



**Food and Agriculture  
Organization of the  
United Nations**



## Milan Urban Food Policy Pact Monitoring Framework

March 2021 version

**Indicator 37:** Annual municipal investment in food markets or retail outlets providing fresh food to city residents, as a proportion of total (investment) budget

MUFPP framework of actions' category: Food supply and distribution

*This indicator measures annual municipal investment in food markets or retail outlets providing fresh food to city residents, as a proportion of total investment budget (or whatever budget is most appropriate for the city).*

### Overview table

MUFPP Work stream	Food supply and distribution
<b>MUFPP action</b>	<p>- <b>Provide policy and programme support for municipal public food markets</b> including farmers markets, informal markets, retail and wholesale markets, restaurants, and other food distributors, recognizing different approaches by cities working with private and public components of market systems</p> <p>- <b>Improve and expand support for infrastructure related to market systems</b> that link urban buyers to urban, peri-urban and rural sellers while also building social cohesion and trust, supporting cultural exchange and ensuring sustainable livelihood, especially for women and young entrepreneurs.</p>
<b>What the indicator measures</b>	Annual municipal investment in food markets or retail outlets providing fresh food to city residents, as a proportion of total investment budget (or whatever budget is most appropriate for the city)
<b>Which variables need to be measured / what data are needed</b>	Total investment budget (or whatever is most appropriate); total annual investment in food markets or retail outlets that provide fresh food to city residents – by type of market and location; and by type of investment. Total population figures by neighbourhood.
<b>Unit of measurement</b> (i.e. Percentages, averages, number, etc.)	Percentage
<b>Unit(s) of Analysis</b> (i.e. people under 5 years old, etc.)	Money (financial investment/proportion of total investment budget)
<b>Possible sources of information of such data</b>	Municipal budgeting and finance or account department; retail and wholesale market managers/coordinators; city regeneration agencies or departments; neighbourhood investment or regeneration partnerships.

<b>Possible methods/tools for data-collection</b>	Municipal budget reports; interviews with key stakeholders
<b>Expertise required</b>	Research, financial understanding, interview skills
<b>Resources required/ estimated costs</b>	
<b>Specific observations</b>	This indicator should ideally be calculated together with indicator 36 ' <i>Number of fresh fruit and vegetable outlets per 1000 inhabitants</i> - markets and shops - supported by the municipality'. Each city should decide on which comparative budget to use for this indicator and should make it clear in the final figures. It might be helpful, depending on the situation, to consider specific investment in total area of floor space or shelves dedicated for fresh fruit and vegetables. Context information is important, if possible that helps relate proportions of investment to proportions of beneficiaries.
<b>Examples of application</b>	

### Rationale/evidence

The overarching purpose of this area of work is to improve and optimise the functioning and infrastructure of food markets in the city. This indicator relates to municipal investment in improvements and expansion of infrastructure related to food market systems, and in particular to investment in food markets or retail outlets providing fresh food to city residents. While a single investment figure is on its own, not very informative, it does at least give a relative idea of the level of investment taking place compared with other areas of investment, or against total local municipal budget spend.

**Regular investment:** Investment in food supply-related infrastructure is crucial, whether for new developments or maintenance of existing infrastructure. This may be left entirely to the private sector, but the municipality may also invest as partners or may fund other kinds of support. (See notes on examples of municipal support: indicator 36 '*Number of fresh fruit and vegetable outlets per 1000 inhabitants* - markets and shops - supported by the municipality'.) In some cities, investment in the food system may be significant, e.g. for new transportation routes or warehousing or processing units or wholesale/retail markets.

**Example of food retail investment from the city of Vaslui, Romania:** A new retail market was built from scratch on a former derelict market site, with local budget funds (approx. 3.5 million Euros) in the centre of the city as an energy efficient building. Work started in 2012, finished in September 2014, and the local authority administers the market. It is endowed with high European technical means needed to facilitate the direct sales of local products coming from the small-sized land holdings of Vaslui. The market is divided into 5 well-designed areas: quality control laboratories for food safety and security (which plays an important role in increasing consumer trust), fruits and vegetables, fish products, meat, and dairy products. The market's main target is local produce. Special designated areas and rent conditions are provided in order to encourage local producers to offer best quality products, shorten the food chain, and reduce CO2 emissions.<sup>1</sup>

### Glossary/concepts/definitions used

**Fresh food:** In this context, fresh food should be taken to mean any meal ingredients that are not highly processed and from which a household meal can be prepared. It excludes food from take-aways and eating out places. There will be grey areas (e.g. pre-prepared ready meals - so each city will need to

<sup>1</sup> Central market investment, Vaslui, Romania (p 63) [http://www.strategicdesignscenarios.net/wp-content/uploads/2013/11/URBACT\\_Creating-Space-for-Sustainable-Food-Systems-in-Urban-Communities.pdf](http://www.strategicdesignscenarios.net/wp-content/uploads/2013/11/URBACT_Creating-Space-for-Sustainable-Food-Systems-in-Urban-Communities.pdf)

decide on appropriate criteria to define fresh food. In its simplest form it could be taken to mean: flours and grains, bread, oils and fats, fruit and vegetables, meat, dairy products, pulses, seeds and nuts, etc.

**Community-led retail:** In addition to other examples already given, there may also be municipal support in the form of start-up grants for particular types of food retail enterprise like farmers markets or community supported agriculture or urban market gardens or food cooperatives or community shops. These types of retail outlets should be included.

### Types of municipal investment

It will be important to understand how the municipality approaches investment in food infrastructure compared to other infrastructure, e.g. housing or roads or leisure facilities.

Often in the development of markets (notably wholesale), the municipality may provide the land or the investment in administration costs (e.g. waste management), the rest coming from national governments.

There may be value in creating categories for different types of food retail investment. E.g. differentiating mainstream wholesale market capital investment from grants for community-led retail.

### Preparations

The team responsible for monitoring this indicator should agree on:

1. How this work connects efficiently with work on indicator 36 '*Number of fresh fruit and vegetable outlets per 1000 inhabitants - markets and shops - supported by the municipality*'
2. What overall total investment figure should be used for the final calculation
3. Type of municipal investment in food retail that should be included (it may be important to discuss 2 & 3 at the outset with officers in the municipality)
4. Type of data disaggregation and categories that will be used (see further below)
5. Data collection method

Context: If possible, it will be helpful to have an understanding of how well the city is provided for in terms of food market infrastructure. This could be the number of city residents served by the selected type of key food market infrastructure. For example, only one fruit and vegetable wholesale market that therefore supplies 100% of citizens; or there might be a number of fresh fruit and vegetable retail markets spread evenly around the city, so it would be possible to estimate 10,000's of people served by x area of retail markets etc. The team will need to make a judgement on what is most useful and relevant, how to connect investment to neighbourhood population figures if useful, and how data for this indicator connects with indicator 36.

### Sampling

N/A

### Data collection and data disaggregation

**Data disaggregation** can be done i) by type and location of fresh food market or retail outlet; ii) by total annual investment in each outlet and/or by type of outlet, iii) by type of investment. How this is finally presented will have to be agreed, as appropriate for each city.

*For example*

- \$X in wholesale food markets – capital costs to improved buildings and access routes in city areas x,y,z.
- \$X in 5 out of 10 retail food markets there is investment in improved services – e.g. water provision and waste disposal in city areas x,y,z.
- \$X in 20 new food shops – reduced rates for fruit and vegetable provision in food desert areas x, y, z.

- \$X total in grant funding to 10 community food retail initiatives in city areas x,y,z.
- etc

**Data can be collected** from existing records and registers (economic or market department, food business registers, agricultural programmes). It may be necessary to interview key stakeholders to cross-check for accuracy and context, and to fill any data gaps.

#### Data analysis/calculation of the indicator

The indicator is computed by calculating the total amount of annual food outlet investment as a percentage of either i) total annual municipal budget and/or ii) total annual municipal investment budget. Each city will need to decide which comparison is more meaningful and useful. It is quite likely that the final figure will be very small if calculated as a proportion of total annual budget so it may be more useful to present it in relation to a more comparable sub-budget category.

#### References and links to reports/tools

##### **An EU URBACT programme report on city centre retail investment**

Rethinking the city space to better host the new retail proposition

RetailLink programme; URBACT

[http://urbact.eu/sites/default/files/media/3\\_5\\_rethinking\\_the\\_city\\_space\\_to\\_host\\_new\\_retail.pdf](http://urbact.eu/sites/default/files/media/3_5_rethinking_the_city_space_to_host_new_retail.pdf)

##### **EU URBACT programme handbook for cities**

Creating space for sustainable food systems in urban communities: practical approaches and examples for cities; URBACT II Thematic Network, Sustainable Food in Urban Communities (2012-2015) [http://www.strategicdesignscenarios.net/wp-content/uploads/2013/11/URBACT\\_Creating-Space-for-Sustainable-Food-Systems-in-Urban-Communities.pdf](http://www.strategicdesignscenarios.net/wp-content/uploads/2013/11/URBACT_Creating-Space-for-Sustainable-Food-Systems-in-Urban-Communities.pdf)

##### **Market forces: Creating jobs through public investment in local and regional food systems**, Jeffrey K O'Hara, 2011, Union of Concerned Scientists

(Chapter 5 investing in local and regional food systems and creating jobs)

[https://www.ucsusa.org/sites/default/files/legacy/assets/documents/food\\_and\\_agriculture/market-forces-report.pdf](https://www.ucsusa.org/sites/default/files/legacy/assets/documents/food_and_agriculture/market-forces-report.pdf)

##### **EU URBACT programme local action plan to develop the Dublin City Retail Food Market**

This Local Action Plan identifies the Dublin Wholesale Fruit and Vegetable Market building as an appropriate location for a new City Retail Food Market. It includes research on the need, and proposals for a City Retail Food Market, co-located with the existing Wholesale Fruit and Vegetable Market. The plan further details the operational charter for such a market, and using international and national best practice outlines the mix of providers and other elements needed to deliver a vibrant city asset for use by those who live, work or visit the city.

[http://urbact.eu/sites/default/files/dublin\\_lap\\_eng\\_24215.pdf](http://urbact.eu/sites/default/files/dublin_lap_eng_24215.pdf)

##### **The role of the private sector in city region food systems**, RUAF Foundation, 2017.

<http://www.ruaf.org/publications/role-private-sector-city-region-food-systems-2017>

Case study 16 - Government support for family-owned food processing and marketing enterprises in Brasilia, Brazil <https://cgspace.cgiar.org/rest/bitstreams/89163/retrieve>

##### **Overview of food markets developments around Europe**

This publication provides ideas and inspiration for market managers and stakeholders responsible for

city markets on how city markets can become economically successful and drive sustainable urban development.

[http://urbact.eu/sites/default/files/urbact\\_markets\\_handbook\\_250315.pdf](http://urbact.eu/sites/default/files/urbact_markets_handbook_250315.pdf)

**Project for Public Spaces (PPS)**

PPS is a nonprofit organization dedicated to helping people create and sustain public spaces that build strong communities.

<https://www.pps.org/category/public-markets>