



‘LOCAL’ LEVEL ANALYSIS OF FNS PATHWAYS IN FINLAND

*Exploring two case studies:
Home emergency preparedness
and public catering practices*



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About TRANSMANGO:

TRANSMANGO is an international research project that aims to explore diverse transition pathways to a sustainable and food secure food system. It is funded by the European Commission and runs for four years, from 2014 until 2018. The Transmango consortium consists of 13 partners from nine European countries and Tanzania. For more information, visit our website: <http://www.transmango.eu/>.

About this Document/Disclaimer:

This report is part of Work Package 6 of TRANSMANGO which is focussed on 'local' level analysis of FNS pathways in Europe. This report is based upon 'D6.1 Case-study selection and methodological guidelines for local level analysis of FNS Pathways' (transmango.eu). The guiding research questions for the Work Package 6 'local' level analysis were:

1. To what extent, and how, do the selected FNS practices / pathways reflect novel responses to FNS concerns in specific settings?
2. To what extent are these novel practices / pathways promising and successful?
3. To what extent do involved stakeholders explore up- and out scaling potentials?
4. How do stakeholders characterize their interaction with institutional settings?
5. How relevant is EU level policy making in this interaction with institutional settings?

This report is focussed upon Home emergency preparedness and public catering in Finland. This report presents the interpretations of the researchers, and does not necessarily reflect the views and nuances of the initiatives and respondents themselves. In total there are nine separate 'local' level analysis reports from ten consortium members and they will feed into the 'D6.4 Syntheses report on FNS pathway-specific drivers, potentials and vulnerabilities'.

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List of abbreviations

FNS	Food & Nutrition Security
HEP	Home Emergency Preparedness
KOVA	The Committee For Home Emergency Preparedness
MMM	The Ministry of Agriculture and Forestry
NSA	National Emergency Supply Agency
NSO	The National Emergency Supply Organisation
PCP	Public Catering Practice
SPEK	The Finnish National Rescue Association
THL	National Institute for Health and Welfare
VRN	The National Nutrition Council



1. INTRODUCTION

In TRANSMANGO WP6 the local level case studies will unpack the European foodscape into various contrasting and interacting food practices. This is important because the European foodscape is such an abstract entity that it is inevitable to empirically unpack these practices to the level of what households and/or local governments do to secure stable availability and accessibility to food and utilization of food; to produce and distribute food; and how individuals and collectives deal with the emerging vulnerabilities in food systems. (Hebinck et.al. 2015, 2.) Bearing these general objectives of the work package in mind the two chosen cases for the in-depth analysis of FNS pathway-specific potentials and vulnerabilities in the Finnish context are (I) home emergency preparedness (HEP) as a main case and (II) public catering practices (PCPs) as a satellite.

Home emergency preparedness

Finland is basically food and nutrition secure country where, under normal circumstances, food availability, accessibility, utilization and stability are well guaranteed. However, prevailing food supply chain is not invulnerable. Vice versa, it may be damaged for a shorter or longer time causing temporary or even constant disturbances in production, processing or distribution of food. This fact was forgotten by many Finnish people during the past few decades, when national economic growth was good; political situation and global food markets were stable; and there was not yet information or understanding of the impacts of climate change on the global as well as national food systems.

The home emergency preparedness (HEP) is an old form of individual and/or household level preparedness to the possible FNS-risks being realized. The independent and self-sufficient functioning of individuals and households is emphasized to be an asset during disruptions. The starting point of the HEP-activities is that the entire society, beginning from the individual, must be aware of questions related to preparedness and to be able to act and help others during emergencies. The aim is to improve the ability of citizens to act in case of disruptions. The most probable emergencies include disturbances in the distribution of electricity, heat and water; contamination of tap water; extreme weather conditions like storms and floods; and anthropogenic hazards. As far as food is concerned the increasingly complex chains of production, processing and distribution of food make it ever more difficult to manage disturbances. (SPEK 2015.)

The first guide for home emergency preparedness in Finland was published by the Ministry of Employment and Economy in 1966. That is also the first time when the concept of home emergency preparedness (kotivara in Finnish) was used. It is assumed that the political atmosphere of the Cold War had an impact on the timing of the publication of the first HEP-guide. (Rautavirta 2010, 171-172.) Since then couple of other guides have been published and again in spring 2012 the National Emergency Supply Agency (NSA) and the Ministry of Agriculture and Forestry set up a meeting for organizations that work with food supply and home emergency preparedness. As a result the Food Supply Cluster, which functions under the auspices of the National Emergency Supply Agency, established the Committee for Home Emergency Preparedness (KOVA-Committee), which aims to protect and improve households' capabilities during disruptions and emergencies, and to encourage them to be independent and self-sufficient. The Committee operates as a network of NGO's. The Finnish National Rescue Association SPEK coordinates the network which, at present, includes 18 different entities. Scenario workshops included in this WP6 were organized in cooperation with the SPEK and the KOVA-Committee.

In accordance with the research setting of the WP6 the HEP-activities are regime-crossing practices connecting material, symbolic and skill components as well as public, third sector and private actors in order to promote security of food supply. Member organizations of the KOVA-Committee, for example, encourage and educate people to harvest and use natural products; utilize game and fish; practice domestic gardening; utilize domestic sources of energy; protect the environment and the ecosystem; and support Finnish food culture. In addition, many of the NGOs are committed to promote food skills as well



as healthy diets to promote nutrition security. The HEP is originally strongly based on the aim of guaranteeing national, regional and individual FNS and food was since the beginning main article in preparedness discussion (Rautavirta 2010, 171). At present, HEP-activities extend far beyond the basic home emergency supply kit, which is merely one, mainly logistic, element of preparedness. Actually, the fact that most of the people perceive HEP to mean a concrete emergency supply kit – a box full of food under one's bed – is one of the problems in communicating the idea of HEP to the public as well as to the media. Nowadays various practical skills and the ability to apply the skills are strongly involved in HEP-practices. In addition, HEP is also about helping and caring for the others during the times of disruptions.

Our focus in this study lies on what kind of transition pathways, if any, can be recognized in the framework of present-day HEP-activities. The aim is to unfold a thick description (Ponterotto 2006] of (re)assembled HEP as a FNS-practice in Finland with a view to capacity building for policymaking based on informed FNS-debate.

Within the Finnish FNS foodscape, as described in the national report (Silvasti & Tikka 2015) produced in TRANSMANGO WP2, the HEP-activities are connected first to the impacts of climate change on the prevailing food system. Increasing extreme weather conditions, especially storms, are expected to cause more frequent power cuts and disruptions of distribution of electricity, heat and water which, in turn, are short term threats to accessibility of food. Because of long distances on remote countryside in eastern and northern parts of Finland, it is possible that households or villages have to manage a couple of days without electricity. Under these circumstances HEP-skills are essential. On urban areas challenges are different – people are used to rely on markets and grocery stores, which are practically always open. Hence there is no need for keeping extra food at home. On the other hand, markets and grocery stores are vulnerable and cannot work without electricity or water.

Second, the HEP can be interpreted as a part of the continuum from national maintenance and supply security to individual preparedness. Nationally it is considered that self-sufficiency, especially in primary production, is the corner stone of the Finnish food security guaranteeing stable, long term availability and accessibility of food. Hence, maintaining the high level of national preparedness calls for preserving the profitability and competitiveness of the food sector. On the household level individuals are expected to be responsible and prepare themselves for disruptions in production and/or distribution of food.

Third, the HEP-activities are connected to the possibility of market failure or manmade hazard. There has been fluctuation on the global food markets and the possibility of environmental catastrophe in some globally important production area or political crisis including wars, embargoes or economic sanctions might weaken availability and accessibility of imported food temporarily or constantly.

Public catering practices

The satellite case, public catering, is a fairly unrecognized or at least unilaterally interpreted FNS practice in Finland. In this case public catering refers to (I) public meals which are fully financed by taxes, (II) subsidized meals partly financed by taxes (i.e. student ID, meal subsidy card and service centre card discounts) and (III) free or subsidized meals served in on-site personnel restaurants and other restaurants that have contracts with employers and/or businesses (these arrangements include lunch benefits, luncheon vouchers and other arrangements that are encouraged through taxation).

It is estimated that, on a daily basis, a third of the Finnish population use public catering services: Coverage of free school lunch is 100 per cent in the age group of 7-16 years – as basic education is compulsory in Finland – and approximately half of the children below the age of seven eat for free in day care, kindergarten or preschool. Though they are not part of compulsory education, upper secondary schools and vocational institutions also serve free school lunches. (STM 2010, 2; Vikstedt et al. 2012b.)

Furthermore, tens of thousands of students, servicemen and -women, inmates of institutions, clients of care homes and sheltered accommodations, and, for example, prisoners eat free or heavily subsidized



meals daily. In addition, approximately half of the working population has access to more or less subsidized lunch in on-site and off-site canteens and restaurants – from which roughly a half utilize these services. In this context it is surprising, how small and occasional attention public catering as a modern food policy practice ensuring FNS in Finland has attracted. After all, it is estimated that one in three Finns of working age belongs to the clientele of public or subsidized catering and, when explored from the life course perspective, everyone in Finland enjoys public meals in some phase of her/his life. (Vikstedt et al. 2012a; Kauppinen et al. 2013, 125–126.)

In this study we interpret public catering as regime-crossing practice of continuous reassembling of old and new ideas and resources in many different ways. The focus here is on how these practices contribute to the national FNS and what kind of potential transformative capacities are involved in.

Within the Finnish FNS foodscape as described in the national report (Silvasti & Tikka 2015) public catering is connected first to nutritional security. Even if the quality and taste of served food is sometimes seen as a problem, the nutritional quality of public meals is good and has positive health impacts. Second, through procurements, caterers can have an impact on regional economics and the environment by preferring local and sustainable tender. Third, there is potential to reduce food waste by delivering or selling surplus food to the community members of the school district etc.



2. MAIN CASE STUDY REPORT

2.1. Research questions & Methods

In the methodological guidelines for local level analysis of FNS-pathways it was proposed a set of broader research questions for the case-study analysis to facilitate the later synthesis analysis of overall case-study findings. In accordance with this set of wider guiding questions the case specific research questions were framed as below:

1. What are the relevant institutional settings and regime-crossing interaction patterns amongst HEP-actors? By regime we mean established realms of governance and action, for example, on public, private and third sector or in production, processing and delivering of food. Respectively, regime-crossing interaction patterns are new or unfolding forms of governance or action which break or stretch prevailing practices.
2. Who are the key actors of the present-day HEP and what kind of combinations of public, private and third sector activities can be found?
3. How do the HEP-activities reflect novel responses to FNS concerns in national debate?
4. To what extent are these novel practices promising? What are the indicators of success and failure?
5. How relevant is EU level policy making in this interaction with institutional settings?

We have utilized five different kinds of methods in data collection. First, as a desk study the comprehensive literature review was done by analyzing secondary data-sources like earlier research literature, web pages of the key actors of the HEP and public discussion about preparedness and the HEP in the social media.

The aim was to familiarize ourselves with the phenomenon. We observed that there are only few academic accounts concerning the HEP. On the other hand, there is an excellent doctoral dissertation that includes the basic knowledge of the history and practices of the activity. Web pages of the key actors are informative and offer a comprehensive description of the state of the art. Discussion in social media was heterogeneous but mainly of low quality. The debaters seldom knew what it was really meant by the concept of HEP and it often got a kind of "survivalistic" shades. This, of course, proves that there are challenges in communicating the idea of the HEP-activities to the public.

Second, one key person interview was conducted with Doctor of Food Science, university lecturer Kaija Rautavirta (University of Helsinki). Reactions of the Finnish society to crises of food supply have been her specific research interest for many years and her academic knowledge on the field is nationally beyond compare. She also acted as a founding member of the KOVA-Committee. The aim of this interview was to deepen the historical understanding of the concept and the practices of the HEP in national context and to chart the place of the HEP- activities on the European map.

Third, focus group interview was conducted in the SPEK. Attendees were Preparedness Director Karim Peltonen, researcher Heikki Laurikainen and secretary of KOVA-Committee Leena Seitovirta. The purpose of the interview was to deepen the understanding of and the motives behind the present-day HEP-activities and map the recognized needs for developing the concept and activities. Also the idea of collaboration in organizing the scenario workshop was discussed and confirmed.

Fourth, 5 telephone interviews were conducted with the members of the KOVA-Committee. The goal for the interviews was to learn about the conceptions of the key actors, who were mainly representatives of NGO's attending to KOVA-Committee, about the potential transformative capacity of the HEP-activities and the ways to develop it in future.

Fifth and the most important and productive method of data collection were the two foresight workshops organized in collaboration with the SPEK and the KOVA-Committee. During the workshops the present state and needs for future development were broadly and comprehensively discussed. Given that



academic literature dealing with the HEP is narrow, the importance of the expertise of the workshop attendees was highlighted.

The connection between the workshop and the case-study was built for the fact that the SPEK and KOVA-Committee were in the middle of the development work aiming to revise the concept and the practices of the HEP as well as to modernize them to meet better the conditions of urbanizing society and the world view of younger generations. According to the SPEK one of the problems in communicating the idea of home emergency preparedness to media and the public is a kind of "rural image" of the activities: People are connecting the idea of self-preparedness to remote countryside, long distances and living in a house with cellar and good storages.

Also, at the early stages of the HEP-activities the threats were perceived to be such as major military conflict or nuclear disaster. Nowadays, it is rather thought that reasons to be prepared are such as disruptions in food production or distribution caused by extreme weather conditions, industrial dispute including strikes or problems on global food markets including embargoes and barriers of trade. Under these circumstances the shared goal for the scenario workshop was to develop the concept and practices of the HEP to be better in accordance with the present-day social development including trends such as urbanization, immigration and climate change.

2.2. Research findings

Background: Institutional structures of the HEP-practices

HEP-landscape in a nutshell

The state and municipalities are responsible for national preparedness in Finland. Economic life including in food processing industries are involved in through voluntary agreements based on private-public partnerships (PPPs). This means that the key actors of food industry are committed to produce certain amount of basic foodstuff during emergency to guarantee national food supply over the crisis. Emergency preparedness is purely national activity as the European Union has no plan or structures that could be relied on in the case of disturbances. (Rautavirta 2010, 164-166; Kulmala 2000.) However, Finland has been actively developing national preparedness including home emergency preparedness (HEP) since the Second World War. It has been suggested that Finland¹ has some special qualities strange for other EU-member countries that underline the need for national development: Nordic climate conditions resulting in substantial energy dependency; hard farming conditions including strongly fluctuating crop yields; and challenging wintery sea transportation conditions, for example. (Kulmala 2000.)

Finnish society makes many provisions to protect citizens against disruptions in normal conditions as well as in emergency. Nevertheless, the entire society, beginning from the individual, is expected to be aware of questions related to preparedness and to be able to act and help others during emergencies. The independent and self-sufficient behavior of individuals and households is not only understood as a part of society's viability but it is also emphasized to be an asset during disruptions. (SPEK 2015.) The NGO's are in charge of the HEP education and advice on the household level. Nevertheless, educating and advising is done on voluntary basis and there is no legal obligation for the NGO's to take care of these societal assignments. The NGO's are, however, working in cooperation with public sector actors, especially with The National Emergency Supply Agency (NESA). The Finnish National Rescue Association (SPEK) coordinates the network of NGO's involved in the HEP-activities. (Rautavirta 2010, 164-166.)

¹ However, it is worth mentioning that under the "civil defense concept" prepared by the Ministry of Interior also Germany has recently planned to tell citizens to stockpile food and water in case of an attack or catastrophe (Reuters 2016; CNBC 2016).



In summary, the state and municipalities are responsible for national preparedness. The key food processing industries are involved in through voluntary agreements based on PPPs. The SPEK (NGO) is working in collaboration with the NESO (public sector actor) and acts as the coordinator for the network of NGO's which are voluntarily involved in the HEP- education and advice. HEP can be understood as a household level dimension of national preparedness.

Institutional structure: The state, municipalities and the NESO

According to the Government Decision on the Security of Supply Goals, given in Helsinki on 5 December 2013:

“Diverse and sufficient domestic food production, and the role of the domestic food industry as a food refiner, is secured. The National Emergency Supply Organisation [*NESO, the acronym inserted by author*] supports the operation of food logistics and trade in the distribution of locally produced and imported foodstuffs. The Government influences the European Union's agricultural policy so that the common agricultural policy and national efforts offer domestic primary production sufficient for the security of supply.

The state-owned stockpiles reserve grain in order to secure domestic supply in case of severe disruptions to normal conditions and in emergencies, so that the amount available for use corresponds to six months of average human consumption. Primary production is secured by stocking certified seeds, fodder protein and other fundamental production inputs.

Municipalities secure the continuity of foodstuff services that are their responsibility in serious disturbances and exceptional situations. Central foodstuff service producers develop their continuity management, supported by the National Emergency Supply Organisation.

The Ministry of Agriculture and Forestry, together with the Ministry of Employment and the Economy, prepares to direct the use of resources, food production and supply in serious disturbances and emergencies in ways that are efficient for security of supply.” (Government decision 2013.)

The NESO consists of the National Emergency Supply Agency (NESO), the National Emergency Supply Council, and the individual NESO sectors and pools. At the national level the NESO is the key actor in emergency supply arrangements. It is working under the Ministry of Employment and the Economy and it is responsible for planning and measures related to developing and maintaining security of supply. The agency operates under the auspices of the National Emergency Supply Fund, which is an extra-budgetary Fund used to finance state-owned stocks and arrangements undertaken to secure the technological infrastructure. Private-public partnerships are the primary method for guaranteeing security of supply and cooperation between government administration and the business community is crucial for the maintenance of security of supply.

The NESO implements technical and financial measures to support the production of goods and services necessary in exceptional conditions. Compulsory state-owned security stockpiles must be maintained to guarantee for example supply of fuels, pharmaceuticals, grain, seeds and fodder proteins in the event of a major disruption. The NESO is tasked with maintaining these stockpiles. The purpose of security stockpiles is to ensure the population's livelihood and the continuity of industrial production in the event of disruption in the availability of necessary raw materials and goods. (NESO 2016a.) Nowadays for example grain has to be stockpiled for the normal need of six months and fuel oil for the need of five months community energy management (HS 2014).

HEP as a part of national preparedness

Institutional settings and regime-crossing practises

The roots of HEP-activities are in 1950's when food rationing ended in Finland after the Second World. At the beginning the lead of preparedness-activities was at the national level and the threat, that is the



reason to be prepared, was mainly considered to be military conflict if not full-scale war. The National Board of Economic Defense, later the NESAs, was founded in 1955. It was tasked to develop economic preparedness in case of emergency. The Board included in five sub-committees: the financial, manpower, trade and industrial committee. (Rautavirta 2010, 166.) Gradually the understanding of emerging "new risks" such as environmental risks, nuclear disaster, climate change as well as global food market failures and sanctions in trade policy including embargoes took over and, at present, it is agreed that security of food supply might be affected by much more slighter disturbances as military conflict or war. (Rautavirta 2010, 166.)

For example, the NESAs claims on its webpage, that even if the threats to national security are to be taken into account in preparedness planning, the risks such as armed conflicts causing a threat to traffic on the Baltic Sea are nowadays more unlikely than before. The NESAs emphasizes that, as far as security of supply is concerned, it is more important to pay attention to the consequences of disruptions rather than their causes. Hence, the focus is now on vulnerable global networks of trade and logistics. The worst recognized scenario is a situation where critical imported goods or services are temporarily unavailable. Instead of armed conflict there might break out global or regional trade war causing serious disruptions in the availability of critical goods and raw materials. Other major threats include disruptions in energy supply or data-communication networks; major accidents; environmental disasters; and disease outbreaks affecting the population and public health. (NESAs 2016b; Kulmala 2000; Ministry of the Interior 2016.)

The concept of home emergency preparedness (*kotivara*² in Finnish) was used first time in 1966 when the first promotion leaflet for the HEP was published by the Ministry of Employment and Economy. At the time Finland was mentioned to follow Swedish and Swiss examples in developing the concept and the practices for the HEP. It has been argued that fear for the Third World War due to the charged political atmosphere during the Cold War had an impact to the timing of publication of the first HEP-guide. Interestingly, even if the leaflet was published, it was never delivered to households, because of strong political opposition. (Ahlsröm & Rautavirta-Hiekkä 2000; Rautavirta 2010, 171-172.) Yet, the concept of HEP became established in Finnish language meaning material preparedness on the household level. At the beginning the HEP was understood to consider merely food, but later also some other necessities such as water and daily medicines have been included in the concept.

The first educational leaflet to promote the HEP that was actually delivered to the households was published in 1971 by the Finnish Organization for Civil Defense, later to be named as the SPEK. The SPEK, together with the network of other NGO's, is still in charge of coordinating planning and organizing education concerning the HEP-activities. (Rautavirta 2010, 171-172.) During the 70's some educational HEP-material was also prepared by the Ministry of the Interior and it was included in the literature that was delivered to comprehensive schools. However, it was up to teachers if they included the material in curricula. During the 80's the educational material was modernized and, for example, in 1988 the video was launched. In addition, the SPEK has published promotion leaflets in 1992 and 2009. (Ahlsröm & Rautavirta-Hiekkä 2000; Rautavirta 2010, 171-172).

Until the 80's the planning of the HEP-education and advice was actually not based on any exact research results and, surprisingly, there is still a clear gap both in FNS-literature and in academic literature as far as the HEP is concerned. There are only few single reports from late 80's and early 90's studying self-preparedness in population centers, composition of home emergency supply kit and the HEP in education. However, the Ministry of the Interior has surveyed six times between the years 1992 and 2008, how the principles of self-preparedness have been adopted on the population level. The results indicate gradually declining willingness to and awareness of self-preparedness.

² Kotivara is difficult to translate in English. The straight translation would be "home backup". There is no literate reference to emergency in the concept, but it definitely has that kind of connotation.



As a reaction the NESAs and the Ministry of Agriculture and Forestry set up a meeting for organizations working with food supply and home emergency preparedness in 2012. Afterwards during the same year, the Food Supply Cluster, which functions under the auspices of the NESAs, established the Committee for Home Emergency Preparedness (KOVA-Committee), which aims to protect and improve households' capabilities during disruptions and emergencies, and to encourage households and individuals to be independent and self-sufficient. The Committee operates as a network of NGOs and administration. The Finnish National Rescue Association SPEK coordinates the network which, at present, includes 18 different entities: the NESAs, Ministry of Agriculture and Forestry, Agency for Rural Affairs, and 15 NGOs. (Appendix 1).

The first research question is what are the relevant institutional settings and regime-crossing interaction patterns amongst the HEP-actors? At the moment the NESAs, working under the Ministry of Employment and the Economy, together with the Ministry of Agriculture and Forestry – as a responsible actors in directing the use of resources, food production and supply in serious disturbances and emergencies – are the key public sector actors cooperating closely with the SPEK. The SPEK, again, is an NGO. The KOVA-Committee is the first such a high profile collaborative body on the field of the HEP. The role of public sector actors is to inform the KOVA-Committee about the new issues on the field of national preparedness. KOVA-Committee, in turn, produces information of topical issues and delivers it to the member organizations, which disseminate it to the members and, hopefully, also to the larger public by organizing training days, thematic events and “tutorials” as well as by informing the public about the HEP on their webpages. The Ministry of Interior is not actively involved in KOVA-Committee, but it is still disseminating HEP-information as a part of public order and security guidelines on the (Finnish) webpage (The Ministry of Interior 2016) and also giving a link to the webpage of Rescue Services (2016), working under its realm, where a larger information pack of the HEP is presented. Hence, there is active and diverse regime-crossing collaboration between public and third sector actors including in material, symbolic and skill components.

Many of the NGOs included in the KOVA-committee have close connections to the private sector actors, as members are often small-scale food producers or processors like fishers, entrepreneurs on natural product trade, beekeepers and reindeer breeders. Participating NGOs also underline by themselves that one of the strengths they have on the field of HEP is good connections to the private sector actors (Kunnaskari 2014). Therefore it is justifiable to say that there are regime-crossing activities also between civil society and private sector.

However, according to the key person interviews member organizations of KOVA-Committee seldom collaborate with each other on the field of HEP. The institutional role of the SPEK as a coordinator seems to be strong and, accordingly, the member NGOs of the KOVA-Committee expect the SPEK to take a strong lead.

NGOs – voluntary education, communication and extension

NGOs have traditionally had a strong role in the HEP-activities and education. It is known already from the times of the First and the Second World Wars that the third sector actors have a great potential to operate during different kind of crises. Organizations possess the skills and capabilities to rapidly advise, assist and activate citizens. For example, the Martha Organization, a Finnish home economics organization which was founded in 1899 to promote well-being and quality of domestic life, contributed actively to food skills and hygiene education and advice during the both wars to prevent hunger and epidemics. The Martha Organization is a traditional women's organization. That is to say that also women as members of NGOs were – and still are – effectively mobilized to the crisis management. (Härmälä & Hopsu-Neuvonen 2014.)

According to the interviews NGOs are still able to mobilize volunteers, communicate effectively to the members and through the members as well as to seamlessly cooperate to reach the given goals. The role



of the third sector is also expected to gain strength on the field of the HEP in near future. NGO's by themselves have recognized the following strong areas in their operations related to the HEP (Kunnaskari 2014, 7):

- communication
- extension services
- available networks of volunteers
- available networks of food industry professionals
- maintenance and promoting of traditional food skills
- ability to produce and distribute local food
- assessment of security supply and the themes of preparedness

The aims of the KOVA-Committee are to reinforce the knowledge base of the NGO's; inform them about the emerging topical themes concerning self-preparedness; and to coordinate the division of labor as well as collaboration between the participating organizations. The KOVA-Committee also acts as a multisectoral platform whereby cooperation between private and public sector actors is easy to nurture.

The main activities of the NGO's on the field of self-preparedness are education, extension and communication. Many of the organizations involved in the HEP-activities emphasized in the key-person interviews concrete local activities and self-making in relation to food production, food skills and food culture. They also underlined the voluntary character of their input in the HEP-activities. Many of the member organizations of the KOVA-Committee are committed for example to promote utilization of natural products, subsistence farming, local production and food skills education. These activities are, however, the core activities and contents of the participating NGO's and as far as these core elements are compatible with the goals of the HEP-practices, the NGO's are ready to take part in promotion of the HEP at national level.

That is to say that NGO's kind of remind that they do not exist for the HEP, but as far as the HEP is a fitting part of their operations, they are ready to engage in. (see also Härmälä & Hopsu-Neuvonen 2014) The NGO's claim that fortifying resilience of civil society will be increasingly important goal for them in future. Means for that can include for example maintaining and promoting knowledge, skills and scope of action for self-preparedness on household level. (Kunnaskari 2014,12.)

Our **second research question** is who are the key actors of the present-day HEP and what kind of combinations of public, private and third sector activities can be found? Self-evidently the key actors on the field of HEP are the NESA, the SPEK and the member NGO's of the KOVA-Committee. The NESA represents institutionally public sector and its role on the "street level" is pretty invisible. The SPEK as a coordinator of the KOVA-Committee is the key actor in relation to the civil society and especially to the member organizations of the Committee.

There are 18 member organizations in the KOVA-Committee and these NGO's are the real grass roots level HEP-actors reaching hundreds of thousands of people within their memberships. There are, though, differences between the NGO's. Some of them, for example Martha Organization, Rural Women's Advisory Organization and Finnish Hunters' Association, are traditionally strong actors with wide membership and they are experienced actors on the field of HEP.

Martha Organization as well as Rural Women's Advisory Organization, for example, are specialists in home economics, household management and gardening. They offer different kind of training courses and thematic events concerning these topics on regular basis. In addition Martha Organization offers special activities to support the young and young families as well as refugees and immigrants in household management including food economics. In addition, Martha Organization has produced HEP-material by itself and included it – and several links to the webpages of the SPEK for further information – in their webpages. This demonstrates well the commitment of Martha Organization to the HEP education.



(Martat 2016.) Finnish Hunters' Association, in turn, has 150 000 members all around the country. Besides hunting the hunters have skills needed to slaughter, skin, chop the carcasses and to do all the work that has to be done to produce edible meat. In case of serious emergency causing disruption in meat supply chain this can be valuable asset and the Hunters' Association is ready to mobilize volunteers.

The KOVA-Committee has also been active to recruit new members. Because reaching the youth has been a special concern and challenge for the HEP education, the committee has recently co-opt two youth organizations – The Finnish 4H organization and The Guides and Scouts of Finland. Both of the organizations have a wide membership, but the risk is that these particular quarters only attract those young people who already are interested in skills and knowledge relevant to the HEP. This is to say, that they don't necessarily reach the right target group. Actually, the same concern may be justifiable also with other NGO's involved in the HEP-activities as interviewed key persons often reminded that members of their organizations are in fact very well informed about self-preparedness and the greatest concern in relation to the need of education are the non-members. This is to say that the relevant question for future is, how do the NGO's reach the non-members?

Evolution of the problem definition – how is the problem articulation changed over time?

During the last decades there has been different kinds of claims 1) for the reasons or needs for self-preparedness; 2) for the time-span that the reserve supply of food at home should cover in case of emergency; 3) for the actual form of self-preparedness – should it be material, like a supply kit, or rather a combination of some material things, knowledge and skills to survive during disturbances and 4) what are the vulnerable groups and how to communicate the principles of the HEP to them.

As explained before the reasons and needs to HEP have changed from the fear of military conflict or full-scale war to the disturbances in global trade, impacts of climate change, major disruptions in energy supply or data-communication; major accidents; environmental disasters; and disease outbreaks affecting public health. According to the NGO's, which are promoting the HEP-activities and giving education in self-preparedness, the change from focusing on emergencies such as military conflict or nuclear disaster to more normal condition disruptions like power cuts, extreme weather conditions, strikes or other disturbances in distribution or processing of food, has increased the willingness of people to adopt the principles of self-preparedness. In addition, NGO's underline that self-preparedness is crucial also in smaller private-life disturbances – maybe sometimes you cannot do groceries for couple of days because of illness or, for a reason or another, you run out of money a week before the next payday. This is to say that the HEP is not understood to be only for serious distress but rather common sense everyday management. (Rautavirta 2010, 173; Kunnaskari 2014, 21; Martat 2016.)

At the beginning of the HEP education in the 1960's the aimed time-span for surviving without external help during emergency was set to be two weeks. Later it was halved to one week and at the beginning of 2000's the SPEK's recommendation was "a few days". Martha Organization, Rescue Services and the Ministry of Interior (2016) refer to the time-span of one week on their webpages, but they don't give any exact advice.

In the latest discussions there have been references to the principle of 72 hours (Laurikainen 2015, 26). According to the NGO's, which are involved in promoting the HEP-activities, shortening the expected time-span of self-preparedness has advanced the willingness of people to adopt the basic idea of the HEP-practices. (Rautavirta 2010, 173.) It has also been pointed out, that for the poor and people with low-income jobs, it might be impossible to buy such a big stock of food. However, shortening the recommended time-span may encourage them to buy a smaller reserve supply.

In 2009 the SPEK published the HEP-guide titled "HEP – in case that you cannot fetch groceries". In the guide advantages of the HEP were reflected also in conditions of pandemic – as it was times of "swine flu". Likewise, in 1992, a couple of years after Chernobyl nuclear disaster, there was launched the HEP



promotion leaflet and then iodine tablets were included in the emergency supply kit. (Ahlström & Rautavirta-Hiekka 2000.) These examples prove how the understanding of self-preparedness and the recommended contents of the supply kit – or material components of household reserve supply whether it is a kit or not – are reflectively changing over time and world events.

One of the most interesting features in the evolution of problem definition concerning the HEP is the question of the actual form of self-preparedness – should it be material, like a supply kit, or rather a combination of some necessities, knowledge and skills to survive during short or long time disturbances.

The point of departure in HEP is that in order to be able to function during emergency there has to be some kind of reserve supply of food and water on household level. This reserve supply should include in healthy foodstuff that can be easily safeguarded and utilized. Importantly, the reserve supply should be a part of normal food economy of the family – nothing like a cardboard box under the bed or any kind of specific supply kit. Vice versa, the basic idea is just to keep permanently little extra food with long shelf life in the kitchen cabinets. (Ahlström & Rautavirta-Hiekka 2000.) To avoid food waste the families should circulate the reserve by using regularly the older foodstuff and replacing it right away to sustain the reserve: As simple as to have, for example, extra packages of pasta, cans of crushed tomatoes and tuna at home all the time.

At the moment the SPEK doesn't give any kind of recommendation of the products that could or should be included in the household reserve supply. Martha Organization (2016) gives on their webpage an example – it is not supposed to be a suggestion for the contents of supply kit – of the products that are suitable for self-preparedness:

- canned meat, fish, vegetables and fruits
- baby food
- crackers, crispbread and biscuits
- UHT (ultra-heat-treated) milk
- juice and bottled water
- instant rice, pasta, noodles, lentils, canned soups, canned sauces, soybean meals
- nuts, seeds, dried fruits
- some goodies to children and adults
- notice special diets if needed
- notice the pets if needed

At present it is emphasized that in addition to material preparedness also applicable knowledge and skills are of great importance. In addition, ability and urge to help other people in distress are essential dimensions of self-preparedness education. (Kunnaskari 2014, 21.) Furthermore, NGO's educating self-preparedness in food skills remind that availability of and access to food are not enough. It has to be known how to collect, handle, preserve and store food to guarantee high level of hygiene and food safety i.e. to guarantee utilization of food. (Kunnaskari 2014, 42.) Along with skills and knowledge also flexibility and reactivity are underlined as a part of resilience of civil society in case of disturbance.

Since the beginning of the HEP-activities during the 1950's and 60' the Finnish society has changed a lot. The big trends have been industrialization, urbanization, ageing population and, recently, immigration. Accordingly, there are nowadays different kinds of groups with special needs concerning communication and education of the HEP. Along with industrialization of the food system the food supply chains have become longer and more complex; dependent on imported energy supply and data-communication networks as well as functioning international logistic systems. The whole population is dependent on this industrialized food system, but urban dwellers are often mentioned to be even more vulnerable under the present circumstances than rural people are.



Urbanization has decreased self-sufficiency and increased dependency on services. Consumption of processed food and usage of catering services have increased. Storages for food in new city-flats are small and half of the households do grocery shopping daily, which indicates that the household reserve supply is often small. As public catering has developed people have also increasingly outsourced their nutrition. Accordingly, independent initiative and preparedness for cooking has decreased. In this context especially young people and families are mentioned to be vulnerable because of lack of knowledge and food skills needed to self-preparedness. (Kunnaskari 2014; Rautavirta 2014.)

On rural areas people usually have better storages for food as well as bigger reserve supply of food because of longer distances and tendency to buy bigger amounts of food at once, since the groceries are done only once or twice a week or even rarely. On the other hand, on remote countryside – where long-term power cuts and storm damages cutting the roads are possible – ageing population is also recognized as a vulnerable group. (Ahlström & Rautavirta-Hiekka 2000.) In addition socially vulnerable people (i.e. the poor, people with mental problems or problems with substance abuse) as well as single-person households and immigrants who don't know local culture and course of action during disturbances are mentioned to be vulnerable and difficult groups to reach. (Kunnaskari 2014, 18, 54.)

The third research question is how do the HEP-activities reflect novel responses to FNS concerns in national debate? As illustrated in the media analysis done for the national report in WP2 (Silvasti & Tikka 2015), Finland is basically food and nutrition secure country and there are only few FNS concerns recognized in the media. In addition, bread lines and food banks as an expression of food poverty were strongly over-represented in the media data. Food poverty is morally and ethically intolerable in the rich country such as Finland and it represents social anomalia in the context of Nordic welfare regime. Yet, the resources diverted to food assistance are, thus far, minuscule compared to the share of social and health expenditure in the national budget and, hence, in monetary terms food assistance is only a minor factor undermining the foundations of the Nordic regime. The symbolic value, however, of neglecting to satisfy a basic human need such as nutrition is undeniable.

Because poverty and food assistance were chosen as case studies by other TRANSMANGO-teams, we decided to examine home emergency preparedness where many of the vulnerabilities of Finnish FNS are recognized and combined in novel ways. In the media analysis these vulnerabilities were certainly identified but the grouping principles remained quite traditional. This again hid some interesting combinations of recent developments that may have an impact on future FNS.

In the modern version of the HEP the threat is not any more military conflict, but the aim is to get households to prepare themselves in case of any normal condition disturbances whether they are extreme weather conditions (identified FNS-vulnerability in the media analysis was climate change), global market fluctuation or trade war (identified vulnerability was tensions in international trade), disease outbreaks or any kinds of short-term personal catastrophes, like illness or running out of money before the payday (household reserve supply for a few days could help many of the occasional recipients of food assistance to stay away from food banks). Principles of HEP are also strongly connected to the needs of maintaining self-sufficiency at national level and food skills at household level as well as willingness and preparedness to help other people in times of disturbances or emergencies.

On the national level the state is responsible of maintenance and supply security but all the households could easily adopt principles of self-preparedness so that they could survive a few days without external help. That should be enough for the public administrative machinery to take over in case of serious emergency and, on the other hand, slighter disruptions probably will be manageable in a few days. This is to say that in the HEP- practices many of the FNS vulnerabilities are taken seriously and scaled in a realistic way to construct a continuous preparedness system from national to individual level by using NGO's as civil society actors to mediate the goals and practices.

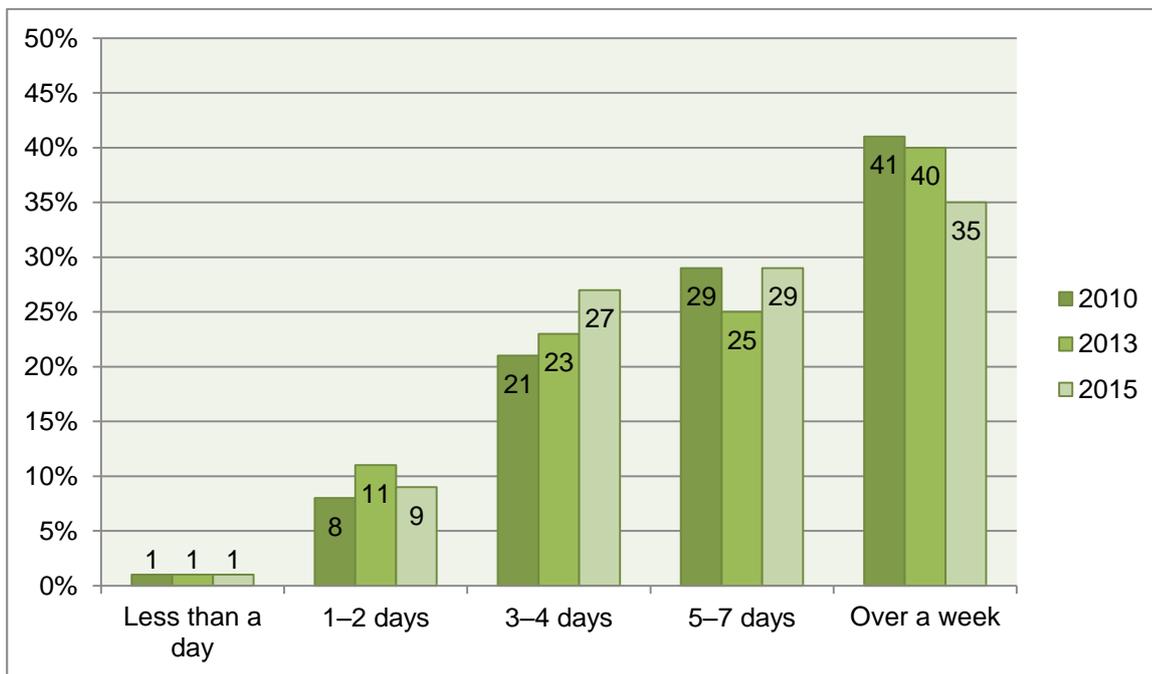


Drivers and factors of change

There are several internal drivers of change that have challenged the SPEK to take action for developing and improving the HEP-practices and, also, to reformulate the concept of home emergency preparedness. According to the survey conducted by the Ministry of Interior, 39 per cent of people in Finland had some kind of household reserve supply in 2008. At the same year the SPEK conducted a telephone survey. According to the results nearly one in two Finns evaluated that they would survive fine for a week with food, medicine and other necessities they had at home at the moment of the survey. 13 per cent of the interviewees evaluated that their survival would be "poor". (Rautavirta 2010, 171-174.)

In 2015 the SPEK repeated the telephone survey. At the time only 35 per cent of the interviewees evaluated that they would survive for a week with food, medicine and other necessities they had at home. This result reflects the result of another survey concerning the fears of the Finnish people conducted by Leena Ilmola from IIASA (Ilmola & Casti 2014). When asked who is responsible for their security – individual or the society – the survey respondents didn't consider individual responsibility to be significant. According to Ilmola's interpretation: "It seems as if we have outsourced responsibility for security and wellbeing to the society". Also members of the KOVA-Committee share this concern. Finns seem to have strong, even unrealistic trust to public sector performance in case of emergency. (Kunnaskari 2014, 61.) Accordingly, there is need to reinforce and sharpen the basic message of the need for the HEP. On the other hand, it is worth to mention that 91 per cent of the Finns were prepared to survive 72 hours at home without external help in 2015 (Laurikainen 2015, 26). This gives an indication that it is maybe not question about neglecting self-preparedness entirely, rather trying to find reasonable time-span for present day purposes.

FIGURE 1: FOR HOW MANY DAYS WOULD YOUR HOUSEHOLD MANAGE WITH THE FOOD, MEDICATION AND OTHER SUPPLIES CURRENTLY IN STORE?



There are differences in self-preparedness according to the place of residence and the age groups. As expected, on average people living in rural areas and older generations are better prepared than urban dwellers. Also people living in detached houses are better prepared than people living in block of flats. (Laurikainen 2015, 27-28.) This result is broadly confirmed in the interviews with the members of KOVA-



Committee although it was pointed out by the interviewees that this kind of generalization is inevitably simplifying. Some of the young people are very skillful and well educated in HEP and, again, some of the elderly people in rural areas are frail and, consequently, unable to prepare or to act in case of disturbance. Thus, age as such is not very good indicator of self-preparedness. However, these results underline the need to focus informing and education carefully to different target groups. The SPEK and the KOVA-Committee are especially interested in to find new ways to reach young urban dwellers, because they seem to be the group that is not aware or interested in self-preparedness and the group is also very difficult to reach by using traditional methods of informing and advice.

TABLE 1: FOR HOW MANY DAYS WOULD YOUR HOUSEHOLD MANAGE WITH THE FOOD, MEDICATION AND OTHER SUPPLIES CURRENTLY IN STORE? (BY FORM OF HOUSING)

Form of housing	Detached or semi-detached house		Block of flats / apartment building		Terraced house / row house	
	n	%	n	%	n	%
Less than a day	2	0.4 %	7	1.9 %	2	1.7 %
1–2 days	30	6.0 %	47	11.9 %	12	11.3 %
3–4 days	114	22.9 %	125	31.8 %	27	24.9 %
5–7 days	145	29.2 %	108	27.6 %	34	31.7 %
Over a week	207	41.5 %	105	26.7 %	33	30.5 %

One of the suggestions is to change the overall image of the HEP to find better young urban people. Instead of material preparedness, it is emphasized practical skills and knowledge and preferred practical training instead of traditional education. This means that the idea of home emergency preparedness kit as a physical object should be moved into the background and the new focus should be on concrete activities. There is also need to give a positive message with preparedness training, instead of raising concerns or even scaring people with violent conflicts. That means marketing self-preparedness more as a positive asset for everyday life rather than a special activity for serious emergency. Also, the typical media discourse claiming the young to be “new-helpless” or to belittle the skills they have is argued to be disadvantaged.

In addition to the urban young the interviewees named some other vulnerable groups that should be approached by using new kinds of methods: Socially vulnerable people with special challenges; refugees and immigrants and people living in remote countryside including archipelago. There have been some efforts to utilize up-to-date methods of communication: computer game Omavarax; nostalgic video of the HEP in 1970's (Kotivara in Finnish); and Power Point show of the HEP. All of these can be loaded on the webpage of the SPEK (2016).

There are also some external drivers of change that needs to be taken into consideration when developing the HEP-activities and reformulating the concept. Even if the negative media discourse concerning declining food skills of the youth is disapproved, the NGO's as well as the interviewed key persons admit that skills needed for self-sufficiency are declining generally. Megatrends such as urbanization and industrialization of the food systems inevitably have impact on the everyday life and also food skills.

On the other hand, younger generations are aware of the future impacts of climate change and that might have a positive effect on their attitudes towards self-preparedness. There is willingness to pay more attention to the consequences of extreme weather conditions, for example storms, floods, power cuts and cuts in data communication services in HEP- education and -training.



Third recognized external factor is that there is not enough support for self-preparedness at the societal level, for example, in city and community planning or legislation. New flats in urban areas have only small storages for food. There are seldom collective food cellars in housing corporations. Even if urban gardening is fashionable within a small group of urban youth, it could be supported much more in city planning by pointing more plots and patches for gardening and urban agriculture. Also growing edible plants, berries and fruits in public parks could encourage people to use them and also learn how to preserve food.

Fourth external driver is disturbances in international trade, including trade wars and embargoes. Different kinds of political conflicts may have surprising consequences. For example, the impacts of Brexit on the British food system and, therefore, on food security are expected to be remarkable. (Lang & Schoen 2015; Lang 2016.) In Finland the EU-wide trade embargo against Russia has a strong impact on agriculture, especially dairy farms, causing serious problems in profitability.

The fourth research question is to what extent are the novel practices promising? What are the indicators of success and failure? The establishment of KOVA-Committee was a reaction to declining willingness to and awareness of self-preparedness. It has activated planning and coordination of HEP-activities remarkably. For example, the SPEK has published few reports to clarify the challenges and to map the starting point for the future developments. Lots of work has been done to activate the NGO's; to include in new members; to reach young urban dwellers; and to recognize vulnerable groups with special needs of information and education. There are also reflections on reformulating or revising contents (need, motif, form) of HEP and on redefining the concept of HEP to respond to the present day conditions. In addition, shortening of suggested time-span for preparedness has been discussed.

The best indicator for success will be repeated survey on HEP sometimes in near future. Before that increased activities in the NGO's promoted and coordinated by the SPEK; including youth organizations in the KOVA-committee and increased positive media publicity are good signs of success. Risks for failure lie behind information overload, i.e. it is difficult to get the HEP-message to the focus groups. That is to say that the memberships of the organizations working on the field of HEP are already very well informed and, probably, also prepared. The challenge is to reach those people, who are not involved in the NGO's, and who are not aware or interested in HEP.

EU-level policies and the HEP

In this case study our **fifth and last research question is** how relevant is EU-level policy making in interaction with relevant institutional settings of the HEP? As mentioned before, emergency preparedness is purely national activity and the EU has no plan or structures that member countries could rely on in the case of disturbances. However, there are indirect connections between national preparedness activities and EU-level policies. For example, the Finnish Government is committed to "influence the European Union's agricultural policy so that the common agricultural policy and national efforts offer domestic primary production sufficient for the security of supply". That is to say, that the CAP is understood to be one of the frames for the national preparedness.

Another obvious, although indirect, frame can be seen in Common Commercial Policy of the EU. Trade policy is one of the areas where the cooperation between EU Member States is the most advanced (Ministry of Foreign Affairs of Finland 2016). Finnish exports to Russia have declined drastically since 2013, when Russia was still Finland's largest trading partner. Hardest hit were exports of foodstuffs. This again has a strong impact on profitability of agriculture and food processing industry, especially dairies in Finland. Part of the reason for the declining trade is an EU-wide trade embargo against Russia over its role in the crisis in Ukraine. Russia has also imposed its own counter-sanctions and banned the import of certain EU goods into the country. (YLE 2015)

There is a shared concern over the profitability of Finnish agriculture in the literature as well as in interviews conducted for this case study. Self-sufficiency in production of basic foods – having an



immediate impact on profitability of food processing industry – is understood to be a cornerstone of preparedness. The CAP has been a constant political bone of contention in Finland since access to the EU in 1995. The Russian embargo hits strongly to the same part of the national food system and reminds concretely of vulnerability of global and also European commercial policies and, moreover, possible results of those policies. Here the interconnectedness of national, European and global economic and political systems that are framing global and national food system activities are clearly exposed.

To summarize, emergency preparedness is national activity and the EU has no plan or structures to guide the member countries in the case of disturbances. However, there are indirect, mainly economically motivated connections between national preparedness activities and EU-level policies. Interestingly, in the context of our first research question dealing with EU-level policy making in interaction with relevant institutional settings of the HEP, environmental or climate concerns totally disappear and the emphasis is in economics including international commercial policies and agricultural policies.

Foresight Workshop

1) What are the most important differences between the 2 EU Scenarios in terms of opportunities and limitations for the 'local' case study initiatives?

The two chosen scenarios were The Protein Union and The Price of Health. Finland is dependent on imported proteins, but protein is mentioned in the documents concerning the HEP only when it is talked about fodder. Consequently, at the beginning the EU-scenario appeared to be totally unconnected with HEP. However, when the goals of the scenario work set in the first workshop were reflected on the image of Finland where the scenario had come true and on the challenges that this reality would cause to the action plan made in the first work shop, the result was productive and very creative discussion – albeit different than expected.

Stakeholders faced great difficulties in imagining the world of The Price of Health – especially the root cause for the turn from urbanization to ruralisation sparked debate among the group. Concerning HEP activities, the transition to a more rural and characteristically cooperative way of life has a significant impact on HEP, as even now there are fundamental differences between urban and rural areas in the capabilities and material possibilities (namely differences in housing and therefore in storage capacity) for preparedness.

The specific goals in the two workshop groups were HEP as a part of city and community planning (working primarily with the Protein Union scenario) and Personalized preparedness (working primarily with the Price of Health scenario). Out of these two main goals, HEP as part of city and community planning was perhaps more easily adapted to the different scenarios, as personalization was deemed somewhat redundant in a scenario where a certain level of individual preparedness and self-sufficiency is built-in to the rural lifestyle. Then again, the divide between urban and rural population was present in this scenario – indeed even more so than at present – and thus the discussion and the goal of personalization revolved around this divide.

2) To what extent are these differences also translated into diverging strategic choices for the future?

In the workshop all the attendees agreed that city and community planning should take possibility to self-preparedness better into account. That means for example more planned areas for urban agriculture and gardening; edible plants, berries and fruit trees to public parks; possibilities to keep poultry in cities; public fireplaces or barbecues in case of power cuts; and better food storages as well as terrariums for breeding insects and dryers for preserving mushrooms and other natural products to flats and/or housing corporations. Discussion extended to diets and need to substitute imported soy for novel domestic protein sources such as mushrooms, lake fish, game and in vitro meat. The scenario and the goal set for the



workshop were, after all, fruitfully translated into possible strategic choices that could support HEP-activities.

Personalization should, in both scenarios, start with the personalization of KOVA committee. The committee is of course already comprised of a variety of NGO's that have their own specific stakeholders and target groups, but a systematic approach and hence a more flexible and adaptable committee was discussed. This way, no matter what the future brings (as was the idea of scenario workshops), the KOVA committee encompasses the population and can easily adapt to new circumstances. HEP activities should also reflect the needs and preferences of different groups – whether it be cooperative preparedness, and hence more community and city planning oriented, or even a med-kit-esque survival package for those with little capacity to store and prepare food. The latter idea was rather controversial, and raised issues among the workshop attendees, as the idea of kotivara as a package or kit is something that SPEK and KOVA committee are trying to move away from.

3) Which kind of other outcomes of the scenario work is important to highlight and understand overall case study initiatives dynamics?

It is important to trust the participants and their ability to have a meaningful discussion about the given topic. It sometimes feels that they miss the point, but actually these moments may be exactly the points where new thoughts and ideas are presented and processed. Also general discussion to find a common background – which might sound like wandering off the topic – for the visioning is important. For example, protein felt originally a little bit awkward starting point for the scenario building, but in the end it turned to be a great prism that enabled a broad and interesting examination of the future development of HEP. Most importantly, this scenario is applicable base for further development.

With HEP activities, it is crucial to have a common understanding as to what is the external driver or vulnerability that the society is preparing for. These range from momentary and small-scale occasions (sudden illnesses, individual households without electricity or left snowed in etc.) to larger, community-wide events (polluted drinking water, heavy storms and consequent black-outs etc.) and even national threats (military conflicts, nuclear fallout etc.). This meant that there were often conflicting ideas within a scenario, if the external driver was not outspoken and mutually understood.

2.3. Summary and Reflection on Transformative Capacity

The point of departure for this case study was excellent, because there was in advance recognized need to develop and revise HEP-practices. Consequently, foresight workshop was very interesting and the most productive method of data collection which was easily connected with focus group, key-person and telephone interviews as well as desktop work. In the following the highlights of recent transition pathway of HEP will be described by utilizing the theoretical framework offered for the study by Hebinck et.al. (2015).

In 2012 the public sector actors – the NESAs and the Ministry of Agriculture and Forestry – proactively set up a meeting for organizations working with food supply and home emergency preparedness. Afterwards the Food Supply Cluster, which functions under the auspices of the NESAs, established or re-aligned the KOVA-Committee – a network of NGOs – which aims to protect and improve households' FNS capabilities during disruptions and emergencies, and to encourage households and individuals to be independent and self-sufficient. In practice the responsibility for HEP-activities is on the third sector and they are put on effect on voluntary basis. The private sector actors, especially small-scale producers and processors, are involved in through memberships in the NGOs. Thus, HEP-practices are regime-crossing when they connect public, civil society and private actors as well as public liability and voluntary work.

To respond the present day needs the reasons or needs for self-preparedness have to be re-defined. Traditional, frightening and threatening fear of military conflict is moved to the background and the new focus is on normal condition disruptions such as power cuts, extreme weather conditions, strikes or other



disturbances in distribution or processing of food. This re-interpretation is also regime-crossing as the focus of HEP is re-directed from military conflict to everyday planning and management. The purpose of these re-acts is to re-form the image of HEP. To reach young urban people, who are not aware of or interested in self-preparedness, HEP- practices need a positive image. HEP is not only for the rainy day, vice versa. It is re-framed to be an everyday asset.

As a part of re-forming the image of the HEP, also the time-span that the reserve supply of food should cover in case of emergency and the actual contents of self-preparedness, have been re-assessed. Nowadays it is thought to be enough in urban context to have a reserve supply of food for a few days or 72 hours. In addition, instead of material stock it is preferred to emphasize food skills and knowledge. These re-assessments have advanced the willingness of people to adopt the basic idea of the HEP-practices. At the same time the link between image and skills has strengthened.

Young urban people are figured to be a challenging group for HEP-actors to reach. Broadly this means that the focus group of the HEP-education is re-organized. Instead of one homogenous group there are several different groups with individual challenges in terms of communicating HEP and with differing educational needs. This means that communications need to be re-focused and revised.

Lastly, the concept of home emergency (kotivara in Finnish) preparedness is contested. Some of the HEP-actors would be ready to give up the old (fashioned) concept and re-name and re-define it. In the focus group interview the representatives of the SPEK explained that the real present day goal for the HEP is resilient household level food security. As one of the interviewees caricatured "no-one wants people to be afraid and feel like they should have emergency kit in the backpack all the time". On the contrary, HEP should get people to feel good and safe. Psychological preparedness is a part of that feeling. Yet, some of the more traditional HEP-actors are not ready to re-name or re-define the practice. Thus, it remains to be seen, if re-placing the traditional concept of HEP will be the next step on the transition pathway to resilient household level FNS.



3. SATELLITE CASE STUDY REPORT

3.1. Research questions & Methods

The satellite case study consisted of guiding interviews with two key persons (Helmi Risku-Norja (Luke, Natural Resources Institute Finland) and Tuija Sinisalo (Kylän Kattaus)), followed by literature review and desktop research of national reports, surveys and other secondary sources that revolve around public catering and related topics. The key research questions are:

- What are the relevant regime-crossing interaction patterns and institutional settings amongst public catering actors?
- To what extent public catering is successful in terms of creating FNS?

The literature review first aims at constructing the context, a thick description of Finnish public catering in general, describing the major policies and regulations involved, followed by sections on two major PCPs presented in a longitudinal manner. We then divide public catering into three sub-practices (procurement, food & nutrition education and food redistribution) and take a closer look at the transformative capacities within these sub-practices.

3.2. Research findings

The research findings are divided into two sections: First, in the literature review, the key concepts are presented and defined, describing thus the context in which PCPs have and continue to evolve. Second, PCPs in Finland are examined in a longitudinal manner, pinpointing the main case figures, milestones and specific events that have affected the practice(s).

Throughout these sections, the emphasis is divided into three forms of public catering: school meals, worksite catering (or other meals during work hours) and statutory public sector catering (excluding the aforementioned school meals). This emphasis can be justified either from a life-course perspective or by looking at the functions of these PCPs: First, from a life-course perspective the division into the school years (ages 7–16, and possibly vocational and upper secondary school years and further studies), the working years (ca. ages 15–64, see Vikstedt et al. 2012a) and other, both transient and more permanent situations – including e.g. compulsory military service, penitentiaries, hospitals, kindergartens, hospitals and care homes – comprises the lifespan of a Finnish citizen in a comprehensive manner, though there are overlaps depending on one's life choices. Secondly the particular functions of these PCPs differ as school meals specifically aim at promoting food skills and knowledge through food and nutrition education for children (Lintukangas 1999, 2007; Vikstedt et al. 2012b); efforts in worksite catering are primarily concerned with upholding public health through emphasis on the national dietetic recommendations and citizens' eating habits (Vikstedt et al. 2012a; Helldán 2013; Ovaskainen et al. 2015); and, for example, the catering in care homes and hospitals functions more or less as an extension to healthcare in these institutions, as the recipients often have special dietetic needs and specific diets that promote better health (Suominen 2005; Aldén-Nieminen et al. 2009; Hilpi 2014, 8–14). Student meals (i.e. meals had in polytechnics, universities of applied sciences and universities) often overlap with both reports on school meals as well as studies on work hour lunches, and will herein be discussed under both sections apropos.

Literature review

This section relies, where applicable, on the thorough work of Susanna Raulio (2011), with some additions and exclusions.

Public catering

In Finnish, public catering can be translated as either *joukkoruokailu* (mass meals or mass catering) or *ruokapalvelu* (food service or meal service). These are often used synonymously (e.g. STM 2010; Aalto & Heiskanen 2011) and thus are both used in this report under the term public catering. The guideline for



developing *mass catering services* by the Ministry of Agriculture and Forestry (STM) gives the following definition:

Mass catering

Meals provided outside of home, either by the public sector or private catering enterprises. For example school meals and worksite catering are characteristic manifestations of mass catering services. Food service [ruokapalvelu] is a synonym for mass catering, which emphasises the customer service aspect of the eating event.

(STM 2010, 14 (translated))

In this report we exclude all mass catering that is not either i) paid in full or subsidized by taxes or other means or ii) served during the working hours – i.e. restaurant and hotel meals and cafeteria snacks etc.

Eat out of home

Eating out of home can be defined as either “all food items sourced from external eating locations, irrespective of place of consumption” or “all food items consumed at external locations, regardless of whether they were prepared in or outside the home” (Raulio 2011, 16). In this report, we mostly exclude packed lunches during working hours and, as stated above, all catering services attended during leisure time. Even so, it is estimated that on average a Finnish citizen enjoys over 21.500 meals served public catering during a lifetime (see table 3). In 2009, out of the 850 million meals served outside of home, approximately 63 million were served in worksite canteens, 216 million in schools and 226 million in other public institutions (Aalto & Heiskanen 2011, 14–15; see table 2).

TABLE 2: MEALS OUT OF HOME IN FINLAND IN 2009 (SOURCE: AALTO & HEISKANEN 2011 (EDITED))

Catering provider / institution	Number of meals, millions	% of meals
Cafeterias, restaurants & hotels	345	40.6
Worksite canteens	63	7.4
Schools	216	25.4
Other public institutions (day-care centres, kindergartens, hospitals, care homes, penitentiaries, military facilities etc.)	226	26.6
Total	850	100

Meals and lunch

The definition of meal differs between cultures, countries and groups, which makes it an arbitrary concept lacking a universal definition (see Raulio 2011, 14). Meals in the Nordic countries consist of the center (meat, fish or other source of protein), staple (potatoes, rice, pasta, beans, and lentils), vegetables (cabbages, carrot, cucumber, lettuces etc.), trimmings (sauces, condiments etc.), bread, and beverages (Kjærnes 2001). In Finland, a meal traditionally consists of meat, fish or other source of protein; potatoes, rice, pasta or other side dish; and salad or grated vegetables, all served on the same plate. On the side, it is recommended to have a slice of, preferably, rye bread with margarine, and skimmed milk, sour milk or water to drink. The National Nutrition Council (VRN) issues national nutrition recommendations with the aid of “the model plate” (*lautasmalli*), which showcases the recommended ratio of the center (1/4), staple (1/4) and salad or vegetables (1/2). (STM 2010; VRN 2014.)



In Finland, lunch is also commonly a hot meal, as opposed to a cold snack or a sandwich, and it is eaten during the afternoon between 11 am and 3 pm (Raulio 2011).

Public procurement and legislature

The legislature on public procurements (*Hankintalaki* 348/2007; *Hankinta-asetus* 614/2007) regulates the tendering of goods, services or contracts for the public sector. This legislature is based on the EU-level directives from 2004 (2004/18/EY; 89/665/EY). (STM 2010, 14.) These EU-directives have been since repealed and replaced with directives 2014/23/EU, 2014/24/EU and 2014/25/EU – suggested in December of 2011 and approved in April 2014 – but the Finnish legislation is still in transition. Presently, the bill concerning procurement legislature reform (HE 108/2016) has been handed to the government and the renewed laws are expected to be in place by the end of 2016. The reform should allow the municipalities and other actors the ability to take into account the qualitative properties of the tender and the possible impacts the tender might have on employment, working conditions, health issues and environment. In addition, the situation of small and medium-sized enterprises (*SMEs*) in procurements is said to improve. (Eduskunta.fi 2016.)

Stakeholders

In addition to the clientele, which shall be discussed in detail later under *Socio-demographic (age, gender), institution-related and socioeconomic factors*, PCPs involve service providers and governing entities.

PCP providers consist of both public and private service actors. In practices governed by municipalities (i.e. school meals, catering in public institutions and hospitals etc.) service providers vary according to the field of operation and way of organization; food services are increasingly organized as accountable units, where the institutions in need of food services are the customers that buy the service from elsewhere instead of including catering services within the organization itself. Also, public utility institutions (*kunnallinen liiketoimintalaitos*) have become more common (e.g. *Kylän Kattaus* in Jyväskylä). (Dahlstedt 2001, Sinisalo 2016.)

The Social Insurance Institution of Finland (*Kela*) coordinates the meal subsidy scheme for students in polytechnics, universities and universities of applied sciences. *Kela's* Study Grants Centre is in charge of supervising and paying the subsidy to caterers who then deduct the subsidy (1,94€ as of 2013) from the full price. (*Kela & VRN* 2011; *Kela* 2016.) Many of the university restaurants are in part owned by students' unions (e.g. *Sonaatti* in Jyväskylä and *UniCafe* in Helsinki).

There have been numerous advisory boards and working groups designated to monitor and promote public catering in Finland. The National Nutrition Council was founded in 1954 by the Ministry of Agriculture (Ministry of Agriculture and Forestry today), and it is operational to this date, promoting and revising the nutrition recommendations. The National Institute for Health and Welfare has appointed three different mass catering groups in the 2010's: the working group for mass catering services (*Joukkoruokailutyöryhmä*, 2011–2012), the executive group to monitor and develop mass catering services (*Joukkoruokailun seurannan johtoryhmä*, 2012–2014) and the working group to monitor and develop mass catering services (*Joukkoruokailun seurannan asiantuntijaryhmä*, 2014).

Nutrition recommendations

Founded in 1954, the National Nutrition Council is an expert body under the Ministry of Agriculture and Forestry (*MMM*) that “monitors and develops the nutrition of the population by issuing nutrition recommendations, and by making proposals for specific measures, and by monitoring the implementation of such measures and their impact on public health” (*VRN* 2016). Initially focusing on eliminating nutritional deficiencies – examples including the addition of iodine in salt and vitamins A and D in margarines – more recently *VRN* has focused on challenges related to health problems caused by consumption patterns. The Nutrition Council issues general recommendations as well as group specific



recommendations for, for example, pregnant and breastfeeding citizens, school children, students, and the elderly. In addition, VRN is also responsible for promoting (and revising) the *lautasmalli* (plate model) and *ruokakolmio* (food triangle), which display a model meal and the recommendation for the ratio of different food groups respectively (see appendix 3). (Ibid.)

The aims of the National Nutrition Council in 2014-2017 are³:

- to revise general Finnish nutrition recommendations on the basis of the Nordic nutrition recommendations;
- to monitor and develop nutrition of the population by issuing other nutrition recommendations, if necessary, and by making proposals for specific measures and monitoring the implementation of such measures and their impact on public health.
- to take initiatives and provide statements as well as express opinions on issues related to the nutrition of the population and public health with regard to the entire food chain;
- to monitor the outcomes of nutritional risk assessment and take initiatives and make declarations based on them;
- to coordinate and monitor the execution of Government policies regarding health-promoting nutrition;
- to develop awareness actions for the Council;
- to execute any other tasks following from the Government Programme.

Organic and local food in PCP's

According to Risku-Norja and Løes (2016) organic has not found its way to institutional kitchens yet. Notwithstanding, the government development programme for the organic product sector (MMM 2014), under the heading "Improving the access to organic food through trade and institutional kitchens", includes the following objective:

Objective: *Improving the access to organic foods through trade and institutional kitchens. Of the food offered at the kitchens and catering services of the contracting entities of the state and central government 10% is organic by 2015 and 20% by 2020. This can be achieved by developing a competitive supply of organic products and procurement legislation and improving the expertise in procurement and nutrition issues. Increasing the share of organic food in both retail stores and institutional kitchens is linked to good nutrition.*

This is in alignment with the more general guidelines, such as the decision in principle on the *promotion sustainable environment and energy decisions (cleantech)* by the Council of State (VNP 2013), though for example the National Nutrition Council does not, in contrast, promote or recommend organic or local food (VRN 2014, 42–43).

Risku-Norja and Løes (2016) state that the regulations on public procurements are restraining, though the main issue is that the supply and demand do not meet, as the organic suppliers are often SMEs. The ongoing reform should, however, offer the possibility for municipalities and other procurers to prioritise qualitative properties over price, but the question of whether or not organic SMEs can produce and maintain a steady supply for caterers remains. Still, according to a recent report by the Ministry of Agriculture and Forestry (Reime 2016), catering services in municipalities utilize mostly domestic produce in principal, though this does not necessarily mean *local* production is preferred, and there are regional differences concerning both local and organic food.

³ <http://www.ravitsemusneuvottelukunta.fi/portal/en/national+nutrition+council/>



Socio-demographic (age, gender), institution-related and socioeconomic factors

School meals: Male pupils are more likely to not have salad during lunch than female pupils, especially among comprehensive school and vocational school pupils. Female pupils are also more likely to have fruits for snacks. A more wholesome eating habit (consisting of the entire recommended lunch) is more common in vocational schools and upper secondary schools. Pupils who are bullied or dislike school for other reasons are more likely to skip lunch. The educational level of parents has little effect on pupils' eating habits, but overall eating patterns in families are connected to school lunch consumption – i.e. those that eat breakfast and have dinner with the family regularly are more likely to eat school lunch five times a week. (Vikstedt et al. 2012b.) Regional differences between Northern and Southern Finland exist, with pupils from Southern Finland skipping school lunch more often than their Northern counterpart, in both comprehensive schools and upper secondary schools (Manninen et al. 2015a, 2015b).

Worksite meals: Women, the well-educated and those living in the capital area have better access to worksite catering. In the absence of worksite catering, there is a tendency to resort to packed lunches. (Vikstedt et al 2012a, 18, 23.) The gendered division of work in Finland is linked to the poor access to worksite catering for less educated male population compared to female population of the same level of education (ibid.). Men and women are, as a whole, as likely to eat in worksite canteens, but men are more likely to eat in restaurants or bars and women on the other hand are more likely to eat packed lunch (Vikstedt et al. 2012a) Older people tend to eat more in tandem with nutrition recommendations than younger people (Raulio 2011, Vikstedt et al 2012).

Statutory public catering: An average of half the male students and around 70% of female students in higher education try to eat according to the guidelines (Kunttu & Huttunen 2005). Among the elderly, education, mode of housing, health and ability to function are all closely related to the use of catering practices (STM 2010).

Public Catering in Finland

Public catering has a long history in Finland, dating back to the factory canteens in the late 1890's, which became more common after the Finnish independence in 1917, and even further back in statutory institutions, such as penitentiaries, army facilities and hospitals (Hasunen 1995; Raulio 2011). In the 1940's, public catering was advanced as part of the social and health politics – as was characteristic in Nordic countries – in order to guarantee FNS also to those with lesser income and livelihood (Raulio & Roos 2012). During World War II, the provisions shortages and the transition of women into workforce hastened the progress and entrenchment of PCPs; after the war every factory had its own canteen, and in 1948 – after years of assorted charitable practices – Finland became the first country in the world to serve free school meals to all pupils (Raulio 2011; Raulio & Roos 2012; Lintukangas 1999, 2007). In Europe, only Sweden similarly offers free school lunches, while elsewhere the practices vary between countries and educational levels, and are often free of charge only on a socio-economic basis (Aalto & Heiskanen 2011, 14).

It has been estimated that, on average, a Finnish citizen eats ca. 29,000 meals out of home during one's lifetime (Mertanen & Väisänen 2012). Excluding restaurant meals and other meals had during leisure time, the outcome is approximately 21,500 meals in a lifetime (see table 3). As public catering reaches one third of the population daily and every Finnish citizen in some point of their lives (Risku-Norja et al. 2010, 10; appendix 4), PCPs have built-in potential for positive change not only in public health and individual eating habits, but also – through public procurements and by promoting sustainable eating habits – on Finnish agriculture and food production, local enterprises and the environment in general.



TABLE 3: MEALS OUTSIDE OF HOME (EXCLUDING LEISURE TIME)

Phase of life	Location	Time	Meals/day	Days/year	Total
1–6	Day care	5 yr.	3	230	3,450
7–16	Comprehensive school	9 yr.	1	190	1,710
17–19	Vocational and upper secondary schools	3 yr.	1	190	570
20	Military (conscription)	9 mo.	4	180	720
21–26	Higher education facilities	5 yr.	1	190	950
27–67	Workplace	40 yr.	1	200	8,000
78–80	Care catering, meal services	2 yr.	1	365	730
80–83	Care homes, sheltered homes	3 yr.	3	365	2,190
84–86	Retirement and nursing homes	3 yr.	4	365	2,920
	Hospital	2 mo.	4	60	240
	Total				21,480

Source: Mertanen & Väisänen 2012 (edited)

In the Finnish context, public catering offers an excellent example of the complexity of regime-crossing FNS-systems as it is a strongly established assemblage of practices on the one hand but, at the same time, weakly understood as a powerful food policy measure and a multifaceted FNS practice. When FNS-approach is applied to public catering, the view tends to be in nutrition neglecting social aspects, including poverty relief, as well as the ecological point of view. It is argued that to guarantee FNS in future it is inevitable to move from production based agricultural policy to extensive food policy covering food system activities from production to consumption. In the context of food policy public catering includes huge potentials for sustainable FNS. These potentials are clustered around four themes: 1) *social and health related* (poverty reduction, dietetic education and public health approach), 2) *ecological* (local food and focus on sustainability in public procurement), 3) *economic* (impact on regional economy and the maintaining of a vital countryside), and 4) *cultural* (local traditions and cuisines, including aspects of food sovereignty and food democracy).

First, if we take a *social and health related approach* to public catering, the national nutrition recommendations promote a healthier lifestyle from pre-school to retirement age, which lowers public health expenses and affects citizens' wellbeing and abilities to work or study. Though the research on nutrition and public health has been said to focus primarily on daily nutrient and food intake, the potential to affect individuals' lifestyles and food habits through health promotion is recognised. (Railio 2011; VRN 2016). Looking beyond nutrient and food intake, school lunches not only promote healthier eating habits, but are also heralded as "lessons of life itself", combining aspects of dietetic education, civics and more general upbringing as well as getting acquainted with Finnish food culture and the social aspects of meals (Jeronen & Helander 2012, 22). In addition, school lunches are often considered an income transfer and thus coincide with the universal welfare state ideology.



From an *ecological approach*, PCP's hold potential for positive change in two ways: First, by promoting sustainable eating habits, public catering can affect individuals' choices not only at the place of the meal, but also at a later stage at home; research has been proven that those who frequently have their meals through a PCP tend to follow recommendations more closely than those who do not have access or do not utilize public catering, which would suggest that promoting sustainable choices through PCP's holds potential for a more environmental consumer – and a more sustainable food system – in the future (Ovaskainen et al. 2015; Risku-Norja et al. 2010; VRN 2014, 40–43). Second, PCP's can, through procurements, take into account sustainable food production and the environment by favouring sustainable production methods, shorter logistic chains and seasonal products. This view is presented officially in the 2009 decision in principle on the *promotion of sustainable decisions in public procurements* (VNP 2009) and later in the 2103 decision in principle on the *promotion sustainable environment and energy decisions (cleantech)* by the Council of State (VNP 2013; also Aalto & Heiskanen 2011).

Looking at the *economic aspect*, PCP's can benefit regional economy and be take part in maintaining a vital countryside. Through procurements public procurers and caterers can, by preferring locally-sourced food, support local agriculture and hence have an impact on (regional) economics. However, public procurement regulation states that “[p]ublic contracts shall be awarded based on either the most economically advantageous tender or the lowest price.”⁴ Thus, though the most economically advantageous tender may indeed prominently feature local actors, it must be measured against pre-described criteria – not solely on the emphasis of regionalism or locality. The role of PCP's in maintaining a vital country side is especially interesting in Finland, as, since 1995, the total number of agricultural and horticultural enterprises in Finland has declined from approximately 100,000 to some 53,000 in 2014 (Finnish Food Information 2015, 13).

Food plays an important part in the Finnish *culture*, especially since summer of 2005, when the then Italian prime minister Silvio Berlusconi caused public outcry and a minor diplomatic incident in Finland after slandering the local Finnish cuisine⁵. Since then, local cuisine has been promoted for example by the Finnish Cuisine Representative Anni-Mari Syväniemi and the Promotion Program for Finnish Cuisine (Suomalaisen Ruokakulttuurin Edistämishjelma, SRE). (Kurunmäki 2008.) Often associated with purity, nature, straightforwardness and traditionalism, Finnish food culture is present also in PCP's – e.g. school meals are for the most part common day-to-day local cuisine, with seasonality and regional characteristics taken into account (Jeronen & Helander 2012, 24).

In addition, food waste management practices can be seen as intersectional to social, ecological and economic approaches. There has been significant interest in food waste reduction through food redistribution in the last years, with the release of Nordic Councils report *Food Redistribution in the Nordic Region* (Hanssen et al. 2014) and several novel practices emerging in schools (surplus food is sold at a discounted price after hours (Sinisalo 2016)) and also among private caterers (surplus lunch is redistributed through various mobile applications⁶). Though these are novel and not fully established practices, we have opted nonetheless to focus on food waste management and food redistribution in the summary and reflection, as this seems to be a rising trend among policy makers, the civic society and the catering and retail sectors as well.

⁴ <http://tem.fi/en/public-procurement>

⁵ The incident resulted in an award winning reindeer-pizza, called *Berlusconi*:
http://www.corriere.it/english/articoli/2008/06_Giugno/12/finland_pizza_berlusconi.shtml

⁶ For example REsQ: <https://resq-club.com/>



School meals and worksite catering as FNS practices

Public catering may have been unrecognized as a FNS practise just because of lack of coherent systematic food policy and public debate on food security as a reflection of food poverty in Finland. However, the role and meaning of public catering is better understood and more carefully evaluated in the context of nutrition security. Although there is an undeniable hunger problem i.e. food insecure people in Finland (Silvasti & Karjalainen 2014; Silvasti 2015) nutrition security is a quantitatively bigger FNS challenge: obesity and type 2 diabetes in both adults and children of ever younger age, cardiovascular diseases, diet related public health problems and need for dietetic education, and pupils' and students' wellbeing and working capacity during school and studies are all well recognized problems (see VRN 2016). Consequently, some research institutes and other actors, like committees appointed by ministries, have acknowledged the importance and potentials of public meals. Still, the literature on public catering revolves predominantly around nutritional and medical issues (see Prättälä & Roos 1999), and therefore in part disregards the other themes and the transformative potential of the complex network of catering practices.

In this report, public catering refers to an impressive amount of practices that are governed, organized, financed in a myriad of ways. These arrangements and rearrangements have evolved through time and thus a longitudinal approach is in order to enable a thorough understanding of PCPs as FNS practices.

School and student meals

In Finland pre-school and basic comprehensive school⁷ are free of charge to all Finnish citizens, including teaching materials, transport, pupil welfare services and school meals. In 1948, Finland became the first country in the world to provide free school meals, though other, predominantly charitable practices predate the official free catering; in the end of 1890's soup kitchens emerged in Finnish schools, but municipalities were not legally bound to organise catering (Jeronen & Helander 2012). Until the 1960's, school catering consisted principally of porridges or soups, and pupils brought supplements such as bread and milk with them. (Finnish National Board of Education 2008.) After the changes made to *Kansakoululaki* (elementary school law) in 1967, guidelines for school meals were refined so that one meal should cover one third of a pupil's daily nutritional needs (Lintukangas 1999; 2007, 152–157). In the late 1970's, all Finnish municipalities had adapted the new basic comprehensive school system, which meant that free school meals reached all Finnish children of the ages 7–16⁸ (Edu.fi 2016). In addition, the 1970 *Peruskouluasetus* (comprehensive school decree) (Finlex 443/1970; Finlex 476/1983 [peruskoululaki]) also stated that school meals should be served, if possible, at a time that was in tandem with common meal times.

After the comprehensive school, pupils may voluntarily move on to upper secondary schools and vocational schools, which have offered free catering since 1983 and 1999 respectively (Lintukangas 1999; 2007, 152–157). All in all, an estimated 900.000 pupils and students eat a total of over 200 billion individual meals every year⁹ (Vikstedt et al. 2012b). In addition to free school lunches in comprehensive schools, vocational schools and upper secondary schools, students in polytechnic institutes, universities and universities of applied sciences are entitled to subsidized meals. This subsidy is endowed by the state via the Social Insurance Institution of Finland (Kela). The discount is roughly 40% per purchase, which, depending on the meal, amounts to approximately 2.50–4.75 (€). In 2010, Kela funded meal allowances for a total of €24.6 million, covering ca. 14 million meals. (Kela & VRN 2011.)

⁷ Unlike in, for example, England or Wales, in Finland comprehensive school refers to the compulsory nine years of education (ages 7 to 16).

⁸ This excludes home schooling, which is allowed but unusual.

⁹ Statistics from 2009



The timing and duration of school lunch breaks has emerged as a topic of public debate several times: In 1988 – the 40th anniversary of Finnish school meals – public discussion on the timing and duration of school meals led to a survey and subsequently a report on the problems concerning the timing and duration of lunch hours in schools. The survey confirmed the public's presumptions, as the timing was deemed too early in over 1200 comprehensive and upper secondary schools (out of ca. 4900¹⁰) and over 40% of pupils had less than 15 minutes to have their meals. (Jäntti 1991.) The School Health Survey, organized by THL, has since 2010 included a section on the pupils' satisfaction with school meals – this time including vocational schools in addition to comprehensive and upper secondary schools. In the 2010/2011 survey 87% of male and 86% of female pupils agreed, that school meals were served at a suitable time, and the statement that lunch hours left adequate time for eating was generally agreed on (78% and 77%, respectively). On the other hand, over half of the pupils disagree with the statements “the quality of school meals is good” and “the taste of school meals is good”. (Vikstedt et al. 2012b.)

The legislation behind school meals guarantees a free and wholesome meal for school children from preschool to the end of vocational or upper secondary school studies. This legislation consists of *Perusopetuslaki* (628/1998, 31§), *Lukiolaki* (629/1998, 28§) and *Laki ammatillisesta koulutuksesta* (630/1998, 37§). In comprehensive schools, the legislation states that the meals should be wholesome and appropriately organized and tutored, but this does not apply to vocational and upper secondary schools. Vocational and upper secondary schools are however included in the National Nutrition Council's (VRN) guidelines for school meals (VRN 2008) and in the national nutrition recommendations (VRN 2014). In addition, *Valtioneuvoston asetus korkeakouluopiskelijoiden ruokailun tukemisen perusteista* (564/2003) states that meals in polytechnics, universities and universities of applied sciences meet the nutritional demands set. (Vikstedt et al 2012b; VRN 2014.)

Nutritional claims linked to school meals state that improvements in the quality and selection of student meals can have beneficial impacts on the health, working capacity and well-being of students. Not only is the meal a source of energy and nutrition, but the meal break in itself is seen as beneficial to students' well-being. Studenthood is also a favourable time period in which to influence young citizens' eating habits for the better. A student meal should cover roughly a third of a student's daily energy intake. In kilocalories this means on average 700–800 kcal (minimum 500kcal, maximum 1000kcal). This is based on the energy and nutrition intake guidelines by VRN. (Kela & VRN 2011.) According to Hoppu et al. (2008) the actual energy intake is closer to 20% of the suggested daily intake, rather than a third.

School lunches contain multiple **sub-practices**, most notably public procurement and food and nutrition education. In addition, school lunch can also be seen as income transfer and the lunch hour is widely considered as learning experience in itself (Jeronen & Helander 2012). An emerging sub-practice is the redistribution of leftover school food, which is in some instances directed explicitly to those in need (Sinisalo 2016).

Worksite catering

Modern worksite catering and catering in public institutions have their roots in the war-era, as they share a common denominator, *Työmaahuolto oy* (*Worksite maintenance*). *Työmaahuolto* was rooted in the Lotta Svärd organisation (war-time women's organisation) with the principle of providing catering in areas of reconstruction after the war. In 1947 the Finnish government bought canteens from *Työmaahuolto* and later, in 1948, founded the Temporary National Nutrition Centre (*Väliaikainen valtion ravitsemuskeskus*, later VRN). *Työmaahuolto* continued as a pioneer for worksite catering – being in charge of catering in, for example, the Olympics of 1952 – and would later, in 1978, be sold to one of the biggest private catering enterprises, Fazer. (Huuhka 1987; Tarasti 1988; Hasunen 1995.)

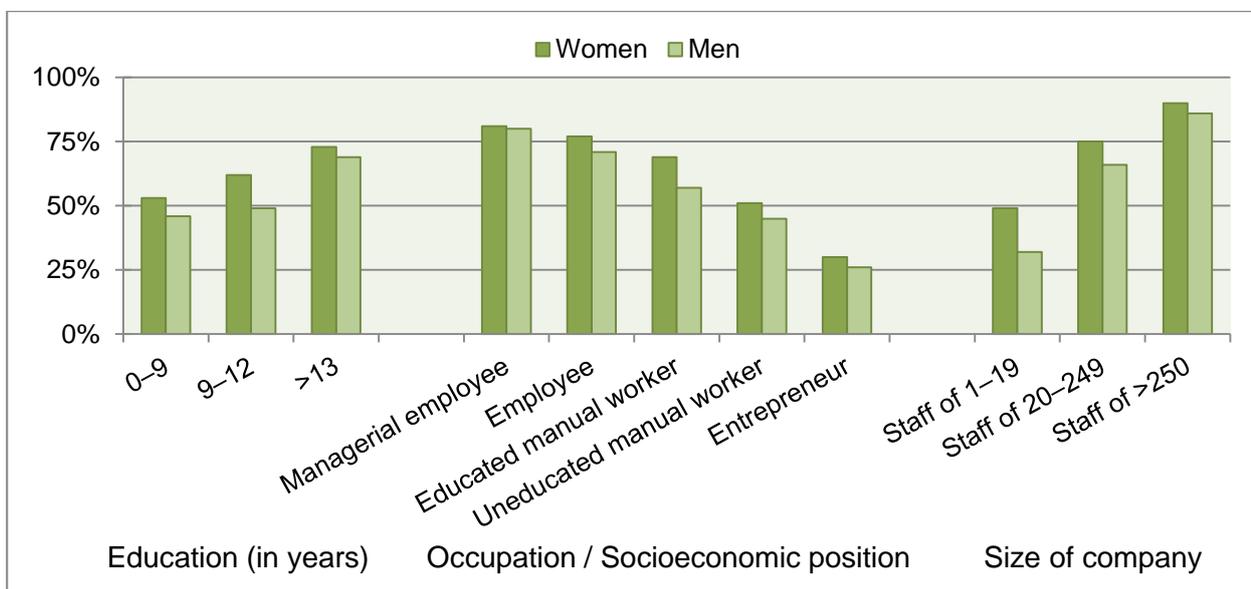
¹⁰ The survey was sent to every comprehensive and upper secondary school in Finland in 1989, and with a response rate of 91 % it covers approx. 94 % of pupils at the time.



Nutritional and dietetic claims: According to the National Institute of Health and Welfare (THL), employees who eat lunch in staff restaurants tend to make healthier choices than those who eat e.g. packed lunch. Eating regularly in staff restaurants contributes positively to the diet because, on average, lunch eaten in working site catering services is better equivalent with nutrition recommendations as lunch eaten somewhere else: Especially vegetables, fish dishes and skimmed milk are more regularly consumed. In addition, meals offered in personnel restaurants have an educational function as they offer a model for healthy diet also at home. Hence, THL encourages people to have their lunches in personnel restaurants. (Ovaskainen et al. 2015.)

On the other hand, it is highlighted that not all employees have equal **access to working site catering services**. This is a special concern, as socio-economic differences in health as well as in mortality are considerable in Finland (Palosuo et. al 2007). Unequal access to personnel catering services is estimated to maintain and strengthen these socio-economic differences in diets, because – besides entrepreneurs – working class people tend to be those without working site catering services (see figure 2). According to Raulio and Roos (2012), the most important social factor affecting worksite canteen use besides occupation/ socioeconomic position is education and the most important worksite-related factor is the size of the company:

FIGURE 2: ACCESS TO WORKSITE CATERING (EMPLOYEES AGED 25-64)



(Source: Raulio & Roos 2012, 142)

Utilization of worksite catering was in slight decline between 1979 and 2010, according to the survey conducted by THL. Among the male working population, the utilization peaked during the turn of the 1980's and 1990's, and among the female working population the peak takes place in the mid 1980's. In the 2010 survey, 33% of the male and 41% of the female working population stated that they usually eat lunch in a worksite catering service. (Vikstedt et al. 2012a.)

In addition to the more obvious **sub-practices** such as procurement and food and nutrition education, food redistribution has of late become an emerging phenomenon, sparking the interest of consumers, caterers and food redistribution application designers alike.

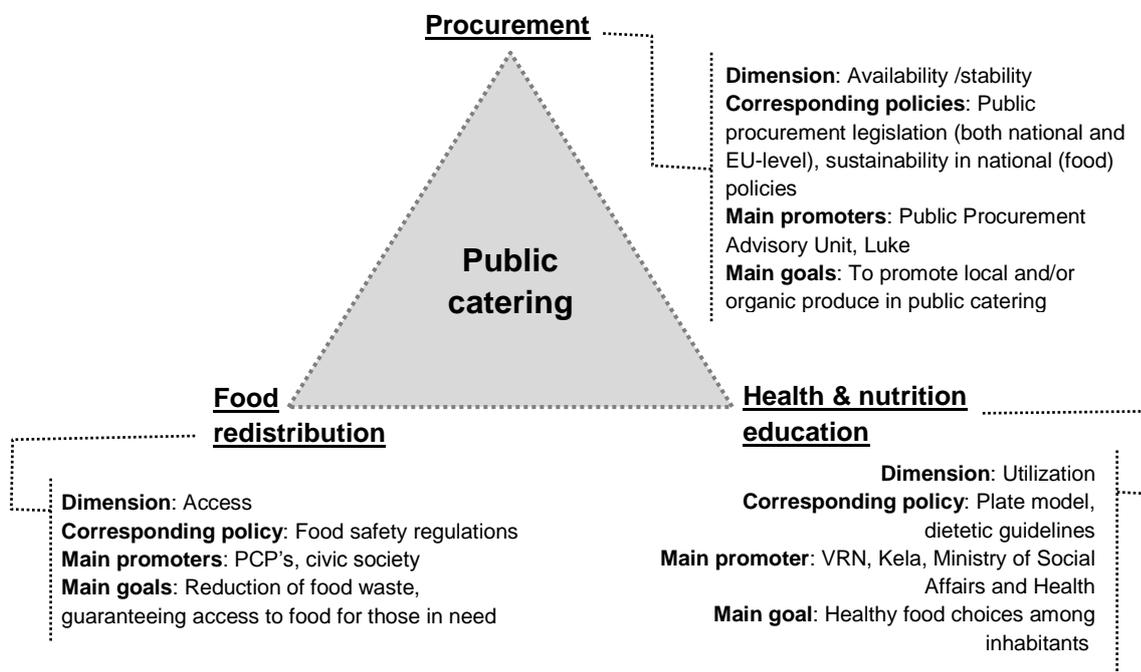


3.3. Summary and reflection on transformative capacity

As can be seen in for example table 3, all inhabitants of Finland partake in these practices in one or, more likely, multiple occasions in their lives. Some encompass nigh all of the population (e.g. school meals) and some are more group specific (conscription is compulsory for men, although women are also increasingly involved, and not all inhabitants “enjoy” time in penitentiaries). School meals, worksite meals and other public catering are, in this section, analysed together as public catering, as all of these practices share the principal regulating policies and, moreover, similar transformative capacities. The section is divided in two parts, according to the key research questions.

RQ1: What are the relevant regime-crossing interaction patterns and institutional settings amongst public catering actors?

Utilizing the figure presented in the Latvian case study by Grivins, Kunda and Tisenkopfs (2016, 11), public catering can be conceptualized around three main sub-practices, that all have their distinct policies, goals and FNS dimensions:



Of these sub-practices, procurement and health & nutrition education are well established but, from time to time contested practices. Food redistribution offers an example of a novel practice, emerging mainly from a public outcry concerning food surplus in the catering sector.

Procurement

Procurement is connected to the physical availability of food and the stability of the supply side of food and nutrition security. It intersects with the procurement legislation – both national and EU-level – and various national policies that stress the importance of sustainability in public procurements and food production. Though it is hard to pinpoint the main promoters of the practice, Luke (National Resources Institute Finland) produces knowledge on the matter and the Public Procurement Advisory Unit provides assistance to PCPs.

The effects of the ongoing reform of the legislature remain somewhat unclear; the legislation should tentatively allow the caterers to prefer qualitative aspects over price, though according to our interviewees the pressure to prefer the most advantageous tender still remains. An advisory unit is available for



procurers to turn to (hankinnat.fi), but at this time it is impossible to foresee how widely the unit will be capitalized on and whether this will affect procurements as a whole. An important aspect within the procurement sub-practice is the caterers' ability to prepare food (i.e. level of equipment in kitchens), as this directly affects the level of preparation required from the tender and even the PCPs ability to cater towards people with various diets and dietetic needs. For example in municipalities, preparation of meals is in general centred on large centralised units (Haapanen 2011).

Another issue, highlighted by Risku-Norja and Løes (2016) is the SMEs ability to maintain a steady supply. But, as the case example in the article shows, if a municipality determinedly develops a strategy that gradually increases the use of local and/or organic products, the producers are able to accommodate the supply to meet the need of municipal public catering (*ibid.*). Thus, a long term commitment and strategy between local and/or organic producers and PCPs could provide mutual benefit.

In general, availability of food is not a problem in Finland, albeit there are an increasing number of inhabitants who rely on charitable food aid and food redistribution, but through procurement PCPs can also affect the stability local and/or organic SMEs and the sustainability of the food system.

Health & nutrition education

Health and nutrition education has an effect on FNS in two ways in PCPs: First, the food served in PCPs is in accordance with the recommendations, and usually the plate model or other suggestions for the proportions of one's lunch are displayed in the canteens etc. Second, the lessons learned in PCPs are thought to be adapted at home also. VRN has since 1954 monitored the health and nutrition of the population and issued recommendations accordingly. In higher education, Kela plays an important part in implementing the recommendations in the canteens in universities, polytechnics and universities of applied sciences. The Ministry of Social Affairs and Health published guidelines to monitor and develop mass catering services in 2010.

In general, the nutrition recommendations and the actors involved form a rather thorough and well established system to improve the utilization of food in Finland; as it is implemented in schools, universities and other institutions of higher education and most of the worksite canteens, the coverage is splendid, and the recommendations themselves are constantly revised according to the latest scientific knowledge. Notwithstanding, the recent trends in utilization – the rise of specific diets (no-carb, veganism etc.) – may prove challenging for the system. Already the no-carb community has extensively challenged the official recommendations and the recommendations suitability for vegetarians and vegans has also been debated. The recommendations and guidelines are promoted as a baseline for healthy diet, but for some consumers the recommendations hold little to no importance, as they consist of foodstuff unsuitable for their diet. There are also an increasing amount of pseudo-experts on nutrition that promote alternative recommendations and guidelines, which interfere with the sub-practice even more.

Health and nutrition education has also been linked to environment and sustainability education in elementary schools, as sustainability is one the foundational values in schools (Risku-Norja 2012).

Food redistribution

Alongside charitable food aid practices, food redistribution through PCPs are a response to the problem of access to food among citizens of limited means. The connected policies are the regulations for redistribution of food as donations, monitored and implemented by the Finnish Food Safety Authority, Evira. In recent years, Evira has eased the restrictions of redistribution, though the process is still highly



supervised¹¹. The civic society has been increasingly vocal in the matter, highlighting the fact that simultaneously food is wasted as some citizens are left hungry.

School surplus redistribution experiments have been emerging throughout the nation with positive results in general, though there has been some opposition – mainly from private catering businesses, who claim that the practice distorts competition between restaurants. As the practices have been oriented towards those with small incomes, it is hard to see how this would have an impact on other restaurants.

The roots of redistribution lie in the growing awareness of food waste produced throughout the food system. In the 2010's the branding of surplus food/food waste has been enormously successful, as can be seen in the success of applications that sell surplus canteen food and the emergence of food waste restaurants such as *From Waste to Taste* –initiative's restaurant *Loop*¹².

In creating FNS, the strength of surplus redistribution compared to ordinary food aid is the level of preparation: as opposed to foodstuff handed out in "breadlines", food redistribution offers complete meals that are in accordance to the nutrition guidelines. Of course, the root causes of poverty and the insufficiency basic security in Finland remain unchallenged in the practice, and food redistribution offers only momentary and inconsistent aid for those in need. Another aspect is whether the food surplus restaurants and projects cater towards those in need or the general (and well-established) people – i.e. do they implement the practice more as social policy or rather as another model of business?

RQ2: To what extent public catering is successful in terms of creating FNS?

Availability: Public catering intersects with production and trade through procurement. The new legislature concerning procurements should enable caterers to prefer quality over price, but this remains to be seen in practice. Through procurements PCPs can tentatively affect the sustainability of the food system by preferring sustainable tender and logistics. In addition, food and nutrition education can be taught in tandem with environment and sustainability education, which might affect the *stability* of the supply side.

Access: In terms of coverage, public catering is a superb tool in creating FNS. As PCPs reach a third of the population daily, the importance of public catering is indeed substantial. Access to PCPs is, however, unequal between various groups, especially within the working population. Whether or not PCPs uphold structural inequality is not known, but the need for additional research is recognized (see STM 2010).

Food redistribution is an increasingly popular phenomenon, promoted for example by the Nordic Council and the civic society. The eased regulations have led to an increase in donations from retail to food aid and several caterers distribute surplus food either themselves (schools) or through third parties (worksite canteens etc.). The debate on whether or not this creates FNS is ongoing (e.g. Ohisalo & Saari 2010; Kortetmäki & Silvasti (forthcoming)), and the answer is not simple; on the one hand redistribution guarantees access to food for those with smaller incomes, and on the other hand it is highly unstable and in stark contrast with the ideal of universal welfare.

Utilization: As the foundation of modern public catering is in health and nutrition promotion and education, the impact public catering has on utilization can be seen as significant. Food and nutrition education is presented throughout the various PCPs and the common claim is that the guidelines and recommendations are inevitably transferred to the homes also.

There is an increase of discord within the field of nutrition recommendations, stemming from self-appointed specialists and discussion forums, and it remains to be seen how much this affects the public

¹¹ Evira's instructions for foodstuffs donated to food aid can be found here:

https://www.evira.fi/globalassets/tietoa-evirasta/lomakkeet-ja-ohjeet/elintarvikkeet/elintarvikehuoneistot/ruoka-apuohje_16035_2013_en_final.pdf

¹² <https://www.facebook.com/fromwastetotaste/>



health in general. In addition, the growing number of diets poses a challenge to the national guidelines, as they in their present state attract criticism from various diet groups. On the other hand, consumer demand creates pressure to plan new kitchen facilities to prepare meals from the beginning by using raw-materials, not only to utilize convenience or processed food, which might in the long run affect public catering as a whole.



4. SYNTHESIS OF FINDINGS

Finland, as EU member countries generally, is basically food and nutrition secure country where food availability, accessibility, utilization and stability are guaranteed. It is, however, recognized that prevailing food supply chain is vulnerable. It may be damaged for a shorter or longer time causing temporary or even constant disturbances in production, processing or distribution of food. The most probable emergencies include disturbances in the distribution of electricity, heat and water; contamination of tap water; extreme weather conditions like storms and floods; and anthropogenic hazards.

Home emergency preparedness brings FNS to household level by underlining individual responsibility in case of major catastrophes as well as in smaller everyday disturbances. After all, families may also encounter private-life problems, like illness or temporary lack of money that could prevent normal household management. That is to say that the HEP is not understood to be only for serious distress but rather common sense coping. In fact, the home emergency preparedness is an old form of household level preparedness to the possible FNS-risk being realized. However, it seems that many of the Finnish people have nowadays very strong trust to public sector performance in case of emergency. According to some interpretations it seems as if people have outsourced responsibility for security to the society. That is one of the reasons behind the need to develop HEP-activities to answer the present day challenges.

The point of departure in HEP is that in order to be able to function during emergency there has to be reserve supply of food and water on household level. This reserve supply should include in healthy foods that can be easily safeguarded and utilized. Importantly, to prevent food waste, the reserve supply should be a part of normal food economy of the family and they should circulate the reserve by using regularly the older foodstuff and replacing it right away to sustain the reserve. The goal is permanent and resilient household level food security which gets people to feel good and safe as psychological preparedness is a part of the HEP.

The HEP is individual and/or household level measure to guarantee FNS in case of disruptions. Public catering, again, is an effective population level action especially in relation to nutrition security. As malnutrition and food related health problems are a serious threat for wellbeing of EU-citizens, public catering might offer a functional measure to guide eating habits to more healthy direction if public meals are prepared according to nutrition recommendations. In the foresight workshop it was also highlighted that public catering could offer means to guarantee FNS in times of disruptions given that the distribution systems of food are organized to be resilient enough in times of emergencies. Especially in a scenario where individual food skills have declined as a consequence of ever industrializing food supply chain and household level capacity to prepare wholesome meals is weakened because of increasing utilization of processed food and catering services, it is unrealistic to presume that in case of disruption individuals would be able to prepare healthy meals and maintain their FNS independently. Organizing FNS by means of public catering would be the same level systemic answer to the changes in food supply chain and in consumption patterns.

Another linkage between the HEP and public catering is in food and nutrition education. In the context of HEP activities the aim is to improve individual food skills of all Finnish citizens. One of the goals of PCPs is to promote the national nutrition guidelines so that offered meals would direct consumption patterns also at home. Ideally, if people would prepare same kind of meals at home as they are eating in public catering, malnutrition should be effectively defeated and nutrition security guaranteed.





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6. ANNEXES

Appendix 1: The members of the Committee for Home Emergency Preparedness (18)

Arctic Flavours (http://www.arctic-flavours.fi/en/frontpage/)
National Emergency Supply Agency (http://www.nesa.fi/)
Association of Useful Plants (http://www.hyotyasviyhdistys.fi/)
Federation of Finnish Fisheries Associations (http://www.ahven.net/english)
Home Economics Teachers' Union (http://www.kotitalous.org/)
Rural Women's Advisory Organisation (https://portal.mtt.fi/portal/page/portal/MKN_SIVUSTO/22_IN_ENGLISH)
Ministry of Agriculture and Forestry (http://www.mmm.fi/en/index/frontpage.html)
The Agency for Rural Affairs (http://www.mavi.fi/en/index.html)
The Swedish Martha Association in Finland (http://www.marthaforbundet.fi/english/)
The Martha Organization (http://www.martat.fi/info/in-english/)
Finnish Beekeepers' Association (http://www.hunaja.net/)
Reindeer Herders' Association (http://www.paliskunnat.fi/default2.aspx?kieli=en-US)
Finnish Hunters' Association (http://www.metsastajaliitto.fi/?q=en)
The National Defence Training Association of Finland (http://www.mpk.fi/Default.aspx?tabid=392)
The Finnish National Rescue Association SPEK (http://www.spek.fi/Suomeksi)
Organization of Horticulture Associations in the Swedish-speaking Areas (http://www.tradgard.fi/start/)
The Finnish 4H organization (http://www.4h.fi/en/finnish-4h-organisation/)
The Guides and Scouts of Finland (http://www.partio.fi/en)



Appendix 2: Interview structures

Tuija Sinisalo:

1. Kerro lyhyesti työhistoriastasi joukkoruokailun parissa?
2. Kuinka tärkeä osa joukkoruokailu on suomalaisten ravitsemusta?
3. Kuinka tärkeä osa joukkoruokailu on ruokaturvaa, tarkoittaen sitä, että ihmiset saavat terveelliseen ja aktiiviseen elämään riittävän määrän ravintoa?
 - Onko joukkoruokailulla sosiaalista merkitystä esimerkiksi vähävaraisten kotitalouksien näkökulmasta?
 - Onko joukkoruokailulla ekologista perustetta?
 - Aluetaloudellista perustetta?
4. Millaisia tavoitteita teidän tarjoamallanne palvelulla on ruoka- ja ravitsemusturvan näkökulmasta?
5. Millaisia kokeiluja tai kehittämistoimenpiteitä / tarpeita teillä on /on ollut toiminnassanne? Millaisia onnistumisia tai epäonnistumisia on tullut?
6. Ketkä ovat lähimmät yhteistyökumppaninne? Ylittääkö yhteistyö hallinnonrajoja?
7. Mitkä / ketkä ovat toimintaanne rajoittavia / ohjaavia tahoja?
8. Kuinka käytännöt, resurssit, hallinto ja toimijat ovat muuttuneet vuosien varrella? Muutos paineet / tarpeet
9. Näetkö joukkoruokailulla olevan laajenemisen mahdollisuuksia / tarvetta laajentua osana suomalaisten ruoka- ja ravitsemusturvaa?

Helmi Risku-Norja:

1. Miten kiinnostuit joukkoruokailusta?
2. Miten näet joukkoruokailun merkitys nykyisellään?
3. Entä tulevaisuudessa?
4. Ketkä ovat mielestäsi keskeiset toimijat?
5. Entä ongelmat?
6. Tulevaisuuden esteet?
7. Käsitteistä: joukkoruokailu vai ruokapalvelu?
8. Joukkoruokailu ja kestävä kehitys?
9. Rahoitus?

KOVA:

1. Miten päädyit Kova-toimikunnan jäseneksi?
2. Ketkä ovat keskeiset toimijat?
4. Miten toimijoiden yhteistyö sujuu?
5. Miten näkevät oman roolinsa kotivara-toiminnassa?
6. Miten kotivaraa pitäisi mielestäsi kehittää?
7. Mikä on keskeinen kohderyhmä yleisesti ja oman organisaation kannalta?

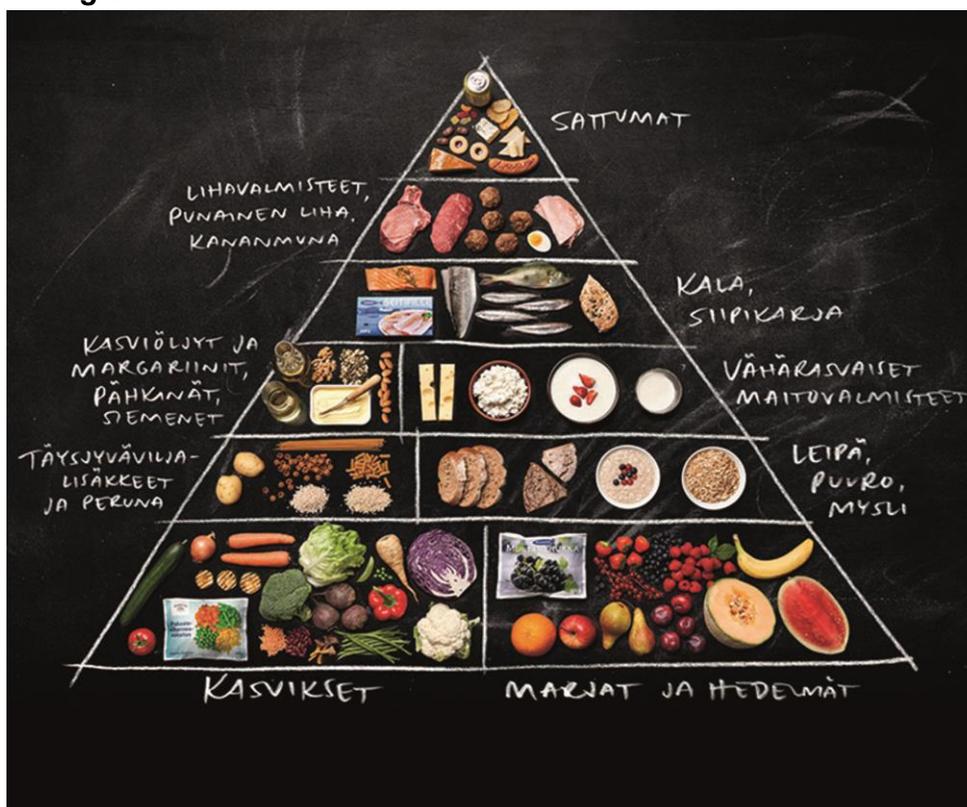


Appendix 3: The Finnish plate model and food triangle

The Plate Model



The Food Triangle



Appendix 4: Access to public catering in Finland

Cohort	Number of persons
Children in municipal day-care (full-time / part-time) ¹³	167,400 / 45,290 (2014)
Pupils in comprehensive, vocational and upper secondary schools ¹⁴	847,400 (2015)
Students in polytechnics, universities and universities of applied sciences ¹⁵	305,200 (2015)
Servicewomen & –men and armed forces personnel ¹⁶	ca. 32,000 (2016)
Inmates and staff in penitentiaries ¹⁷	ca. 5,500 (2015)
People in hospitals, care homes etc.	ca. 151,000 (2008)
Asylum seekers at immigration reception centres ¹⁸ * 31.12.2015: 212 immigration detention centres, some serve food, some provide financial support for food	ca. 29,800* (2015)
Other government personnel	ca. 72,000 (2008)
Other municipal personnel	ca. 115,000
Private sector personnel ¹⁹	ca. 2,328,000
Access to public catering, total	ca. 4,000,000

Source: Aalto & Heiskanen 2011 (edited and partially updated)

¹³

<https://www.sotkanet.fi/sotkanet/fi/taulukko/?indicator=sy52jicHAA==®ion=s07MBAA=&year=sy4rBQA=&gender=t&abs=f&color=f>

¹⁴ http://tilastokeskus.fi/til/kjarj/2015/kjarj_2015_2016-02-11_tie_001_fi.html

¹⁵ http://tilastokeskus.fi/til/kjarj/2015/kjarj_2015_2016-02-11_tie_001_fi.html

¹⁶ Maanpuolustus kuuluu kaikille. <http://puolustusvoimat.fi/tietoa-meista>

¹⁷ <http://www.rikosseuraamus.fi/fi/index/rikosseuraamuslaitos/henkilosto.html>

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¹⁸ http://www.migri.fi/tietoa_virastosta/tilastot/vastaanottotilastot

¹⁹ http://www.tilastokeskus.fi/til/tyokay/2014/03/tyokay_2014_03_2016-02-19_tie_001_fi.html



Appendix 5: HEP Timeline

1945: End of WW2

1954: End of food rationing

1955: National Board of Economic Defense, later NESAs, founded

1966: The first promotional leaflet on HEP, establishment of the concept Home Emergency Preparedness ("kotivara") – not delivered to households

1960's: Time-span for preparedness without external help: two weeks

1971: SPEK takes charge of coordination and education of household-level preparedness

1971: The second leaflet published by SPEK and delivered to households

1970's: The Ministry of the Interior produces HEP-materials, which are included in curriculums in comprehensive schools

1970's: Cooperation with NGO's

1970's: Timespan for preparedness: one week

1980's: Educational material updated

1988: HEP video material

1992: Promotion leaflet published by SPEK, nuclear disaster taken into account

2008: Promotion leaflet published by SPEK, pandemic taken into account

2000's: Timespan for preparedness: a few days

2012: KOVA committee established

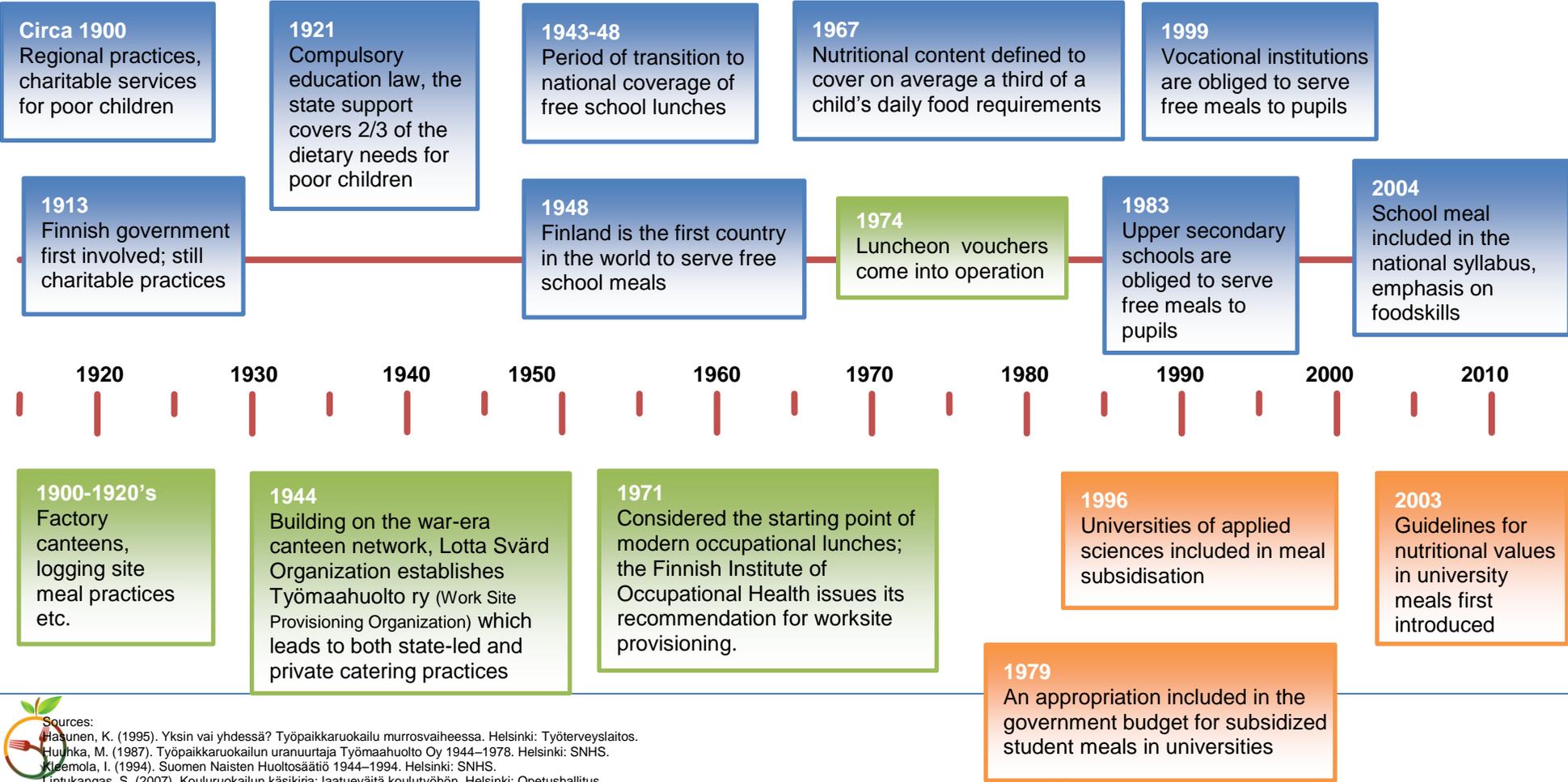
2012: New phase of development, activation of NGO's, some research activities, reinterpretation of the concept

2016: Timespan for preparedness: 72 hrs





Appendix 6: PCP Timeline



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 Information on Kela's meal subsidy was provided by Sari Miettunen (Kela) sari.miettunen@kela.fi