

Could CAP become a Common Sustainable Food Policy?

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Summary

- CAP's origins are a mid C20th / post WW2 agenda:
 - insufficiency, social harmony, rural livelihoods
- C21st challenges repeat those with new priorities:
 - Environment was not a concern → climate change, H2O
 - Food & health is now over-, mal-, & under-supply
- Health needs to be part of new CAP reform round
- UK Sustainable Development Commission proposes Common Sustainable Food Policy as goal:
 - Sustainability is the new 'umbrella'; health as part of this
 - It shares vision and delivery at EU, MS and local levels
 - It integrates currently fragmented policy issues
 - It combines evidence-base with *realpolitik* .

This talk draws on work by

- The Sustainable Development Commission the UK government's official advisor on sustainable development, created in 2000
 - Reports: *Green, Healthy & Fair* (2008), *\$100 barrel of oil* (2008), *Food Security and Sustainability: a perfect fit* (2009), *Setting the Table* (2009)
 - Input to Cabinet Office and Defra policy reviews
- Centre for Food Policy, City University London
 - Reports and Publications: eg *Food Wars* (Earthscan 2004), *Food Policy* (Oxford University Press 2009)

1. The problem with CAP

CAP and public health

- CAP has lost touch with health
 - 1957 goal was food security (ie partly health)
 - Regimes were indiscriminate eg dairy, cereals
 - It ignored fruit & vegetables (orchards)
 - Response to poverty was surplus food disposal
- 1990s was watershed: BSE, food safety
- New opportunities today if we address:
 - NCDs, obesity (over-consumption)
 - Building new production – consumption linkages
 - Build health as part of sustainability (Brundtland)

CAP and the environment

- Long haul to get environment on agenda
 - Progress since MacSharry (1992)
 - Pillar 2 a big advance; victory for NGOs
 - Environmental goods now de-coupled from food production
- But EU needs to produce / maintain supply
 - for its own food security
 - World contribution in time of climate change
 - Yet food production is being marginalised
 -just when route to security is sustainability

CAP and consumers

- Support for farming still strong
(Eurobarometer 2009 59% want good quality, healthy and safe agric products)
- The public wants food without residues
(Eurobarometer 2009 63% see pesticide residues as main concern)
- Consumer NGOs have been hostile to CAP
 - A tax on consumers (keeping food prices high)
 - A tax on the poor ('the poor pay more')
 - Scepticism about distortion in EU policies
 - CAP accounts for c 40% of EU budget
- But new recognition of importance of farming

2. Meanwhile, evidence of food's unsustainability grows

Food's impact on environment

- Agri-food chain contributes c 18-20% of GHGs

Source: LUCCG / WAG (2010) et al

- Food consumption accounts for 31% of all consumption related GHG emissions

source: EC (2005) life cycle environmental impact of products [EIPRO]

- Biodiversity loss due to agriculture: land use, genetic concentration etc

source: FAO consultation 2010

- Waste from UK homes – c.30% wasted:

- 6.7 million tonnes of food waste; 40% cannot be recycled;
- 5.2 million tonnes of food-related packaging

source: WRAP 2007

- Food is heavy water user:

- UK agriculture uses 742 million m³ of water
- Food & drink industry 155 million m³ used

source: Defra (2007) Water use in the supply chain

Food's impact on health: there is clear evidence on...

- NCDs: CHD, strokes, diabetes, obesity (WHO WHR 2003 etc)
- Communicable disease: food safety, etc
- Rapid Nutrition Transition in developing countries (Popkin et al)
- Overall picture is of simultaneous over-consumption, under-consumption & mal-consumption
- Impact of marketing and the cultural shift

The social dimension of sustainability is also important

- Food is a key indicator of global inequalities
 - within and between countries
 - WHO (2008) *Commission on Social Determinants of Health*
- Nutrition Transition highlights social aspirations:
 - eg meat = wealth
 - Food is culture; more than nutrients + eco-footprint
- How can this be translated into what people eat?

**3. This picture of a mis-match
of supply and consumption
raises challenges for policy**

Not CAP's problem alone....also CFP: eat fish? Yes or no?

- YES (nutritionists)
 - long chain omega 3s; 2 portions a week, one oily
 - Evidence: Eurodiet, WHO, FSA, etc
- NONE or LESS (environmentalists)
 - Stocks running out
 - Evidence: FAO (SOFIA), RCEP 2004, Pew 2003
- DIFFERENTLY (eco-business)
 - Marine Stewardship Council, Organics, China

Sustainable Diet raises problem for:

- Consumers:
 - Eat meat? Yes (nutrition). Grass-fed (ecology). Less (everyone)
 - Drink coffee? Yes (fair trade). No (hydrologists). A little if at all (cancer epidemiologists)
- Policy makers: should they...
 - separate guidelines for health, eco, social justice?
 - let consumers decide (choice vs. choice-editing)?
- Business:
 - How to incorporate this into prices?
 - Separate 'issues' on the supermarket shelf

C20th productionist approach to food policy now exposes 'New Fundamentals' for C21st

Chatham House Food project 2006-09 etc

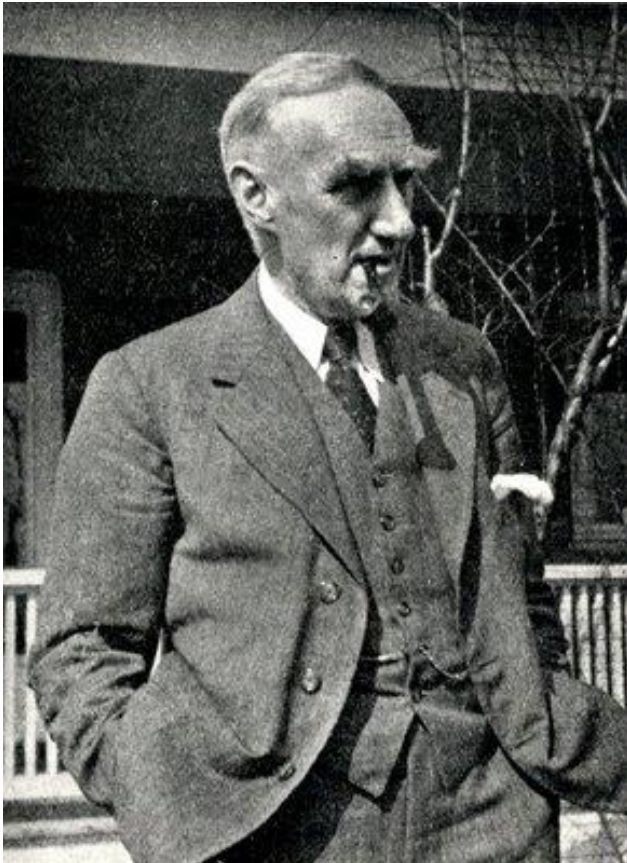
- Climate change
- Fuel / oil / energy
- Water
- Land use
- Biodiversity
- Labour
- Population (9bn 2050)
- Urbanisation
- Affluence (BRICs +)
- Inequality
- Nutrition transition
- Healthcare costs
- Waste

CAP's origins are 1930s science: the Productionist Paradigm

Lang & Heasman (2004)*Food Wars*

**Science + capital +
distribution → output →
cheaper food → health
= progress**

Linking food, health, income & justice



John Boyd Orr
(1880-1971)
public health researcher
1st D-G of FAO



Sicco Mansholt
(1908-1995)
1st European Agriculture
Commissioner for 1958-1972

**4. In 2010-20 the urgent task
is better policy integration:
farm to fork**

Deliver supply to 'Omni-Standards' ^T

Lang (2010) *Environment & Planning A*, forthcoming

Quality:

- Taste
- Seasonality
- Cosmetic
- Fresh (?)
- Identity / authenticity

Social values:

- Pleasure
- Localness (identity)
- Animal welfare
- Working conditions
- Equality
- Cost internalisation
- Trust

Environmental:

- Climate change
- Water
- Land use
- Soil
- Biodiversity
- Waste reduction

Health:

- Safety
- Nutrition
- Access / affordability
- Information & education

Farming needs new indicators

<i>Issue</i>	<i>measure</i>	<i>uncertainties</i>
Land Footprint	2-D growing space per person	Actual varies according to diet eg vegan versus meat eating
GHGs	CO ₂ e	multiple LCA methodologies
Water	Virtual / embedded	Does one way H ₂ O matter?
Biodiversity	Varieties, seasonality	Should we measure on the plate or at the field edge?
Local-ness	PGIs? 50 km? watershed?	Consumer conceptions vary (it's an identity issue)
Seasonality	Open air grown	'stretched' seasons eg 10 month UK strawberries
Nutrition	RDAs / DRVs	Total diet or product specifics?
Cost	Price, affordability	How to internalise externalities?

Policy issues arising from this

- How to translate all into the business model?
- How to improve all these?
 - current policy relies on ‘trade offs’ or costing
- How to incorporate existing / new indicators?
- How to achieve supply chain ‘buy-in’?
- How to set priorities?
 - short term vs long term; immediate vs distant
 - political judgements (consumers do this daily!)
 - this requires a political ‘reality check’ eg H2O Australia

5. The good news is that pressure is building up; but there is danger of policy fragmentation, eg companies 'going it alone'?

The institutional picture

- Multi-level governance makes policy complex:
 - global – EU – MS – sub-national – local
- Are policy institutions fit for purpose?
 - Fragmentation
 - DG Agri powerful at EU
 - CAP budget 2009 **€57 780 438 369**
http://eur-lex.europa.eu/budget/data/D2010_VOL4/EN/nmc-titleN123A5/index.html
 - Relative weakness of health bodies
 - DG Sanco has public / political legitimacy but does it have enough engagement with DG Agri?

Meanwhile, companies act alone

- International companies get organised:
 - 2002: SAI launched Groupe Danone, Nestlé, Unilever
 - 2009 (Oct 16): G30 top TNCs initiative Coca-Cola, Tesco, Unilever, News International
- UK's big food companies get active too:
 - 2007: IGD Food Industry Sustainability Strategy Champions Group focus on low carbon + ethics
 - 2008: Tesco gives £25m to University of Manchester Sustainable Consumption Institute
 - 3 retailers adopt 'choice-editing' policy eg Marks & Spencer *Plan A*, Co-operative Group, Waitrose
- A product specific approach, not overall diet²⁴

But MS governments act too

- Sweden publishes *Environmentally Effective Food Choices* (2009) = 1st Sustainable Diet document
 - Appeals to responsible consumers
 - Assumes Swedish agri-food chain will respond
- NL *Towards Sustainable Production & Consumption* (June 2008):
 - business, research-led, technical approach to food quality
- France:
 - INRA-CIRAD sustainable food systems (2009-11)
- Australia:
 - Driven by climate change concerns eg water

EU food system will change

- Pressures: water, climate change, oil, etc
- Relative silence on ecological food policy
- EC has mainly ‘soft’ powers on health and consumption
 - labels, information, education, etc
-but stronger powers on environment
- CAP is on the defensive just when it should be modernised for ecological public health

Sweden takes the lead?

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



Environmentally effective food choices
Proposal notified to the EU ¹ 15.05.09

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

LIVSMEDELS
VERKET
NATIONAL FOOD ADMINISTRATION

The National Food Administration's environmentally effective food choices

Proposal notified to the EU¹

Concerns the food groups:

Meat – beef, lamb, pork and chicken

Fish and shellfish

Fruits and berries, vegetables and leguminous plants

Potatoes, cereals and rice

Cooking fat

Water

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

NL Ministry of Agriculture, Nature & Food Quality June 2008

- ***Policy Document on Sustainable Food: towards sustainable production and consumption of food*** http://www.minInv.nl/portal/page?_pageid=116,1640321&_dad=portal&_schema=PORTAL&p_file_id=39545
- Objectives
 - *Stimulating sustainable innovations in the Dutch agrifood complex*
 - *Enable and entice Dutch consumers to buy sustainable (and healthy) food*
 - *Influencing the international agenda*
- Approach:
 - *voluntarism, information, innovation (GMOs), productivity, etc*

UK Policy beginning to join up? Two UK Cabinet Office 2008 reports



Food: an analysis of the issues The Strategy Unit

January 2008

(Updated & re-issued August 2008)

This discussion paper presents an analysis of a number of the key issues pertaining to food and food policy in the UK. It is not a statement of Government policy

Food Matters Towards a Strategy for the 21st Century

The Strategy Unit
July 2008

Making
government
work better

Revision D – 8 August 2008

Making
government
work better

UK Policy development

- 2008-10 new strategic vision emerging:
 - *Food 2030* (Jan 2010) with goal of sustainable supply chains for sustainable diets
 - FSA Integrated Advice to consumers → SACN review of environment + nutrition (late 2010)
- Some industry troubled by focus on whole diets not particular products
- New Government (May 2010)!
 - It's early days, but signs are that *Food 2030* strategy will be modified with more focus on delivery

6. Where does this leave CAP?

Remember!

- CAP is always in a process of change
- The need now is to ensure that the drivers are not just fiscal and environment, also...
- Health + Social justice + Employment + consumer rights + Security + etc...
- That's Sustainability!
- Hence call for Common Sustainable Food Policy

A new vision

- From CAP to Common Sustainable Food Policy
 - SDC report on food security and sustainability:
<http://www.sd-commission.org.uk/presslist.php/101/sdc-stop-decline-in-uk-food-production>
- Need to emphasise:
 - What land is for
 - Food production at centre of multi-functionality
 - Sustainable food chains for sustainable diets
- Sustainability is the linking theme across:
 - Health, environment, consumption, international development, farming & food supply chains

The advantages

- Cuts across the 'old' divisions of fiscal-led reform versus farm support versus environmental goods
- Units public interest 'single issues' into a coherent whole
- Gives a citizens-led focus to policy debate
- Re-energises the purpose of CAP

7. Where to next?

Engagement points

- *CAP after 2013* debating points:
 - http://ec.europa.eu/agriculture/cap-post-2013/debate/index_en.htm
- Commission Cioloş calls for discussion but notes core messages
 - http://ec.europa.eu/agriculture/cap-post-2013/speeches/index_en.htm
 - New focus on supply chain and farming
 - *Strategy 2020*'s focus on econ, enviro + social
 - Competitiveness at local, regional, global levels
 - EU agricultural diversity

Wider opportunities

- Financial crisis means more restructuring
 - Build alliance around the proposed Green paper on the future of the CAP
 - Make health part of cross-compliance
 - Build on small beginnings with Common Market Organisation for Fruit & Vegetables (Jan 1 2008)
 - Inclusion of F & V in single payments scheme
- http://ec.europa.eu/agriculture/markets/fruitveg/index_en.htm

Immediate tasks

- Build an evidence base
 - Costs of externalities eg healthcare
 - Scenarii eg Foresight Obesity (2008)
 - Employment possibilities: eg skills base
- Build a 'From CAP to CSFP' coalition
 - Health, consumers, environment, development, animal welfare, ethics, etc
- Think food supply chain not just farming

We have much to do!

Thanks!

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