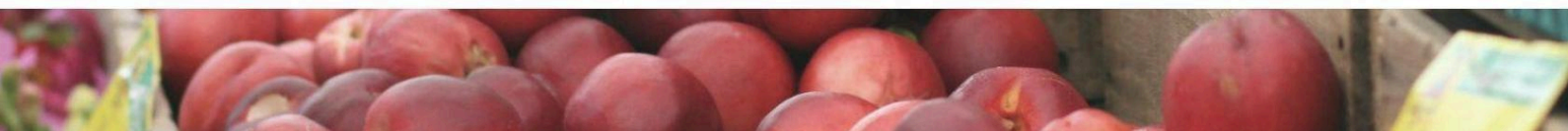




# FOOD POLICY GUIDELINES OF THE CITY OF TORINO



**Text drawn up by** ESTà with the support of the Interdepartmental Group of Food Policies (GIPA), as part of the EU - H2020 FUSILLI project (grant agreement: 101000717)

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# Food Policy Guidelines of the City of Torino

## Considering that:

- In the DUP (Single Programming Document), Mission 9, Program 2, the Municipality of Torino has included two objectives: “Establish a Food Council to support the definition of sustainable urban food policies” and “Define a Food Policy Plan for 2030 that takes into account the different sectoral policies”.
- The City of Torino is already acting, directly and indirectly, upon various components of the food system through **the work of the Municipal Departments** (e.g. Strategic Plan of the Torino Green Infrastructure; General Regulatory Plan, educational initiatives to combat food waste; recovery and redistribution of food surpluses; support for the creation of new innovative businesses; development and integration of foreign and migrant communities’ cultures and economies; public canteens and procurement criteria; certifications and related criteria for food sustainability in public events.
- A significant part of these policies has been intertwined in different ways in numerous **international cooperation** projects which, for many years, have constituted a peculiarity, being Torino one of the few Italian Local Authorities that steadily implements territorial actions with the participation of a wide variety of NGOs, associations, institutions, universities and private actors.
- There is significant municipal experience and expertise in terms of **European projects**, which finance both operational activities and infrastructures, as well as provide funds for training, communication and awareness-raising activities. Moreover, EU-funded projects contribute to the City's active involvement in research and innovation projects and support the development of innovative businesses.
- The City of Torino operates on the food system also through its **participation in various companies, consortia and contexts** which constitute a fundamental public **asset** for the creation and promotion of policies for the sustainability of the urban food system (e.g. CAAT, AMIAT, Torino City Lab, Environment Park, Torino Urban Lab, etc.). Such stakeholders are already active contributors, and/or might become so, as food policy is defined.
- The City participates in and organises **fairs and events** of national and international relevance. Such recurrent local food events touch upon many topics related to food and they are an integral part of the economic and attractive **assets** of the City (Terra Madre/Salone del Gusto, Festival of Food Journalism; Chocolatò Fair; etc.).
- The City is part of the Coordination Committee **of the Food Atlas of Torino** which, since 2017, has periodically collected, processed and published data and information relating to the City's food system. The Committee is also composed of members of the Metropolitan City of Torino, the University of Torino, the Politecnico of Torino, the University of Gastronomic Sciences of Pollenzo, the Chamber of Commerce of Torino, Ires Piemonte and Urban Lab. The activities of the Food Atlas have fed the two editions of the **Food Metrics Report** published by the City of Torino (the second of which was published in December 2022, in the context of the EU-funded project H2020 FUSILLI) .
- In addition to the consolidated economic representatives (e.g. traders, restaurateurs/caterers, etc.) with which the Administration cooperates within the scope of its institutional prerogatives, various **thematic social networks** are active in the city and at metropolitan level. The aim of such cross-actions is to have a significant impact on the public level and to favour dialogue at different levels, within the municipality and with other city institutions (e.g. networks of urban gardeners, coordination with entities involved in food waste prevention, recovery and redistribution of food; etc. ).

- **Banking foundations and the world of philanthropy** play a significant role, in particular in directing and supporting initiatives relating to the social dimensions of sustainability that intertwine with different components of the food system (e.g. education, welfare, food poverty, fight against food waste, etc.).
- The City of Torino signed the **Milan Urban Food Policy Pact (MUFPP)** in 2015, which offers an internationally shared reference framework for the development of local food policies specific to the City of Torino, but with a vision and areas of institutional **advocacy** on an international scale.
- Thanks to the support given in the last few years by the FUSILLI EU-funded project, together with the work conducted over the years through the Food Atlas, PunTO al Cibo was launched in 2022. The initiative aims to facilitate **connections between and across local food networks** as well as to favour **more structured cooperation with the city's institutions** that are committed to building a comprehensive food policy for the City.

### ***The City of Torino aims to:***

- Define a Food Policy Plan for Torino, following the approaches and objectives pursued by the Milan Urban Food Policy Pact (MUFPP), signed by the City of Torino.
- Ensure adequate internal structure and technical-administrative support, within the Administration but also through synergies with local actors, in order to support and concretely implement this present policy document, as detailed below in the "Governance" section.
- formalise and implement the Food Policy Plan on the basis of the following thematic structuring, which is the result of the analysis, and shared work, carried out within the Interdepartmental Group of Food Policies (GIPA) as part of the EU - H2020 FUSILLI project and through a constant dialogue with the Torino Food Atlas working group, which produced data and information through annual reports and in the Food Metrics Report, produced in collaboration with the City.

## **Food production, supply and distribution**

### **As**

- The City of Torino is redefining its identity and urban setting, as these have long been determined by the presence of large-scale industry, now greatly reduced. Nowadays, large portions of public space and buildings that must be repurposed are left in heritage to the post-industrial Torino, offering opportunities to support economies and processes relating to food (e.g. agriculture but also new indoor techniques such as hydroponics and aquaponics; spaces for the recovery and redistribution of food surpluses; startups and innovation for food transformation and logistics, among others).
- Food transformation economy is historically rooted in Torino and its metropolitan area: from large agri-food brands of international importance to a large presence of artisanal businesses, including micro-activities at neighbourhood scale, and excellence entrepreneurships.
- There are 22 active community vegetable gardens and 7 public areas dedicated to gardening that are managed by the City's Districts. The overall surface area of the urban gardens in Torino is 61,049 sqm, while district gardens cover 77,545 sqm. In total, non-professional agriculture in Torino covers a surface of 138,594 sqm, divided into 1033 individual lots and 77 collectively-managed vegetable gardens. To the above count, 31 schools with educational gardens and 27 public institutes with garden-in-a-box areas are to be added.
- The City is facing some challenges in managing district gardens compared to other forms of urban horticulture present in the Torino area.

- Urban beekeeping is also growing in the city: in 2021 there were 801 apiaries while, in 2022, 307 agricultural companies in the Municipality of Torino were registered. Of these, 100 are companies owning land. There are also 36 organic and 36 livestock farms.
- Arable land occupies approximately 380 hectares that are mainly cultivated with grain cereals. Particularly relevant is the arable meadow and pasture territory, which in total amounts to approximately 110 hectares.
- Torino is characterised by its unique territorial layout compared to the rest of Italy: in its metropolitan dimension, it includes plain, hill and mountain territories which also find institutional recognition in the Metromontagna Delegation and in the CollinaPo Biosphere Reserve (MAB Unesco).
- The forest area, mainly present on the hilly side of the city, is equal to 77,50 hectares, to which are to be added those related to the mountain part of the metropolitan area. Part of such territory is devoted and certified for the wood supply chain. The cultivated areas owned by the City in this part amount to approximately 1.893,776 sqm, while the areas for agricultural use owned by third parties are equal to 3.977,361 sqm.

## As

- Despite the massive diffusion of large market stores in Torino, the small-scale retail panorama is still sufficiently active and widespread. The capillarity of access to food is also favoured by the large presence of neighbourhood open-air markets, some of which are undergoing redevelopment. A large number of such markets are open daily - 32 markets on average - and they offer large space for direct sales. Open-air markets are evenly spread across the city. In addition to small retails and other private businesses, they offer easy access to fresh food to the entire territory.
- Given the large presence of different forms of food retail, there are just a few residential blocks where the nearest food access point is more than 250 metres away.
- However, in recent years, there has been a decrease of open-air markets and also a decrease in the use of these for food provision by residents. Although we cannot speak of "food desert" in any part of the city, it is recognised that some areas are having difficulty in accessing "quality" food and/or experience forms of service discontinuity.
- There are 8.599 establishments serving food and drinks on site in Torino, with a maximum concentration in the central area and in the neighbourhood of San Salvario.
- There is a good presence of self-organised networks that unite food producers and food consumers. The most relevant initiative is the Solidarity Purchasing Groups (GAS). In the territory of the Metropolitan City of Torino, there are 42 GAS registered, 26 of which are located in the municipality of Torino.

## ***Considering the above and in reference to the MUFPP framework, the City of Torino proposes to:***

1. Adopt an integrated approach based on sustainability criteria across the entire urban food system, starting from: supporting food production in the metropolitan area, increasing opportunities for agro-ecological production, protecting biodiversity and agricultural soil, adapting to climate change, enhancing tourism, leisure and ecosystem services.
2. Protect and enable safe access to, and ownership of, land for sustainable food production in urban and peri-urban areas, including land for local horticulturists and small-scale producers; guarantee access to the municipal territory for local agricultural production and ensure consistency between land use and urban development plans and programmes.

3. Develop policies and programmes to support public municipal open-air markets, including farmers' markets, informal markets, wholesale and retail markets, restaurants and other entities operating in the food distribution sector, acknowledging differences in terms of approaches by different cities towards public and private food operators within the market system.
4. Improve and extend connections between markets and urban purchasers to urban, peri-urban and rural retailers, while fostering social cohesion and trust, supporting cultural exchange and ensuring sustainable livelihoods, especially for women and young entrepreneurs.

***In order to achieve these objectives, GIPA proposes to:***

- Analyse the direct and indirect implications between the different components of the food system and those of the general master plan (PRG).
- Enhance the Commercial District as a distinctive context to offer quality food in commercial establishments, also with an urban marketing function.
- Include food themes in various activities and locations dedicated to social support and job placement services already active in the City (e.g. Piazza dei Mestieri near Porta Susa, social housing initiatives; The Gate; etc.).
- Improve the conditions of the City's open-air markets to affirm them as primary places for food supply and cultural heritage of Torino.
- Start a structured analysis and discussion with the department of public-owned property for the identification of spaces suitable for new forms of agriculture and economies connected to the different components of the city's food system.
- Start a dialogue with district institutions in order to learn more about neighbourhood-level projects and support them through sound policies.
- Promote targeted communication for different population segments, with particular attention to children and families (see for example the recent exhibition "Nel nostro piatto" developed by the Piedmont Region, the Museum of Natural Sciences and the Vera Nocentini Foundation).

## **Food, sustainable diets, social and economic justice**

**As**

- Torino is one of the few Italian cities to include the Right to Food within the City Statute but currently greater attention is given by the municipality to environmental issues compared to those related to the right to food.
- The number of people assisted by the food bank network in Torino has increased by around 1,500 units (compared to 2020). Such an increase is not distributed evenly throughout the city: in particular, Districts 1-2- 3-6-7-8 a growing need was registered, especially in the San Paolo - Cenisia - Pozzo Strada - Cit Turin areas, where the number of assisted men and women has increased by 15%. As a direct consequence, the quantity of food distributed increases, both in total and per capita, while the food donated to the food bank network, mainly fruits and vegetables, has decreased by half.
- The City of Torino has activated the Torino Solidale network, divided into 17 territorial hubs that provide local welfare services and distribute food. The network supports, also through the so-called sub-hubs, approximately 11.000 beneficiaries. This count does not include homeless people, a few hundreds in Torino.

- A large number of food-redistribution entities are present but services are fragmented, sometimes competitive and part of a complex process that requires coordination to build a citywide network.
- In 2021, the City of Torino provided approximately 321.000 meals for a total expenditure of over 1.000,000 Euros in socio-therapeutic, residential and daycare centres in the city. Moreover, meals were distributed to users assisted by the City's Social Services as well as charity canteens affiliated with the City. For these meals, C.A.M. (minimum environmental criteria) are respected. Further sustainable criteria are also required such as a large amount of products from organic production (fruit, greens, dairy products, oil, etc.), food provision from integrated production systems, particularly from the Italian supply chain. In other cases, it is requested to choose organic crops coming from the fair trade circuit.
- In 2021, 5.936,210 meals were distributed for a total expense of 33.169,032 Euros. There are various sustainability criteria adopted by the local system, for example: 100% of reusable tableware; use of organic products and short supply chain; adoption of quality certificates (D.O.P. etc) and fair trade principles. To complete the picture, the users of the school catering service in the City of Torino are, for the year 2022/23, approximately 43.000. Around 3.900 of these requested one of the so-called alternative menus (e.g. vegetarian, religious-based, etc.).
- The local school catering system, which has been awarded several times, is internationally recognised as an example of a good practice. Yet, it does not receive the same acknowledgement locally.

***Considering the above, in reference to the MUFPP framework, the City of Torino proposes to:***

1. Promote sustainable diets (healthy, safe, culturally appropriate, environmentally sustainable and rights-based) through relevant educational programmes, health promotion and communication, with particular attention to schools, care centres, public markets and different media.
2. Use food and cash transfers, and other forms of social protection (food banks, community kitchens, emergency pantries, etc.) to guarantee access to healthy food to vulnerable groups, taking into account specific beliefs, cultures, traditions, habits and food preferences of the different local communities, respecting human dignity and with the aim of avoiding any further marginalisation.
3. Redefine school lunch programmes and other institutional food services to offer healthy, locally or regionally sourced, seasonal and sustainable food.
4. Encourage and support economic and solidarity activities, paying particular attention to those that promote sustainable ways of living and consuming food for everyone, without leaving marginalised groups behind, across the food value chain, and facilitating access to healthy and safe food in both urban and rural areas.
5. Promote the creation of networks and support citizen-led activities (such as community gardens and canteens, social canteens, etc.) creating social inclusion and providing food to marginalised groups.

***In order to achieve these objectives, GIPA proposes to:***

- Promote the city's criteria for sustainable canteen services in schools, among teachers and families, underlying the high quality of the service: not only for environmental, social and economic benefits, but also as a pedagogical tool, considering its positive impact in terms of acting on poverty and balanced-diet education.
- Increase attention on the importance of canteens as pedagogical, educational, health and psychological spaces of well being.

- Analyse needs and expectations of users of social canteens; use canteen placemats to convey useful information on such services to users.
- Increase attention on the theme of "taking care of individuals and territory" by introducing into the quality management systems such innovative criteria applied to public canteens. Moreover, include those in any review system of relevant public service (e.g. through the RAC and the NC review procedures). In addition, broaden parameters and share results.
- Promote internal exchange and training, thus understanding which tools, channels and skills are needed in order to disseminate across competent offices and enhance synergy.
- Facilitate relationships between the CAAT (Agro-food Centre of Torino) and social actors in order to enhance CAAT potential as a synergistic place where food supply can be optimised in terms of redistribution in contexts of food poverty; strengthen the relationship with the Municipality through a Memorandum of Understanding with relevant Offices (e.g. Social and Commerce services).
- Stimulate cooperation between actors collecting food surplus and school canteens, in order to optimise redistribution.
- Strengthen and monitor relations with CAAT and social actors thanks to mediation by the Municipality.

## **Food waste and circular economy**

**As**

- The City is involved in various initiatives promoting climate change adaptation and mitigation policies, which are systematised in the Climate City Contract signed by the City.
- The City shows commitment in improving organic waste collection, management and transformation systems, in collaboration with the provider AMIAT (Torino Environmental Hygiene Multiservice Company).
- In several neighbourhoods, where door-to-door/Ecoisole waste collection systems are in place, excellent results were achieved in terms of percentage of waste sorting (56.7%), a figure well above the percentage recorded in neighbourhoods where traditional street collection is still active (39.2%).
- The SMAT free-drinkable-water collection points (18 in 2021) and the drinkable-water fountains "toret" (795) are an excellent example of circular economy applied to water supply, both indirectly, for the decrease in purchase of plastic bottles by the population, and through the efficient water reuse, in particular of "toret".
- However, there is a great fragmentation of such projects and actors. Moreover, the city lacks an overall vision able to include not just environmental variables but also social ones, within the definition of a circular food economy.
- Considering that access to water is a universal right, the City has chosen to act by making available drinking water to citizens with the aim of reducing packaging and emissions resulting from bottled water transport. The commitment has resulted in the strengthening of the "toret" network, the iconic bull's head-shaped drinkable water fountains, as well as in the increase of SMAT water collection points.

***Considering the above, in reference to the MUFPP framework, the City of Torino proposes to:***

1. Bring together food-system operators in order to assess and monitor food losses and waste to guarantee reduction of waste at all stages of city/ regional food supply chain (production, processing, packaging, safe food preparation, presentation and management, reuse and recycling), ensuring holistic planning and design, transparency, accountability and policy integration.



2. Raise awareness on food waste through targeted events and campaigns; identify focal points such as educational institutions, social markets, shops and solidarity or circular economy initiatives.
3. Collaborate with the private sector, research and education institutions, as well as local organisations, in order to develop and review, as appropriate, municipal policies and regulations (e.g. procedures, decoration and classification criteria, expiration dates, etc.) for the prevention of food waste. Moreover, act to safely recover food and packaging through a system that discourages waste of food.
4. Promote the development of new innovative and sustainable businesses operating on the different components of the food system, acting in concert with the companies owned by the Municipality, the functional autonomies, the education and research system and higher level institutions.
5. Promote, where applicable, the recovery and redistribution of safe and nutritious food for human consumption, avoid whenever possible discard or waste throughout the food value chain: production, manufacturing, retail sale, catering, wholesale and hospitality services.

***In order to achieve these objectives, GIPA proposes to:***

- Define the type of policy instrument and the role of the City in relation to those local actors that are already working on the topic of circular economy in a broad sense.
- Develop food circular economy in the City through a comprehensive vision, thus including not only environmental elements but also the social sphere, the right to food, health and balanced-diet education.
- Work with the Commercial Districts to enhance and implement actions on the topic of circular food economy.
- Make use of the PON Metro Plus (national funding scheme) as a new opportunity to dialogue and develop integrated interventions on topic related to local food policies, including circular food economy.
- Use city events, citizen education (starting from schools), green patronage and projects in which the City already participates to influence production and waste sorting mechanisms, as well as food economic systems, with a circular perspective.

## Governance

**As**

- The [objectives of the DUP](#), in mission 9, program 2, include two points directly related to food policies: “Establish a Food Council to support the definition of sustainable urban food policies”; “Define a Food Policy Plan for 2030 that takes into account the different sectoral policies”. Such points aim to develop and implement policies of broad thematic and temporal scope that are able to deeply influence and characterise the Torino local context.
- As part of the European Horizon 2020 FUSILLI project, the City of Torino, together with its project partners, is implementing various activities aimed at increasing the sustainability of the City's food system. As part of these activities, a group of officials from the Environment Department (in full "Ecological and Digital Transition, Environmental Policies, Innovation, Cemetery Services, Transport Plan, Parking and Roads") with the support of Està - Economia e Sostenibilità (an independent and non-profit research, training and consultancy centre), had received the mandate to define a reference framework in which promote actions for the sustainability of the urban food system. Moreover, the group worked to build an organisational and operational framework in order to implement such actions.
- Starting from the lessons learned from more consolidated experiences at a national and international

level, the above activity was concentrated first of all on the establishment of a [technical working group](#) that is able to enhance efficient interaction among different components of the municipal administration that are already operating with their own projects and policies on food, with an incremental view on interdepartmental cooperation.

- [Eight meetings](#), dedicated to the launch of the [Interdepartmental Food Policies Group](#), were therefore held. Around thirty municipal officials from different departments were involved: a wide series of individual and group meetings took place. During these meetings some basic information was shared and preliminary discussions were held. The scope was identifying topics and ways through which the City of Torino can focus and develop policies that can, directly or indirectly, positively affect the urban components of the food system (i.e. production; transformation; logistics; distribution; management of surpluses, waste), as each of these has its own impacts on social, economic and environmental aspects.
- In parallel to this internal municipal activity, within FUSILLI, the Food Atlas working group has worked in parallel and, in synergy with EStà, to facilitate dialogue between a series of [social and economic actors active on issues related to food](#). The union between these two paths - the internal one and the external one - aims to strengthen municipal ability to build synergic actions and policies within different departments in order to have greater impact.

***Considering the above, in reference to the MUFPP framework, the City of Torino proposes to:***

1. Encourage collaboration between municipal agencies and departments and seek alignment of policies and programmes that influence the food system in different sectors and administrative levels, by adopting and promoting rights-based approaches. In order to achieve such goals, it can be decided to dedicate permanent staff at municipal level, to reassign tasks and procedures, or to evaluate the redistribution of resources.
2. Promote participation at municipal level through policy dialogue and, where appropriate, the appointment of a food policy advisor and/or the development of a platform bringing together different stakeholders or a food council, as well as through education and awareness-raising action.
3. Identify, map and evaluate local initiatives and civil society movements dealing with food in order to transform local best practices into relevant food programmes and policies, with the support of local research bodies or academic institutions.
4. Develop or review urban food policies and programmes and ensure the allocation of adequate resources for food policies and programmes within city governments; review, harmonise and consolidate municipal regulations; develop strategic capacities for a more sustainable, equitable and healthy food system, balancing urban and rural interests.

***In order to achieve these objectives, GIPA proposes to:***

- Identify technical-administrative responsibilities for the implementation of the Food Policy of the City (Office, Manager, Area) taking advantage of GIPA's experience. A core group, with organisational and general direction functions, will be part of a larger group that represents various departments and capacities within the municipal administration.
- Initiate structured collaborative working methods with external actors, taking advantage of existing assemblies and networks of local actors (Atlante del Cibo, PunTO al Cibo, etc.).
- Bring together topics and information needed by the administration into research, and bring back research outcomes into the administration, by exploiting tools such as the Food Metrics Report to monitor policies and bring evidence that substantiates them.

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