The establishment of the new Food Policy department is an opportunity for the city of Milan to foster the development of a more sustainable food system.

Anna Scavuzzo, Vice mayor in charge of developing the Milan’s Food Policy

The Milan Food Policy is currently inspiring many European processes and is a successful example of multi-stakeholder integrated policy-making.

Carlo Magno, Fondazione Cariplo Research Director

By bringing forward the Milan Food Policy we are helping to bring forward a Food Policy for Europe

Olivier De Shutter, co-chair IPES-Food, ex-Special UN Rapporteur on the Right to Food
SUMMARY

01 Introduction: Towards a Common Food Policy for Europe 03

02 Bringing forward the Food Policy between Municipality and Cariplo Foundation 04
   - Keynote speech by Olivier De Schutter 05
   - Debate with Anna Scavuzzo and Carlo Magno 05

03 Three parallel working group sessions to move forward on three fronts 06
   - The importance of the debate with local actors 06
   - Session 1 - Governance 07
   - Session 2 - CAP and Urban-Rural linkages 08
   - Session 3 - European Advocacy 09

04 Conclusions 11

The following actors contributed to the local lab discussion:

Anna Scavuzzo, Cristina Tajani, Pierfrancesco Maran, Olivier De Shutter, Carlo Mango, Elena Jachia, Alessandro Dacorno, Alessia Marazzi, Alice Rossi, Andrea Borsani, Andrea Falappi, Andrea Fanzago, Andrea Magarini, Angela Figlio, Anna Gaviglio, Anna Rossi, Anna Sambo, Anna Villarini, Benedetta Lucchitta, Camilla De Nardis, Carlo Basilio Bonizzi, Carlo Palazzoli, Caterina Rondoni, Cécile Michel, Chiara Bartolozzi, Chiara Minotti, Claudia Solini, Claudio Celata, Domani Di Sime, Daniele Messina, Danilo Berton, Dario Olivero, Davide Bolghini, Davide Di Martino, Denis Lorenzi, Elisa Poreca, Emile Frison, Fabio Simonetti, Fabrizio De Fabritiis, Fausto Moretti, Federica Luoni, Filippo Gavazzeni, Francesca Roiatit, Francesca Federici, Francesca Oggiorni, Francesca Recanati, Francesca Taverna, Francesco Venir, Gabrielle Villa, Gerardo Larghi, Giacomo Cavalli, Gianni Scudo, Giovanna Giannacchi, Giovanni Bruno, Giulia Tosoni, Giuseppe De Santis, Giuseppe Galli, Laura Anzideo, Marco Garoffolo, Marco Lucchini, Marco Lucchini, Marco Magnelli, Marco Mazzotti, Marta Maggi, Marta Serví, Martina Magnaghi, Mattia Bertocchi, Nick Jacobs, Nicola Robecchi, Paola Santalamo, Paolo Lasnini, Pier Francesco Pandolfi de Rinaldis, Piero Pelizzaro, Ricardo Bocci, Roberto Spigarolo, Roberto Sersi, Rossana Torri, Silvia Pigozzi, Sonia Cantoni, Stefania Arato, Stefano Corsi, Ugo Dozzio Cagnoni, Valentina Amorese, Valentina Cairo.
Introduction
Towards a Common Food Policy for Europe

IPES-Food, the International Panel of Experts on Sustainable Food Systems, is co-chaired by Olivier De Schutter, former UN Rapporteur on the Right to Food (2008-14). IPES-Food’s work is based on three key convictions:

1. holistic food systems approach;
2. attention to power dynamics and political economy;
3. democratic and transdisciplinary approach.

Since 2016, IPES-Food has been undertaking a process of deliberation “Towards a Common Food Policy for the EU” premised on the understanding that a holistic framework for food policy is currently lacking. It is necessary to shift from short-term thinking to a long-term strategic vision for food systems. In May 2018, the process will yield a set of proposals for a Common Food Policy, to be presented to the European institutions.

The various components of food systems have been evolving over time, alongside technological developments. As a result, people’s relationship with food has drastically changed. A vicious cycle has taken root, and the deadlock must now be broken by exploring new forms of food democracy.

Through a series of policy labs at the European Parliament and local labs in various cities around Europe, the process has sought to identify the tools and actions necessary to create a holistic framework for a sustainable food system in Europe. IPES-Food aims to bridge the gaps between policy areas (agriculture, trade, environment, health,…) and different governance levels (EU, national and local).

The Milan Local lab, involving around 100 local actors, is the third in a series of city-level events convened by IPES-Food, following Labs in Turin and Montpellier (a fourth will take place in Freiburg in April 2018). The local lab in Milan serves to explore the experience of the Milan Food Policy, recognized as one of the most innovative in Europe. The Lab is focused on three topics - governance, urban-rural linkages, European advocacy - that are key for the future development of the Milan Food Policy and in the broader context of a Common Food Policy for Europe. This simultaneous focus on local, European and global levels is one of the most interesting traits of the Milan Food Policy and the Milan Urban Food Policy Pact (MUFPP), which positions cities as key actors for addressing contemporary society’s challenges.
IPES-Food selected the city of Milan to host the local lab because it considered the process of construction and now of development of the local food policy of great interest. The relationship between the city council and the Cariplo Foundation is of particular interest: the collaboration started as a temporary one in the context of EXPO 2015, and then matured into a long-term political vision. One of the challenges that IPES-Food wishes to explore is interaction between the city and metropolitan levels. For this reason, IPES asked the Foundation and the city council to develop a debate around governance topics and urban-rural linkages.

Within the context of the Milan Food Policy, new governance models have been already implemented to better interface with the different local stakeholders (civil society, private sector, academia) and multi-level institutional actors (Metropolitan City, South Agrarian Park, Lombardia Region).

To move forward the implementation of the food policy, a technical infrastructure has been established, including the Food policy department, the institutional delegation to the vice mayor and an ad-hoc councillors’ working group. The next step is to launch the Metropolitan Food Council, a space to enable dialogue between the metropolitan constituencies and to allow shared objectives to support the food policy. At the same time the second pillar of the CAP (P2) can be used to reconnect city and rural areas under metropolitan governance systems.

Lastly, IPES-Food’s interest in exploring the Milan’s experience lies in the European dimension achieved by the city. Since 2016 Milan has been involved in a process of EU advocacy, taking the leading role in the Eurocities Working Group on Food (51 cities) and at the same time becoming an official interlocutor of the European Commission (DG RTD, DG SANTE, DG REGIO) in the context of the Food2030 launched by the Commission, with the objective of scaling up the Food Policy experience at a European level.
Keynote speech by Olivier De Schutter

I would like to thank Anna Scavuzzo and Carlo Mango for giving me the opportunity to talk about a Common Food Policy for Europe. The city of Milan is an example from which we can take inspiration. Cities need a local strategy, we must move from a sectorial to a territorial approach, embracing a holistic perspective. With new governance models, cities can guarantee timely action, transparency and inclusion of all urban actors (institutions, social, economic, academic actors).

We have gone too far towards long, global value chains. It is now time to rebalance and re-localize food systems, in support of local producers. Decisions must be taken at the local level.

Milan, with its Pact (MUFPP) involving more than 160 cities in the world and its leadership of the Eurocities Food WG (51 European cities), is one of the cities that has grasped the importance of developing sustainable food systems at a local level.

Debate with Anna Scavuzzo and Carlo Magno

**How was the Milan Food Policy initiated and what is its current stage of development?**

**Scavuzzo:** The strength of the Food Policy lies in the relationship developed with the Cariplo Foundation from 2014 onwards. Now, in the development phase, we have established a new institutional cluster which I have been leading since 2017 in my capacity as vice mayor, with the objective to coordinate an ad-hoc group of councillors involved in the Milan Food Policy, working across sectors, and engaging with municipal enterprises and the new Food Policy office. We aim to achieve horizontal and vertical integration, building synergies between different institutional levels and local stakeholders. The next step is to create the Metropolitan Food Council and engage in various cross-sectorial actions.

**What is the role of the Cariplo Foundation in this phase?**

**Mango:** The Cariplo Foundation is supporting Milan’s City Council in defining and developing the food policy. The collaboration is based on providing funds for research and scientific support through the association Està, facilitating local stakeholders’ inclusion and dialoguing with institutions and actors at regional, national and international level. We strongly believe that such an approach could be transferred to other cities via the activities carried out by the Secretariat of the MUFPP, with whom we created the Milan Pact Award, which awards and promotes best practices in urban food policies.

The foundation is working with the local institutions to promote actions on environmental sustainability and cooperative agricultural models, urban regeneration, the fight against child poverty and support for new employment opportunities for young people and entrepreneurship.

**How can the relationship between the city council and the Cariplo Foundation evolve?**

**Scavuzzo:** We see synergies cropping up in different areas. We are interested to expand the set of themes under the Food Policy, and we will later be joined by two city councillors and by the Metropolitan vice mayor, as a demonstration of the interest in the cross-sectorial approach promoted by the Foundation.
The importance of the debate with local actors to enable inclusive processes

The local lab provides an opportunity to share and re-launch the activities supporting the Milan food policy. Stakeholders were invited based on IPES-Food’s request to involve local actors who had already participated in the debate around the Milan food policy and its implementation.

The selection of participants also followed the principles of Responsible Research and Innovation (RRI principles), fundamental criteria also utilized to develop the food policy, involving actors from 4 different groups: local authorities, civil society, private sector, academia:

- The city council interacts with several technical-institutional actors (e.g. municipal service providers) at various levels (region, metropolitan city).
- Actors from civil society and academia who have been encouraged by the Cariplo Foundation to interface with institutions.
- The private sector is the most difficult group to engage with; however, several cooperative enterprises have been involved in the process, particularly farming groups.

Since 2014, the Milan Food Policy has created opportunities for multi-stakeholder exchange. The local lab is one step within this process of engagement, which helped to include new actors in the debate with the aim of further broadening participation in implementation of the Milan Food Policy.
Session 1 - Governance
What is the best-suited model for a Metropolitan Food Council to support the Milan Food policy?

The Metropolitan Food Council could serve as a forum for building connections and debate between institutional actors operating at the metropolitan and regional level.

The metropolitan scale, with the leadership of Milan, is the most appropriate level for engaging actors and promoting actions. Participants should have a strong awareness about their role and could be given training. The Council would be the space to bring together different voices, with restricted participation but also encounters in broader groups. To implement the food policy we need to involve the whole city, a top-down approach is not sufficient.

The themes that the Council could be dealing with are:

• monitoring of the Food policy objectives, by measuring quantity/quality of flows;
• reinforcing the capacity to identify needs and share solutions;
• multiplying and scaling up experiences to promote innovation;
• creating shared advocacy actions;
• building alliances among actors;
• increasing the quality and ownership of decisions taken;
• honing objectives and operational criteria.

The actors that could be involved should have an overview across the metropolitan level and be willing to interact across sectors, engaging with representatives of interest groups rather than individual stakeholders.

Several themes emerged during the debate and need to be further addressed:

• Would the council be consultative or deliberative?
• Will it be framed around the city council structure or the metropolitan level?
• Would it be formalized within or outside the institutions? How will it interact with the existing Milan city council governance?
• How precisely would the implementation process be structured, and who will it involve?
• What are the key topics? How will they be dealt with?
Session 2 – CAP and Urban-Rural linkages

How can the CAP and other EU policies be used to support the relationship between urban and rural areas in local food systems?

There are already existing spaces where this theme is at the centre of political action (AQST Milan Rural Metropoles, innovative projects from the Cariplo Foundation, EU funds and Pillar 2). The challenge is to scale up those experiences for greater impact. Pillar 2 funds, if utilized in a more systematic way, can become a key asset for investment in rural areas and capturing urban needs, thus incentivizing a re-connection between cities and rural areas.

Key priorities emerging from the discussion:

- Actions for integrated planning through P2 funds, including issues such as education, diets, nutrition and new professional skills;
- Single farms have difficulties in accessing the funds themselves; cooperatives and farming districts could facilitate this process and act as intermediaries;
- Production of ecosystem services (a key orientation of future CAP), by measuring the “urban metabolism” with new indicators and mapping/understanding the importance of different local food supply chains.
- Complexity is a key trait of the relation between cities and rural areas. Ecosystem services help to consider impacts holistically, providing a basis for governance, rules regarding proximity etc;
- Exchange of information and transfer of knowledge between cities and rural areas through Universities and local associations.

At the metropolitan level the most relevant actors are the South Agrarian Park and the Metropolitan City, both weak entities which need to be better understood in their functioning in order to understand their future role. Peri-urban areas could become more rural with the introduction of elements such as hedges and wetlands, making use of participatory planning tools such as “River Contracts”.

The primary tool for building urban-rural linkages is currently P2 of the CAP.

Moderator
Andrea Magarini, City of Milan

Institutional presences
Cristina Tajani, Deputy mayor
Pierfrancesco Maran, Deputy mayor

Actors involved:
Casa della Agricoltura, CiboProssimo, Comitato Economico e Sociale Europeo, Comune di Milano, Confederazione Italiana Agricoltori, Distretto Agricolo DAM, ERSAF, EStà, Fondazione Cariplo, Fondazione MPS, Legambiente, LIPU, Politecnico di Milano, Progetto Verde, Rete Semi Rurali, Regione Lombardia, TRT, Università di Milano

Previous Policy Brief:
http://bit.ly/2Ezgw3T
Session 3 – European Advocacy

What advocacy actions can be undertaken by European cities to influence European policies? How can different city actors be involved?

Advocacy by cities can be implemented on two levels:

1. Within the EU policies in place until 2020 (environment, agriculture, research, cohesion, social policies, education, health, urban development).

2. Actions to introduce the “Food issue” in several international initiatives and to include food within the new European financial framework. Cities, thanks to pilot projects and the direct engagement of many stakeholders, demonstrate and provide examples of best practices that can be transferred and scaled up at EU level with the support of appropriate measures.

The EU policies most suited to capturing issues around food are: environment and climate, agriculture and food security, research and innovation, health and social policies, education and training.

Across the board, cohesion policy offers a leverage point: structural funds can be reoriented within current programs, and more extensively in the next 2021-2028 framework.

In addition to local stakeholders, we need to widen the lens to: Ministries (agriculture, environment, education); Committee of regions; European Economic and Social Committee (EESC); Cities Networks; Research Networks; European NGOs, European Bank for Investments; European Grouping for Territorial Cooperation (EGTC).

To develop collective actions, it has been suggested to: Respond to consultations on European policies which broach territorial issues; communicate local processes highlighting the potential/existing EU connections; engage in advance with cities and institutions in countries due to hold the EU presidency; share best practices and strengthen the cities’ ability to interact with EU institutions and interest groups.

Tools to be used: participate in several local (e.g. LIFE) and international calls (e.g. INTERREG); coordinate actions on structural funds, demonstrating the synergies and paving the way for future funding opportunities; realize pilot project on innovative themes; ensure ongoing dialogue among local stakeholders.
Post event evaluation and future steps

The debate among local actors was useful to understand their perspectives and level of interest towards the Food Policy; participation rates suggested high levels of interest. Drawing on the debate’s outcomes, aggregating the different local initiatives and raising awareness around them remains a key challenge. The Està research centre is currently working on a study, to be published in spring, which will try to provide an up-to-date and more complete picture of the Milan food system. Technical working groups will be convened with the aim of validating the contents and spreading knowledge. Events such as the local lab represent a great opportunity to bring local actors together, bringing their views into the Food Policy development process.

Governance
The debate has raised many important questions: by the end of February the city council committed to drafting a first proposal to develop the Metropolitan Food Council. Such a proposal will be the subject of evaluation through public and online consultations, to collect ideas and new points of view before the official launch of the council by June 2018.

Rural-Urban Linkages
Experiences up to now have shown that the Food Policy can address this issue systemically. The gathering of more actors by “Milano Ristorazione” was suggested, with the aim to include other retailers and food chain stakeholders in the public procurement supply network.

Additionally, further opportunities for funding under P2 of the CAP will be identified collectively with producer organizations and other interest groups with a view to organizing joint actions.

European Advocacy
From the debate it emerged that there are various projects underway in European cities to promote issues of access and logistical capacity. The suggestion is thus to convene technical round-tables where such projects can be presented and linkages can be identified. An online survey will be launched to promote participation and collect project experiences.
Conclusions from the Vicemayor and Olivier De Schutter

Vicemayor Anna Scavuzzo

I believe that the debate was very rich in content, we were very positively stimulated with new ideas which we will try to translate in a written document. Also, this report contributes to the definition of some common objectives.

From the debate on governance some questions have been raised which we would like to propose for evaluation to city actors and collect ideas to draft a first proposal for a Metropolitan Food Council to be launched within this year.

The debate on urban-rural linkages is more challenging. We will try to invest more resources to foster the links and inter-connection on a metropolitan scale; We commit ourselves to bring forward a constructive dialogue on this theme.

The European scale is an interesting space for exchange with other cities. We can take advantage of it by influencing EU policies and capturing new investment opportunities so that we can undertake even more innovative solutions. Our commitment to the development of the Food Policy means fostering a constant debate among different constituencies and we are aware that this is a worthwhile effort.

Olivier De Schutter

Today I have witnessed a very valuable process. The actions undertaken and questions that have been put forward are a useful example for everybody. Many cities are facing the same challenge, which is to reconcile the interests of the public and private sector with the concerns of the civil society. Public logics, civil logics and economic logics must be reconciled, it is a difficult balance, but we must confront the different components.

What we have observed through the Milan experience raises questions for the European debate. To take an example, current public procurement and food safety rules can be an obstacle to development of short food supply chains. There are tensions between local policies and competition/state aid rules. On 29-30 May the three-year process to build a Common Food Policy for Europe will culminate in a major forum taking place in Brussels. During this event we will develop a series of policy proposals which will be submitted to the European institutions, one year before the 2019 European Parliament elections.
Metropoli Agricole 2018
At the Cariplo Foundation’s “Metropoli Agricole” conference the following day, Olivier De Schutter gave a keynote address on the need for a Common Food Policy for the EU.

Video of intervention

3° Local Lab Towards a European Common Food Policy: the example of Milan
30th January 2018,
Civic Aquarium, Milan

REPORT

Milan Food Policy Office
Mayor’s Office - City of Milan
Piazza Duomo, 19 - 20121 Milano
foodpolicy@comune.milano.it
www.facebook.com/FoodPolicyMilano
Twitter @FoodPolicyMi #FoodPolicyMilano
www.comune.milano.it/foodpolicy

Translation by IPES-Food Secretariat