagement
- Transparency
- Accountability
- Responsiveness (COVID example)
- Participatory learning and capacity building
- Rule of law and ethical conduct code
- Innovation and openness to change
- Respect for human rights and diversity

SFS policy formulation

- Consultation process (also beyond SFS MSM stakeholders)
- Policy formulation process
- Food system defined priorities
- Process to define food system priorities
- Passage/enactment of SFS policy/regulation
- Integration of environmental sustainability in SFS policy
- SFS policy is holistic (not sectoral)
- SFS policy is multi-level (local, national, regional, etc.)
- Food system priorities are reflected in the SFS policy
- Alignment/coherence of SFS policy with other pre-existing food-related policies
- Appropriate targets, defined activities and expected results
- Impact on socially disadvantaged and marginalized groups taken into account in SFS policy
- SFS policy recognition as the official food policy
- Development of an SFS policy implementation action plan
- Collaborative regular revision of action plan based on information sharing and lessons learned

Drivers and barriers

- Drivers of collaboration and effectiveness
- Barriers to collaboration and effectiveness
- Perceived achievements
- Perceived failures

Dialogues

- Dialogues format
- Dialogues facilitation
- Management of conflicts of interest
- Capturing and taking into account all voices
- Mechanisms in place to include voices of actors not represented in the SFS MSM
- Mechanisms in place to work with power
- Mechanisms in place to communicate effectively
- Mechanisms in place to achieve consensus
- Quality of dialogues (inclusive and constructive)
- Effectiveness of dialogues (achieve results)

SFS policy implementation

- Analysis of what it will take to accomplish policy priorities, including who has the power to make decisions
- Budget allocated to implement the SFS policy
- Budget allocated through different food systems bodies
- SFS policy implemented through different departments, secretariats, and/or ministries
- Leading department to implement SFS policy
- Capacity of leading department to coordinate with others
- Inclusion of community groups in implementation, particularly low-income and marginalized neighborhoods
- Monitoring mechanisms in place to help assess progress and make course corrections when necessary

Looking ahead

- SFS related topics, strategies and activities becoming more prominent in the organization, city, contry, etc.
- Expected changes in the level of SFS activity in coming years
- Expected SFS MSM priorities in coming years
- Expected SFS MSM achievements in coming years
- Expected SFS MSM obstacles in coming years
- Actions that international initiatives could undertake to further promote and support SFS MSM worldwide

Advocacy

- Research and analysis
- Advocacy partners and coalitions
- Communication strategy
- Media relations
- Commitment to advocacy
- Advocacy avenues
- Funding for advocacy
- Influencing decision-makers

Figure 78. Conceptual framework outline

2.3. Surveys target groups

Two different surveys were conducted, with different purposes and target respondents.

A survey directed to the focal points, focused on gathering key and basic information about the selected SFS MSM: origins, structure, governance, its relationship with the holistic food policy formulation process, among others. The information gathered through the focal point survey is aimed at filling in the knowledge gaps about the selected cases.

A survey directed to stakeholders, focused on capturing the perceptions of different stakeholders about different aspects of the selected SFS MSM, such as the quality of dialogues and leadership, the capacity to foster participatory and inclusive processes, the perceived achievements and their causes, the perceived strengths and barriers, among other key issues.

For focal points surveys, the total population targeted was 10 (all the focal points), expecting a 100 per cent response rate.

In the case of the stakeholders' survey, it was not possible to estimate the total population targeted, as this would depend on the total numbers of stakeholders that could be reached. Additionally, given the diversity of stakeholders participating in each SFS MSM (in terms of total number of stakeholders, groups participating and representation per group, etc.) it was also not possible to establish a specific predefined target population. Nevertheless, in order to have a minimum diversity of perspectives and representativeness, at least one response per key stakeholder group per case was established as a minimum expected response rate. Five key stakeholder

groups, participating in all selected SFS MSM, were targeted:

- Government
- Private sector
- Civil society
- Farmers
- NGOs

2.4. Surveys design process

Surveys were developed between November and December 2020, and conducted from January 18 to February 28, 2021. The whole process was carried out in 6 steps:

1. **Questionnaires design and formulation of questions**
   The questions for both surveys were formulated so as to address each one of the themes specified in the conceptual framework, and taking into account the above mentioned reference documents. The questionnaires were divided in different sections matching the conceptual framework, resulting in an intuitive structure easy for participants to navigate. The question types were selected based on the purpose of each question, and ranged from multiple choice questions with single and multiple responses, matrix questions (with rankings and preferences) and open-ended questions. When necessary, an "other" option was introduced as an open answer to give space for any complimentary comments.

   Figures 79 and 80 show the survey´s final structure, with the different chapters, the number of questions per chapter, and the estimated time to complete them.

CHAPTER I:	CHAPTER II:	CHAPTER III:
About you and your organization (16 questions)	Structure, governance and advocacy work of the SFS MSM (33 questions)	Policy orocess: food system analysis, policy formulation process and policy implementation (24 questions)
10 minutes	25 minutes	15 minutes
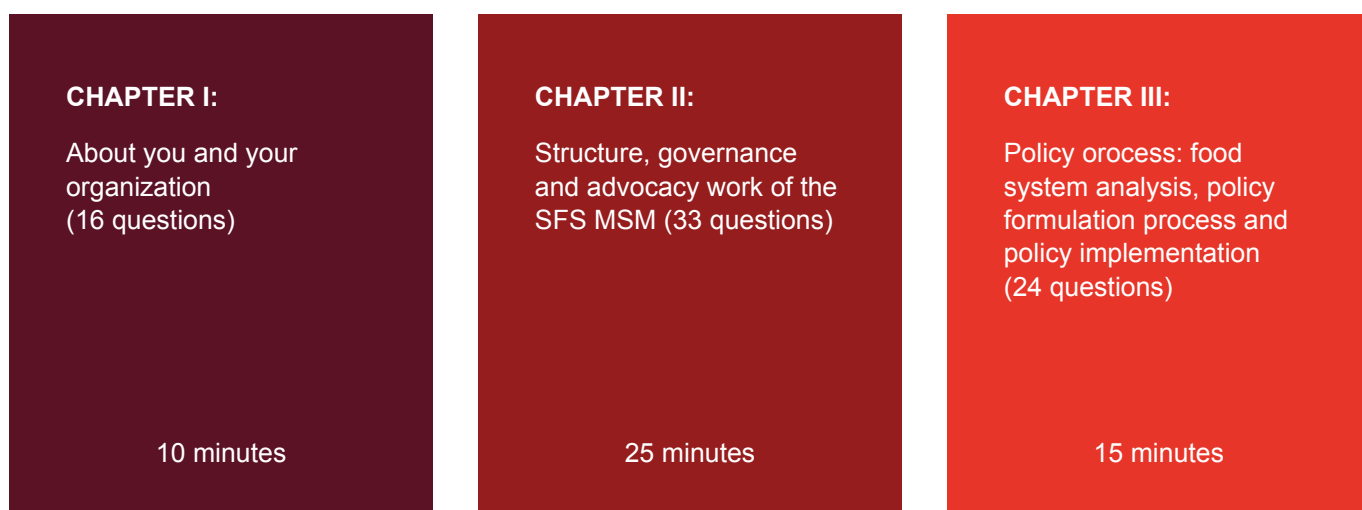
Figure 79. Focal points survey: Structure, topics, and estimated time for completion

CHAPTER I:	CHAPTER II:	CHAPTER III:	CHAPTER IV:
About you and your organization (16 questions)	ABout your participation and engagement in the multi-stakeholder Mechanism (7 questions)	About the governance & the processes of the SFS MSM (10 questions)	About the effectiveness & future of the SFS MSM (12 questions)
10 minutes	10 minutes	5 minutes	10 minutes
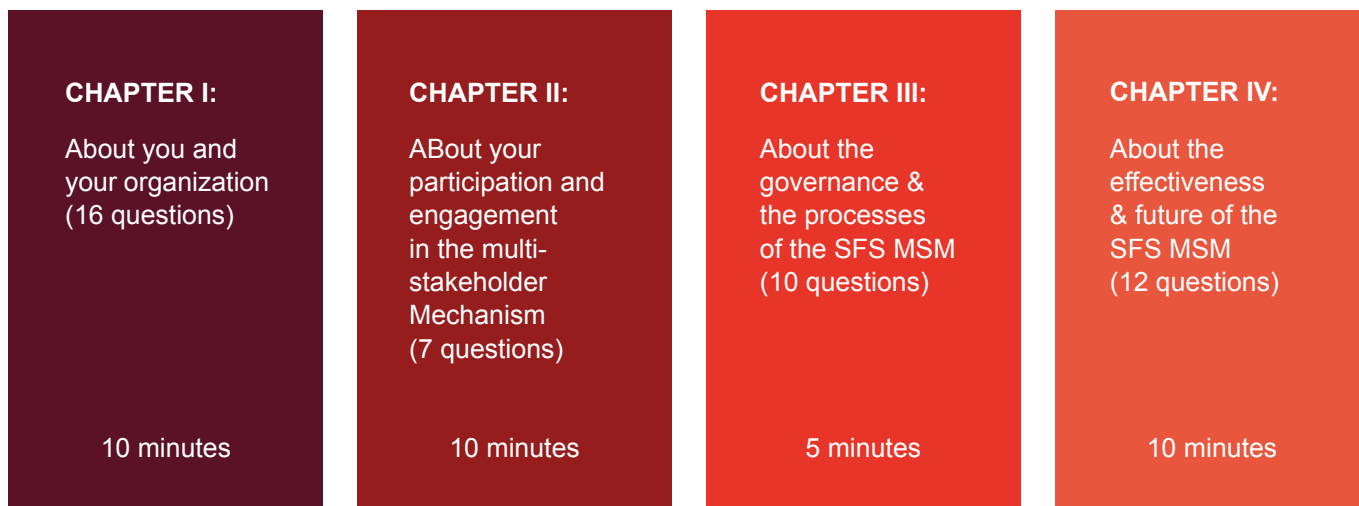
Figure 80. Stakeholders survey: Structure, topics, and estimated time for completion

The final focal points survey and the stakeholders survey are presented in Annex 2 and 3, respectively.

2. **Peer review of questionnaires by the CoP-FSAG**
   Both questionnaires were submitted to the CoP-FSAG in December 2020. The suggestions and recommendations provided by the group of experts were integrated into the final versions of the questionnaires.

3. **Translations and survey format**
   Both questionnaires were translated into French and Spanish, and the 6 resulting questionnaires were adapted to survey format using the Google Forms tool. This work was carried out between December 13, 2020 and January 4, 2021.

4. **Tests and final adjustments**
   The 6 questionnaires were tested at this stage, as well as the tool selected to carry out the surveys (G-forms). The test was intended to review several aspects: (1) content and clarity; (2) time needed for completion and (3) technical aspects. The 6 questionnaires were tested by at least one person, native in each language and knowledgeable in the thematic area of sustainable food systems.

   The questionnaires were also sent to all 10 focal points to receive their feedback. The tests were carried out on different electronic devices (PC, Mac, tablet and cell phones). Feedback on content and format was provided for each one of the surveys. This phase took place between January 5 and 17, 2021.

5. **Survey administration**
   The emailing process was carried out in coordination with the focal points of each of the SFS MSM.

The focal point survey was sent directly to the 10 selected key informants along with a presentation of the study and the survey, including instructions on how to fill out the questionnaire.

For the stakeholder survey, the focal point decided whether they preferred to send the surveys directly to the different stakeholders, or if they would rather provide the researchers with the contact information of the different stakeholders to send the surveys directly to them.

- The focal points in France, Denmark, London, Los Angeles, Montreal and Antananarivo preferred to send the survey to the stakeholders themselves.

- The focal points in India, Ghent, Quito and La Paz provided the contact information of at least one stakeholder for the different categories of stakeholders represented in the SFS MSM.

The stakeholder surveys were then sent out using these two modalities. Participants received the link to the survey in their respective language, as well as a link to a presentation of the survey including instructions on how to fill out the survey.

The surveys were sent out on January 21, 2021 and were open until February 28, 2021. During this period there was a general follow-up with 2 general reminders and constant direct communication with the focal points, keeping them informed about the level of stakeholder participation and pending responses.

3. Stage 3: Analysis of the surveys' results

The analysis of the results was carried out during the month of March 2021, and was divided into 3 phases:

- General analysis of participants (presented in Annex 4).

- Analysis of the data from both surveys to enrich the individual case studies (presented in Chapter 3)

- Comparative analysis to determine trends, patterns and other relevant information (presented in Chapter 2)

4. Stage 4: Preparation of final report

4.1. Writing of the final report

The final report was developed drawing from the literature review and the information provided by the focal points and stakeholders through the surveys. The process involved four steps:

1. **Step 1:** An **introduction** with a literature review regarding elements of multi-stakeholder mechanisms effectiveness and food systems approach to policies.

2. **Step 2:** The **general analysis of surveys' participants report** (presented in Annex 4), describing in detail the characteristics of the 121 stakeholders participating in the survey.

3. **Step 3:** The final development of **individual summaries of the 10 case studies** (presented in Chapter 3). The 10 fact sheets were completed and refined with detailed information about the SFS MSMs and their stakeholders´ perceptions gathered through the surveys.

4. **Step 4:** The development of a **comparative case analysis report** (presented in Chapter 2), with visualizations to illustrate the findings.

4.2. Final report revision process

The **individual summaries of the 10 case studies** were sent via email to each focal point for revision and approval, along with the comparative analysis and methodology of the study. This revision included some additional final questions raised by the researcher and some OPN SFSP CoP-FSAG members. Feedback and approval was received from the 10 focal points, and final adjustments were made to the summaries to produce their final version.

In parallel, the first draft of the complete final report was shared with the OPN SFSP CoP-FSAG for revision. The final version of the report contemplates the contributions and suggestions made by 12 members of the OPN SFSP CoP-FSAG and colleagues from their organizations, all of them experts specialized in the field of sustainable food systems.

5. Surveys limitations

The results presented in the assessment of experiences are limited by some research constraints.

One of the limitations is the representativeness of the study based on the responses received, as there were not the same number of respondents per stakeholder group in each one of the cases. This bias reflects, in some of the cases, a pre-existent unequal representation of actors in the SFS MSM. The stakeholder survey generated **108 responses** from all 10 cases. The stakeholder group with the highest representation was NGO, followed by government, private sector and civil society.[183] There are fewer responses from farmers/farmer organizations, but this is partly due to the fact that they were considered in this study as a separate stakeholder group (i.e. not included in the private sector). However, at least one response was collected from this stakeholder group for 9 of the 10 cases.

Moreover, the survey was distributed by invitation. In some cases, the survey reached all SFS MSM members, for instance, when the focal point preferred to distribute the survey directly, as in the case of France and Los Angeles. In other cases, the survey was distributed directly to a pre-selected group of stakeholders identified together with the focal point. This is for instance the case of Denmark and Antananarivo. It is therefore not possible to know for sure the total number of people who received the survey, and it is certain that not all SFS MSM participants received it. It is thus possible to have a bias generated by this approach and by the different participation and power dynamics that already exist in SFS MSM. This limitation made it also impossible to calculate an accurate response rate.

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[183]*Stakeholder participation is analysed in detail in the following section.*

Response bias of survey results can also come from the fact that the survey was not compulsory. Therefore, it was answered by individuals who are genuinely interested in the topic and engaged in their SFS MSM. This particularly affects the responses to the questions regarding stakeholder engagement and perceptions regarding SFS MSM results and effectiveness.

Additionally, the total number of potential participants can not be determined (i.e., all stakeholders participating in all 10 selected SFS MSM). Therefore, it is not possible to know whether the survey participants are representative of the totality of potential participants.

One final limitation related to possible differing interpretation of questions and instructions. Even though definitions and explanatory notes were provided when deemed necessary, some variation in interpretations of key terms and concepts should always be expected in a global survey.

Viewed in this light, the survey results should be considered indicative and illustrative, and not representative.

Annex 2: Focal points survey's questionnaire

WELCOME to the 2021 survey about sustainable food systems multi-stakeholder mechanisms (SFS MSM)

This survey is an important part of the One Planet Network Sustainable Food Systems Programme's ongoing effort to map national and sub-national SFS MSM to understand and share their contribution to embedding the food systems approach in policy-making processes and supporting the transition towards SFS.

The survey is intended to give insights into your SFS MSM to promote sharing of knowledge, foster innovation and stimulate the emergence of more SFS MSM worldwide at different levels. It is not intended to assess or "grade" the SFS MSM or your organizations´ work or performance.

Remember, once you open the survey link, please do not close it before completing the survey. If you do so, your answers will not be saved and you will have to start all over again.

Please, remember to press the "Submit" button once you've finished the survey.

If you have any questions, please write to sfsmsm2021@gmail.com

CHAPTER I: ABOUT YOU AND YOUR ORGANIZATION (10 min)

16 questions

1. First Name
(Note: this will not be shared, for survey administration purposes only)

2. Last Name
(Note: this will not be shared, for survey administration purposes only)

3. Email Address
(Note: this will not be shared, for survey administration purposes only)

4. What is the name of your organization?

5. What is the job title for your current position?

6. What is your gender?

– Select –
Female
Male
Non-binary
Prefer not to tell

7. What is your age range?

– Select –
Under 20 years
20-35 years
36-50 years
Over 51 years

8. Please select the multi-stakeholder Mechanism that you or your organization participate in.

– Select –
Conseil National de l´Alimentation
Comité Municipal de Seguridad Alimentaria de La Paz
Eat Right India
Gent en Garde Food Policy Council
London Food Board
Los Angeles Food Policy Council
Organic Denmark
Pacto Agroalimentario de Quito
Montreal Food Policy Council
Antananarivo Food Policy Council

9. In which city/locality is your organization based?

– Select –
Belgium
La Paz
Denmark
France
Quito
India

| London |
| Los Angeles |
| Montreal |
| Antananarivo |
| Other |

10. What type of organization do you represent (constituency)?

| **– Select –** |
| Academic Institution |
| Farmer organization/representative |
| Private sector – Micro (>10 employees) |
| Private sector – Small/Medium (<500 employees) |
| Private sector – Large (>500 employees) |
| Private sector umbrella organization |
| Civil Society (Grassroots, community-based and consumer organizations) |
| Non-Government – Non-Profit Organization – Small/Medium (<500 Employees) |
| Non-Government – Non-Profit organization – Large (>500 employees) |
| Public authority – Local/Municipal/Regional/ City |
| Public authority – State / Provincial |
| Public authority – National government |
| International organization/agency |
| Other |

11. What sector/field is the core mandate of your organization?

| **– Select –** |
| Food Security |
| Agriculture |
| Environment |
| Health |
| Nutrition |
| Finance |
| Trade |
| Social development |
| Education |
| Other |

12. What kind(s) of food systems activity(ies) are your organization and its members involved in?

| **– Select all that apply –** |
| Produce food (farming) |
| Produce food (food industry) |
| Sell and market food (small retailers, local markets, etc.) |
| Sell and market food (distributors, supermarkets, etc.) |
| Provide services, information, data or tools that support food systems |
| Research on food systems and related topics |

| Advise/consult on food systems and related topics |
| Advocate for sustainable food systems (consumer rights, etc.) |
| Provide training on sustainable food systems related topics |
| Education/communication to citizens about sustainable food |
| Set policy/contribute to policy on sustainable food systems |
| Not involved in food systems activities |
| Other |

13. What are the main aspects of sustainability that your organization's work on SFS cover?

| **– Select maximum 3 –** |
| Environmental |
| Social |
| Cultural |
| Economic |
| Health/Nutrition |
| Governance/Policy |
| None |
| Not Applicable |
| Other |

14. How many years have you personally and/or your organization worked on sustainable food systems issues and topics? If you are using your cell phone, scroll through the columns to the right to see all the options.

– Select –	**Less than 1 year**	**1-4 years**	**5-10 years**	**More than 10 years**
You				
Your organization				

15. How many years have you personally and/or your organization been engaged in the above-mentioned multi-stakeholder Mechanism? If you are using your cell phone, scroll through the columns to the right to see all the options.

– Select –	**Less than 1 year**	**1-4 years**	**5-10 years**	**More than 10 years**
You				
Your organization				

16. What is/are the main role(s) your organization plays in the multi-stakeholder Mechanism?

| **– Select all that apply –** |
| Host |
| Convener |
| Coordinator |
| Facilitator |
| Technical support |
| Financial support |
| Media/External relations |

Leader/champion
Assistant
Participant
Public liaison
Other

SURVEY TO FOCAL POINTS

CHAPTER II: STRUCTURE, GOVERNANCE AND ADVOCACY WORK (25 min)

33 questions

II. 1. STRUCTURE

17.   What is/are the main role(s) your organization plays in the multi-stakeholder Mechanism?

– Select all that apply –
Informal platform
Institutionalised mechanism (by decree, law or similar)
Non-institutionalised mechanism supported by authorities
Registered association
Not Applicable
Other

18.   If the multi-stakeholder Mechanism has a hosting institution/organization, please indicate its name

19.   What is the geographical focus of the multi-stakeholder Mechanism?

– Select –
National level
Sub-national level[184]
Village, Town or City-level[185]
City-region level[186]
Other

20.   Does the multi-stakeholder Mechanism have established connections to collaborate with other multi-stakeholder Mechanisms operating at other levels and/or in other contexts?

– Select –
International level
National level
Sub-national level
City-level (cities networks, for example)
City-region level

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[184]Region or group within a nation; below a national level: regional, municipal and any other kind of administrative division.
[185]Permanent and densely settled place with administratively defined boundaries whose members work primarily on non-agricultural tasks. A city is of greater size, population, or importance than a town or village.
[186]Core urban area and hinterland linked by functional ties, often having a shared administration.

Not Applicable
Other

21. Please indicate the names(s) of these multi-stakeholder Mechanism(s), and the topic(s) and area(s) of collaboration.

22. How long did it take to set up[187] the multi-stakeholder Mechanism?

– Select –
Less than 1 year
1-4 years
5-10 years
More than 10 years

23. If there were external supporting organizations (such as international organizations or agencies) that collaborated in the establishment of the multi-stakeholder Mechanism, please indicate its/their name(s).

24. How many stakeholders compose the multi-stakeholder Mechanism?

– Select –
Less than 6 stakeholders
6 to 15 stakeholders
16-30 stakeholders
More than 31 stakeholders

25. Stakeholders composition in the multi-stakeholder Mechanism: Type of organizations represented (constituencies)

– Select all that apply –
Academic Institution
Farmer organization/representative
Private sector – Micro (>10 employees)
Private sector – Small/Medium (<500 employees)
Private sector – Large (>500 employees)
Private sector umbrella organization
Civil Society (Grassroots, community-based and consumer organizations)
Non-Government – Non-Profit Organization – Small/Medium (<500 Employees)
Non-Government – Non-Profit organization – Large (>500 employees)
Public authority – Local/Municipal/Regional/ City
Public authority – State / Provincial
Public authority – National government

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[187] *Time frame from initial idea/mandate/decree to first multi-stakeholder meeting.*

International organization/agency

Other

26. Stakeholders composition in the multi-stakeholder Mechanism: Sectors/fields represented

– Select all that apply –

Agriculture

Environment

Health

Nutrition

Finance

Trade

Social development

Education

Urban planning

Other

27. Food systems activities represented

– Select all that apply –

Produce food (farming)

Produce food (food industry)

Sell and market food (small retailers, local markets, etc.)

Sell and market food (distributors, supermarkets, etc.)

Provide services, information, data or tools that support food systems

Research on food systems and related topics

Advise/consult on food systems and related topics

Advocate for sustainable food systems (consumer rights, etc.)

Provide training on sustainable food systems related topics

Education/communication to citizens about sustainable food

Set policy/contribute to policy on sustainable food systems

Not involved in food systems activities

Other

28. What are the key food systems priorities ("hot topics") that have been addressed so far by the multi-stakeholder Mechanism?

– Select all that apply – (max 3)

Food security and poverty

Environmental degradation, climate change, biodiversity loss

Local food production, (peri-)urban farming

Nutrition and health (fortification, breastfeeding, etc.)

Sustainable diets, food diversification, food environments

Sustainable food production (agro-ecology, organic food, etc.)

Food loss and waste

Food safety and quality

Other (please specify) -------------------

29. Is there a particular conceptual framework that guides the work of the multi-stakeholder mechanism, such as the food systems approach[188] or the landscape approach[189]? Please specify.

30. How were the stakeholder groups represented in the multi-stakeholder Mechanism selected?

– Select all that apply – (max 3)

Self-motivation/designation

Selected by the focal point/coordinator based on a stakeholders mapping

Selected based on pre-existent food-related platforms/multi-stakeholders coalitions

Pre-defined in a policy document

Other

31. How are representatives for each stakeholder group nominated?

– Select all that apply –

Self-motivation/designation

Appointed by the SFS MSM focal point/coordinator

Appointed by the organization represented by direct designation

Appointed by the organization represented by vote

Other

32. Please name the organization (stakeholder group) that exerts the leadership role[190] in the multi-stakeholder Mechanism

33. What are the main roles of the multi-stakeholder Mechanism?

– Select all that apply –

Expert consultation/Advice

Citizen consultation/Advice

Stimulate collective actions and new initiatives among its members

Advocacy

Policy formulation

Policy implementation

Knowledge management on food systems

Other

---

[188]Food systems are multidimensional and interrelated, and thus require a holistic approach: examining food systems as a whole rather than in separate pieces, valuing outcomes over processes, and embracing a variety of voices instead of individual perspectives. A food systems approach to policy-making and implementation connects elements within various policy agendas—primarily environmental, agricultural, health, trade, and industry—widening the opportunities for any country or city to achieve sustainability in the food systems around them.

[189]A landscape approach is broadly defined as a framework to integrate policy and practice for multiple land uses, within a given area, to ensure equitable and sustainable use of land while strengthening measures to mitigate and adapt to climate change.

[190]Organization/stakeholder that is formally or informally in charge of key steering activities such as convening stakeholders, organizing meetings, coordinating collaboration and action and motivating stakeholders for engagement and commitment.

34. Is there a yearly budget available? What is/are its source(s)?

– Select all that apply –
Yes, from national or local government
Yes, from international cooperation
Yes, from members contributions
Yes, from different sources
No budget available
Other

35. Please indicate yearly budget estimates (if possible/applicable)

36. Please indicate what cost items are covered by the multi-stakeholder Mechanism yearly budget

– Select all that apply –
Coordination role (salary)
Meetings (logistics, catering service, per diems, etc.)
Learning exchanges/workshops
Start-up of new projects
Consultancies
Studies
Communication products /materials
Other

2. GOVERNANCE & DIALOGUES

37. Does the multi-stakeholder Mechanism have a strategic guiding document available to all participants? (describing its structure, governance, principles, vision, mission, etc.)

– Select –
Yes
No
Don´t know

38. Please upload here the related file (multi-stakeholder Mechanism strategic guiding document) if possible

39. Are good governance principles defined and agreed by all stakeholders?

– Select –
Yes, and stated in a written document
Yes, but implicit (no written document)
No
Don´t know

40. If yes, which good governance principles are applied?

– Select all that apply–

Inclusiveness and equity

Engagement

Trust, networking & relationships

Leadership (collaborative & effective)

Transparency

Accountability

Responsiveness

Participatory Learning/Capacity building

Rule of law and ethical conduct code

Innovation & openness to change

Respect for human rights and diversity

41. Are there established and agreed mechanisms in place in the multi-stakeholder Mechanism to:

– Select all that apply –

Manage conflicts of interest

Capture and take into account all voices

Include voices that are not in the multi-stakeholder Mechanism for specific processes

Address power relations/imbalances

Communicate effectively

Achieve consensus

Collaborative learning and capacity building

42. What means of engagement do stakeholders have to express their views/positions?

– Select all that apply –

Regular meetings/dialogues

Email/letter feedback/consultation

Oral feedback/consultation

Document share for consultation

Voting system

Other

43. How often does the multi-stakeholder Mechanism meet? (approximately)

– Select all that apply –

Weekly

Monthly

Bi-monthly

Quarterly

Twice a year

Once a year

Other

44. How are meetings scheduled?

– Select all that apply –
Annual pre-defined calendar
When leading organization/focal point convenes
When there's a request by one or more stakeholders
When government representative convenes
When there's a food-related issue to be discussed
When there's a food-related emergency to be addressed
Other

45. How are dialogues designed and facilitated?

– Select all that apply –
There an appointed facilitator to facilitate meetings for inclusive and constructive dialogue
There a clear defined purpose, topic and questions to be addressed
Stakeholders are informed and briefed on the topics under discussion before the meeting
Stakeholders are given a fixed time to participate/respond
The participation time is equal for all stakeholders
There is a note taker and reporter
There is a mechanism to work collaboratively and/or give feedback on the minutes of the dialogues
A report is circulated after the meeting to all stakeholders, including non attendants
The dialogues are recorded
The participants are involved in reporting on the results of the dialogue

46. How is the agenda of meetings/dialogues usually defined and who plays a role in that?

– Select all that apply –
By leadership
By consensus
In a collaborative way
By taking turns
By emergency/pressing issues (ex: COVID impact on food issues, etc.)
Other (please specify) -----------------------------

3. ADVOCACY WORK

47. Does the multi-stakeholder Mechanism conduct lobby & advocacy work[191]?

– Select –
Yes
No
Don´t know

If the answer is NO, then ignore this section and move to CHAPTER III

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[191]Different activities that aim to influence food-related decisions within political, economic, and social institutions.

48. Does the advocacy work include:

– Select all that apply –

Research and analysis: researching and gathering information, reviewing existing good practices and conducting analyses on key issues.

Capacity building: building capacity of its members to work on policy issues.

Advocacy partners and coalitions: building partnerships – with other nonprofits, businesses, community groups, policymakers, etc. – that advances its policy goals.

Communication strategy: developing and implementing a communication strategy for advocacy and policy work

Media relations: communicating effectively with the media and using various media to advance its policy goals.

Influencing decision-makers: building relationships with targeted decision-makers

Defined advocacy avenues: the multi-stakeholder Mechanism has skills, knowledge and actions related to administrative, institutional and/or legislative advocacy.

Implementing practices for funding its advocacy work (for example, establishing long-term relationships with donors).

Other

49. At what levels does the multi-stakeholder Mechanism engage in or want to engage in advocacy for food-related policy?

– Select all that apply –

Global

Regional

National

Subnational

City-region

City

Locality

Other

CHAPTER III: POLICY PROCESS: FOOD SYSTEMS ANALYSIS, POLICY FORMULATION PROCESS AND POLICY IMPLEMENTATION (15 min)

24 questions

III. 1. FOOD POLICY FORMULATION

50. What was/**were** the main entry point(s) for creating the multi-stakeholder Mechanism?

– Select all that apply –

A food (in)security issue in the city/country/region (ex: food crisis, pandemic, etc.)

The passage of a policy/law/decree (ex: Food security law indicating the creation of a multi-stakeholder platform, etc.)

The signature of an (international) commitment (ex: Paris Agreement, Milan Food policy pact, etc.)

Political will/champion (ex: Mayor, Minister, etc.)

A project/initiative (ex: international cooperation, etc.)

A social movement (ex: consumers organizations march, etc.)

The example and influence of another city and/or a network of cities

Other

51. Was there a "champion" individual/organization lobbying for and leading the creation of the multi-stakeholder Mechanism? Please provide a name.

52. Has the multi-stakeholder Mechanism **formulated** at least one food policy/regulation or a strategy/action plan/ roadmap for sustainable food systems?

– Select –
Yes
No
Don´t know

53. Please list below the food policies/regulations/strategies/action plans/roadmaps formulated collaboratively by the multi-stakeholder Mechanism

54. Has the multi-stakeholder Mechanism **provided input** to other policies/regulations/strategies/action plans/ roadmaps? (For instance, provided (food-related) input to the formulation of a climate strategy or urban planning document)

– Select –
Yes
No
Don´t know

55. Please list below the policies/regulations/strategies/action plans/roadmaps to which the the multi-stakeholder Mechanism has provided input

56. Has the multi-stakeholder Mechanism facilitated the passage/enactment of at least one food-related policy/ regulation or a strategy/action plan/roadmap for sustainable food systems?

– Select –
Yes
No
Don´t know

57. If yes, please list and name the related policies/regulations/strategies/action plans/roadmaps that have been adopted

58. Please also indicate by whom the policies/regulations/strategies/action plans/roadmaps has/have been enacted

59. Has a holistic Food Systems diagnosis/analysis of the country/city/locality been conducted to inform discussions, policy-making and other related activities?

– Select –
Yes
No
Don´t know

60. If yes, did the above mentioned Food Systems diagnosis:

– Select all that apply–
Follow participatory methods with all stakeholders to discuss and conduct it?
Go beyond sectoral problem framing to apply system-based problem framing?
Consider current food system trends and challenges (such as climate change, urbanization, etc.)?
Include a mapping of food systems actors?
Include a mapping of food-related policies?
Give special attention to socially disadvantaged and marginalized groups?
Offer an overview of actionable entry points for further collective action or policy development? (i.e. is it tied to recommendations on which possible levers to activate)

61. Was there a consultation process with citizenship and other stakeholders (beyond the stakeholders in the multi-stakeholder Mechanism) to ensure the highly participatory formulation of the food policy/regulation or strategy/action plan/roadmap for sustainable food systems?

– Select –
Yes
No
Don´t know

62. Please describe the consultation process (Including methodology, how many and which people were involved, etc.)

63. How were the priorities for the policy/regulation or strategy/action plan/roadmap for sustainable food systems defined?:

– Select all that apply–
Based on a preliminar food systems diagnosis
Based on government priorities
Based on interests of more powerful stakeholders
Based on interests of over-represented stakeholders
Based on international cooperation agenda and priorities
Other

64. How were trade-offs[193] addressed in the policy/regulation/strategy/action plan/roadmap formulation process? (For instance, trade offs between economic and environmental outcomes)

65. What are the sustainable food systems topics prioritised in the policy/regulation/strategy/action plan/roadmap?

– Select all that apply–

Food security and poverty

Environmental degradation, climate change, biodiversity loss

Local food production, (peri-)urban farming

Nutrition and health (fortification, breastfeeding, etc.)

Sustainable diets, food diversification, food environments

Sustainable food production (agro-ecology, organic food, etc.)

Food loss and waste

Food safety and quality

Other (please specify) -------------------

66. About the policy/regulation or strategy/action plan/roadmap for sustainable food systems:

– Select all that apply–

Is the policy document recognized as the official national/subnational policy for sustainable food systems development?

Has the policy document been endorsed by the government?

Has the policy been assigned a budget for its implementation?

Is the policy holistic (integrates agriculture, health, environment, etc.)

Is there integration of the environmental sustainability angle in the policy?

Is the policy multi-level (i.e. includes local, regional, state, national and/or federal levels)?

Are key jointly identified and agreed priorities reflected in the Food Policy?

Is the policy aligned / consistent with other pre-existing food-related policies?

Does the policy establish adequate objectives, tactics, main activities and expected results?

Does the policy have a focus on disadvantaged and marginalized groups?

Does the multi-stakeholder Mechanism analyze what it will take to accomplish policy priorities, including who has the power to make decisions in legislative, administrative, electoral, litigation, and other areas?

Has the policy/strategy monitoring mechanisms in place to help assess progress and make course corrections when necessary?

67. Please upload here the food policy/regulation/strategy/action plan/roadmap for sustainable food systems

2. FOOD POLICY[194] IMPLEMENTATION

68. Please select below the options that apply to the implementation of the policy/regulation/strategy/action plan/roadmap

– Select all that apply –

The implementation is being reviewed in collaboration with different stakeholders, sharing information and lessons learned

The implementation takes into account pre-existent related plans, programmes, activities to integrate them for improved efficiency and efficacy

There is a budget allocated for implementation of the policy/regulation/strategy/action plan/roadmap

The budget is distributed and the policy is implemented through different departments, secretariats, and/or ministries

---

[193]*A balance achieved between two desirable but incompatible features; a compromise.*
[194]*The food policy can be a policy/regulation or strategy/action plan/roadmap for sustainable food systems.*

The multi-stakeholder Mechanism plays a role in the decisions regarding the allocation of funds
There are monitoring mechanisms in place to help assess progress of the implementation and make course corrections when necessary

69. Is there a leading governmental ministry/department/organization to implement the policy?

– Select all that apply–
Yes
No
Don´t know

70. Please provide the name of the leading department/organization

71. Does the leading department coordinate with others for policy implementation?

– Select –
Yes
No
Don´t know
Not Applicable

72. Please describe how the department/organization leading the policy implementation coordinates with the other stakeholders[195]

73. What is the role of the multi-stakeholder Mechanism in the policy implementation?

– Select all that apply –
Mobilisation of funds/budget
Coordination of activities
Administration of funds
Execution of activities
Project management
Monitoring and evaluation
Communication
Other

---

[195]Please indicate the existing coordination mechanisms between different levels of power (e.g. information sharing, budgetary flows, expertise flows, etc.)

Annex 3: Stakeholders survey's questionnaire

WELCOME to the 2021 survey about sustainable food systems multi-stakeholder mechanisms (SFS MSM)

This survey is an important part of the One Planet Network Sustainable Food Systems Programme's ongoing effort to map national and sub-national SFS MSM to understand and share their contribution to embedding the food systems approach into policy-making processes and supporting the transition towards SFS.

The survey is intended to give insights into your SFS MSM to promote sharing of knowledge, foster innovation and stimulate the emergence of more SFS MSM worldwide at different levels. It is not intended to assess or "grade" the SFS MSM or your organizations´work or performance.

Remember, once you open the survey link, please do not close it before completing the survey. If you do so, your answers will not be saved and you will have to start all over again.

Please, remember to press the "Submit" button once you've finished the survey.

If you have any questions, please write to sfsmsm2021@gmail.com

SURVEY TO STAKEHOLDERS

CHAPTER I: ABOUT YOU AND YOUR ORGANIZATION (10 min)

16 questions

1. First Name
(Note: this will not be shared, for survey administration purposes only)

2. Last Name
(Note: this will not be shared, for survey administration purposes only)

3. Email Address
(Note: this will not be shared, for survey administration purposes only)

4. What is the name of your organization?

5. What is the job title for your current position?

6. What is your gender?

– Select –
Female
Male
Non-binary
Prefer not to tell

7. What is your age range?

– Select –
Under 20 years
20-35 years
36-50 years
Over 51 years

8. Please select the multi-stakeholder Mechanism that you or your organization participate in.

– Select –
Conseil National de l´Alimentation
Comité Municipal de Seguridad Alimentaria de La Paz
Eat Right India
Gent en Garde Food Policy Council
London Food Board
Los Angeles Food Policy Council
Organic Denmark
Pacto Agroalimentario de Quito
Montreal Food Policy Council
Antananarivo Food Policy Council

9. In which city/locality is your organization based?

– Select –
Belgium
La Paz
Denmark
France
Quito
India
London

| Los Angeles |
| Montreal |
| Antananarivo |
| Other |

10. What type of organization do you represent (constituency)?

| **– Select –** |
| Academic Institution |
| Farmer organization/representative |
| Private sector – Micro (>10 employees) |
| Private sector – Small/Medium (<500 employees) |
| Private sector – Large (>500 employees) |
| Private sector umbrella organization |
| Civil Society (Grassroots, community-based and consumer organizations) |
| Non-Government – Non-Profit Organization – Small/Medium (<500 Employees) |
| Non-Government – Non-Profit organization – Large (>500 employees) |
| Public authority – Local/Municipal/Regional/ City |
| Public authority – State / Provincial |
| Public authority – National government |
| International organization/agency |
| Other |

11. What sector/field is the core mandate of your organization?

| **– Select –** |
| Food Security |
| Agriculture |
| Environment |
| Health |
| Nutrition |
| Finance |
| Trade |
| Social development |
| Education |
| Other |

12. What kind(s) of food systems activity(ies) are your organization and its members involved in?

| **– Select all that apply –** |
| Produce food (farming) |
| Produce food (food industry) |
| Sell and market food (small retailers, local markets, etc.) |
| Sell and market food (distributors, supermarkets, etc.) |
| Provide services, information, data or tools that support food systems |
| Research on food systems and related topics |
| Advise/consult on food systems and related topics |

Advocate for sustainable food systems (consumer rights, etc.)
Provide training on sustainable food systems related topics
Education/communication to citizens about sustainable food
Set policy/contribute to policy on sustainable food systems
Not involved in food systems activities
Other

13. What are the main aspects of sustainability that your organization's work on SFS cover?

– Select maximum 3 –
Environmental
Social
Cultural
Economic
Health/Nutrition
Governance/Policy
None
Not Applicable
Other

14. How many years have you personally and/or your organization worked on sustainable food systems issues and topics? If you are using your cell phone, scroll through the columns to the right to see all the options.

– Select –	**Less than 1 year**	**1-4 years**	**5-10 years**	**More than 10 years**
You				
Your organization				

15. How many years have you personally and/or your organization been engaged in the above-mentioned multi-stakeholder Mechanism? If you are using your cell phone, scroll through the columns to the right to see all the options.

– Select –	**Less than 1 year**	**1-4 years**	**5-10 years**	**More than 10 years**
You				
Your organization				

16. What is/are the main role(s) your organization plays in the multi-stakeholder Mechanism?

– Select all that apply –
Host
Convener
Coordinator
Facilitator
Technical support
Financial support
Media/External relations
Leader/champion

| Assistant |
| Participant |
| Public liaison |
| Other |

SURVEY TO STAKEHOLDERS

CHAPTER II: ABOUT YOUR ORGANIZATION´S PARTICIPATION AND ENGAGEMENT IN THE MULTI-STAKEHOLDER MECHANISM (10 min)

7 questions

17. How often do the Multi-stakeholder Mechanism stakeholders meet? How often do you/your colleagues in your organization participate in those meetings? (approximately). If you are using your cell phone, scroll through the columns to the right to see all the options.

– Select –	Weekly	Monthly	Bi-monthly	Quarterly	Twice a year	Once a year	Less than once a year
Meetings							
Participation							

18. What means of engagement do you use to collaborate with the Multi-stakeholder Mechanism?

| **– Select all that apply –** |
| Regular Meetings/dialogues |
| Written feedback (Mail, letters, etc.) |
| Verbal feedback (Calls) |
| Other |

19. How much time do you allocate per month?

| **– Select –** |
| 1 hour or less |
| 1 to 4 hours |
| 4 to 8 hours |
| More than 8 hours |

20. Who funds your participation in the Multi-stakeholder Mechanism?

| **– Select –** |
| My organization's budget |
| Personal budget |
| SFS MSM budget |
| Other budget |

21. What are your main roles in the multi-stakeholder Mechanism?

| **– Select all that apply –** |
| I represent my organization |

I am part of the secretariat
I attend the meetings/dialogues for advocacy purposes
I attend the meetings/dialogues to listen & report back
I am the leader
I coordinate a working group
I am in charge of the facilitation of dialogues
I am in charge/coordinate the Learning process
I am in charge of the agenda setting/coordination
I participate in the decision-making process
I attend the meetings/dialogue to provide relevant information
I am in charge of the communication
I participate in meetings/dialogues for networking purposes
I am in charge of managing conflict
I am the coordinator
Other

22. What are your main motivations to participate in the multi-stakeholder Mechanism

– Select all that apply –
Proudly representing my organization
Potential fundraising
Advocacy purposes/agenda setting
Leading/coordinating a fascinating thematic area
Visibility
Learning
Networking
To be updated/informed on food topics in my city/country/region
Other

23. Please provide any additional information related to your motivations to participate in the Multi-stakeholder Mechanism

SURVEY TO STAKEHOLDERS

CHAPTER III: ABOUT THE GOVERNANCE AND PROCESSES OF THE MULTI-STAKE-HOLDER MECHANISM (5 min)

10 questions

24. The following questions relate to your perceptions regarding the engagement of the different stakeholders in the Multi-stakeholder Mechanism. If you are using your cell phone, scroll through the columns to the right to see all the options.

	Very low	Low	Medium	High	Very high
What is the level of "buy-in" from the government, including support from high-level representatives to the Multi-stakeholder Mechanism?					

What is the general level of engagement in the Multi-stakeholder Mechanism?					
What is the general level of engagement of civil society in the Multi-stakeholder Mechanism?					
What is the general level of engagement of the private sector in the Multi-stakeholder Mechanism?					
What is the general level of engagement of the public sector in the Multi-stakeholder Mechanism?					
What is the general level of engagement of farmers (associations) in the Multi-stakeholder Mechanism?					
What is the general level of resistance to transformative change[196]?					

25. Please provide any additional information related to your perceptions regarding the engagement of the different stakeholders in the Multi-stakeholder Mechanism

26. The following questions relate to your perceptions regarding the Multi-stakeholder Mechanism leadership.[197] If you are using your cell phone, scroll through the columns to the right to see all the options.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
The leadership shares power in decision-making with mechanism's members					
The leadership is receptive to new ideas					
The leadership reflects members inputs into the MSM docs / products					
The leadership encourages all members to participate					
Leadership is actively involved in welcoming new members					
The leadership has a good mechanism in place for resolving disagreement					
The leadership has a good mechanism in place for managing conflicts of interest					
The leadership has a good mechanism in place for managing power relations					

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[196]*Transformative change means doing things differently (not just a little more or less of something already being done). It entails holistic collaborative work and addressing root causes to achieve sustainable food systems.*
[197]*Organization/stakeholder that is formally or informally in charge of key steering activities such as convening stakeholders, organizing meetings, coordinating collaboration and action and motivating stakeholders for engagement and commitment.*

The mechanism promotes and supports diverse representation and participation on the council					
The mechanism provides opportunities for members to build leadership within the mechanism					

27. Please provide any additional information related to your perceptions regarding the Multi-stakeholder Mechanism leadership

28. The following questions relate to your perceptions on the Multi-stakeholder Mechanism's structure and how it functions. If you are using your cell phone, scroll through the columns to the right to see all the options.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
The mechanism participation adequately reflects the diversity of stakeholders in the given food system[198]					
The mechanism has an agreed upon process for selecting/admitting new members					
The mechanism has strong political (public sector) commitment and engagement					
The mechanism has working groups, committees or teams that focus on topics or functions					
The mechanism respects the agreed code of conduct/rule of law/good governance principles					
The mechanism's meetings are well organized					
Most of the (formal) members actively participate in the work of the mechanism					
The mechanism´s communication is transparent, clear and effective					
The mechanism´s participatory learning processes are conducive to capacity building of its members					
The mechanism´s structure and processes are conducive to equal representation and participation of all its members					

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[198]Different constituencies (farmers, civil society, private sector, public sector, etc.), different food systems activities (producers, traders, service providers, etc) and different sectors (agriculture, trade, health, etc.).

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
The mechanism´s structure and processes are conducive to addressing food systems trade offs in a consensual collaborative way					

29. Please provide any additional information related to your perceptions regarding the Multi-stakeholder Mechanism´s structure and how it functions:

30. The following questions relate to your perceptions on the quality of networking among members of the Multi-stakeholder Mechanism. If you are using your cell phone, scroll through the columns to the right to see all the options.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
The mechanism's activities help build relationships among members					
Joining the mechanism has helped members build trust with one another					
Joining the mechanism has helped coordinate efforts among participant organizations					
The members feel that participation in the multi-stakeholder mechanism is worth the time and effort					

31. Please provide any additional information related to your perceptions regarding the quality of networking among members of the Multi-stakeholder Mechanism

32. The following questions relate to your perceptions of the Multi-stakeholder Mechanism´s goals, plans & strategies. If you are using your cell phone, scroll through the columns to the right to see all the options.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
The multi-stakeholder mechanism identifies and articulates its vision, mission, and goals among its members					
The multi-stakeholder mechanism has advocacy or policy priorities – either as part of a food plan or an overall strategy					
The multi-stakeholder mechanism understands the overall policy environment related to its priorities					

The multi-stakeholder mechanism has basic knowledge about its policy subject matter					
The food systems approach[199] to policy-making and implementation is understood by the majority of the stakeholders					

33. Please provide any additional information related to your perceptions regarding the Multi-stakeholder Mechanism´s goals, plans & strategies

SURVEY TO STAKEHOLDER

CHAPTER IV: ABOUT THE EFFECTIVENESS AND FUTURE OF THE MULTI-STAKEHOLDER MECHANISM (5 min)

10 questions

IV. 1. EFFECTIVENESS

34. Current perceived effectiveness on key issues:

If you are using your cell phone, scroll through the columns to the right to see all the options.

	Very low	**Low**	**Medium**	**High**	**Very high**
The inclusion of the **food systems approach**[200] in the work of the multi-stakeholder mechanism					
The inclusion of **environmental sustainability** angle in the work of the multi-stakeholder mechanism.					
Meeting the **health and nutrition needs of the most vulnerable**					
The effectiveness of the multi-stakeholder mechanism in fostering inclusive and constructive **dialogue** between all food system stakeholders.					
The effectiveness of the multi-stakeholder mechanism to promote collaborative and coordinated **action** between all food system stakeholders.					
The responsiveness of the multi-stakeholder mechanism to support effective decisions and interventions in the context of **COVID**.					

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[199]*Food systems are multidimensional and interrelated, and thus require a holistic approach: examining food systems as a whole rather than in separate pieces, and embracing a variety of voices instead of individual perspectives. A food systems approach to policy-making and implementation connects elements within various policy agendas—primarily environmental, agricultural, health, trade, and industry—widening the opportunities for any country or city to achieve sustainability in the food systems around them.*

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35. Please provide any additional information related to your perceptions regarding the effectiveness of the Multi-stakeholder Mechanism on key issues

36. In your opinion, what are the key roles that the Multi-stakeholder Mechanism plays to advance sustainable food systems in your country/city?

– Select all that apply –

Networking

New collaborations

Filling information gaps

Addressing trade-offs when there´s conflicting agendas

Advice

Advocacy

Policy formulation

Policy implementation

Policy implementation monitoring

Other

37. In your opinion, what have been the 3 major concrete achievements of the Multi-stakeholder Mechanism?

– Maximum 3 selections –

Networking of food stakeholders

Generating new concrete collaborations and projects

Addressing food systems trade offs

Providing sound advice for policy-making

Advocacy for policy-making

Providing input to policies/strategies/action plans/other

Food policy formulation

Food policy implementation

Other

38. Please describe succinctly what has been, in your opinion, the major concrete achievement of the Multi-stakeholder Mechanism

2. MAIN DRIVERS AND BARRIERS PERCEIVED

39. In your opinion, which of the following factors are the strongest drivers of collaboration of the Multi-stakeholder Mechanism on sustainable food systems?

– Select all that apply –

Trust built upon many years of networking and collaborating

The balanced representation of all food systems actors in the multi-stakeholder mechanism

Conducive leadership and governance of the multi-stakeholder mechanism

Personal motivation

Existing budget to support participation and collaboration

Mandatory regulation

Mandatory need to report to an authority/organization

Perceived political support/will

Perceived effectiveness of the mechanism

Other

40. In your opinion, which of the following factors form the largest **barriers/challenges** to collaboration of the Multi-stakeholder Mechanism on sustainable food systems?

– Select all that apply –

Juniority of the mechanism

Lack of adequateness of the representativeness of the mechanism

Non-conducive leadership and governance of the multi-stakeholder mechanism

Lack of incentives/motivation

Lack of clear agenda

Lack of budget to support participation and collaboration

Lack of mandatory regulation

Lack of time to engage in additional initiatives

Lack of perceived political support/will

Perceived lack of effectiveness of the mechanism

Difficulty to address trade-offs (conflicting agendas and interests)

Other

41. Please describe succinctly what has been, in your opinion, the major failure of the Multi-stakeholder Mechanism

42. How has the Multi-stakeholder Mechanism benefitted your organization (what have you got out of it)?

3. LOOKING AHEAD

43. In your opinion, what sustainable food systems related topics, strategies and activities should be prioritized in the Multi-stakeholder Mechanism in coming years?

– Select all that apply –

COVID impacts on food systems

Climate mitigation/adaptation

Sustainable food production

Urban agriculture/Short supply chains

Local markets/Food environments

Consumer awareness and education

Food safety and quality

Food loss and waste

Food governance

Other

OPTIONAL QUESTIONS

44. In your opinion, what should an educational tool on multi-stakeholder Mechanisms[201] promoting sustainable food systems include, to support your work and the emergence of similar platforms/mechanisms in other cities/countries/regions?

45. In your opinion, what should international initiatives such as the One Planet Network Sustainable Food Systems programme[202] and events such as the UN Food Systems Summit 2021[203] include/do to support the work of sustainable food systems multi-stakeholder mechanisms?

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[201]*One of the products of this study will be a knowledge product/technical tool on sustainable food systems multi-stakeholder mechanisms and the broader governance structures and arrangements in which they operate.*
[202]*https://www.oneplanetnetwork.org/sustainable-food-system*
[203]*https://www.un.org/en/food-systems-summit*

Annex 4: General analysis of surveys' participants

1. Response rate

A total of 121 stakeholders completed the survey, from 10 different countries, 102 different organizations and 7 different constituencies: Government (public sector), CSO[204] (Civil Society Organizations), NGO[205] (Non-Governmental Organizations), Private sector, Farmers (or farmers groups), Academy and International organizations. Among these, 10 responses came from the focal points and 111 from the different stakeholders, three of which were discarded. The first one was discarded as the contact information was missing, the second one was a duplication (the same person filled in the survey twice) and in the third one a large part of

the survey was not answered. The final count was **10** responses from focal points and **108** from stakeholders from 102 different organizations.

Regarding the representativeness of the stakeholders' responses, the target was having at least one response per key stakeholder group per case study. This was achieved at **94 per cent** (see figure 82), and the missing categories were:

* Farmers, in the case of India
* Government, in the case of London
* Private sector, in the case of Antananarivo

| Country/ City | SFS MSM | Focal points responses | | Stakeholders responses | | | | | | |
		Response	Focal Point	Government	Civil Society	Private Sector	NGO	Farmers	Academy	International Organizations
France	French National Food Council		Marion Bretonnière Le Dû							
Denmark	Organic Denmark		Helle Borup Friberg / Paul Holmbeck							
India	Eat Right India		Inoshi Sharma							
Ghent (Belgium)	Gent en Garde FPC		Lieta Goethijn							
London (UK)	London Food Board		Genevieve D'Souza / Lisa Bennett							
Montreal (Canada)	The Montreal FSC		Anne Marie Aubert							
Los Angeles (USA)	Los Angeles FPC		Christine Tran							
Quito (Ecuador)	Quito Agri-Food Pact		Alexandra Rodriguez							
La Paz (Bolivia)	La Paz Municipal FSC		Maria Teresa Nogales							
Antananarivo (Madagascar)	Antananarivo FPC		Carmen Zuleta							

Legend:
- Response not received
- Response received from at least 1 stakeholder
- Response not received (not mandatory)

Figure 81. Overview of responses received for both surveys

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[204]*The study uses the definition of CSOs put forward by the 2007– 2008 Advisory Group on CSOs and Aid Effectiveness and adopted by the OECD DAC: "CSOs can be defined to include all non-market and non-state organizations outside of the family in which people organize themselves to pursue shared interests in the public domain. Examples include community-based organizations and village associations, environmental groups, women's rights groups, farmers' associations, faith-based organizations, labour unions, co-operatives, professional associations, chambers of commerce, independent research institutes and the not-for-profit media."*
[205]*NGOs are usually understood as a subset of CSOs, mainly involved in development cooperation, organized on a local, national or international level to address issues in support of the public good. This study isolates NGOs from the CSOs category as their constituencies, interests and roles in SFS MSMs may differ significantly.*

2. Analysis of participants

Figure 82 shows the distribution of total participants per case study. The Los Angeles Food Policy Council was the SFS MSM with the highest number of participants, with 36 respondents out of 108 (33 per cent), followed by Quito, with 16 respondents out of 108 (15 per cent).

As shown in Figure 83, survey participants are based in different world regions (depending on the SFS MSM in which they participate), the most represented regions being North America (with 42 per cent of respondents) followed by Europe (25 per cent) and Latin America (21 per cent). Asia and Africa were the least represented regions, with 6 per cent of total respondents each.
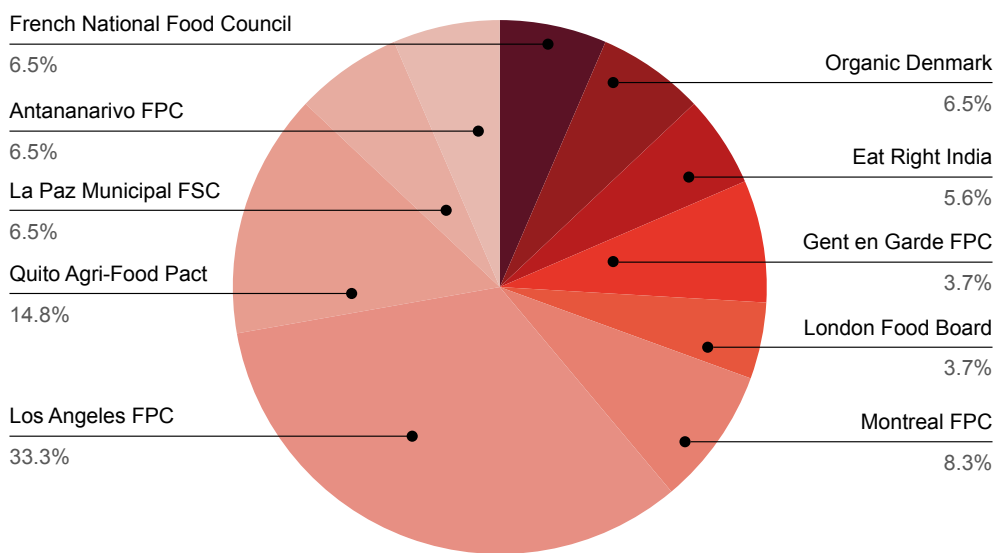
French National Food Council
6.5%

Antananarivo FPC
6.5%

La Paz Municipal FSC
6.5%

Quito Agri-Food Pact
14.8%

Los Angeles FPC
33.3%

Organic Denmark
6.5%

Eat Right India
5.6%

Gent en Garde FPC
3.7%

London Food Board
3.7%

Montreal FPC
8.3%

(n=108)

Figure 82. Stakeholder survey participants by SFS MSM

Africa
6.5%

North America
41.7%

Asia
5.6%
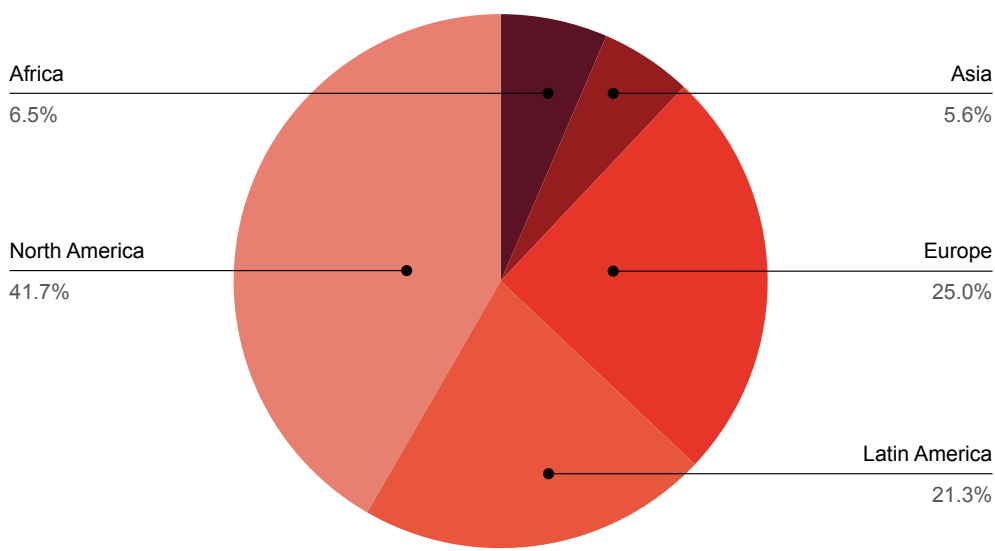
Europe
25.0%

Latin America
21.3%

(n=108)

Figure 83. Stakeholder survey participants by world region

The majority of respondents were women, with 56 per cent of responses compared to 43 per cent responses from men, as shown in Figure 84. SFS MSM at national level had, on average, a higher participation of men (64 per cent) while subnational level SFS MSM had a higher participation of women (62 per cent). It is important to note that for all cases, the 10 focal points were women (with the exception of Denmark where there were two focal points, one woman and one man).

Regarding age range, most of the participants (40 per cent) were in the highest age range of over 51 years old, followed closely by 37 per cent in the age range of 36-50 years, and only 23 per cent in the age range of 20-35 years (See Figure 85).

Respondents were also working in a range of different types of organizations, as shown in Figure 86. The

largest group of survey participants works in non-governmental organizations, with 41 per cent of participants, followed by the public sector (government) representing a national, state, provincial, or local authority, and civil society organizations, with 17 and 15 per cent of participants respectively. The least represented constituency were international organizations and academic institutions.

Survey participants were also working in a range of different sectors related to food systems, as shown in Figure 87. The largest group of survey participants works in food security, with 26 per cent of participants, followed by agriculture and environment, with 14 and 13 per cent of participants respectively. The least represented sectors finance and health with 2 and 6 per cent of participants respectively.
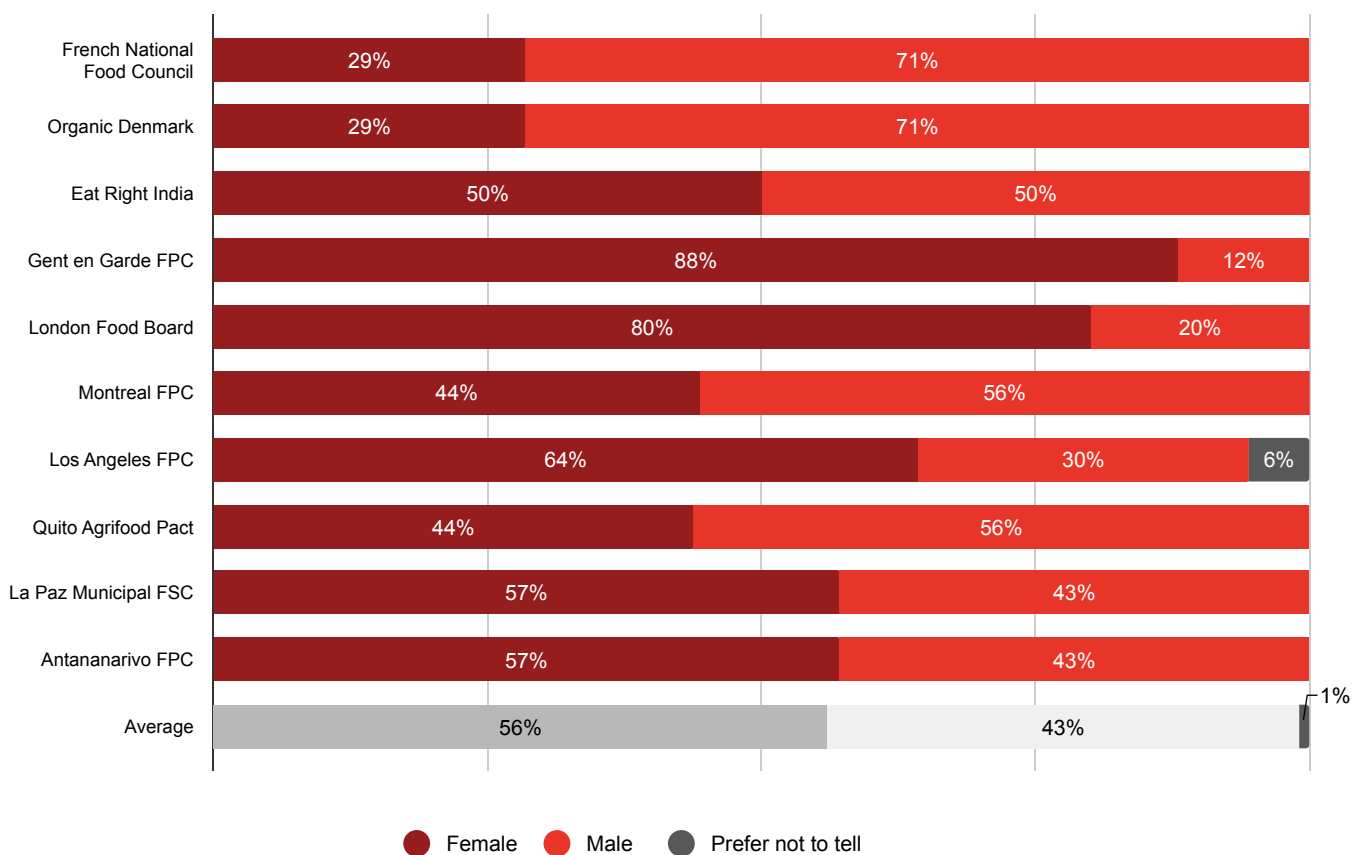
Organization	Female	Male	Prefer not to tell
French National Food Council	29%	71%	
Organic Denmark	29%	71%	
Eat Right India	50%	50%	
Gent en Garde FPC	88%	12%	
London Food Board	80%	20%	
Montreal FPC	44%	56%	
Los Angeles FPC	64%	30%	6%
Quito Agrifood Pact	44%	56%	
La Paz Municipal FSC	57%	43%	
Antananarivo FPC	57%	43%	
Average	56%	43%	1%

● Female ● Male ● Prefer not to tell

Figure 84. Stakeholder survey participants by gender
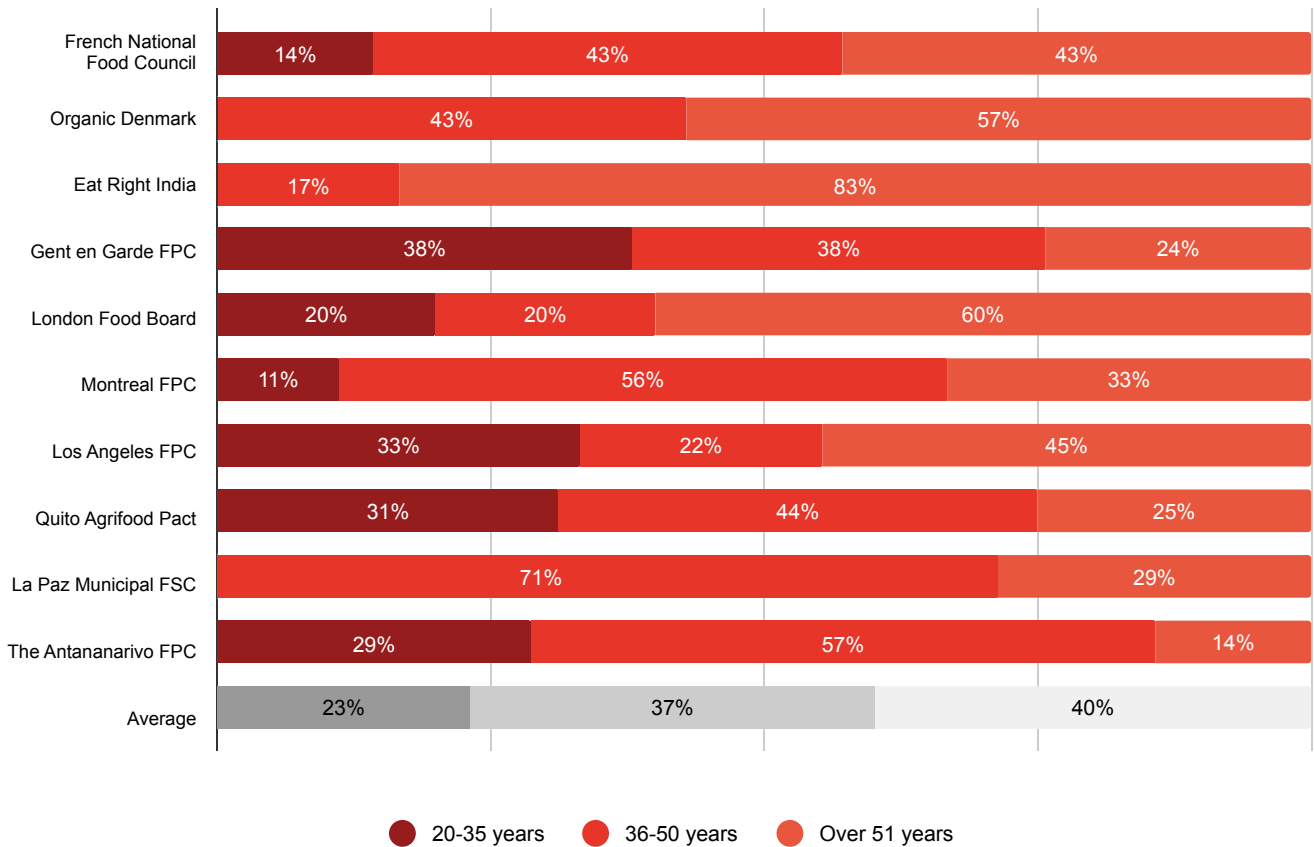
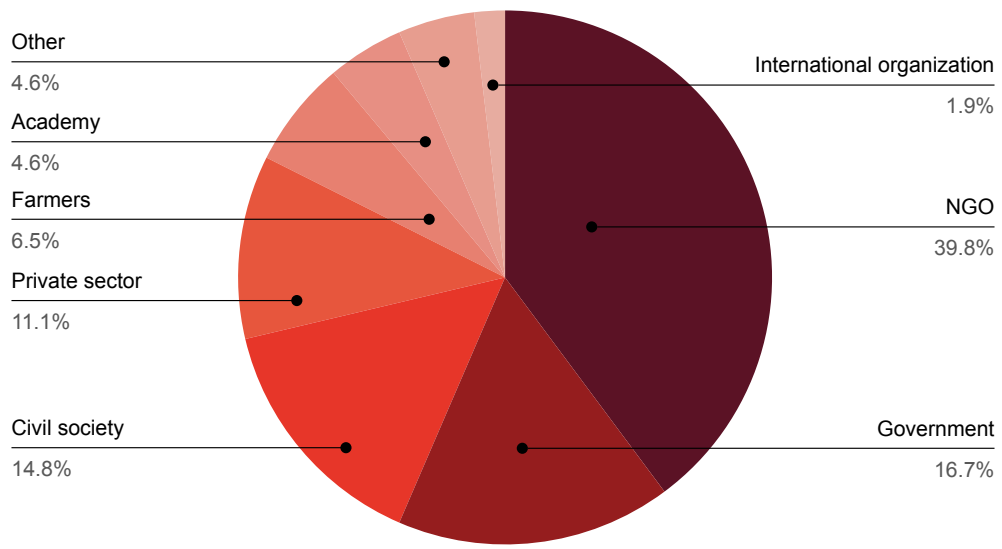*Figure 85. Stakeholder survey participants by age range*

Figure 86. Stakeholder survey participants by type of organization (constituency)
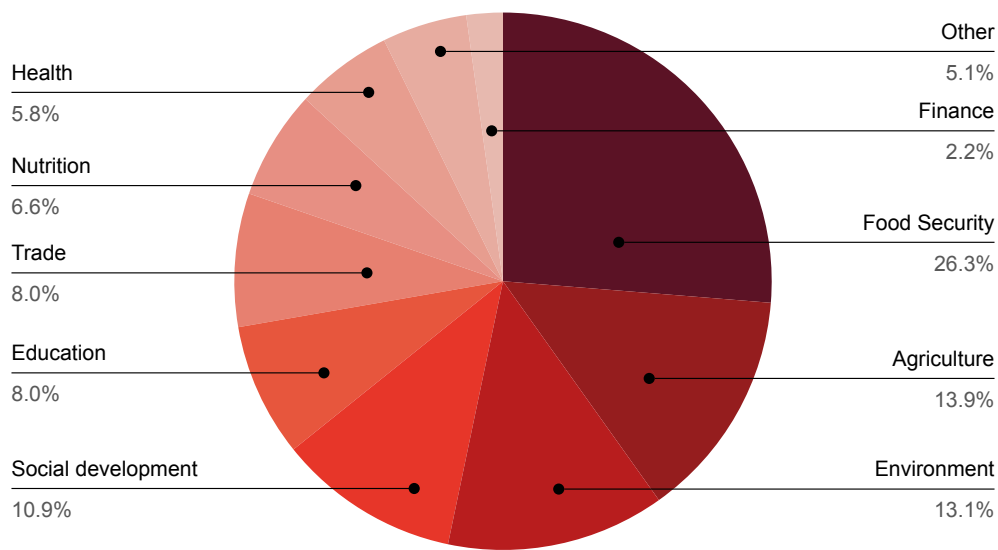
Figure 87. Stakeholder survey participants by sector

The stakeholders surveyed contribute to the development of food systems in a variety of ways. As shown in Figure 88, the most common role of survey participants was to Educate citizens and communicate about sustainable food and related topics, followed by Providing services to support food systems. Far fewer survey participants were specifically responsible for Health promotion or Advocating for sustainable food systems (from their role in their organization).

Data collected through the surveys show that respondents had varying levels of experience in sustainable food systems and multi-stakeholder mechanisms. Many of them had worked in the two topics for an extended period, although participants were more likely to have accrued long-term experience in sustainable food systems than in multi-stakeholder mechanisms. 47 per cent of survey participants have worked on sustainable food systems for more than
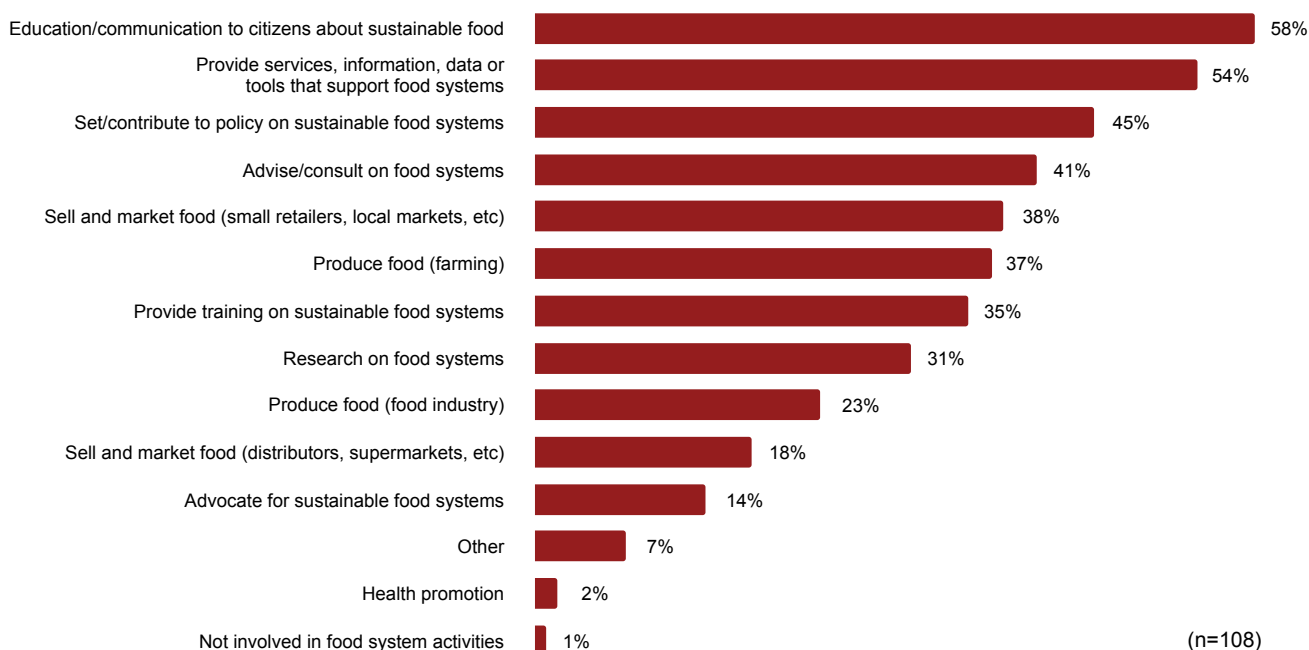

Figure 88. Food systems activities run by survey participants (multiple answers possible)

10 years, 28 per cent for five to 10 years and 33 per cent for less than 4 years. By contrast, only 22 per cent of respondents reported having worked on multi-stakeholder mechanisms for over 10 years, while 28 per cent have worked in the field for five to 10 years and the majority, 58 per cent, for less than 5 years.

Likewise, the organizations to which the survey participants belong had varying levels of experience in sustainable food systems and multi-stakeholder mechanisms, but in this case, the experience on both topics was higher than the experience from individuals, in particular the experience working on MSM. Fifty-five per cent of the organizations participating in the survey have worked on sustainable food systems for more than 10 years, 28 per cent for five to 10 years, and 19 per cent for less than 4 years. The experience of the participating organizations working on the topic of multi-

stakeholder mechanisms is evenly distributed, with 31 with an experience of over 10 years, 33 per cent of five to 10 years and 36 per cent of less than 5 years.

Survey respondents participate in their respective SFS MSM in a variety of ways. As shown in Figure 89, the majority of respondents are involved in the SFS MSM as participants (63 per cent), and the second and third most played roles are facilitators and technical support roles, with 34 and 32 per cent respectively. Far fewer of them were assistants or in charge of providing financial support, with 10 and 11 per cent respectively.

The participation in the stakeholder survey presents a good variety of stakeholders and organizations in terms of geographic location, constituencies, sectors, gender, age range, experience, food systems activities and roles represented.
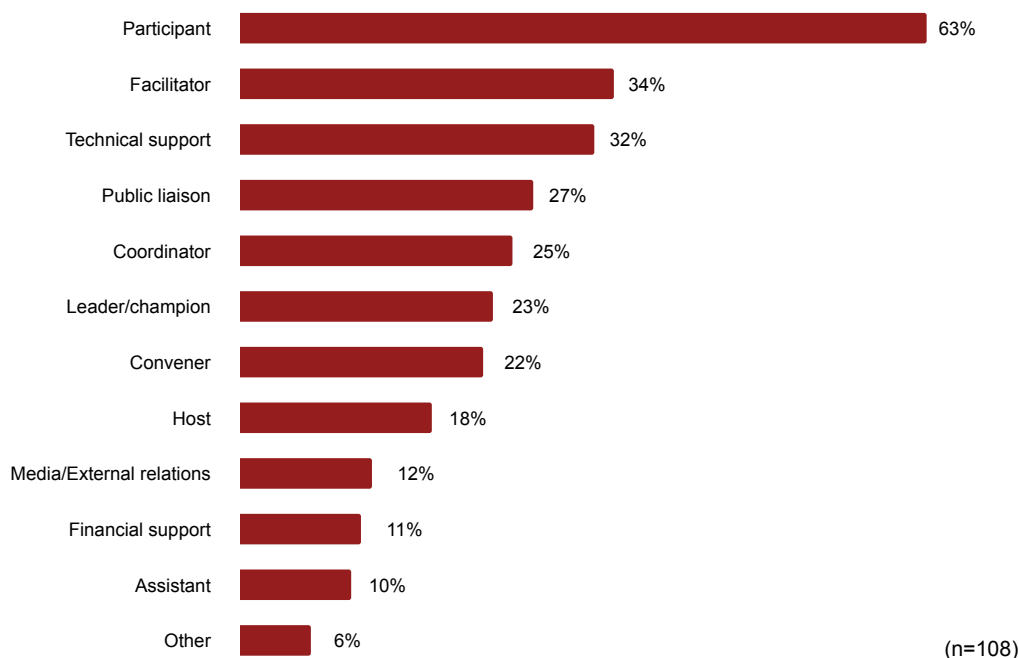
Role	Percentage
Participant	63%
Facilitator	34%
Technical support	32%
Public liaison	27%
Coordinator	25%
Leader/champion	23%
Convener	22%
Host	18%
Media/External relations	12%
Financial support	11%
Assistant	10%
Other	6%

(n=108)

Figure 89. Roles played by survey participants in the SFS MSM (multiple answers possible)

Annex 5: Overview of policies related to sustainable food systems in France

(Taken from Walton, S. and Hawkes, C., 2020)

The French government has promoted agroecology since 2012 and has put in place a series of well-funded biodiversity, organic and agroforestry plans. The 2014 Law for the Future introduced a unique method for encouraging agroecological transitions with the funding of Economic and Environmental Interest Groups (EIGS), which are farmer groups that collectively transition to agroecology production methods that can show positive economic and environmental outcomes.

The National Nutrition Programme, 2019-2023 aims to address obesity in France through a wide range of measures.

The EGalim law or "Law for the Balance of Commercial Relations in the Agricultural Sector and Healthy and Sustainable Food", is a set of environmental, animal welfare, trade and health initiatives that originated from the Estates General on Food held in 2017.

The Estates General of Food in France was an unprecedented attempt to bring all stakeholders to the table to discuss the future of food in France. It involved 700 people across 74 territories (agriculture, food industry, distribution, catering, politicians, NGOs, academics, food banks, finance, and retail) in a number of workshops, seminars, meetings and debates. The direct outcome of the Estates General was the Food and Agriculture Law (2019). In addition to the workshops, a public consultation was opened up online from July to November to solicit votes on proposals made by the government and to invite proposals and arguments on specific issues. The online platform was developed to allow for engagement with different opinions and debates to be visible and interactive. Registered members could publish their votes and proposals publicly. It received 163,000 votes and 18,000 contributions. The online contributions were used to form the agenda for the workshops.

Food waste has been high on France's agenda since setting a goal in the 2013 National Pact Against Food Waste (renewed in 2018) to reduce waste by 50 per

cent by 2025. It was championed by the former Minister of Agri-food Industries who led the development of Fighting Food Waste: Proposals for a Public Policy in 2015 and ultimately the Food Waste Law. It was passed unanimously by Parliament in 2016.

In 2010, the Law for the Modernization of Agriculture and Fisheries established a framework for the development of a national food policy in France with the goal to make quality sustainable food accessible to all. It stipulated that the development of a National Food Programme (PNA) would be led by the National Food Council that was established in 2003.

Then, in 2014, the Law for the Future of Agriculture, Food and Forestry (2014) built on the 2010 law, covering a wide range of issue and strengthening the position of the National Food Council

The 'Raffarin' Law (1996). Quite similar to Japan's Large Retail Law, the 'Raffarin' Law requires that stores bigger than 300m2 must receive full planning consent to open, including approval by local artisans and retailers.

Animal welfare is considered a key piece of agroecological farming and the 2016 Animal Welfare Strategy, later strengthened in 2018, led to new laws regarding animal abuse offenses in the 2019 Food and Agriculture Law.

The National Food and Nutrition Programme France has had a series of National Nutrition and Health Programmes (PNNS) since 2001, implemented in blocks: 2001-2005, 2006-2010, 2011-2018, and 2019-2023. Between them, these programmes have involved a wide range of different measures including education and campaigns (including through the website and brand mangerbouger.fr); a voluntary reformulation programme; a sugary drinks (2012) and energy drinks (2014) tax; setting standards for nutritional quality of school meals; prohibition of vending machines in schools; the requirement for health messaging on all food advertising; and the adoption of the 'Nutri-Score' front-of-pack nutritional labelling scheme that food companies can use on a voluntary basis.

Annex 6: Overview of policies related to sustainable food systems in Denmark

(Taken from Walton, S. and Hawkes, C., 2020)

In 2019, the Danish government launched Gastro 2025, a plan to develop culinary diplomacy. The plan emerged from the recommendations of Team Gastro, a government-appointment board of 19 industry executives and chefs. The Gastro 2025 plan and groups like Food Nation have advanced Denmark as a gastronomic "brand" to inspire food sustainability and increase exports and economic growth.

Denmark has innovated new restrictions (for example on trans-fats), taxes (the fat tax) and partnerships (the Wholegrain Partnership). Action on this topic has been mainly at the city level, as the 2016 Health Act requires municipalities to create food and health plans.

National action is now increasing with the new Strategy on food, meals and health and a DKK 40 million (£4.6million) budget. Public kitchens are a central feature of this strategy.

Organic Denmark has participated in the formulation of the following policies and strategies:

- Strategy for climate and organic conversion in public kitchens

- Strategy for agricultural policy in support of sustainability

- Sector Strategy for the organic food sector in the Danish Rural Development Plan

- Policy package for small scale farming and farmers with direct sale to consumers

- Strategy for Knowledge center for plant based organic food production

- Strategies for development of the organic food market

Also, Organic Denmark co-authored the world's first Organic Label Action Plan and is a major contributor to the European Union's Organic Action Plan and the C40 Good Food Cities Declaration (Mayors Climate Summit 2019). The SFS MSM has also participated in the formulation of 8 national green action plans launched between the years of 1995 and 2018.

Annex 7: Stakeholders participating in the Gent en Garde FPC

The Gent en Garde FPC is composed of 25 members from various sectors: agriculture, civil society and non-profit organizations, associations, knowledge institutions, food industry, retail and catering.

Gent en Garde is led by the city administration, but builds its strength on a co-creative approach. The role of the city shifts based on need: at times the city has its own tools (e.g. urban planning, public procurement), and other times it influences consumption habits (e.g. vegetarian eating habits, taking leftovers home). Often the role of the city is one of facilitating early dynamics, strengthening them and helping them scale up through stakeholder engagement and piloting projects (UNFCCC, 2020).

There is also an internal working group within the city administration. The theme of sustainable food links with different ambitions and initiatives from other city departments. The working group ensures cross-departmental alignment and input. The role played by the different actors can be summarized as follows:

- City council: mandate for and approval of the food policy and composition of the food policy council

- Food policy council: composed of civil society, academics, representatives of agricultural organizations, retail and catering

- City administration: 15 departments represented in the internal working group

- Stakeholders: 150 stakeholders consultation in preparing and launching the food policy

This integrated approach of having a food policy, an external council and an internal working group are crucial in ensuring a clear mandate to launch specific initiatives and influence policy-making that impacts food-related goals and ambitions (Forster et al, 2015).

Annex 8: Working groups in LAFPC

The collective impact ecosystem comprises the following elements:

- External Working Groups & Networks: LAFPC participates in external working groups and networks like the California Food Policy Council, California Farm & Food Network, and Healthy, Equitable, Active Land Use Network.

- Working Groups: LAFPC convenes working groups, which are subcommittees dedicated to furthering goals of the Good Food for All Agenda. They develop policy recommendations around specific issues. Working Groups are led by Co-Chairs and a LAFPC staff liaison.

- Food Interest Groups (FIGs): From culinary arts to storytelling, LAFPC is launching FIGs to support the diverse interests and dialogues that exist across our food system. FIGs are created around a shared interest in specific areas of the food sector to generate knowledge, learning, opportunities, and to network with like-minded peers.

- Networking Events: To help connect the dots between and across groups, LAFPC organizes networking meetings to enhance cross-sector food engagement.

- Facilitate Leadership Development: To foster awareness and support active community and organizational participation in systems change work. They offer formal training under programming like Healthy Neighborhood Market Network, Food Leaders Lab, and Food Ambassadors.

This multidimensional governance structure has proven highly effective in keeping both government and community stakeholders at the table by providing all parties with meaningful opportunities to align interests and achieve food systems change.

Annex 9: Stakeholders participating in the PAQ

The actors that participate in the Quito Agri-Food Pact can be grouped into the following categories:

- National Government: Ministry of Agriculture (Undersecretariat of Family Agriculture), Agency for the Regulation and Control of Plant and Animal Health (Agrocalidad) and the Office of the People's Advocate.

- Provincial Government: Decentralized Autonomous Government of Pichincha

- Local Government: Secretariat for Productive Development and Competitiveness, CONQUITO Economic Promotion Agency, Secretary of Health, Secretary of Social Inclusion, Secretary of Education, Secretary of Planning (Directorate of Resilience), Secretary of the Environment, Secretary of Habitat and Housing, Trade Coordination Agency and Metropolitan Institute of Urban Planning.

- Civil Society: Campaign How rich it is! FUEGOS, Food for Change - Slow Food Ecuador, Ecuadorian Fair Trade Consortium, Social and Solidarity Economy Movement (MESSE), Market Users Committee (CUM), College of Agricultural Engineers of Pichincha, Metropolitan Council of Social Responsibility and Foundation Collective Vision.

- Private Sector: National Association of Manufacturers of Food and Non-Alcoholic Beverages (ANFAB) and Chamber of Agriculture of the First Zone.

- Academy: Esculapio Higher Technological Institute, National Polytechnic School of Ecuador and Quito Food Bank (BAQ).

- International Cooperation: RUAF Foundation (Global Partnership on sustainable Urban Agriculture and Food Systems), RIKOLTO (VECO), RIMISP (Latin American Center for Rural Development), FAO and HIAS Ecuador (Hebrew Immigrant Aid Society) (Maldonado, 2019).

Annex 10: Stakeholders participating in the MFSC-LPZ

The work conducted by the MFSC-LPZ is possible thanks to the participation of the many people and institutions (more than 30 institutions per municipality) that make up the entity, including genuine representation and participation of small, medium and large actors.

Members representing the Municipal Autonomous Government of La Paz:

- Senior Secretary of Human Development
- Senior Secretary of Economic Promotion
- Director of Urban Centralities (Strategic Urban Planning Office)
- Director of Strategic Planning
- Director of Municipal Food Laboratories
- Head of the Complementary School Feeding Unit
- Local Municipal Council

Independent professionals representing:

- CIDES-UMSA - Postgraduate academic institution specialized in social sciences, economics and humanities
- *Colegio de Politólogos de La Paz* - Local society of political scientists of La Paz.
- *Sociedad Católica San José* - Local non-government organization that works with lower income communities, offering health and education services
- *Cosecha Colectiva* - Local organization that works to promote healthy eating and sustainable food systems
- FCCP - Local organization that works to empower women
- IISEC - Socio-economic research institute of the Catholic Bolivian University (Universidad Católica Boliviana)

- MIGA - Local organization that works to protect and rescue food patrimony in Bolivia.
- Practical Action - International organization working with communities to develop ingenious solutions for agriculture, water, waste management, climate resilience and clean energy access
- CODAN - Departmental coordinator for food and nutrition
- Helvetas - International development organization working in more than 30 countries around the world
- CIOEC - Local farmer´s organization
- *Louvain Coopération* - Belgian university NGO that conducts development work in Africa and Latin America
- Friedrich Ebert Foundation - German political think tank that works to strengthen democracy, foster sustainable development and social justice
- *Fundación Aru* - Local think tank that specializes in public policy analysis
- Restaurant *Armonía* - Local farm to table restaurant that supports sustainable food initiatives
- FAO - United Nations Food and Agriculture Organization
- OMS - World Health Programme
- Konrad Adenaur Stiftung - German political think tank that promotes democratic dialogue in Bolivia
- *Bio Bolsas* - Local sustainable agriculture initiative fostering an economic model of community based agriculture
- *Federación Departamental de Comerciantes de La Paz* - departmental street vendors association
- FAM - Federation of Bolivian municipalities

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