MILAN URBAN FOOD POLICY PACT | GLOBAL FORUM MILANO 2015-2025

URBAN AGENDA FOR THE EU

NRDC

mufppglobalforum2025.org

SIDE EVENT

FOOD POLICY TRAINING

Co-developed by Urban Agenda Parthership on Food & NRDC

13 October 2025, UniMi – Via Conservatorio 7

Comune di Milano

Ministero degli Affari Esteri e della Cooperazione Internazionale

ITALIAN AGENCY FOR DEVELOPMENT COOPERATION

Fondazione CARIPLO

YESMILANO

MILAN PACT IN EUROPE

The regionalization process of the Milan Urban Food Policy Pact in Europe is based on a strong alliance with Eurocities, the main association of European mayors, that in 2016 establish the Eurocities Working Group Food, a creative hub for knowledge sharing and codesign innovative solutions related to urban food policies for European cities.
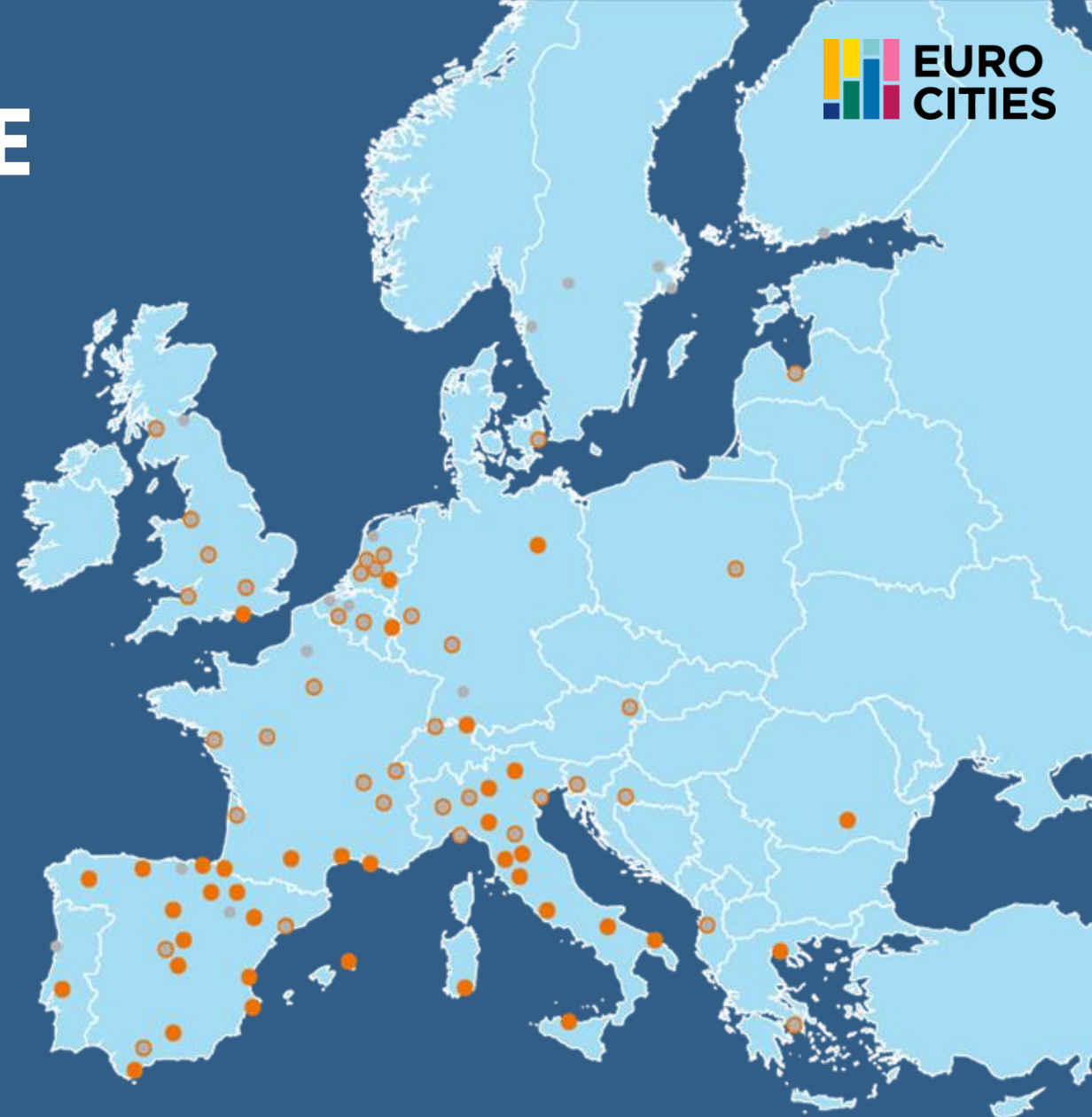
3 main goals

Meetings and Webinars
knowledge sharing

European joint projects
cooperation, exchanges, research,

European advocacy
towards EU bodies and stakeholders

101 CITIES

EURO CITIES

● MUFPP cities

● Eurocities WG Food cities

www.eurocities.eu/goals/food-systems

3

Food 2030 Horizons Projects

Connections with European FOOD 2030 projects and other EU funded projects on food systems.

FoodTrails

Bergamo	Italy
Birmingham	United Kingdom
Bordeaux	France
Copenaghen	Denmark
Funchal	Portugal
Grenoble	France
Groningen	The Netherlands
Milan	Italy
Thessaloniki	Greece
Tirana	Albania
Warsaw	Poland
City of Milan	*Italy*

FoodShift2030

Avignon	France
Barcelona	Spain
Bari	Italy
Berlin	Germany
Brasov	Romania
Copenaghen	Denmark
Lejre	Denmark
Ostend	Belgium
Pallin	Greece
Wroclaw	Poland
Copenhagen University	*Denmark*

FUSILLI

Athens	Greece
Castelo Branco	Portugal
Differdange	Luxembourg
Kharkiv	Ucraine
Kolding	Denmark
Nilufer	Turkey
Oslo	Norway
Rijeka	Croatia
Rome	Italy
San Sebastian	Spain
Tampere	Finland
Turin	Italy
Fundacion Cartif	*Spain*

Cities2030

Bremerhaven	Germany
Bruges	Belgium
Haarlem	The Netherlands
Iasi	Romania
Murska Sobota	Slovenia
Quart de Poblet	Spain
Vejle	Denmark
Vicenza	Italy
Vidzeme	Latvia
Venice University	*Italy*

FoodE

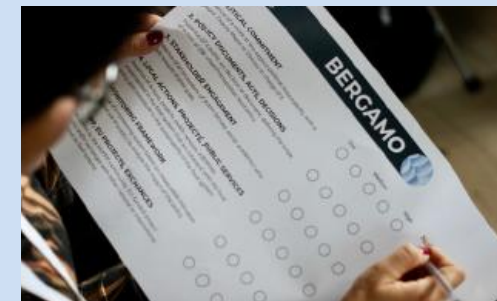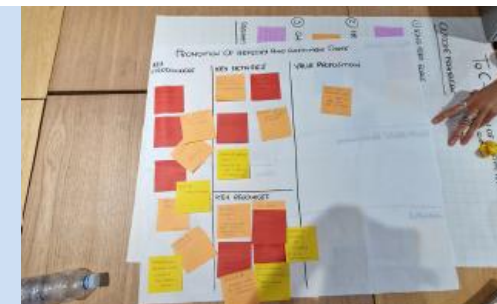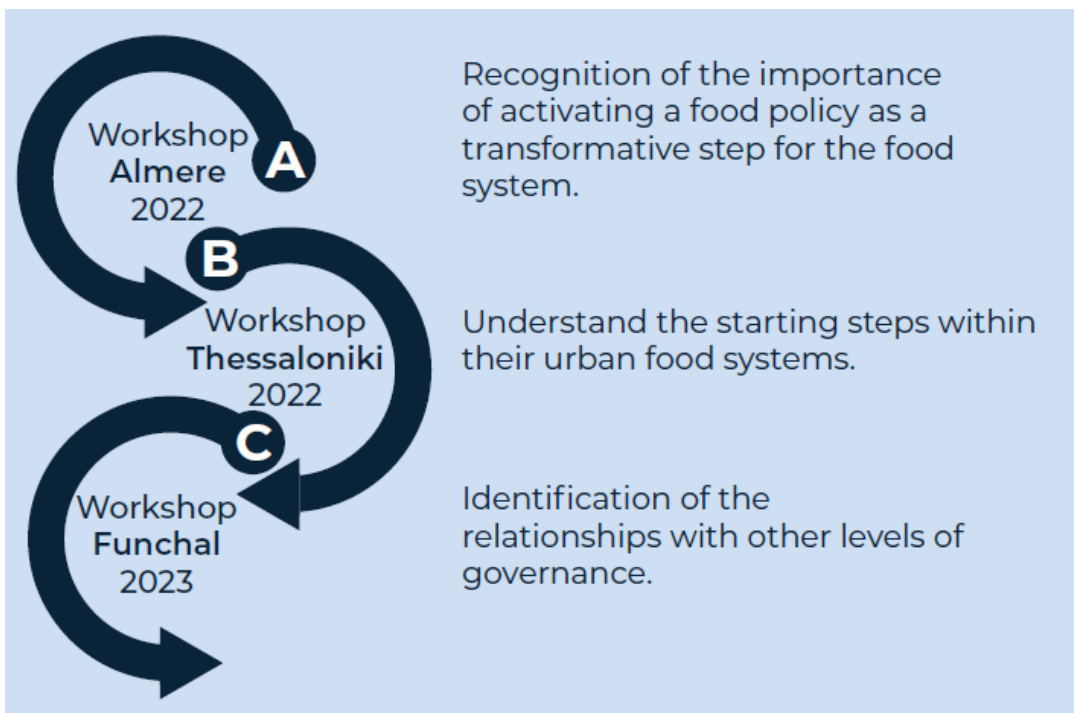|	
Bologna	Italy
Lansingerland	The Netherlands
Napoli	Italy
Romainville	France
Sabadell	Spain
Bologna University	*Italy*

WHAT IS FOOD TRAILS?

Food Trails is an **Innovation Action** under **Horizon 2020** with the aims of developing and implementing urban food strategies and living labs for implementing **food policy pilot actions**; along with **research-driven processes** of co-design, peer learning, inclusion of SMEs and monitoring & evaluation, among the 11 European cities.

The scope is to translate in Europe the **Milan Urban Food Policy Pact**'s collective commitment into integrated urban food policies.
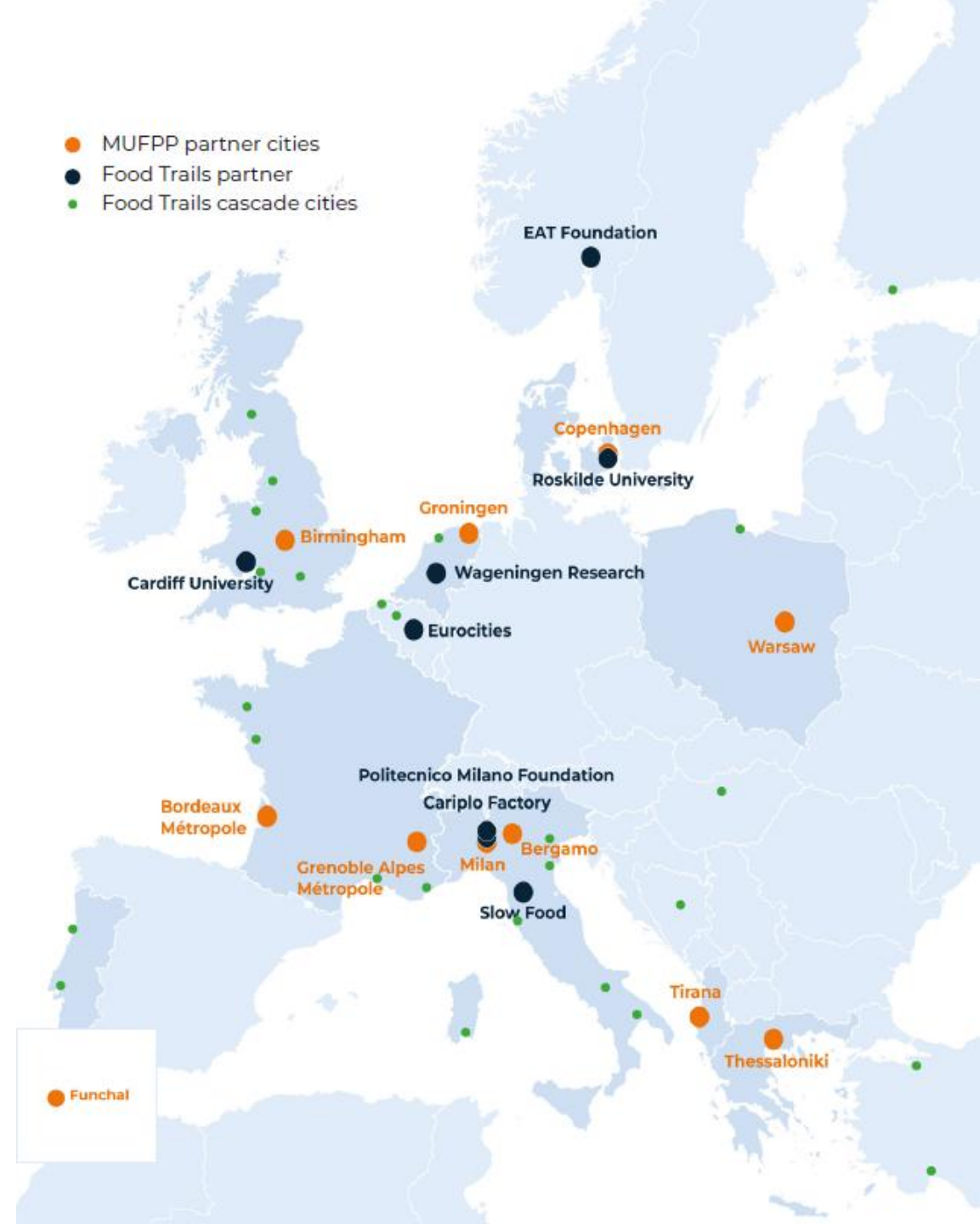
3 FOOD POLICY WORKSHOPS

Three workshops from **2022** to **2023** have supported the cities' effort. The workshops allows the project partners and the Crosscutting Managers in supporting the cities with a **tailored assistance**, related to their level of food policy comprehension.

Workshop **Almere** 2022 — A

Recognition of the importance of activating a food policy as a transformative step for the food system.

Workshop **Thessaloniki** 2022 — B

Understand the starting steps within their urban food systems.

Workshop **Funchal** 2023 — C

Identification of the relationships with other levels of governance.

FOOD POLICY ADOPTION

One of the most significant legacies
of Food Trails beyond
the conclusion of the project,
is within the local governments
policymaking processes
the adoptions of urban food policies.

Prior to Food Trails, only 3 pioneering
cities had already approved
their food policies.
Thanks to the project commitment,
all the other cities embarked
on the same pathways.

Milan 2015
Food Policy: 5 priorities
for sustainable food system

Birmingham 2022
Food System Strategy:
fair, sustainable and
prosperous food system

Copenhagen 2019
Food Strategy:
focus on
school meals
and climate goals

Groningen 2012
Food Vision:
sustainable food
system and
initiatives aimed
at healthy eating

Bordeaux Metropole 2022
Food & Agricultural
Resilience Strategy

Thessaloniki 2023
Food Policy: promoting
sustainable and resilient
food systems

Funchal 2023
Food Strategy:
healthy, sustainable
and inclusive

Bergamo 2023
Manifesto for a food
policy for the city

**Grenoble Alpes
Metropole 2024**
Metropolitan Food Policy

Tirana 2024
Food Strategic
Plan

Warsaw tbd
Food Policy
draft version

FUNCHAL

112,000 Inhabitants

Priorities

COMMUNITIES **NUTRITION**

The city has a strong environmental focus and through participation in Food Trails worked to link these efforts with food sustainability. In 2023, thanks to the Food Trails project, Funchal launched its first Food Strategy, called 'Semear', co-designed after a great deal of bottom-up engagement work with local stakeholders and citizens.

Pilot 1 - Community Engagement
Events and educational activities around sustainable and healthy diets

Funchal empowered citizens on sustainable diets through events like 'Funchal Food Week,' offering cooking demos, teacher training, and food literacy leaflets. Focusing on protein transition, the city also celebrated 'World Pulses Day', successfully engaging different students and institutions. Another impactful results, was the opening of the 'FunLab Science Centre', an educational space which promotes food literacy through hands-on experiments and activities, supported by the University and Madeira.

Pilot 2 - Circularity
Empowering residents of social housing on composting and broader circular food waste practices

The food literacy activities were also promoted in the social housing districts of the city, on different topics such as prevention of food waste and cooking with surplus. Moreover, leaflets were distributed among residents to foster a culture of circularity and composting units were introduced and training was given to all the residents.

LIVING LAB NUMBERS

89,715

citizens engaged through the Funchal Food Week

1,245

social housing apartments in the community composting pilot

44

stakeholders from **28** institutions partecipated in a series of focus group sessions in May/June 2023, leading to food policy development.

VIDEO

GRENOBLE-ALPES METROPOLE

450,000 Inhabitants, 49 Municipalities

Priorities

CIRCULARITY   **CLIMATE**

How can a metropolitan area with limited agricultural land and low food self-sufficiency boost local, quality food production? Widening the area of scope. Since 2015, GAM has been working with the neighbouring territories on building a cooperation network on agriculture and leveraging the national PAT label to add the food dimension to this agricultural basis.

Pilot 1 - Food Literacy
A month of events across the city on the topic of food transition towards healthier diets

To promote local production the Metrople had to work on local consumption and therefore on behavioral change. As part of Food Trails, since 2020, the Metropole organised a yearly event aimed at engaging beyond the usual suspects, the 'Month of Food Transition', encompassing numerous food-related activities. This initiative encouraged citizens to embrace more sustainable and healthy diets, mobilising local actors to promote eco-friendly ways of producing, consuming, and obtaining food.

Pilot 2 - Sustainable Diets in School Canteens
A support program for municipalities at the metropolitan level

The Metropole launched a volunteer initiative to support municipalities in enhancing food procurement practices, aiming for healthier, sustainable diets in schools. This action focused on improving the quality, type, and sourcing of food, and waste reduction through tailored training, ensuring professionals integrate food transition challenges into daily practices.

50

events organised
each year as part
of the Month of Food
transition since 2020

120

active stakeholders
in the latest session
of the
Inter-Territorial
Food Council

7

municipalities engaged for the 2022-
2023 school year, serving almost 54%
of daily public primary school meals on
the area of Grenoble-Alpes Metropole

Pilot 3 - Inter-territorial Food Council

Establishing a council at a level
that is between the metropolitan area
and the department

In 2022, also thanks to Food Trails, GAM launched a foresight study to envision a desirable inter-territorial agricultural and food system by 2050. The outcomes were integrated into the Inter-Territorial Food Project. By late 2023, GAM established an Interterritorial Food Council, providing governance for implementing the shared vision. In 2024, the GAM Metropolitan Council also adopted these guidelines, launching its inaugural agriculture and food policy, which is now being implemented. www.pait-transition-alimentaire.org

WARSAW

1,800,000 Inhabitants

Priorities

COMMUNITIES **CIRCULARITY**

As part of its Food Trails initiative, Warsaw launched the Warsaw Food Lab to foster sustainable food transformation using the REACT Method, which combines evidence-based insights and systems thinking. The Lab promotes cross-sector collaboration, with a focus on reducing food waste by targeting restaurants and associations that receive food from the local food bank.
Approval of Food Policy: due to Polish legislative framework no thematic policy can be adopted at local level, food system will be embedded in the broader strategy of the city.

Pilot 1 - Food waste prevention
Knowledge compendium for restaurant owners illustrating the legal framework on food donation and communication campaigns

Warsaw created a compendium guiding restaurateurs in food donations, accompanied by the "no waste.food co-op" communication campaign encouraging food donations to public benefit organizations. Additionally, the guide "We cooperate, we don't waste!" illustrates how straightforward this process can be. The platform facilitates connections among restaurants willing to donate surplus food with local NGOs interested in receiving food.

Pilot 2 - Food waste reduction
Optimizing food donations management for food banks

The second pilot project addressed the needs of associations providing food to vulnerable citizens, in collaboration with the local food bank. Key issues included the type and quantity of food donated, and its management by these associations, which often face a high turnover of volunteers. The solution created for these associations involved mapping food flows and providing smart, intuitive food storage systems for facilities with a clear set of instructions. This included a smart labelling system for different rooms, shelves, and refrigerators, fostering good practices and new habits.

LIVING LAB NUMBERS

VIDEO

77
Local NGOs interested in deploying all or part of the smart storage system and in receiving the set of instructions

77
Restaurants received campaign materials to support them in food surplus distribution

146
Participants to the workshops

1
Scientific article pubblished

www.linkedin.com/company/warszawski-food-lab
https://nowaste.waw.pl/

REPLICATION & KNOWLEDGE TRANSFER

One of the challenges of the MUFPP is to **organize effective exchanges**,
this objective has been processed
by Food Trails through the implementation
of dedicated activities aimed at fostering
knowledge-sharing and the replication on
food policy actions and systemic
approaches amongst cities and beyond the
consortium.
These **peer-learning activities** includes:

- Knowledge-sharing workshops
- Replication activities
- Cascade learning

FOOD
TRAILS

REPLICATION & KNOWLEDGE TRANSFER
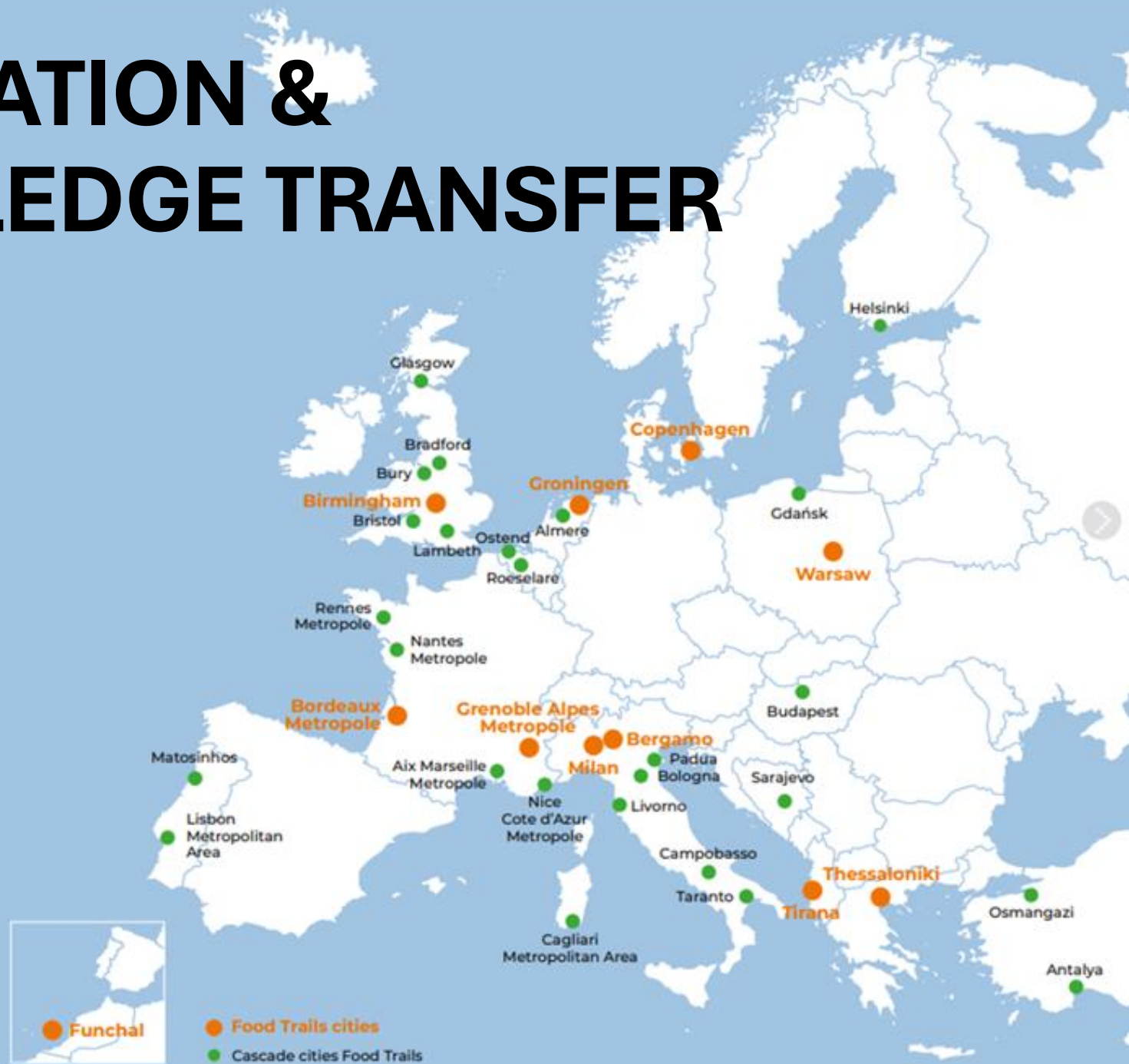
BUILDING BLOCKS

POLICY ORGANISATION

Creating a more sustainable urban food system requires the active participation of various policy makers. This means improving the understanding of your city's political framework: which departments, actors and initiatives deal with food-related issues and how they can work together to improve the system as a whole.

VISION & AGENDA

A clear and shared vision outlining the future food scenario of your city provides the basis for creating effective strategies and guiding actions that promote food system innovation.

STAKEHOLDERS

Many stakeholders with different interests and needs are involved in the urban food system. The challenge is to integrate all views to ensure active participation of all and, ultimately, system innovation.

RESOURCES

Short and long-term financial support, qualified and enthusiastic people and time to devote to the project, and the land and water available to the city for food production are essential to consider. Some resources will already be available, while others might need to be sourced from elsewhere.

ACTIVITIES

Activities require careful planning, visioning, implementation, and monitoring. This ensures that initiatives are aligned with the goals set by the city and make progress towards a more sustainable food system.

LEARNING

Cities can learn a lot from other cities, contexts, and organisational structures to improve their own system. Knowledge and examples from outside can be fundamental drivers and resources for their context.

Building blocks > **2.1 Policy organisation**

2.1 POLICY ORGANISATION

Establishing a sustainable food system requires a robust policy framework and the active involvement of different policy makers. As food is a fundamentally cross-cutting issue, policies affecting food systems may be dealt with by numerous departments – for example, public health, education, environment, and waste management.

It is helpful to see what departments are working on food-related topics, and how they could work together.

A comprehensive and multidisciplinary approach is essential for policy-making that integrates health, inclusivity, and sustainability.

The following four key elements for navigating the political and organisational framework of your city or region are identified:

①

Regulatory framework:
Understanding the multi-level regulatory framework in your policy landscape

②

Food system governance:
Understanding the responsibilities, competencies and players involved in your city's food system

③

Food council:
Establishing a food council to transform your urban food system

④

Food policy:
Establishing an effective and comprehensive urban food policy

Building blocks > 2.1 Policy organisation > 1. Regulatory framework

① Understanding the multi-level regulatory framework in your food policy landscape

Mapping regulations and understanding the current legislative framework can guide you in finding the right legislation to support your work on transforming the food system. Regulations create the policy environment in which the city operates. National and international rules about food can provide a starting point for intervening in the urban food sector. Laws can sometimes be complicated to follow and implement, especially when it comes to issues with complex organisational structures, like food waste management.

Jurisdiction over food is not always well defined, as food relates to multiple areas of legislation. This can create confusion and difficulties in planning actions to improve your city's food system. If a robust legislative framework is not available at the national level, it may be useful to join an international agreement, such as the Milan Urban Food Policy Pact (MUFPP), to have guidelines to improve operations.

In addition, a legal barrier or legislative gap can lead to cultural resistance: even if the law changes, a buffer time for adaptation must be considered, as people may be worried about breaking the old law and may take a while to be informed and confident about new laws.

The Food Trails cities faced a number of legislative barriers: obtaining permits for land for urban food production; procurement regulations that focused on low prices rather than organic and local food; regulations on food donations in some cases hindering donations for safety reasons; and stringent hygiene regulations that complicate food distribution. There can also be regulations that support interventions. Nutritional requirements dictated by regulations can serve as guidelines for interventions in schools. These are sometimes provided by the government but can also be set with the help of an expert or nutritionist, to ensure healthy and tasty food for the students.

> Map the regulatory framework to understand which national or regional policies may hinder or support food system innovation.

The examples included in this handbook are some of the ways Food Trails cities have worked on the priority topics of the Milan Urban Food Policy Pact. Every example is scored across the Food 2030 categories they address:

climate, nutrition, circularity, and community. However, it is important to remember that most food system interventions deal with multiple priority topics and categories simultaneously.

GOVERNANCE

Improving urban food systems requires changing how municipalities make decisions, organise themselves and work with other stakeholders. This includes better collaboration across city agencies and departments, co-creating or revising food policies, developing an inclusive, representative food policy council, and identifying, mapping and supporting local and grassroots initiatives.

FOOD WASTE

Municipalities can support public dining spaces and their wholesale suppliers in monitoring and decreasing food waste. City-wide efforts can include public education and opportunities for creating and using composted food waste, and ensuring legislation and guidance on food use do not encourage unnecessary food waste.

FOOD PRODUCTION

Cities can strengthen sustainable food production by promoting rural-urban linkages, using an ecosystem approach to guide land use planning and management, ensuring secure access to land for sustainable food production, and providing urban and peri-urban food producers with material and logistical support.

SUSTAINABLE DIETS AND NUTRITION

Sustainable diets are good for public health, wellbeing, and for the environment. Cities can promote sustainable dietary education and cooking skills for the general public and those working in the food sector, and explore regulatory and voluntary instruments to promote affordable, culturally appropriate sustainable diets.

FOOD SUPPLY AND DISTRIBUTION

Cities can promote sustainability through improving links and transport between urban, peri-urban and nearby food-producing areas. Procurement systems can promote agroecological food production and market opportunities for regional producers. Supporting municipal markets directly links producers and consumers through short supply chains.

SOCIAL AND ECONOMIC EQUITY

Urban food system problems are often linked to social and economic inequality. Cities should embed food initiatives within social and solidarity activities. Promoting and supporting grassroots and innovative approaches helps ensure equal access to healthy food for all.

3. Examples > 3.6 Social and economic equity

3.6 SOCIAL AND ECONOMIC EQUITY

Urban food system problems are often linked to social and economic inequality. Cities should embed food initiatives within social and solidarity activities. Promoting and supporting grassroots and innovative approaches helps ensure equal access to healthy food for all. Social and economic equity is a big challenge for many cities.

Food Trails cities have worked on the following questions around this issue:

①

How can my city connect food initiatives with wider social and economic initiatives?
Groningen

②

What information do my local politicians need to understand inequality in the food system, and what can they do to support changes?
Bergamo

③

How can my city make sure that vulnerable citizens, including children, people on a low income, and those experiencing homelessness have healthy meals?
Tirana

3. Examples > 3.6 Social and economic equity > **Groningen**

What knowledge and skills do citizens and catering staff in my city need to have a better diet, and how can we support this?

Groningen's work on food puts people, community and justice at the heart of their initiatives

Difficulties in accessing a healthy diet are often connected to wider social and economic challenges people experience. Many Food Trails cities are working to address food insecurity by connecting food initiatives to wider social programmes. These programmes have often been established by community organisations, who have excellent knowledge of the difficulties local people experience.

Groningen has strong working relationships with many third sector initiatives in the city. By building strategic alliances with these groups, the municipality has developed a series of projects that address peoples' barriers to a healthy diet as part of wider difficulties they experience.

Groningen, with its 235,000 inhabitants and 65,000 students (over 10,000 of which international students), is the largest city and economic centre of the northern Netherlands. With a majority of its population under 35, it is a youthful, energetic city boasting vibrant cultural attractions and a conducive environment for advancing sustainable food practices. Health, sustainability, social inclusion and community engagement underlie the development of the Groningen pilot actions.

Tools have been developed and used within the Food Trails project to support cities in developing food system interventions and measuring their impact. The tools are linked to the elements in the QuickScan Lens for Replication (QSLR) and provide guidance for planning, developing and implementing transformative processes in your cities' food system.

A number of the tools are briefly introduced in this handbook. If you wish to explore the tools in more depth or apply them in your city, background material in the project's online repository will provide more guidance and examples of how the tools have been applied in Food Trails.

1. STAKEHOLDER MAPPING

To gain an understanding of current food system activities and stakeholders in your city, and develop effective stakeholder engagement strategies.

2. FOOD POLICY ACTION CANVAS

For translating food-related policy areas and vision into detailed and concrete actions and for recognising which stakeholders you need to work with to effectively address Food 2030 categories.

3. MULTILEVEL GOVERNANCE MAPPING GRID

Map vertical and horizontal working relationships across different MUFPP action categories, and the relevant policies and levels of governance that impact your actions.

4. THEORY OF CHANGE

To illustrate how activities at different stages will bring about the intended changes that lead to your planned outcome.

5. DATA COLLECTION

Guidelines to understand the current situation and the result of your activities: this helps to decide what to invest further resources in and provides important information for stakeholders about the achievements.

6. ROADMAP FOR SCALING IMPACT INVESTMENT

To support the expansion and acceleration of investments to drive change in food systems, ultimately creating opportunities for long-term partnerships.

7. PEER LEARNING

To share experiences and learn from each other.
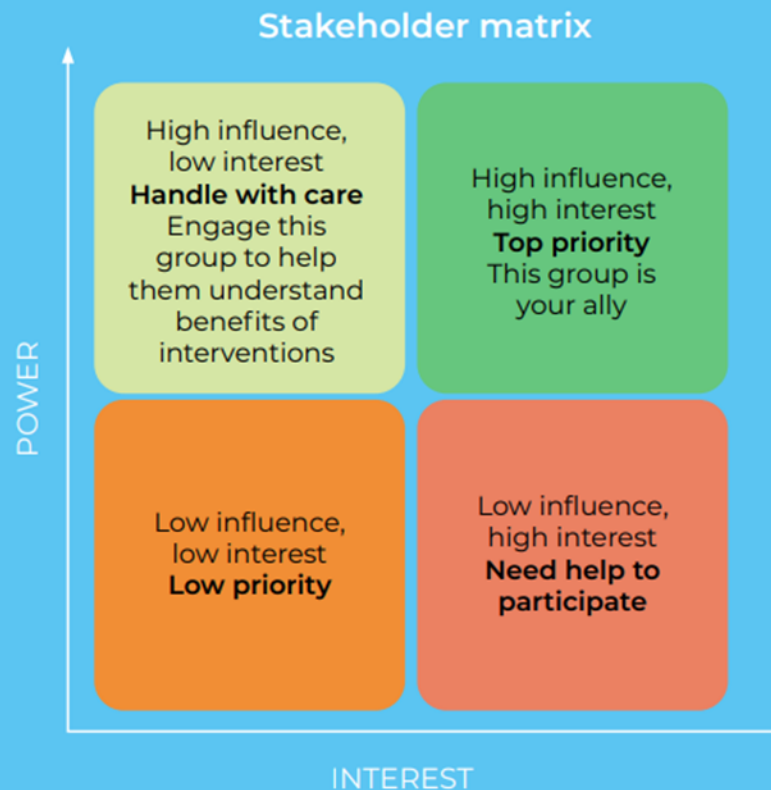
8. REFLEXIVE MONITORING

To encourage learning and adaptation to complex problems throughout a project.

4. Tools > 4.1 Stakeholder mapping

4.1 STAKEHOLDER MAPPING

What is stakeholder mapping?

Stakeholder mapping is a type of stakeholder analysis. It involves identifying individuals or organisations (stakeholders) who are interested in or affected by the initiatives you will undertake. Stakeholders are often already highly active in cities' food systems. Identifying and mapping these stakeholders strengthens the capacity of cities to recognise what is already being done in their food systems, and what else needs to be done to enhance the work of local stakeholders.

Stakeholder matrix

POWER

High influence, low interest
Handle with care
Engage this group to help them understand benefits of interventions

High influence, high interest
Top priority
This group is your ally

Low influence, low interest
Low priority

Low influence, high interest
Need help to participate

INTEREST

MONITOR PROGRESS

Through a collaborative process led by project researchers,
Exploiting the **Theory of Change** approach, cities identified a total of **214 indicators** to monitor progress.
Of these, 20 were sourced from the **MUFPP Monitoring Framework**

Impact on food system through Living Labs across the 4 Food2030 co-benefits

| CLIMATE | NUTRITION | CIRCULARITY | COMMUNITIES |

FOOD 2030
NUTRITION · CLIMATE · COMMUNITIES · CIRCULARITY

MILAN URBAN FOOD POLICY PACT

FOOD TRAILS PILOT OUTCOMES

Governance	Sustainable Diets and Nutrition	Social and Economic Equity	Food Production	Food Supply and Distribution	Food Waste
Food policy councils	School canteens	Citizen engagement	Community gardens	Public procurement	Food surplus and donations
Interdepartmental policy coordination	Behavioural nudging and education	Food literacy	Varieties and biodiversity	Local/organic food markets	Reducing waste in food service
Rules and regulations	Food literacy	Empowerment of groups	Soil regeneration	Food aid	Circular use of waste

FOOD TRAILS

31 PILOT ACTIONS

Each city Living Labs
co-create and co-implement
local food policies and pilot actions,
in line with the EU Food 2030 Strategy
and the six categories of the MUFPP.

Governance

Food Production

Sustainable Diets & Nutrition

Food Supply & Distribution

Social & Economic Equity
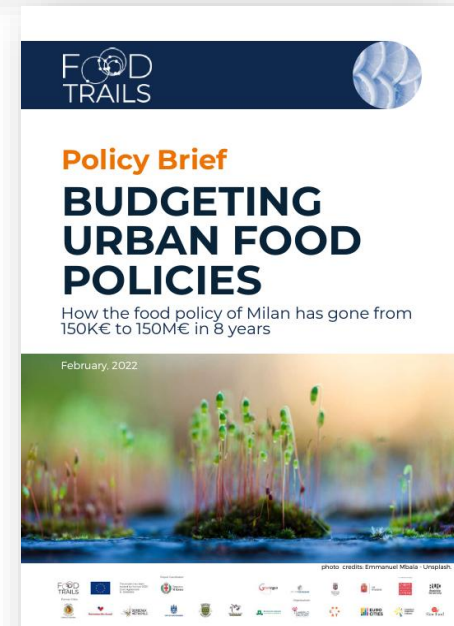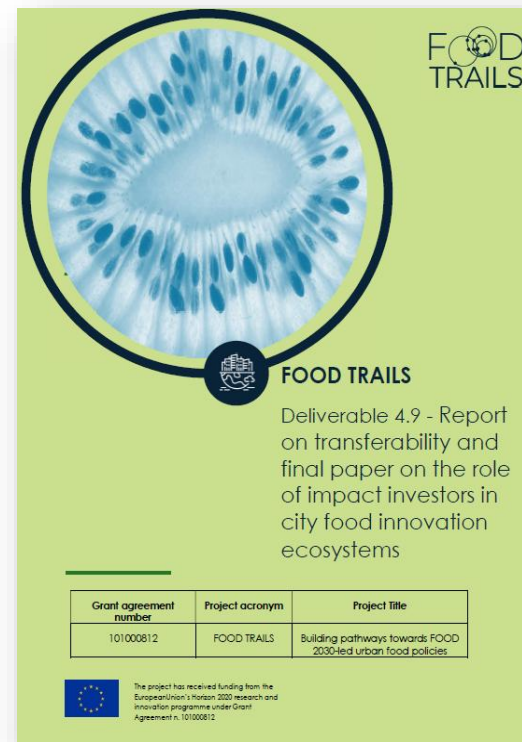
Food Waste

CLIMATE NUTRITION CIRCULARITY COMMUNITIES
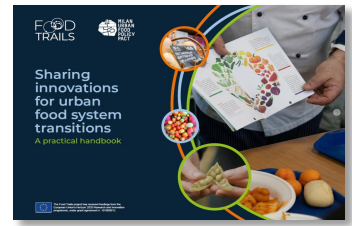
INVESTORS LIVING LAB

The Food Trails project **invited experts, investors and financial actors** to participate in the Investors Living Lab, together with the project's partner municipalities.

Through several meetings and exchanges, the Investors Lab addressed **8 themes** to explore insights and experiences on specific topics **linked to impact investing** in urban food systems, and to help shape the production of a "Roadmap" for impact investment in urban food systems:
Impact / Ambition / Data / Policy / Products / Scaling / Capacity / Community.

FOOD TRAILS

Deliverable 4.9 - Report on transferability and final paper on the role of impact investors in city food innovation ecosystems

Grant agreement number	Project acronym	Project Title
101000812	FOOD TRAILS	Building pathways towards FOOD 2030-led urban food policies

The project has received funding from the European Union's Horizon 2020 research and innovation programme under Grant Agreement n. 101000812

IMPACT INVESTORS LIVING LAB

Report
ROADMAP FOR SCALING IMPACT INVESTMENT IN URBAN FOOD SYSTEMS
Findings from the Food Trails Investors Living Lab

Photo by Towfiqu Barbhuiya on Unsplash

February 2022 – April 2023

Policy Brief
BUDGETING URBAN FOOD POLICIES

How the food policy of Milan has gone from 150K€ to 150M€ in 8 years

February, 2022

photo credits Emmanuel Mbala - Unsplash.

FOOD TRAILS

RECOMMENDATIONS

1. **Align** administrative **departments and policies** to effectively support your main goals and priorities

2. **Facilitate the creation of participatory mechanisms and food councils** with representation of diverse stakeholders

3. **Build** and nurture **relationships** of trust and **foster collaboration** and learning

4. **Define the role of local government** in the food agenda

5. **Use food as the link** to explore and **create synergies** between different departments and projects

6. **Secure** adequate and **structural financial resources to implement food system initiatives**

7. **Collaborate with** (local) **researchers or universities** to collect data and monitor impact

8. **Share with your peers** and learn from them

Sharing innovations for urban food system transitions

A practical handbook

Marijke Dijkshoorn
Responsible food transitions

Thom Achterbosch
Food system observatory

WAGENINGEN
UNIVERSITY & RESEARCH

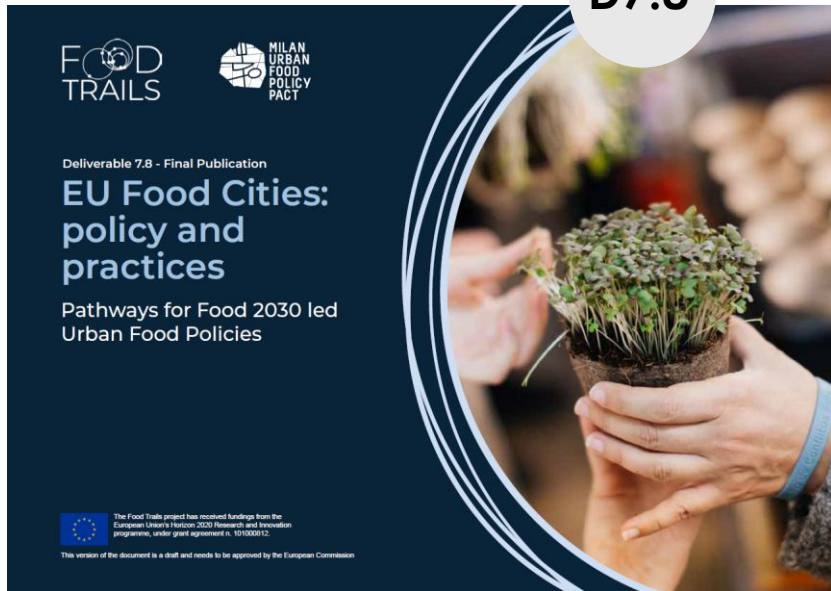**Download here**

This version of the document is a draft and needs to be approved by the European Commission.

3 KEY DELIVERABLES

HANDBOOK FOR REPLICATION

D6.7

FINAL PUBLICATION

D7.8

CCMs FINAL REPORT

D8.6

Download here