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MUFPP MONITORING FRAMEWORK PILOT CITIES PROJECT

QUITO CASE STUDY REPORT - SEPTEMBER 2019

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1 Purpose

In this document the city of Quito shares its experiences and the learning generated during the execution of the pilot project for the implementation of the monitoring framework of the Milan Urban Food Policy Pact (MUFPP). In addition to allowing us to

better understand our situation regarding specific issues related to food, the process helps other cities to understand and use the MUFPP monitoring framework, encouraging them to take actions to build sustainability and resilience within their food systems.

2 Motivation for working with the MUFPP monitoring framework

The Municipality of Quito, CONQUITO¹ and the PAQ² were highly motivated to work towards the construction of a sustainable and resilient food system for Quito. The findings and recommendations of the city's Resilience Strategy, Charter and Agri-food Strategy, found within the Pilot Implementation Project Indicators of the MUFPP an opportunity to launch the local proposal to make visible some problems and sensitize a number of

actors. Additionally it worked towards achieving the commitment of the new municipal authorities towards issues needing change. This report sets out i) how Quito selected and adapted three priority indicators, ii) the practical methodology for how Quito worked with these indicators, and iii) the results. Importantly, the process was used to build on previous action and drive progress on to the next stage.

3 Background

3.1 Brief summary of the key food problems in Quito city / region

The Metropolitan District of Quito (DMQ) is located in the inter-Andean passage, which has a total extension of 423,000 hectares and an altitude that varies from approximately 500 to 4,790 meters above sea level (the city of Quito is 2,850 meters above sea level). The population of the Quito region is estimated to exceed 2,735,987 inhabitants.

In the administrative political sphere, the DMQ has 32 urban parishes and 33 rural parishes.

In Quito, poverty reaches 12.8% and extreme poverty represents 4.6% of the population.

The unemployment rate is 7.1% and underemployment is 11.3%. With this reality, urban demand for food will continue to increase, while food security is increasingly challenged by difficulties in accessing food, rising prices and various supply problems.

Quito has indicators with wide coverage which, together with several social indicators, show an adequate average quality of life. Despite this, there is evidence of inequalities from a territorial perspective as there are areas of high development while others still are lacking. The great socioeconomic

¹ Quito Agency for economic development

² Quito agri-food strategy (Pacto Agroalimentario de Quito)

differences between sectors of the city generate ruptures of the social structure.

The gaps in the quality of life are visible between informal neighborhoods and / or settlements in risk areas. There are areas that concentrate economic wealth, services and infrastructure versus others with conditions of physical, social, economic and environmental deficit. The neighborhoods with the lowest quality of life concentrate the largest population, as well as the most acute social problems (insecurity, violence, underemployment / unemployment, high dropout rates in schools, and lack of transportation, among others). The cost of living in the farthest neighborhoods is higher due to transportation and higher food costs. Of the total average household spending, food expenditures make up 23.4% (PMDOT, 2015).

50% of the economically active population of the 33 rural parishes of the DMQ work in agriculture, animal husbandry or fishing. Grocery, commerce and food stores (including lodging) represent 30% of the city's total employment, regardless of the informal sector.

The findings of the evaluation of Quito's city-region food system (Informe de síntesis. Dinámica y Planificación del Sistema Agroalimentario en La Ciudad-Región Quito, 2018) have provided evidence to show the low self-sufficiency and food vulnerability of the DMQ, which demonstrates a high dependence on food imports since local production can only supply 5% of the requirements of the population. The production of the province of Pichincha, within which the DMQ is located (food region of Quito by proximity and agricultural

vocation) reaches 13% of the requirements needed.

More than 50% of land with agricultural aptitude is underutilized and only about 35% of it is used efficiently. In conventional crops, there is low to very low productivity in legumes, oilseeds, roots, tubers and vegetables. The use of pesticides is abused and most foods exceed the tolerances of the food codex.

The consumption pattern has been homogenized and shows an unbalanced diet. There is strong inequality and vulnerability in consumption, with households in decile 1 (the most poor) consuming 20% more carbohydrate-rich foods and 50% less animal protein than households in decile 10 (the most rich). The increase in overweight and obesity has reached 63%. It is estimated that 71% of the population is fed outside the home at least once a day, with a permanent increase in the intake of soft drinks, beer and snacks. The consumption of fruits and vegetables reaches only 183 grams per day.

The Ecuadorian population has experienced changes in food consumption habits including the use of time to acquire, prepare and eat. On average, a person spends approximately \$20 on rice per month, followed by plain bread (\$12.67) and soft drinks (\$8.82). Additionally, 6 out of 10 Ecuadorians do not do regularly participate in sports or exercise (INEC, 2017).

The five leading causes of death of the Ecuadorian population are chronic non communicable diseases (NCDs), which together add up to 28.7%. These are distributed as follows: 1) ischemic heart disease (11.1%), 2) diabetes mellitus (6.6%),

3) cardiovascular diseases (6.3%) and 4) hypertensive diseases (4.7%) (INEC, 2019). In the scientific environment there is agreement of the close relationship between the type of food consumption (processed, ultra-processed) and people's health, and how food classification systems such as Nova can allow the differentiation of healthy foods from unhealthy (Freire, Guerrón, Jiménez, Román, & Burgos, 2018).

To add to this picture, Ecuador has the second highest level of health expenditure per capita among Latin American countries behind Brazil. It is estimated that the out-of-pocket expenditure (direct payments made by individuals to health care providers for costs not covered by any health insurance) amounts to 41.1% of the total health expenditure (Chang et al., 2019).

There is no correspondence between the increase in agricultural production and the improvement of nutrition in the DMQ territory. The average of chronic child malnutrition represents 29%, but several urban parishes, located in the north and south ends of the urban axis of Quito, have values of chronic child malnutrition above the national average reaching 46.8%.

Intermediaries (eg wholesalers, distributors, exporters) benefit from high numbers of producers with small yields that are dispersed far from collection centers, resulting in a reduction in the prices that the farmers receive for their products.

The lack of management on organic waste and the reduction of food losses and waste contribute to the increase in the ecological footprint of Quito. Sensitivity to the rescue of food and its redistribution for human

consumption has been absent in national and local regulations. Quito generates 1,906.63 tons of garbage daily, and of these, 57% corresponds to organic waste without treatment.

In 2017, the Ministry of Agriculture and Livestock (MAG) and FAO carried out the Qualitative and Quantitative Diagnosis on the Situation of Food Loss and Waste (PDA) in Ecuador. The study indicates that the loss reaches 939,000 metric tons (MT) of food per year only in the stages of production, harvesting and storage. According to the study, the loss is valued in USD 334 million and with that figure 1.5 million people could be fed, equivalent to 8.8% of the current Ecuadorian population. FAO estimates that 1.3 million people are undernourished in the country. There are no specific figures for Quito.

The DMQ faces elevated natural risks such as very high susceptibility to seismic movements, volcanic eruptions, areas of high, moderate and slight susceptibility to erosion and areas of high vulnerability to forest fires, as well as very marked climatic events. The food supply is made through two opposite entry points in the city: 53% of the production that enters through the southern access of the city comes from the coast and from the central and southern region of the country; and 24% of the production enters the city through the north and northeast access.

Supermarket chains represent an important source of food supply for all people (irrespective of income, social status, location, ethnicity) and account for 38.3% of total food sales. This reduces instances of consumers buying in other areas, like markets and fairs. There are very few direct sales

initiatives from the producer to the consumer, including agroecological production. It is difficult to organize local organic produce markets due to the restrictions on the use of public space. Most of the food industries are in Quito and they get their raw materials supplied by the food region which accentuates economic inequality between territories.

The wholesale markets are supplied by informal oligopolies and the public sector has not intervened beyond securing a marketing infrastructure and specific price controls.

Retail merchants are usually family groups that stock up on wholesale markets and sell formally in neighborhood stores and minimarkets and informally in trucks and street stalls (there are no data on the extent of the intermediation chain, the price difference or the growth of these forms of commercialization).

Despite the accelerated and dispersed urbanization process and the misuse of soil and water resources, there is still sufficient wealth and ecosystem and agricultural diversity in the DMQ. The high capacity for social entrepreneurship and community organization is also an important aspect to consider when proposing changes.

The Ministry of Agriculture Livestock, Aquaculture and Fisheries (MAGAP) in its document "The Ecuadorian Agricultural Policy - towards sustainable rural territorial

development 2015 - 2025" recognizes that for decades the agricultural and economic model has favored the export sector, to the detriment of the producer for the local market through peasant family agriculture (AFC). This has activated four alerts that call for a more systematic understanding and, above all, exploration of alternatives that allow changing the traditional relationships of food actors:

- The countryside is predominantly characterized by peasant family farming.
- The risk of food shortages for people in poverty is high.
- It is necessary to transcend the "myths" about productivity, benefit of clusters and agglomeration economies that benefit companies, who take advantage of small and medium producers.
- There is not enough promotion for local consumption of products of high nutritional value that are produced in sustainable systems of small peasant production - even in urban and peri-urban spaces.

In this context, the AGRUPAR Participatory Urban Agriculture Project, promoted by the Municipality of Quito since 2002, stands out as a good practice of resilience through emphasizing food self-production as a contribution to the food sovereignty of the territory with equity, inclusion, sustainability and resilience.

3.2 Brief summary of the key activities that are already being carried out at the local level related to food (development of the food policy council / platform)

Since immemorial times, activities related to agriculture have been critical in Quito.

However, city planning has never incorporated food as a matter of concern.

The AGRUPAR Project, promoted by the Economic Development Agency CONQUITO, was the starting point of a process that for many years sought to create a space for broad discussion about the problem of food in the city and received a recent political boost in 2016 thanks to Quito's participation in the Milan Urban Food Policy Pact (MUFPP). This has motivated synergies between several local public and private entities. Consequently, it has promoted more coordinated and conscious work in the face of the various challenges presented by the DMQ's food system.

Since the end of 2015, Quito has participated in the City Region Food System (CRFS) project promoted by FAO and RUAF, thus assuming a medium-term commitment that, in addition to supporting the evaluation of the current agri-food system, has implied the start of concrete decision-making and actions related to the results obtained. Quito has taken a comprehensive and systemic approach that motivates the participatory construction of a city-region agri-food policy.

In 2017, the results were openly presented by CONQUITO to various actors, who since then maintained a commitment within a multi-stakeholder platform (local, provincial and national governments, cooperation agencies, academia, consumers, producers and entrepreneurs), which later took the name of the Agri-Food Pact of Quito (PAQ). This analysis of the diagnosis and construction of an agri-food strategy promotes changes in the way in which food is produced, processed, transported, consumed and handled. In this period, a high level of awareness and activation of the actors of the food system was reached and a common objective was

defined, based on the similarities and divergences of the different participants.

The multi-stakeholder platform worked on a technical proposal inspired by the MUFPP framework and its indicators. In 2018, it proposed the signing of the Agri-Food Charter of Quito, which has approximately 2,000 accessions, and demonstrates the interest of a broad group of institutions, organizations and citizens to incorporate food as a public agenda issue.



Photo: Quito Food Strategy Presentation

The charter achieved the approval of the Municipality of the Metropolitan District of Quito (MDMQ) through its Mayor, and since then institution had been participating through some of its food-related demands. Thus, the Ministry of Productive Development and Competitiveness, taking the Agro-Food Charter and the proposal of the PAQ as inputs, presents in 2019 the Quito Agro-Food Strategy, where strategic guidelines, actions and indicators are established within the strategic pillars: management of food resources for the future, security, food and nutritional sovereignty, inclusive food economy and urban-rural linkages, organic waste management and food system governance.



Photo: Quito Food Strategy

The results of the CRFS Quito diagnosis and the work of the PAQ, generated sufficient evidence for food to be included in Quito's Resilience Strategy, Vision 2040 (strategic and

participatory planning of the city towards 2040) and the update of the Climate Action Plan Quito

3.3 General description of the motivations and objectives of Quito to participate in the MUFPP pilot project

The Municipality of Quito, CONQUITO and the PAQ were highly motivated to work towards the construction of a sustainable and resilient food system for Quito. The findings and recommendations of the city's Resilience Strategy, Charter and Agri-food Strategy, found within the Pilot Implementation Project Indicators of the MUFPP an opportunity to launch the local proposal to make visible some problems and sensitize a number of actors. Additionally it worked towards achieving the commitment of the new municipal authorities towards issues needing change.

The specific objectives that the city attempted to address through the Pilot Project were to:

- Strengthen the construction of public policy that the PAQ has promoted since 2017, inspired by the MUFPP and hosted by the local government through its

Secretary of Productive Development and Competitiveness and CONQUITO.

- Evidence problems that have not had the necessary attention within municipal planning.
- Emphasize the approach of the path of change, with a definition of the problem from multiple perspectives, for the generation of knowledge and sensitivity that move us towards a change in practice.
- Define where and how to place change efforts, strengthening actors and their daily struggles, as well as recognizing their knowledge, priorities and convictions to create a healthier and more sustainable world.
- Implement transformation processes to go beyond the assessment and documentation of intervention designs and instruments.

4 Indicator selection

4.1 Local process to identify relevant MUFPP indicators for the pilot phase

Between 2016 and 2017, the Secretariat of MUFPP and FAO developed the framework for monitoring MUFPP actions. Quito was one of the 14 cities that participated in the process of assessing city priorities and prior analysis of data availability for the definition of the list of proposed indicators - initially a long list of 91 that was reduced to the final shorter list of 44.

In 2018, the PAQ and its coordinating team, once they defined the strategic pillars on which the city would work its Food Strategy, initiated an in-depth analysis of the long (91) and short (44) list of MUFPP indicators. They

were seeking to check relevance and connect indicators with available data; to identify data sources, gaps and scale; and to highlight areas where action is underway but may not be visible or articulated, or where action is not quantified or typified. Although there is not much to show at the moment, the indicators are of interest for their implementation due to their impact on the food system.

Finally, the city prioritized 22 of the MUFPP indicators in its Food Strategy, of which 3 were selected for the participation of Quito in the Pilot Project for the Implementation of Indicators of the MUFPP in 2019.

4.2 What were the challenges in the selection of indicators?

The selection of the indicators first required an analysis of the highest priority work areas in relation to each of the six lines of action of the MUFPP. Thus the areas of Food Governance, Sustainable Diets and Food Waste were selected. Once selected, further work was done in relation to each indicator – i) clarification of the specific desired outcome for Quito; ii) anticipated challenges and

current levels of achievement; and iii) a stakeholder analysis.

It is also worth mentioning that the city of Quito, between March and May 2019, went through a process of transition and change of municipal authorities, which became an additional challenge.

4.2.1 Desired outcome – Food Governance:

All advances in the field of Food Governance should be strengthened within the Local Government through the institutionalization of a Food Council that elevates the PAQ Multi-stakeholder Platform. The result would be to

recognize at a higher level the legitimacy of a strongly participatory process that promoted the construction of food policy in Quito and to ensure compliance and monitoring of the actions proposed in the Agri-food Strategy.

4.2.2 Desired outcome – Food waste:

There is a need to identify and make visible what actions are currently done by which actors in relation to both the loss and waste of food, and to the rescue and redistribution of surplus food. There is also a need to integrate the theme of food waste into the

city planning processes and link it to the field of climate change, waste management, social responsibility, social inclusion and attention to vulnerable groups to improve their access to food, among other aspects.

4.2.3 Desired outcome – Sustainable Diets:

Although the country has made efforts, especially in the last decade, to respond to the local situation and in accordance with international agreements and declarations related to food, it is necessary to demonstrate the implementation of public policies for the promotion of sustainable diets that

incorporate the concept of nutrition, proximity and justice to ensure the health of the inhabitants. Therefore, the PAQ were made aware of the challenges and, within the framework of the city's resilience and food strategies, defined the need to know the current state of sustainable diets in Quito.

4.3 What were the most important selection criteria?

The PAQ prioritized the indicators according to the way that they:

- Add value to the implementation of the Agri-food Strategy in Quito.
- Are sensitive to the Quito PAQ Agri-Food Pact multi-agency platform.
- Raise awareness about food justice and the right of citizens of Quito to healthy food.
- Enable a starting point on issues that had never been addressed, and help the analysis and understanding of the problem from the perspectives of the various actors.
- Allow progress on other indicators.
- Involve sensitive aspects of the city that connect health and food, such as sustainable diets in a context of malnutrition, overweight and obesity, and at the same time create potential for work on actions that have already been done in a disjointed manner or with low impact.
- Generate an ethical challenge, invite innovation and position issues such as agroecology, fair trade, rescue and redistribution of surplus food, circular economy, responsible consumption, sustainable entrepreneurship.

4.4 What indicators were selected and why; and how were they adapted for Quito?

The selected indicators were:

1. Indicator 2: Presence of an active food policy and a multi-stakeholder planning structure (food policy councils, food associations, food coalitions).

2. Indicator 14: Number of initiatives led by the city to promote sustainable diets.

3. Indicator 42: Annual number of events and campaigns aimed at reducing food loss and waste.

Once the indicators were chosen, it was necessary to review whether their writing was clear in understanding and scope according to the context of Quito. According to these criteria, indicators 14 and 42 had aspects that needed revision to improve the approach for the city.

Indicator 14: Number of initiatives led by the city to promote sustainable diets.

It was considered convenient to expand the scope of the indicator to recognize actions led by other actors. In this way, other public and private initiatives that respond to local needs and act at different scales are identified. For example: the Ministry of Public Health that interacts with the Secretary of Health of the city, or initiatives led by organizations of civil society to form local promoters of responsible consumption, university restaurants that

prepare balanced diets, international organizations that support the health and nutrition of the population and even private spaces such as shops and fairs.

The indicator was redefined by the city of Quito as: *Number of initiatives led by the actors of the city's food system to promote sustainable diets.*

Indicator 42: Annual number of events and campaigns aimed at reducing food loss and waste.

The term “events” caused confusion, so it was suggested to re-write this indicator as: *Annual number of actions aimed at reducing food loss and waste.*




In addition, it was decided to give added value to the study by integrating the analysis required by **indicator 44**: Total annual volume of surplus food recovered and redistributed for direct human consumption. With some additional questions addressed to certain actors, relevant information could be

collected to begin quantifying the recovered and redistributed food.

It is possible that the set of initial data (limited / poor / incomplete) paves the way for others (improved) over time, so we start from where we are now using the available information.

For each indicator, a research team sensitive to the subject under study was sought, which allowed us to obtain information precisely and quickly within a short period of time.

Figure 1. Indicators selected by the city of Quito by strategic axis of action of the MUFPP and collaborators for the execution of the pilot project.

MUFPP Axes of Action	Indicators MUFPP	Collaborators
Governance	2. Presence of an active food policy and multi-stakeholder planning structure (e.g. food policy councils, food associations, food coalitions)	
Sustainable diets and nutrition	14. Number of activities directed or supported by the city to promote sustainable diets	
Food waste	42. Annual number of events and campaigns aimed at reducing food loss and waste 44. Total annual volume of surplus food recovered and redistributed for direct human consumption	

Source: CONQUITO, 2019

Elaboration: CONQUITO, 2019

5 Working with the indicators

5.1 Summary of the methodology for each indicator

The methodology used to gather information considered the customization and adaptation

of the indicators to the local context. For each indicator, relevant actors were identified.

Indicator 2: Governance

The analysis was made based on advance questions of a previously initiated process. Therefore, the indicator could have more subcategories / desired outcomes that are steps to achieve the final indicator.

Quito has already completed 2 years of work in the development of a food strategy and has a multi-stakeholder platform, but political support despite being manifested by the authorities has still not materialized.

Subcategories were considered to demonstrate the progress of compliance with the indicator based on relevant “steps” that reflect the situation. The most visible way of

representing the progress was considering “high, medium and low” levels by means of “green, orange and red” traffic lights respectively.

The main actors involved for the advancement of this indicator were the PAQ Multi-acting Platform and the municipal authorities that, from the Ministry of Productive Development and Competitiveness and the Economic Promotion Agency CONQUITO, managed with the Municipal Administration 2014 - 2019 and 2019 - 2023 the progress of the process initiated in food governance.

Indicator 14: Sustainable diets

Indicator 14 sought to identify public and private actors that carry out activities related to sustainable diets in Quito, and to define a state of the current situation that allows the design of promotion and accompaniment actions.

The first step was to standardize the definition of sustainable diet for a context in which there is very little understanding of it. Therefore, it is defined as a diet with low environmental impact, which contributes to food and nutritional sovereignty and security. In this diet the consumption of plant-based foods predominates, with attention to biodiversity and ecosystems – the foods are culturally acceptable, accessible, economically fair and affordable; they are also nutritionally adequate, safe and healthy, while optimizing the use of human and natural resources. Therefore it is related to diets and locally-produced foods (Jones et al., 2016: 641); (Pérez-Cueto, 2015: 302).

On the other hand, Lairon (2012: 30-35) states that the key elements of a sustainable diet are the following: 1. Well-being, health, 2. Biodiversity, environment, climate, 3. Equity, fair trade, 4. Organic food, local and seasonal, 5. Cultural heritage and skills, 6. Food and nutrient needs, food security and accessibility.

All these components are included in 5 categories of analysis: 1) agriculture; 2) health; 3) culture; 4) fair trade and; 5) environment (Johnston, et al., 2014: 421). For the analysis of the promotion of sustainable diets, it was decided to use the Food Environments approach (Glanz et al., 2005), with 4 sub-environments that influence our food choices: 1) community food environment, which mainly refers to number, type, location and accessibility to food establishments; 2) organizational food environment, which refers to institutionalized environments or defined groups (captive groups) such as schools, universities, hospitals and even the home; 3) consumer food environment, which is what consumers find in the different food supply establishments and their surroundings – this can refer, for example, to the nutritional quality of a food, the price and labeling; 4) information environment, media and advertising, that may affect consumer attitudes.

The methodology used was based on mapping of actors. The information was collected through interviews with key informants, so it was also carried out with a baseline survey of initiatives that promote sustainable diets on a territorial scale, that is: markets, stores, fairs, baskets and restaurants.

Figure 2. Mapping of Actors related to Sustainable Diets in Quito, Ecuador

Public sector at the level of the Municipality of Quito <ul style="list-style-type: none"> Ministry of Health Secretariat of Social Inclusion (Patronato Municipal San José) Ministry of Education Secretariat of Environment District Trade Coordination Agency GAD Pichincha 	Civil society organizations <ul style="list-style-type: none"> Market Users Committee Consumer Cooperative South-being networks Responsible consumption campaign How delicious it is! Breastfeeding group
Public sector at provincial level <ul style="list-style-type: none"> MSP Zonal Coordination 9 Ombudsman's Office 	Local Business Initiatives <ul style="list-style-type: none"> Stores Markets Restaurants Fairs
Universities <ul style="list-style-type: none"> University of the Americas Simón Bolívar Andean University Latin American Faculty of Social Sciences Central University of Ecuador San Francisco de Quito University Equinoctial Technology University National Polytechnic School of Ecuador** 	Non-governmental organizations <ul style="list-style-type: none"> Heifer Ekorural Fian* Rikolto
	International organizations <ul style="list-style-type: none"> FAO WFP

Source: Rikolto, 2019

Elaboration: Rikolto, 2019

* Initiative made in the past that is no longer underway

** Program to start

Participating institutions and groups were taken into account both in the elaboration of the Quito Food Strategy and in the preparation of the Food Guidelines of Ecuador, specifically the actors that are involved with the central theme of this diagnosis. A summary of the main actors identified by category is presented in the table above (Figure 2).

The actors in the table are promoting sustainable diets directly or indirectly. A group of actors in the table were linked in the past and generated lessons in this regard, while in other cases actors with potential to develop sustainable diet programs have been identified. Then three important aspects are identified with the actors:

1. Relationships of trust:
 - Professional
 - Staff
2. Collaborative relationships.
3. Exchange of knowledge, specific information and potential actors.

With the aim of systematizing the visions of the different actors linked to sustainable diets, the instrument of summary tables that collect the main points of the interviews was chosen. This enabled a process of exchange, interaction and dialogue to evaluate a set of perspectives (Santandreu and Betancourt, 2019). To simplify the systematization, the information is presented by 3 groups of actors that correspond to: 1) Institutions, 2) Academic and civil society organizations, 3) Commercial groups (restaurants, shops, markets and fairs).

Indicators 42/44: Food waste

Through the implementation of Indicators 42/44, we wanted to carry out a mapping, categorizing characterization, quantification, geo-referencing and analysis of the different initiatives and strategies of public and private actors, supported by the academy or cooperation organizations, that work to counteract the loss and waste of food.

The methodology used considered the mapping (identification) of actors in the food system, semi-structured interviews, online surveys and participatory workshops.

From the identification of the actors of the food system that maintain some activity related to the loss and waste of food in Quito, the following typification has been carried out:

Typification:

Figure 3. *Mapping of Actors related to the reduction of food losses and waste in Quito, Ecuador*

1. Private sector (for profit): <ul style="list-style-type: none">a) Producerb) Transformer or manufacturerc) Distributord) Marketere) Waste managerf) Association of companies	3. Academy (education, research) <ul style="list-style-type: none">a) Actors linked to the generation of knowledge
2. Civil society (non-profit) <ul style="list-style-type: none">a) National or international non-governmental organizations (NGOs)b) Civil Society Organisations (CSOs)c) Consumer/household: refers to the end-user or householdd) Association: union of persons or companies pursuing the same goal	4. International cooperation organizations <ul style="list-style-type: none">a) International organisations 5. Public sector <ul style="list-style-type: none">a) Local governmentb) Provincial Governmenta) National Government and learning processes

Source: IDÓNEA, 2019

Elaboration: IDÓNEA, 2019

Characterization:

For the characterization of the actors, two conditions were taken into account: type of activity and purpose of the activity (according to the 3R approach to solid waste management: reduce, reuse, and recycle).

a) Type of activity

- **Event:** occasional or regular activity, public or private, to reduce, reuse or recycle discarded food. Events may have the participation of generators, transformers or beneficiaries in their process.
- **Campaign:** presentation of contents and awareness activities to stimulate reflection and understanding of the problem.
- **Study:** information gathering, research, generation of methodological guide, analysis and presentation of results and recommendations.
- **Public policy:** laws, regulations, ordinances.

b) Purpose of the activity (3 R)

- Reduce: avoid waste through optimization and proper use of food.
- Reuse: reuse, store and / or redistribute the food that is about to expire or be discarded, for direct human consumption.
- Recycle: use of the food initially discarded for human consumption, whether through the transformation into animal feed, composting or other activity that reintegrates the waste into the system.

5.2 Challenges to access data? Share data? Political or other risks?

The biggest challenge faced by the process was the recent change of the city's administration, which implies new personnel in the management and coordination areas, and therefore a lack of knowledge of the previous processes. This created the challenge of either ensuring continuity of actions or opting for the suspension of ongoing processes and initiatives in relation to health, food and nutrition (issues that concern us for the work on defining sustainable diets).

The methodology allowed negotiating and resolving conflicts of interest, disagreements, power imbalances among the directly involved actors that provided information (for example, the business sector contributed information for indicators of food losses and waste as well as for sustainable diets, despite questioning some approaches and concepts used by the PAQ as ultra-processed).

Data that was collected includes the local, provincial and national scale with an impact

on Quito, initiatives promoted by the government (different levels), social movements and organizations, international cooperation, academia and the business sector. As these were new issues for the city, it was not always easy to collect data. It had to face non-existent, insufficient, unreliable, incomplete, little disaggregated information.

The methodology included: review of secondary information, mapping of actors, surveys and interviews to key informants with virtual and face-to-face meetings for researchers and a local workshop for presentation and co-construction of data with the PAQ. The change of municipal authorities made it difficult to collect data in several instances and levels (disconnection of previous processes).

The teams integrated researchers with a high knowledge of the subject and a network of contacts, which facilitated the flow of information in some way.

5.3 Which government, academic, business, community or other stakeholders were involved?

The 3 selected indicators involved the local government as a fundamental actor for the establishment of contacts with other levels of government and the Quito PAQ Agri-food Pact Platform was an integrating space for

various actors as a starting point to address them directly or make new contacts. Stakeholders involved the business sector, producers, consumers, cooperation agencies, ministries, municipal entities, non-profit non-

governmental organizations, academia, among others.

Figure 4. PAQ stakeholders involved in the initial phase of the pilot project for the implementation of MUFPP indicators.



Source: CONQUITO, 2019
Elaboration: CONQUITO, 2019

6 Results of the investigation

6.1 Indicator details

Following are the most relevant results of the studies corresponding to each indicator selected by the city of Quito:

Indicator 2

The commitment of the current municipal administration in the political advancement of food governance is promising. There is the political will of the three councilors who are

part of the Economic Development Commission to which the Agrifood Strategy and the PAQ were presented. Through this commission the following steps will be

managed within the Metropolitan Council of Quito. Progress in compliance with the indicator is shown below:

Figure 5. Steps to achieve food governance in Quito

No.	General Relevant Steps	Verification sources	Relevant steps political level	Verification sources	Level of compliance*
1	Diagnosis of Quito's agro-food system	Document CRFS Quito 2017 / 2018			
2	Presentation of results to various actors in the food system	Attendance lists for 2017 workshops Photographic record			
3	Establishment of a core group for Quito's food policy	List of attendance and minutes of the 2017 meeting			
4	Signing of agreement CONQUITO - RUAF Foundation	CONQUITO Agreement - RUAF Foundation			
5	Analysis, awareness and proposal workshops	2017 attendance lists, meeting agenda and backups of presentations made			
6	Core group coordination meetings	List of meetings			
7	Formation of a multi-stakeholder platform for the Quito Agrifood Pact PAQ	Minutes of the meeting and attendance list for the 2018 meeting			
8	Graphic design of the PAQ communication strategy	Communication strategy designed			
9	Signing of the Quito Agri-food Charter	Versions of the Agri-Food Charter Agri-food charter signing event Photographic record Adhesions to the Quito Agrifood Charter			
10	Sustainability plan for the agro-food system	Document Action Plan for the sustainability of the Quito agro-food system Matrices of analysis of actions and indicators by strategic pillar, 2018.			
11	Geographical Information System of the Quito Agrifood System	GIS, maps of Quito's agrifood system / strategic pillar, 2019			
12	Quito's Agro-Food Strategy	Quito Agrifood Strategy Document, 2019			
13	Proposed Resolution for the Institutionalisation of the Quito Food Council	Resolution Document for the Institutionalization of the Quito Food Council, 2019			
14	Awareness raising of authorities and technical team of the new municipal administration 2019 - 2023	Transition meetings. Presentations by CONQUITO and the Secretary of Productive Development and Competitiveness.			

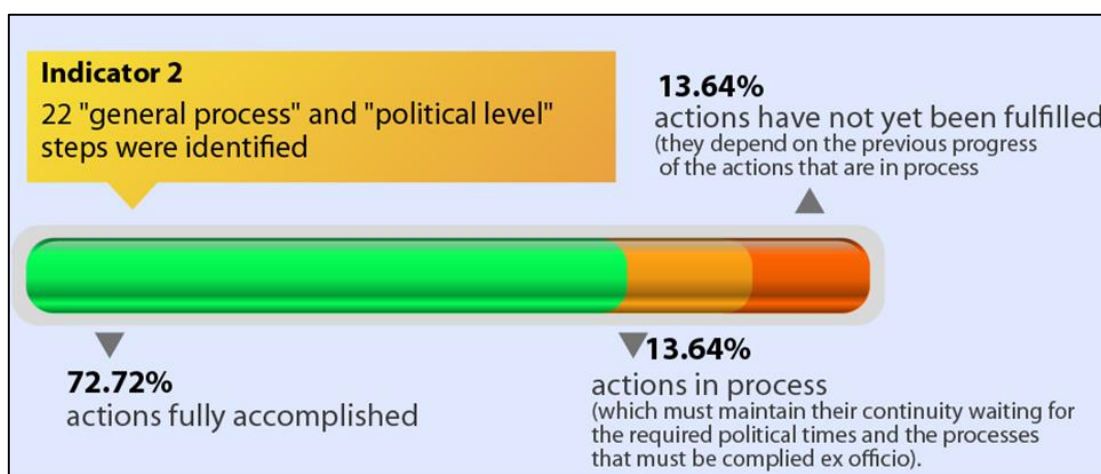
No.	General Relevant Steps	Verification sources	Relevant steps political level	Verification sources	Level of compliance*
15	Definition of indicators for the agri-food strategy in line with the MUFPP indicator implementation pilot project	MUFPP indicator implementation workshop			
16	Identification of instruments for the legitimization of the Policy at the municipal level	Ordinance approved Incorporation in planning instruments	Resolution approved (Municipal Administration 2014 - 2019) Draft Resolution submitted	Draft Resolution presented	
			Another legal mechanism to institutionalize a Food Council for Quito (Municipal Administration 2019 - 2023) Proposed new municipal administration	Proposal for the new municipal administration	
17			Presentation of the Agri-food Strategy at the Economic Development Commission of the Municipality of Quito (Municipal Administration 2019 - 2023) Minutes of the meeting of the Economic Development Commission	Meeting minutes Economic Development Commission	
18			Resolution of the Commission for Economic Development to present the Agro-Food Strategy to the Quito Metropolitan Council to request that it be elevated to an Ordinance (Municipal Administration 2019 - 2023) Minutes of the meeting of the Commission for Economic Development	Meeting minutes Economic Development Commission	
19			Presentation of the Agro-Food Strategy at the Quito Metropolitan Council (Municipal Administration 2019 - 2023) Managed by the Economic Development Commission	It will be managed by the Economic Development Commission	
20			Regulations defined to form the Food Board (Municipal Administration 2019 - 2023) Regulations approved	Approved regulation	
21			Council formed (Municipal Administration 2019 - 2023) Act of formation	Certificate of conformation	
22			Instruments of the public agri-food policy of Quito	Draft ordinance prepared based on the food strategy (Municipal Administration 2019 - 2023)	

Source: CONQUITO, 2019

Preparation: CONQUITO, 2019

* Complied (Green) / Medium (yellow) / Low (red)

Figure 6. Summary of progress – indicator 2



Source: CONQUITO, 2019

Preparation: CONQUITO, 2019

The table above for Indicator 2 shows completion of 72.72% of the proposed actions (green). 13.64% of actions are still in progress (yellow) - waiting for the required political timing and the processes that must be complied ex officio. Finally, there are another

13.64% of actions where work has not yet begun (red) because they depend on the previous progress of the actions that are in process marked in yellow, since it is a sequential process and dependent on some actions with the following.

Indicator 14

The progress in the adoption of sustainable diets in Quito shows us that if there are actions that relate to the promotion of sustainable diets that achieve in different measures integrate at least one of the several criteria that make up the concept of sustainable diet, with great options to advance to the fulfillment of all of them.

Progress on the adoption of sustainable diets in Quito was assessed by looking for actions that relate to this ambition and meet at least one of the several criteria that make up the concept of sustainable diet, and also demonstrate opportunities to advance to the fulfillment of all of them.

Figure 7 shows that there are at least 77 initiatives implemented in Quito, of which 70.11% come from the local government

through its participatory urban agriculture project AGRUPAR (bioferias) and private initiatives such as restaurants, health food stores, agroecological fairs and thematic markets. All these considered as "initiatives in territory".

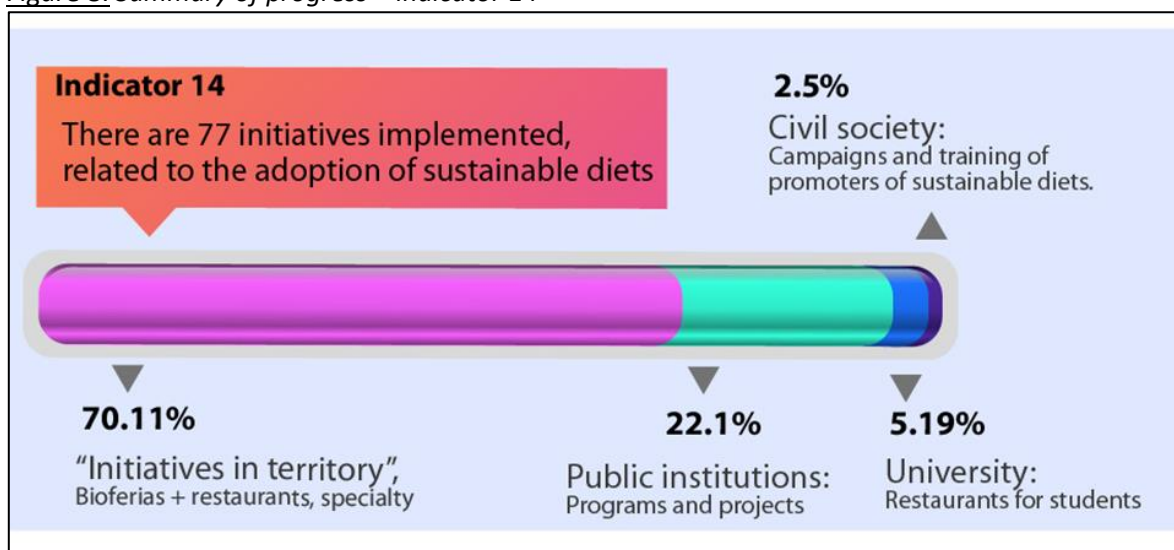
Public institutions represent 22.1% of initiatives through programs, projects related to sustainable diets. Each university has its own initiatives through its restaurants for students where the purchase of food, the preparation of the same and the composition of the dishes respond to the concept of sustainable diet, representing 5.19%. Finally, civil society initiatives represent 2.5% of the actions implemented for the adoption of sustainable diets through campaigns and training of promoters.

Figure 7. Main results of the study referring to Sustainable Diets.



Source: Rikolto, 2019
Elaboration: Rikolto, 2019

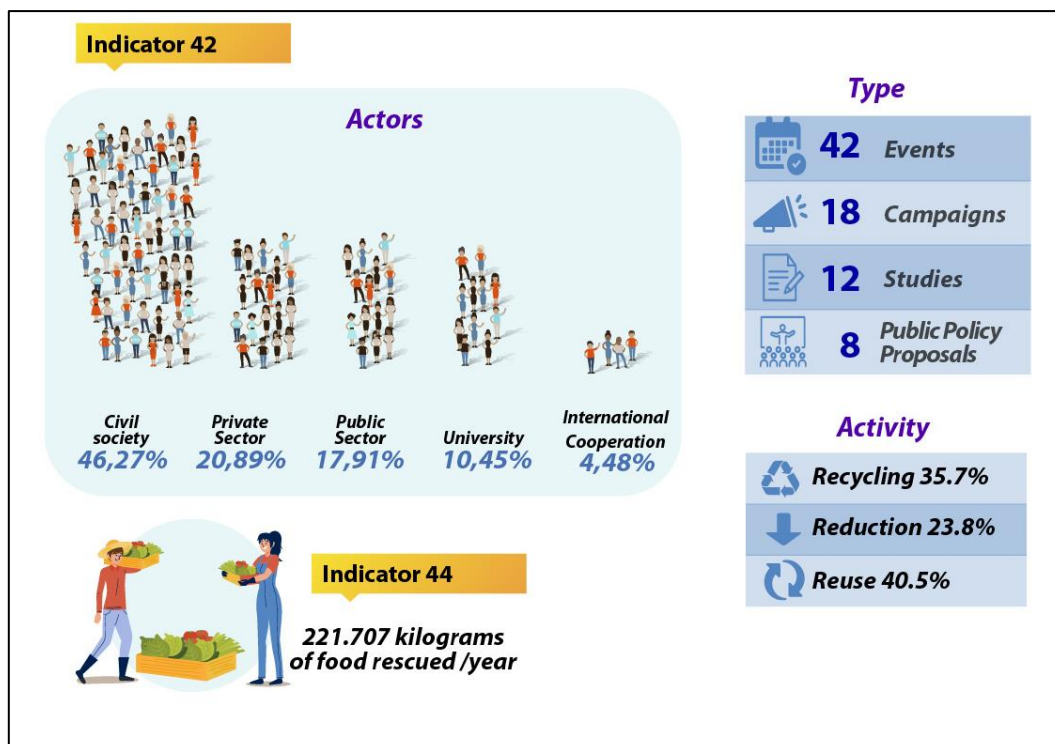
Figure 8. Summary of progress – indicator 14



Source: Rikolto - CONQUITO, 2019
Preparation: CONQUITO, 2019

Indicator 42

Figure 9. Summary of progress based on interviewed actors – indicator 42



Source: CONQUITO, 2019

Preparation: CONQUITO, 2019

67 online surveys and interviews with relevant actors provided information on food losses and waste in Quito. Of these, 46.27% come from representatives of civil society, 20.89% from the private sector, 17.91% from the public sector, 10.45% from academia and 4.48% from international organizations.

65.67% of the interviewed actors responded that they carry out activities aimed at reducing the loss and waste of food. The majority of actors indicated that they carry out more than one type of activity. Considering the activities individually, they are counted as follows:

- 41 events
- 18 campaigns
- 13 studies
- 8 proposals - public policy tools.

Regarding the events, 59% are held on a regular basis and of these, 77% are weekly. 41% of the events are occasional and the

majority with an annual frequency represented by 65%.

Of the 41 events identified, 26% seek to reduce waste, while 37% are intended to reuse, and another 37% intended to recycle food waste.

As for the campaigns, 56% are aimed at reducing food losses and waste, while 22% seek to encourage reuse and the same percentage seek to promote recycling.

Likewise, 69% of the studies identified focus on reducing food losses and waste, 15% on reuse and 8% on recycling.

Finally, regarding public policy, there are some normative instruments that, without being specific, affect in some way the reduction of food losses and waste. There are 4 proposals for local public policy (Agri-food Strategy of Quito, Resilience Strategy of the Food System, Ordinance 084 Social Responsibility, Update of the Climate Action

Plan of Quito), 1 bill at national level (National Assembly), and 3 programs / local projects that encourage recycling, food reuse

(AGRUPAR, Quito to Recycle, Environmental Managers).

6.2 How will you use the information you have gathered?

The studies generate evidence and baseline to define where and how to place the efforts of change, strengthening the actors and their daily struggles, as well as recognizing their knowledge, priorities and convictions.

The results will be used to argue the need to integrate the issues analyzed in various regulatory instruments of the city and other subsequent studies.

6.3 How have you disseminated / will disseminate the findings locally to interested parties?

The first space to disseminate the progress of the studies was the “Local Workshop on the Implementation of Indicators of the MUFPP in Quito”, which has a second phase before the end of 2019 to present the results.

The studies will be uploaded to the CONQUITO web page as well as to the Open Government Platform of the Municipality of Quito so that they are of general knowledge of the citizenship and can be used for further studies.

7 Key lessons of the pilot phase

7.1 What are the strengths and weaknesses of the MUFPP indicator framework?

The short list covers at least one indicator for each action of the MUFPP framework of action. However, we recommend also reviewing the long list as it could give ideas about indicators that we can adjust to the requirements of the city.

The application of the indicator framework generated synergy and activation of various actors in the food system and gathered

different perspectives to solve common problems.

It is necessary to understand the framework of MUFPP actions to be able to better implement the framework of indicators; it may be a weakness to think that indicators can be implemented without first knowing the food situation of the city and identifying priorities to address.

7.2 What additional supports did you need to work with the indicators?

The implementation of indicators required political will, in addition to the commitment of the technical teams involved. Evaluating indicators requires a budget that responds to

activities integrated in the annual planning of an organization that manages public funds.

Greater support from state institutions and local government is needed. In addition to

providing, access to information, access to contact details of the relevant actors is also needed. Bureaucratic procedures and long

waiting times have to be taken into account when information is required.

7.3 Who needs to be locally involved to work with the indicators in the long-term?

Greater involvement and commitment of local government is required; below, some examples are listed that refer to each of the selected indicators:

- After knowing the different limitations faced by the actors to channel their surpluses and food waste, and being aware of the extreme poverty that exists in the city, it is necessary to create the appropriate means for these foods to reach those living in poverty. Public and private educational institutions must also participate more actively, both to generate knowledge and to transmit it and provoke reflection on this problem.
- The adoption of sustainable diets requires greater involvement of the media and control over the excessive promotion of fast and unhealthy food. Local government could take advantage of its publicity and contact spaces with citizens to promote the adoption of sustainable diets and integrate the concept into their public purchases related to food.
- It is necessary to improve coordination and coherence between plans, programs and projects of the local

authority with the initiatives of civil society, the business sector, academia, international cooperation and other proposals of the different levels of government to address the issues of sustainable diets and to decrease food losses and food waste.

- In the long-term, the agri-food system needs to be recognized within the Development and Territorial Planning Plan, the main planning instrument of Quito, to which all the actions of the different municipal entities respond and to which a budget is assigned for execution and measurement.

In addition to the above, a process of Municipal Ordinance is needed in order to put in place one or more people with the remit and budget necessary to execute activities through programmes and projects in support of the agri-food system of Quito and to establish a Food Policy council or Partnership body for the city.

In order to build on such work, awareness of the authorities must be maintained permanently so as to generate evidence of the city's food problems that in turn motivate action.

7.4 How can the indicator framework be improved? Are different indicators possible? Are more or different supports needed?

The 44 MUFPP indicators can be used by cities in different contexts if they can be “adapted” or “improved” using wording that is specifically related to the point that the city wishes to evaluate. The methodological guide was a great support to determine the scope of the indicators and as a starting point. In general, the indicator framework is useful for having a basis on how

to start data collection. But we believe that a second level of analysis is needed because it is more relevant to first understand the problem from the perspective of people for a better scope of the situation. After this, a specific framework can be determined to understand what should be done for a transformation or change path.

The implementation of indicators requires the ability to understand the process as something interactive, systemic and integral – not linear that begins and ends with a figure or data – but a wider process with a conceptual framework that explains it and a political assessment that supports it.

7.5 How do you plan to move forward with the work of indicators in the future (if possible)?

We believe that the city must move forward in measuring indicators of its Agri-food Strategy aligned to the MUFPP, in at least one study per year (considering the limitation of economic resources). The AGRUPAR Participatory Urban Agriculture project will continue leading this process to continue activating actors and involving authorities

until the food governance embodied in an Ordinance for the Agri-food System of Quito is achieved.

There is a need for the results to be communicated effectively to local participants so they can have continuity and become anchored to "something".

7.6 What were the challenges and benefits of working with RUAF and other pilot cities in this process?

It was gratifying to work on the pilot project to implement indicators together with the cities of Nairobi and Antananarivo. The interest expressed in changing the food system to make it sustainable and resilient motivated us to participate, understanding that we have different geographical contexts, with different levels of progress in food policy, limited budgets and small technical teams, with greater or lesser political will to advance.

We share a commitment to MUFPP and have been actively looking for ways to implement it. In practice we appreciate and acknowledge the commitment and activism of the technicians in charge of this pilot, so that in a short time of execution, relevant advances are made and the path to change is opened.

The methodological guide of the indicators is clear and contributed to the development of the methodology for the studies. It is a good

starting point for cities that have not had experience in implementing food system indicators. This guide may well be improved according to the local context.

The guide and permanent technical support of RUAF met all our expectations. The process had an adequate order that starts from the situation of the cities, the political priorities in the matter of food, their advances, their strengths, and definition of participants, possible sources of information, models and formats to have greater clarity in the analysis of how to identify the correct indicators for implementation.

In the case of Quito, the recommendations made by the RUAF team allowed us to think about the need to align the indicators to the new mayor's government plan, as a mechanism to ensure political will in the process.

The pilot project included one to one discussions with individual cities and also virtual meetings with all three of them to present progress and exchange ideas. Additionally, the technical teams responsible for the data collection studies received timely assistance and recommendations for the methodologies proposed.

RUAF's proposal to hold a workshop for each city to share the progress of the studies was an interesting challenge from planning to execution. It meant more than "showing results" and was a space to strengthen participatory food governance mechanisms. It involved making the commitments of the new municipal administration known.

Through the PAQ reunion and integrating new actors into the process, opportunities were opened to raise more information and improve the methodology (work tables were held). It was an event widely disseminated through social networks and other media before, during and after its completion (September 6, 2019), with positive results for the 3 selected indicators.



Photo: Quito Workshop

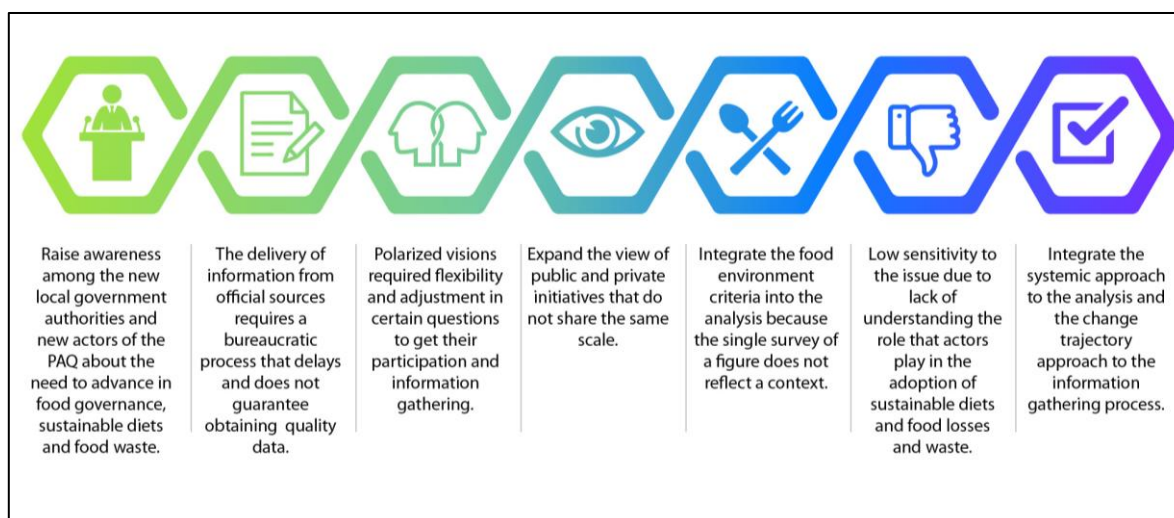
It is important to mention that the recommendations given to other pilot cities were also useful for Quito, such as the case of the "measurement of informal markets" to define the impact of this sector on food. Informal commerce is a major problem for the city in recent years, compounded by the large influx of migrants from countries in the region due to the political and economic crisis they suffer. Although no specific indicator was selected to measure informal food markets, the methodology will be useful in the near future.

We have felt confidence and security with RUAF's support throughout the entire pilot project.



Photo: Quito workshop assistants

Figure 10. Summary of main challenges in using the MUFPP indicator framework



Source: CONQUITO, 2019

Preparation: CONQUITO, 2019

8 Summary of ideas to share with other cities

- In order to implement indicators it is necessary that cities have a diagnosis of their food system. The recent City Region Food System (CRFS) analysis was a very successful methodology in Quito. This diagnosis, shared with the actors of the Agri-food system, enabled food to be placed on the public agenda.

- The outline of action and indicators of the MUFPP inspired the process of food governance for Quito. It is important that cities understand the framework of action and analyze the situation of their food systems against the weaknesses, strengths, threats and opportunities that they could have if they decide to build a sustainable and resilient food system.

- Supporting the creation of a platform of participants, which leads the construction of food policy for the city and motivates the issue of food with a systemic and non-sectoral perspective, was a great contribution to the process for the city of Quito. In a time of change of local authorities, the participant platform was the force that maintained the

legitimacy of a process that began 2 years ago in the city, which could not be ignored and rather has been recognized in a positive way, achieving the political will of the current municipal administration.

- The trajectory of change has been the focus of the pilot project for the implementation of MUFPP indicators in Quito, which leads us to the generation of knowledge and moves us to change in practice.

- A survey is not always the best way to obtain information, since answers can be obtained from the partial, erroneous or relative understanding of terms and concepts that apparently have been presented clearly. This implies the need to return to contact the actors, with the consequent extension in the work deadlines and the difficulty when analyzing the answers.

- The sustainable diet, indicator 14, is an issue that must be addressed from an understanding of the context of each city. Quito proposes that each city should integrate its own criteria of food

environments. In Quito's case, the question has been how sustainable diets could be considered in a capital city.

- With indicator 44 it becomes complex to know exactly how much food is wasted and how much reused. Companies and institutions generally do not have a weighing system or maintain the habit of doing so. Apparently, these actions are not yet an objective or their potential is not understood. On the contrary, if the existence and impact of the generation of food waste were understood, the identification of the causes would be facilitated and the efficiency of the system would be improved, with a consequent reduction of costs, both economic and social and environmental.

- Food led to synergies between municipal authorities and various actors in the food system, who now look at the issue as something that also involves and applies to them and on which they can work together.

- The participation of Quito in the pilot project for the implementation of MUFPP indicators has allowed us to raise awareness

and show commitment to change and empowerment of the technical teams of various municipal entities. It has shown us that we can be actors of change by proposing innovative issues for municipal planning (governance, sustainable diets, food loss and waste), generating evidence of the situation but at the same time finding other actors that carry out positive actions and want join forces for change towards the sustainability and resilience of the food system.

- It is key to develop a flow of knowledge, information and communication for the agri-food system of cities, in order to make food more visible and to establish that it is a city-region issue.

- Although there are still gaps in monitoring, such as lack of systematization of experiences, lack of reliable data, lack of measurement of actions, lack of interest and / or lack of understanding of the problem by some actors, and a lack of public policy that specifically addresses the proposed issues, we try to value the diversity of knowledge and experiences that coexist in each social process and in each of the interventions analyzed.

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