



FEEDBACK FROM THE COVID-19 CRISIS

Period of the first national lockdown in France



National Food Council (NFC)

OPINION 89

This entire opinion was adopted by the full NFC in an open vote on 7 July 2021 by 46 votes for, 0 against and 0 abstentions.

The National Food Council (NFC)

The National Food Council is an independent advisory body

The NFC is a French independent advisory body, reporting to the French ministers responsible for the environment, health, consumer affairs and agriculture. It is a decision-making support tool. The body is consulted on the definition of public food policies and issues opinions to public decision-makers and the various players in the food sector on subjects such as food quality, consumer information, adaptation of consumer habits to nutritional needs, health protection, access to food, crisis prevention, etc.

As a "Food Parliament", the NFC organises the consultation between food industry stakeholders and public debate

Positioned as a "food parliament" for more than 35 years, the NFC has been developing a consultation process that integrates the concerns of the different sectors of activities and of civil society. The realities of the professional world and consumer expectations are thus taken into account in the debates.

Divided into 8 colleges, its 63 appointed members represent the main players in the food sector: agricultural producers, processors and craftsmen, distributors, restaurant owners, associations of consumers, healthcare users, environmental protection, animal protection and food aid, employees' unions, as well as qualified individuals. Public research and scientific assessment institutions, as well as local and regional authorities are also ex officio members of the NFC. The representatives of the ministries concerned shall participate by full right to the consultations. The NFC is also mandated to organise public debate in the context of public food policy. The NFC is currently chaired by Mr Guillaume Garot, MP for Mayenne and former Minister for Agrifood.

The NFC benefits from inter-ministerial governance

Inter-ministerial governance is defined in the NFC's rules of procedure and derives from its regulatory definition. The four ministries to which the NFC is affiliated contribute to the NFC's work on drafting notices in order to provide insight and expertise. When notices are voted on, the administration takes no part in the vote. In fact, the ministries do not intend to give any approval or disapproval to the opinions and recommendations expressed in this notice. These are to be considered as the opinions and recommendations of the author, i.e. the NFC as a whole. The Government is not bound by the NFC's opinions.

The NFC issues opinions and recommendations

The NFC may have to answer to the request of any of the ministries with which it is associated, but also by any other advisory body attached to the State or to one of its public institutions, eventually by one of its constituent bodies or by its President. The consultation organised by the NFC thus aims to make recommendations. An NFC opinion is a collective work, resulting from the participation of members of an NFC consultation group and the Interministerial Secretariat. It is made public once adopted by the NFC plenary. It is intended for actors in the food sector, in particular the public authorities, in order to enrich public decision-making and integrate the opinions of the various stakeholders. All NFC opinions can be consulted and downloaded from the website www.cna-alimentation.fr.

★ Summary

In the summer of 2020, the National Food Council (NFC) decided to take on the task of conducting a review of the Covid-19 crisis during the first period of national lockdown in France (17th March 2020 – 11th of May 2020). This opinion is the result of the reflections of a consultation group whose work began in November 2020. It involved members of the NFC, as well as representatives of the veterinary college and unions, the French Academy of medicine and the Economic, Social and Environmental Council (ESEC).

To obtain this feedback, the consultation group conducted expert hearings and feedback workshops for each group of stakeholders.

This work has led the NFC to make two levels of recommendations:

- recommendations for moving towards a **systemic evolution**, which can be broken down into three issues to be resolved for greater **sustainability and resilience of food systems in the wake of the Covid-19** crisis;
- recommendations for moving towards **better crisis management**, which break down into eight courses of action for a better food system response to crises and/or lockdown situations.

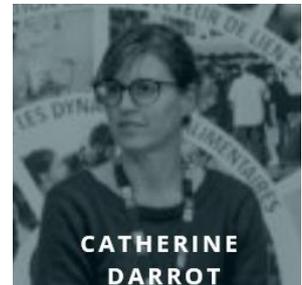
★ Keywords

Feedback, crisis, food, coronavirus, Covid-19, food insecurity, food democracy, right to food, *One Health*, resilience.

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A word from the President and the Moderator

A word from the President, Jean-Luc Angot

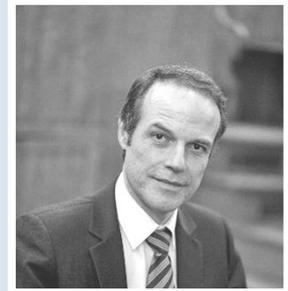
The unusual nature of the Covid-19 crisis led the NFC to ask for its own review of this crisis during the first period of lockdown.

This opinion, which is the result of seven months of consultation, has involved all the parties concerned. I would like to thank them for their enthusiastic and constructive involvement.

I give my thanks for the remarkable work of the NFC secretariat and the valuable methodological assistance of Catherine Darrot, moderator.

We hope that the analyses and recommendations of this opinion will be useful to public decision-makers. It should help to promote greater resilience and sustainability of food systems and to improve crisis management arrangements, as part of the global "One Health" approach. The issues at stake are indeed major in terms of food democracy and the right to food.

The NFC and its consultation groups are calling on collective intelligence to serve the common assets of agriculture and food.



A word from the moderator, Catherine Darrot

Crises are catalysts for changes in behaviour and for political questioning. In the agri-food sector, the coronavirus crisis was a real test on our capacity to take the time to learn from it. In this respect, the feedback organised by the NFC is a milestone. It shows the considerable involvements, in variety and number, of actors from the various parts of the national food system. It will make it possible to explore in detail the experience of the first lockdown in 2020 and place it in the context of more general issues.

The discussions, which were lively and engaging, reflected the vital nature of the debates in the agricultural and food sector in France. Above all, the positive attitude of each of the contributors throughout the process and the remarkable synthesis and drafting skills of the NFC secretariat, chaired by Jean-Luc Angot, must be highlighted.

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1. Work context: the Covid-19 crisis and its impact on the food system

In July 2020, the NFC decided on its own initiative to carry out feedback from the Covid-19 crisis regarding the food system. The terms of reference for the consultation group were adopted by the NFC on 30 September 2020².

This section provides an overview of the crisis and its main effects on the food system.

1.1. The origins of the pandemic

- **Definition**

SARS-CoV-2 is a new coronavirus identified in January 2020 in China and named "Covid-19" by the World Health Organization (WHO) in February 2020. It is an infectious zoonotic³ viral disease, with the most common symptoms in humans being respiratory discomfort, coughing and fever. The contraction of the virus can lead to more serious forms, in particular with the onset of respiratory distress syndrome, especially in people over 65 years of age and those with serious illnesses (cancer, chronic respiratory pathology, etc.) or with co-morbidities (diabetes, cardiovascular disease, obesity, etc.).

- **Origins**

To date, the question of the origin of the SARS-CoV-2 virus has not been fully resolved. Ongoing research has revealed two hypotheses at this stage⁴:

- that of the zoonotic origin of the virus: current evidence suggests that SARS-CoV-2 is closely related to viruses infecting bats. It would thus have crossed the species barrier to infect humans *via* an intermediate host animal;
- that it has been circulating in humans for several years, until the recent appearance of a mutation that would have made it more virulent and pathogenic.

The WHO report on the origins of the virus⁵, published on 29 March 2021, favours the first hypothesis, that of transmission of the virus to humans via an intermediate host animal. However, he says that there is a need for further research in China and elsewhere to shed more light on the question of the origin of the pandemic.

- **Emergence and spread of the pandemic (see crisis timeline⁶)**

As with the question of its origins, the one of the emergence and spread of Covid-19 is still the subject of research and various scientific hypotheses.

² The terms of reference of the Consultation Group are attached to this opinion as Annex 2.

³ According to the WHO: "Zoonosis are a group of infectious diseases that are naturally transmitted from animals to humans. The greatest risk of transmission is at the interface between humans and animals through direct or indirect exposure to the animal, its products (e.g. meat, milk, eggs, etc.) and/or its environment."

⁴ <https://www.inserm.fr/information-en-sante/dossiers-information/coronavirus-sars-cov-et-mers-cov>

⁵ <https://www.who.int/publications/i/item/who-convoked-global-study-of-origins-of-sars-cov-2-china-part>

⁶ The crisis timeline can be found on pages 26 to 29 of this opinion.

The first patient diagnosed with Covid-19 was reportedly officially identified on 1 December 2019 in Wuhan, China⁷. Several cases of what then seemed to be viral pneumonia occurred in the region in December 2019. The Huanan Seafood market, a place where wild animals are traded, is suspected of being a link in the transmission chain of the disease from animals to humans. On 31 December 2019, the epidemic in China is made public by the Chinese health authorities and the WHO. People in the Wubei region were placed in lockdown on 20 January 2020 in an attempt to stop the spread of the epidemic. The first positive cases of Covid-19 were detected away from Chinese area at the end of January, notably in Europe and the United States. On 30 January 2020, the WHO declared the epidemic a public health emergency due to its alarmingly rapid progression. It spreads rapidly internationally between January and March. The numbers of hospitalisations and deaths increased exponentially, forcing country after country to take the first crisis management measures (lockdown, border closures etc.).

On 11 March 2020, the WHO declared the Covid-19 epidemic a global pandemic.

1.2. Contributing factors to the emergence of the pandemic

Some contextual factors have been identified as having contributed to the emergence of the Covid-19 pandemic. These contributing factors to the crisis seem to reinforce the idea carried by the **One Health**⁸ approach that human, animal and environmental healths are intrinsically linked.

- **Increased contact between humans, farm animals and wild animals leads to the emergence of epidemics**

SARS-CoV2 is, according to the first genetic analyses, a virus of zoonotic origin that has crossed the species barrier. This type of transmission is still rare, but its frequency of occurrences has increased in recent decades (Ebola, SARS, H1N1, etc.). The risk that such transmission will occur is increasing as interactions between human, farmed animals and wild animals increase. A recent report by the Intergovernmental Platform on Biodiversity and Ecosystem Services (IPBES)⁹ states to this effect that 30% of the emerging diseases identified since 1960 have been caused by changes in land use, as wildlands have reduced in area.

Thus, the destruction and fragmentation of natural habitats for wild species, particularly by means of deforestation, and the anthropization of spaces (urbanisation, transport, farming¹⁰, etc.), but also the breeding of wild animals and illegal trafficking of them are all factors that increase the risk of an epidemic emerging¹¹.

- **Loss of biodiversity encouraging the spread of pandemics**

Beyond the increased risk of such outbreaks, the threat from their global spread is, according to the IPBES report, partly reinforced by the global loss of biodiversity.

This is because natural barriers play an important role in the transmission of pathogens between species. The extension of areas inhabited or used by humans onto natural areas increases contacts between wildlife, farm animals and humans and, as a result, the risk of transmission of zoonotic viruses.

⁷The timing of the onset and spread of Covid-19 is at the heart of ongoing research: a study conducted by Inserm researchers in association with the University of Versailles Saint-Quentin-en-Yvelines, Sorbonne University and the IRD, published on 6 February 2021, identified a positive test for anti-SARS-CoV-2 antibodies in 353 participants, 13 of whom were sampled between November 2019 and January 2020. These results suggest that the virus was already circulating in Europe at the time.

⁸ The One Health initiative is expressed in French as "*Une Seule Santé*".

⁹https://ipbes.net/sites/default/files/2020-10/20201028%20IPBES%20Pandemics%20Workshop%20Report%20Plain%20Text%20Final_0.pdf

¹⁰ The FNSEA stresses that, in parallel with this increase in the risk of the emergence of epidemics of zoonotic origin, farmers in France are improving their disease prevention and biosecurity practices, particularly with a view to reducing possible contact with wild animals.

¹¹ <https://www.cirad.fr/actualites/toutes-les-actualites/communiqués-de-presse/2020/origines-epidemie-coronavirus>

In a similar way, biological and genetic diversities within the farmed and wild animals help to regulate transmission between species: a wide diversity of host species limits transmission thanks to a dilution effect. However, in recent decades there has been a global loss of biodiversity (ecosystems, plants, animals, etc.)¹², reducing the genetic diversity essential to ensuring the resilience of populations and limiting the risk of the spread of zoonotic viruses.

Finally, the use of antibiotics in livestock populations would increase bacterial resistance and the incidence of infectious diseases, and thus the risk of their globalisation¹³.

1.3. Impacts on the French food system during the period of the first national lockdown^{14; 15}

The food supply and distribution chain in France and around the world was put under strain at the beginning of the crisis, in order to cope with the challenge of the availability and accessibility of food on the territory.

Crisis management measures were taken by many countries, including France, to limit the spread of the virus:

- restriction of the circulation of goods and people at international borders;
- restriction of movement and circulation of goods within the territory;
- putting populations under lockdown;
- shutdown of so-called "non-essential" shops, restaurants, schools/colleges, and therefore school canteens and markets;
- etc.

The implementation of these measures, as well as the rapid spread of the pandemic, induced numerous disruptions at all levels of the food system.

• Production

Impact of the crisis	<ul style="list-style-type: none">- A shortage of agricultural products for the French farmers was experienced due to closed borders and transport-related difficulties restriction of the flow of products and people between countries.- Restrictions applied to customs led to difficulties exporting seeds.- Closure of shops/restaurants and restriction of exports induced a lack of market availability in certain sectors and difficulties in clearing stocks: many production losses, unharvested crops in fields, leading to waste, a reduction in farmers' income, etc.- Difficulties were related to marketing, storage and logistics.- Difficulties were even worse for so-called "niche" or festive products (wines, oysters, poultry from small farms, etc.), where consumption has fallen sharply.
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¹²According to the [IPBES 2019 report](#), "Since 1900, the average abundance of local species in most major terrestrial habitats has declined by an average of at least 20%. More than 40% of amphibian species, nearly 33% of coral reefs and more than a third of all marine mammals are threatened."

¹³ <https://www.who.int/fr/news-room/fact-sheets/detail/antibiotic-resistance>

¹⁴The information presented in this section is based on the "feedback" workshops held during the Consultation Group meetings and on the written contributions made in the framework of the "feedback" questionnaire sent to the members of the group (see sheet 3).

¹⁵ The crisis timeline can be found on pages 24 to 27.

	<ul style="list-style-type: none"> - Reduced access to animal feed and decreased slaughter capacity for the livestock sector.
Adaptation	<ul style="list-style-type: none"> - Implementation of alternative systems: <ul style="list-style-type: none"> o Multiplication of local and solidarity-based initiatives for selling products and putting producers and consumers in direct contact with each other (farm drives, platforms, click and collect, etc.). o Adaptation of distribution channels to offset the closure of certain channels (restaurants and open-air markets) with a shift from "Business to Business" to "Business to Consumer" activities. - Multiplication of collective approaches: mutualisation of distribution and delivery methods for productions, groupings of farmers, etc. - Establishment of collaborations with mass distribution actors to sell products that cannot be sold in their usual sales channels (listing local producers, promoting festive products, encouraging the consumption of French products).

- **Processing and catering¹⁶**

Impact of the crisis	<ul style="list-style-type: none"> - Closure of shops, leading to severe economic difficulties and a decrease in activity for traders and their suppliers. - Closure of the markets in which craftsmen and traders operate, leading to a reduction in activity for these parties. - Increased population flows upon the announcement of the lockdown, leading to strong disruptions of activities for craftsmen in some areas emptied of their inhabitants, or which saw their populations growing strongly. Strong impact of population shifts on out-of-home and in-home demand for caterers and city centre/office area businesses. - Lack of equipment and products needed for the production and logistics (mask, gloves, product protection, enhancing ingredients, packaging). - Increased demand for local, organic, nutritional or cooking products, and products linked to the so-called "indulging" consumption (ice cream, etc.). - Difficulties for selling products usually mostly sold in out-of-home catering or for special occasions (most valuable pieces of meat, cheeses under SIQO¹⁷, festive products such as wine, champagne, etc.).
Adaptation	<ul style="list-style-type: none"> - Development of distance selling sites: some caterers and craftsmen offer takeaway sales or delivery to keep up levels of activity and thus meet the demand of distance workers, for example. - Setting up of solidarity initiatives: donations to food aid associations, hospital staff, etc. - Rapid adaptation of the sectors, facilitated by the implementation of reinforced exchange with the agri-food trade actors, distributors, the agricultural upstream, but also with the administration by the implementation of a crisis unit. - Concentration of activity around crisis management and adaptation to the situation (certifications, transportation of goods, etc.).

¹⁶ Excluding commercial catering.

¹⁷ Official Identification Sign of Quality and Origin.

	<ul style="list-style-type: none"> - Reorientation of food production to meet consumer demands for example by increased sales of flour and eggs. - Maintaining production and supply capacities, despite sanitary constraints, absenteeism, etc.
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● **Agri-food trade¹⁸ and distribution actors**

Impact of the crisis	<ul style="list-style-type: none"> - Logistical disruptions, including during transport and storage. Lack of drivers and balance of goods transported. Impacts on end-of-line product availability. - Decreased availability of some products at the beginning of the crisis (fresh produce and dry products in particular), due to a sudden rise in demand (precautionary/storage purchases). - Changes in visiting dynamics: decrease in visits to hypermarkets, decrease in purchase frequency, resulting in an increase in average basket size. - Fluctuation in sales (jump then relapse). - Disruptions in supply and prices due to export restrictions imposed by some countries on specific food products.
Adaptation	<ul style="list-style-type: none"> - Development of means of distribution better adapted to sanitary constraints: notably drive-throughs, online sales and delivery. - Increase in local sourcing and direct links between local producers and distributors. - Maintaining a proper supply through traditional distribution channels and developing outlets for producers, allowing them to avoid wasting their production.

● **Food away from home**

Impact of the crisis	<ul style="list-style-type: none"> - Closure of restaurants leading to severe economic difficulties and a decrease in activity for restaurant owners and their suppliers. - Closure of schools resulting in the termination of school catering for children and students.
Adaptation	<ul style="list-style-type: none"> - Development of distance selling sites: some restaurateurs offer take-away or delivery to keep business going and thus meet the demand for example from teleworkers. - Setting up solidarity initiatives: donations to food aid associations, hospital staff, etc. - Provision of targeted families by some communities, notably through the CCAS¹⁹, of baskets of fresh food, or also prepared meals. - The keeping up of orders by some communities following the closure of schools/colleges, so as not to put their suppliers in difficulty.

● **Consumption**

¹⁸ Seed producers, cooperatives, packers, traders and wholesalers.

¹⁹ Communal Centre for Social Action.

<p>Impact of the crisis</p>	<ul style="list-style-type: none"> - Change in supply patterns: decrease in number of visits to hypermarkets, increase in local and short channel supplies, increase in online shopping. - Changes in consumer patterns: <ul style="list-style-type: none"> o increase in purchases of organic, local, seasonal and non-perishable products of French origin; o of essential products to the expense of so-called "pleasure" purchases. - Changes in dietary habits. <p>The lockdown has induced changes in food consumption that have contributed to a widening of the pre-existing food divide, with:</p> <ul style="list-style-type: none"> o On the one hand, some consumers who have changed their food practices in a direction generally considered favourable to health and sustainability (homemade, more fruit and vegetables, more local and organic, less processed products, etc.); o On the other hand, other consumers are forced to adopt a less healthy and varied diet (less fruit and vegetables in particular) because of a loss of income, the closure of collective catering facilities, etc. <ul style="list-style-type: none"> - Among parents of school children, rise in awareness of the importance of school catering and its affordability following the closure of the canteens.
<p>Adaptation</p>	<ul style="list-style-type: none"> - Development of neighbourly self-help initiatives (group shopping, recipe sharing, etc.). - Development of self-production: gardening and vegetable gardening. - Increase in the practice of "home-made".

- **Food insecurity**

<p>Impact of the crisis</p>	<ul style="list-style-type: none"> - Huge increase in food insecurity during lockdown. - Appearance of new segments (students, partially unemployed people, self-employed, etc.). - At the beginning of the crisis, decrease in the diversity and quality of products distributed. - Decrease in the daily collection at supermarkets and decrease in donations. - At the beginning of the crisis, decrease in the number of volunteers. - Problem of unsuitable locations for barrier compliance, resulting in the closure of many social catering venues.
<p>Adaptation</p>	<ul style="list-style-type: none"> - Local initiatives: following the closure of schools, colleges, high schools and restaurants, public communities and restaurant owners donated surplus food to charities. Increased donations from producers, introduction of food voucher schemes. - Change in mode of distribution: parcel distribution. - Remote accompaniment for job search support activities, easy access to culture and leisure, rights and justice, school support and French workshops, hairdressing, cooking workshops.

- Mass purchasing of **equipment** for food distribution and **protective equipment** (hygienic products, gloves, hydro alcoholic gel...).
- Launch of **calls for volunteers** to make up for the absence of volunteers who are unable to attend due in particular to their age.
- **Amplification in the number of medium-term volunteers** (return of the right to get out and about, desire to be useful).
- **Inter-associative cooperation and new associative partnerships** (CROUS - student representative body dealing with accommodation and catering, emergency accommodation, squatting...).
- **Food purchases** thanks to emergency subsidies linked to the Covid-19 crisis²⁰, allocated in particular to the "Banques alimentaires" (Food Banks) network in order to be able to reconstitute stocks that were severely impacted (22% drop in stocks over the period of lockdown compared to 2019).
- Development/creation of websites to **enable donations to be made.**

2. Mandate and consultation group

2.1. Mandate of the consultation group

At its plenary session on 8 July 2020, the NFC expressed the wish to take up a self-referral on conducting a feedback exercise on the first period of lockdown in relation to the Covid-19 crisis. The terms of reference for the work of the consultation group²¹ were adopted by the NFC on 30 September 2020. It set out the following objectives:

"1. To build on the experiences of the NFC's members in order to...

- draw up a **global and shared vision of the crisis** (timeline, etc.);
- recognise the **contributions of each individual** by noting the **positive and negative points** of the actions that may have been implemented in order to move towards a better resilience of the French food system;
- identify **innovative initiatives** that have emerged at various levels of the food chain and question the relevance and methods of their sustainability.

2. To update Opinion n°81 "Health-promoting food", in order to draw lessons from the crisis and formulate/reformulate recommendations based upon...

- **the possible evolution of the definition** given in opinion n°81 of a diet conducive to health in the sense of One Health: this definition is crucial as it sets the common shared objective;
- **the revision and/or prioritisation of the recommendations of opinion 81** retained to achieve the objective of a healthy diet for all. Accessibility will in particular be the guiding principle of the discussions to be conducted in the framework of the Feedback Report;
- identification of the **points of focus linked to the experience of the crisis** in order to propose ways of improving the system;

²⁰ The French government released €39 million for food aid in April 2020, then €55 million in July 2020 to purchase food for associations and finance "service vouchers" enabling homeless people or households made vulnerable by the health crisis to buy basic necessities.

²¹ The full terms of reference are attached as Annex 2 to this opinion.

- the identification of **positive points related to the experience of the crisis** to suggest ways to maintain and capitalise on them where necessary;
- **the One Health** approach and the **right and access to food issues** as analytical tools and levers to promote One Health-friendly food.

3. To conduct this Feedback in conjunction with the implementation of the Government's Recovery Plan

The Government's Recovery Plan sets out the collective ambition to rebuild the post-crisis world, enriched by the lessons learnt from the crisis. It aims for a greener, more competitive, sovereign and inclusive economy. It is associated with the application of principles for concrete and rapid implementation throughout the territories. Among these principles, consultation of all stakeholders is retained. The Feedback Report conducted by the NFC will be forwarded to the Government and to Parliament, to enrich this work of consultation and monitoring of actions at the territorial level.

2.2. Common shared objective

The terms of reference of the consultation group set the objective of gathering feedback from the Covid-19 crisis over the period of the first lockdown. It also specifies: "Assuring France's food sovereignty and developing a right to food therefore appear to be relevant levers of action to ensure access to food that supports One Health, for all and everywhere..."

Common shared objective of the consultation group

The consultation group has set itself the common shared objective of **developing food that is compatible with a sustainable food system.**

This opinion thus defines the concept of a "sustainable food system" and the recommendations made are aimed at achieving this objective.

2.3. Working methods

• The Policy Analysis Group (GAAP)

A group of Ponts, Eaux et Forêts (Corps of Bridges, Waters and Forests) engineering students from the Politiques et Actions Publiques pour le Développement Durable (Public Policies and Actions for Sustainable Development) Master's at AgroParisTech and the Ecole des Ponts ParisTech²² worked during the 1st semester 2020-2021 in conjunction with the Secretariat on that Feedback Report of the Covid-19 crisis consultation group. Their working topic was: "Feedback from the NFC on the impacts of the health crisis. Articulation with existing mechanisms for a better contribution to public policies". The work they did was used in particular to contribute to the drafting of the report.

• Management and composition of the consultation group

Mr Jean-Luc Angot has been the president of the group. Catherine Darrot acted as moderator of the proceedings. The President gave regular progress updates to the plenary assemblies of the NFC.

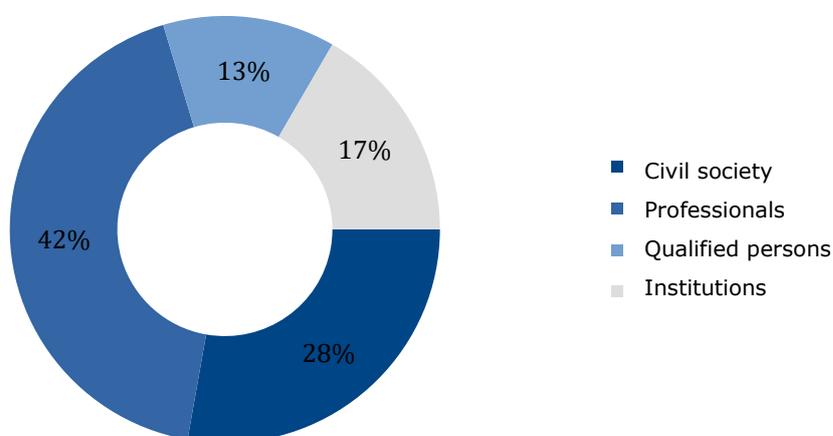
²² Benjamin Chamberlin, Noëlle Chebab, Lilian Cruveiller, Enguerrand Prié.

To conduct this feedback, the consultation group set up hearings with experts and feedback from groups of stakeholders. This feedback was performed in two stages:

- a **questionnaire** submitted in December 2020 to the participants in the consultation group so that each structure can provide feedback on its diagnostic elements. The participants' contributions were then subject to lexicometric²³ and qualitative²⁴ analysis;
- **workshop time** in January 2021: divided according to the colleges of the NFC, the participants were invited to share the main assessment elements and lessons to be learned collectively from this first period of national lockdown.

The coordination and follow-up work was carried out by the inter-ministerial secretariat of the NFC, rapporteur of the work. The composition of the consultation group is given in Annex 3.

Distribution of the members of the consultation group



²³ "Lexicometrics is a method of statistical analysis which makes it possible to study the links between words, the co-occurrences and over-representations of specific words in segments of texts, allowing to identify the way in which authors speak about a given subject, which lexical universes they mobilise to answer one or more given questions." Definition by Grégori Akermann, researcher at INRAE.

²⁴ These analyses can be found on sheet 3 of this opinion.

3. Scope and definitions

3.1. Scope

The feedback mission as conducted at the NFC is associated with a method for capitalising on the experiences of actors who have gone through a food crisis situation of national scale. Feedback is generally conducted "cold" when all actors agree that the crisis is over.

As the Covid-19 crisis was not over at the time when the NFC wished to take up a return of experience, the decision was made to undertake a return on the experience of the first period of national lockdown. The feedback conducted by the NFC therefore analyses more specifically the period from 17 March to 11 May 2020.

3.2. Definitions

Legend

★ "Definitions from institutional sources"

★ Definitions or elements of supplementary definitions from the consultation work, drawing on different sources (group discussions, hearings, research, etc.).

The mandate of the consultation group specifies the objective of questioning once again the recommendations of the NFC's opinion²⁵ n°81 in the light of the crisis and asks about the possible evolution of the definition of "healthy eating" towards the definition of "healthy eating in the sense of One Health". The group prefers the use of the term "**sustainable food systems**" and proposes some **adjustments to the definition from notice n°81**.

The consultation group prefers the term "sustainable food systems" as a structuring concept for its reflections. It is indeed a more encompassing term than that of "health-promoting food" and allows for the same frameworks of thinking at local, regional and international scales. The term "sustainable food systems" is indeed found at all these levels of thinking.

There is a large number of definitions of "sustainable food systems". The consultation group relied on the definitions proposed by **the FAO**²⁶:

★ "Food systems"

"Food **systems** encompass the entire range of actors and their interlinked value-adding activities involved in the production, aggregation, processing, distribution, consumption and disposal of food products that originate from agriculture, forestry or fisheries, and parts of the broader economic, societal and natural environments in which they are embedded (...) Therefore, a structural change in the food system might

²⁵ The consultation group has proposed a prioritisation of the recommendations in Opinion n°81 in the light of the crisis. This prioritisation work is set out in Annex 5 of this opinion.

²⁶ <http://www.fao.org/3/ca2079en/CA2079EN.pdf>

originate from a change in another system; for example, a policy promoting more biofuel in the energy system will have a significant impact on the food system ²⁷."

✦ "Sustainable diets"

Sustainable diets are those diets with low environmental impact that contribute to food and nutrition security and healthy lives for current and future generations. Sustainable diets help to protect and respect biodiversity and ecosystems, are culturally acceptable, economically equitable and accessible, affordable, nutritionally safe and healthy, and optimise natural and human resources²⁸.

✦ "Sustainable Food System"

"A **sustainable food system** is a food system that delivers food security and nutrition for all in such a way that the economic, social and environmental bases to generate food security and nutrition for future generations are not compromised.

This means that:

- It is profitable throughout (economic sustainability);
- It has broad-based benefits for society (social sustainability); and
- It has a positive or neutral impact on the natural environment (environmental sustainability)"²⁹

A sustainable food system is at the heart of the Sustainable Development Goals (SDGs) of the United Nations³⁰. Adopted in 2015, the SDGs call for major transformations in agriculture and food systems to end hunger, achieve food security and improve nutrition by 2030. To achieve the SDGs, the global food system must be reshaped to yield more productivity, to be more inclusive of poor and marginalised peoples, to be ecologically sustainable and resilient, and to be able to provide healthy and nutritious food for all. These are **complex, systemic** challenges that require the combination of **interconnected actions at a local, national, regional and global level.**

A sustainable food system should pursue the following **objectives**, according to the definition proposed by Science Advice for Policy by European Academies (SAPEA)³¹:

"The main objective of a sustainable food system is to provide safe, nutritious and wholesome food for all current and future citizens within a given territory without compromising the availability of and access to safe, nutritious and wholesome food for current and future people living elsewhere.

- A sustainable food system also ensures food security without harming the environment. [...] Appropriate agricultural management practices can contribute to restoring the environment and its ecosystem services by, for example, restoring degraded soils or capturing atmospheric CO₂. This outcome also integrates the spatial and temporal dimension by ensuring a healthy environment in other regions and for future generations. In this way, the provision of food cannot be at the expense of other territories by generating social and environmental problems elsewhere.

- Finally, a sustainable food system must be robust and resilient in order to produce food, in a wider context, itself not sustainable, but which is challenged by environmental degradation, climate change, biodiversity losses and scarcity of resources. Food systems must also be sustainable in social and economic terms,

²⁷ In its opinion "For a sustainable food supply rooted in the regions", the ESEC added the territorial dimension, specifying that "territorial anchoring refers to the control of the space in its environmental, economic and social dimensions by those who live there".

²⁸ FAO, Biodiversity and Sustainable Diets, 2010.

²⁹ <http://www.fao.org/3/ca2079en/CA2079EN.pdf>

³⁰ <https://sdgs.un.org/fr/goals>

³¹ SAPEA is part of the European Commission's scientific advisory mechanism. Together with the Group of Senior Scientific Advisers, it provides independent scientific advice to European Commissioners to assist them in their decision-making.

robust against price shocks and other crises, and responsive to social inequalities and other forms of injustice.”

The consultation group wished to propose **indicators** that could be used to ensure that a decision does indeed promote the sustainability of the food system. The term "sustainable food system" is favoured by the consultation group because of the context of the crisis, due to the encompassing nature of the concept of sustainability. Thus, according to the consultation group, a sustainable food system:

- Ensures human, animal and environmental **health**, in line with the One Health approach, and reduces **the risk of epidemics**;
- Ensures the conditions for a **right to food and a food democracy**³², which implies:
 - o That food security is ensured³³;
 - o That inequalities are reduced within and between countries.
- The preservation and enhancement of the ability of **future generations** to feed themselves sustainably, including by:
 - o conserving sustainable means of production and distribution;
 - o conserving and sustainably using terrestrial and marine ecosystems.
- A stop to the destruction of, and rather the preservation and enhancement of **biodiversity**, by:
 - o opting for conditions and methods of production that are the most respectful of the environment and animal welfare;
 - o stopping land degradation;
 - o combating desertification.
- The taking actions to fight against **climate change** and its impacts;
- Responding to the imperative of **resilience**³⁴ and reliance on a **socio-ecosystem**³⁵, i.e. a system that organises itself to prevent, resist and adapt to return to a balanced state.

The NFC emphasises the need for food systems to meet all these criteria in order for them to be considered sustainable.

A "healthy diet" makes a sustainable* contribution to the physical, mental and social well-being of **humans and must be based on a sustainable food system**. It must ensure food security* and thus preserve the health of the population in its environment and cultural context.

Accessible to all, it requires the responsible* and inclusive commitment of all actors* in the food chain and consistent dialogue within society.³⁶

³² See definitions of the right to food and food democracy on page 22.

³³ See definition of food security on page 21.

³⁴ See definition of resilience on page 23.

³⁵ Elinor Ostrom (Nobel Prize for Economics, 2009) breaks down the notion of socio-ecosystem into four sub-systems: ecological, economic, political and socio-anthropological. The aim is to reflect on the dynamics between economic, socio-anthropological and governance ecological systems.

Thinking in terms of a socio-ecosystem at the scale of a territory implies questioning the links between the health of humans, animals and the ecosystem. The associated objective would be to build socio-ecosystems that would make it possible to prevent the emergence of zoonotic diseases and to increase response capacities in the event of health crises.

³⁶ For the full definition of a healthy diet, see NFC Opinion No. 81.

✦ "Food security"

"Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life."³⁷

Food security includes four main aspects:

- access to economic and physical food;
- the physical availability of food (food production, supplies, trade);
- the use of food (from a nutritional, health but also socio-cultural point of view...);
- the stability of the other three dimensions.

✦ "Food Sovereignty"

Food sovereignty is the right of peoples, communities and countries to determine agricultural, labour, fisheries, food and forest management policies that are ecologically, socially, economically and culturally appropriate to their specific circumstances. It includes the right to food and its production, which means that all peoples have the right to safe, nutritious and culturally appropriate food, as well as the means to produce it, and that they must have the capacity to provide for themselves and their communities.

Food sovereignty is the right of countries to define their own agricultural and food policies, to protect and regulate their agricultural production and trade, with the objective of sustainable development and to determine their degree of food autonomy, under decent working conditions and with fair remuneration.³⁸

✦ "Fight against food insecurity"

The fight against food insecurity aims to promote access to safe, diversified, good quality and sufficient food for people in situations of economic or social vulnerability.

It is in keeping with the principle of human decency. It contributes to the recognition and development of the ability of people to act for themselves and in their environment. Food aid contributes to the fight against food insecurity.³⁹

✦ **Right to food in the sense of the human right to food**⁴⁰

It is both a foundation (working against inequalities and for conditions of access to food for people once it is produced and available) and an instrument (human rights approach) to ensure food for all compatible with a sustainable food system.

The challenge is to take into account the multiple dimensions of the "food" objective by going beyond an approach limited to quantitative and qualitative issues (health, nutrition, environment) to also consider identity, cultural and social issues. Dignity in access to food is a central element when based on a human rights approach. The participation of the people concerned in the diagnosis, elaboration and implementation of actions and food plans is essential.

In this sense, the right to food is distinct from the right to be free from hunger.

Finally, a human rights approach implies looking at the whole food system and going beyond an approach that would only focus on individual responsibility and on food determinants.

Olivier de Schutter defines the right to food as "The right to have regular, permanent and unrestricted access, either directly or through financial purchases, to quantitatively and qualitatively adequate and

³⁷ World Food Summit, 1996. World Bank and FAO.

³⁸ Definition adopted by more than 400 global NGOs at the various alterglobalisation World Social Forums.

³⁹ Public Health Code

⁴⁰ Definition taken from Magali Ramel's speech at the consultation group meeting on 9 December 2020 (see sheet 4).

sufficient food corresponding to the cultural traditions of the people to which the consumer belongs, and which provides a physical and mental, individual and collective, fulfilling life, free of fear."⁴¹

✦ Food democracy⁴²

The concept of food democracy, highlighted during the 1990s, is based on two assumptions. On the one hand food, since it concerns each individual in a universal, eternal way, would be a **public commodity**. On the other hand, individuals, educated about the production conditions of their food and the impact it has on society, would therefore have a **right to participate in the elaboration of decisions related to the food system**. In this sense, food democracy would be based on a "complete political system"⁴³ which, through representative, decentralised decision-making processes, would enable groups to better define their needs and the means of reaching them, in line with the idea of food citizenship.

In a more pragmatic sense, food democracy refers to **local initiatives**, which emanate from civil society, whose objective is people's reappropriation of the food issue, *via* the promotion of access to sustainable food.

The notion of food democracy thus conveys two complementary and systemic visions of food, based on fundamental principles such as participation and solidarity, but also on the sustainability of food and its social and cultural dimension.

✦ Local food system

A local food system includes **all the links in the food chain** from producer to consumer, is anchored in a territory corresponding to a **living area⁴⁴ and its nearby territory**, and is built around a **coherent socio-ecosystem**. This system aims to provide consumers with as local **food as possible for the same quality of food**, in a complementary way with the national scale.

The NFC reminds that:

- the promotion of local products is necessarily related to the consumption of products of national origin, in order to guarantee a greater variety of foods, but not all are available locally;
- the notion of local does not overlap with that of sustainability;
- these elements of definition were consolidated following exchanges within the consultation group, without being the subject of unanimous agreement because of debates on the political priority that should be given to the notion of "local food": the discussions have in effect led the group to separate the definition of this notion from issues relating to its political use and to the interest of prioritising the development of local food systems in food flows⁴⁵.

✦ One Health

The One Health concept refers to a systemic approach launched in 2008 by the joint efforts of the WHO, FAO and OIE, in a context of increasing zoonotic disease risk. This aims to take into account the **interdependencies between the health status of different domains of life forms (from ecosystems to humans)**, and to **set up the different scales of action (local, national, European and global)** in an integrated manner. Considering these interdependencies makes it possible to renew the

⁴¹ <http://www.srfood.org/fr/droit-a-l-alimentation>

⁴² Definition based on the work of Baptiste Douillet and the hearing of Dominique Patuere before the Consultation Group on 9 December 2020.

⁴³ Baptiste Douillet, *Revue de littérature, De l'accès à l'alimentation durable à la démocratie alimentaire*, 2016.

⁴⁴ [According to the French National Institute of Statistics and Economic Studies \(INSEE\)](#): "The division of France into "living zones" was conducted to facilitate the understanding of the structuring of metropolitan France. The living zone is the smallest territory on which residents have access to facilities and the everyday services. The everyday services and facilities used to define these living zones include six categories: personal services, commerce, education, health, sports, recreation and culture, transport.

⁴⁵ These exchanges are reflected in the "discussion points" column for recommendation 2.3 in the table.

analysis of the sustainability of agri-food systems. Lastly, this concept invites us to move towards more collaboration and transversality in order to de-compartmentalise the various scientific disciplines.

Thus, the One Health approach intends to allow **for better anticipation of the emergence of health crises, to better tackle them, and to reduce their frequency of occurrence.**

This analysis is based on various health indicators in the living world, examples of which are given below.

The methods of production in agriculture and of transforming raw materials in the agro-industry to produce food impact both the local environment (nitrates, ammonia, biodiversity) and the global environment (greenhouse gas emissions), but also human health (life expectancy for good health). Depending on the conditions of agricultural production, soil health depends on its fauna (presence of earthworms) and micro-organisms (organic matter content). The health of crops and livestock (disease resistance) also depends on their management. On a larger scale, the health of territories (the resilience of ecosystems according to their spatial organisation) is also affected. To sum up, human health is affected by the environment, the composition of food (pesticide residues) and the nature of the food they eat (ratio of plant to animal proteins, type of processing). To indicate that the states of health in these different domains of life are largely interdependent, we speak of "One Health"⁴⁶.

★ "Resilience"

Resilience refers to "The ability to prevent disasters and crises as well as to anticipate, absorb, accommodate or recover from them in a timely, efficient and sustainable manner. This includes protecting, restoring and improving livelihoods systems in the face of threats that impact agriculture, nutrition, food security and food safety"⁴⁷.

Furthermore, the FAO conceives of resilience as an essential, complementary and integrated feature of sustainable food systems, given the many risks they face⁴⁸.

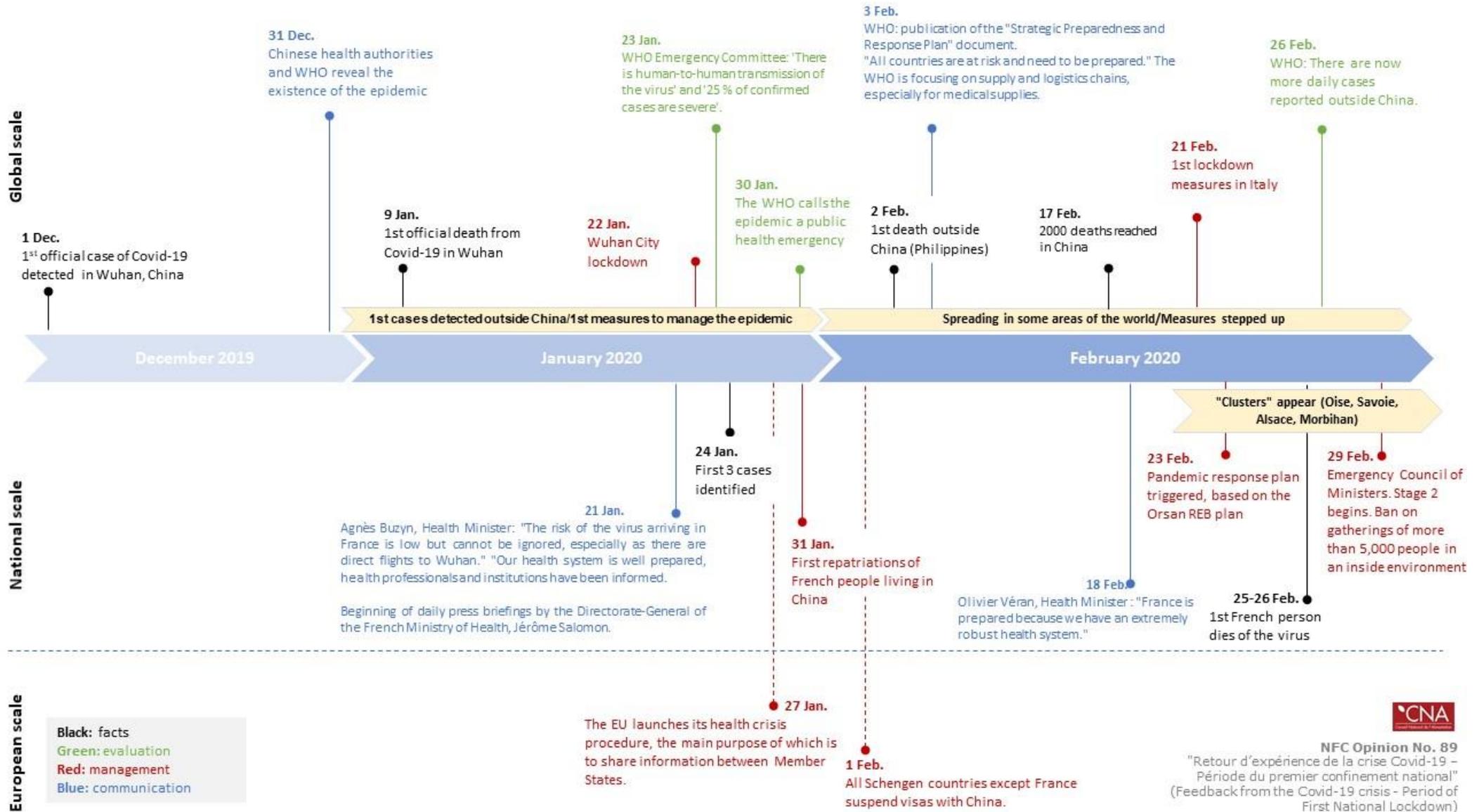
⁴⁶ INRAE, Dictionnaire d'agroécologie, based on publications by Michel Duru.

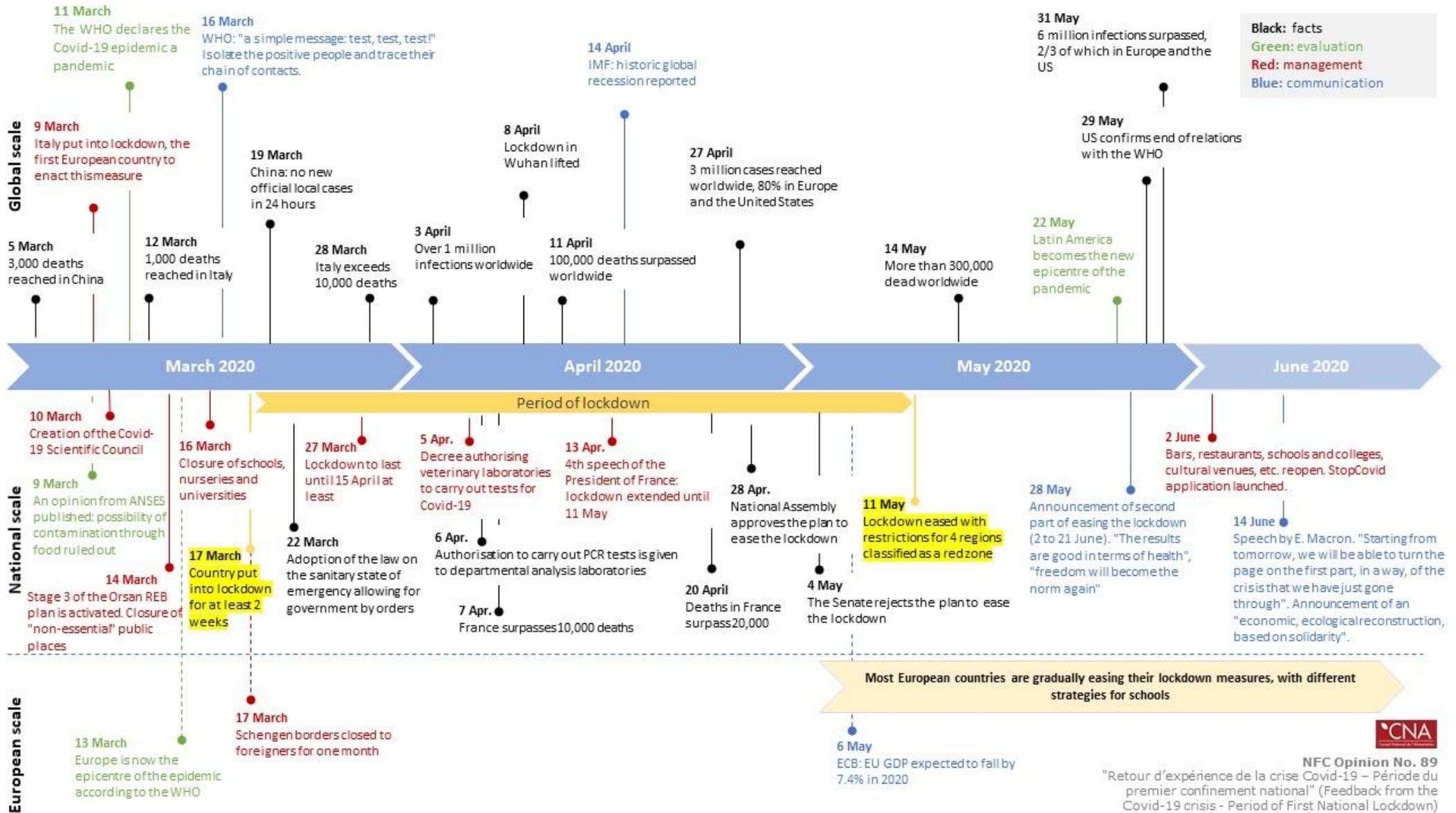
⁴⁷ See <http://www.fao.org/emergencies/how-we-work/resilience/en/>

⁴⁸ See <http://www.fao.org/3/nb842fr/nb842fr.pdf> p.5

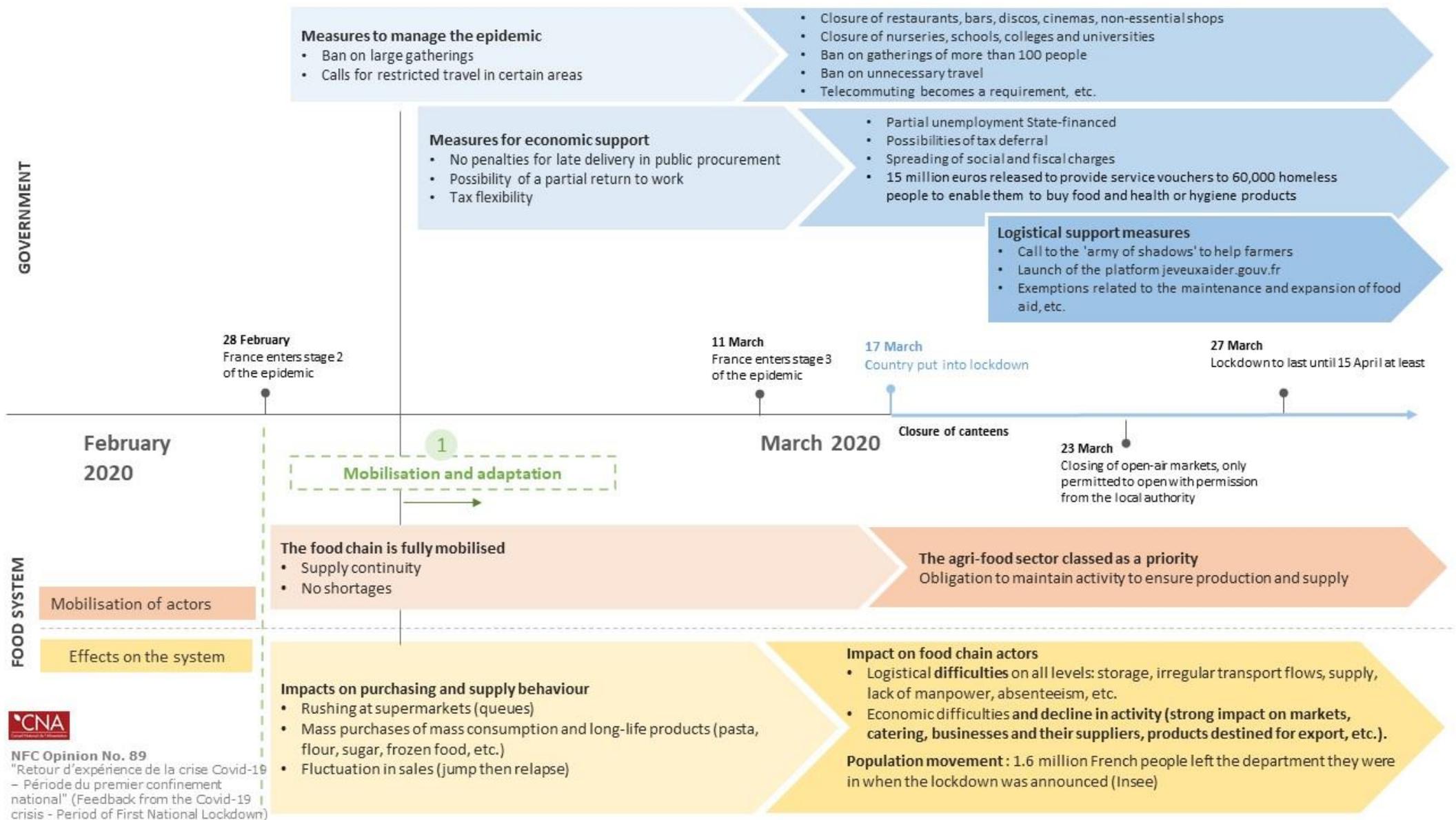
4. Timeline of the Covid-19 crisis

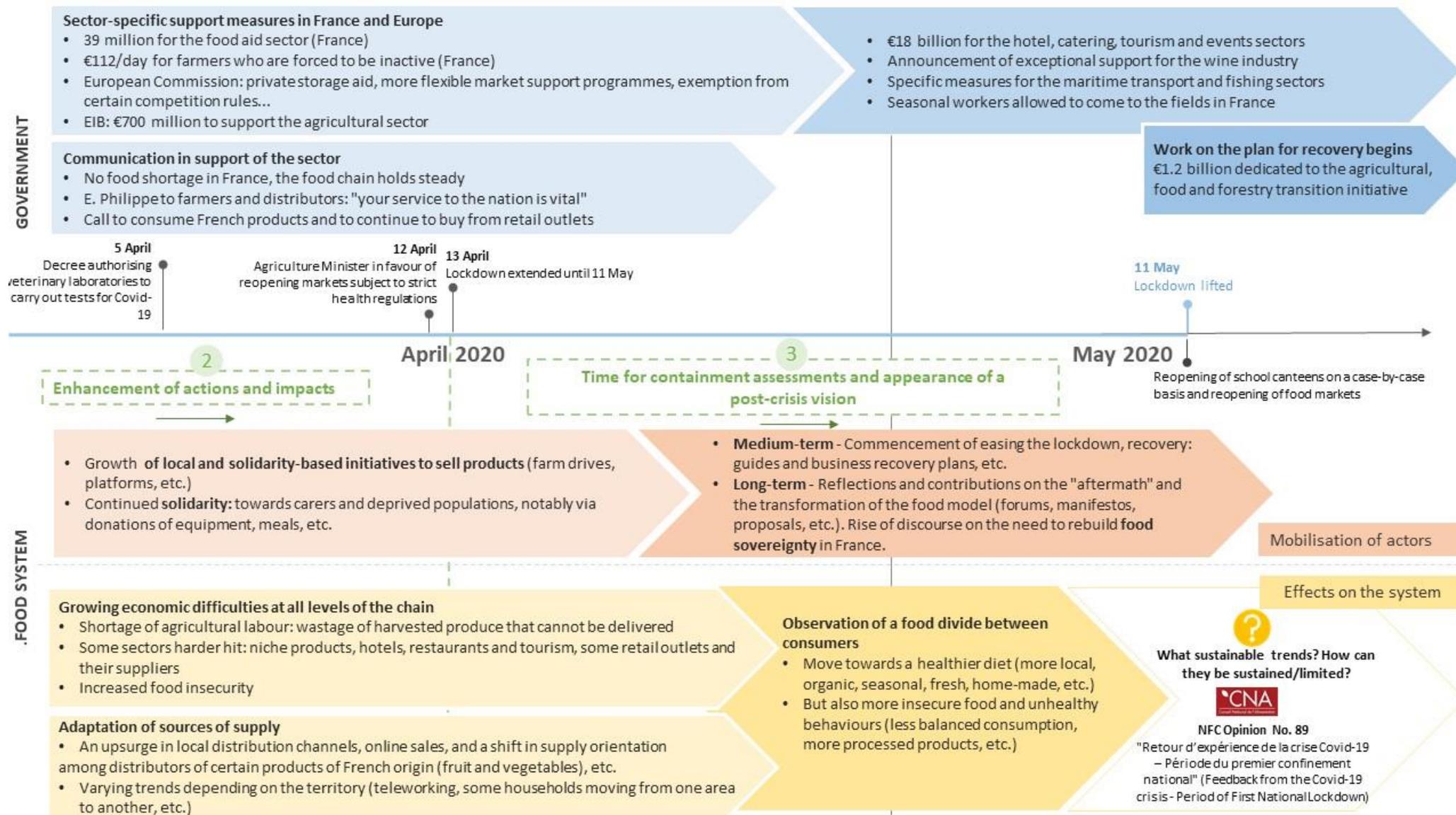
4.1. Overview of the crisis





4.2. Timeline of the impacts on the food system in France





Part II - Main findings and diagnostic elements

The Covid-19 crisis brings to light several major findings that question the food system's organisation, at the national, European and global scale.

1. The need to develop and implement the One Health approach

The occurrence of the Covid-19 crisis demonstrates the magnitude of the risk of emergence and spread of viral pandemics of zoonotic origin on a global scale. It is in this sense that One Health approach has, since the beginning of this crisis, first by international organisations⁴⁹ and secondly by the scientific community⁵⁰, been highlighted as one which must be developed in order to better anticipate and manage this type of event.

Indeed, the One Health concept promotes the consideration of several levers capable of increasing countries' capacity to better anticipate and cope with health crises of global proportions:

- recognition and inclusion in public policies of the **interconnections between human, animal and environmental health**;
- **collaborative, multi-sectoral and transdisciplinary** approach;
- interaction between the **local, regional, national and global scales**.

Concerning the **food system in France**, the onset of the Covid-19 crisis also reinforces the relevance of this approach, at all levels of the chain.

The **partnerships, multi-actor collaboration and inter-stream dialogue at all regional levels** have often helped to cope with the shock and **implemented new ways of producing, transforming, distributing, consuming and fighting food insecurity**. In the context of an emergency, the actors in the food chain have had to adapt their activities, in particular by creating or strengthening cooperative links with other links actors in the chain (producers, processors, agri-food trade actors and distributors, restaurant owners and food aid associations, local authorities and citizens' groups, etc.), in order to ensure the availability of food for populations, while preserving the healthy and organoleptic quality of products.

At the individual level, studies conducted since the beginning of the pandemic have highlighted the **interdependence of food and health issues**. The links between diseases with strong dietary components and the risks of morbidity and complications associated with Covid-19 stand out in particular. A Chinese study⁵¹ shows in particular that the most common comorbidity factors with SARS-CoV-2 are hypertension (17% of patients), diabetes (8% of patients) and cardiovascular disease (5% of patients). In addition, according to a study conducted by the CHRU teams in Lille⁵², more than 47% of patients who contracted

⁴⁹ OIE: "Veterinary services should work closely with public health and wildlife authorities, using a 'One Health' approach to share information and work cooperatively in their response to COVID-19. Close collaboration between animal and public health authorities is imperative to better identify and reduce the impact of this disease.

[FAO](#): " The devastating human, social and economic effects of COVID-19 should force the global community to ensure prevention of another similar event. The One Health approach provides a platform to work on the interface between human, animal and plant health and their shared environment. Working on the synergies among these areas is key to preventing the outbreak, or mitigating the impact of new diseases."

⁵⁰<https://www.inrae.fr/alimentation-sante-globale/one-health-seule-sante> ;

<https://www.anses.fr/en/content/one-health>

⁵¹Yang, J., Zheng, Y., Gou, X., Pu, K., Chen, Z., Guo, Q., Zhou, Y. (2020). Prevalence of comorbidities in the novel Wuhan coronavirus (COVID-19) infection: a systematic review and meta-analysis. Int J Infect Dis.

⁵² Simonnet A, Chetboun M, Poissy J, et al. High Prevalence of Obesity in Severe Acute Respiratory Syndrome Coronavirus-2 (SARS-CoV-2) Requiring Invasive Mechanical Ventilation. Obesity (Silver Spring).

Covid-19 entering intensive care are obese, a condition which significantly increases the risk of developing a severe form of the disease.

★ **Issue:** the links between each level of the food chain and the issue of protecting those with one of these three health issues, highlighted by the crisis, thus reinforce the need to develop and put into practice a more systemic approach to food, through a **diet compatible with a sustainable food system**.

2. The unveiling of strong inequalities concerning access to food that is compatible with a sustainable food system, prompting the development of a reflection on the right to food and food democracy

The first studies⁵³ conducted on consumption during the phase of the first national lockdown reveal the observation of **reinforced inequality of consumers in relation to food**. We observe on the one hand consumers who have had the opportunity to access to food compatible with a sustainable food system and, on the other hand, consumers who have tipped over into food insecurity or for whom the situation has worsened.

• Regional inequalities

The lockdown put in place following the emergence of Covid-19 in France has disrupted distribution and supply patterns. These upheavals seem to have increased the need for a significant part of the population to have more transparency with regard to their food, and to **reclaim the conditions and accessibility of this, in particular to better preserve human, animal and environmental health**.

Studies conducted during the first lockdown show in fact that many citizens have turned to food considered as more "sustainable", preferring in particular local supply, in short circuits, more diversified, and favouring more fresh, organic, and seasonal products^{54, 55}. Buying in local shops was thus favoured in the context of the crisis (+74% of sales between 16 and 22 March 2020 in rural local shops⁵⁶), notably as it was perceived as more reassuring and responding to a need for solidarity with local producers, as well as a need to maintain a diversified and healthy diet. In addition, initiatives bringing together the various links of the food chain have multiplied in this context of crisis.

Nevertheless, in parallel with these dynamics, the **territorial inequalities in access to food compatible with a sustainable food system have become more acute**. The Covid-19 crisis has indeed highlighted the need to better guarantee the food autonomy of certain regions and the availability for all populations of products from sustainable and local food systems.

★ **Issue:** these findings demonstrate that access to food compatible with a sustainable food system is not guaranteed for all on French territory and call for the development of **food democracy** as a relevant lever to promote access to food compatible with a sustainable food system for all.

• Socio-economic inequalities

⁵³ Études CoviPrev et ViQuoP (Santé publique France). Étude NutriNet Santé « COVID-19 : Rapport préliminaire sur l'alimentation et l'activité physique pendant la période de confinement ».

⁵⁴ Results of the survey conducted by RMT Local Food during the period of the first lockdown: ["Eating in the time of the Coronavirus" - Sharing Bulletin n°5 - Assessment](#)

⁵⁵ Study FranceAgriMer « L'impact de la crise de la COVID-19 sur la consommation alimentaire en France : parenthèse, accélérateur ou élément de rupture de tendances ? », 2020, p.22

⁵⁶ Nielsen ScanTrack, Total CPG+FLS. Change compared to the same week last year.

The period of health crisis has exacerbated social and economic **inequalities**⁵⁷ with strong repercussions, particularly in terms of food and nutrition.

The disruption of employment statuses (partial unemployment, loss of employment, disappearance of student jobs, etc.) and the closure of collective catering in particular, caused an explosion in the number of people in situations of food insecurity. Thus, regarding the activities of French food banks during the first lockdown:

- nearly 1.3 million people sought help from Secours Populaire in France;
- The Restos du Cœur recorded an increase of more than 30% in requests for food aid in the major French cities;
- The French Red Cross reported a 40-45% increase in needs after the lockdown;
- The Fédération des Banques Alimentaires reported a 20% increase in demand (see sheet n°1).

In addition, food aid associations had to deal with a people from new groups, notably the unemployed, the working poor, students and the retired.

In addition to the explosion in the number of recipients, food aid actors faced other logistical and distribution difficulties: closure of some local branches when the crisis broke out, short-term lack of volunteers (elderly and at-risk people finding themselves forced to limit travel outside home), problems related to calls for proposals, etc.

Faced with this unprecedented situation, food aid associations have nevertheless strongly adapted their activities, often in a spirit of cooperation with other actors in the food chain: calls for volunteers, reception and management of donations from local authorities and collective catering structures, the implementation of new distribution structures that respect health regulations, etc. The crisis has thus demonstrated the importance of the role of these associations, crucial points of contact in times of crisis.

★ **Issue:** the Covid-19 crisis reveals both the fragility of certain populations in accessing food, but also that of the current food aid system. In this sense, it appears necessary to ensure the conditions for the development of a **right to food** (see sheet n°4) in France, in order to secure access for all to food compatible with a sustainable food system throughout the territory, in crisis situations as well as outside of them.

3. The need to strengthen food sovereignty in France to ensure food compatible with a sustainable food system

Finally, the Covid-19 crisis highlights a number of fragilities **in the chain of agricultural production, transport and distribution in France**. With the closure of some borders at the beginning of the crisis, the activity of agricultural producers was strongly impacted by the lack of workforce in the fields. This effect of the crisis highlighted France's over-reliance on foreign agricultural labour. In addition, the crisis revealed the lack of food autonomy in some territories, especially for fresh, seasonal and organic products, for which demand increased significantly at the beginning of the first lockdown. At the same time, notably due to the closure of Food Away From Home (FAFH) and markets or the sharp drop in exports, some sectors experienced difficulties in selling off their stocks. This was particularly the case for the sectors positioned on the Out-of-Home Catering (OOH), particularly collective and commercial catering, on so-called "niche" and festive products (cider, foie gras, wines, oysters etc.) or for export. This lack of outlets was more significant in certain areas, particularly the most rural or the most touristic.

⁵⁷ The results of the [EpiCoV survey launched by Inserm](#) in particular indicate that the health crisis has "accentuated social inequalities, particularly in terms of professional and financial vulnerability".

Despite these disruptions, supplies were maintained throughout the territory, in particular thanks to **the rapid adaptation of the actors of the chain**. Producers, processors, agri-food trade actors and distributors have been reorganising to compensate for the closure of FAFH, markets and the limitation of exports: direct sales at the farm, farmers' groups, direct collaborations with local distribution points, communities and food aid associations to dispose of stocks, etc. The support of digital technology has made it possible to cope with the increased demand for French products (creation of platforms and websites) but has also contributed to addressing the lack of consumer information on where to distribute local products in times of crisis.

However, these rapid changes aimed at ensuring continuity of supply have been overcome at the cost of many difficulties for the actors of the **chain**: an overload of work, the implementation of various logistics and delivery methods with no systematic repercussion on the price of products, the acquisition and development of digital tools, etc. These findings thus reinforce the need to ensure greater geographical proximity throughout the food chain.

★ **Issue:** it seems necessary, to meet the increased demand for local/French products and to allow the stakeholders of the food supply chain to better adapt their activities in the context of a crisis, to develop places of proximity supply and accessibility to products from local food systems throughout the territory. The development of greater **food sovereignty** in France is in this sense an important lever to ensure that everyone and everywhere has access to food compatible with a sustainable food system.

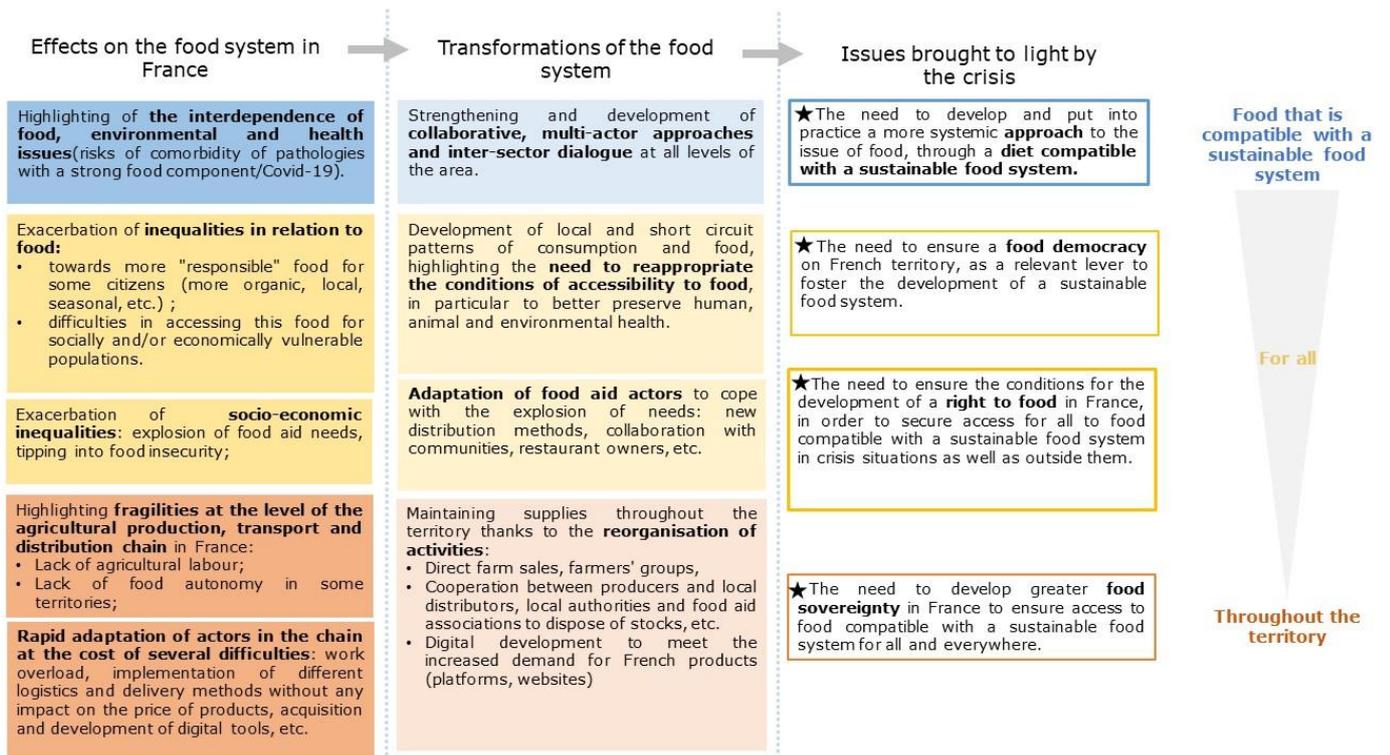
Conclusions

In the space of a few weeks, the outbreak of the Covid-19 crisis has thus brought to light several issues that expose **the risks, inequalities and fragilities inherent in the food systems in France and around the world**.

However, because the response to the emergency for all actors in the chain has largely been about adapting and forging new collaborations, the crisis has also provided a glimpse of alternative systems capable of ensuring continuity of supply to certain sectors in the territory⁵⁸. These transformations, carried out in a context of crisis, reinforce the need to **once again question how the food system is operated**. It should help to develop more sustainable methods of production, distribution, processing and consumption.

Summary diagram of the main findings and diagnostic elements for the food chain crisis following the Covid-19 crisis (period of the first national lockdown)

⁵⁸ This observation was made by IPES-Food in the article ["COVID-19 and the crisis in food systems: Symptoms, causes and potential solutions"](#) (April 2020).





Medium /
long term

1

Recommendations to move towards systemic evolution

3 problems to be addressed for greater sustainability and resilience of food systems in the wake of the Covid-19 crisis

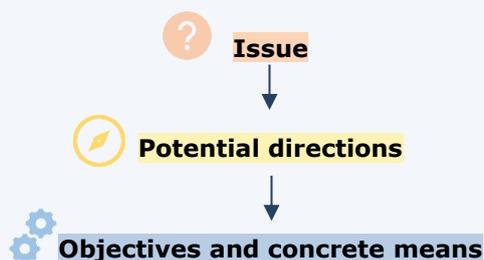
The following table presents recommendations called for by the crisis, aimed primarily at public policy. They do not concern crisis management per se (see second part of the table), but make it possible to increase the **sustainability** and **resilience** of the system in the face of this type of event, by responding to three priority issues highlighted by the NFC's analysis of the crisis' impacts:

- **How to move towards the deployment of the One Health approach at all levels of the food chain?**
- **How can we move towards the implementation of a right to food and a food democracy as part of a sustainable food system?**
- **How can we move towards food sovereignty in France?**

The NFC stresses that:

- France has a high standard of food quality and safety;
- The implementation of the actions set out in this table must be ensured on the basis of equal food quality and safety, which is the basis for consumer confidence in their food.

Table structure



Legend

- ▶ Recommendations with significant points of discussion
- ▶ Recommendations with contrasting views

?

Issue

How to move towards the integration and deployment of the One Health approach at all levels of the food chain?

Potential direction

1. Integrating One Health into food, agricultural and environmental policies in order to:

- **promote food** that integrates animal health and welfare, respect for the environment, and human health & welfare, at all levels of the country and taking into account regional specificities;
- **develop agricultural and livestock practices, falling under the agro-ecological approach, more compatible with a sustainable food system and favourable to the quality of products in terms of health and nutrition:** agroforestry, permaculture, polyculture, extensive grazing, open-air livestock farming, polyculture-breeding, etc.⁵⁹.

Objectives and concrete means	Points of discussion
<p>1.1. Integrating and/or strengthening the One Health approach in national food/environment plans (National Food Programme, National Health Environment Programme, National Nutrition Health Programme, National Health Strategy, National Food Nutrition Programme, Acceleration Strategy "Sustainable Food for Health", etc.)⁶⁰.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Completing the appropriate European legislation, in particular EC Regulation No. 178/2002 on food legislation, and international texts, in particular within the Codex Alimentarius, in order to include the notion of environmental health and ecosystem equilibrium. - Strengthening the inter-ministerial nature of public policies, in particular those of the Ministries of Agriculture, Health, Environment and Economy, to meet the need for complementarity driven by the One Health concept. Strengthening their complementarity with the work of scientific bodies (Anses, INRAE, CIRAD, etc.) to provide a solid scientific basis for policy orientations. - Integrating and generalising the use of indicators to assess the sustainability and resilience of food systems at all levels of the chain in public food policies. - Imposing the One Health approach at the regional level, through the Regional development, sustainable development and territorial equality plans (SRADDET). 	

⁵⁹ These practices are highlighted in the [European Committee of the Regions' opinion, published on 5 February 2021](#), for their positive impact on human, animal and environmental health. This opinion recommends in particular that they be promoted through European policies and encourages the Member States to develop them. The European Commission has also promoted some of these practices through a [paper on agricultural practices that the CAP's Eco-Schemes could potentially support](#).

⁶⁰ In line with recommendation 7.2, integrate the One Health approach into agricultural training programmes.

<ul style="list-style-type: none"> - Integrating more criteria on sustainable food and agriculture into the criteria for supporting Territorial Food Projects (TFP)⁶¹. - Integrating the One Health dimension beyond the classical acceptance related to zoonotic diseases in the plans and public policies to fight against chronic pathologies strongly linked to diet and metabolic syndromes (these being diabetes, obesity and cardiovascular diseases) such as the PNNS, or the policy to fight obesity. 	
<p>1.2. Promoting the implementation of policies to safeguard and regenerate ecosystems⁶²: combating deforestation, land artificialisation and the destruction of biodiversity both in France and abroad, in order to limit the risk of creating new zoonoses.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Systematically integrating sustainability criteria for food systems into free trade agreements (see recommendation 4.2) and implementing reciprocity in environmental, health and social standards (mirror clauses). - Regulating imports directly linked to deforestation. - Recreating and adapting socio-ecosystems⁶³ by population catchment area⁶⁴. - Fighting against the artificialisation of land through the establishment of a coherent national public policy for the preservation of arable and coastal land, the implementation of which would be the responsibility of the regional authorities, in order to adapt it to the specificities of each region. - Promoting the preservation, maintenance and re-establishment of hedgerows and the cultivation of melliferous plants by integrating them into the Common Agricultural Policy (CAP), but also into rural policies at all levels, from local to European. 	<p>The Confédération paysanne reiterates that it is against free trade agreements and promotes agricultural exceptions.</p>
<p>▶▶ 1.3. Promoting more sustainable farming and livestock practices⁶⁵ in public policies.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Align national agricultural public policies with the Green Deal, (in particular with the "Farm to Fork Strategy"). - Promoting agro-ecology, the sustainability of animal and plant production systems, in particular via upmarket, polyculture breeding, diversifying production, and in particular through farmers' training programmes. 	<p>The Climate Action Network (RAC) states that these recommendations must be accompanied by a promotion of gradual and controlled livestock reduction, targeting industrial livestock farms as a priority, in order to allow a rebalancing of the production but also of the consumption of animal and plant proteins.</p>

⁶¹ See NFC's Opinion No. 81 on this subject and the results of the consultation of NFC members on territorial food governance arrangements.

⁶² These policies will only be effective if we work on the generational renewal of farmers (see recommendation 7.2 of this opinion).

⁶³ Elinor Ostrom (Nobel Prize in Economics, 2009) breaks down the notion of socio-ecosystem into four sub-systems: an ecological system, an economic system, a political system and a socio-anthropological system. The aim is to reflect on the dynamics between economic, socio-anthropological and governance ecological systems.

Thinking in terms of a socio-ecosystem at the scale of a territory implies questioning the links between human, animal and ecosystem health. The associated objective would be to build socio-ecosystems that would make it possible to prevent the emergence of zoonotic diseases and to increase response capacities in the event of health crises.

⁶⁴ Insee definition: "a population catchment area is the smallest area in which the inhabitants have access to the most common facilities and services".

⁶⁵ This means ensuring the generational renewal of farmers (see recommendation 7.2 of this opinion) and their fair remuneration (see recommendation 7.3.).

- Promoting⁶⁶ the cultivation of leguminous crops and livestock practices conducive to the natural fertilisation of soils and allowing for a reduction in nitrogen fertiliser inputs, particularly within arable crop regions, through technical and financial support, as well as public policies conducive to them.
- Promoting sustainable livestock systems.⁶⁷
- Reducing emissions to the natural environment (nitrates, nitrous oxide, etc.) and the use of plant protection products, in particular by promoting the use of agro-ecological practices. Technological and digital solutions could also be developed for this purpose.
- Increasing funding to support the evolution of agricultural practices: Payments for Environmental Services (PES) in agriculture, Agro-environmental and climatic measures (AECM), Recovery Plan, reinforcing aid for the conversion to organic farming and coupled aid for legumes within the framework of the National Strategic Plan.
- Valuing all the work carried out by farmers within the framework of an HEV (High Environmental Value) approach⁶⁸, through better information for consumers and better remuneration for producers.
- Develop the cultivation of fruits and vegetables, in particular by implementing a combined CAP aid dedicated to these products and open to small farms, which would also promote new farmers (see recommendation 7.2).

The **Coordination rurale** is against the recommendation on reducing emissions to the natural environment.

The **RAC** would like to see the introduction of a levy on synthetic nitrogen fertilisers, the revenue from which would be used to support changes in agricultural practices amendment practices.

Potential direction

2. Developing education and awareness at all ages about eating food compatible with a sustainable food system.

Objectives and concrete means	Points of discussion
<p>▶ 2.1. Better control of food marketing and advertising⁶⁹, to limit the promotion of products not compatible with a sustainable food system⁷⁰.</p> <p>Methods:</p>	<p>ANIA and the Coopération Agricole (Agricultural Cooperation) indicate that they are against this recommendation.</p> <p>The Federation of Commerce and Distribution (FCD) is not against the principle of this recommendation, but does not agree with the</p>

⁶⁶ Coordination rurale insists on the importance of research and funding to expand legume cultivation.

⁶⁷ Such as Organic Farming (OF) and the most self-sufficient feeding and extensive systems (grassland for ruminants and free-range for pigs and poultry), taking into account animal welfare as well as farmers' welfare.

⁶⁸ "The High Environmental Value (HEV) guarantees that the agricultural practices used on a farm as a whole preserve the natural ecosystem and reduce the pressure on the environment (soil, water, biodiversity, etc.) to a minimum. It is a label that enhances the value of the product, as provided for in the Rural and Maritime Fishing Code, in the same way as 'mountain product' or 'farmhouse product'. It is a voluntary process that is implemented by farmers to promote their good practices (...) To keep this label, farms are audited at least once every eighteen months by a certifying body approved by the French Ministry of Agriculture." [See the website of the French Ministry of Agriculture and Food.](#)

⁶⁹ According to Larousse, marketing refers to "all actions whose purpose is to know, anticipate and, if necessary, stimulate the needs of consumers with regard to goods and services and to adapt production and marketing to the needs thus specified". Advertising is defined by Directive 2006/114/EC: "'advertising' means the making of a representation in any form in connection with a trade, business, craft or profession in order to promote the supply of goods or services, including immovable property, rights and obligations". In this paper, we apply these definitions to the field of food in the broadest sense.

⁷⁰ This recommendation echoes the ongoing discussions in the framework of the Climate and Resilience Bill on the regulation of advertising.

<p>- Evaluating the effectiveness of the voluntary commitments already made by stakeholders on the exposure of children to food advertising and marketing, in particular in the framework of the CSA Charter⁷¹, and taking into account the results of the ongoing evaluation of the CSA on this subject, in order to adapt the actions implemented.</p> <p>- Regulating, based on this evaluation, advertising and promotional marketing for beverages and food products with a poor nutritional profile⁷² on both traditional and digital media (social networks, websites, etc.). Some members of the consultation group suggest in particular to go beyond a targeted limitation on children's programmes and to target more mainstream programmes.</p>	<p>proposed method (regulation). It states that it prefers voluntary commitments.</p> <p>The ANIA stresses that professionals are already involved in voluntary approaches, in particular:</p> <ul style="list-style-type: none"> - signing the CSA's "food" charter, aimed at promoting healthy eating and behaviour in audiovisual programmes and advertising and the evaluation annex; - commitment, based on a principle of child protection, to completely remove this from screens -12 years old (i.e. for food products on youth channels intended for under-12s and programmes intended for under-12s), as well as screens where more than 35% of the audience is composed of children under 12. <p>CGAD: if the term advertising also applies to the promotion of products made in the framework of interprofessions, then CGAD is against this proposal.</p>
<p>2.2. Promoting nutrition education at all ages, from the earliest possible, and for all audiences⁷³.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Developing children's knowledge of agriculture: for example, increasing visits to farms, or incorporating courses in agronomic culture into the National Education curriculum. - Developing food education in school, for example via the involvement of dieticians-nutritionists and based on the Vademecum "Education in food and taste".⁷⁴ - Strongly developing/generalising food education workshops with an integrative approach to food: use of school canteens in conjunction with dietician-nutritionists, setting up "food houses"⁷⁵, etc. - Establishing a national museum on the gastronomic and culinary arts. - Developing food education for senior citizens, who are often prone to undernutrition and malnutrition, by, for example, associating this prevention with the development of intergenerational initiatives and participatory 	

⁷¹ [Charter to promote healthy diets and physical activity in television programmes and advertisements - 1 January 2014](#)

[Charter to promote healthy diets and behaviours in television programmes and advertisements \(2020- 2024\)](#)

⁷² It should be noted that the European Commission [was to establish a system of nutritional profiles for foods in 2009](#), intended to provide a framework for nutritional and health claims. However, these profiles have not yet been defined.

⁷³ See NFC Opinion No. 84 "[Food Education](#)"

⁷⁴ https://www.ac-paris.fr/portail/upload/docs/application/pdf/2020-10/vademecum_sur_leducation_a_lalimentation_et_au_gout.pdf

⁷⁵ See the ESEC report "For a sustainable food supply rooted in the regions" concerning the recommendation on "food houses".

<p>gardening programmes, particularly within disadvantaged neighbourhoods, in order to link physical exercise, socialisation and health through food and food education.</p>	
<p>▶▶ 2.3. Promoting the consumption of products from local and sustainable food systems⁷⁶ as part of a balanced diet.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Organise more regular promotional campaigns for these products, especially in crisis situations. - Use TFPs to promote the consumption of these products⁷⁷. - Improving training of cooks and staff/managers of mass catering, particularly public catering, in sustainable food (choice of raw materials in calls for proposals, budget allocation, food waste, etc.). 	<p>The NFC debated on the appropriateness of the use of the terms "territorial" and "as local as possible"⁷⁸. The term "as local as possible" was proposed, in particular to incorporate the idea that more distant products can be used when necessary. This debate raised a number of issues and questions. The question of the right scale for the term "local" was raised by the whole group, while recognising that the term has massively entered the public language and now structures a wide field of action.</p> <p style="text-align: center;">Discussions on the term "local"</p> <p>Jean-Pierre Corbeau: the notion of "local" superimposes different concepts that are local, regional, and closeness. In the framework of this CG, the notion of rooting a product in a given (geographical and social) territory is more important: a product that tells a story from a given territory (where it is made and by whom). The notion of local signifies qualities that are not always present in the product. It would be interesting to put the definition of local product in synergy with the TFP.</p> <p>RAC, Nicole Darmon: the notion of sustainability is essential and must be reiterated.</p> <p>Food banks: food aid is part of the objective of offering fresh, local and sustainable products. The objective of offering local products is also part of the development of support for agricultural production.</p> <p>FNSEA: the notion of local product does not mean the same thing for everyone. It is important to</p>

⁷⁶ See definition of "local food system" on page 22.

⁷⁷ "The regional food projects respond to the issue of rooting the region in the PNA and take on: an economic dimension: structuring and consolidating sectors in the regions, bringing together supply and demand, maintaining added value in the region, contributing to the installation of farmers and the preservation of agricultural areas; an environmental dimension: development of the consumption of local and quality products, promotion of a new agro-ecological production method, including organic production, preservation of water and landscapes, fight against food waste; a social dimension: food education, creation of links, social accessibility, food donation, promotion of heritage." - [See the website of the French Ministry of Agriculture and Food](#).

⁷⁸ See CGAER report "[Local products](#)".

	<p>have an idea of what this represents in terms of distance.</p> <p>SEMMARIS: it is difficult to give a definition of this term, as it covers several realities. The wording "as possible" raises questions. It is important to make the link between production and consumption. We can thus speak of a "local food system".</p> <p>CNOV: it is necessary to rely on population catchment area and to define socio-ecosystems according to the specificities of the territories (these systems cannot be superimposed on administrative divisions).</p> <p>CGI: the CGAAER report on local products recommends not to define this term. However, if we change the term, we will no longer be able to rely on their work, which nevertheless allows us to understand this notion and to know what we are talking about.</p> <p>ANIA: the use of the term "local" raises questions, in the absence of a definition of this notion. There is no real legal definition of a "local" product.</p> <p>The NFC agrees on the importance of giving elements of definition and reminding that the dynamics of the local area must be associated with the dynamics of sustainability.</p>
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Potential direction

3. Strengthening partnerships and multi-stakeholder, inter-sectoral collaboration, etc., at all levels of the territory.

Objectives and concrete means	Points of discussion
<p>3.1. Strengthening the territorial networking of initiatives on food, in particular by developing and boosting TFPs, which must include all actors in the chain.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Supporting and publicising more extensively the national networks for the promotion of actors with TFPs, e.g. the National Network of Territorial Food Projects (RnTFP) run by Terres en villes. 	<p>The Coordination rurale emphasises the importance of supporting goodwill coming from the "grassroots", beyond institutional TFPs.</p>

- Broadening the scope of TFPs so that they can enable and support the diversification and transition of agricultural practices on farms, whatever their size or production method.
- Setting up a collaboration charter between the different food actors in a territory. Integrating this charter into the TFP when it exists in the territory.
- Strengthen local access to animal health including animal welfare, based on a coherent veterinary network in animal production, in order to ensure sustainability of local food systems.

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Issue

How to move towards the implementation of a right to food and a food democracy⁷⁹, participating in a sustainable food system?

Potential direction

4. Ensure the conditions for the implementation of a food democracy and a right to food in order to establish an integrative policy guaranteeing access to healthy and sustainable food for all and everywhere.

Objectives and concrete means

4.1. Including the right to food in French and European law, to guarantee everyone access to healthy, fair and sustainable food. Integrating this right to food in particular into the European foundation of social rights.

4.2. Recognising an agri-food exception at the European and French level, particularly in the context of trade, in order to avoid speculation on agricultural raw materials at the global level.

Methods: recognising a specific status for agricultural and food products in all free trade treaties⁸⁰.

4.3. Combating the deterioration of the supply of services⁸¹, which can lead to food supply deficits in different socio-geographic contexts (priority neighbourhoods, rural areas, etc.).

Methods:

- Including criteria in urban and regional planning to ensure a local, high-quality food supply for all.

⁷⁹See the definitions of "right to food" and food democracy on pages 21 and 22 of this opinion.

⁸⁰ It would be possible, for example, to make the conclusion of free trade agreements conditional (1) on the partner countries' compliance with French/European human rights standards, including trade union rights and environmental rights, and (2) on the implementation of review clauses that can be activated on the basis of multi-party assessments of the impacts of these agreements on local communities and ecosystems, in France/Europe and in the partner countries

⁸¹ See the conclusions of the Cour des Comptes report on this subject: ["Assessment of the attractiveness of priority neighbourhoods" - 2020](#)

<ul style="list-style-type: none"> - Implementing a policy, piloted within a TFP, aiming to dynamise priority neighbourhoods and town centres, by maintaining and redeveloping the existence of small local shops, including greengrocers and retail outlets (butchers, bakers, fishmongers, etc.). - Encouraging the development of mobile shops and drives in rural areas. - Encouraging the establishment of storage facilities for food products, so that they can be transported through local distribution channels.
<p>4.4. Recognising and ensuring the social role of collective catering.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Recognising a right to collective catering for all. - Systematically taking into account the role of collective catering within the TFPs, in particular in its complementarity with other measures to combat food insecurity. - Making collective kitchens accessible to other audiences (neighbourhood kitchens, sharing places, culinary workshops outside opening hours, reintegration activities, etc.). - Encouraging the implementation of preferential rates for all precarious people (e.g. CROUS meals for students at 1 euro), taking care to guarantee the nutritional quality of the food offer proposed. - Launching a public campaign to raise awareness of the catering industry.

Potential direction

5. Rethinking the fight against food insecurity at the French level and bringing national developments to the European level.

Objectives and concrete means	Points of discussion
<p>5.1. Implementing a fundamental food base, placing the human at the heart of the scheme.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Within the framework of the NFC's future consultation group on food insecurity, reflecting on the principle and implementation of a "social security for food (SSA)"⁸² type scheme at national level, managed at local level and based on consultation with the main actors concerned: associations, producers, local elected representatives, citizens, etc. - Developing within this scheme the social support component for people in a situation of food insecurity and the promotion of health in relation to food, based on the principles of respect, non-judgement and participation of the public. 	<p>The NFC wishes to further reflect on the general principles underlying the implementation of a "social security for food", and invites everyone to:</p> <ul style="list-style-type: none"> - Reflect on general principles; - Discuss how to word this, because of the political nature of the term; - Deeply explore the conditions for its implementation in the discussions of the NFC's future food insecurity consultation group.
<p>5.2. Improving existing food aid schemes.</p>	

⁸² This term refers to the project to establish universal food coverage. Although the conditions for implementing this system are still under discussion and different proposals are being made (method of financing, actors involved, etc.), the general principles underlying it can be cited: universal access to sustainable food, either directly or via dedicated means of purchase, in order to reduce inequalities; recognition of the right to food as a fundamental right in the same way as sickness or unemployment; the national anchoring of the system, which aims to promote food sovereignty; and the objective of developing a greater food democracy.

<p>Methods:</p> <ul style="list-style-type: none"> - Developing the European food aid policy, in particular by bringing the changes made at French level, in line with the recommendations in this opinion, to the European level. - Strengthening the social support component of the food aid system. - Improving the identification of the needs of recipients of food aid so that it is more appropriate. - Continue and make permanent (in terms of time and finance) the implementation of a system of food vouchers for the most precarious populations, in consultation with solidarity, social and environmental associations, and including a social support system. This measure would make it possible to avoid situations of dependency, to work towards greater autonomy for people and to continue food education measures (cooking techniques, knowledge of food, etc.) for beneficiaries. These vouchers should be usable in various places of distribution, ensuring that these are well established throughout the territory (producer shops, retail shops, local grocery shops, great and medium-sized stores, etc.). - Promote, through these food vouchers and other food aid schemes, sustainable food through purchasing products from local food systems. 	
<p>5.3. Improving the sustainability of the services provided by food aid and integrating more fresh produce.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Strengthening the link between agricultural producers and food aid structures in the same region: creating a platform or coordinating existing platforms, in order to enable a connection between agricultural producers, traders, marketers and food aid associations. - Including or strengthening the social dimensions of TFPs as groupings of actors. 	

Potential direction

6. Monitoring the evolution of food insecurity and the effectiveness of public policies, in order to better orient them

Objectives and concrete means

6.1. Developing **overall indicators on issues of food insecurity and on the impact of the associations' actions (measuring social usefulness, going beyond the number of meals distributed or people helped).**

These indicators could allow for existing measures to be monitored, and measure their effectiveness on several issues: changes in food security, conditions for success (actors, tools, coordination, territory, etc.), changes in the nutritional quality of products, their sustainability and their local character. This monitoring would allow for correction and guidance of future measures.

Methods:

- Conducting an interdepartmental survey involving qualitative interviews with the various actors and the beneficiaries of food aid schemes.

- Continuing the work undertaken by the Directorate of Research, Studies, Evaluation and Statistics (DRESS) of the French Ministry of Health, in conjunction with the associations concerned and the recipients of food aid⁸³. It seems important to include, in the framework of the surveys carried out, beyond the beneficiaries, people in situations of food insecurity and precariousness. This would allow for an assessment of the prevalence and causes of non-use of existing food aid.

6.2. To improve the identification of those in need and the ability to reach out to them, in particular to improve the prevention aspect.

Methods:

- Strengthening the territorial network of structures within which social workers and health professionals (dietitians and nutritionists in particular) work together to inform and strengthen the capacity to act (the empowerment) of inhabitants, on a community scale.
- Developing itinerant point initiatives to identify those in a situation of food insecurity and non-use of food aid.
- Encouraging local authorities (e.g. town halls) to develop their actions to identify these people.

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Issue

How can we move towards food sovereignty in France?

Potential direction

7. Guaranteeing and securing agricultural production and supply on French territory.

Relocate production to ensure supply to processors and distribution of products in the closest possible proximity.

Objectives and concrete means	Points of discussion
<p>7.1. Preserving the agricultural area and avoiding the effects of speculation on agricultural land⁸⁴.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Implementing an obligation to preserve a reference agricultural area per inhabitant within a radius of 50km around urban centres. - Adopting a law to renovate and regulate land, allowing both the protection of agricultural land and better sharing of agricultural land (renovating the control of structures, public SAFERs - Land Development and Rural Settlement Company- integrating the transfer of shares and labour in the checks, etc.). - Integrating the preservation of agricultural land and a genuine food strategy into urban planning documents. 	<p>Coordination rurale (CR): the management of agricultural land must remain the responsibility of agriculture and farmers. However, the CR is calling for SAFER to be more transparent. Finally, it believes that ensuring lucrative prices is the most effective way to combat the "waste of agricultural land".</p>
<p>7.2. Encouraging the generational renewal of farmers and involving all actors in the food chain in this process⁸⁵.</p>	

⁸³ The first data from [the survey carried out by the French Directorate of Research, Studies, Evaluation and Statistics \(DRESS\)](#) should be published in the summer of 2021.

⁸⁴ See recommendation 1.2.

⁸⁵ See recommendation 1.2 on the conclusion of trade agreements: the standards set can also help protect young farmers from too much competition.

<p>Methods:</p> <ul style="list-style-type: none"> - Increasing the number and quality of agricultural training courses throughout the country, particularly apprenticeship contracts, but also their visibility: ensure support for these courses and their promotion, particularly among young people. - Encouraging sellers to make themselves known in advance by making registration in the Departure-Installation Directory (RDI) compulsory several years before retirement. - Introducing support for installation and systematise support for finding land in all departments, particularly for applicants who do not come from farming backgrounds (by supporting the initiatives of, for example, Terres de Liens, see NFC opinion No. 81 on this point). - Guaranteeing income support for new farmers for the first few years (possibly replacing the current Dotation "Young farmer"). - Carrying out more studies to enable a better diagnosis of the investment needs of new farmers. 	
<p>7.3. Establishing structural and sustainable ways to combat the lack of labour in the agricultural and food sectors in France: improving the attractiveness of the professions, training, remuneration and support for installation.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Reducing the obstacles to recruitment in agriculture, in particular by promoting the pooling of jobs (grouping of employers, etc.). Ensuring and maintaining positive communication about the trades. - Revaluing the income of the agricultural and food sector professions⁸⁶. - Ensuring fair remuneration for farmers, taking into account the entire cost of production and the move upmarket in response to societal expectations. - Creating a "reserve"/national agricultural service integrated into the Universal National Service, in order to ensure the availability of labour in case of crisis. 	<p>For the CGAD, concerning the revaluation of the incomes of the agricultural and food sector professions: this point is the responsibility of the social partners within the framework of joint bodies. The CGAD is not in favour of such general wording because the realities of each sector or trade are different.</p>

Potential direction

8. Promoting the conditions for the production, distribution and consumption of products from local food systems⁸⁷.

Objectives and concrete means	Points of discussion
<p>8.1. Strengthen and better spread agricultural production over the whole territory, in order to develop the territories' food autonomy, taking into account their specific economic and social characteristics, and in a way compatible with a sustainable food system.</p> <p>Methods:</p>	

⁸⁶ Seed companies, cooperatives, packers and traders.

⁸⁷ See CGAAER report "[Local products](#)".

<ul style="list-style-type: none"> - Maintaining the ICHN (compensatory allowance for natural handicaps) in mountainous and less-favoured areas, in order to preserve these productions. - Improving the territorial network of processing facilities, in particular with regard to abattoirs that meet high sanitary standards and/or developing mobile slaughtering solutions⁸⁸. - Encouraging and supporting farmers located close to cities to develop their production, in particular by setting up production rotations that include fruit and vegetables, in order to make up for the lack of supply of these products in cities and to ensure the future of these farms. - Opening a dialogue on the role of the SAFERs. - Taking into account the objective of territorial diversity of production in the structural plans and in the SRADDET. - Diagnosing each region's needs in terms of agricultural production and livestock farming, in order to improve the organisation of production sectors. - Introducing a combined fruit and vegetable aid within the framework of the CAP, including arboriculture, eligible for farms with a minimum of 0.25 ha of fruits and vegetable areas, with amounts per hectare and ceilings adapted to the economic realities on the ground. 	<p>The Coordination Rurale is not in favour of bringing fruit and vegetables and arboriculture into the CAP aid system.</p>
<p>8.2. Enhancing the development of places for the distribution of products from local and sustainable food systems, and improving their knowledge.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Diversifying the distribution venues for products from local food systems. - Encouraging the creation of new markets, making them accessible as a priority to local producers and craftsmen, and local shops. - Developing communication around existing local food distribution places (e.g. through websites and mapping at municipal or other community levels). - Reducing disparities in the use and availability of digital tools for professionals: support traders in the development of digital tools. 	
<p>▶ 8.3. Improving the identification of product origin and encouraging the purchase of products of identified origin⁸⁹.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Integrating the criterion of product origin in the requests for proposals of public contracts (which requires a change in the European rules on public contracts). 	<p>The ANIA is against the recommendation of building tools to measure the share of local purchases in public procurement (lack of definition of "local").</p> <p>The CGAD is opposed to any mandatory environmental labelling.</p> <p>The possibility of carrying out an assessment on the potential impacts of a carbon tax on</p>

⁸⁸ The implementation of these solutions requires regulatory changes.

⁸⁹ This recommendation echoes several works in progress: discussions within the framework of the Climate and Resilience Bill on environmental labelling of food products, setting up of a working group within the framework of the National Consumer Council (CNC) to discuss consumer information on the origin of ingredients in processed foodstuffs.

<ul style="list-style-type: none"> - Expanding the list set by the EGalim law and the application decrees of products eligible for 50% of sustainable and quality products by including, in particular, products from animals born, raised, slaughtered, butchered and processed in that same territory, from a collective, State-recognised approach, or from fair trade. - Carrying out work within the National Council for Collective Catering (CNRC), in order to construct tools aiming to measure the share of purchases of products from local food systems in public orders from collective catering: developing, for example, software to summarise all purchases. - Promoting consumer information on environmental information (not only based on Life Cycle Analysis⁹⁰), based in particular on the results of the experiment underway on environmental display in the food sector conducted by Ademe as part of the application of Article 15 of the AGECE Law. - Improving consumer information on the origin of products and raw materials used in all foodstuffs (which implies harmonising measures at European level)⁹¹. 	<p>food (including transport, life cycle, health, animal welfare, etc.) was raised by some group members. Not wishing this to be a way to act on the implementation of a carbon tax on food, some of the group members indicated that they were opposed to it.</p>
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Potential direction

9. Rebalancing commercial relations between producers and distributors

Objectives and concrete means	Points of discussion
<p>▶▶ 9.1. Rebalancing trade negotiations: for better shared bargaining power and participation for agricultural producers⁹².</p> <p>Methods:</p> <ul style="list-style-type: none"> - Conducting an independent review of the provisions of EGalim law and improving transparency on the implementation and follow-up of this law, in order to better identify the measures to be taken to make it more effective. - Strengthening monitoring and sanctions in case of non-compliance with the provisions of the EGalim law, in particular to better protect the consumer, the producer and the agri-food trade companies. 	<p>The ANIA is against the recommendation to improve transparency regarding the implementation of the EGalim law. It proposes pursuing the objective of the EGA to recreate value in the food sector, to better distribute it among its actors and strengthen French food sovereignty.</p> <p>The Coopération agricole does not agree with the proposed means.</p>

⁹⁰ Some NFC members consider that the Life Cycle Analysis still has gaps and does not take into account the positive externalities of production.

⁹¹ It should be noted that the CNC is currently working on [consumer information on the origin of primary ingredients in foodstuffs](#).

⁹² This recommendation echoes the discussions underway following the publication of Serge Papin's "[Report on the mediation and conciliation mission concerning the assessment of the EGalim law and the need to better remunerate the agricultural value chain](#)", which is based on hearings with some sixty stakeholders and makes several proposals to rebalance trade relations.

Recommendations for better crisis management

8 courses of action for the food system to better respond to crises and/or lockdown situations

The NFC proposes concrete actions aiming to **secure the food chain** from upstream (supply, field labour, etc.) to downstream (consumer food safety), in crisis situations.

These proposals are based on feedback from members of the consultation group in connection with the Covid-19 crisis. From the perspective of operational risk management with potential to disrupt the entire food chain, they are intended to be implemented mostly in the short term in response to the occurrence of a crisis, to enable the food system to better cope with this type of event.

Four courses of action for the actors of the food chain to better adapt in times of crisis:

1. Improving knowledge of the different distribution and supply systems.

- **Improving knowledge** of the national and population catchment areas' food needs, logistics, price trends. Conducting regular studies to diagnose the various reserves and supply locations.
- Identifying with the French Ministry of Agriculture and Food, the French Ministry of Economy, Finance and Recovery, and the French Ministry in charge of Foreign Trade the **intermediary actors** (seed companies, traders, etc.), in order to better identify them in times of crisis as essential operators.
- **Mapping the food supply by population catchment area** in normal operation, in crisis situations (particularly health) and **providing for a food emergency plan** by population catchment area (setting up alternative supply locations), for better information on distribution locations close to home.
- Ensuring the identification and monitoring of **the most troubled** sectors according to the type of crisis to better target public emergency aid.

2. Adapting the distribution system to emergency situations, to ensure access to sustainable food for all in times of crisis.

- **Maintaining the operation of various sales outlets** (open-air markets, local craftsmen, supermarkets, etc.).
- **Promoting the flexibility and agility of structures**, in particular by **aligning public purchasing procedures** (especially in times of crisis).
- Facilitating **public procurement of products from local food systems**.
- **Assisting the digitisation of food businesses**: developing platforms for referencing local businesses, accompanying artisans and merchants in setting up "Click and Collect", developing local ordering and delivery applications.

3. Adapting the food aid system to an emergency situation.

- **Ensuring the quality and diversity of products in times of crisis**, by diversifying sources of supply and relocating the production/processing of certain products.
- Developing more **types of food aid in times of crisis that go beyond distribution**, by relying on the network of food aid associations.
- **Securing a stock of emergency foodstuffs** (in particular through the FEAD⁹³) to deal with a crisis.

4. Adapting the collective and commercial catering sector to an emergency situation to give everyone access to sustainable food in times of crisis.

- **Maintaining and recognising the major role of collective catering during crises**, in particular the fundamental social role that school canteens play.
- Designating an **emergency kitchen** for each region (already existing and which could see its level of production increased), so that all public and private structures can benefit from group meals.

⁹³ Fund for European Aid to the Most Deprived

- In the case of lockdown, set up **meal delivery solutions** from restaurant owners.

Two courses of action for better securing logistics at all levels of the food chain:

5. Improving the storage and disposal of agricultural production.

- Improving the logistics management of **fresh products and on-farm storage** (short channels) to cope with increasing demand.
- **Providing reserve stocks of some strategic products**, including packaging, to avoid shortages.
- Finding **rapid and flexible solutions for the disposal of these products**, both to avoid food waste, but also to preserve the incomes of producers, cooperatives, processors, etc., in the event of the closure of certain distribution networks, or more generally if there are difficulties in selling certain products:
 - Providing for "emergency" plans for product disposal in the event of the closure of certain outlets: contractualisation with local public or private actors, associations, the State, etc.
 - Preparing and promoting the adaptation of distribution channels (e.g. directing products habitually sold in the retail sector to the food aid and association sectors in the event of the closure of the retail sector), while ensuring that compliance with food safety regulations is monitored more closely.

6. Securing transport, production and logistics at all levels of the food chain.

- **Ensuring consistency of decisions at the European level to reduce total border closures**, which could lead to a halt or sharp decrease in imports and the impossibility of having access to part of the seasonal workforce.
- Ensuring sufficient agricultural labour on a national scale, **in a context of closed borders: create a national "reserve" that can be mobilised and made operational in the event of a crisis, mobilise or perpetuate existing platforms.**
- Improving the **reliability and flexibility of supply channels (hypermarkets and supermarkets, consumption outside of the home) in raw materials**, with a potential role of **digital platforms** (for employment, supplies etc.), and TFPs that can support the creation of territorial or departmental platforms in the form of a Cooperative Society of Collective Interest.
- Modelling the **behaviours, storage dynamics, import/export production flows and population movements of past crises** in order to optimise the logistics management of future crises.
- Identifying **indicators** that assess whether the profession, trade or organisation is robust enough in peacetime to be **resilient in times of crisis**. Plan corrective actions if this is not the case.

Two levers to focus on for a more effective crisis response.

7. Collaboration, cooperation and dialogue between actors.

Food chain stakeholder networks improve the resilience of value chains.

- Continuing the **dialogue and intensification of collective approaches** (producers/food chain actors, etc.) observed during the Covid-19 crisis. Continuing in particular the cooperation between economic and associative actors and state services.
- **Reaffirming the importance of the organisation of sectors into inter-professions and inter-organisations**, which allow their collaboration and updating of business plans with the aim of meeting the needs of the population.
- **Strengthening collaboration between administrations:** mutualisation of orders, purchases, menus at the level of a territory, collaboration charter of the different actors in the territory, etc.

8. The regional approach.

- **Reconsidering the notion of "region" in a crisis situation** in the light of the presence of local **means of production:** exit by exception to the requirements of the regional plan, in order to reconfigure it locally.
- **Rely on TFPs:** systematisation of TFPs, integrating all links in the food system.

Sheet n°1 - Key figures on the Covid-19 crisis (period of the first national lockdown)

1. Impacts of the crisis in France and around the world

General



Health effects

Between **25,000** and **30,000** deaths related to the COVID-19 epidemic between 2 March and 31 May 2020 in **France**

Source: Santé publique France - September 2020 (1)



30 October 2020:
1,182,010 deaths worldwide

More than **45 million** positive cases

Source: Johns-Hopkins University via Le Monde (2)



Economic effects



The 8 weeks of lockdown led to a contraction in **France's** GDP of

32%

Source: OFCE (3)



European **GDP** fell by **11.8%** in the 2nd quarter

Source: Eurostat (4)

Food system

Impacts on business activities

Production

-22%

in food industry turnover between March and May

Source: ANIA Barometer (5)



Decrease in turnover of

28%

between March and May for agricultural cooperatives

Source: La Coopération Agricole (6)

Eating out

Lockdown has resulted in

70% of losses

(in visits and expenditure) for this market

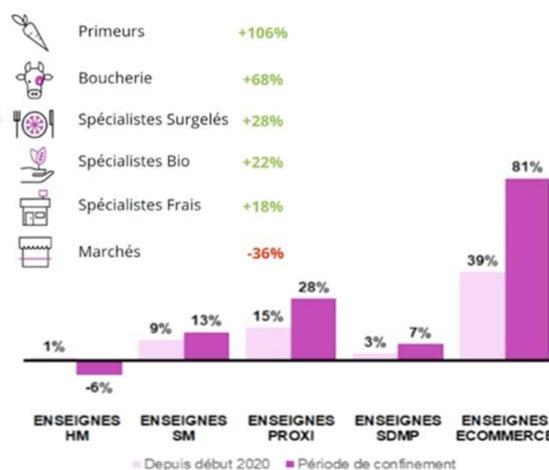


Source: NPD Group

Change in turnover during the period of lockdown

Distribution

Compared to the same period last year (declarative)



Source: Nielsen (7)

Food system

Consumption



Food consumption has fluctuated

+ 9.2%
in March compared to
February

- 5.4%
in April compared with
March

Source: Insee (8)

The average purchase frequency
during lockdown decreased by

15%

On average, the overall shopping
basket grew by

33%

Source: FranceAgriMer based on Kantar WorldPanel data

Food system

Emergence and reinforcement of certain trends in purchasing behaviour

When asked about the criteria for selecting their
post-lockdown food distributors



43% of respondents answer that
the most important condition
continues to be the **price**



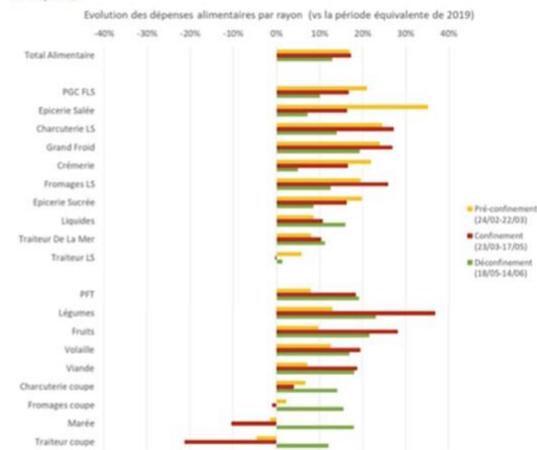
32% the production in **France** of
products



20% **healthy**, or **evenorganic**
composition

Source: Pwc (9)

Graphique 2 : Evolution des dépenses alimentaires des ménages pour leur consommation à domicile, par rayon, par rapport à la période équivalente 2019, tous circuits d'achat confondus (source: Kantar Worldpanel)



Source: Kantar Worldpanel, élaboration FranceAgriMer
PGC FLS : Produits de Grande Consommation et Frais en Libre-Service (produits gencodés)
PFT : Produits Frais Traditionnels (Fruits et légumes, viandes et produits à la coupe, à poids variable et sans code barre unique)
LS : produits disponibles en Libre-Service
NB. Les données de Kantar par périodes de 4 semaines utilisées ci-dessus ne permettent pas de distinguer précisément la période de confinement qui est ici décalée d'une semaine : la première semaine du confinement (qui a commencé le mardi 17/03) est comptée dans le pré-confinement et la première semaine du déconfinement a été comptabilisée dans le confinement.

2. One Health and food

The issue of nutrition at the heart of the health crisis

Evidence of links between diet-intensive diseases and the risk of morbidity and complications associated with Covid-19

Out of **10,775** deaths associated with COVID-19
66% are due to at least one other cause

For those under 40, the main causes are:

obesity for
13%

high blood pressure for
11%

diabetes for
10%

Source: SpF (10)



47%

of infected patients entering
the ICU are obese

Source: study carried out by the teams
of the Lille CHRU (11)

Food and health: some figures



In 2019, diabetes is affecting
more than
463 million
people in the world

Source: International Diabetes
Federation Atlas 2019 (12)

39% of adults globally are
overweight
13% are obese

2.8 million people die
each year

Source: WHO (13)



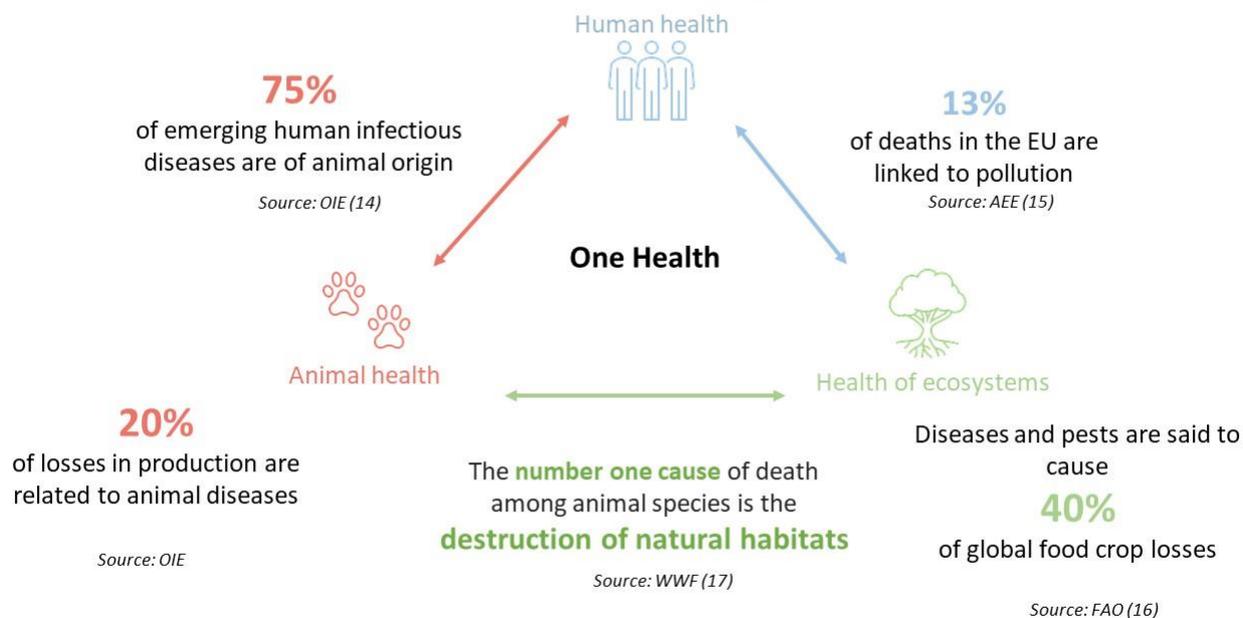
In **France** in 2019, more
than **4.5 million**
people in the country had
diabetes

Source: International Diabetes
Federation Atlas 2019 (12)

Obesity affects
17%
of adults in
France

Source: WHO (13)

One Health: some figures



3. Food insecurity and the right to food

Food insecurity in France: a few figures


12% of adults in France live in a food-insecure household **due to financial reasons**
Source: INCA 2 survey (18)


5.5 million people are **recipients** of food aid in **2019**
Source: IGAS (19)

39 million euros were released by the government in **April 2020**, including **25 million** to **food aid associations** and **14 million** to **territories**

869 million euros of food aid will be allocated to France from 2021-2027 under the **FADF**, an increase of almost **50%** compared to the previous period

Covid-19 crisis and food insecurity in France

An explosion of needs



Federation of Food Banks

+20% increase in demand recorded over the 3 months of lockdown ⁽²⁰⁾

Les Restos du cœur

+20% to 30% of people going to the Restos du Cœur ⁽²¹⁾

Le Secours populaire

+45% increase in demand from mid-March to mid-May ⁽²²⁾

French Red Cross

+ 40 to 45% of needs at the end of lockdown ⁽²³⁾

Massive increase in the use of food aid, especially among certain groups of people



+60% in unemployment
+50% in temporary workers or working poor
+35% in pensioners
+20% in students
+19% of self-employed and traders

French Red Cross

Arrival of new groups of people



+45% in new registrations for Secours populaire since the beginning of the health crisis ⁽²⁴⁾

Sources

- [Étude SpF – Surveillance de la mortalité au cours de l'épidémie de COVID-19 du 2 mars au 31 mai 2020 en France](#)
- [Données de l'université américaine Johns-Hopkins via Le Monde](#)
- [OFCE – Évaluation au 26 juin 2020 de l'impact économique de la pandémie de COVID-19 et des mesures du confinement et du déconfinement en France](#)
- [Communiqué de presse Euroindicateurs - Estimation des principaux agrégats du PIB et de l'emploi pour le deuxième trimestre 2020](#)
- [BAROMETRE ANIA COVID19 N°3 Impacts sur l'activité économique des IAA Mai 2020](#)
- [Enquête réalisée par la direction de la Chaîne Alimentaire Durable de La Coopération Agricole, ouverte entre le 27/04 et le 29/05, totalisant 318 coopératives répondantes de tous les secteurs dont 3% de grandes entreprises, 14% d'ETI, 69% de PME et 14% de TPE](#)
- [Nielsen – Webinar : Covid-19, Enseignements et perspectives](#)
- [Insee – Informations rapides – 29/05/2020](#)
- [Etude consommateur de biens alimentaires « Confinement / Post confinement COVID-19 » - pwc](#)
- [Fouillet A, Surveillance de la mortalité au cours de l'épidémie de COVID-19 du 2 mars au 31 mai 2020 en France. Saint-Maurice : Santé publique France, 2020. 83 p.](#)
- [High Prevalence of Obesity in Severe Acute Respiratory Syndrome Coronavirus-2 \(SARS-CoV-2\) Requiring Invasive Mechanical Ventilation](#)
- <https://www.who.int/fr/news-room/fact-sheets/detail/obesity-and-overweight>
- [AEE – Healthy environment, healthy lives: how the environment influences health and well-being in Europe](#)
- <http://www.fao.org/plant-health-2020/about/fr/>
- <https://www.wwf.fr/vous-informer/actualites/rapport-planete-vivante-2020>
- [Enquête INCA 2](#)
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- <https://www.lefigaro.fr/actualite-france/le-confinement-a-fait-plonger-des-milliers-de-francais-dans-la-precarite-20200612>
- <https://www.croix-rouge.fr/Espace-presse/Communiqués/Covid-19-la-Croix-Rouge-francaise-constate-une-hausse-massive-des-besoins-sociaux-d-urgence>
- <https://www.secourspopulaire.fr/barometre-ipsos-spf-2020-la-precarite-depuis-la-covid-19>

Sheet n°2 - Linking the NFC Feedback Report to the Recovery Plan and the ESEC report "For a sustainable food rooted in the regions"

1. The Recovery Plan

1.1 Presentation

In order to "face and protect the country from the economic and social consequences of the Covid-19 crisis"⁹⁴, in September 2020 the Government launched "France Relance", a support plan aimed at protecting, supporting and reviving the country's economy and thus "building the France of 2030".

The Recovery Plan was given 100 billion euros, i.e. 1/3 of the annual state budget, a sum spread over 3 pillars:

- The "ecology and energy transition" pillar (30 billion euros);
- The "business competitiveness" pillar (34 billion euros);
- The "territorial cohesion" pillar (36 billion euros).

Of these resources provided by the government, €1.2 billion are allocated to the "Agricultural, food and forestry transition" component, which has three objectives⁹⁵:

- Reclaiming France's food sovereignty (€364 million);
- Accelerating the agro-ecological transition to healthy, sustainable and local food for all French people (346 million euros for the means of production component and 200 million euros for the food component);
- Adapting French agriculture and forestry to climate change (€300 million).

1.2 Articulation of the NFC Feedback Report with the Recovery Plan

The NFC's consultation group mandate includes among its objectives that of "carrying out the Feedback Report in conjunction with the implementation of the Government's Recovery Plan". France Relance sets out the collective ambition of rebuilding the post-crisis world, enriched in particular by the consultation of all stakeholders. The terms of reference of the Feedback Report indicate that the resulting opinion will thus be "transmitted to the Government and Parliament, to feed into this work of consultation and action monitoring at the territorial level".

⁹⁴ <https://www.gouvernement.fr/france-relance>

⁹⁵ <https://agriculture.gouv.fr/francerelance-le-volet-transition-agricole-alimentation-et-foret>

Comparative table of the measures of the Recovery Plan and the recommendations of the NFC Feedback Report

Measures of the "Agricultural, food and forestry transition" component of the Recovery Plan.

Themes	Recommendations of the NFC Feedback Report	Recovery Plan measures
<p>Ecosystem regeneration</p> <p>Combating the artificialisation of land</p> <p>Hedge planting</p>	<p>1.2. Promoting the implementation of policies to save and regenerate ecosystems: fight against deforestation, land artificialisation, and the destruction of biodiversity within France and abroad, in order to reduce the risk of new zoonoses appearing.</p> <ul style="list-style-type: none"> - Recreating and adapting socio-ecosystems by population catchment areas. - Combatting against the artificialisation of land by establishing a coherent national public policy to preserve arable, coastal land, whose implementation would rest with the territorial authorities, in order to adapt it to the specificities of each territory. - Valuing the preservation, maintenance and re-establishment of bocage hedgerows and the cultivation of melliferous plants by integrating them into the Common Agricultural Policy (CAP) schemes, but also into rural policies on every scale, from local to European. <p>7.1. Safeguarding agricultural land and avoiding the effects of speculation on agricultural land.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Making it compulsory to safeguard a reference agricultural area per capita within 50km of urban centres. - Adopting a land renovation and regulation law, to both protect and better share agricultural land (renovation of structure control, public SAFERs, integration of share transfers and labour in the control, etc.). - Integrating the preservation of agricultural land and a genuine food strategy into urban planning documents. 	<p>Biodiversity and the fight against soil artificialisation</p> <ul style="list-style-type: none"> - Biodiversity in the regions, risk prevention and strengthening resilience: strengthen the structuring of economic sectors that actively contribute to creating local jobs and ensure the maintenance of terrestrial, coastal, maritime and aquatic ecosystems in good condition, so as to enable territories to adapt to the effect of climate change and to various risks to thus be more resilient. - Densification and urban renewal: provide a €300m fund to finance operations to recycle urban and industrial wasteland, and more generally land that has already been artificially developed as part of urban development projects to revitalise inner cities and relocate activities. <p style="background-color: #f8d7da; padding: 2px;">Promoting biodiversity around crops</p> <p>Measure:</p> <ul style="list-style-type: none"> - "Let's plant hedges!" programme: the aim is to plant 7000 km of hedgerows and as well as supporting the sustainable management of 90000 km of existing hedges via a call for projects.
<p>Agro-ecological transition</p> <p>Planting proteins/legumes</p> <p>Supporting changes in agricultural practices</p>	<p>1.3. Promoting more sustainable farming and livestock practices in public policies.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Promoting agro-ecology, the sustainability of animal and plant production systems, in particular via upmarket, polyculture breeding, diversification of production, and in particular through farmers' training programmes. - Promoting the cultivation of leguminous crops and livestock practices conducive to the natural fertilisation of soils and allowing for a reduction in nitrogen fertiliser inputs, particularly within arable crop regions, through technical and financial support, as well as public policies conducive to them. - Promoting sustainable livestock systems. - Reducing emissions to the natural environment (nitrates, nitrous oxide, etc.) and the use of plant protection products, in particular by promoting the 	<p style="background-color: #f8d7da; padding: 2px;">MAA Priority 3: Accelerate the agro-ecological transition to healthy, sustainable and local food for all French people (546 million euros)</p> <p style="background-color: #f8d7da; padding: 2px;">Speed up the development of organic and high-value environmental products.</p> <p>Measures:</p> <ul style="list-style-type: none"> - Tax credit for HVE (high environmental value) certification: creation of this tax credit to support conversion to high environmental value certification in order to certify 4,000 additional farms over the next two years. - Plan to structure agricultural and food sectors & strengthen the Avenir Bio Fund: the structuring of agro-ecological sectors will be supported by the Agence Bio and FranceAgriMer via calls for projects dedicated, respectively, to organic sectors (via the Avenir Bio fund) and to high environmental value labelled approaches.

	<p>use of agro-ecological practices. Technological and digital solutions could also be developed for this purpose.</p> <p>- Increasing funding to support the evolution of agricultural practices: Payments for Environmental Services (PES) in agriculture, Agro-environmental and climatic measures (AECM), Recovery Plan, reinforcing aid for the conversion to organic farming and coupled aid for legumes within the framework of the National Strategic Plan.</p>	<p>Building our food sovereignty in plant proteins</p> <p>Measure:</p> <p>- Vegetable proteins plan: to double the surface area of protein-rich plants and make France a leader in plant protein for human consumption by 2030.</p> <p>Rely on innovation to reduce the use of pesticides</p> <p>Measures:</p> <p>- Bonus for converting to agro-equipment</p> <p>- Accelerator for agro-equipment and biocontrol companies</p> <p>Investing in the technologies of the future (PIA): the fourth programme of investments of the future (PIA) makes €11bn available between now and 2022 to support innovation and in particular, investment in the technologies of the future. It will focus in particular on responsible agricultural and food sovereignty.</p>
<p>Access to sustainable and local food</p> <p>Development of TFPs</p> <p>Sustainable and local food in collective catering</p>	<p>2.3. Promoting the consumption of products from local and sustainable food systems as part of a balanced diet.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Organising more regular promotional campaigns for these products, especially in crisis situations. - Use TFPs to promote the consumption of these products. - Improving training of cooks and staff/managers of mass catering, particularly public catering, in sustainable food (choice of raw materials in calls for proposals, budget allocation, food waste, etc.). <p>5.3. Improving the sustainability of the services provided by food aid and integrating more fresh produce.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Strengthening the link between agricultural producers and food aid structures in the same region: creating a platform or coordinating existing platforms, in order to enable a connection between agricultural producers, traders, marketers and food aid associations. - Including or strengthening the social dimensions of TFPs as groupings of actors. 	<p>The regions, drivers for developing sustainable, healthy and local food</p> <p>Measures:</p> <ul style="list-style-type: none"> - State/communities partnership for territorial food projects (amplification): the objective of at least one TFP in each department by 2022. <p>Speeding up the supply of healthy, sustainable and local products to school canteens</p> <p>Measures:</p> <ul style="list-style-type: none"> - Plan to support school canteens in small communes: speeding up the local procurement in school canteens. Helping 1500 communes to equip themselves, training their staff in order to provide meals composed of healthy, safe and sustainable, even local products. <p>Giving everyone access to healthy, sustainable and local food</p> <p>Measure:</p> <ul style="list-style-type: none"> - "Fresh baskets" operation: the actors (purchasing groups or consumer cooperatives, producers' shops, associations...) involved in developing access to local products for the most disadvantaged and isolated fellow citizens will be able to present a development project at departmental level in order to benefit from a State grant.
<p>Food insecurity</p> <p>Sustainability of supply in the food aid sector</p>	<p>5.2. Improving existing food aid schemes.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Developing the European food aid policy, in particular by bringing the developments achieved at French level in line, with the recommendations in this opinion, to the European level. - Strengthening the social support component within the food aid system. <p>5.3. Improving the sustainability of the services provided by food aid and integrating more fresh produce.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Strengthening the link between agricultural producers and food aid structures in the same region: creating a platform or coordinating existing platforms, in 	<p>Support plan for associations fighting poverty: a special support plan of 100 million euros will allow associations fighting poverty to deploy specific actions as close as possible to the needs of precarious people to help them cope with the consequences of the health crisis.</p> <p>Giving everyone access to healthy, sustainable and local food</p> <p>Measure:</p> <ul style="list-style-type: none"> - "Fresh baskets" operation: the actors (purchasing groups or consumer cooperatives, producers' shops, associations...) involved in developing access to local products for the most disadvantaged and isolated fellow citizens will be able

	order to enable a connection between agricultural producers, traders, marketers and food aid associations.	to present a development project at departmental level in order to benefit from a State grant.
<p>Food sovereignty/relocation</p> <p>Support for local shops and craftsmen</p> <p>Relocation and dynamisation of regions</p>	<p>Issue 3: How to move towards French food sovereignty?</p> <p>4.3. Combating the deterioration of the supply of services, which can lead to food supply deficits in different socio-geographic contexts (priority districts, rural areas, etc.).</p> <p>Methods:</p> <ul style="list-style-type: none"> - Including criteria in urban and regional planning to ensure a local, quality food supply for all. - Implementing a policy, piloted within a TFP, aiming to dynamise priority neighbourhoods and town centres, by maintaining and redeveloping the existence of small local shops, including greengrocers and retail outlets (butchers, bakers, fishmongers, etc.). - Encouraging the development of mobile shops and drives in rural areas - Encouraging the establishment of storage facilities for food products, so that they can be transported through local distribution channels. <p>7. Guaranteeing and securing agricultural production and supply on French territory.</p> <p>Relocating production to ensure supply to processors and distribution of products as close as possible.</p> <p>8. Promoting the conditions for the production, distribution and consumption of products from local food systems.</p> <p>8.1. Strengthen and better spread agricultural production over the whole territory, in order to develop the territories' food autonomy, taking into account their specific economic and social characteristics, and in a way compatible with a sustainable food system.</p> <p>8.2. Enhancing the development of places for the distribution of products from local and sustainable food systems, and improving their knowledge.</p>	<p>MAA Priority 1: "Reclaiming our food sovereignty"</p> <p>Support for shops and craft industries: support will be made available for the financing the running of commercial property which will be set up by the Banque des Territoires in particular. This measure will make it possible to reinvigorate the centres of medium-sized towns with the renovation of 6,000 commercial cells offered at reasonable rents.</p> <p>Relocation: securing our strategic supplies.</p> <ul style="list-style-type: none"> - Investment support targeted at strategic sectors. Five proposals for projects launched in 2020 to identify selected projects (health products, critical inputs for industry, electronics, agri-food, telecommunications) - Strengthening capital tools for industrialisation of relocation projects <p>Relocation of industrial production to the regions</p> <p>The Recovery Plan dedicates €1bn to industrial relocation: €600m to support investment in 5 strategic sectors and €400m to promote the development of industrial projects in the regions.</p>
<p>Generational renewal of farmers</p> <p>Support for recruitment in the agricultural sector</p> <p>Training in the agri-food sector</p>	<p>7.2. Fostering the generational renewal of farmers and involving all actors in the food chain in this process.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Increasing the number and quality of agricultural training courses throughout the country, particularly apprenticeship contracts, but also their visibility: ensure support for these courses and their promotion, particularly among young people. - Introducing support for installation and systematise support for finding land in all departments, particularly for applicants who do not come from farming backgrounds (by supporting the initiatives of, for example, Terres de Liens, see NFC opinion No. 81 on this point). 	<p>Aid for hiring young people under 26 and disabled people: The Recovery Plan makes use of €3.2bn to stimulate the hiring of young people in the form of permanent contracts, fixed-term contracts (of 3 months and more) or work-study contracts.</p> <p>Training young people in strategic and growth sectors</p> <p>1.6bn is being used to increase the amount of trainings leading to qualifications available to all young people entering the labour market</p> <p>300,000 additional support paths to employment</p>

<p>Promotion of agri-food sector jobs</p>	<p>- Guaranteeing income support for new farmers for the first few years (possibly replacing the current Dotation Jeune Agriculteur).</p> <p>7.3. Establishing structural and sustainable ways to combat the lack of labour in the agricultural and food sectors in France: improving the attractiveness of the professions, training, remuneration and support for installation.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Reducing the obstacles to recruitment in agriculture, in particular by promoting the pooling of jobs (grouping of employers, etc.). Ensuring and maintaining positive communication about the trades. - Revaluing the income of the agricultural and food sector professions. - Ensuring fair remuneration for farmers, taking into account the entire cost of production and the move upmarket in response to societal expectations. 	<p>Facilitating the integration of young people furthest from employment, the Recovery Plan uses €1.3bn, making it possible to provide 300,000 tailored support and integration pathways.</p> <p>Ensuring that the next generation of farmers, guarantors of food sovereignty, is there</p> <p>Measures:</p> <ul style="list-style-type: none"> - Campaign for the general public on agriculture and agri-food professions and training: launch of a campaign for the general public to raise awareness of the 200 agriculture and agri-food professions and training and recruitment needs. - Structuring of the food and agricultural sectors: the attractiveness of the agricultural professions also involves fair remuneration of farmers. Implementation of support for the structuring of the sectors, training in the tools of negotiation by law or investments on the competitiveness of the agri-food industry.
<p>Trade relations</p>	<p>9. Rebalancing commercial relations between producers and distributors</p>	<p>Training in collective bargaining for producer organisations.</p>

2. The ESEC report "For a sustainable food rooted in the regions" ⁹⁶

2.1. Introduction to the report

The Economic, Social and Environmental Council (ESEC) report "For a sustainable food rooted in the regions" states that the health crisis has put the question of food and the transformation of the food system towards a more sustainable model back at the heart of society's concerns.

It thus presents a number of major issues, exacerbated by the health crisis, relating to sustainable and regional food (the question of food democracy, the proliferation of short circuits and TFPs as levers for a transition to a more resilient food system, environmental and climate challenges, etc.). Also put forward are the main obstacles to the development of greater food autonomy in the territories (compartmentalisation of public policies, difficulties in adopting the recommendations of the PNNS, etc.), as well as the need to adopt a more systemic approach.

The notice, which was unanimously supported by ESEC members when it was voted on in December 2020, sets out recommendations aimed at "enabling access for all to sustainable, high-quality, healthy, balanced food, rooted in the regions." They are structured around three main areas:

- strengthening **food democracy**;
- developing **local and sustainable food systems**;
- **making public policies consistent** for a rapid transition to sustainable food.

In addition, the ESEC has recently produced various opinions directly related to the agricultural and food transition, including:

- *Entre transmettre et s'installer, l'avenir de l'agriculture ! (Between handing down and setting up, the future of agriculture)* (June 2020);
- *Le rôle de l'Union européenne dans la lutte contre la déforestation importée (The EU's role in combating imported deforestation)* (May 2020);
- *Les enjeux relatifs aux conditions d'élevage, de transport et d'abattage en matière de bien-être animal (Animal welfare issues related to farming, transport and slaughter conditions)* (November 2019);
- *L'agriculture urbaine : un outil déterminant pour des villes durables (Urban agriculture: a key tool for sustainable cities)* (June 2019);
- *Les signes officiels de qualité et d'origine des produits alimentaires (Official signs of quality and origin of food products)* (June 2018);
- *La transition agroécologique : défis et enjeux (The agro-ecological transition: challenges and issues)* (November 2016).

2.2. The ESEC/NFC partnership

The ESEC report was drawn up in conjunction with the NFC, as part of a partnership that in particular planned in 2020 with a consultation within the NFC on regional arrangements for food governance. The members of the NFC have worked on a questionnaire developed by the ESEC Agriculture Section. The NFC has also been consulted by the ESEC as part of its work. The ESEC report thus incorporates certain elements generated by the NFC and takes up certain recommendations from recent NFC opinions. For its opinion on the Covid-19 crisis Feedback Report, the NFC continued this partnership by involving the reporters of the ESEC report in the process, and incorporating certain of its recommendations.

⁹⁶ See the ESEC report "[For sustainable food rooted in the territories](#)".

Comparative table of the recommendations of the ESEC report "For a sustainable food supply rooted in the regions" and the recommendations of the NFC Feedback Report

Themes	Recommendations of the NFC Feedback Report	Recommendations of the ESEC report
<p>Safeguarding agricultural land</p> <p>Fighting against land reclamation</p> <p>Revitalising town centres and promoting local craftsmen and traders</p>	<p>7.1. Safeguarding agricultural land and avoiding the effects of speculation on agricultural land.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Making it compulsory to safeguard a reference agricultural area per capita within 50km of urban centres. - Adopting a land renovation and regulation law, to both protect and better share agricultural land (renovation of structure control, public SAFERs, integration of share transfers and labour in the control, etc.). - Integrating the preservation of agricultural land and a genuine food strategy into urban planning documents. <p>1.2. Promoting the implementation of policies to safeguard and regenerate ecosystems: combating deforestation, land artificialisation and the destruction of biodiversity both in France and abroad, in order to limit the risk of creating new zoonoses.</p> <p>Methods:</p> <ul style="list-style-type: none"> - Systematically integrating sustainability criteria for food systems into free trade agreements (see recommendation 4.2) and implementing reciprocity in environmental, health and social standards (mirror clauses). - Regulating imports directly linked to deforestation. - Recreating and adapting socio-ecosystems by population catchment area. - Combatting against the artificialisation of land by establishing a coherent national public policy to preserve arable, coastal land, whose implementation would rest with the territorial authorities, in order to adapt it to the specificities of each territory. <p>4.3. Combating the deterioration of the supply of services, which can lead to food supply deficits in different socio-geographic contexts (priority districts, rural areas, etc.).</p> <p>Methods:</p> <ul style="list-style-type: none"> - Including criteria in urban and regional planning to ensure a local, quality food supply for all. - Implementing a policy, piloted within a TFP, aiming to dynamise priority neighbourhoods and town centres, by maintaining and redeveloping the existence of small local shops, including greengrocers and retail outlets (butchers, bakers, fishmongers, etc.). 	<p>Recommendation 13</p> <p>"The ESEC reiterates its wish for the rapid adoption of a fiscal law, cross-cutting and stresses the need for planning policies to be consistent with sustainable food issues. It calls for:</p> <ul style="list-style-type: none"> - raising awareness among elected representatives and the general public about the spatial, social and environmental footprint of food in relation to production methods and diets; - including a territorial food strategy in all development and urban planning documents (SRADDET, SCOT, PLU) by linking them with a land strategy allowing a policy for the installation of new producers: <p>- quantified objectives declining the Zero Net Artificialisation, creation of protected agricultural areas in the long term, agro-ecological wasteland reclamation;</p> <p>- extending the moratorium on outlying commercial zones announced by the Government to e-commerce warehouses, and overhauling commercial development policy by giving priority to activities related to sustainable and local food in city centres;</p> <p>- increasing the number of "Heart of the City" actions, enabling the organisation of support for local craftsmen and food traders."</p> <p>Recommendation 2: The ESEC recommends instituting a "sustainable food" power within municipalities and/or public establishments for inter-municipal cooperation (EPCI) to establish close links between social action, collective catering, the supply of drinking water, land and urban planning, and the local commercial network...</p>
<p>Right to sustainable food</p>	<p>4.1. Including the right to food in French and European law, to guarantee everyone access to healthy, fair and sustainable food. Integrating this right to food in particular into the European foundation of social rights.</p> <p>5.1. Implementing a fundamental food base, placing humankind at the heart of the scheme.</p> <p>Methods:</p>	<p>Recommendation 17: "The ESEC considers it necessary to open a debate on the effectiveness of the right to access to sustainable food, rooted in the regions. It should be undertaken with the dedicated consultative bodies (National Food Council, National Health Conference, National Council for Policies to Combat Poverty and Social Exclusion, etc.) and the ministries concerned.</p>

	<p>Within the framework of the NFC's future consultation group on food insecurity, reflecting on the principle and implementation of a "social security for food (SSF)" type scheme at national level, managed at local level and based on consultation with the main actors concerned: associations, producers, local elected representatives, citizens, etc.</p>	
<p>Food aid Food vouchers</p>	<p>5.2. Improving existing food aid schemes. Methods: - Continuing, as well as making permanent (in terms of time and finance) the implementation of a system of food vouchers for the most precarious populations, in consultation with solidarity, social and environmental associations, and including a social support system. This measure would make it possible to avoid situations of dependency, to work towards greater autonomy for people and to continue food education measures (cooking techniques, knowledge of food, etc.) for beneficiaries. These vouchers should be usable in various places of distribution, ensuring that these are well established throughout the territory (producer shops, retail shops, local grocery shops, large and medium-sized stores, etc.). - Promote, through these food vouchers and other food aid schemes, sustainable food through purchasing products from local food systems.</p>	<p>Recommendation 3: "The ESEC recommends that municipalities and inter-municipalities promote the development of local food ecosystems to support farmers, VSEs and local craftsmen, by allocating "local sustainable food" vouchers to people in a situation of food insecurity, valuing agro-ecological production and relying in particular on the complementary local currency system." Recommendation 4: The ESEC recommends better funding, via the future CAP and the ESF, of all actions to combat food insecurity, promoting sustainable food rooted in the territories, and involving the beneficiaries. This concerns in particular the European "fruit and vegetables at school" programme, which must be effectively implemented for the target audience of schoolchildren and extended to "fruit and vegetables for all" to allow targeted aid. The coordination of these actions and the granting of subsidies could be entrusted to the Regional Food Committee (CRALIM).</p>
<p>Integration of social issues in the TFPs Sustaining employment in the agricultural and food sectors</p>	<p>5.3. Improving the sustainability of the services provided by food aid and integrating more fresh produce. Method: Including or strengthening the social dimensions of TFPs as groupings of actors. 7.3. Establishing structural and sustainable ways to combat the lack of labour in the agricultural and food sectors in France: improving the attractiveness of the professions, training, remuneration and support for installation. Methods: - Reducing the obstacles to recruitment in agriculture, in particular by promoting the pooling of jobs (grouping of employers, etc.). Ensuring and maintaining positive communication about the trades. - Revaluing the income of the agricultural and food sector professions. - Ensuring fair remuneration for farmers, taking into account the entire cost of production and the move upmarket in societal expectations.</p>	<p>Recommendation 15: "The ESEC recommends recognising the high social value of employment in agricultural production and agri-food processing by: - integrating social issues into the specifications of the Official Signs of Quality and Origin (SIQO) and the Food Projects Regional: - providing a framework for seconded labour, in particular through branch agreements and by setting up transnational monitoring partnerships; - promoting local employment through the development of tools for seasonal recruitment and the improvement of employment and working conditions and the consideration of qualifications, in conjunction with structures developed by the social partners - promoting the development of permanent and quality jobs as opposed to the drifts observed with regard to "permanent seasonal jobs"; - promoting the development of shared employment, in particular via employer groups adapted to economic areas. Recommendation 10: The ESEC stresses the importance of the collective diagnosis on which TFPs must be based and their inclusion in a more structured evaluation process. It calls for: - ensuring that the TFPs, which must be systemic, are in line with the major objectives of existing national and regional plans, particularly in the areas of health and the environment; - diversifying the methods of consultation to allow non-professional actors (citizens, AMAPs, solidarity, consumer or environmental associations) to participate in the development and implementation of the TFP and make the list of these participants transparent; - Design a system for each TFP to evaluate short-term objectives and indicators of achievement and impact for long-term steering, involving all economic actors</p>

		including representatives of commercial catering and craftsmen, associations and SSE actors and representatives of the inhabitants.
Regional planning and food	<p>8.1. Strengthening and better distributing agricultural production throughout the regions in order to develop their food autonomy, taking into account their specific economic and social characteristics, and in a manner compatible with a sustainable food system.</p> <p>Method: Taking into account the objective of territorial diversity of production in the structural plans and in the SRADDET.</p>	<p>Recommendation 1: The ESEC recommends the implementation of a public policy to create "Sustainable Food Houses", at the appropriate level according to the population (commune, EPCI, neighbourhood...). Incorporating "food" areas open to all, like those which exist in certain social and socio-cultural centres, they would bring together all the players to draw up a programme of food eco-citizenship. This programme would propose concrete actions: local producer discovery circuits, cooking workshops, "climate/nature on our plate" competition, food aid, social meals, etc.</p> <p>Recommendation 6: The ESEC recommends making it compulsory for each urban area to have a "logistics contract" involving all stakeholders on the model of the TFPs, to rebalance supplies and organise territorial food resilience. It would be based on the National Interest Markets (MIN), possibly renamed Territorial Interest Markets, by assigning them regulatory support missions, particularly in relation to logistics, local supply chains and food aid structures.</p> <p>Recommendation 11: "The ESEC recommends that the Regional Plan for Sustainable Development and Equality of Territories (SRADDET) include the Regional Plan for Sustainable Agriculture (PRAD), and reiterates its recommendation that the food dimension be included. At this regional level, an in-depth diagnosis must be established based on a resource analysis (production, processing units, storage, logistics, etc.) and needs, including in collective catering, in order to determine the respective relevant perimeters of the TFPs and to organise support for small and medium-sized processing units (vegetable factories, canning factories, milling factories, slaughterhouses, cheese factories, etc.) that enable the strengthening of local supply systems.</p> <p>Recommendation 12: The ESEC recommends that the Regional Food Committees (CRALIM) be entrusted with the leadership of the TFP network to provide them with technical assistance, help them find funding, propose exchanges of practices and experiences, and facilitate inter-ICP collaboration. The next State-Region Plan Contracts for 2021-2027 should also be targeted at strengthening the Pôles d'Equilibre Territorial et Rural (PETR), in order to implement the objectives of the national low-carbon strategy for sustainable agriculture, fisheries and food and to ensure consistency with the various planning processes in the areas of urban planning, energy, climate and economic development, and in particular the regional implementation of the "legume" plan.</p>
Collective catering and the evolution of European law on public procurement	<p>8.3. Improving the identification of product origin and encouraging the purchase of products of identified origin.</p> <p>Method: Integrating the criterion of product origin in the requests for proposals of public contracts (which requires an amendment of the European rules on public procurement).</p>	<p>Recommendation 16 "The ESEC considers it necessary to implement structured support (training, equipment, support for collective networks, etc.) together with a support fund financed under the Recovery Plan, to help all institutional restaurants, including company and university restaurants, to achieve the objectives of the EGalim law. It therefore recommends: (...) - evolving public procurement law at the European level to authorise explicit proximity criteria favouring sustainable food, while stressing the need to make better use of current tools enabling local and sustainable sourcing"</p>

Sheet n°3 - Feedback by groups of actors

1. Lexicometric summary of contributions by structure⁹⁷

Introduction

Lexicometry is a method of statistical analysis, which makes it possible to study the links between words, the occurrences and overrepresentations of certain words in segments of texts, allowing one to identify how authors talk about a given topic, which lexical fields they are using to answer one or more given questions. Lexicometric analysis tools also make it possible to study the links between the characteristics of authors and the lexical fields they use. In the context of a consultation of its members, the NFC wished to have a double analysis, qualitative and lexicometric, in a search for complementarity. The objective is to understand the different ways of considering and describing the adaptations and evolutions of practices and activities, both personal and professional, during confinement, as well as the future actions to be implemented to improve food systems, and to analyse whether the ways of describing diverge according to the participants and the colleges to which they belong. This document constitutes the lexicometric analysis of the contributions.

Introduction to the data and methodology

The body of text includes 19 contributions to a questionnaire sent to individual or collective members of one of the 8 colleges of the NFC. The response rate was about 30%. 7 of the 8 colleges are represented.

All the texts were collected in a document to be processed by the Iramuteq software. The answers to the two open-ended questions on the form were encoded to enable analysis response by response. Question 3 was divided into three sub-questions: 3.1, 3.2 and 3.3. The college to which the contributors belonged was coded for each contribution. The Iramuteq software was used with lemmatisation and with default settings.

An imbalance in the corpus

The 19 contributions together represent a corpus of 16606 words. The agricultural producers are the biggest contributors in terms of number of words, they contribute a quarter of the words in the corpus with just two contributions. They are followed by the civil society college which represents a third of the corpus with only 4 contributions. These two colleges alone represent more than half of the words in the corpus, Figure 2 shows that they contributed 2 to 3 times more than the other colleges.

Figure 1: Distribution of contributions according to the number of responses per college and the number of words

College	Number of contributions	Number of words
Consumers	5	14.6%
Distributors	2	6.3%
Qualified persons	1	1.7%
Agricultural producers	2	25.2%
Civil society	4	32.8%
Craft processors	2	8.7%

⁹⁷ Summary by Gregori Akermann, Research Fellow in Sociology at INRAE, ACT Department, UMR Innovation.

Vets	3	10.5%
TOTAL	19	100% (16606)

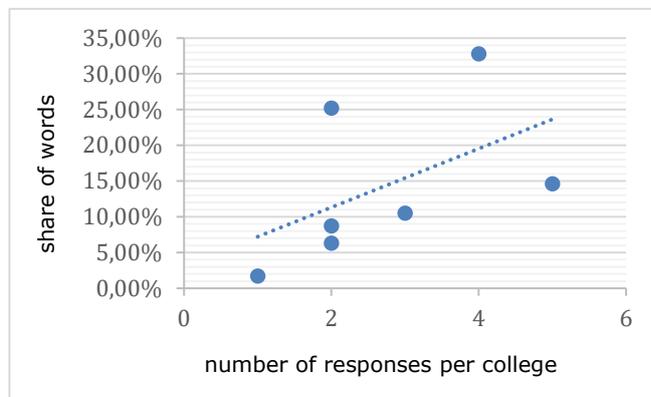


Figure 2: Share of words in the corpus according to the number of responses from each college

Food products

Across the whole corpus, two terms have a higher frequency than the others. These are first the term *product* (with 184 instances) and then the term *food* (with 109 instances). The French verbs *mettre* (meaning "to put", in the past tense form in three quarters of the cases) and *permettre* (meaning "to allow", in the past and present tense forms) are widely used in the corpus, their use showing the inclination of the contributors to describe actions. The only adjective appearing among the 20 most used words is the term *local* (used to describe food products and a political level of governance). The context is shown through the terms *lockdown*, *difficulty*, *crisis*. The actors appear as *association*, *bank* (consistently associated with *food*) and *consumer*.

The food system and its various elements

Similarity analysis identifies co-occurrences within text segments (frequencies > 9). Figure 3 shows a 'flower' shaped network, composed of petals positioned around the term *food*. Thus, the network's core is composed of associations between the term *food* and a series of other terms, such as *help*, *system*, *supply*, etc that refer very directly to the *food system*. Around the heart, small petals that combine two or three terms describe information about the context (such as *market-closing*, *protective measure*, *covid-health-crisis*), which concerns actors (*actor-solidarity*, *action-association*, *strengthen-member*, *link-farmer*) or the scale (*national-level*). Lastly, three larger petals characterise specific dimensions of the Covid-19 crisis. Firstly, the *period* of *lockdown*, described on a *personal level* and which emphasises cooking activity and the notion of time. Secondly, the notion of (*food*) *products* are described in the three components: consumption (*consumer*), production (*raising*, *production*), distribution (*circuit*, *trade*, *delivery*). Thirdly, the action is described through the pair of french words *mettre-place* (putting in place) which opens up two dimensions: that of the *risks* related to the agricultural issue, that of the sphere of *work*.

Forme	Freq. ↓	Types
alimentaire	184	adj
produit	109	nom
mettre	76	ver
alimentation	63	nom
local	55	adj
confinement	52	nom
aide	49	nom
crise	48	nom
difficulté	43	nom
place	43	nom
association	42	nom
banque	38	nom
permettre	38	ver
notamment	37	adv
activité	35	nom
public	35	nom
achat	34	nom
consommateur	33	nom
marché	31	nom
temps	31	nom

Figure 3: List of the 20 most used words in the corpus

The second universe is **food products**, broken down into two subsets:

- On the one hand, the **individual** universe (class 3) with 18% of the segments of text. The most represented college is that of qualified persons. Question 1 (which dealt specifically with dietary practices) is the largest contributor to class 3. The individual field groups descriptions of *food products* taken from *food practices*. There are described activities such as *buying* from *merchants* or on the *Internet*, the activity of *cooking*, having *meals*, located in the context of *domicile/home/house*. The least represented terms are *bank*, *volunteer*, *actor*, *public*.

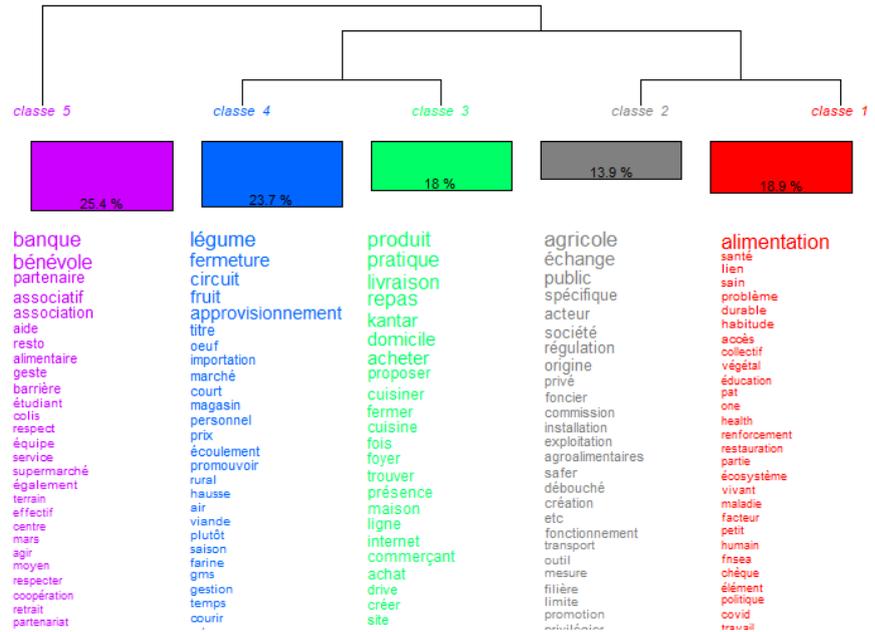


Figure 5: dendrogram in 5

- On the other hand, the **supply and distribution field** (class 4) accounts for almost a quarter of the segments (23.7%). The college of national consumer associations contributes most to this class and to a lesser extent that of veterinarians and processors. It brings together descriptions of the flows (*import*, *outflow*) of food products (*fruit*, *vegetable*, *flour*, *meat*) in the *circuits* of *supply* (including *short circuits*) and especially in the context of the *closure* of *markets*. In class 4, the terms *aid*, *bank*, *volunteer* or *quality* are used very little.

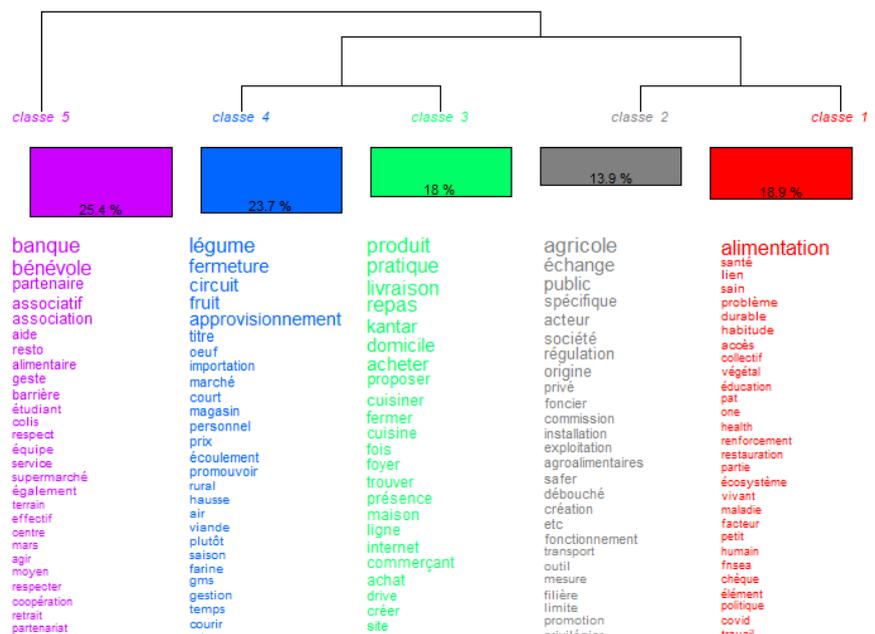


Figure 6: CFA on terms used

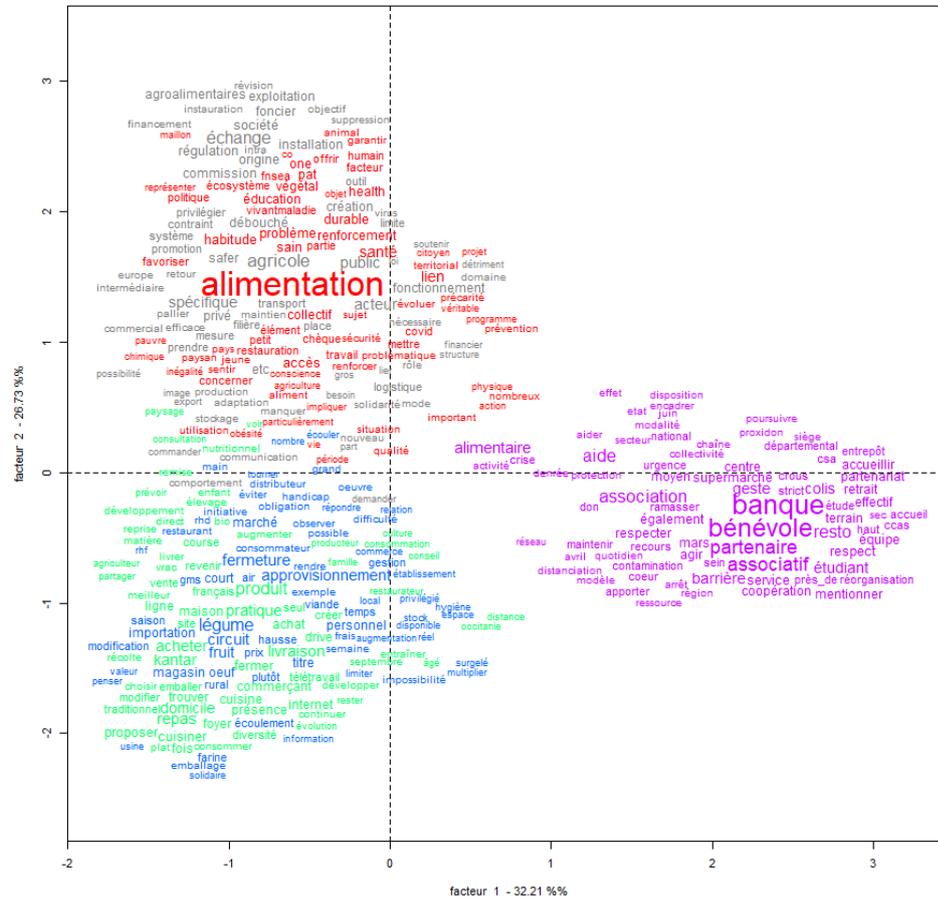
The third field is that of **food**, considered at the macrosocial scale, which is broken down into two subsets:

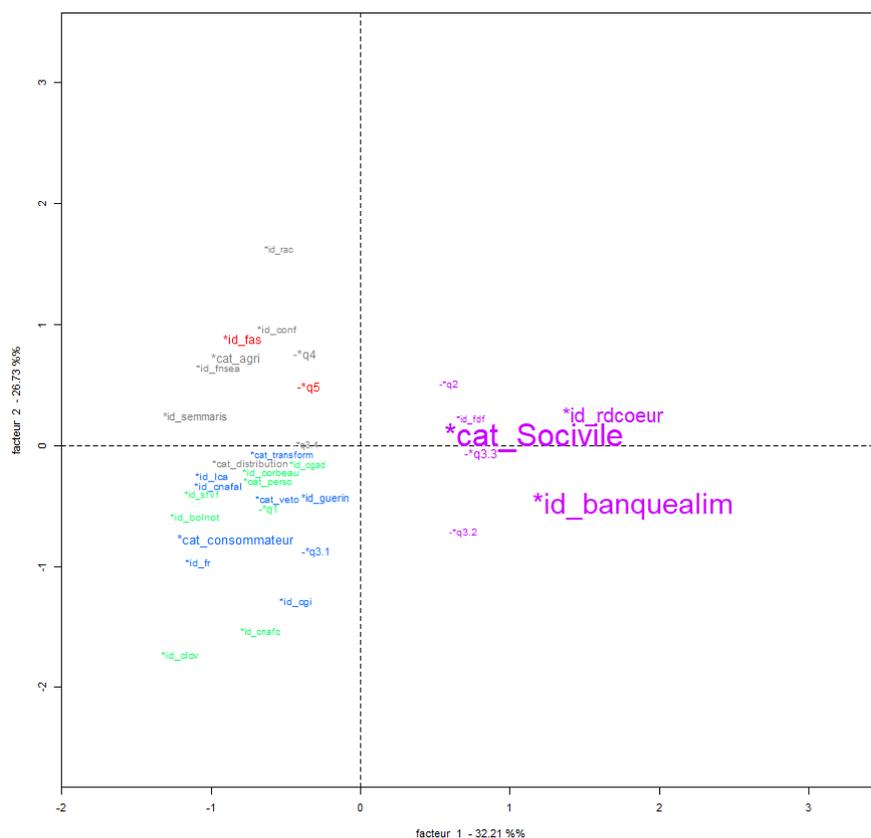
- On the one hand, the field of **issues** (class 1, 18.9% of segments) gathers *problems*, questions and issues around food: health (health, healthy), sustainability (sustainable, one health), *ecosystem*, *politics*, *education*. The less representative terms in this class - *bank*, *volunteer*, but also *product*, *sale*, *local* - show the global scale at which issues are positioned. Question 5 (Advocacy and actions) is the largest contributor to this class and the most represented college is agricultural producers.

- On the other hand, the field of **agricultural issues** (class 2, 13.9% of segments) and to a lesser extent, logistics. In particular, it deals with the issues of farmers' installation (*installation*, *land*, *SAFER*). The least representative terms of this class - *food*, *local*, *producer*, *volunteer* or *lockdown* - show well once again the global scale and the absence of discourse positioned on particular actors (volunteers) or on a particular period (lockdown) upon which the issues are positioned. The college

of agricultural producers, and to a lesser extent that of distributors contribute more than the other colleges to this class. Concerning the questions, it is n°4 that contributes most to this class 2.

Figure 7: CFA on participants' descriptive variables





Discussion and conclusion:

The lexicometric analysis of the data makes it possible to identify the diversity of the lexical fields used by the members of the different colleges of the NFC to describe the adaptation and evolution of practices and activities during the lockdown and the future actions to be implemented to improve food systems. However, it should be noted that the lexicometric analysis is susceptible to the length of the responses provided by the participants, which contributes to the invisibility of the colleges that did not participate much in terms of number of contributions and size of contributions. Instead, the respondents and colleges that wrote the longest responses have a greater impact on the results. The analysis also shows that the college that contributed the most (33% of the corpus) - the actors of civil society, represented by the food bank and the Restos du cœur - brings out a modal lexical class (class 5 represents a quarter of the corpus) that is separate from all the others and concerns only itself. To a lesser extent, the college of agricultural producers, through the volume of their responses (25% of the corpus), contributes to overvaluing agricultural issues (Class 2, 13.9% of the segments). The representativeness of the field of food aid and, to a lesser extent, the agricultural issue, should be weighed if we want to preserve the representativeness of all the colleges.

The lexical universes addressed by the participants in the questionnaire are to some extent similar to the results of the "eating in the age of coronavirus" survey. We thus find descriptions that concern individual practices, food circuits, actors in the food system and food-related issues. In this study, the classification into three lexical universes reveals a double distinction. The first concerns the scales of description, which draw a continuum between the microsocial scale (individual practices) and the macrosocial scale (food-related issues). This first axis is very close to factor 2 (y-axis) in Figure 7, this one contrasts food products (flour, packaging) with the *farms* and *agro-food* sector. The second distinction concerns the participants in the feedback process. Figure 7 shows a distinction on axis 1 between civil society actors (*id_Socivile*) and the other categories of participants who are quite close to each other. It means that civil society actors tend to use different terms to talk about their experience during lockdown. In contrast, all other categories of actors will tend to use a more common vocabulary.

The qualitative analysis of the contributions should make it possible to evaluate and complete the lexicometric analysis in order to finely identify the content of the participants' comments beyond a description of the main lexical universes.

2. Qualitative summary of contributions by structure⁹⁸

In addition to the lexicometric analysis, the same survey material from the colleges was analysed qualitatively. These two methods complement each other: the lexicometric analysis makes it possible to identify and rank the main registers of meaning present in the survey material. The manual qualitative analysis makes it possible to identify and order the details of the messages, by focusing on the meaning and the details of the understanding that the contributors sought to convey.

Approach to qualitative analysis

- **Method of analysis**

The responses to the section of the survey dealing with salient phenomena observed during lockdown were classified by assigning thematic headings and sub-headings to each item, which allowed the contributions to be organised into a coherent whole. The main ideas put forward for each theme are presented in this document, together with a summary table showing which contributors mentioned each topic. This summary was enriched by contributions to the more specific questions submitted to the contributors: identified work areas, observed or desired developments concerning the food system as a whole, and the specific topic of One Health. The following topics were identified. The number of contributions provides an idea of each issue's severity in the food system during the first french lockdown:

Agricultural production

- Organisation of agricultural work: 3 contributions
- Technical organisation of agricultural production and storage: 2 contributions

Market channels and distribution

- Commodity chains, processing, outlets: 9 contributions
- Places and practices of purchase; distribution organisation: 15 contributions
- Food products: characteristics, identification: 9 contributions

Social dimension of food

- **Culinary practices: 10 contributions**
- Hygiene, health & food: 6 contributions
- Social inequalities: 7 contributions

Organisational restructuring

- Social relations (internet): 5 contributions
- **Institutional and policy developments: 8 contributions**

Colleges	Number of contributions
Production	2
Transformation	2
Vets	3
Distribution and catering	3
Consumption	5
Civil Society	4
Qualified persons	1

Unlike in other survey situations, there was no actual interview, which would have given participants a voice again and encouraged them to elaborate on their arguments and how their ideas were articulated. This stage enabled key themes to be identified, which were then worked on in greater depth in the workshops.

- **Gathered material**

For the record, the material analysed in this survey was collected in November 2020 in the form of a series of questions about which the contributors were invited to write their answers freely, and to return their document via email. The corpus comprises 20 individual contributions from members of one of the NFC's 8 colleges. The response rate was about 30%. 7 of the 8 colleges are represented, although the content of the contributions varies, ranging from a few lines to several pages. The distribution of respondents by colleges also varies:

⁹⁸ This summary was written by Catherine Darrot, lecturer in rural sociology and moderator of the "Report on the Covid-19 crisis" consultation group.

Table summarising the contributions received by topic area

Colleges	Organisations	Agricultural production		Market channels and distribution			Social dimension of food			Organisational restructuring	
		Organisation of agricultural work	Technical support for agricultural production/ storage	Sectors, processing, outlets	Places and purchasing practices; organisation of distribution	Food products: characteristics, identification	Culinary act	Hygiene, health & nutrition	Social inequalities	Social relations (internet)	Institutional and political developments noted
Production	FNSEA										
	Conf. Farmer										
Transformation	CGAD										
	LCA										
Vets	FSVF										
	ENVA										
	CNOV										
Distribution and catering	Semmaris										
	CGI										

	RestauCo										
Consumption	Familles Rurales										
	Familles de France										
	NFCFC										
	NFCFAL										
	CLCV										
Civil society	Food banks										
	France health association										
	RAC										
	Restos du cœur										
Qualified Persons	J.P. Corbeau										

Agricultural production

Organisation of agricultural work

○ **Salient phenomena observed during lockdown**

- The lockdown revealed the food system's dependence on international transport. The restriction of movement had effects in two particular areas:
- Lack of foreign seasonal labour which required the 'arms for your plate' platform to be created. *"Without this platform tons of production could not have been harvested"; "Unfortunately, it did not have the desired effect. Few people actually turned up or completed their assignment (in the expected time and efficiency). This shows the fundamental importance of foreign seasonal labour";*
- 70% of fruit and vegetables are imported;
- The period has caused precarious situations of overworking in agriculture;
- The closure of open-air markets passed on the demand to the delivery systems in short channels, which multiplied their offer *"Employees as well as producers worked hard to supply a much greater demand than in previous years";*
- *"No cold storage on the farms, so harvests and deliveries occurred simultaneously, which in itself is perfect for nutritional quality but which required a lot of farmer energy in the fields whatever the weather conditions outside were".*

○ **Workshops, issues: points of agreement, identifiable priorities**

- The most discussed topic is the priority, revealed by the crisis, of healthy and sustainable food for all;
- The national food system is in a situation of international dependence for supplies and for agricultural labour;
- As short supply chains have developed; they have also provided on-farm storage solutions.
- *Monitoring* of sectors in difficulty is necessary to organise the targeting of public aid.

○ **Building sites, issues: differing points of view, subjects for debate**

- Disagreement between participants on the solutions to be implemented to ensure food resilience: 'specialised national long chains' Versus 'local multi-product food systems'.

Technical organisation of agricultural production/storage

○ **Salient phenomena observed during lockdown**

- **In the field of specialised industrial production, a reduction in production has taken place** to compensate for the lack of demand (volumes, dumping, storage);
- Deliveries have been tripled in **short channels** during lockdown.

○ **Building sites, differing views, topics for debate**

- The crisis has reactivated the debate on models: is there a need to promote the optimisation of the management of the complexity of long chains or more autonomous local solutions (seasonal, varied)? In the second case, what is the appropriate definition of the notion of "local", in particular at what scale: territory of residence, region, state?
- Private storage advocated by the European Commission has proved insufficient. In addition, some sectors were not eligible (e.g. poultry) and other measures were not implemented.

Sectors, markets, distribution

Sectors, processing, outlets

○ **Salient phenomena observed during lockdown**

- **The most significant impact has been the closure of open-air markets and out-of-home catering;**
- **New outlets** had to be urgently set up by farmers, often in connection with private or public initiatives (farm drive, click and collect, food donations, etc);
- **The preservation of production and supply capacities was maintained as best as possible**, despite health constraints, absenteeism etc;
- There has been an emerging public debate on the fragility of the food system and the need for action to maintain it;

- At the level of the Agricultural Cooperation, food production has been reoriented to **meet consumer demand** (e.g. increased sales of flour and eggs), **difficulty in disposing of production mainly sold in out-of-home catering** or for special occasions (noble cuts of meat, cheeses under SIQO, festive products such as wines/champagnes...). Difficulty in retaining factory certificates. Difficulties in **supplying certain**

ingredients or packaging, which limited the reactivity and adaptability of companies (e.g. egg cartons);

- The **Food Banks** had to put in place a series of dedicated processes. Challenges were encountered in the following areas:

- **Picking up**: daily pickup in supermarkets decreased on average by 20% between March and April 2020. This decrease was compensated in the very short term by the closure of collective catering sites and food markets and by the temporary increase in donations from solidarity-based manufacturers. From May 2020 onwards these temporary donations decreased which led to **fresh produce supply difficulties**. The collection requires the presence of at least 2 people in a refrigerated truck (social distancing) and involves a moment of **sorting of the products** thereafter (by dates, by type of food, etc.) which was very difficult to set up within Food Banks with much less volunteers present in the warehouse;

- **Purchasing food: a new feature for the Food Banks network** (public procurement...);

- Reorganisation of our redistribution models for the food collected: **new associative partners** (CROUS, emergency accommodation, squats...) with **new redistribution methods** (social distancing, preparation of parcels and increasing demand);

- Lockdown in under-populated rural areas is preferred to the city (lockdown exodus) which is not without impact on the **recalibration of food stocks** in these areas of the type of management of **winter/summer stocks in tourist areas**. The departments located in rural areas had no supply-related difficulties;

- On the other hand, **France does not produce enough conventional and organic fruit and vegetables to meet demand**. Importation has been an obligation. This situation proved that **we were dependent for our food**;

- There was a **rise in plastic packaging**, as well as labelling 'errors' or 'discrepancies' that could confuse or mislead the consumer. Upstream packaging supply was disrupted as a result of changes in consumer behaviour and factory closures.

o **Points of contention, debate**

The debate opposing short and long circuits was able to find a space for compromise thanks to marketing products in supermarkets. However, this solution has often been called into question because of a balance of power unfavourable to producers when it comes to setting prices.

o **Workshops, issues: points of agreement, identifiable priorities**

- The crisis has led to a concern about flour supplies, even though the country is a wheat exporter.

- Another important issue is the **management of product stocks that have problems in selling**.

- Regarding sanitation, the crisis highlighted difficulties in maintaining factory certificates, as well as difficulties in **supplying certain ingredients or packaging**, which limited the reactivity and adaptability of companies (e.g. egg boxes);

- This crisis raised awareness of the **fragility of food systems** and the emergence of a public debate on **food sovereignty** and the **reterritorialization of agriculture**.

Places and purchasing practices; organisation of distribution

o **Salient phenomena observed during lockdown**

- Rush on stocks, some foodstuffs lacking, especially during the first few days; uncontrolled purchases of basic products;

- Closure of markets, of the out-of-home catering (then limited markets): explosion of drives, deliveries, local circuits, solidarity purchases with producers;

- (Re)discovery of local shops, craftsmen (butchers, bakers, etc.). Strong evolution of digital technology in general;

- Development of public and private initiatives to sell products;

- Restaurant owners become caterers;

- Collective catering: multiple transformations, in particular towards social catering;

- **The new purchasing behaviours were difficult to predict and led to temporary shortages of certain products, disruptions in supply logistics, wait-and-see and cautious behaviours in the food chain, which amplified the disruptions**;

- Consumer awareness regarding food waste, over-consumption and over-packaging.

o **Workshops, issues: points of agreement, identifiable priorities**

- The crisis has revealed the need to develop coordinated networks of food actors capable of guaranteeing sector resilience, particularly for home delivery;

- The supply of local products is not always possible: lack of volumes, time taken to sell too high, accessibility;

- Crisis logistics management is a priority task in itself (anticipation of behaviour, stocks, import/export production flows);
- Lack of information on the places where local products are distributed (farm sales, delivery points).

- **Building sites, issues: differing points of view, subjects for debate**

- Tension has arisen between collaboration with distributors for the sale of local products on the one hand, and pricing methods which are disadvantageous to producers on the other;
- Consumer attitudes have varied, with several behaviours observed: some have stepped up their local purchases, others have turned away from local products to supermarkets due to the lack of supply and health constraints. The typology of these consumption patterns can be explained by age, Socio-Professional Category and rural or urban living place;
- Similarly, agricultural models and their reactions have shown themselves to be in contrast: some have maximised local products in direct contact with consumers, while at the same time difficulties in selling agricultural products have been observed for certain producers specialising in long circuits;
- Has the crisis had a lasting effect on the promotion of agro-ecological and organic practices? Or, on the contrary, has it led to a reduction in environmental requirements due to other constraints of all kinds? Contrasting contributions were received on this subject;
- Is packaging a health guarantee or a waste of materials and energy? Contrasting contributions were received on this subject.

Food products: characteristics, identification

- **Salient phenomena observed during lockdown**

- **On the rise: the following products enjoyed a positive boost: French; local; packaged; quality; private labels; organic; committed; direct sales;**
- There has been a shift in recreational spending towards noble food products;
- Interestingly, the notion of "Local" has changed in meaning: it has shifted for the duration of confinement from "locally produced" to "locally purchased" (local trade, direct sales).

- **Building sites, issues: differing points of view, subjects for debate**

- One aspect of the debate concerned the rise in prices during the French first lockdown: what was and is the strategy of mass distribution?
- On the one hand, bulk purchases are developing, on the other, packaging provides reassurance (hygiene), which shows a certain **polarisation of consumption patterns**.

Social dimension of food consumption

Culinary act

- **Salient phenomena observed during lockdown**

- Not surprisingly, the bulk of meals were cooked at home. The time regained was invested in the kitchen in particular, with fewer ready-made meals purchased. Depending on the situation, the meal is more ritualised and convivial (with the family) or, on the contrary, is no longer a time for sharing (locked down at home);
- WhatsApp and social networks in general were strongly mobilised for cooking exchanges and for the organisation of local supplies;
- Food gardening has also seen strong investment.

- **Workshops, issues: points of agreement, identifiable priorities**

- (Re)discovering culinary skills.

- **Building sites, issues: differing points of view, subjects for debate**

- The question arises as to the long-term sustainability of the changes in practices observed during confinement: is this a one-off adaptation to the crisis or the expression of new awareness and changes in values? What traces are left in the medium term?
- Similarly, regarding the resumption of family vegetable gardens both to keep busy and for nutritional and economic reasons: what sustainability?

Hygiene, health and food

- **Salient phenomena observed during lockdown**

- A "better" diet was generally sought after because it was associated with the notion of health. That said, the meaning of these two notions varies greatly from one person to another;

- Efforts were made to ensure that products in direct contact with consumers were protected;
- Efforts were made to ensure the protection of products in direct contact with consumers; A negative impact of lockdown on lifestyle was clear (lack of exercise, shorter food breaks);
- The respect of the barrier gestures was a criterion for the choice of the place of purchase.

- **Workshops, issues: points of agreement, identifiable priorities**

- Some shopping and workplaces have encountered difficulties in (enforcing) compliance with barrier measures (masks and gel are missing);
- The crisis has highlighted the need for health prevention education;
- The crisis has revealed the issue of specific prevention management among vulnerable populations (food supply, meals...), and the need to set up a real policy which **guarantees access to healthy and sustainable food for all**, without dependence on food aid and collective catering;
- The crisis has accelerated the reflections on the link between junk food and health, in particular with regard to prevention among children (regulating advertising on ultra-processed foods) and populations suffering from food-related pathologies.

- **Building sites, issues: differing points of view, subjects for debate**

- The debate on the agricultural production conditions and its link to the notion of health: which model is the best guarantor of good health: agro-ecology with respect for nature and reduction of inputs and chemical exposure, or agriculture within an industrial system with ultra-controlled systems?;
- **Tension between individual or collective approach to the epidemic:** the situation suggests that **"Behaviours are individual, each one having a good reason not to follow the instructions**, hence inadmissible and dangerous individual and collective behaviours at the origin of clusters (demonstrations in the streets, private gatherings in closed places, insufficient mask-wearing)". This points to the need to **"Educate the French population through science in hygiene, basic sanitation**, understanding biology and agronomy in **a population approach rather than an individual-centred approach**. Being accountable for oneself, being accountable for others."

Social inequalities in food

- **Salient phenomena observed during lockdown**

- The crisis has triggered increased instability due to the loss of unstable jobs; it has led to the development of food aid towards a fringe of people who are not usually affected, including young people;
- Restrictions have led to the closure of distribution sites, compensated in whole or in part by the solution of parcel distribution;
- Unconditional food aid initiatives were noted during lockdown, which raised the need for such aid in all circumstances. At the same time, there were more volunteers (more availability, willingness to act, opportunity to socialise);
- Some families provide food for the elderly;
- Food donations were an anti-waste solution at the beginning of lockdown for products that could not be marketed. However, later on, the daily take up was lower than usual, and the quality of the food was also lower.

- **Workshops, issues: points of agreement, identifiable priorities**

- Managing both food aid AND social distancing is difficult. Food aid has proved to be penalised within a context of greatly increased insecurity among beneficiaries;
- Coordination between food aid structures has generally worked well to respond to emergencies;
- The actors involved report low quality food distributed by food aid: freshness, nutritional value;
- In terms of food equity, the essential role of school canteens must be stressed. The closure of the latter has contributed to food insecurity for some children;
- To receive food aid (distributions, etc.), problems regarding premises that are not compatible with barrier measures were encountered.

- **Building sites, issues: differing points of view, subjects for debate**

- The crisis has opened up an active public question: towards social food security? The debate is less about its usefulness (there is some unanimity in favour) than about its format. The food voucher solution is considered insufficient and inappropriate by several respondents to the survey. Ex. Food banks: many people "state that their need for support and assistance is considerable. In this context, food vouchers must be used with caution because they do not allow for this social support to be provided to vulnerable people in precarious situations";
- The crisis also raised a debate: is unconditional food aid a legitimate solution?

Organisational reconstruction (social, professional, institutional) *The evolution of social and professional relations*

- **Salient phenomena observed during lockdown**
 - The participants in the survey retained the following elements from the first lockdown: teleworking, increased video time, learning new digital tools, increased screen time;
 - The work of the food system actors was focused on crisis management, with a shift in priorities towards emergency management;
 - The situation has required significant adaptation;
 - Increased support was observed in all areas, as well as new ways of working that allowed for professional resilience, as well as that of the food system. In particular, several people mentioned the acceleration of the resolution of certain problems thanks to informal relationships.
- **Workshops, issues: points of agreement, identifiable priorities**
 - Working from home reveals its **shortcomings: anxiety, lack of interaction, psychological disorders;** overdose of screen light;
 - Rupture between big cities/small towns and rural areas for internet access; white zones revealed.
- **Building sites, issues: differing points of view, subjects for debate**
 - Effects of screen light on participation and work efficiency (depending on context and task);
 - The closure of some essential activities, but survey participants point to the economic and psychological impact of such closures on businesses.

Institutional and policy developments noted

- **Salient phenomena observed during lockdown**
 - Unprecedented situation: revision of work priorities, emergency creation of protocols;
 - Partnerships and institutional dialogue and between territorial levels of authorities for crisis management;
 - For the Food Banks, the community reserve has been an exceptional pool of resources. Other appropriate solutions were put in place; exceptional subsidies; regular consultations between the State, local authorities and associations;
 - Inter-associative cooperation has been a major lever for the field of food solidarity.
- **Workshops, issues: points of agreement, identifiable priorities**
 - Inter-associative, inter-institutional and inter-level governance dialogue should be undertaken for better crisis management;
 - The closure of the markets was perceived as brutal, with very noticeable differences in the situation depending on the identity of the local mayor-prefect team.
- **Building sites, issues: differing points of view, subjects for debate**
 - Tension between two dynamics noted in the responses: in the choice of priorities in times of crisis: democratic and participatory functioning, or industrial interests?
 - The World Economic Forum's "The Great Reset" of the global food and agricultural industries raises questions for the survey respondents;
 - The difference in treatment between supermarkets (open) and open-air markets (ultra-controlled) is poorly understood.

Innovative tools, creations

- **Salient phenomena observed during lockdown**
 - Cooperatives of **producers** have shared deliveries between producers;
 - Solidarity and mobile grocery store: a useful innovation for elderly or remote populations in rural areas;
 - Implementation of a barometer to monitor the economic situation and European and international trade;
 - **A useful innovation in the field of food aid:** solidarity with students in partnership with communities (parcels, social grocery); switching the regional "canteen" budget to food aid;
 - **Neighbourhood solidarity** has been a very active context for social innovation, and has really helped to alleviate certain difficult situations thanks to the private scale;
 - The development of various **internet platforms has been one of the main breeding grounds for innovation; notably for sharing information** on direct selling and for food aid;
 - **New professions** for online food sales have emerged or been multiplied.

Proposals for systemic change

- **Salient phenomena observed during lockdown**

- Survey participants point to the lack of data on monitoring food systems;
- The crisis has triggered increased greed for agricultural land, perceived as a safe financial investment, as an individual resilience factor; there is a new kind of land capitalism unfolding (already previously existing, but accentuated by the Covid-19 crisis);
- The suggestion of a national food social security has emerged as an actively discussed issue;
- Transport and logistics appeared to be central issues in the face of crises for securing supplies;
- The issue of food quality in food aid was raised publicly: the debate exists now and would be accentuated if a social food security project were to come into being;
- The crisis has highlighted the need for a real policy to guarantee access to healthy and sustainable food for all.

- **Workshops, issues: points of agreement, identifiable priorities**

- Improved monitoring: of national and catchment area food needs; of logistics, price monitoring and of the food needs of the population;
- By systematisation of TFPs with all the links in the food system? Including peri-urban agriculture (market gardening);
- Continue cooperation between economic actors, associations and government services;
- Education: domestic culinary practices, young consumers.

- **Workshops, issues: divergent points of view, subjects for debate, proposals**

- Which agricultural model of resilience? Agro-ecology and organic farming? What should the role of the CAP be in selecting and supporting these models in a differentiated way?
- Several questions are being debated through the contributions received concerning trade issues: relocation, reducing import-export dependence? Who controls the supply chains? The food system is affected by the phenomenon of competitive pressures between short and long circuits;
- Up for debate: the possibility of SAFER control of processes linked to agricultural land (when a financial company wishes to acquire); towards a land regulation bill (Macron proposal)?

One Health Proposals

The translation of the One Health concept into the food system finally appears to be a question of synthesis. The rich panorama of proposals collected in the survey focused on the following elements:

- **Agricultural issues**

- Safeguarding or regenerating living ecosystems;
- The link with the environment, which humans cannot do without, on the one hand, with the production of food and, on the other hand, humans, for their good health and spirit, cannot be maintained without direct links with the land;
- The protection of human health depends on the health of animals and plants, through food;
- Stop the extension of large cities onto alluvial land;
- Veterinary presence throughout the country, better distribution of livestock, by developing it in cultivated areas and reducing its density in the most intensive areas;
- Enhance the capacity to produce and grow locally, seasonal vegetables and fruit with low carbon impact. Relocating part of the food production;
- Proactive fight against deforestation, land artificialisation, destruction of biodiversity and intensive breeding, in France and abroad, in order to limit the risk of emergence of new zoonosis.

- **Public decision**

- Integrate One Health issues more into the various consultation bodies, and strengthen inter-ministerial relations;
- Taking into account the One Health concept in national consultation bodies such as the plenary CNOPSAV or the work of the NFC, etc. In addition, strengthening inter-ministerial relations (between the French Ministries of Agriculture, environment and health) in conjunction with ANSES, would make it possible to construct policy orientations in favour of One Health, supported by solid scientific elements.
- Several crucial points must be taken into consideration, and be the subject of joint work between all the actors, namely: food education, interdisciplinary training, improved prevention and surveillance actions, improved regulation, research and development
- A proactive policy to reduce consumption of animal products, in particular processed products and/or products from intensive livestock farming, combined with the promotion of plant protein sources (whole grains, pulses, nuts);
- The implementation of a real policy guaranteeing access to healthy and sustainable food for all, a global policy to reduce inequalities.

- **Supply and organisation of the territory**

- Local (and seasonal) sourcing;
- A supply as widespread as possible of food products everywhere in the territories: develop TFPs that involve all the stakeholders and actors in the food chain, pursue the ecological transition of the actors in the food chain and support them in this transition, pursue the actions undertaken to improve the nutritional quality of certain foods;
- The capacity to diagnose in real time the possible obstacles to accessibility: availability of essential products/state of stocks on an appropriate scale according to transport constraints, collective spatial constraints (distance from sales outlets/limits of means of transport and delivery systems), individual constraints: physical or economic incapacity, each of the obstacles identified calls for a specific response adapted to the crisis context encountered;
- Make open-air markets safe and neighbourhood food shops as essential common goods of a community to be preserved;
- Ensure physical access to healthy food, i.e. a regional network of fresh fruit and vegetables and other products essential for healthy eating;
- Controlling advertising and marketing;
- Impose an improvement in the nutritional quality of the food supply by means of regulations.

- **Food aid**

- Implementation of food vouchers "intended to acquire sustainable products from agro-ecology and short circuits";
- Food donation in order to provide diversity in the supply of foodstuffs to our partner associations, social grocery shops and CCAS (communal and inter-communal social action centers) while respecting the quality of the foodstuffs donated;
- Strengthen the means allocated to the social support provided by food aid;
- Organising cooking workshops to improve eating habits, to enhance know-how and to break out of isolation;
- FEAD: return to an extended list of products, importance of offering a diversity of products (ready-made meals, desserts, etc.) to beneficiaries. The FEAD is framed by strong administrative requirements that are not always adapted to the realities of its implementation.

- **Food practices**

- Fight against waste: find quick and flexible solutions;
- In education, intervene at all school levels to raise awareness of food issues;
- Educate the French population through the sciences in hygiene, basic sanitation, understanding of biology and agronomy in a population-based approach rather than one focused on the individual;
- To give meaning and desire to the practice of vegetable gardening;
- Improve food education, both in initial training and throughout life;
- Better information on where to find local food outlets;
- Proposing recipes for cooking with seasonal products;
- Rebalance the plant and animal species exploited to move towards food sovereignty/independence at least at the European level, better guaranteeing a complete, balanced diet adapted to our metabolism.

3. Feedback by groups of actors

3.1 Consumer associations' college

Questions	Response points shared by the group of actors
What are the main diagnostic elements and findings to be drawn from this period, at the level of your structures?	<ul style="list-style-type: none"> ● The quality of food aid products is insufficient (lack of vegetables and fresh produce, too many processed products - e.g. canned fruit, ready meals) and lacks adaptation to the needs of different consumer profiles. This leads to products not being consumed. ● Consumer associations have set up a food aid system, particularly for new beneficiaries (young people, disadvantaged people in rural areas). Logistical difficulties. Major difficulties among students, who are left out.

	<ul style="list-style-type: none"> • Varied consumption practices are noted: large families have continued to buy from supermarkets (easier, cheaper)/some have wished to buy more locally. • Observation of a lack of information on distribution and supply locations. • Increased prices for certain products during the period of lockdown (particularly seasonal fruit and vegetables). • The essential role of collective catering: school canteens are an essential place of consumption for some families.
Following this crisis, what are the main changes you would like to implement at your level?	<ul style="list-style-type: none"> • Consumer associations can be a new relay between certain groups of people, as well as food aid (students and rural areas). • The consumer associations have worked in a more concerted manner: this should be continued. It is important to work together to ensure that the assistance provided is coherent and that the network is complete. • Helping to develop food education (learning to cook fresh produce, eating less but better).
What do you think needs to change that goes beyond your scale of action to improve the functioning of the food system and its resilience to crises? (systemic changes)	<ul style="list-style-type: none"> • Ensuring consumer food safety. • Improve the identification of individuals in need (the correct person who can do this must be identified) and be able to reach out to these people (this requires financial and human resources). • Improving the identification of the needs of people providing themselves with food aid for it to be more adapted to needs. • The creation of municipal areas (at different levels of communities) to provide information on existing distribution places.

3.2 College of agricultural producers

Questions	Response points shared by the group of actors
What are the main diagnostic elements and findings to be drawn from this period, at the level of your structures?	<ul style="list-style-type: none"> • Work carried out for the reopening of open-air markets. • Difficulties related to labour: lack of farm workers for harvesting (closed borders). • Difficulties related to marketing, storage and logistics. • Despite its resilience to the crisis, highlighting the fragility of the agricultural sector. • Intensification of collective approaches enabling the disposal of production (between producers or between producers and other actors in the food chain).
Following this crisis, what are the main changes you would like to implement at your level?	<ul style="list-style-type: none"> • Work to improve the role of the food chain in relation to climate change and biodiversity. • Strengthen national food sovereignty and the resilience of the agricultural and food system. • Work to continue the dialogue between producers and MSM and price setting processes.

<p>What do you think needs to change that goes beyond your scale of action to improve the functioning of the food system and its resilience to crises? (systemic changes)</p>	<ul style="list-style-type: none"> • Work on prices and, more broadly, on the balance of power within the food chains. • Integrate a requirement linked to the origin of products in the framework of the calls for proposals in collective catering (public order). • Develop TFPs in order to strengthen food sovereignty at the scale of each region. • Problem of the generational handover of farms. • Problems related to land and speculation.
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3.3 College of Processing and Crafts

Questions	Response points shared by the group of actors
<p>What are the main diagnostic elements and findings to be drawn from this period, at the level of your structures?</p>	<ul style="list-style-type: none"> • Despite initial logistical tensions (raw material supply, stock management, health protocols, employee sick leave), rapid adaptation of the sectors, facilitated by the establishment of flowing exchanges with distributors, upstream agriculture and the administration. • Difficulties for out-of-home catering, caterers, and city centre/office area shops, with population shifts that have strongly impacted out-of-home and in-home demand. • Discrepancies between economic support measures taken at a national level and police measures (sales restrictions) taken partly at local level (decisions by prefects) and sometimes abuses (due to lack of clear guidelines) by law enforcement. • Changes in the products demanded, both towards an increased demand for local and good nutritional quality products or for cooking, and towards more comfortable foods (ice cream...). • An emphasis on the dependence on foreign seasonal labour at the upstream agricultural level.
<p>In the wake of this crisis, what are the main changes you would like to see implemented at your level?</p>	<ul style="list-style-type: none"> • The awareness of the interdependence between links in the chain and of the benefits of greater synergy is pushing us to try to maintain good relations with the other actors (upstream and downstream plus administration). • Fight against waste at all levels. • Accompanying the digitisation of food shops, with the emergence of a referencing platform for local shops allowing to accompany craftsmen & shopkeepers in the implementation of Click'n Collect, local "Uber-Eats". • Improving the reliability and flexibility of supply channels for raw materials and labour, with a potential role for platforms (for employment, for supplies etc.).

<p>What do you think needs to change that goes beyond your scale of action to improve the functioning of the food system and its resilience to crises? (systemic changes)</p>	<ul style="list-style-type: none"> • The question of governance of the digital agri-food ecosystem is raised: data quality certification, role and power of platforms (e.g. Amazon model vs. local platforms). • Food sovereignty (relocation to ensure supply to processors, and distribution of products as close as possible).
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3.4 Colleges of distribution and catering

Questions	Response points shared by the group of actors
<p>What are the main diagnostic elements and findings to be drawn from this period, at the level of your structures?</p>	<ul style="list-style-type: none"> • Lack of anticipation leading to difficulties in adapting to this crisis, which went beyond pre-established crisis management procedures <ul style="list-style-type: none"> - Although the structures are used to manage crisis situations (existence of business continuity plans), this crisis was an exceptional case. It forced the structures to adapt to previously unheard of situations. - The administrative procedures are not adapted to this type of situation. They were nevertheless re-adapted in the emergency. - Logistical problems that led to storage problems. • Importance of the regional network and the distribution network. <ul style="list-style-type: none"> - Example: the existence of a TFP allows for better crisis management. When this network did not exist, it had to be created in the emergency. • Strong adaptive capacity of actors <ul style="list-style-type: none"> - The closure of schools resulted in major difficulties for many families. Food and social aid developed strongly as a result. • Coordination and implementation of partnership approaches <ul style="list-style-type: none"> - Particularly on the social level: partnership between local authorities/collective catering actors/food aid associations/distribution... Establishment of local coordination. Many donations were made (distribution, collective catering actors). - Willingness of actors to re-create partnerships between channels. • Strengths and limits of new technologies. <ul style="list-style-type: none"> - Rise of online orders and deliveries. Logistical limitations.
<p>In the wake of this crisis, what are the main changes you would like to see implemented at your level?</p>	<ul style="list-style-type: none"> • Developing and boosting regional approaches <ul style="list-style-type: none"> - Development of TFPs by integrating all the links in the food chain. - Reconsider the notion of "region" in a crisis situation, in the light of the presence of local means of production: exit by exception to the requirements of the territorial plan, in order to reconfigure on a local scale. - Designate an "emergency" kitchen at regional level (already existing and which could see its level of production increase), so that all structures can benefit from group meals. - Densify local supplies.

	<ul style="list-style-type: none"> • Intensify the associative network between all actors • Reaffirm the importance of organising the sectors into inter-professions and inter-organisations <ul style="list-style-type: none"> - This has enabled collaboration, the updating of business plans and the response to the needs of the population. • Supporting the complementarity and flexibility of flows, depending on whether they are destined for professionals or individuals <ul style="list-style-type: none"> - Example: more flexible storage centres.
<p>What do you think needs to evolve beyond your scale of action to improve the functioning of the food system and its resilience to crises? (systemic changes)</p>	<ul style="list-style-type: none"> • Re-industrialise the regions in order to have the capacity to benefit from PPE (Personal Protective Equipment) • Intensify food education workshops and integrate this point into national education programmes • Simplify public purchasing procedures in times of crisis, and even in normal times • Improve the public authorities' knowledge of the different distribution systems <ul style="list-style-type: none"> - Diagnose the different reserve locations, supply, individual constraints (regular studies) and set up alternative supply locations • More collaboration between administrations <ul style="list-style-type: none"> - Mutualisation of orders, purchases, menus at the regional level, establishing a charter for collaboration between the various players in the region, etc. • Recognise and ensure the role of intermediary actors (seed producers, traders, etc.).

3.5 College of Civil Society

Questions	Response points shared by the group of actors
<p>What are the main diagnostic elements and findings to be drawn from this period, at the level of your structures?</p>	<ul style="list-style-type: none"> • The barrier gestures and social distancing came into direct contradiction with the principles upheld by the associations, making it more complex to promote social links and support for the public. • Increase in the number of users (in connection with the fact that 1/3 of French people have suffered a decrease in income during confinement, Secours Populaire study), and the arrival of new types of users. • Difficulties in ensuring the increased activity, especially as the usual volunteers had to step aside on account of their age. But an effort to engage new volunteers, especially students and workers on short-time working. • Limited human and logistical resources and practical difficulties: unsuitable premises, lack of fresh produce, return to food parcels (without choice). • Worsening mental health problems among service users linked to the difficulties experienced during confinement.
<p>As a result of this crisis, what are the main developments you</p>	<ul style="list-style-type: none"> • Great capacity for adaptation linked to the fact that dialogue between actors has become compulsory, and has forced us to imagine relevant actions. • Inter-association cooperation • Cooperation with public authorities

<p>would like to implement at your level?</p>	<ul style="list-style-type: none"> • Cooperation with producers
<p>What do you think needs to evolve beyond your scale of action to improve the functioning of the food system and its resilience to crises? (systemic changes)</p>	<ul style="list-style-type: none"> • Questions about the concept of social security for food (SSA). For the moment there are no official positions on this subject, neither from food aid associations nor from environmental associations. But both are thinking about it: <ul style="list-style-type: none"> - One positive point is that non-use (which probably concerns half of the people who have financial difficulties to feed themselves properly) should be reduced because of the universal nature of the scheme. - Reservations were expressed about i) the risk of the system being too prescriptive. and on ii) the fact that the monetisation of aid would lead to digitalisation, with the delegation of logistics to platforms such as Walmart and Amazon as is the case in the United States (article by M Legros in Libération, 12/1/21). - The issue of support was discussed with two contrasting views: i) positive: if associations no longer have to manage the logistical and administrative problems of stock management (etc) this could free up time for social support; ii) but in practice this is not obvious because distribution and support are very intertwined (case of beneficiaries who are offered to become volunteers). • A point of caution: the FEAD's food stocks have been sufficient to last, which indicates that it is important for the future to secure a physical stock to cope with the next shock. • The implementation of a real policy guaranteeing access to healthy and sustainable food for all, which would go beyond improving the quality of collective catering and would greatly reduce the need for food aid. This could involve a global policy to reduce inequalities, the introduction of a universal income, food vouchers or other systems to finance quality food for the poorest households, a social security for food... in consultation with solidarity, social and environmental associations. • At the European and international level: push for the implementation of an agricultural exception and ratify new generation trade treaties (ecological and solidarity-based), in order to notably release more room for manoeuvre in terms of promoting sustainable food systems. • Promote a reduction in consumption of animal products, and shifts towards sustainable, more extensive livestock farming, which is indispensable in a One health approach (prevention of zoonosis and ecosystem pollution, fight against climate change...). Simultaneously promote the cultivation and consumption of legumes, and all this with a consistent food information and education policy.

3.6. Vets, research and public sector colleges

Questions	Response points shared by the group of actors
<p>What are the main diagnostic elements and findings to be drawn from this period, at the level of your structures?</p>	<ul style="list-style-type: none"> • Veterinarians: difficulties in moving from routine to crisis management. Capacity of the veterinary network to mobilise in times of crisis. Resilience of the local network. <p>Problems in making the voice of veterinary sciences heard in the analysis and health management of an animal pandemic (presence in scientific committees, participation in screening, etc.). Fragility of the system: how to put the concept of <i>One Health</i> into practice?</p> <ul style="list-style-type: none"> • Anses: working in a hurry, expert role maintained in particular with urgent responses to referrals, while continuing to work on substantive and future-oriented subjects. • ESEC: visibility of already existing vulnerabilities - logistics, halting of collective catering - halting of the flow of seasonal foreign workers - food wastage due to lack of workers. Food insecurity: collapse of donations, lack of volunteers. Distant hearings: the local

	<p>response was effective thanks to local networking - stronger resilience when local networking was present - diversification of supply sources, emergence of new solutions - more systemic approach.</p> <ul style="list-style-type: none"> ● DGCS: resilience - system organised before the crisis - increase in demand 30-40%, fewer volunteers, marauding difficult to organise --- guide to donating in a crisis situation --- departmental committees for the fight against food insecurity (management of stocks, flows, people's participation) --- civic reserve --- call for projects to strengthen the resilience of associations --- a more systemic approach. ● Capacity of organisations to be resilient in the face of such crises. When you function well in routine mode, you are better prepared in a crisis situation.
<p>In the wake of this crisis, what are the main changes you would like to see implemented at your level?</p>	<ul style="list-style-type: none"> ● INRAE: Strengthening or developing research lines on the determinants and impacts of such crises, and the means of preventing them: Knowledge of transmissible emerging diseases, control and prophylaxis; Relationships between biodiversity, environment, and agricultural practices and sanitary emergencies; Individual behaviour and food consumption; Food systems and market organisations; Management strategies and public policies. ● INRAE: Setting up research partnerships to move towards an international Eco-Health infrastructure for the evaluation <i>ex-ante</i> of risks of emergence or re-emergence of zoonotic and/or vector-borne viral diseases
<p>What do you think needs to evolve beyond your scale of action to improve the functioning of the food system and its resilience to crises? (systemic changes)</p>	<ul style="list-style-type: none"> ● Training of young people is important for more resilience. ● Importance of targeting the right network, the right ecosystem. ● Bringing a more systemic approach (clearly defining the role of the State, regions, private individuals, associations) by including the social dimension in particular. ● Identify legal solutions to get the food chain out of certain economic or legal constraints. For example, how can short circuits be encouraged in public procurement?

Sheet n°4 - Covid-19 crisis and identification of the notions of food democracy and the right to food

The economic and social crisis caused by the Covid-19 pandemic has **particularly affected people in vulnerable situations**. Many households fell into food insecurity, while others fell into it during the first lockdown. The Covid-19 crisis thus highlighted the need to rethink the food aid system in France, particularly in light of the notions of **right to food** and **food democracy**.

1. Explosion of food insecurity following the Covid-19 crisis

1.1. A rise in food insecurity

Food aid associations recorded a **significant increase in the influx of recipients** with the first lockdown:

- The Fédération des Banques Alimentaires: 20% increase in demand recorded over the 3 months of lockdown;
- Les Restos du cœur: 10% increase in the number of people registered between April and November 2020, 40% increase in street food distributions during the lockdown;
- Secours populaire: increase of 45% in demand from mid-March to mid-May;
- The French Red Cross: 40 to 45% increase of needs when leaving the lockdown.

They also noted **the massive increase in the use of food aid among certain groups**. The French Red Cross has thus taken care of:

- 60% more unemployed people
- 50% more temporary workers or poor workers
- 35% more retired people
- 20% more students
- 19% more self-employed and traders

Focus on the increase in food insecurity among students

The crisis has launched many students into food insecurity, particularly due to the difficulty in retaining and finding the "student jobs" that allowed them to support themselves, and to find a job after their studies.

A few figures:

- According to studies published by the Observatoire de la vie Étudiante (Observatory of student life), in September 2020:
 - o 33% of the students surveyed experienced financial difficulties during the lockdown;
 - o 10.7% report having had food restrictions;
 - o 1 foreign student out of 3 felt that he had not eaten enough during the lockdown.
- The Banque alimentaire de Bordeaux helped 800 students in the first lockdown;
- For the Secours Populaires in Angers, the number of students taken in doubled between March 2020 and February 2021.

Finally, the crisis has caused new **groups to fall into food insecurity**:

- 45% more new registrants at Secours populaire since the beginning of the health crisis;
- 90% of food aid structures of the French Red Cross are expecting to receive new audiences: mostly unemployed, temporary workers and poor people in a situation of serious exclusion, students, self-employed and traders. Public aid schemes set up in France and in Europe.

1.2. Public aid schemes set up in France and Europe

In order to respond to the urgency of the crisis, several actions were implemented at national and European level at the beginning of the crisis:

- 39 million euros were made available by the French government for food aid at the beginning of the crisis, followed by 55 million euros for the purchase of foodstuffs for associations and the financing of "service vouchers" enabling homeless people or households made vulnerable by the health crisis to buy basic necessities;
- A national coordination committee for the fight against food insecurity (COCOLUPA) was set up;
- A €100 million support plan for anti-poverty associations was launched, in the form of a call for projects that will include a national and a territorial component;
- The "fresh baskets" operation, promoted by the Recovery Plan, was launched;
- European funding for food aid has been increased to €869 million in France for the period 2021-2027.

2. Main issues brought to light by the crisis

2.1. The need to secure a right to food⁹⁹

The crisis has revealed the difficulties of access to food as well as the extent of food poverty around the world, and especially in Northern countries. Images of queues in the United States, Switzerland, France, etc., highlighted the social inequalities around access to food for the most vulnerable people, who were also the most exposed to and weakened by chronic diseases. The impacts of the crisis on the food aid system in France also revealed certain weaknesses in the face of the emergency: closure of local branches, lack of volunteers, momentary decrease in the diversity and quality of foodstuffs (lack of fresh products), etc.

The issue of accessibility to sustainable food for all highlighted by the crisis questions the need to develop an approach based on the right to food.

Magali Ramel, PhD student in food law at the University François Rabelais of Tours, presents¹⁰⁰ the notion of the right to food both as a foundation and as an instrument to rethink the conditions of access to food:

1) The basic right to food

The issue of people's accessibility to food goes beyond the issues of production.

While an approach based on the right to food brings an interest in the whole food system, it is mainly focused on the eater who is a victim of food precariousness, on its conditions of access to food and on the differences in access to it within society. In this sense, the right to food is distinct from the notion of food sovereignty: it addresses the issues of conditions of access to food once it is produced.

The right to food focuses on the multiple dimensions of food.

An approach to food rights thus aims to go beyond an approach limited to quantitative and qualitative issues (sanitary, nutritional, organoleptic, environmental) to also consider the issues of identity and culture, as well as social issues at work. Dignity in access to food is thus a central element in this approach.

The right to food approach aims to ensure "sustainable" food for all at two levels.

⁹⁹ See also the introduction on page 9 and the definitions on page 18.

¹⁰⁰ Elements presented by Magali Ramel, PhD student in food law at the University François Rabelais in Tours, during her presentation at the meeting of December 12, 2020 of the consultation group.

The first definition of the notion of sustainable food echoes that of sustainable development: it's about guaranteeing conditions of production and consumption that allow the food needs of current generations to be met without compromising those of future populations.

The second acceptance of this concept emphasises the need to ensure long-term access to food. It is in this sense that the right to food is opposed to the right to be free from hunger, which responds to an emergency situation.

2) The right to food as a tool

The right to food is also a tool to address the issues related to food through a human rights approach.

At the legal level, the challenge is to be able to establish rights to recourse and binding standards for access to food, currently unrecognised in France.

Until now, France has mainly defended the issue of the right to food at the international level towards the countries of the South. The crisis underlines the importance of this purpose, which is protected by human rights, including in the richest countries.

Although France is a signatory of international law texts that recognise the right to food¹⁰¹, its legal corpus does not seem to explicitly protect it.

At the level of public policy, a human rights-based approach to food has significant implications for the method and implementation of public policies.

The right to food approach relies on the active participation of the people concerned to diagnose needs, develop and implement food actions and plans. In this sense, it aims to recognise the position of food aid recipients as actors and subjects of rights.

In addition, this approach directs the methodology, at the level of public policies, towards the development of the monitoring and evaluation of public action, with regard to the objectives pursued. For example, few reliable data are currently available to monitor the evolution of food insecurity in France. In addition, the indicators at European level focus mainly on the monetary value of the goods distributed, the quantity in tons of food distributed and the number of beneficiaries. Yet, the right to food approach invites us to consider the nutritional and organoleptic, but also identity, cultural and social issues, which should be integrated into the indicators of the fight against food insecurity in France.

Finally, this approach implies considering the whole food system and thus going beyond an approach centred on individual responsibility, inducing forms of social control and moralisation of people, who may experience it as stigmatising.

2.2. The need to move towards the establishment of a food democracy¹⁰²

• The unveiling of the notion of food democracy by the crisis

Some of the freedoms of producers and consumers have been limited by the impacts of the health crisis on the food system with, in particular:

- the closure of some distribution venues (collective catering, restaurants, open-air markets at the beginning of the lockdown, etc.);
- the difficulties in supplying certain territories with basic products (flour, eggs, rice, etc.) and local products in particular;
- the closure, particularly at the beginning of the crisis, of the local branches of associations and the public social action services.

At the same time, these constraints have led to the multiplication of initiatives involving citizens and actors in the food system. This shows that a significant part of the population wishes to reappropriate the conditions and accessibility of its food, in particular to better preserve human, animal and environmental health.

¹⁰¹ Universal Declaration of Human Rights (1948); International Covenant on Economic, Social and Cultural Rights (1966).

¹⁰² See the introductory chapter.

Finally, the crisis has shed light on the many inequalities in access to food compatible with a sustainable food system on French territory.

These findings thus call for a rehaul of the food system, in order to reduce inequalities in access to food, better involve all actors in the food chain and strengthen the articulation between local, national and international spheres.

It is in this sense that the crisis highlights the issue of food democracy in France, which aims to better define the principles and modalities of access to sustainable food in a collective manner for all and throughout the territory.

- **Principles and aims of food democracy**

Several works have been undertaken on the notion of food democracy¹⁰³, highlighting the general principles of this notion:

- A **systemic understanding of the food fact**, involving all actors of the food chain and all scales (producers, agro-food trade actors processors, distributors, consumers) from the local to the supranational;
- An **understanding of food going beyond its biological function** and integrating the social aspect (being together and recognising oneself in an equal "food citizenship"), identity (belonging to a family, a culture, a community, etc.) and hedonic¹⁰⁴ functions;
- An emphasis on the food model of the country in which the individual lives, to which social rules are linked that must be taken into account in order to understand differences, resistances, constraints, etc.
- The advocacy of the **right to food compatible with a sustainable food system** for everyone and everywhere.

The rise of food democracy leads to a rethinking of the food system in terms of certain goals:

- Ensuring a **"food sovereignty"**: right of food chain actors to determine the food system independently;
→ **Social justice issue**
- Ensuring **"food citizenship"**: reappropriation by eaters of the conditions of production and access to food, implementation of representative decision-making processes, active participation of food aid recipients;
→ **Issues of participation and empowerment**
- Recognising the unique nature of the food product compared to other products, in order to preserve:
 - Farmers' access to land and necessary resources (water, biodiversity, etc.);
 - Food sovereignty of the State within international trade;
 - The basic needs of people;
 - Respect for human rights.→ **The challenge of the "food exception" (François Collart Dutilleul)**
- Ensuring the **conditions of access for everyone, everywhere to sustainable and quality food.**
→ **The challenge of sustainability**

¹⁰³ This fact sheet is based on the following works in particular:

- Baptiste Douillet, Revue de littérature, De l'accès à l'alimentation durable à la démocratie alimentaire, 2016.
- Dominique Patuere, Patrice Ndiaye, Le droit à l'alimentation durable en démocratie. Champ social, 2020.
- François Collart Dutilleul, Nourrir. Quand la démocratie alimentaire passe à table, 2021.
- François Collart Dutilleul, Penser une démocratie alimentaire, 2013.

¹⁰⁴ Dominique Patuere et Patrice Ndiaye, Démocratie alimentaire : de quoi parle-t-on ? Les Chroniques « Démocratie Alimentaire » - Volet 1

Annex 1 - List of acronyms used

Annex 2 - Mandate for the focus consultation group "Feedback from the Covid-19 crisis - Period of the first national lockdown in France"

Annex 3 - Composition of the Consultation Group

Annex 4 - Individuals heard by the consultation group

Annex 5 - Prioritisation of the recommendations of Opinion N°81

Annex 6 - Feedback Report questionnaire sent to members of the Consultation Group

Annex 7 - Bibliography

Annex 1 - List of acronyms used

LCA	Life Cycle Analysis
AGEC	(French) Anti-waste (law) for a circular economy
ANIA	National Association of Food Industries
Anses	National Agency for Food, Environmental and Occupational Health Safety
CGAAER	High Council for Food, Agriculture and Rural Areas
CGAD	General Confederation of Consumer Food Retailers
NFC	National Food Council
CR	Coordination Rurale
COVID 19	Coronavirus Disease
CCAS	Community Centre for Social Action
ESEC	Economic, Social and Environmental Council
CGI	French Confederation of Wholesale and International Trade
CHRU	Regional and University Hospital Centre
CNC	National Consumer Council
CNOV	National Council of the Order of Veterinarians
CNRC	National Council for Contract Catering
CROUS	Regional Centre for University and School Projects
DCGS	Directorate General for Social Cohesion
EGA	General Assembly on Food
Egalim	(French Law for) the balance of trade relations in the agricultural sector and healthy and sustainable food
FAO	Food and Agriculture Organization of the United Nations
FCD	Federation of Commerce and Distribution
FEAD	Fund for European Aid to the Most Deprived
FNSEA	National Federation of Farmers' Unions
HEV	High Environmental Value
ICHN	Compensatory Allowance for Natural Handicaps
IGAS	General Inspectorate of Social Affairs
INCA 2	National Individual Food Consumption (Survey) 2
INRAE	National Institute of Research for Agriculture, Food and Environment
IPBES	Intergovernmental Science Policy Platform on Biodiversity and Ecosystem Services
AECM	Agro-Environmental and Climatic Measures
SDG	Sustainable Development Goals

OIE	World Organisation for Animal Health
WHO	World Health Organization
CAP	Common Agricultural Policy
TFP	Regional Food Projects
GDP	Gross Domestic Product
PNA	(French) National Food Programme
PNNS	(French) National Nutrition and Health Programme
PES	Payments for Environmental Services
RAC	Climate Action Network
RnTFP	National Network of Territorial Food Projects
RDI	Directory Start Installation
Report	Feedback report
OOH	Out-of-Home Catering
FAFH	Food Away From Home
SAFER	Land Development and Rural Settlement Company
SAPEA	Science Advice for Policy by European Academies
SARS-CoV-2	Severe Acute Respiratory Syndrome CoronaVirus 2
SRADDET	(French) Regional plans for development, sustainable development and equality of the territories
SIQO	Official Identification Sign of Quality and Origin
VSB	Very Small Business
WWF	World Wildlife Fund

Annex 2 - Mandate for the consultation group "Feedback from the Covid-19 crisis - Period of the first national lockdown in France¹⁰⁵".

Adopted on 30 September 2020

1) Context

The Covid-19 crisis has brought to light several major findings that strongly question the organisation of the food system, both on a national and global scale.

On the one hand, it highlighted the risk of spreading viral pandemics of zoonotic origin due to interactions between humans and wildlife. The One Health¹⁰⁶ approach has thus been put forward, first and foremost by the scientific community, as to be necessarily developed, in order to better anticipate and manage this type of crisis. The extent of the impacts of the crisis on the food system in particular reinforces the relevance of this approach in the framework of a feedback process (report). The actors in the food chain were both severely affected, but also strongly mobilised around the preservation of collective health. In an emergency context, they had to adapt their activities in order to ensure the accessibility of food for the population, while preserving the optimal sanitary quality of the products. The issues related to right to food and food sovereignty have also been highlighted by this crisis.

Furthermore, on an individual level, studies¹⁰⁷ conducted since the beginning of the pandemic have highlighted the interdependence of food and health issues, emphasising the links between pathologies with strong dietary components (obesity, diabetes, hypertension, cardiovascular diseases) and the risks of morbidity and complications associated with Covid-19.

The occurrence of this health crisis thus reinforces the need to develop a more systemic approach to food through a **diet favourable to health, in the context of One Health**.

On the other hand, the first studies¹⁰⁸ conducted on consumption during the national period of lockdown reveal a reinforced inequality among consumers with regard to food: consumers who have the possibility of accessing a diet favourable to health and those who have tipped over into food insecurity or for whom it has been reinforced. In parallel, the multiplication of the initiatives associating citizens and actors of the food system shows that a significant part of the population wishes to reappropriate the conditions and accessibility of its food, notably to better preserve human, animal and environmental health. It has also been noted that purchasing methods based on e-commerce are being strengthened.

Ensuring France's food sovereignty and developing **a right to food**¹⁰⁹ thus appear as relevant levers of action to **ensure access to food favourable to One Health, for all and everywhere**.

¹⁰⁵ Tuesday 17 March to Monday 11 May 2020.

¹⁰⁶ As defined by WHO, OIE and FAO in "A tripartite guide to the management of zoonotic diseases through the 'One Health' multisectoral approach".

¹⁰⁷ Yang, J., Zheng, Y., Gou, X., Pu, K., Chen, Z., Guo, Q., Zhou, Y. (2020). Prevalence of comorbidities in the novel Wuhan coronavirus (COVID-19) infection: a systematic review and meta-analysis. Int J Infect Dis. Simonnet A, Chetboun M, Poissy J, et al. High Prevalence of Obesity in Severe Acute Respiratory Syndrome Coronavirus-2 (SARS-CoV-2) Requiring Invasive Mechanical Ventilation. Obesity (Silver Spring).

¹⁰⁸ CoviPrev and ViQuoP studies (Santé publique France) NutriNet Santé study "COVID-19: Preliminary report on diet and physical activity during the period of lockdown".

¹⁰⁹ Other concepts could be used if necessary, such as "food democracy" (in connection with the questionnaire sent to members on 23/07/20).

These findings particularly resonate with the work carried out by the NFC, in particular with **Opinion No. 81 Health-Promoting Food**, which had proposed a definition of the term and a series of recommendations ranging from the renovation of public policy governance to consumer information and education, including a strong commitment from economic actors for a better production, processing and distribution. The fight against food insecurity and the development of a cross-cutting approach to food research had also been identified as fundamental cross-cutting topics for achieving these objectives.

Among its functions, the NFC may be called upon to conduct feedback following food crises of national scale¹¹⁰. Feedback can be defined in terms of the general objectives pursued:

- improving the effectiveness of risk prevention and control, but also of crisis avoidance;
- drawing positive and negative lessons from the event in order to promote or create reflexes, procedures and references to prevent risks and improve responses;
- improving practices for the implementation of adjustments following the lessons learnt;
- promoting the resilience of the organisations concerned.

Given the scale of the crisis and the links with the food system, the NFC decided on its own initiative, **8 July 2020**, to conduct a feedback (report) of the Covid-19 crisis, limited to the lockdown period.

2) Objectives and expectations

The consultation group "**Feedback on the Covid-19 crisis**" will have to produce a feedback report following the health crisis, in order to bring out lessons for developing a more health-friendly diet in line with the One Health approach, in particular through the strengthening of right to food. This approach was chosen because it allows the NFC to work in line with its previous work and to complement the conduct of institutional work in the more general framework of the Recovery Plan dealing in particular with food sovereignty.

The study period chosen for this feedback report is that of the first French national lockdown (from Tuesday 17 March to Monday 11 May 2020). This unprecedented period has indeed put the actors of the French food chain under pressure, has led to changes in certain behaviours and eating habits, and has highlighted the strengths, weaknesses and adaptation capacities of the French food system. Finally, many initiatives have emerged during this period to overcome the difficulties encountered throughout the chain.

Bringing together NFC members who so wish, as well as structures that will be usefully associated, this group's missions are to:

1. Building on NFC members' experiences to...

- draw up a **global and shared vision of the crisis (timeline, etc.)**;
- recognise **the contributions of each individual** by noting the **positive and negative points** of the actions that may have been implemented in order to move towards a better resilience of the French food system;
- identify the **innovative initiatives** that have emerged at various levels of the food chain and question the relevance and methods of their sustainability.

2. Update Opinion n°81 "Health-promoting food", in order to draw lessons from the crisis and formulate/reformulate recommendations based upon...

¹¹⁰ Article D824-2 of the Consumer Code.

- **the possible evolution of the definition** given in opinion n°81 of a diet conducive to health in the sense of One Health: this definition is crucial as it sets the common shared objective;
- the **revision and/or prioritisation of the recommendations in opinion n°81** retained to achieve the objective of a diet favourable to health for all. Accessibility will in particular be the guiding principle of the discussions to be conducted in the framework of the Feedback Report;
- the identification of the **points of focus linked to the experience of the crisis** in order to propose ways of improving the system;
- the identification of **positive points related to the experience of the crisis** to suggest ways to maintain and capitalise on them where necessary;
- the **One Health approach and the challenges involved in the right and access to food issues** as analytical tools and levers to promote One Health-friendly food.

3. To conduct this Feedback in conjunction with the implementation of the Government Recovery Plan.

The Government's Recovery Plan sets out the collective ambition to rebuild the post-crisis world, enriched by the lessons of the crisis. It aims for a greener, more competitive, sovereign and inclusive economy. It is associated with the application of principles for concrete and rapid implementation throughout the territories. Among these principles, consultation of all stakeholders is retained. The Feedback Report conducted by the NFC will be forwarded to the Government and to Parliament, to enrich this work of consultation and monitoring of actions at the territorial level.

3) Working methods

The opinion produced at the end of the work will follow the principles for drawing up the opinions of the NFC: it will set out the recommendations brought by the consultation, resulting from an integrative analysis of the information associated with the Covid-19 crisis, based in particular on a process of hearings with experts and specialists.

The opinion will thus be consistent with all NFC opinions while adapting to the specific methodology associated with the conduct of a Feedback Report.

The consultation group will be chaired by Mr Jean-Luc Angot, Inspector General of Veterinary Public Health, President of the 7th Section of the General Council for Food, Agriculture and Rural Areas "Prospective, Society, International" at the French Ministry of Agriculture and Food and President of the French Veterinary Academy.

The consultation group meetings will consist of hearings (where possible) and will be based on the collection of information and testimonies from NFC members, as well as a consultation phase leading to the drafting of recommendations. Points of disagreement will be presented and explained.

The invitations and agendas for the meetings will be drawn up by the inter-ministerial secretariat in accordance with the president of the NFC and the president of the group.

The consultation group should deliver its opinion on the Covid-19 crisis report in the first quarter of 2021.

Annex 3 - Structure of the Consultation Group

President of the Consultation Group

Jean-Luc Angot

Moderator of the Consultation Group

Catherine Darrot

NFC Interministerial Secretariat

Sylvie Vareille, Margaux Denis, Elora Gendre, Juliette Lebourg

Structures of the permanent members of the NFC

Consumers and users

Familles de France - Families of France	Jamy Belkiri
CLCV - Consumption, housing, living environment (National association for the defense of consumers and users)	Lisa Faulet
CNAFAL - National Council of Secular Family Associations	Patrick Charron (Philippe Destrel)
CNAFC - National Confederation of Associations of Catholic Families	Florence Bary
FN-FR - Rural families	Résie Bruyère
UFC Que Choisir* - Federal Union of Consumers-What to Choose	Olivier Andrault
CSF* - Confederation of Families	Elsa Cohen

Agricultural producers

Confédération paysanne - Peasant confederation (union)	Jean-Jacques Mathieu Virginie Raynal
FNSEA - (French) National Federation of Farmers' Unions	Arnold Puech D'Alissac (Etienne Gangneron) Anne-Marie Denis (Amaryllis Blin)
APCA - French chambers of agriculture	Françoise Créte (Louise Macé)
CRUN - Rural coordination (union)	Agnès Henry (Tristan Arlaud)

Transformation

ANIA - (French) National Association of Food Industries	Cécile Rauzy Virginie Rivas Sandrine Blanchemanche Timothée Arar Jeantet
Coopération agricole - Agricultural cooperation	Nathalie Blaise Yvette Soustre

Distribution

FCD – (French) Federation of Commerce and Distribution	Emilie Tafournel Hugues Beyler
CGI – (French) Confederation of Wholesale and International Trade	Morgan Surel (Bruno Mantovani)
SEMMARIS - Mixed economy company for the development and management of the Rungis national interest market	Julie Hanot (Dominique Batani)

Catering

AGORES - National Association of Territorial Catering Managers	Carine Chevalier (Christophe Hebert)
RestauCo - Interprofessional network for collective catering	Christophe Mari (Maire-Cécile Rollin)
UMIH* - Union of industry and hotel professions	Jean Terlon
SNARR* - (French) National food and fast food industry	Esther Kalonji
SNRC* - National Union of Contract Catering	Esther Kalonji

Employee unions

FGTA FO* - General Federation of Agriculture, Food, Tobacco and Related Services Workers – Labor Force	Pascal Saeyvoet
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Civil society associations

Environmental protection associations	Benoît Granier (RAC - Climate action network)
Environmental protection associations	François Veillerette (GF - Future generations)
Environmental protection associations*	Pascal Marchand (FNE - France nature environment)
RESES - Student Network for an Ecological and Solidarity Society	Marie Cavaniol
Food aid associations	Barbara Mauvilain (FFBA – French Federation of Food Banks)
Food aid associations	Nicolas Champion (Secours Populaire)
Food aid associations	Louis Cantuel (Restos du Cœur)

Qualified persons

Alain Soroste
Jean-Pierre Corbeau
Nicole Darmon

Fabrice Etilé
Malo Depincé
Pascale Hebel
Gilles Trystram

Members by right

INREA - National Research Institute for Agriculture, Food and Environment	Louis-Georges Soler
Anses - French Agency for Food, Environmental and Occupational Health & Safety	Moez Sanaa (Anne Brisabois)

Automatic participants

MAA, DGAL – (French) Ministry of Agriculture and Food – General Direction for Food	Stéphanie Flauto
MSS, DGS – (French) Ministry of Health - General Direction of Health	Isabelle de Guido
MSS, DGCS – (French) Ministry of Health - General Direction of Social Cohesion	Sacha Hoyau
MTE, CGDD – (French) Ministry of ecological transition - General Commission for Sustainable Development	Catherine Conil

Permanent guests

ENVA – Alfort National Veterinary School	François-Henri Bolnot
SGAE – (French) General Secretariat for European Affairs	Louise Dangy
FranceAgriMer – National institute of agricultural and seafood products	Pierre Claquin (Patrick Aigrain)

Structures specifically invited to the working group

Veterinary organisations

FSVF – Federation of veterinary unions of France	Jean-Yves Gauchot
CNOV – National order of veterinaries	Jacques Guérin

Other organisations

France Stratégie – France strategy	Julien Fosse
ESEC – French Economic, Social and Environmental Council	Florence Denis-Pasquier (Alain Ritzenthaler)
Académie nationale de médecine - National Academy of Medicine	Jean-Marie Bourre

* The structures whose names are followed by a star registered but did not participate in any group meetings.

Annex 4 – Individuals heard by the consultation group

9 December 2020 meeting:

- On the concepts of food insecurity, right to food and food democracy

Mr Nicolas Bricas, Researcher at the Centre for International Cooperation in Agronomic Research for Development (CIRAD) and holder of the Unesco Chair in World Food

Mme Dominique Paturel, Researcher for the National Institute of Research for Agriculture, Food and the Environment (INRAE), UMR Innovation

Mme Magali Ramel, PhD student in food law at the University François Rabelais of Tours

- On the concept of "One Health"

Mr Thierry Lefrançois, Director of the Biological Systems Department of CIRAD

Mr. Hervé Guillou, co-leader of the Integrative Toxicology and Metabolism team at INRAE

14 January meeting:

- Presentation of the analysis of the contributions to the "feedback" questionnaire

Mr. Grégori Akermann, Research Associate in Sociology at INRAE, ACT department, UMR Innovation

Annex 5 - Prioritisation of recommendations from Opinion n°81

Monitoring colour code: Completed - Partially or in progress - Not completed at this stage

Shared ambitions	Levers	Recommendations for action	action n°	Monitoring since 2018	Link(s) to the French Recovery Plan
Ensure consistency and coordination of food policies at national level	To have an inter-ministerial guidance and monitoring of the food policy	Overhaul inter-ministerial governance of food to better adapt it to the challenges: <i>Option 1:</i> designate an inter-ministerial delegate for food ; <i>Option 2:</i> failing that, integrate public actions for a diet beneficial to health with the subjects dealt with by the Interministerial Committee for Health .	1	Option 2: Interministerial Committee for Health on 26 March 2019 - priority focus on physical activity, diet and the fight against obesity. The Government has identified the following targets for 2023: - Reduce obesity by 15% and stabilise the number of overweight adults - Reduce excess weight and obesity among children and adolescents by 20%. - Reduce the percentage of malnourished elderly people living at home or in institutions by at least 15% for those over 60 and by at least 30% for those over 80 - Reduce the percentage of undernourished inpatients discharged from hospital by 20%	Accelerate the agro-ecological transition to healthy, safe, sustainable, local and quality food for all (€400M for this measure) Guarantee healthy, safe, sustainable, quality and local food for all. This is part of the State's mission and meets the citizens' high expectations. To achieve this goal, it is necessary to invest in accelerating the agro-ecological transition of our agricultural and food system and to ensure better recognition of the services provided by agriculture.
	Enrich food policies with the results of research, expertise, consultation and public debate	Establish a map of the actors that inform public decision-making and specify the links between these actors and decision-makers.	2	The RnTFP (National Network of Territorial Food Projects) published in March 2021 a territorial "actor mapping" type tool to easily visualise the actors to whom TFP holders can address themselves regarding the development of food in the territories.	

<p>Make food policies consistent and coordinated at the local level</p>	<p>Develop territorial food projects (TFPs)</p>	<p>Increase funding for TFPs, via the envelope of ministerial, regional and local calls for projects (particularly the French National Food Programme's call for projects) and via the Caisse des Dépôts et des Consignations (Deposits and Consignments Fund). To finance the initiation phase and the engineering support for a TFP in particular.</p>	<p>5</p>	<p>Increase in the amounts of the PNA national call for projects. In 2019-2020: 39 winners including 24 new TFPs. This 6th edition was endowed with a budget of €2 million, up by €400,000. With France Relance, a call for applications was put in place at the beginning of 2021 in each region to support operational actions of existing TFPs, for an overall amount of more than €70 million.</p> <p>Banque des territoires (Bank of territories): "6 years after their creation, the TFPs are making slow progress due to a lack of funding. By providing them with an 80-million-euro budget, the Recovery Plan should consolidate the approach. The government is scaling back and aims to focus on "one TFP per department" and no longer 500."</p>	<p>Structuring local sectors through territorial food projects (TFP). The TFPs are one of the flagship measures of the agricultural and food component of the Recovery Plan. Endowed with 75 to 80 million euros, this measure aims to strengthen the already existing TFPs. Thus, the previously selected and labelled TFPs will be able to apply for this additional aid provided for in the Recovery Plan based on terms and conditions that have yet to be specified (under the agri-transition measure)</p>
		<p>Integrate criteria on food and sustainable agriculture into the criteria for supporting TFPs, particularly in the specifications of the PNA call for projects. Link with research projects on these criteria.</p>	<p>6</p>	<p>Development of the specifications of the PNA call for projects: economic, environmental and social dimensions of integrated TFPs. Involvement of ADEME in the specifications and monitoring of projects with an important environmental aspect.</p> <p>Specifications concerning the TFPs: "The approach presented must take into account the different functions of the food system (agricultural and food, environmental, social, educational, cultural and health) and promote their synergy."</p>	
	<p>Improve the inter-administration steering of food-related policies (health, agriculture, environment, land...)</p>	<p>Have a pilot administration on food in each region whose role is strengthened, by placing food among the priorities of regional policies (strengthening for example the role of DRAAF as pilots of regional food committees).</p>	<p>7</p>	<p>Law n°2018-938 of 30 October 2018, known as EGALIM, provides, in Article 24, for the creation of a "consultation body for the implementation of the national food programme at regional level, called the regional food committee, chaired by the State representative in the region. It is responsible in particular for consultation on the supply of collective catering to facilitate the achievement of the thresholds defined in Article L. 230-5-1. A decree, setting the composition of this committee and specifying its operating procedures, has been published (Decree n°2019-313 of 12 April 2019 on the regional food committee).</p>	

Fight against food insecurity	Better understand the populations in precarious situations	Conduct a study on the processes leading to food insecurity , as well as on the diet of people in precarious situations and its impact on their health status.	8	IGAS report in 2019 on food insecurity. Study by the Labo de l'ESS in 2020: Acting against food insecurity by promoting access to quality food for all.	
	Produce an inter-ministerial roadmap to fight against food insecurity	Create a fund for experimentation to support innovative or proven initiatives that are collegial and based on territorial diagnoses and that contribute to the fight against food insecurity	11	Supporting initiatives within the framework of the National Coordination Committee for the Fight Against Food Insecurity (COCOLUPA), France Relance (support plan for associations fighting poverty) and the National Strategy to Combat Poverty.	Helping local food actors to extend access to local food: Alimentation locale solidaire. Actors (legal entities - organised in the form of purchasing groups or consumer cooperatives, producers' shops, associations, etc.) involved in developing access to local products for the most modest and disadvantaged people. These development projects (investment for the production of local products) will be supported by the State. These development projects (investment for the preparation or distribution of baskets and/or meals, shared kitchens, recycling of foodstuffs, etc.) will be supported as long as they guarantee new citizens access to healthy, safe, sustainable, quality and local food. This support for actors involved or wishing to become involved in the social and solidarity economy in the food sector will be complementary to the measures taken by the French Ministry of

					Solidarity and Health in direct support of associations fighting poverty.
		Promote access to collective restaurants for the most disadvantaged populations (schools via an adapted pricing policy, for adults via adapted access cards).	12	Local actions in this sense during the crisis Covid-19.	
	Ensure the continuity of the European Fund for Aid to the Most Deprived (FEAD) and strengthen the operating means and food resources of food aid associations (subsidies, incentives for donations from individuals and companies, anti-waste measures).	15	The FEAD still exists. In May 2020, the European Commission proposed further amendments to the Common Provisions Regulation and the FEAD Regulation to address the COVID-19 pandemic and the growing needs. These amendments made additional resources available to the FEAD for the years 2020, 2021 and 2022. At the beginning of the Covid-19 crisis, the French government announced increased support for food aid.		
	Position the NFC as a watchdog on access to food for all	Give the NFC the role of watchdog to carry out an annual assessment of actions on access to food for fragile populations , particularly in the framework of the PNNS, the PNA, the Poverty Strategy, as well as private and association actions.	16	Future Food Poverty Cluster (to be established planned for the end of 2021).	
Better production	Maintain agricultural jobs and a satisfactory income for all producers	Make it easier for consumers to identify French products by promoting the continuation at European level of the experimentation of labelling the origin of milk and meat ingredients in processed products and its extension to other products.	24	Law on information transparency for agricultural and food products: includes several provisions adopted in the framework of the EGalim law. Labelling of the origin of pork, poultry, sheep, goat meat and minced beef will now be compulsory in restaurants (it was already compulsory for beef). The experiment concerning the obligation to label the origin of milk, milk in dairy products and meat in processed products has just been extended, following a successful decision by the European Commission, until 31 December 2021. Work was also launched at the beginning of the year by the DGCCRF, within the framework of the French National Consumer Council (CNC), on the labelling of origin.	

	<p>Ensuring the transformation* of the European food system towards a healthier diet</p> <p>*The FNSEA, the APCA and Coop de France consider that it is preferable to speak of a transition of the food system towards a more health-friendly diet.</p>	<p>To make the CAP a tool for promoting practices beneficial to the environment and health implemented by farmers.</p>	26	Discussions on the CAP are underway at European level. France will present its national strategy, and has responded to the citizens' proposals in the "Impactons" debate (led by the French National Commission for Public Debate).	
		<p>Update NFC opinion n°59 on the regulation of international trade in foodstuffs.</p>	28	The NFC was consulted in 2020 on the European "Green Deal" with a specific question on international food trade, but the opinion was not updated.	
	<p>Moving towards phasing-out synthetic pesticides and fertilisers*</p> <p>*FNSEA, APCA and Coop de France consider that it is preferable and more realistic to speak of accelerating the reduction or limiting of the use of synthetic fertilisers and pesticides in agriculture to the maximum.</p>	<p>Direct public research towards more sustainable agriculture (choice of varieties and hardier species, agronomic practices, robotics and digital technology, biocontrol, etc.); provide better support for conversions to organic farming, agro-ecology, environmental certification, SIQO integrating environmental criteria, etc.</p>	33	Numerous developments in the research programmes of the Anses and INRAE. Various support: France Relance, calls for projects from the PNA, etc. e.g.: Tax credit for farms certified as High Environmental Value (€76 million).	
Better processing	<p>Identify ways to improve the food supply</p>	<p>Develop tools for complete risk analysis, going further than just controlling health risks (nutritional, environmental risks, etc.).</p>	38	Development of the One Health approach particularly since the Covid-19 crisis.	
	<p>Relocate processing</p>	<p>Encourage local, artisanal or farm-based processing tools via public aid and regulatory adaptation.</p>	46	French Recovery plan: some funding is going in this direction, particularly for local processing workshops. 14 winning projects from the call for projects to relocate industry concern the agri-food industry (April 2021).	French recovery plan: a lot of funding linked to this, especially local processing workshops (abattoirs etc.).

<p>Develop a transversal approach to food research</p>	<p>Launch call(s) for large-scale research projects at the national level</p>	<p>Launch a specific research programme by the National Research Agency on "Health-friendly food in France" in order to identify the public or private actions most likely to promote access to quality food for the most fragile populations, and to encourage consumers to adopt food practices and behaviours that are favourable to health and the environment. Use the results of the research in public policies</p>	<p>78</p>	<p>ANR: Call for Ecophyto projects - Maturation (2021 edition) - Adjustable levers for a transition towards a change of systems//Transnational call for projects on the prevention of weight gain and obesity at crucial stages of life (HDHL-INTIMIC - PREPHOBES) in 2021-2021</p>
	<p>Promoting participatory research</p>	<p>Develop participatory research projects between farmers and public research bodies such as INRA and technical institutes (including ITAB), particularly on the adaptation of seeds, varieties and breeds to territorial specificities, on the reduction of pesticides, etc.</p>	<p>81</p>	<p>Participatory research is included in the Anses work programme.</p>

Annex 6 - Feedback questionnaire sent to consultation group members

The consultation group meetings of 14 January and 18 February 2021 will be focused on feedback by structures and stakeholder groups.

As participants in the consultation group and representatives of your organisations, we suggest that you answer the following questions. Your feedback is essential to enable us to co-construct this feedback at the NFC level.

Your feedback should be sent to the inter-ministerial secretariat of the NFC before Monday 4 January 2021.

Your contributions will be processed by the inter-ministerial secretariat with the help of Catherine Darrot, moderator of the group and Grégori Akermann, specialist in lexicometric analysis¹¹¹ at INRAE.

We will provide you with an overall analysis of the feedback received, as well as an analysis by each college. These analyses will be presented to you at the meeting on 14 January.

The meeting on 14 January will be made up of:

- An initial period of feedback and discussion of the analyses by college (in sub-groups): identification of points of agreement and disagreement in the proposals;
- A time for the collective sharing of feedback by college and the identification of areas for discussion on the interactions between colleges and systemic issues.

The meeting on 18 February will be dedicated to these systemic issues and the identification of areas for recommendations.

The first lockdown was a new type of experience, where personal and professional experiences were strongly intertwined. The individual and personal experiences had a strong impact on professional practices. We therefore invite you to share the interweaving of these two experiences.

Questionnaire

- 1. The lockdown has led to the adaptation of personal dietary practices and professional activities related to agriculture and food. In these two areas, which were often linked together during lockdown, what were the main changes you observed?**

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¹¹¹ Quantitative study of the vocabulary, using statistical methods.

2. What were the main adaptations and changes in activities (work methods, subjects and objects of work, revision of priorities, etc.) that you observed at the level of the professional structure that you represent?

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3. For the following three questions, feel free to talk about your own dietary practices, your professional sphere regarding food, or both

• In the field of agriculture and food on your own scale, what difficulties did you encounter?

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• What actions were taken to resolve them?

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• What worked well and why?

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• What went wrong and why?

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4. As a result of these experiences, what do you think it would be necessary to change beyond your immediate range of action to improve the functioning of the food system and its resilience to crises? (Systemic changes at the level of the food chain)

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5. In relation to this experience, what would you recommend to achieve a diet that promotes health (in the sense of One Health) which is accessible to all, everywhere?

At the level of the link in the food chain that you represent, what actions would you suggest to achieve this?

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