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Exploring scenario guided pathways for food assistance in Tuscany

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Summary

Food and nutrition security in high income countries is challenged by financial crisis, austerity policies, unemployment and immigration and a growing number of people, also from those segments of population once considered secure, seek food assistance. Emergency food initiatives are developed by a diverse range of actors through various instruments and approaches. Alongside the difficulties of this sector – lack of control over donation, inability to ensure nutritional requirements, stigmatization, dependency on volunteer work – new challenges emerge from welfare expenditure cuts, the reorganization of EU funds for the most deprived (FEAD) and from the spreading of surplus food recovery practices. Based on a preliminary analysis on food assistance practices in Tuscany (Italy), it emerged that operators involved in food assistance activities are re-thinking their role to address changing needs: private companies are increasingly involved in food assistance operations and adjust their activities and strategies accordingly; public institutions re-think the boundaries between charitable assistance, welfare system and market-based food system. How is food assistance re-thinking its role to deal with the challenges posed by the current context of change? This work combines the strengths of two approaches by developing back-casted pathways and testing them within explorative scenarios, that describe plausible future contexts. The aim is to explore the feasibility of transformative change in different scenarios. We apply a participatory scenario approach, as a tool for future-oriented thinking, mindful of future uncertainty and the multidimensional scope required to look at planning context. Results comprise the definition of shared priority themes: governance, education and a person's centered approach. For each, key objectives were identified and back-casted plans of actions were developed, considering a suitable time frame. These plans were then tested within and across four different scenarios of the food assistance system. The methodology provides a promising learning tool to engage with stakeholders and foster a creative future oriented thinking approach to food assistance system's vulnerability and resilience.

Keywords: food security, food assistance, scenario analysis, planning,

JEL Classification codes: Q18 Agricultural Policy, Food Policy; R58 Regional Development Planning and Policy; I3 Welfare, Well-Being, and Poverty

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1. INTRODUCTION

In recent years, severe challenges related to crisis, unemployment, immigration and political instability are affecting food and nutrition security also in high income countries. In this context of change, a growing number of people seek for food assistance (Caraher and Cavicchi, 2014; Lambie-Mumford and Dowler, 2015). Food insecurity is primarily a matter of inadequate income and poverty (Riches and Silvasti 2014) and this is particularly true in developed countries, such as Italy, which does not have problems of food shortages, as confirmed by a recent report on poverty and social exclusion (Caritas, 2014). According to the latter, in fact, the increase of those requiring food aid is not tied so much to food emergency in the strict sense but rather to an economic emergency. Food is a basic need of individuals and families can be pushed, in conditions of need, to save on food to meet "less flexible" expenditure items such as electricity, gas and rent (Tait, 2015; Dowler 2003). Nevertheless, in Italy 8.5% of the families lamented not having enough money to eat at certain times of the year (ISTAT, 2014). A wide range of actors and structures are engaged in food assistance activities on the territory, ranging from the distribution of food parcels to the traditional soup kitchens, from 'emporia' to social restaurants. Food assistance practices entail several actors and resource flows that are, formally and informally, interconnected. Each of these services is directed to a specific profile of users and relies on a specific flow of food and other resources. Charitable food donations are often combined with the collection and redistribution of 'surplus' food – safe food that, for various reasons, is not sold through regular market channels (Garrone et al., 2014). Food assistance also relies on public funding, deriving from the European, national, regional and municipal levels.

Based on a preliminary analysis on the main practices adopted by food assistance operators in Tuscany (Italy), it emerged that the food assistance "system" is highly fragmented. The practices, the degree of government involvement, funding, regulatory controls, voluntary sector participation and reliance on surplus and donations are highly variable and context specific. The resulting initiatives that arise in order to supply surplus food for redistribution are not coordinated or, sometimes, even competing with each other. They rely upon the interaction between voluntary actors –acting within religious and non religious organizations –that have their own specific history, professional profile and cultural references, but nonetheless collaborate to pursue food and nutrition security in Tuscany, in different ways in different areas. More consolidated practices, such as food parcels, co-exist with other emergent ones, such as "Emporia of solidarity" (i.e., "shops" where recipients directly "purchase" food through income based electronic cards) where the charitable aim is coupled with the attempt to reduce stigmatization, increase empowerment and support nutritional choices[1].

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[1] For example, in Emporia, prior to releasing the cards, recipients are encouraged to take part to organized classes in which support is provided in relation to nutritional choices, healthy life styles and family budget management.

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By confronting with leading actors of Caritas, the Food Bank, Tuscany regional administration and others, it emerged that these actors are re-thinking their role to address changing needs: private companies are increasingly involved in food assistance operations and adjust their activities and strategies accordingly; public institutions re-think the boundaries between charitable assistance, welfare system and market-based food system. Several actors strive to respond to the emergency faced by the most vulnerable groups of the population, and at the same time are under pressure to reframe food assistance in a "right to food" perspective (Dowler and O'Connor 2012). Our main interlocutor was Caritas[2], who is now reconsidering its role in contributing to food poverty mitigation by setting up a territorial "Alliance for Food", a vision which has been thought of in abstract terms but has not be reflected into a concrete application yet.

This paper reports on the results of the reflection developed within the two workshops by key players of the food assistance system in Tuscany. By combining the strengths of two approaches (i.e., explorative scenarios describing plausible future contexts together with normative pathways that explore the feasibility of transformative change in different scenarios) we aim at answering the following research questions: is scenario-guided planning a suitable tool to support relevant stakeholders willing to engage in a process of change? Does the combination of methods adopted enable participants in engaging in new themes, identifying shared priorities and blind spots and conceptualizing new partnerships that haven't been discussed before? What are these new themes, partnerships and blind spots? Our research focuses on these instances, as part of a wider research process developed within the Transmango Project[3], an EU-funded research program which aims to investigate and empower innovative sustainable food practices across Europe. By interacting with decision makers at different levels, the overall aim of the project is to explore how innovative practices could lead to local and European transition pathways toward sustainable Food and Nutrition Security (FNS). In Transmango, a number of diverse local cases have been selected as relevant practices that can contribute to sustainable FNS. In order to support these initiatives in thinking about and taking action toward these transitions we focus on developing transition pathways and scenarios at the level of specific practices. For each local case study, a preliminary phase consisted in carrying out preliminary in-depth interviews to food assistance operators, on site visits and primary data gathering, with the aim of identifying current and historical context of practices, actors, resources and skills employed and vulnerable groups addressed. Then, a participatory scenario approach (Wilkinson and Eidinow 2008) was adopted within two workshops, to investigate and challenge the feasibility of concrete plans for the future of the local cases and to inspire further innovation. Following the workshops, within the Transmango project the transition pathways developed within each of the country case studies will be scaled up to European level in the context of European scenarios.

The paper is organized as follows: the next section presents the methodology adopted, by placing it within relevant literature and explains how it was applied. Section 3 presents main results and section 4 provides a discussion and concludes.

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[2] Caritas is the Pastoral body of the Italian Episcopal Conference to promote charity. Caritas' main features are: advocacy, widespread presence on the territory and direct contact with recipients; it relies mostly on voluntary resources, both human and material.

[3] See www.transmango.eu for further information.

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2. METHODS

2.1. *Overall description*

In order to address the uncertainties of the actual context of change and contribute to the transformation of the food assistance system, we must be aware of the contexts and how these contexts can evolve, both due to external factors and in interaction with attempts for transformational change. Several Authors have proposed foresight exercises to deal with uncertainty and complexity of systems. Within the plethora of available methods, we apply scenario approach, as a tool for future-oriented thinking, mindful of future uncertainty and the multidimensional scope required to look at planning contexts (Vervoort et al. 2014). "Explorative scenarios" are defined as ''multiple plausible futures described in words, numbers and/or images"(Van Notten et al. 2003). Scenarios methodology, based in systems science, seeks to recognize and explore uncertainty and complexity in the decision-makers' context rather than limiting or simplifying that context (Van Der Sluijs 2005, Kok et al. 2006). In multi-stakeholder contexts, exploratory scenarios can engage multiple legitimate perspectives involved in framing and addressing challenges such as food security and sustainability (Reilly and Willenbockel 2010).

Explorative scenarios offer diverse contexts for decision-making, thus, by themselves, they provide no direction for action. Outside of specific contexts like the military and the private sector, scenarios processes, especially those led by academics, have been limited in their potential for impact because scenarios are created but not used to help consider different actions and strategies (Wilkinson and Eidinow 2008) However, explorative scenarios can be used to test and inform the feasibility of plans. This is done through cross-examining a plan or policy across different scenarios, each posing their own challenges and opportunities. If a plan is considered to be feasible under a wide range of challenging futures, it can be considered robust. An alternative approach is the development of normative scenarios through "back-casting", where actors start with a vision of a desirable future, and then work backward in time from that vision to identify each step needed to lead to that vision (Kok et al. 2011, Robinson et al. 2011).This approach has the benefit of being inspirational and projecting proactive futures. The work presented in this paper combines the strengths of both approaches by developing both explorative scenarios describing food systems contexts, as well as normative "transition pathways" that explore the feasibility of transformative change in different scenario contexts. By exploring the feasibility of normative transition pathways in the context of different explorative scenarios, we allow for a conscious focus on the changing interactions between actors' agency and their contexts (Vervoort et al. 2014). Our approach also adds a cross-level dynamic, in that the explorative scenarios used are a local interpretation of European-level scenarios (see Brzezina *et al.* 2016) that provide wider socio-economic contexts; conversely, the back-casted transition pathways will be combined with case studies across Europe to contribute to the conceptualization of transition pathways for the future of the European food system[4].

This combined approach of using explorative scenarios to test back-casted transition pathways is particularly suitable to the case of food assistance for several reasons. First of all, the food and nutrition security challenges that food assistance responds to are contingent upon changing and uncertain socio-economic contexts. Explorative scenarios offer distinct and diverse accounts, co-created by local participants, of how future contexts could develop and change the challenges and opportunities of food assistance. Secondly, because robust food and nutrition security strategies are needed in the face of this

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[4] This part of the research is still on-going and will be completed by end of 2017.

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future uncertainty, the back-casting of strategies has the potential to provide food assistance actors with a format in which they can look beyond present limitations and start with their desired long-term objectives, which can then be tested against scenarios to make them more robust.

We tested this methodology with the main actors of the food assistance system in Tuscany (Italy) in order to address the challenges and pressures of the current context of change. The delicate balance between actors, resources and responsibilities makes the food assistance system quite vulnerable to increasing demands, changing need and decreasing resources. The elaboration of strategies towards future FNS is recognized, first of all by the stakeholders, as a relevant task.

We organized two workshops: the first one focused on creating a first draft of the local food assistance strategies, and then down-scaling the set of European food system scenarios to the level of food assistance in Tuscany, by examining what the local situation would look like in the context of each scenario, with attention to key variables that effect the goals of the focal project in the future. The second workshop focused on developing desirable future visions and various transition pathways that could be used to achieve these visions in the context of the different local scenarios.

2.2.   Structure of workshop 1

The first workshop was held on the 1st of February 2016 in Florence. Based on the preliminary study, we selected 20 participants from Caritas and its Emporia of solidarity, as well as social public sector employees, experts of the food system, representatives of the large-retail sector and of the regional Food Bank. The names of participants and affiliations are indicated in the Annex 2. The workshop entailed the following main parts:

Figure 1: building blocks of workshop 1.
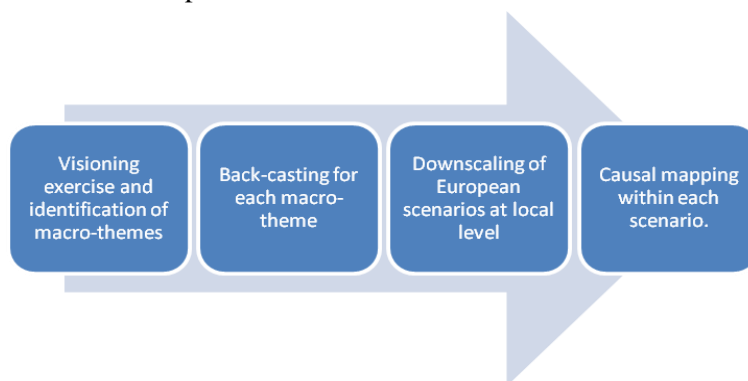
1. Visioning.

This visioning exercise has two parts: 1) brainstorming and 2) clustering of the elements of the vision. Participants are invited to reflect in pairs (5 minutes speed meets repeated three times) on the features of a desirable future for food assistance in Tuscany. We asked them: "What are the elements of a desirable future to ensure access to healthy food, good and nutritious for everybody in Tuscany? And, specifically, what it is the ideal future for food assistance in Tuscany?". 2030 was chosen as a suitable time horizon to allow long term strategies and change, with reference to Caritas activities. The post-its are then grouped (collectively) into macro-areas, which constitute the vision. Once macro-themes were identified, each participant had max 8 stickers to vote for the most important themes. Each one could vote based on preference (no explicit rules were given for voting).

2. Back-casting

Back-casting is a systematic process for working backwards from a desirable future to identify the steps required that connect the future to the present (Kok et al. 2011, Robinson et al. 2011, Vervoort et al. 2014). At each step we ask the question "if we want to attain [current step] what would we need to do/have in place for that to be possible?" This question is over and over again asked until the present situation is reached. These steps can then be implemented from where they are now successively to achieve their desired future.

   3. Downscaling European scenarios

The goal of the first exercise was to create a clear image of the local scenario at the end of the chosen time horizon (2030) starting from four given scenarios, developed to represent plausible European scenario for the food system. The emphasis was on the introduction of scenarios and their adaptation to make them coherent to the specific context of the case. This meant that a new, local story was invented, where the European scenarios were used as an inspiration. In practice, this step involves immersing the participants in the European scenarios (a summary of each scenario is available in the Annex) and engage in an open, imaginative conversation about what the scenario could mean for their decision context. Each group discusses individual views and develops a coherent image of the scenario end state, which will be developed in further detail through the following activities. The participants in each scenario group discuss what the scenario means for a list of key elements, to ensure that the scenario is relevant for the decision context of the initiative. The outcome is a narrative description of the scenario end state.

   4. Causal mapping

Participants within their scenario groups were asked to explore the chains of cause and effect amongst the discussed aspects. Influence, or causal, mapping was used (Coyle 1996). Causal mapping requires participants to draw arrows between concepts and assign a plus (+) or minus (-) to the arrow. A (+) indicates an increase, for example "an increase in the number of people interested in short food chains results in an increase in social cohesion and social capital". A (-) indicates an inverse relationship, for example "an increase in the number of recurrent animal diseases reduces trust in food". Consensus on adding concepts, drawing arrows, and assigning sign to the arrows was reached by discussion within scenario groups. Moreover the graphical nature and relative visual simplicity encourages the use by stakeholders with different backgrounds.

2.3.   *Structure of workshop 2*

   The second workshop was held on the 3rd of May, 2016 in Florence. The same participants as in the first workshop were invited: although some of them dropped at the last moment, new participants from the regional administration asked to take part. Various contextual reasons contributed to a lower number of participants but still key, senior participants were present, for a total of 12 participants overall. The name of participants and affiliation is available in the Annex 3. The workshop entailed four main parts.

Figure 2: building blocks of workshop 2.

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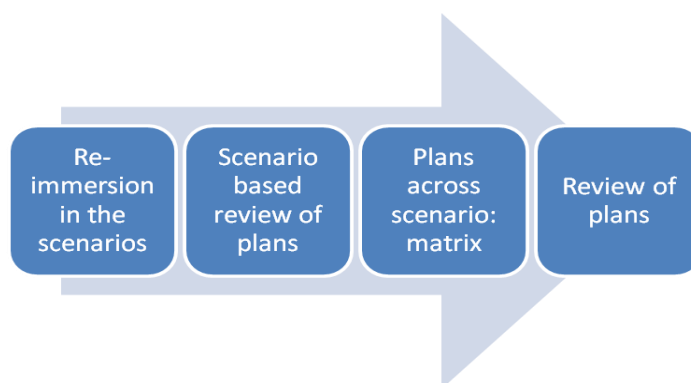
5. Re-immersion in the scenarios

Each scenario group reconvenes and recalls the content of the scenarios developed previously, based on the digitized local scenario and accompanying materials, such as insights from the causal map and the drawings representing the main features of the scenarios. A short round of conversation happens to make sure everyone understands the scenario. Any missing elements are written down on post-its and collected/clustered.

6. Scenario-based review of plans

Everyone stays in the scenario groups, each receiving all the plans from the first workshop. For every aspect of each plan, the group asks:– "Is this action/strategy/etc. possible in this scenario, or not? If not, what could be recommended (concretely) to make the plan better able to work in this scenario?".

7. Plans across scenarios: the matrix

During a plenary discussion, each scenario group presents the comments and adaptations made to each plan in order to fit in each scenario. So, comments on group 1's plan are described by scenario group A, then the comment on group 1's plan by scenario group B; then comments on group 1's plan by scenario group C. Scenario groups have prepared their comments so that they can present what they thought were the main strengths and weaknesses of the plan in their scenario, and what their main recommendations would be to make the plan work better in their scenario. These comments are reported on a table organized per group plan (horizontal) and per scenario (vertical), as an additional way of capturing the discussion.

8. Review of plans

The last step is dedicated to the plans groups discussing how to integrate into the plans the comments received by each scenario group. The discussion aims at identifying which of the scenario-based comments and recommendations occurred across all of the different scenarios and therefore highlight key strengths, weaknesses and potential improvements to make the plans work better regardless of the scenario (i.e., essentially making them more robust). Moreover scenario specific recommendations are identified to be worth considering as an option to make the plan more flexible in case a certain scenario occurs.

3. RESULTS

3.1.   Identification of key elements of the desired vision

Based on the suggestions of the participants and clustering within relevant themes, a set of macro-ideal targets was identified. Hence the macro-themes were scored based on the perceived relevance for food assistance in Tuscany. The following themes were elaborated and ranked: rights (13 points); governance (23 points) and networks (16 points) – these two themes were joined; person-centred approach (17 points); education (25 points); monitoring (12) – this was considered as a cross cutting issue; food waste (11 points);

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food quality (11 points). After the voting session, three themes were chosen as priority goals for the back-casting planning exercise.

1. Governance and network. One of the main vulnerabilities of the current food assistance network is the fragmentation of actors and activities on the territory. The creation of a coordination body is one of the main instruments proposed to address this issue, together with the participatory definition of rules and monitoring and assessment criteria for achieving FNS in Tuscany. This objective concerns first and foremost defining a multilevel responsibility (i.e., European, national and regional) in shaping regulations that address behaviors at lower levels.

2. Education. One of the main concerns of the food assistance actors is to flank contingent practices and emergency responses with education paths to achieve FNS. For food assistance actors this particularly concerns food culture, stimulating openness towards societal problems, voluntary action and gift. Education processes should be planned to address, first of all, those who have a role as educators and trainers, both internal to the food assistance system (e.g., volunteers and third sector) and the food system in general (e.g., retailers or food processors).

3. Person's centred approach. This theme refers to the ability of the food assistance system to identify, understand and respond to specific needs (also in relation to individual conditions and wider needs), possibly in a flexible and adaptive way. This also refers to a system able involve recipients, in a perspective that goes beyond the assistance logic.

In order to steer the engagement of stakeholders in the elaboration of the themes within the vision, we asked them to visually represent the elements of each theme, by developing a "rich picture" exercise[5].

3.2.   *Elaboration of back-casted plans*

During back-casting, participants tried to work backwards from the desirable future to the present, identifying all the steps and actions needed, striving to overcome the limitations and constraints of the present. At each step we asked the question "if we want to attain [current step] what would we need to do/have in place for that to be possible?" This question was over and over again asked until the present situation is reached.

Table 1. Governance and network back-casted plan.

1. Governance and networks	
Sub objective	**Actions (2016➜2030)**

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[5] The rich picture is a method from Soft Systems Methodology (SMM). Here, simple drawings and sketches are used to illuminate systemic relationships that are not so easily captured in narrative form.

1. Integration and coordination of food assistance activities(2030)	1.1: Creation of a "promoters group" active on a regional level, in charge of the direction of actions, responsible for brokering among regional and local actors. This "promoters group" works towards raising awareness of regional stakeholders. 1.2 a: It identifies local institutional actors to be involved in the coordination of FNS in Tuscany 1.2 b: Promoters group address social health districts, which must coordinate and interact. 1.3: The promoters group engages with municipalities and "third sector" actors in network building activities. 1.4.a: Based on the network built and the knowledge exchanged, the creation of an ad-hoc Regional Committee on FNS is established. 1.4.b: The third sector network is made in charge within the promoters group to involve actors of the supply chain (producers and retailers) and stimulate a debate on food and nutrition security. 1.5.a: The committee activates a monitoring of food insecurity on the territory, and supports project development. 1.5.b: The third sector develops a self reflection on its inner functioning. They try to find common aims and synergic solutions (example on food drives, volunteer pooling, University training/stage, voucher…) and develop fundraising actions. 1.6 a: The committee elaborates incentives for SMEs and retailers to encourage CSR and donations, tax relief measures. Universities and retailers can also be involved. 1.6 b: The committee puts pressure on public authorities to develop tendering process that award points based on the recovery of food in public canteens (needs regulation, Green Public Procurement that is also social). 1.7: The committee lobbies at the European level to ensure FEAD continuity planning.
2. Developing a Food and Nutrition Security action plan (a prevention approach)	2.1: Creation of a regional board for the coordination of actions towards food security (same committee as above). Actor: Tuscany Region department 2.2: Confronting with local actors (see first column). Actors involved: Tuscany region dept + regional committee + local health district. Providing support to innovative projects existing on the territory, by Tuscany Region, RDP resources, Municipalities, in interaction with Bank Foundations, Universities 2.3: Developing a regional Plan for FNS in Tuscany. Actor: Tuscany Region Department dedicated to Social Policies

Table 2. Education back-casted plan.

2. Education

| Sub objective	Actions (2016➔2030)
1 Increase awareness on resources available and production processes	1.1.a Retailers favor food surplus recovery 1.2.a Emphasize the cost reduction and the possible reinvestment 1.3.a Change promotion strategies by retailers (do not encourage buying beyond effective needs) 1.4.a Indicators on food waste and increase efficiency in resource use. 1.5.a Make explicit and communicate overall convenience (not only economic advantage) at all levels 1.1.b GDO increases sale of local products 1.2.b GDO supply with local producers: alliance with GDO 1.3.b Promotion of territory and local productions 1.1.c Enhance project skills and planning as a specific competence 1.2.c Educating the human resources to project design and programming to improve project planning capacity 1.3.c The food assistance actors promote collaboration in order to exploit public-private synergies 1.4.c The food assistance actors activate fundraising strategies
2 cultural change , lifestyles	2.1.a Work on training priests and religion teachers 2.2.a Educate parishioners. Educational training agencies packages 2.1.b Training teachers 2.2.b Laboratories and trainings in schools 2.1.c Create and animate debates in public meetings, encourage the use of social media, promote spaces for aggregation and collective activities (example, food classes)
3 coordination	3.1 Sharing of information among relevant actors 3.2.a Board on Education 3.2.b Board on Food and Nutrition security 3.3.a Charter of shared principles among all stakeholders of the education system (social actors, media ...) 3.3.b Civic food project: join together restaurants and producers in a local network, focusing on local productions

Table 3. Person's centered approach back-casted plan.

3. Person's centered approach

Sub objective	Actions (2016➔2030)

1 Finding multiple and integrated responses to the food poverty	1.1 Create opportunities for exchange between actors. The Region should be the leading facilitator 1.2 Map opportunities. The Region facilitating the process 1.3 Use of IT technology to create networks for food recovery. GDO, collective catering and producers of food. 1.4 Evaluate the available amount of food. Ex. Recovery and redistribution of surplus food. 1.5 Involvement of local producers networks
2 Effective identification of needs	2.1 Create opportunities for exchange between actors. The Region should be the leading facilitator 2.2 Identify the "witnesses" of food poverty: pediatrician, school teachers, priests, health and social services and pharmacies 2.3 Creation of an observatory on food and nutrition in security needs, coordinated by social services (regional level) 2.4 Training of "witnesses" on how to recognize food poverty needs 2.5 Monitoring needs of people
3 Safe and active neighborhoods	3.1 Create opportunities for exchange between actors. This should be led by neighborhoods 3.2 Involvement of schools to develop food culture and social relations. The municipality is in charge. 3.3 Identify and recover available neighborhood spaces for interaction. The neighborhood and municipality should interact on this action 3.4.a Create community centers aiming at developing initiatives around food related themes. Interaction between municipality and neighborhood. 3.4.b Municipalities allow neighborhoods to use available green spaces (municipal regulations). predisposition of equipment , cleaning , checking safety conditions (ex. children playground). The neighborhood creates food production spaces, (such as urban gardens). 3.5 Organize local fairs, street food occasions to include migrant communities, neighborhood dinners. Organized with the help of Caritas and third sector actors.
4 Recipients as protagonists	4.1 Create opportunities for exchange between actors. The Region should be the leading facilitator 4.2 Set up a direction for the recognition of the right to food. Mayors, Health services … (cover multiple territorial levels) 4.3 Place the food aid within the individual social support path 4.4 Decrease and gradual substitution of food parcels with Emporia (i.e. social markets) establishment. Caritas and NGOs should be leading actors.
5 Food quality	5.1 Create opportunities for exchange between actors. The Region should be the leading facilitator 5.2 Approve the law to promote food recovery and reduce waste 5.3 Simplify legislation and on product expiration dates 5.4 Alignment of national legislation on the territories These actions should be led by agriculture and health ministries. Lobbying by NGOs.

3.3.   Downscaling of European scenario to the local context

Four European scenarios previously elaborated at the European level within the Transmango project, (see for Annex 1 further info on the content of each EU scenario) have been downscaled by the four groups of participants by imagining "What would the (EU) scenario mean for the food assistance in Tuscany?". Two key variables across the four scenarios can be identified to simultaneously compare them. The first is way of intervention by Government, which may entail the State adopting an emergency approach (i.e., the State responds from time to time to social emergencies, when they arise) or a strategic approach (i.e., the state anticipates social emergencies by adopting a proactive approach). The second variable relates to the openness of society towards societal problems, such as immigration (i.e., civil society demonstrates an open or a closed attitude).

Figure 3: Local downscaled scenarios across way of intervention by the government and attitude of society towards societal problems.
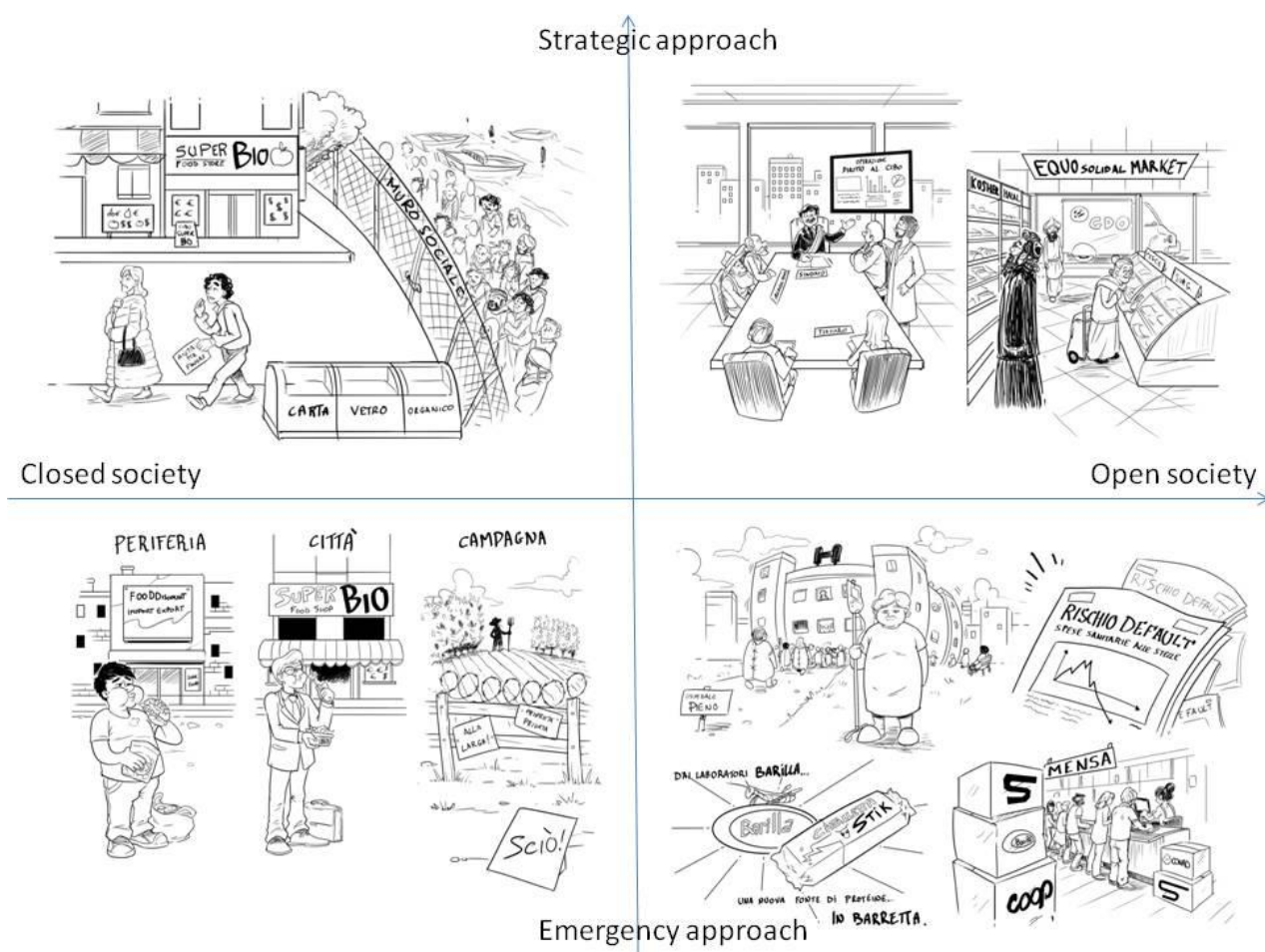
1. "Tuscany in 3D" (top-right). The "right to food" enters fully into the political debate: food assistance is conceived as a strategic task that allows to tackle bigger problems and needs. Public authorities develop a strategic approach to achieve closer collaboration between all players in the food system. Citizens are willing to contribute with voluntary work. The role of civil society associations is viewed by government as a resource for survival and functioning of the welfare system.

2. "It could be better" (bottom-right). The pressure on the national health care system – due to rising incommunicable diseases derived from years of poor diet – brings a reduction to public expenditure on social services. A reactive public management approach and poor coordination between services prevail. Social actors must find a way to cope with the increased (food) poverty.

3. "Solidarity in half" (top-left). Italian government adopts a high budget but targeted welfare strategy, by supporting "eligible" citizens with minimum incomes, exacerbating the differences with the most vulnerable groups. Market and redistributive policies ensure FNS to all eligible citizens. Civil society is very closed and uninterested to social problems.

4. "Do I want to go to live in the countryside?" (bottom-left). The government decides budget cuts on social measures, considering these not as a priority. Food assistance support is limited to transferring European resources to social parties. The food assistance actors must intercept surplus of small producers and retailers, which are most resilient in the regional context, but this has become more complicated. Society is very closed, therefore human resources, ie volunteers are also scarce.

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3.1.   The revised plans and key recommendations

The final aim of this work is to obtain a final version of the plans enriched by the additions, revisions and comments made during the sessions of the second workshop. This was done during the scenario based review of plans and a last plenary session, during which key recommendations and priorities were indicated by the stakeholders on each plan previously discussed. The table in Annex 4 presents the main strengths and weaknesses of each plan in the scenarios and suggestions for improvement of the plans.

We can distinguish two levels of elaboration of the plans: revisions and additions to the plans which are valid across all scenarios, therefore can be considered robust, and revisions and comments which are scenario specific, therefore suitable in case of contingent events happening in different scenarios. In the following, the overall elaboration of each plan and a set of contingency options are reported.

3.1.1.   A plan for governance and network towards FNS

The plan for Governance and network consist of two main goals: development of an integrated and coordinated network for FNS and development of a FNS policy adopting a prevention approach.

The integrated network for FNS starts from the creation of a promoters' group, as a first step of the process. In the original version of the plan, the initiative comes from Tuscany Region representatives. However, this leading role of the Tuscany Region is not plausible under all the different scenarios: this led to introduce in the plan the possibility for other actors/network of actors to play a leading role in this process.

The promoters group should be active on a regional level, in charge of the direction of actions, responsible for brokering and raising awareness among regional and local actors. It should also identify local institutional actors to be involved in the coordination of FNS in Tuscany, addressing among others social health districts, which must coordinate and interact. The promoters group engages with municipalities and third sector actors in network building activities. Based on the network built and the knowledge exchanged, an *ad-hoc* Regional Committee on FNS is established. A fundamental step is the activation, by the Committee, of monitoring activities of food insecurity on the territory. Within the promoters' group stands the third sector network, which is made in charge of involving actors of the supply chain (producers and retailers). Inside this network, the third sector organizations develop a self reflection on inner functioning, in order to find common aims and synergic solutions (e.g. on food drives, volunteer pooling, University training/stage, voucher, etc.) and develop fundraising actions. The Committee elaborates incentives for SMEs and retailers to encourage corporate social responsibility and donations (e.g. tax relief measures) and, at the same time, puts pressure on public authorities to develop tendering process that award recovery of food projects in public canteens (i.e., a Green Public Procurement that is also social). Universities and retailers should also be involved in this process. In addition, the Committee lobbies at the European level to ensure FEAD continuity.

The development of a FNS policy and action plan adopting a prevention approach relates primarily to the creation of a dedicated Board for the coordination of actions towards FNS within the Tuscany Region Departments. The networking process described in the previous paragraph should have been already activated. This means that an initial phase of dialogue should have been started with local actors, involving Tuscany Region departments, local health districts and the Committee (see sub-obj.1). The ultimate goal is to develop a Regional Plan for FNS in Tuscany.

Some key points were highlighted by stakeholders in relation to governance and network:
- The immediate goals are to organize a meeting/seminar with the main actors of the food assistance system. Moreover, a mailing list or a or an online platform for sharing experiences within on UNIPI

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local case study should be activated. A video could also represent a useful instrument for dissemination.

- The set up of the Committee (sub-objective 1) represents an intermediary objective, functional to achieve the second sub-objective.
- The governance model must include higher levels beyond the Municipality, which is too small. Governance should take into account homogeneous territorial levels, also beyond institutional borders. This could help to understand and interpret local specificities.
- The governance approach adopted by the Civil Protection in Italy represents a good model to follow (in which the third sector has an explicit and recognized role). This approach could also allow to redefine roles between public and private.

Table 4. Contingency plan for "governance and network": what happens if...?

	Strategic role of the government	**The government retreats**
Civil society is open	• Favorable conditions and relationships: the objectives could be merged into one in order to save time and resources; • Promotion of social responsibility for Public Administration; • Creation of opportunities of cross coordination; • Promotion of the committee by the Region.	• Take the opportunity to recover food from public canteens: due to the health issue, hospital food will be abundant; • As a remedy to some level of conflict, effort to dialogue and pressure by Caritas to have more public education/training; • Reliance on EU funds.
Civil society is closed	• Initiative must come from civil society organizations instead of institutional actors; • An initial emergency phase guided by CSO is followed by a regime phase, where institutions take the lead. • FNS should be included into a social integration policy.	• The problem is building a network in a less dense environment: the most relevant intermediate entities should be identified. • Considering bank foundations for fundraising campaigns.

3.1.2. A plan for education towards FNS

The plan elaborated for education for FNS in Tuscany develops around three main goals, which are interconnected and reinforcing one another: i. increasing awareness on available resources and production processes; ii. educating to cultural change towards healthier lifestyles; iii. achieving coordination and sharing of information on relevant themes.

A key issue concerns the definition of a role for private food system actors (i.e., retailers and food). Those who recognize their social responsibility represent an asset and a strength to aim for quality and healthy food. To this aim, it is necessary to work on increasing awareness on the cost savings linked to surplus recovery and the reduction of waste and the possibilities for reinvestment. They should be strongly involved in education activities (the extent depends on the scenario). For example by adopting new promotion strategies that do not encourage consumers from buying too much with respect to their needs. In order to achieve increased awareness, the monitoring activity and the quantification of indicators on food surplus, waste and (hopefully) increased efficiency, plays a key role. This will facilitate communication on the overall convenience at all levels (economic, social, environmental).

Another specific point on resources was made with regard to the development of relations between local producers and retailers, adapting their supplying strategies to valorize local productions. Another example was mad in relation to "civic food projects", that link restaurants and producers in a local network,

relying on local productions. Moreover, enhancing project skills and planning as a specific competence of food assistance actors can open new avenues to food recovery. This concerns training to project design and programming, exploiting public-private synergies and activating food assistance actors. This objective links to education/training, which is also related to cultural change. Third sector should work through projects to encourage donations: develop targeted gift in place of surplus recovery.

Among relevant recommendations, the "education of educators", i.e. those who have an educational responsibility must be trained on the specificities of food and nutrition security related issues: education processes must involve and be addressed to institutional, food system and food assistance actors. The third sector should play a supportive role to those who deliver education (e.g., alternating schooling and working). Also the University system should be involved in these education and training processes. For example, within religious communities, priests and religious teachers who are responsible for educating parishioners, i.e., citizens, at young ages. Or school teachers, who can raise students awareness on food, health and environment: for example including the right to food into civic education programs at school. This can be transferred to the larger public via debates in public meetings, encourage the use of social media, promote spaces for aggregation and collective activities (for example, food classes).

The activation of education and training activities requires sharing of information among relevant actors, as a cross cutting objective. Stakeholders have proposed the setting of a board for education on FNS in the region, able to coordinate actions carried out at different levels (schools, public authorities, civil society). This eventually may lead to the elaboration of a charter on shared principles among all stakeholders of the education system (social actors, media, ...). For example what is meant by "right to food"? For different people it may mean different things and a shared meaning should be reflected upon.

Table 5. Contingency plan for "education": what happens if?

	Strategic role of the government	**The government retreats**
Civil society is open	• Most comments have been included into the main plan	• Turning to local resources may be a problem if large processors and retailers dominate. In this case municipalities should play a role in promoting local products and territory. • If the state does not spend resources for prevention and education, it is important to identify who are the alternative actors in charge (churches or other actors with a mission on education)
Civil society is closed	• Awareness raising campaigns by the third sector to sensitize private actors (retailers and producers) to a "gift" culture. • Trainers in charge of education must recognize the need to promote social inclusion while maintaining identity: those who have been integrated into society are a resource	• There is need for a cultural change in volunteers: to dedicate to self production and organize gardens, and educating people. • Moving beyond the collection of food from others. • Leveraging on fund raising and targeted projects are another option in this scenario (e.g. breakfast for kids).

3.1.3. A "person centred approach" towards FNS

This theme refers to the ability of the food assistance system to identify, understand and respond to specific needs (also in relation to individual conditions and wider needs), possibly in a flexible and adaptive way. This food assistance system should become able to involve recipients, in a perspective that goes beyond the assistance logic. Adopting a "person's centered approach" entails five main sub-objectives. A general remark applies to all these cases: in order to achieve these sub-objectives, creating opportunity of exchange

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between actors will be necessary. In addition, Tuscany Region leadership would be desirable but, in case of unfavorable conditions, such as lack of public support, in the starting phase its role should be replaced by a strong CSOs network, gradually involving other institutional and private actors, with a more bottom-up approach.

The first objective focuses on "recipients as protagonist". This objective considers the necessity to overcome the traditional food aid approach and setting up a direction for the recognition of the right to food: recipients should be reactivated through dedicated programs, based on reciprocity (recipients return something back). Food should represent an instrument towards more social inclusion.

An underlying question to be tackled by actors of the food assistance system is who is this "central" person" and what does she/he needs. Examples of concrete ways in which to turn this approach into practice are placing food aid within the individual social support path and decreasing (and gradually substituting) food parcels with Emporia. This will inevitably require the involvement of Mayors, Health services and other institutional actors, in order to cover multiple territorial levels, although Caritas and NGOs can be the leading actors.

Another way of achieving recipients as protagonists is finding multiple and integrated responses to the food poverty. Mapping opportunities as well as problems/limits to the achievement of this goal is a main step. This should be realized through the use of IT to create networks, not only in order to streamline food recovery activities (thus, involving retailers, producers, collective catering, when it is possible), but also to consolidate alternative responses to food poverty (e.g., social farming). Integrated responses implies an effective identification of needs and, again, public authorities support (Tuscany Region) would be desirable. In order to identify people's needs, the involvement of "witnesses of poverty" is deemed necessary: paediatrician, family doctors, school teachers, priests, health and social services' operators and pharmacies are the first figures to be trained on how to recognize food poverty situations and intervene to help. To be able to monitor needs, the setting up of an Observatory on FNS would represent a fundamental step. The activation of social professions (such as the "frontier operator") should be explored and valued.

Another dimension of the person is community. The individual is not isolated, therefore a person's centred approach should consider the community in which the individual lives and this leads to neighborhoods, which should become safe and active. This can be considered a bottom-up led objective, in which neighborhoods have a central and active role. The municipalities would represent a key partner of CSOs and third sector organizations for several reasons: municipal regulations for green areas and urban spaces, predisposition of equipment, cleaning and safety of these spaces are, basically, local administration tasks. In addition, the involvement of schools requires municipal permissions. The municipality level has been chosen for the interaction with CSOs and active citizens, in order to: identify and recover available spaces; creating community centres aiming at developing initiatives around food related themes (e.g., urban gardens); involve schools in these activities and initiatives; organize local fairs, street food occasions to include migrant communities, neighborhood dinners. Creating, or just strengthening, a sense of community would be particularly desirable: it is both a prerequisite and a goal to be constantly pursued.

One last step concerns nutritional value and quality of food. This objective refers to the food currently distributed through food aid. A law to promote the recovery of food and the reduction of food waste is deemed as necessary, as well as a simplification of rules on products' expiration dates and the alignment of national legislation all over the territory. These actions should be led by agriculture and health ministries, but lobbying activities by NGOs is essential to raise awareness on the problems and difficulties met by food assistance operators on a daily basis.

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Table 5. Contingency plan for "Person's centred approach": what happens if?

	Strategic role of the government	The government retreats
Civil society is open	- Act in order to anticipate objectives which are achieved in this scenario; - Enjoying institutional support, parallel action on the Plan for Trade; - Set dietary guidelines for food provision.	- Diversification of responses: food recovery along with social farming strategies, in order to compensate the lack of social policies; - Witnesses of food poverty: doctors, pediatricians, etc. could be overwhelmed by the emergency on diseases and health. Therefore operators of civil society must be trained.
Civil society is closed	- Lay the ground for advocacy work by encouraging social research and sharing studies on social justice at all levels; - awareness-raising campaigns targeting civil society, as well as institutions at local and national level; - move towards education and social inclusion and allocate resources for these tasks.	- In a context of scarce resources , could Tuscany Region act as a broker, at least supporting the network? Concentrate strengths on network development; - Role of Social Health Districts (SdS) could be the most appropriate level for the coordination of actors. However, a strong leadership is deemed necessary to counteract a closed society. This is also valid for witnesses of food poverty; - Lobbying for FEAD resources; - Encourage self-production; - Work on specific projects, such as Breakfast for children.

4. DISCUSSION AND FURTHER STEPS

The present work has dealt with the elaboration of a strategy for food and nutrition security in Tuscany. This has been done by addressing the main stakeholders of the food assistance system, with a primary involvement of Caritas but also other key actors, such as the Food Bank, the regional administration and retailers representatives. The process that we have followed is more valuable to stakeholders if it is clear that it is tailored to improve strategic planning to achieve shared goals in an uncertain future: scenario-guided planning is normally done for organizations, by paid consultants. Therefore the preliminary interviews and meetings were necessary in order to understand what the needs of the organizations were.

As indicated in the introduction, the process reported here fits within a wider research design, however we believe that our effort on the single case has its stand alone value, in terms of the methodology adopted and applied to the local context of the food assistance case study. Our work was aimed at supporting the food assistance network in Tuscany, with Caritas as leading actor, to address the "Alliance for food", a vision which was suggested by stakeholders, although only conceptualized on a abstract level. During the preliminary research and the two workshops organized, the "Alliance for food" was declined into key themes and fine tuned into draft strategies, that were not discussed collectively before. A challenging work is still ahead, but this starting point has set the base for further collaborations and developments.

This paper started by asking if scenario-guided planning can be a suitable tool to support relevant stakeholders willing to engage in a process of change, and what the combination of methods (i.e., explorative and normative) enables in terms of elaboration of new themes and blind spots and identification of shared priorities in the process of change. Some reflections on preliminary results can be made in these regards.

One crucial aspect in our study was given by the heterogeneous composition of the group of stakeholders invited to participate to the workshop. Caritas was invited as a main partner of a broader network of stakeholders who have their own critical perspectives and aims. Such an "hybrid user

environment" – in between a "one client" case and a fully dispersed case – is a specific feature of our case study: it poses a challenge in terms of "appropriation" of the results (i.e., the application of the plan for the achievement of focused impacts becomes harder) and requires to find balance between the objectives of different stakeholders. At the same time, it allows stakeholders to confront within an inclusive planning process, in which there is shared space for relevant collaborations and potential synergies exploitation. Beyond being appreciated by participants – a survey is currently ongoing in order to capture more clearly the experiences of each participant – this "hybrid" composition allowed them to take a step back while looking at their own plans and to adopt an external vision on the strategies. The discussions took place among a broader range of stakeholders, that would not be involved in a single organization planning process: this is particularly relevant for food assistance in Tuscany as this reveals to be a system de facto, but not in explicit terms, in which actors otherwise meet and exchange to tackle daily needs but lack a strategic approach to food assistance (at least on a regional level). Co-designing of plans across scenarios has not only supported the elaboration and testing of concrete actions, but has favoured exchanges between different organizations on ongoing mechanisms, strategies and actions (especially during working groups and lunch time side talks)6.

Furthermore, this "hybridity" could also be referred to Caritas itself, as it is a highly fragmented organization, where each diocese (there are 17 in Tuscany) is quite independent from all the others. Many of these operators have to spend most of their time with immediate, daily necessities, which hamper their capacity to have a broader look on structural problems and potential opportunities and make long term plans. In practice this turns, for example, into different kinds of services provided and the lack of a basic, homogeneous level of assistance. Therefore, gathering all these people together in order to engage constructively in a joint discussion on planning FNS in Tuscany could be considered as a first step towards the Alliance for food that hadn't been much considered yet, at least not by everyone, as a concrete objective.

Another reflection concerns the tool provided to stakeholders to address uncertainty of future context in a systematic way. During back-casting, participants tried to work backwards from the desirable future to the present, identifying all the steps and actions needed, overcoming the limitations and constraints of the present. This turned out to be a challenging task, because of the difficulties not only in imagining long term ideal goals, but also coming down to concrete actions, that should take place in the medium and short terms.

In relation to future oriented thinking, a key point concerns the boundary between actors' sphere of influence and the given scenario context. It is important to remind that this boundary between actors' sphere of influence and their larger contexts is not fixed or fully exogenous. For instance, changes in policy may normally be considered as part of the decision context for local food initiatives that they will simply have to adapt to. Downscaling the scenario in the local context requires dealing with the delicate balance between exogenous events in relation to strategic actions: to what extent stakeholders can impact on the scenario and change it? The distinction depends on the perception that agents have. This process intended to allow for a conscious focus on actors agency potential: implicit in the method is questioning the supposed limitations on agency that participants have in the scenarios. Moreover within the Transmango research process the participation of local cases, and upscaling to the EU level in the final parts of the project means that their

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6 For example, in relation to nutrition security, it was raised that shortage of fresh fruits and vegetables can be a problem for some food assistance practices (e.g, such as Emporia). It emerged instead that there is a large availability of fresh fruits and vegetables in other regions (e.g., in Emilia Romagna due to the impacts of the Russian embargo, or in southern parts of Tuscany). It was clarified that it is mainly a matter of logistics and connections between the different actors of the food system.

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ideas and recommendations could have some impacts at the EU level (which means that EU policy now falls within their sphere of influence to some degree).

Another point relates to the downscaling of scenarios on the European food system, that were built by considering a range of eight variables with different states (see Brzezina et al. 2016). The adaptation to the local context in relation to the characteristics of food assistance shifted the focus on case study specific variables: the coordinates around government approach and openness of civil society, in the first place, but also other key issues such as availability of food surplus, voluntary workers, vulnerable groups and food assistance overall demand.

Two final remarks. First, the process was initially designed to be developed in four days. We had to shrink into two days for organizational reasons, in order to fit into stakeholders agendas. This inevitably impacted on the degree of elaboration and completeness of downscaled scenarios and planning. Second, it is too early to make a final statement on the actual feasibility of the plans drafted. This needs to be verified through careful monitoring in the next year time to allow researchers to check on actual implementation, although the first short term steps have already been set by including the results on the plans in next Caritas annual report, for Tuscany Region.

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Annex 1 – Summary of European scenarios of the Food system in 2050.

Scenario 1:	Scenario 2:
• Fed Up Europe is a story of inertia in the food system under global pressures. • Practices and business models leading to unhealthy diets and negative environmental impacts continue. • The power of EU and national policy makers to change these trends decreases over time with a combination of decreasing funds and decreasing popular support. There is a lack of leadership in the face of climate and migration crises. • Consumers' incomes are enough to avoid food insecurity, but many lack the knowledge, incentives or budgets for healthy lifestyles. • In governments and in the private sector, there are minorities interested in changing the trend, but they are fighting an uphill battle.	• In Retrotopia, waves of immigration, terrorist threats and increasing impacts of climate change trigger social movements and policies that aim to keep global problems out of Europe, along with a nostalgia-fueled sense of natural heritage and rural custodianship. • Racism becomes more accepted; migrants are kept out, creating employment problems in greying societies, which are partly solved by robotization of work; • fear of migration from Europe's south to northern countries due to climate change prompts European policy makers to help make Mediterranean countries more climate-resilient. • Environmental concerns drive down consumption of animal products; otherwise, the improvement of diets is not a priority amid concerns of European security and self-reliance.
Scenario 3:	**Scenario 4:**
• The Protein Union is a story of a highly proactive response by the EU and its member countries, led by governments but supported by the private sector and civil society, to the challenge of changing European diets and modes of production. • The focus is on creating new sources of protein, including mainstreaming insect consumption and the production of artificial quasi-meats, supported by new, more integrated means of food production and processing, at the expense of the livelihoods of smaller farmers. • This is combined with strong action on reducing sugar closer to 2050, which nevertheless cannot avoid the legacy of unhealthier diets in earlier times.	• The Price of Health is a story that sees many Europeans returning to rural lives, out of necessity due to global pressures, because of changing social norms, and facilitated by technological advances in communications. • These changes are supported by strong government policies regarding self-reliance and sustainability. • Not everyone, however, is happy to be returning to the land – and the wealthiest do not have to follow suit.

Annex 2 –Participants WORKSHOP 1

G1 – The Protein Union	G2 – Retrotopia	G3 – The Price of Health	G4 – Fed up Europe
(Francesca/Paolo)	(Sabrina/Daniele)	(Stefano/Silvia)	(Elena/Laura)
Lisa Nardi (UNIMC)	Fabio Bartolini (UNIPI)	Giovanni Belletti (UNIFI)	Gianluca Brunori (UNIPI)
Antonio Minghi (SdS Pisa)	Luciano Rossetti (UniCoop Firenze)	Natale Bazzanti (Banco Alimentare)	Alessandro Martini (Caritas Toscana)
Donatella Turri (Caritas Lucca)	Massimiliano Lotti (Osservatorio Regionale Povertà)	Emanuele Morelli (Caritas Pisa)	Marcello Suppressa (Caritas Pistoia)
Umberto Ottolina (Emporio Prato)	Giovanni Tondo (Caritas Siena)	Gabriele Chianucci (Caritas Arezzo)	Luca Puccetti (Regione Toscana)
Beatrice dall'Olio (Caritas Firenze)	Stefania Comparini (Regione Toscana)	Cosimo Romano (Regione Toscana)	Bianca Pianigiani (Caritas Siena)

Agenda WORKSHOP 1

Time	Activity	Expected results

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0945-1000	Introduction	Welcome, introduction on project and aim of the workshop
1000-1010	Brief presentation of the case study "The food assistance system towards food security "	Case study framework. Overview of the day's activities and presentation of facilitators Introduction of participants (name and affiliation). Time horizon definition
1010-1115	VISIONING	Brainstorming in couples: 3 speed meets (5 minutes each) Writing of key elements on post-its Clustering of elements in macro-themes Voting by using stickers to select the three most important themes
1115-1135	RICH PICTURE	Assignment of topics to groups. Each participant will choose the group to attend. Graphic visualization of themes
1140-1245	BACK-CASTING	Definition of an action plan , going backwards - from the future to the present - to achieve the objectives that make up the vision Definition of sub-objectives, actions and actors
1330-1340	Re-introduction of the afternoon session	Recalling what was done in the morning and summary of afternoon activities. Brief introduction of four scenarios
1340-1520	Downscaling of the EU scenarios	Individual reading of the scenario. Individual post its on scenario elements: clustering, storytelling and title definition. The question: what are the elements relevant for food assistance in Tuscany in the context of the given scenario?)
1520-1545	Back-casting "light"	Light "version" of the back-casting, using newspaper headlines. The question is: what should happen in 2022 for the 2030 scenario to take place?
1545-1650	Causal maps	Development of causal maps on the relationships and the dynamics of each scenario. Variable definition, causal directions (+ or -) and the degree of certainty about the relationship (all certain, disagree/ uncertainty (note), all uncertain)
1650-1715 Plenary synthesis: each scenario group's rapporteur describes the main narrative of the scenario and the elements of the causal map (5 minutes each)		

Annex 3 –Participants WORKSHOP 2

G1 – It could be better	G2 – Solidarity in half	G3 – Do I want to go to live in the countryside?	G4 – Tuscany in 3D
(Francesca/Paolo)	(Sabrina/Daniele)	(Stefano/Valentina, Laura)	(Silvia/Elena)
Stefano Lomi (Regione Toscana)	Fabio Bartolini (UNIPI)	Giovanni Belletti (UNIFI)	Gianluca Brunori (UNIPI)
Donatella Turri (Caritas Lucca)	Massimiliano Lotti (Osservatorio Regionale Povertà)	Natale Bazzanti (Banco Alimentare)	Alessandro Martini (Caritas Toscana)
Beatrice dall'Olio (Caritas Firenze)	Caterina Tocchini (Regione Toscana)	Emanuele Morelli (Caritas Pisa)	Marcello Suppressa (Caritas Pistoia)

Agenda WORKSHOP 2

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Time	Activity	Expected results
9:00-09:30	Reintroduction and outline of the workshop	Overview of WS1 and outline WS2: objectives, methods and agenda.
9:30-10:00	Re-immersion in scenario	Each scenario group reconvenes. Everyone reads the digitized local scenario and accompanying materials, such as insights from the causal map. A short round of conversation happens to make sure everyone understands the scenario. Any missing elements are written down on post-its and collected/clustered.
10:00-13:00	Scenario-based review of plans (start)	Everyone stays in the scenario groups, where each scenario group receives all the plans from the first workshop's morning session. The facilitators have digital forms to work through for each of these plans. For every aspect of the plan, the group asks – is this action/strategy/etc. possible in this scenario, or not? If not, what could be recommended (concretely) to make the plan better able to work in this scenario?
13:00-14:00	Lunch	
14:00-15:30	Presenting scenarios and feedbacks on plans	Participants stay in their scenario groups. Each group briefly presents their scenario so all are reminded of the key assumptions and changes in that scenario world. Facilitators, make sure that your group has a succinct, 3 minute presentation of the scenario (for instance using the first paragraph of the digitized scenario with any highlights or changes suggested on the day).

Then, a plenary discussion proceeds by discussing each plan in turn. So, comments on group 1's plan are described by scenario group A, then the comment on group 1's plan by scenario group b; then comments on group 1's plan by scenario group c. Scenario groups have prepared their comments so that they can present what they thought were the main strengths and weaknesses of the plan in their scenario, and what their main recommendations would be to make the plan work better in their scenario.

The facilitator writes down these comments in a table organized per group plan (horizontal) and per scenario (vertical), but as an additional way of capturing the discussion, before the review discussion starts, members of the plan's group are also told to write down notes on these comments for later integration. |
| 15.45-16.30 | (Making a start with) processing comments. | The plan groups from the morning of workshop 1 reconvene (along with additional/new group members). Aided by the digitized copies of the plans, and their notes of the comments of the scenario groups, they discuss how to integrate these comments and improve the plans further. Which of the scenario-based comments and recommendations occurred across all of the different scenarios, and therefore highlight key strengths, weaknesses and potential improvements to make the plans work better regardless of the scenario, essentially making them more robust? Which recommendations are scenario-specific but worth considering as an option to make the plan more flexible in case a certain scenarios comes about? |

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Governance and network			
Tuscany 3D	**It could be better**	**Solidarity in half**	**Do I want to go to live in the countryside?**
• In this scenario the targets fixed for 2030 are achieved, however, to get there you need to start immediately and fill the gaps identified and the delays . • The priority to achieve this scenario is on establishing a governance system: a pact between all the actors that are part of the food assistance system is the first aim, (a pact for integrated policies on FNS) .	• In this scenario we can think of two possibilities. The first is "stronger ": in the absence of a proactive state, society becomes self organized , occupies the land, does not recognize the institutions, even opposes the institutions. This raises a problem of representativeness of these actors . • The second hypothesis - softer - is that civil society reorganizes itself trying to mediate between the demands of all, to try to recover a dialogue with the institutions. In this case it is necessary, between now and 2030, to find suitable "spaces" where there are representatives actors that undertake a dialogue around shared objectives . • In this scenario there is no possibility of expenditure: pressing the public actor on not retreating from its coordinating role is the priority. • Given the scarcity of resources , European funds that are available must be used well.	• This scenario is characterized by a technocratic government: a central institution which decides for all individuals who have citizenship (e.g., food security of the citizens is achieved, for example via the introduction of a minimum wage). • Marginalized people represent a risk and a vulnerability: understanding the potential hazard linked to marginalized people could break through the symbolic (and material?) walls of society and let the institutions demonstrate a progressive openness towards extended rights. • While the original version of the plan had assigned the leading role to public (local) actors, in this scenario there should be a role reversal. Third sector should act as a trigger for the creation of a network of actors, in order to draw the attention of public institutions on the ongoing emergency and to involve them to collaborate and co-design further broader goals. • There is need for pervasive and efficient communication flows and information. Civil society aims for the right to food as an entry point to rediscuss and widen social rights and citizenship.	• Our scenario is characterized by a willingness of the public actor to delegate • There is no conflict between social private and public. • Here a preventive approach should be developed to anticipate negative trends . Efforts should be put in creating a network where the public coordinates and experiments with innovative projects involving private resources . This can also help to solve the lack of ability of the food assistance actors to attract resources . These categories of stakeholders should be included within the committees (e.g., potential lenders as banking foundations) .
Education			
• The substantial goals are three: acting on the change of lifestyles, awareness of resources , and the right to food. • Two instrumental goals, which are the coordination and education of educators. Educating to better lifestyles starting from school education and private entities, such as the mass distribution. • Resources : university courses are not very keen and private entities are the main resource managers. The right to food is related to the political dimension. Media	• In relation to resources there are two key actors: on one side the industry manufacturers and "responsible and aware" companies, which are nonetheless fragmented; on the other large retailers. • The protagonist is the third sector, who should push for minimum acceptable levels in terms of characteristics of quality and wholesomeness of new productions. Moreover it should support small producers and other new ways of intercepting foods. • In relations to changing lifestyles: how can we	• Education plays a key role in helping information flows and coordination ("centrality of the person", who is this person?). • In this scenario it is necessary to work on the identification of needs . • We are in a scenario with little or zero waste to be recovered, therefore education plays a key role to raise awareness, both towards the community and towards the retailers. • Targeted gift to needs should be boosted.	• Education plays a prevention role against closing up of society. • Education includes training of operators and institutions. In this scenario training and support to self production should be targeted. • Need of rethinking the supply of what now comes for free (surplus food).

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and social media , but also committees at district and national levels , and GAS can raise awareness on these issues. • Social media and political campaigns act as "multipliers networks" around the theme of the right to food .	finance education projects related to school if the public does not have a strategy and retrieves? Again, the role of civil society and organizations! many actions and responsibilities are a burden for civil society as active participants. • In terms of coordinating communication. It should be re-defined at which level this would happen: wider and homogeneous territories , as in the districts should be identified (other than administrative districts).	• Develop care pathways: Caritas encourages education pathways that allow to include without losing own identity .	
Person's centered approach			
• This scenario provides a rather positive situation. It is necessary to anticipate some objectives and distinguish substance from method and procedure. • We have assigned a different priority to sub-objectives. Recipients as protagonists becomes the number 1 priority, where one of the first actions identified is to go towards replacing parcels with emporia where possible. The second objective is "multiple responses to poverty", the third is "quality of food" and the fourth is "safe neighborhoods". • A crosscutting objective is the "identification of the needs of the territory" which must be dealt with much in advance in comparison to the others. This is because, in order to adopt a strategy it is necessary to know and map opportunities and problems in the first place. • The consolidation of the networks and relationship with retailers are a necessary consequence of the identification of needs. Safety and nutrition are two fundamental pillars. • In "safe and active neighborhoods", the role of parishes to steer the awareness around needs of society is emphasized.	• In this scenario the region and the institutions are in the backstage, while the actors of self-organized civil society are in the foreground. • This gives a (different) priority to the objectives: in the first place, acting to create safe and active neighborhoods by steering community actions, such as urban vegetable gardens. • Monitoring needs on the territory and also deal with education activities. Again, with the retreat of public actors many of the actions come through the civil society, that is being reorganized . All responsibilities from institutional public entities are now faced by civil society , as well as diversification of activities . The lobby activity towards policy makers also becomes a priority .	• Dealing with the centrality of the person is complex, within this scenario, because of the "invisibles". Who is the "central person"? The invisibles are a mass of people in need. • We have distinguished two steps: managing the emergency and running the regime. During the emergency we see a role for the third sector, that lobbies institutions with the aim of bringing the attention on food right to institutional levels. Caritas moves resources on the assistance of the invisibles (the "existential peripheries"). • In the regime it is expected that there will be the reframing of citizenship. Caritas therefore, is a promoter of social inclusion dedicating resources and infrastructure and promotes active citizenship of new included people. • Monitoring of the needs is relevant both in the emergency and regime . The "border operator" is a key figure to grasp the needs of the territory and acts as an intermediary between the two "worlds" (i.e., visible and invisible).	• The critical aspect in this scenario is linked to the absence of the state and a voluntary sector with few resources. • In the background the public actor does not intervene in the scenario. Lobbying and specific training which addresses policy makers is necessary: the public actor cannot fail to act as a facilitator of the network. • Key role of social services but with a different logic, not transferring resources but helping to develop skills , abilities , etc. • Receivers as protagonists: self-production pathways , forms of circular economy and trade. • Recovery of surplus: retailers also change their approach, by rethinking in innovative ways the available surplus food system recovery. For example they experiment specific projects linked to groups with special needs (e.g., children) .

Annex 4 – Main strengths and weaknesses of each plan in the scenarios.

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