Lessons from Across the Atlantic : Policy Faultlines and Policy Possibilities on Sustainable Diets

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Introduction & overview

- The food system is in trouble – in DCs and LDCs
- C20th brought advances with costs but where to now?
- 'Sustainable diets' is not a new idea; a modern version of an old debate about environmental limits and what is a good food system
- This paper summarises thinking & actors in Europe
- It shows <u>a process building up but no 'lift off' yet</u>
- Jostling different foci: sustainable diets, food, security, systems.

Who is engaging in Europe?

Civil society
Professions
Government
Commerce

Civil society
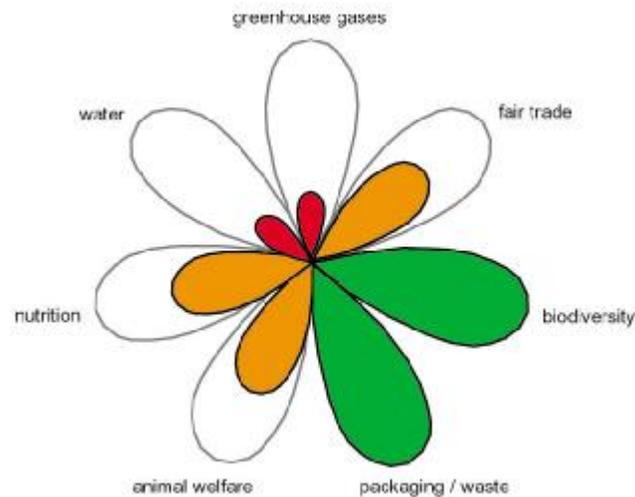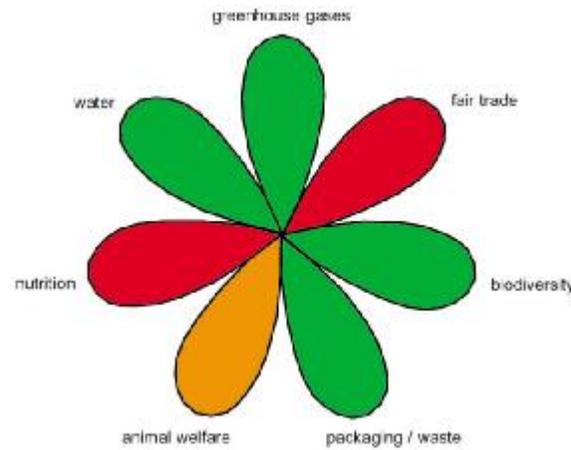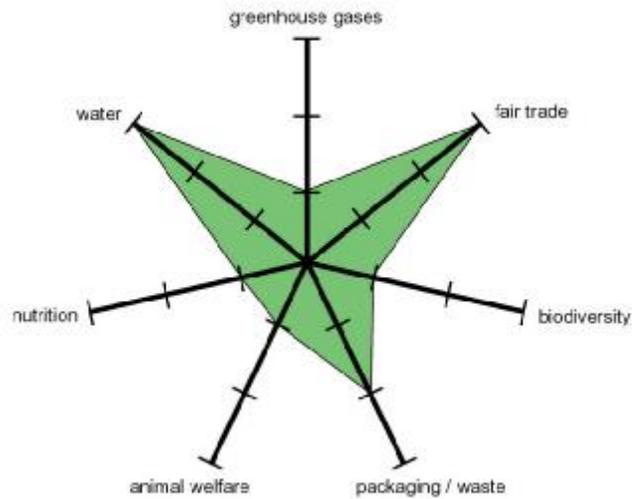
Pan EU NGOs

UK NGOs

Professions

Engagement by civil society / NGOs: enviro, health, consumers, animals

- EU level:
  - Consumers International /BEUC argue for (health focus)
  - labelling as policy instrument for behaviour change
  - Greenpeace: Amazon-soya-pigs-diet connection
    http://www.greenpeace.org.uk/MultimediaFiles/Live/FullReport/7556.pdf
  - WWF: *One Planet Diet* - UK, France, Spain, Sweden:
    http://livewellforlife.eu/
  - Strong animal welfare movement at MS and EU level (meat)

- UK
  - 'eat less meat' campaigns: CIWF, WWF, FoE
  - experiments eg Fife Diet (Vancouver 100 mile diet)
    http://www.fifediet.co.uk/
  - Zero Carbon Britain project: http://www.zerocarbonbritain.org/
  - Which?/CA: Future of Food process/report 2012:
    - the more consumers learned the more concerned they become
      http://www.which.co.uk/campaigns/food-and-health/future-of-food/

Complex labelling is possible:
OmniStandards in a label + traffic lights
source: Sustain ©

Consumer information sharing apps (not just EU!)

- A focus on transparency through social media networks / a food knowledge role / sharing inform'n

- They illustrate virtual-led culture change

- There are 3 broad modes:

  – Recipe change (changing diet without knowing it's low carbon): http://www.greenlicious.org/index.php/en/app

  – Food product choice eg MSC fish certification 'to eat / to avoid' list: http://www.msc.org/cook-eat-enjoy/fish-to-eat

  – helping Access to Shop / Where to Shop / 'Food Tripping' to find your nearest 'right on' shop eg Ford's app: http://corporate.ford.com/news-center/press-releases-detail/ford-and-shftcom-celebrate-earth-2013042206554

NGO overview

- A process of bubbling 'democratic experimentalism'
  - Sustain: www.sustainweb.org.uk
  - Sustainable Diet Coalition forming in UK (2012ff)

- Reaching limits of conventional information/ labels?
  - Full labelling being too complex; can lead to 'blame the consumer'? EU extension of EcoLabel dropped anyway
  - Massive consumer skilling required?
  - What cultural messages? More than 'greening' 5-a-day?

- Key tension between choice (consumers in control) and choice-editing (production frames choice)

The professions / sciences

What about the Professions? (1)

- Nutrition slow but accelerating engagement:
  - UK Nutrition Society 2012
  - BNS/NutSoc/FNS Lille May 28-29 2013:
    http://www.sfel.asso.fr/fichiers/pdf/annonces-ivers-congr-s/programsustainabledietlille.pdf
  - Barilla Center, Bocconi Univ, Italy (2009--)
  - Aberdeen University for Scottish Govt

- Agricultural Science:
  - SCAR 3rd Foresight rept
    http://ec.europa.eu/research/agriculture/scar/pdf/scar_feg_ultimate_version.pdf
  - Clash between 2 policy narratives: 'productivity' and 'sufficiency' (how much is enough?)
  - Rallying around 'sustainable intensification'?

Professions (2)

- Engineers:
  - Resource-focus
  - technological solutions eg waste à digesters on-farm
  - Inst Mechanical Engineers report 2012:
    http://www.imeche.org/knowledge/themes/environment/global-food
- Social Science:
  - Working in projects eg RESPONDER http://www.scp-responder.eu and FoodLinks www.foodlinks.eu/
  - Sustainable Consumption Institute (£25m Tesco funded at Manchester Univ) – warning consumers of change http://www.sci.manchester.ac.uk/
  - Behaviour change: 'nudge' individualism *vs* 'shove' control eg LSE http://www.cccep.ac.uk/Events/Past/2012/January/corporate-action-climate-change.aspx

Issues arising from Professions/sciences

- Some engagement
- Disciplinary fragmentation /nervousness interdisciplinarity
- Follow research funding
- Research agenda EU funding dominated? Some foundations engaging now
- Some focus on 'low carbon and healthy'
- Experience of long time to deliver frameworks outside project-based work
  - Eg Eurodiet (3 yrs process inside ONE profession!)

Commerce

Carbon focus

LCA Methodology

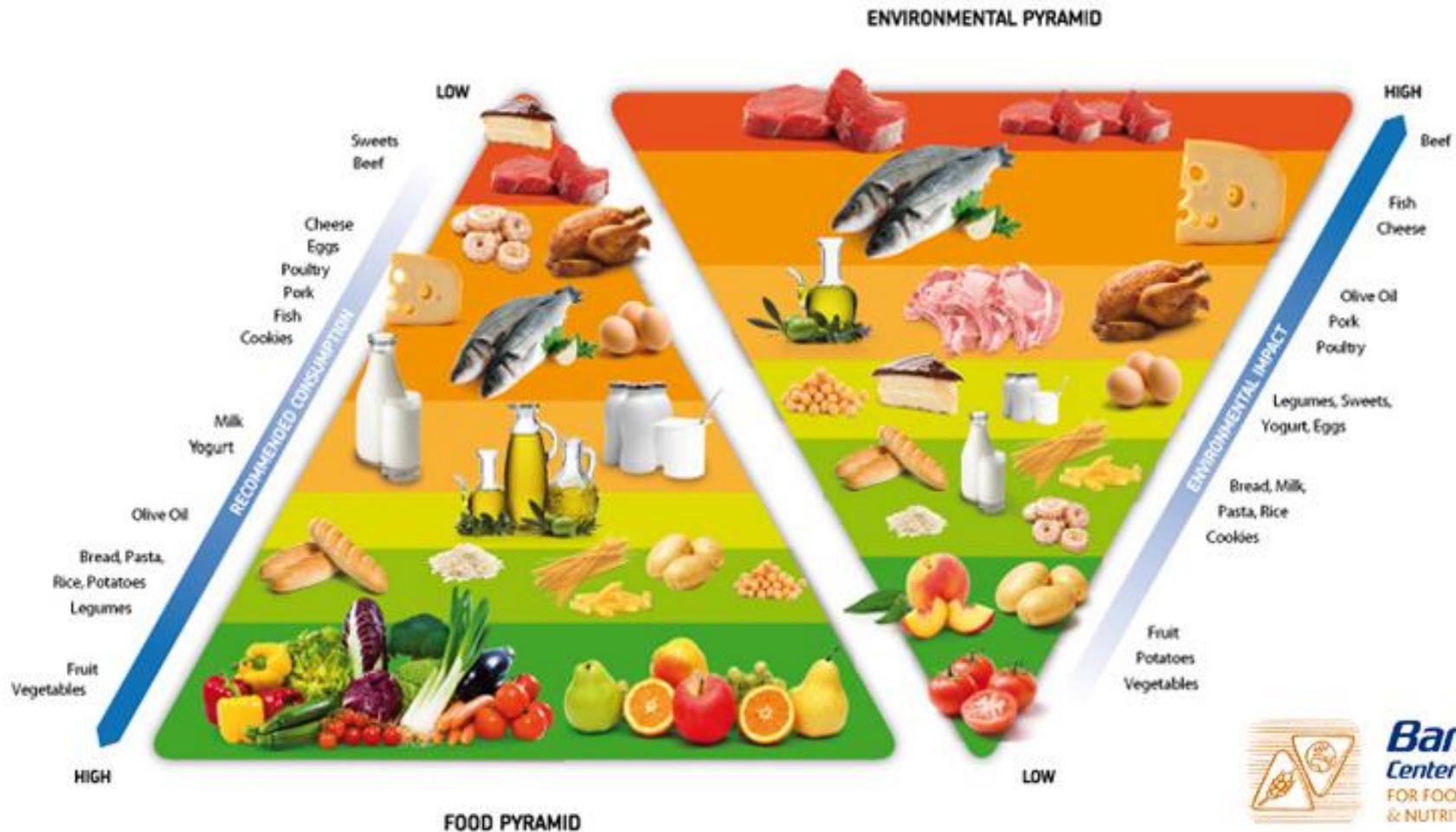Export-led growth (new paradigm?)

Some movement by companies

- International companies:
  - 2002: SAI launched Groupe Danone, Nestlé, Unilever
  - 2009: B30 top TNCs initiative Coca-Cola, Tesco, Unilever
  - 2010-11: World Economic Forum roadmap
- UK companies:
  - 2007: IGD Food Industry Sustainability Strategy Champions Group focus on low carbon + ethics
  - 2008: Tesco gives £25m à Manchester SCI
  - 3 retailers' choice-edit M&S *Plan A*, Co-operative Group, Waitrose
  - Unilever, PepsiCo brand sustainability strategies
- A product specific approach, not <u>overall diet</u>

Commercial sector / companies

- FoodDrinkEurope (2012): *Environmental Sustainability Vision Towards 2030*
  http://sustainability.fooddrinkeurope.eu/
  – Focus on waste, resources, efficiency
  – Solutions: product design, technology, consumer engagement, marketing for behaviour change, charity (food banks)
  – Tripartite stakeholder European Food Sustainable Consumption and Production Round Table: www.food-scp.eu
  – EU support for Knowledge-Based Bio-Economy (KBBE)

Barilla Centre: combining nutrition with environment gains

http://www.barillacfn.com/en/bcfn4you/la-doppia-piramide/

Issues arising

- No Sust Diet commercial framework yet
  - Individual company leadership held back by lack of framework?
  - some organising by big Fd Cos – IGD, FDE, B20, SAI
- Emerging themes around redefining efficiency
- Uncertainty about Business Model:
  - Cost cutting or Circular economy + waste reduction?
- Complexity of 27 MS market (450 m people)
- Political domination of eurozone crisis

Government (EU / 27 MSs)

European Union

Sustainable Consumption & Production (old thinking?)

Resource efficiency (new thinking?)

EU general approach relevant to SustDiet

1. UN Sustainable Consumption and Production
   - Marrakech process (post Rio 1992 à Johannesburg 2002 CSD)
     http://esa.un.org/marrakechprocess/index.shtml
   - Focus on products / LifeCycleAnalysis (LCA) / Sustainable lifestyles
2. CAP slowly changing (situation normal)
   - Shift from paying for production to environmental goods
   - Climate change adaptation SEC(2009) 417: http://ec.europa.eu/agriculture/sfs/index_en.htm
3. EU Platform for Action on Diet, PA and Health (parallel to SCP)
   - focus on NCDs / Consumer information/ But weak so far on Sust'l Consumption in food; Food Information regulation (2011) / focus on ingredients not impact / years arguing Nutrition labels
4. Commercial focus on products not health:
   - Integrated Product Policy (IPP) focus on enviro't eg waste
     - http://ec.europa.eu/environment/ipp/integratedpp.htm
5. Focus on Carbon and Waste reduction as efficiency

Sustainable Food: General EU developments 2008-13 – phase 1

- *Sustainable Consumption-Production & Sustainable Industrial Policy Action Plan* (2008)
  - Framework inherited from Rio 92, Jo'burg 2002
  - Set up framework but nothing specific on food except obesity
- Oakdene Hollins (2011) *Ecolabel* rept to EC
  - Explored feasibility of extending (organic oriented) Ecolabel to wider carbon issues etc
    http://ec.europa.eu/environment/ecolabel/documents/Ecolabel_for_food_final_report.pdf
- European Food Sustainable Consumption Production (SCP) Roundtable (2009ff)
  - co-chairs DG Environment & European Food & Feed Trade Associations. Based in FoodDrinkEurope & supported by EU's JRC

Sustainable Food phase 2 (2011ff)

- *Roadmap to a Resource Efficient Europe* (2011)
  - Signals shift of thinking from SCP to resources
- *Building Single Market for Green Products* (2013)
  - EC Communiqué establishes two methods to measure environmental performance throughout the lifecycle, the Product Environmental Footprint (PEF) and the Organisation Environmental Footprint (OEF)
    http://ec.europa.eu/environment/eussd/smgp/index.htm
- DG Environment & JRC (2011 -2012): *Harmonised framework methodology for the calculation of the environmental footprint of products.*
- Consultation / stocktaking November 2012:
  http://ec.europa.eu/agriculture/events/sustainable-food_en.htm

EU policy development for consumer/citizens

- Rio 1992: EU offers to lead on SCP
  - Sweden takes the lead
- *Roadmap for resource-efficient Europe* (2011) – set ambitious milestone for 2020: *providing the right incentives for citizens and public authorities to choose the most resource efficient products through appropriate price signals and clear environmental information.*
- SCAR 3rd report (2011): http://ec.europa.eu/research/agriculture/scar/pdf/scar_feg_ultimate_version.pdf
- Waste reduction as resource efficiency eg EP resolution (Jan 2012): http://www.europarl.europa.eu/sides/getDoc.do?type=TA&reference=P7-TA-2012-0014&language=EN&ring=A7-2011-0430
- EC *Communication on Sustainable Food*, autumn 2013?
- No Eurobarometer on sustainability & food yet

Issues arising

- EU health role limited to information & education
  - Sust Diet label not pursued - due to inappropriate link to organic?
  - This has driven EU into arms of weak policy: PPPs
- Simultaneously, EC has shifted from SCP to LCA
  - ie from broad to specific
  - Focus on carbon and waste
- Current search for measurement (LCA widened?)
- This is a drift towards accepting choice-editing
  - Is the Roundtable approach gradually becoming irrelevant?
  - Policy reflex 'Leave it to Carrefour, Tesco et al?'
- Policy is being shaped by production (DG Agri) more than consumption or health (DG Sanco)

Governments
(Member States)

Northern Europe

F, D, NL, S, UK

Sweden takes the lead

- Offers evidence-based eco-nutrition guidelines (May 2009)
- Now submitted to the European Commission
- Joint work by National Food Administration & Swedish Environmental Protection Agency
- Other input (e.g. Swedish Board of Fisheries)
- Framed around eco-conscious consumers, rather than population
- Focus on key food groups

LIVSMEDELS VERKET
NATIONAL FOOD ADMINISTRATION

Environmentally effective food choices
Proposal notified to the EU [1] 15.05.09

1. ------IND- 2009 0292 S-- EN- ------ 20090608 --- --- PROJET

LIVSMEDELS VERKET
NATIONAL FOOD ADMINISTRATION

The National Food Administration's environmentally effective food choices

Proposal notified to the EU[1]

Concerns the food groups:

Meat – beef, lamb, pork and chicken

Fish and shellfish

Fruits and berries, vegetables and leguminous plants

Potatoes, cereals and rice

Cooking fat

Water

1. The notification has been done in accordance with Directive 98/34/EC of the European Parliament and of the Council of 22 June 1998 laying down a procedure for the provision of information in the field of technical standards and regulations and of rules on information society services (OJ L. 204, 21.7.1998, p. 37, Celex 31998L0034, as amended by European Parliament and Council Directive 98/48/EC (OJ L. 217, 5.8.1998, p. 18 Celex 31998L0048.

Northern Europe emerging Govt policy advice

UK 2006	Sustainable Development Commission (SDC) & National Consumer Council	Sustainable Consumption "*I will if you will*" – generic
Germany 2008 -	German Council for Sustainable Development	Sustainable Shopping Basket : includes food – lists labels and schemes (3rd ed)
EU 2008	Sustainable Consumption-Production & Sustainable Industrial Policy Action Plan	Voluntary initiatives – but little food focus
Netherlands 2009	LNV Ministry – Policy outline for achieving Sustainable Food	Sustainable food production & consumer educ. campaigns
Sweden 2009	National Food Administration (& Swedish EPA) – notification to EU (withdrawn 2011)	Environmentally friendly food choices
UK 2009	SDC, Council of Food Policy Advisors à Dept Environment Food Rural Affairs (Defra)	Recommend defining low impact (sustainable) healthy diet
Netherlands 2011	Health Council for Ministry Economic Affairs, Agriculture & Innovation	Guidelines Healthy Diet: Ecological Perspective
France 2011	Agrimonde study	Security focus but flags consumer change

UK

Rapid engagement post 2007-08 commodity price spike

Narrowing since 2010

Devolved Gov't: Scotland, Wales, N Ireland

Cabinet Office 2008 report:
first major review since post WW2?

UK policy development: background

- 1970s – joining Europe: CAP
- 1980s – food safety and NCDs
- 2000s – environmental efficiency
  - Curry Commission
- 2007-08 – commodity & food price
  - *Food Matters*
- 2008-10 – policy acceleration: systems shift
- 2010: restriction driven by fiscal tightening

Specific UK policy development (2007 ff)

- Labour (2007-10)
  - Cabinet Office (2008): *Food Analysis* (Jan); *Food Matters* (July)
    http://webarchive.nationalarchives.gov.uk/+/http:/www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/food/food_matters1.pdf
  - Climate Change Act (2008): set 80% reduction in GHGs by 2050: https://www.gov.uk/government/policies/reducing-the-uk-s-greenhouse-gas-emissions-by-80-by-2050
  - Council of Food Policy Advisors 2009: 1st report <u>calls for sustainable dietary advice</u> http://archive.defra.gov.uk/foodfarm/food/policy/council/pdf/cfpa-rpt-090914.pdf
  - Food Standards Agency *Integrated Advice to Consumers* project (Jan 2010): http://www.food.gov.uk/multimedia/pdfs/iacreport.pdf
  - SDC (2009): *Setting the Table* – Enviro + Health are congruent
    - http://www.sd-commission.org.uk/publications.php?id=1033
  - Defra *Food 2030* (Jan 2010):
    http://webarchive.nationalarchives.gov.uk/+/http:/www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/food/food_matters1.pdf

UK Government policy, 2008-10

HM Government

Sustainable Development Commission

Food 2030

HM Government

Setting the table

Advice to Government on priority elements of sustainable diets

FOOD 2030:
How we get there

Food 2030

UK policy 2010-15: narrower?

- *Food 2030* / IAC / CFPA / all closed down
- Climate Change Act (2008) continues (binding law)
- Responsibility Deals take over (2010ff):
  - 4 'Deals': Food (Obesity), Physical Activity, Alcohol, Work
  - Onus on CSR / CR; self-policing
  - https://responsibilitydeal.dh.gov.uk/
- Green Food Project 2011-12
  - Focus on increasing competitiveness while protecting the environment https://www.gov.uk/government/publications/green-food-project-conclusions
  - Focus on few key production sectors
  - Environment is driver rather than health

Devolved administrations in Scotland, Wales, N Ireland

- Scotland (2008ff)
  - Food & Drink strategy 2009 (SNP Govt): 'Sustainable economic growth' fudges health (whisky + colas industry)?
    - http://www.scotland.gov.uk/Resource/Doc/277346/0083283.pdf
  - *Towards Healthier and More Environmentally Sustainable Food and Drink in Scotland* (2012)
    - Draft Framework for Joining Up Decision Making
    - Working within UK CO_2 reduction targets
    - Soft levers: 4 E's- Enable, Encourage, Engage, Exemplify
    - http://www.scotland.gov.uk/Resource/0039/00392082.pdf
- Wales – *Food for Wales, Food from Wales*
  http://wales.gov.uk/topics/environmentcountryside/foodandfisheries/foodpolicyandstrategy/foodstrategyforwales/?lang=en
- N Ireland – on/off process – food in schools etc; no big picture
- Common themes:
  - industry (farming, industry, public catering)
  - Working within wider parameters (UK / EU eg climate change)
  - Soft on consumption issues
  - Soft on health

Issues arising (UK & Northern MSs)

- Choice/choice-editing is key faultline
- No overall food system perspective
- Key driver is climate change (EU lead; hard targets)
- Fear of tackling the consumer
  - "we can choice-edit for 10 yrs, then it needs consumers to change"
- Rising concern about skills
  - Cooking, storing, shopping
- National political differences of emphasis
- EU tortoise / UK hare?

Where next - Towards Sustainable Diet Guidelines (SDGs)?

Possible processes

Defining and delivering

Rethinking Brundtland's triple focus

Arguments <u>against</u> SDGs

- Environment (CO2e) is not nutrition's problem
- SDs are trojan horse for anti-meat & dairy lobby (veggies)
- Too complicated (let markets/prices sort this)
- Food-Based Dietary Guidelines (FBDGs) are OK
  - hard fought for and recognised tool in policy-making
  - backed by WHO and FAO (bridge between them)
  - symbolise scientific knowledge's triumph over 'unscientific' cultural knowledge
- Human physiology and nutrition needs are the same everywhere. SD thinking muddles this.
- But these are not reasons to shift to Sust Diets
  - Evidence build-up is too strong
  - Industry is moving this way and many want new frameworks
  - Consumer pressure for guidance

The case for SDGs is that they….

- Provide a rational basis to the general food policy framework which is good for public and supply
- Reconnect nutrition with agri-food
- Bridge the gap between NCD and CO_2e discourses
- Re-set moral/political drivers for interdisciplinary research
- Recalibrate institutions around consumer needs
- Provide new basis for public advice and supply chain goals: what to eat + how to consume + how produced

What process options for SDGs?

- <u>Public policy (government-led)</u>
  - WHO, FAO, UNEP do a joint high level report – ICN 2013?
  - Intergovernmental Panel on Sustainable Diets - like IPCC?
  - A consortium of governments – a N EU consortium?
  - EU itself – EC create a process from Eurodiet to SustEuroDiet?
  - A consortium of agencies
- <u>Professions-led</u>:
  - Interdisciplinary Working Grp: Science & Social Science – FCRN?
  - Foundations-led: eg Wellcome+Gates à ATNI?
- <u>Commerce /corporations-led</u>:
  - Corporate Responsibility (eg Barilla Centre)
  - Sust Diet Labelling - carbon labels
- <u>Civil Society</u>:
  - Consumer culture campaigns (eg WWF One Planet Diet)
  - UK Sustainable Diet Coalition

If not now, perhaps in coming crises?

- World Food (In)Security pressures
  - Commodity trade; speculation (see: UNCTAD 2012);
- Internal systems 'boiling-over': (Tipping Points bk, OUP 2013)
  - price volatility already difficult (post 2008)
  - Climate change kicks in faster than politicians expect
  - Oil prices (à biofuel commitments)
  - Land grabs (à UN Special Rapporteur report)
  - Global Obesity rates (à WHA 2003 + CSR ie not much)
- Potential 'boil-dry' moments – social instability:
  - Prices? à social unrest
  - Water? à crop shortage
  - Migration? à labour
  - Geo-political turmoil? à wars

The case for government leadership on sustainable diets (5 mins with the President)

- There is no need to be frightened; evidence-led
- Government as facilitator
- Organised change is better than enforced change
- Self-interest coincides with eco-systems health
- Embryonic shifts are underway by companies
- Sustainable diets warrant exploration even if you don't deliver them now (garbage can theory)
- Talk children and parental interests in the future

The scientific task itself

- Build the evidence base for policy
- Create better integrated food systems analyses
- Model total food systems scenarii and options
- Include social sciences (to temper some natural science tendencies to neo-Malthusianism!)
- Do better data summaries for policy-makers
- More focus on rich societies – we are the problem

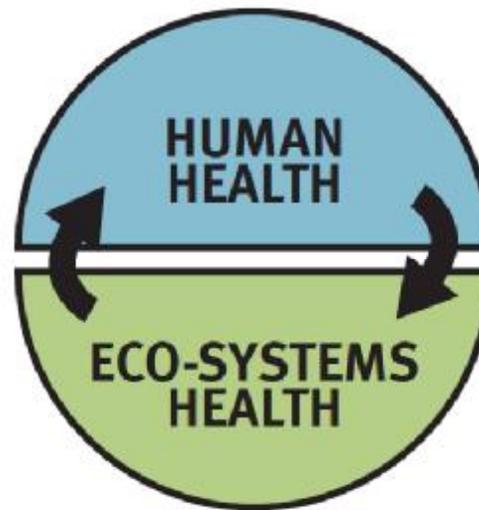# Refining what we mean by sustainability: move on from Malthus

- Malthus: environment determines capacity
- Food revolution expanded production by mining eco-systems and resources
- Hot Springs 1943 set the policy framework
- Brundtland 1987 tried to recalibrate
  - Sustainable Devt: environment + economy + society
- We now need something more precise (SDC 2011)
- Something to redefine food progress

UK Sustainable Development Commission 2011 report proposed sustainability as a complex set of 'poly-values'

Quality	Social values
• Taste • Seasonality • Cosmetic • Fresh (where appropriate) • Authenticity	• Pleasure • Identity • Animal welfare • Equality & justice • Trust • Choice • Skills (citizenship)
Environment	**Health**
• Climate change • Energy use • Water • Land use • Soil • Biodiversity • Waste reduction	• Safety • Nutrition • Equal access • Availability • Social status/ affordability • Information & education
Economy	**Governance**
• Food security & resilience • Affordability (price) • Efficiency • True competition & fair returns • Jobs & decent working conditions • Fully internalised costs	• Science & technology evidence base • Transparency • Democratic accountability • Ethical values (fairness) • International aid & development

1. The Dynamics of Ecological Public Health: A simple model

Source: Lang & Rayner (2012) Ecological Public Health: the 21st century big idea?, *British Medical Journal*, 2012;345:e546 http://www.bmj.com/content/345/bmj.e5466

We have much to do!

Thank you!

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