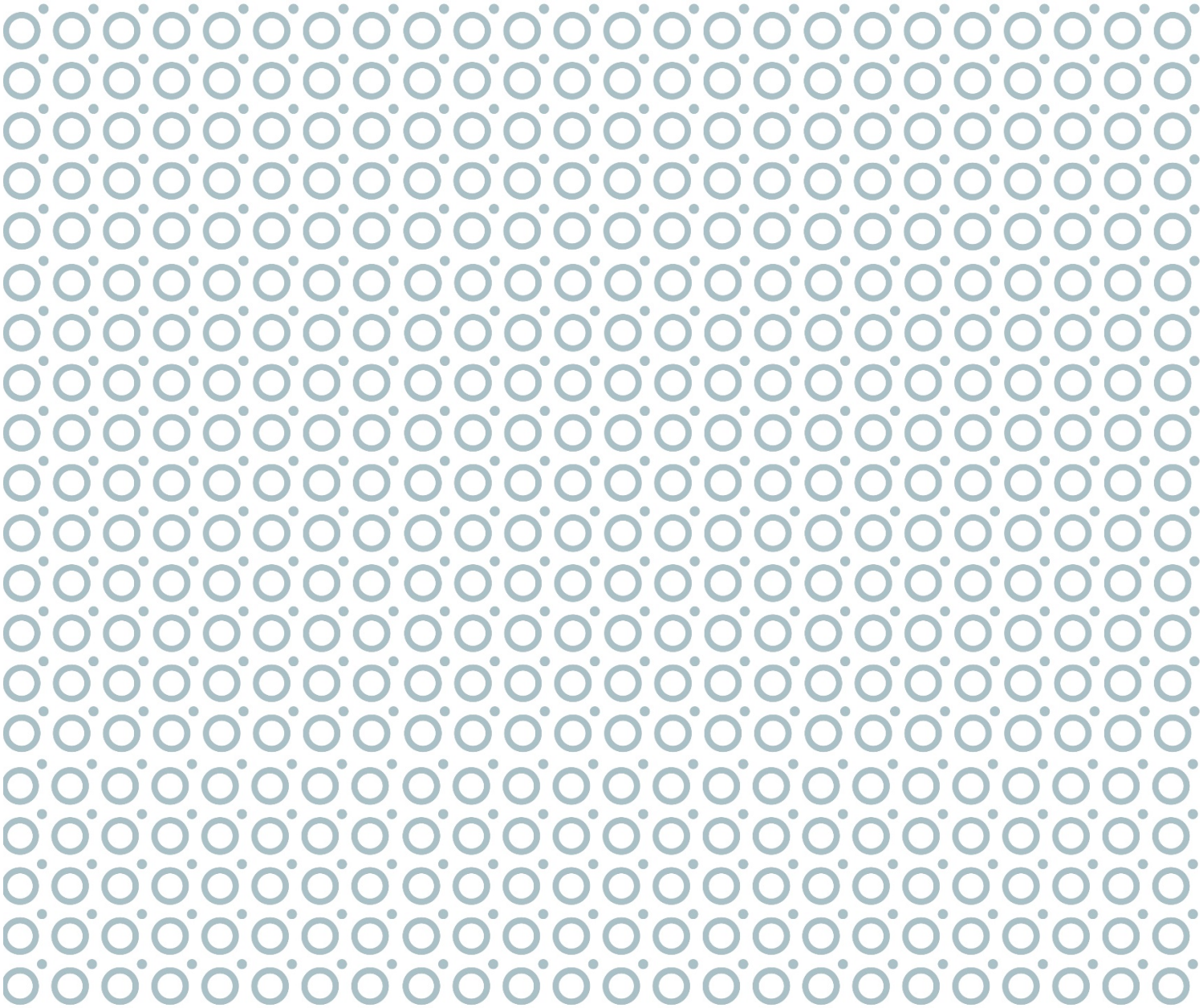

Global South

Research Paper:

Implementing Good Food Purchasing in Melbourne

Prepared by Simon McPherson, for the Executive Masters in Cities

LSE Cities London School of Economics and Political Science

October 2017

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Part 1: Proposition and context

The Los Angeles City Government adopted the Good Food Purchasing Program (GFPP) in 2012, committing to improve the regional food system through purchasing practices, supporting local/small suppliers, sustainable production, fair employment, animal welfare and nutritional value (Los Angeles Food Policy Council, 2017, p. 3).

The implementation process involves baseline assessment, data collection and goal-setting, reviewing practices and evaluating progress (Los Angeles Food Policy Council, 2017, pp. 4-5).

This Report investigates the potential implementation of a GFPP in Melbourne.

Feeding Melbourne's rapidly growing population is highly consumptive of land, water and resources (Foodprint Melbourne, 2016, pp. 12, 52), requiring:

- Production of approximately 3.45kg food per person per day, with 2.25kg lost to food waste and discarding of inedible parts;
- 16.3 million hectares of land, equivalent to 72% of Victoria;
- Over 758 GL of water per year, double Melbourne's household usage.

Over 907,537 tonnes of edible food is wasted, representing 3.6 million hectares of land and 180 GL of water. 41% of Melbourne's fresh produce is currently grown within 100km of the city. Continuing growth and suburban sprawl could reduce this to 18% by 2050 (City of Melbourne, 2016, p. 27).

The City of Melbourne (central municipality, resident population 122,000, daily population 854,000) (City of Melbourne, 2015) has prioritised community access to nutritious, sustainable food through activities which also strengthen community cohesion (City of Melbourne, 2016). Its policy *Food City* parallels the GFPP, spanning environmental, social and economic considerations (City of Melbourne, 2012, p. 11), and food security, health, sustainability, local economy and food culture, to inform potential actions including:

- Developing healthy and sustainable procurement standards for food purchased by the City of Melbourne;
- Advocating for preservation of agricultural land on Melbourne's fringe;
- Educating households and businesses to reduce food waste;
- Supporting innovative local agriculture;

- Identifying opportunities to reduce the greenhouse gas emissions associated with Melbourne's food consumption (City of Melbourne, 2012, pp. 14, 16).

However, these *possible* actions reflect the limitations of the policy's status, and the limited influence of the central municipality within the wider city.

Resilient Melbourne is Melbourne's first metropolitan strategy prepared by local government, demonstrating this potential in the fragmented local government context (Resilient Melbourne, 2016).

It seeks to identify concrete policy actions for coordinated, city-wide, measurable outcomes to improve the food supply system.

Part 2: Logic model

This Logic Model (Innovation Network Inc., 2010) analyses the GFPP in the Los Angeles context, to establish appropriate outcome goals for implementation strategies in Melbourne.

Problem statement:
Food supply encompasses major environmental, social and economic challenges (Los Angeles Food Policy Council, 2017) (Los Angeles Food Policy Council, 2017) (Alan Pullman, 2017) • Global food supply chain contributes 20-30% of all GHG emissions; • 40% of food is wasted in USA. If food waste were a country, it would be the world's 3rd biggest emitter; • Very little locally produced food is consumed within LA's urban core; • Distributional inequities have enormous social impacts; • LA food system workers are low-paid; • Over 1 million residents face food security challenges, with choices limited to cheap, poor quality, unhealthy food; • LA neighborhoods desperately need good jobs and access to healthy, affordable food.
Program goals: (Los Angeles Food Policy Council, 2017)
• Sustainable food supply; • Reduced waste; • Thriving good food economy; • Strengthened environmental and agricultural stewardship; • Better health and wellbeing of residents.
Resources:
• US public institutions spend billions of dollars on food purchases. They can lead the movement for food system change and express community values while influencing supply chains (Centre for Good Food Purchasing, 2017); • GFPP and LA Food Policy Council: dedicated technical and advocacy resources; • City Government purchasing power: significant scale and influence; • Substantial local fresh food production in LA region; • Mayoral political support. ***(Continued below)***

Activities	**Outputs**	**Outcomes:**		
		Short-term	**Medium-term**	**Long-term**
Publicly commit to/promote GFPP;	Promotional/ marketing/ awareness campaign	Increased public awareness	Increasing public interest and engagement	Broad citizen participation in responsible purchasing, growing and local distribution.
Information and education	Relevant City organisations aware of GFPP (Government, Schools, major facilities)	City staff engaged with GFPP principles and directions, and investigate potentials.	Awareness and technical skills are increased across City institutions.	Staff bring awareness to home and community to informally broaden reach of the GFPP.
Baseline assessment, set goals	Assessment of current purchasing practices and origins, initial targets.	Organisational knowledge: current practices, impacts, opportunities for improvement.	Ongoing monitoring of improvements, expansion of targets.	Enhanced monitoring systems, more targets met or exceeded.
Engagement with providers and vendors to encourage change.	Comprehensive engagement and communication process.	Existing providers aware of changed requirements, begin to adapt. Some providers discontinued.	Providers adapt practices to meet requirements, new providers engaged by City, providers influence producers.	Food production, distribution sustainability significantly improved.
Measure purchasing impacts along supply chain, verify purchasing sources.	New monitoring protocols across City institutions, identification of Standards for each category (Centre for Good Food Purchasing, 2017).	Baseline knowledge developed, City staff build capacity.	Demonstrated impact across supply chain, local production more sustainable and viable.	Expanded impacts and improvements, local/regional production is viable and prosperous.

Table 1: Logic model, Los Angeles GFPP

Part 3: Preparing for implementation in Melbourne

3.1 Challenges

Melbourne and Los Angeles are both 'new world', developed cities with strong economies, stable government, dispersed urban development, temperate climate and substantial regional food production. However there are key differences:

	Los Angeles	Melbourne
Population	3,971,883 (City, estimate) 12,872,808 (Greater LA metropolitan area) (United States Census Bureau, 2015)	4,641,636 (Greater metropolitan area) (Wikipedia, 2017)
Area	1,302 km^2 (City) 12,561 km^2 (Greater LA) (Wikipedia, 2017)	9,900 km^2 (Wikipedia, 2017)
Density	3,050 people/km^2 (City) 1,024 people/km^2 (Greater LA)	468 people/km^2
Local Government	City government, County government	32 municipalities (Wikipedia, 2017), no overarching city government
School system governance	City government (over 900 schools / 640,000 students)	State government (Victoria)

Table 2: Comparative data for Los Angeles and Melbourne

These distinctions affect the potential transfer of LA's adopted policy to Melbourne:

- Fragmented city governance presents coordination challenges, and prevents significant food purchasing scale by a single city government;
- The city does not control schools, nor is there a significant school meals program, precluding this avenue for scaled application (and influence) of the GFPP;
- No existing GFPP organisation/policy in Australia.

Part 4: Proposed implementation strategy

4.1 Implementation initiatives

Challenges	Implementation strategies

Achieving significant scale and influence through food purchasing *(due to limited purchasing power of city governments).*	• Engage/involve more widely:
	  ○ State Government and agencies.
	  ○ NGOs/non-commercial organisations.
	  ○ Private sector
	  ○ Public/household consumers.
	• Ensure Protocol extends beyond purchasing, to food waste and other opportunities.

Achieving coordinated action across the metropolitan area *(due to fragmented city government structure).*	• Coordinate across 32 municipalities, building on 100RC process. • Establish an independent policy development and implementation unit.
Establishing a Policy to guide action *(due to lack of existing GFPP program or organisation)*	• Refer to precedents to develop coordinated policy framework. • Establish independent implementation body.

Table 3: Implementation challenges and strategies

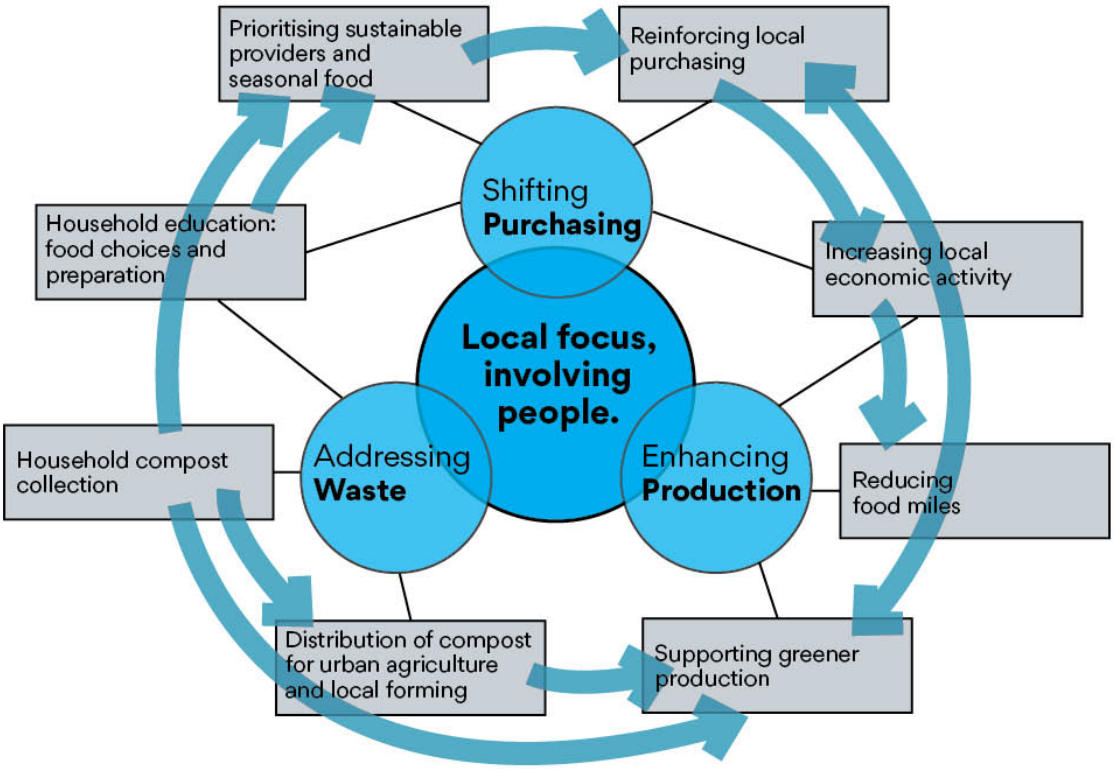

Figure 1: The proposed strategy encompasses three key action areas, with multiple, mutually-reinforcing initiatives to form an effective, implementation-focussed policy framework.

4.2 Key actions and participants, 2018-2022

4.2.1 Analyse: commit, mobilise, research/assess, set baseline (ICLEI, 2017)

4.2.1.1 Protocol

Establish a *Good Food Protocol* and guidelines for responsible food purchasing by Local Governments.

1. Establish a cross-Council collaborative unit – refer: (Council Alliance for a Sustainable Built Environment, n.d.);
2. Collaboratively develop a guiding Protocol, building on established resources (City of Melbourne, 2012) (Sustain - The Australian Food Network);
3. Include strong monitoring/evaluation system to allow testing/monitoring of Protocol performance;
4. Implement a public promotion and education campaign, to raise awareness of food supply challenges, aims of the Protocol, and opportunities to participate;
5. Support local engagement initiatives to inform the Protocol.

4.2.1.2 Independent body

1. Establish an independent Food Policy body, to manage the development, implementation, review and promotion of the Protocol;
2. Establish ongoing funding by all Local Governments and State Government, based on a Business Case of enhanced local economies and health outcomes.

4.2.2 Act: strategy, projects, implement, monitor (ICLEI, 2017)

4.2.2.1 Support local food production and distribution

1. Reinforce local purchasing through the Protocol;
2. Reinforce a permanent Urban Growth Boundary to contain sprawl and protect local agriculture;
3. Support urban agriculture initiatives, such as private/communal gardening, school gardens, and gardens in public spaces, through:
    a. Funding and grants at local level;
    b. Distribution of compost, free of charge;
    c. Technical support / labour assistance and local training;
    d. Making use of the city's dispersed development patterns;
    e. Coordination across growing locations, to allow significant production scale.
4. Work with supermarkets to support take-up of local produce;

5. Encourage local food suppliers to engage with urban agriculture initiatives;
6. Support local markets for distribution of local produce.


Figures 2 and 3: Farmers Market, Parliament Hill School, London (author's photographs).

4.2.3 Accelerate: collaborate, upscale, advocate (ICLEI, 2017)

4.2.3.1 Adapt Protocol for other sectors

1. Work with non-commercial organisations (universities, hospitals, public schools, childcare centres) to adapt the Protocol for wider application.
2. Advocate for adoption and application of the Protocol in this sector.

4.2.3.2 Reduce food waste

1. Establish food waste collection/composting across all participating Councils (Camden Borough Council, 2016).
2. Public awareness campaign (1 million women, n.d.).
3. Work with markets, supermarkets, restaurants to identify and facilitate waste reduction strategies.

4.2.3.3 Commence private sector implementation

1. Work with major retailers to adapt the Protocol;
2. Identify advocates or 'champions' of Good Food Purchasing amongst retailers, restaurants, major companies and major developments;

Participants/supporters:

- 32 Local Governments;
- State Government departments (Planning, Environment, Employment and Economy);

- Established independent body;
- Public health organisations, e.g. Heart Foundation, Sustain, Food Alliance, which inform policy on food issues (Food Alliance, 2015);
- Hospitals;
- Universities;
- Schools;
- Markets, supermarkets, community growers;
- Industry representatives;
- Corporates, developers, property owners.

4.3 Barriers, opponents and trade-offs

Barriers	Potential actions
Limited scale of public sector food purchasing	• Involve State Government and NGOs (universities, hospitals).
Political buy-in and consistency of application	• Test/monitor policies and communicate results; • Communicate and demonstrate benefits: o Community cohesion, o Health; o Local economic opportunities; o Public interest and support.
Urban growth, greenfield land supply for affordable housing	• Reinforce to State Government importance of agricultural land close to city; • Encourage developers to provide urban agriculture in future suburban developments; • Identity food production opportunities in existing urban areas.

Table 4: Barriers and actions

Opponents	Potential actions
Major food retailers	• Engage with supermarkets to communicate commercial benefits from Protocol; • Build on existing supermarket initiatives (Woolworths, n.d.) (Coles, n.d.) • Build Business Case, based on consumption shift rather than loss of trade.
Industrial/non-sustainable food producers	• Encourage shift in practices; • Demonstrate Business Case for sustainable, organic, cooperative production, e.g. Yeo Valley Dairy (Moore, 2016).
Fast food retailers' interests/influence	• Advocate and engage towards healthier menus • Build on existing initiatives (McDonald's Australia)
Consumer expectations (availability, cost)	• Promote seasonal eating; • Implement awareness campaign about local produce, seasonal food and reducing impacts; • Monitor and manage food costs.
Local resistance	• Ongoing community engagement; • Establish range of local initiatives to choose from.

Table 5: Opponents and actions

Figure 4: Food waste collection truck, Camden, London (author's photograph).

Figure 5: LEON restaurant, Richmond, London. Wall signage: 'Why can't fast food be good food?' signifying an emerging shift in approach (author's photograph).

Risks / Trade-offs	**Potential actions**
Increased food prices, reduced choices	• Monitor and manage pricing through local production and interim grants; • Promote seasonal eating for health.
Perception of reduced food quality/presentation	• Education campaigns, cooking classes, school-based courses.
Constrained urban fringe housing supply, affordability impacts, pressure on established areas (political sensitivity).	• Promote/demonstrate liveable, higher density housing in suburbs; • Leverage increasing interest in community, accessibility, liveability.
Reduced food logistics and transportation (economic/employment impacts)	• Monitor impacts; • Encourage job-shift to advanced urban agriculture, local distribution.
Reduced food production through less intensive farming, against increasing demand/population growth	• Develop innovative production techniques/technologies; • Support R&D towards increased production, reduced water use; • Encourage networked, cooperative production for efficiency, productivity.

Table 6: Risks/trade-offs and actions

4.4 Co-benefits

4.4.1 Health

Improved access to higher quality, fresh and whole foods will support enhanced community health and improved eating habits across lifetimes, leading to reduced public health costs.

4.4.2 Community cohesion

Community gardens, local markets, school-based food growing, local training and food sharing support social connections and interaction within neighbourhoods, reducing social isolation.

4.4.3 Local economies and employment

Increased local food production will build the local economy and employment base, however some employment may be redistributed or reduced, such as remote production, food transportation or non-sustainable farming/production.

4.4.4 Community capacity

The proposed initiatives provide opportunities for educating the community in food selection, production and preparation.

4.4.5 Land use efficiency

Utilising garden/backyard space and surplus public land for food production makes more efficient use of land resources within the city.

Figure 6: Melbourne's dispersed development patterns present opportunities for networked, coordinated urban agriculture (Wheelers Hill, approx. 27km from city centre) (Image source: Google Maps).

4.4.6 Reduced landfill and methane gas emissions

Food waste reduction, collection and composting reduces the landfill burden, and associated GHG emissions, while also providing a resource to local food producers.

4.4.7 Broader sustainability

Focussing on seasonal food may reduce the size, refrigeration and air conditioning demands of retail stores, and the logistics/deliveries burden. Local produce would reduce amount of packaging required. Accessing food locally may reduce private car use.

Part 5: Continuing and expanding implementation

Opportunities exist to refine and expand responsible food purchasing, production and distribution in Melbourne:

- Town planning:
    - Embed urban agriculture in development plans;
    - Contain growth/sprawl, protect farmland;
    - Increase density.
- Infrastructure/urban agriculture:
    - Connect Water Treatment Plant with regional agriculture for recycled water access;
    - Invest in innovative forms of urban agriculture, such as vertical planting and indoor, multi-level farming (Growing Underground, 2017);
    - Networked urban agriculture ('city as farm'), for greater scale, efficiency and production yields.

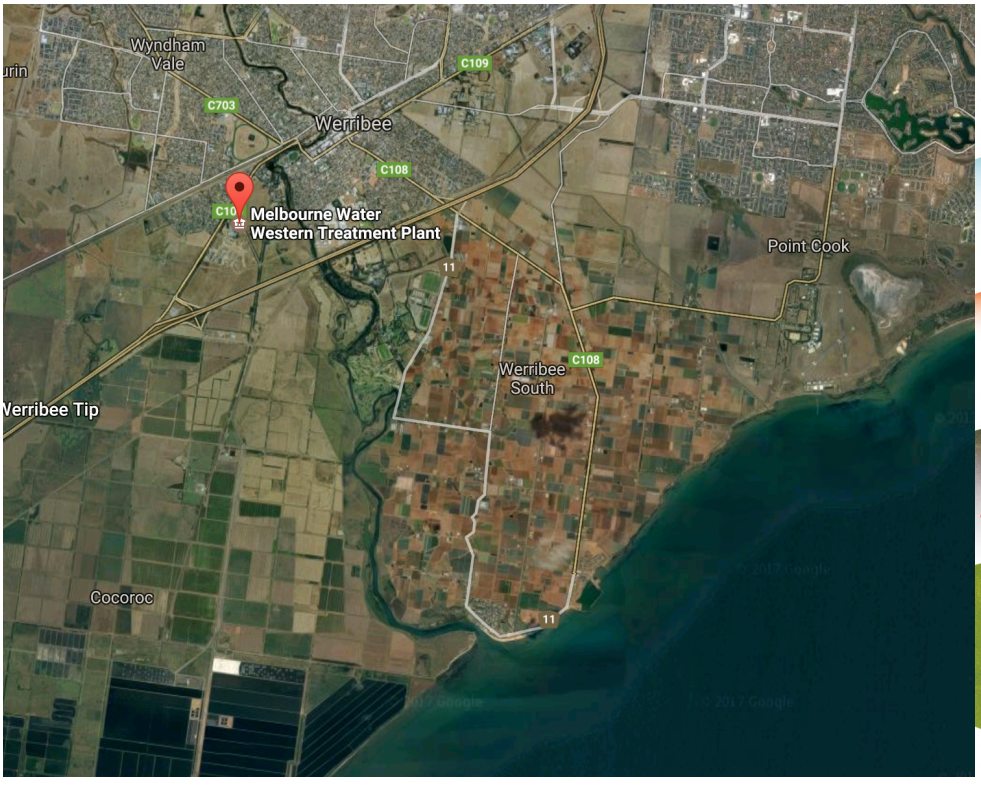

Figure 7 (left): Melbourne's south-western edge, showing the proximity and interaction of the Water Treatment Plant (including dark area, bottom left), 'food bowl' agricultural land (Werribee South) and encroaching suburban development. Werribee is approx. 30km fro mthe city centre (Image source: Google Maps).

Figure 8 (right): Articulating the case for recycled water for food irrigation (Victorian Eco-Innovation Lab, n.d.).

- Packaging and recycling:
    - Reduce and refine practices to minimise waste and resource use.
- Distribution:
    - Facilitate community access to local markets;
    - Local food distribution (free/low cost), in disadvantaged areas.
- Retail:
    - Food labelling;
    - Demarcated 'local/sustainable' sections in stores;
    - Promotional/rewards program for consumers and retailers.
- Households:
    - Protocol as 'app' to guide purchasing and collect/monitor consumption data;
    - Consumer/purchasing rewards program;
    - Health-based promotions/incentives;
    - Ongoing food price monitoring/action to protect consumers and maintain commitment;
    - Supporting home-based growing;
    - Investigate consumption behaviour change, for potential significant impact in Melbourne (Foodprint Melbourne, 2016, p. 4), but limited global benefit (Garnett, 2011, p. S30).
- Private sector:
    - Embed Protocol in 'green' buildings/precincts;
    - Integrate food purchasing/production on green building rating systems;
    - Progress from voluntary to mandatory standards.

Part 6: Conclusion

Melbourne's food system presents substantial opportunity for intervention to reduce environmental impacts and protect supply, in the context of a growing population and increasing vulnerability to climate change and other risks.

Los Angeles' Good Food Purchasing Program provides a suitable template and foundation for implementing a city-wide food policy framework in Melbourne, where distinct political circumstances present both implementation constraints and opportunities.

Achieving significant scale of change in the food system will depend on strong, ongoing and broad-based implementation actions, across public, non-profit and private sectors, filtering through to the household level. Careful monitoring, to ensure progress from the investment of time, effort and funds by many stakeholders and participants.

The power of a city food purchasing policy lies in the potential, when widely applied, to achieve change in the way food is grown, produced and distributed, within and beyond the city, while maintaining commercial viability and opportunities for existing and new players.

The transfer of policies between cities delivers great value in ubiquitous areas such as food supply, and is essential to achieving fundamental change in the global food system. Success in Melbourne can inform implementation in other Australian and international cities.

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