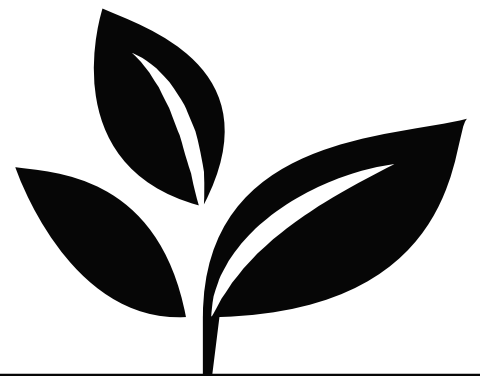




Food and Agriculture  
Organization of the  
United Nations

SUSTAINABLE  
DEVELOPMENT  
GOALS



# FAO framework for the Urban Food Agenda

Leveraging sub-national and local government action to  
ensure sustainable food systems and improved nutrition





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Food and Agriculture Organization  
of the United Nations (FAO)  
Rome, 2019



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# I. Introduction

The world is experiencing unprecedented urban growth. Today, over half of the global population is urban and by 2050 an additional 2.5 billion people are expected to live in urban areas (table 1).

The process of urbanization spans diverse socio-spatial forms (mega-cities, smaller but rapidly growing cities, towns, conurbations, suburbs, rural villages and hinterlands), creating a patchwork of uneven geographies. The importance of developing a framework to address the Urban Food Agenda is based on the need to address the complex interconnected social, economic,

environmental, political and cultural processes that shape these geographies and their implications for food systems. Focusing on the urban landscape does not imply a simple orientation towards food in cities, but instead draws attention to the (re)connections, (dis)locations and (in)justices that can be reworked through institutional and governance practices that place participatory action and decision-making at the centre of an agenda to develop resilient, sustainable food systems through harmonization of international trade and local production with solid rural-urban linkages<sup>37</sup>.

**TABLE 1: KEY FACTS ON URBAN GROWTH AND ITS IMPACTS (A) AND ON FOOD SYSTEMS AS RELATED TO URBAN AREAS (B)**

A. Urban demographics and related natural resource needs	B. Food systems in the context of an urbanizing world
55% of the world's population reside in urban areas <sup>66</sup> and 85% live in or within 3 hours of an urban center of > 50 000 people <sup>24</sup>	Nearly 1/3 of all food produced for human consumption is lost <sup>15</sup> . Food and green waste comprise more than 50% of all municipal waste, which is commonly the single highest budget for most local administrations <sup>53</sup>
881 million people live in slums, an increase of almost 200 million people since 1990 <sup>71</sup>	In low-income countries, food expenditure in cities may be as high as 2/3 of total household expenditure, while agro-industry accounts for more than 50% of value addition manufacturing <sup>12,24</sup>
Projected 2.5 billion increase in global urban population means that by 2050 2/3 of people will live in urban areas, 90% of this increase will take place in Asia and Africa <sup>66</sup>	Urban dwellers consume up to 70% of food supply, even in countries with large rural populations <sup>24</sup>
By 2030 the number of megacities (10 million inhabitants or more) will have increased from 31 to 40 <sup>70</sup>	60% of irrigated cropland and 35% of rainfed croplands is within a 20 km radius of urban agglomerations <sup>61</sup>
In 2016 60% and 80% of world refugees and internally displaced people respectively were living in urban areas <sup>73</sup>	In the last 26 years the worldwide incidence of obesity has steadily increased. Today more than 2 billion adults are either overweight or obese <sup>30</sup> ; in urban areas, this is evidenced by an increasing number of overweight and obese pregnant women <sup>8</sup>
Today, cities occupy 3% of the Earth's surface, but accounts for about 2/3 of primary energy demand and 70% of global carbon dioxide emissions <sup>36</sup> . Along with capital, utilities and housing, food is one of the largest sectors in terms of consumption-based greenhouse gas emission <sup>4</sup> per capita	As urbanization has spiked since the 1990s, lifestyles in cities have significantly contributed to the consumption of processed food with low nutrient value, which in lower middle income countries has increased annually by 5.45% between 1998 and 2012 <sup>40</sup>



**BOX 1: This framework defines the Urban Food Agenda as the vast range of policies, programmes and initiatives developed and implemented by national and sub-national governments, jointly with different stakeholders from the public and private sectors, to enhance food security and nutrition and sustainable development in urban areas and in the rural areas under their influence.**

The overall goal of the framework for the Urban Food Agenda is to guide FAO's work in supporting decision-makers at global, national, territorial and urban levels to recognize the role of cities and sub-national governments as key strategic sites and actors to address the complex socio-economic and ecological issues that constrain food security and nutrition.<sup>i</sup>

Against this backdrop, this framework aims to:

- 1) make the case and provide guidance for a broadened food policy agenda, taking into account the untapped potential for urban areas to drive sustainable food consumption and production through strategies that address the specific nature and dynamics of food insecurity and malnutrition in urban areas;
- 2) define FAO's principles and engagement in relation to the changing food security and nutrition needs that are associated with urbanization and urban development, advocating for more inclusive place-based approaches that promote equal access to sufficient, safe, nutritious and adequate food and create meaningful and secure jobs and business opportunities for small-scale food and non food-actors—recognizing that, in many countries, the food system provides a large proportion of employment, in terms of agricultural production, storage, processing, distribution, retailing, restaurants and various other services<sup>75</sup>; and 3) delineate FAO's value-added contributions to the New Urban Agenda (and, hence, to the 2030 Agenda) through the provision of more effective and coordinated

support that connects urban food dynamics with territorial development approaches.

This framework for the Urban Food Agenda recognises that a range of factors will contextualise how urbanization plays out in specific contexts. These involve distinct drivers and impacts, including (but not limited to): i) rising inequalities (i.e., in income, access to services and nutritional status) within and between urban and rural areas, ii) the diversity of socio-spatial dynamics and urban forms across the planet, iii) the availability of environmental and natural resources, iv) the role and extent of (forced and unforced) migration to urban areas, v) the knowledge and experiences of urban and rural citizens, vi) diverse institutional frameworks and cultures, and vii) existing power relations (refer to table 1 A and B for selected information that illustrates these contexts).

At the same time, this framework also acknowledges the heightened role of cities and towns (and their governments) in addressing interconnected social, environmental and economic priorities. Urban areas provide strategic entry points to reconfigure broader socio-economic and environmental processes in more resilient, sustainable, inclusive and equitable ways. Indeed, it is at the urban governance level that we have recently witnessed the most innovative efforts to developing synergies between diverse stakeholders and between traditionally disjointed policy domains<sup>1, 37, 57</sup>.

## **Food security and nutrition in an urbanizing world: The growing need for resilient and sustainable food systems**

In many urban areas, the cash-mediated nature of access to sufficient, safe, nutritious and adequate food creates specific food security and nutrition challenges, given concurrent pressures from high levels of employment instability, irregular housing and poverty. In large cities, access to affordable and nutritious food (e.g., fresh fruit and vegetables, fishery products) is characterized by high spatial and socio-economic inequality, as evidenced by the expansion of *food deserts*, which compound deprivation and social exclusion—especially in areas of low purchasing power. Access is often constrained also by the physical distance between food production areas and consumers, the unavailability of transportation options, volatile food prices, the concentration of power in global food trade, climate shocks and, especially in case of crises, the malfunctioning of safety nets for low-income urban residents.

Food security and nutrition are also affected by the safety of the food eaten and the related ability of the consumer to make use of the nutrients and energy contained in the food. In urban contexts, health concerns increase due to lack of adequate water, sanitation and hygiene facilities. In many low and middle income countries, a significant share of the food consumed in urban areas runs through informal systems (in production, postharvest handling, trade, processing, distribution, retailing and preparation) that provide important employment opportunities, sources of income and food security and nutrition for the poor. However, informal food systems often carry major risks and problems of safety at source, in storage and in cooking capacities, which raise the need for targeted interventions

to support reliable, affordable and sustainable access to vital services (water, energy and waste disposal) and for well-tailored capacity-building to prevent cross-contamination of food or excess residues of chemicals<sup>35</sup>.

Urban areas often manifest significant levels of child undernutrition or micronutrient deficiencies as well as overweight/obesity and diet-related non-communicable diseases as a consequence of rapid changes in food demand and consumption patterns. Social factors such as sedentary lifestyles, the scarcity of (or unequal access to) green public spaces, less than ideal cooking contexts, including in terms of availability of space, combined with easy physical and financial access to ready-made meals and processed foods high in fat, sugar and salt are rapidly transforming food habits in urban areas, leading to high levels of consumption of foods of low nutritional value. Malfunctioning health care systems and safety nets exacerbate the state of malnutrition of the poorest. Food system policies and interventions, including those focused on food security and nutrition, will not achieve desired results unless they address nutritional challenges in their urban dimension.

As much as urban areas are an important part of global food insecurity, malnutrition and poverty challenges, solutions can be achieved by exploiting the features of the territories in which urban areas are immersed and their dense networks of interdependencies. As concentrators of 60 percent of urban food demand<sup>24</sup>, small towns and medium-sized cities in particular have a crucial role to play in the achievement of sustainable development and improved food security and nutrition. Their proximity to (and close interaction with) rural areas makes them key strategic sites for the creation of sustainable rural-urban territories<sup>45</sup>.

Fostering resilient and economically prosperous food systems, integrated across

landscapes and based on multi-stakeholder, multi-scalar and multi-sector collaboration, is key to supporting more sustainable urbanization processes through safeguarding ecosystem services and provision of goods (such as food, timber, freshwater and labour). Sustainable urbanization processes place social justice, ecological integrity, climate resilience and regional economic development at the center of urban policies and planning. Investment in food system architecture and related soft infrastructure is also crucial to facilitate food flows and to strengthen rural-urban linkages.

Urgent and coordinated action is required to support national and local governments to make food systems more efficient, inclusive and resilient to price volatility, weather shocks and climate change in times of rapid urbanization. A growing number of countries, through their local, provincial/sub-national governments, are increasingly addressing food security and nutrition as critical sustainability issues, through the use of policies, urban/territorial food system strategies and governance mechanisms such as multi-stakeholder partnerships. However, there is a range of barriers to the effective planning of food systems as part of urban development and functional territories. These include: i) a lack of awareness of the ways in which food systems function and of the room for manoeuvre that local governments have in transforming food systems in their jurisdiction; ii) insufficient dissemination of evidence of the impact of urban food actions on urban resilience, climate change, biodiversity and economic prosperity; iii) an absence of food systems thinking (and related plans and actions) in many urban agendas that result

in a lack of incentives for coordinated action; iv) a lack of legal and regulatory instruments needed to ensure the integration of food in urban and territorial planning at a time of growing decentralization, which in turn curbs the decision-making power of local governments and hinders the dialogue across government ministries required to develop holistic place-based solutions; v) limited capacities (knowledge and financial) of relevant actors and institutions to enable innovation; vi) an absence of international initiatives (involving national and local government initiatives) that create visibility and political buy-in to support a sustainable food system orientation; and vii) the considerable financial and human resources constraints faced by most local governments, which often make sustainable food system development a secondary concern in urban development.

In the current urban development context and responding to FAO's mission to eradicate hunger, this framework adopts a rights-based approach that articulates the importance of ensuring that everybody, regardless of territorial location, should have access to affordable, nutritious, diversified and culturally appropriate food and is able to determine and shape, through collective decision-making processes, local food systems rooted in sustainable livelihoods. This involves directing attention to collective forms of producing and inhabiting urban space, natural resource management, ecological stewardship and resilient, sustainable and inclusive rural-urban linkages—developed through participatory spatial planning, infrastructural developments and public forms of food provisioning that are sensitive to local contexts.



## II. Strengthening the focus on urbanization in FAO's support to member states

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The 2030 Agenda recognizes resilient and sustainable urban development and management as “crucial to the quality of life of our people” and includes a specific goal for urban areas (SDG11): “make cities and human settlements inclusive, safe, resilient and sustainable”<sup>ii</sup>. Adding to this, the New Urban Agenda<sup>iii</sup> acknowledges the need for integrated urban and territorial development and recognizes the centrality of food security and nutrition in planning for sustainable cities.

*“We commit ourselves to promoting the creation and maintenance of well-connected and well distributed networks of open, multipurpose, safe, inclusive, accessible, green and quality public spaces, to improving the resilience of cities to disasters and climate change, including floods, drought risks and heat waves, to improving food security and nutrition, physical and mental health, and household and ambient air quality, to reducing noise and promoting attractive and livable cities, human settlements and urban landscapes and to prioritizing the conservation of endemic species”  
(clause 67, NUA).*

FAO has extensive experience in addressing the complex nature and magnitude of food insecurity and malnutrition, with a range of initiatives implemented in close collaboration with international networks and partners to promote sustainable food systems and healthy diets across the rural-urban continuum. These initiatives include the dissemination and exchange of knowledge (e.g., *Food for the Cities* community of practice and the *Urban Food Actions Platform*) as well as specific projects on food system assessment and planning, on the creation of linkages between rural producers and urban markets and on urban and peri-urban

agriculture and forestry that have been designed to strengthen rural-urban linkages and enhance the capacity of key stakeholders (Box 2).

Despite the relevance of FAO actions, these initiatives do not represent a fully comprehensive response to urban food insecurity and malnutrition. To date, FAO's work has mostly focused on the upstream of the food supply chain and on sectoral development, with fragmented impact on urban areas. A more systematic and holistic approach is needed. This involves focusing on the demand for food, which, in turn, involves looking at mechanisms that provide sufficient purchasing power to all, such that access to sufficient, adequate, safe and nutritious food is granted to everyone.

The framework for the Urban Food Agenda aims to provide a comprehensive and coherent strategy that addresses emerging requests from countries, responding to demand by central and particularly by local governments, for a multi-sectorial, multi-stakeholder and multi-level approach to food insecurity and malnutrition across the rural-urban continuum. FAO is well placed to deliver such a strategy, given its capacity to provide accessible information, policy expertise and technical assistance in support of sustainable food systems. In addition, FAO offers an independent forum where exchange of best practices between cities, regions and towns can be stimulated and relations between national and sub-national food policy actors can be facilitated.

FAO has long-established relationships with national governments and has been supporting their initiatives to develop sustainable agriculture, increase food security and improve nutrition. In today's rapidly urbanizing world, this framework complements the emphasis on rural areas and on the role of national governments in delivering food security and

nutrition with a new focus on the potential of local governments in meeting the increasing urban demand for sufficient, adequate, safe and nutritious food as well as influence a change towards more sustainable agriculture and

food handling practices. Building on its long-standing existing relationships, FAO will facilitate collaboration across government levels to include and engage cities and local level actors in food system governance.

## BOX 2: Key developments in FAO's work on urban food-related issues

**1989:** FAO's Committee on Agriculture publishes *Urbanization, Food Consumption Patterns and Nutrition*.

**1990:** FAO's Food Policy and Nutrition Division co-authors a document on Patterns of Urban Food Consumption in Developing Countries that builds on the case study reports of the UNFPA/FAO inter-regional project on the linkages between urbanization, dietary patterns and agricultural policy.

**2000:** FAO launches *Food for the Cities*—a multidisciplinary initiative that aims to address the challenges of urbanization for the urban and rural population, as well as the environment, by building more sustainable and resilient food systems.

**2011:** FAO produces *Feeding the Cities Fact Sheet* and a position paper on *Food, Agriculture and Cities*.

**2012:** FAO Council Paper states that “as a consequence of urbanization, food insecurity will increasingly appear as an urban problem which will make it more visible and politically sensitive and will require different types of intervention”.

**2014:** FAO starts a three-year project on assessing and planning for City Region Food Systems in seven countries, supported by the Government of Germany and in collaboration with diverse partners, including the RUAF Foundation.

**2016:** The first expert group meeting (EGM) on Integrating Food Into Urban Planning is organized by FAO at the UN Headquarters to inform the first round of inter-governmental negotiations as part of the process leading to HABITAT III. In Quito, FAO, IFAD and the WFP make a joint statement to stress “the importance of building sustainable cities and human settlements that are free of hunger and all forms of malnutrition” (FAO-IFAD-WFP, 2016). That same year, FAO makes a formal commitment to provide technical support to the Milan Urban Food Policy Pact (MUFPP). At the Global Forum for Food and Agriculture (GFFA) held in Berlin, FAO's Deputy Director-General for Natural Resources reiterates the need for an increased focus on urban food, arguing

that food security and nutrition need to be integrated into urban planning, since an increased proportion of the world's hungry is living in cities. The GFFA 2016 Communiqué “How to feed our cities: agriculture and rural areas in an era of urbanization” is endorsed by 65 agricultural ministers.

**2017:** FAO is one of the UN Agencies supported by the Habitat III Secretariat to organize an EGM to discuss ways to implement the New Urban Agenda under the theme “Integrating food security and nutrition into urban and territorial planning”. Conclusions from the EGM are used in emerging projects of FAO, including the multi-donor flagship project “NADHALI” fostering evidence-based participatory governance and comprehensive food system planning processes in Nairobi, Dhaka and Lima. FAO launches the urban food actions platform along with global city-network and showcases results of the City Region Food System project at the Valencia Mayor Summit of the MUFPP.

**2018:** FAO organizes a side event at the High Level Political Forum that enhances the key role of food systems and natural resources management for SDG 11, stressing the importance to leverage cities for addressing other SDGs under review this year (SDG 15, 12, 9, 8). That same year FAO produces the publication *Our world is urbanizing: Is food on your agenda?* targeting local government officials, practitioners and country officials attending key events starting with the World Urban Forum<sup>9</sup>. In collaboration with University College London, FAO issues the publication “Integrating Food into Urban Planning”. Jointly with the World Bank, FAO initiates a regional urban food system study to provide policy guidance on urban food strategies based on in-depth analyses that target urban food planners, food suppliers and consumers in selected Asian cities. Several technical publications to assist local governments in enabling resilient and sustainable food system planning, policies and actions are initiated, to be issued in the following biennium.

### III. Guiding principles

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Reflecting FAO's overall mandate in the context of the 2030 Agenda and the global commitment to sustainable urban development of the New Urban Agenda, as well as the holistic vision of this framework, four cross-cutting principles have been identified: 1) Rural-urban synergies, 2) Social inclusion and equity, 3) Resilience and sustainability, and 4) Food system (inter)connections. FAO's actions towards the development of resilient, inclusive and sustainable food systems for cities and human settlements will be informed and guided by these principles.

#### 1. Rural-urban synergies (space matters)

Nearly 85 percent of the global population lives within three hours<sup>iv</sup> of a city with at least 50 000 residents<sup>24</sup>. Hence, strengthening food systems across cities, regions and towns is key for the development of inclusive local economies that contribute to livelihoods and employment, rural transformation and overall sustainable development. This entails taking into account the complexity of rural-urban linkages and implementing responses that bridge rural and urban boundaries<sup>45</sup>. Key sub-principles here include:

- **RECOGNIZING THE DIVERSITY OF SOCIO-GEOGRAPHICAL CONTEXTS.** There is great diversity between urban areas in terms of size and geographical context. Each urban context has its own physical, social and political features that create different livelihood opportunities and challenges and affect the capacity to respond to changes induced by policies or shocks. Recognizing and valuing this diversity and its influence on the food system is the point of departure

of territorial approaches that call for a systematic consideration of context-dependent features in policy-making related to food security, good nutrition, the creation of decent jobs<sup>60</sup>, poverty reduction and human (and ecological) wellbeing.

- **UNDERSTANDING THE ROLE OF FOOD SYSTEMS IN BREAKING THE RURAL-URBAN DIVIDE.** Integrated rural-urban development requires territorial strategies where food can be used as an important building block of an inclusive and resilient economy that promotes *“sustainable and integrated urban and territorial development at all levels”*. In line with the New Urban Agenda, cities and towns should fulfil their territorial functions across administrative boundaries and act as hubs of, and drivers for, balanced, sustainable and integrated urban and territorial development. Particularly relevant is the potential of small cities and towns to create inclusive rural-urban food chains that enable the participation of small-scale actors, protect and enhance ecosystem services and promote sustainable resource (land, soil, water, energy, forests and waste) management<sup>32</sup>. Clusters of small urban areas can also benefit from global food systems by profiting from the environmental conditions of their territories to promote sustainable agriculture and access to distant markets. Equally important is the role of food system planning, based on in-depth spatial analyses, to enable effective land use for each phase of the local food system (production, postharvest handling, storage, processing, transformation, marketing and distribution, consumption and organic waste management) while



protecting biodiversity hotspots. Standards, regulations, multi-level governance mechanisms and participatory multi-stakeholder processes in line with the VGGTs<sup>v</sup> and UN-Habitat International Guidelines on Urban and Territorial Planning<sup>vi</sup> can support a development process that ensures food security and good nutrition (particularly for the most vulnerable), protects water, air, agricultural land, green open spaces, ecosystems and biodiversity, creates decent jobs and maximizes the socio-economic benefits of food systems.

## 2. Social inclusion and equity (leave no one behind)

Socio-economic inequalities (including gender biases) constrain the capacity of the poorest to participate in and reap the benefits of development. To enhance food security and nutrition for all, food systems must be sensitive to gender and the needs of the poorest and most vulnerable, enable diversity and address issues related to the inclusion of small-scale actors along the food supply chain—including through the establishment or consolidation of social protection systems. This implies:

- **ACKNOWLEDGING THE MULTIPLE CHALLENGES OF FOOD ACCESS.** Urban areas contain multiple physical, socio-cultural, religious and environmental realities that affect access to food and, more broadly, the resilience of food systems. Ensuring food security and good nutrition for all requires taking into account these different realities and their context-specific conditions as well as the existence of policies that often influence access to safe and nutritious food by the most vulnerable and marginalized groups (including women and children) in dissimilar ways (e.g., low income

groups may be exposed to foods that are at higher risk of contamination). The food environment, which constitutes the interface between consumers and the food system, can provide an important contribution to sustainable and healthy eating habits by influencing food choices, food acceptability and overall diets<sup>34</sup>. Social assistance to make food available for the poor and vulnerable in urban areas can be a complementary mechanism to support efficient supply chains that aim at affordable food for all.

### ■ SUPPORTING ACTIVE PARTICIPATION OF ALL FOOD SYSTEM ACTORS (PARTICULARLY THE MOST VULNERABLE) AND BUILDING CONSENSUS ON ACTION.

Enabling participation of the most vulnerable actors in food systems implies more than just having their voices heard. Their views need to be included in the decision-making, planning and design of sustainable food systems to reduce socio-economic inequalities (including youth and gender-related biases), provide sustainable livelihoods to diverse food actors and guarantee food security and healthy diets for all. Food system participation can be strengthened at two main governance scales: a) at the national level, including through the creation and empowerment of food system governance mechanisms that involve city and regional governments and through the engagement of food and agriculture actors in the development of national urban policies; and b) at the city and territorial level, through the development of participatory mechanisms for food system assessment, planning and action that effectively include civil society, the private sector and community representatives, paying special attention to the participation of the most vulnerable stakeholders.

■ **FOSTERING INCLUSIVE ECONOMY, ENTREPRENEURSHIP AND DECENT EMPLOYMENT, ESPECIALLY FOR SMALL-SCALE AND INFORMAL FOOD SYSTEM ACTORS.** Alongside ensuring decent livelihoods especially for small-scale food actors, increased attention must be paid to the informal food economies that are a key component of urban food systems, particularly in low- and middle-income countries. In addition to representing an important source of food for growing urban populations, the informal sector absorbs a significant proportion of the labour force (including rural migrants), providing them with important livelihood opportunities. To maximize the food security, nutrition, cultural and socio-economic benefits provided by informal food economies in urban areas there is a pressing need to strengthen small-scale and informal food actors' status as well as their access to markets by supporting their cooperatives and associations, facilitating their access to land, public space, infrastructure and services and building their capacities in relation to food quality, safety and strategic market negotiations. To complement conventional market economy approaches, social and solidarity economies can provide useful entry points to foster synergies between economic, environmental and social goals and enhance the overall resilience of the food system<sup>55</sup>. This would include supporting food enterprises that aim to enhance the quality of life of their communities through the generation of natural and social capital in the rural-urban continuum. Enabling value chain collaborations that enhance social inclusion is also feasible when local governments champion innovative schemes that include public (multi-level)-private partnerships (e.g., municipal markets and processing facilities in public properties administered by private enterprises).

### 3. Resilience and sustainability (safeguarding the future)

When cities fail to keep pace with high urban population growth rates that is, to channel development and provide basic services and infrastructure—slums proliferate, pollution increases, green spaces disappear and urban areas become vulnerable to disasters, shocks and climate-related risks. Food systems have an important role to play in increasing the resilience and sustainability of urban areas, given their role in shaping patterns of land use, consumption and waste disposal, as well as their substantial contribution to climate change. Enhancing food system resilience and sustainability involves:

■ **SUPPORTING THE PRINCIPLES OF A CIRCULAR BIOECONOMY.** The aim of a circular bioeconomy is to use natural resources for longer and, as far as possible, to avoid waste and environmental pollution while creating opportunities for economic advancement<sup>44</sup>. With regard to food systems, a circular bioeconomy can contribute to food security and nutrition and provide environmental benefits and income generation by making optimum use of natural resources, raw materials and products and re-using/transforming them. In urban areas, circular bioeconomy strategies that focus on the development of environmentally responsible food policies and practices that minimize food losses and waste, increase valorization of by- and co-products of the food industry (i.e., fuel, pectin extraction, livestock feed, bioactive compounds and fiber source) and establish a robust composting infrastructure have an important contribution to make to the resilience and sustainability of food systems.

■ **PROMOTING CONSERVATION AND THE SUSTAINABLE USE AND MANAGEMENT OF NATURAL RESOURCES AND ECOSYSTEM SERVICES.** Natural resources (e.g., minerals, soil, water, air, plant seeds and fish stocks) and functional ecosystem services (e.g. regulation of floods, drought, land degradation, soil formation and nutrient cycling) provide the basis for agricultural production, rural-urban consumption and the long-term functioning of the food system<sup>72</sup>. Sustainable resource management involves adopting environmentally-friendly production practices, promoting climate-smart practices and crop diversification, preventing food losses and reducing waste. Since food production and consumption patterns largely define the impact of food systems on natural resources, sustainable urban diets must be seen as a crucial driver for food system sustainability. The reduction and prevention of food losses and waste lower the pressures on increasing food production and, as such, reduce the need for raw materials. In this context, recovering safe and nutritious food that is at risk of being discarded or becoming waste to be redistributed for human consumption should be seen as an objective. Consumer education, coupled with policies that facilitate redistribution (including regulation of donations and the simplification of date marks), are important strategies to achieve this objective. Recovered food can also support social protection programmes and safety net initiatives, thereby creating important synergies between biocircular economy, public health and social welfare.

■ **CREATING HEALTHY AND SAFE URBAN ENVIRONMENTS.** Safeguarding the interests of future generations also depends on the quality and resilience of physical environments in cities. Special

attention will need to be paid to slum areas, which tend to be located in high-risk hazardous sites and suffer from vulnerable tenure rights, inadequate infrastructure and limited access to basic services, clean water and sanitation, which result in low food safety standards, creating constant risks for the livelihoods and health of the urban poor.

■ **RESHAPING DEVELOPMENT PATHWAYS BY TAKING INTO ACCOUNT CLIMATE RISKS AND VULNERABILITIES IN URBAN FOOD SYSTEM PLANNING.** Urban food availability is dependent on local, regional and often global supplies. Climate shocks and stresses can constrain food supply and demand, exacerbating food insecurity and malnutrition. In particular, climate change-related constraints on agricultural production can affect urban consumers through reduced supplies or higher prices. Extreme events can bring about disruption to urban markets, services and access to food. Climate-related natural disasters and changing temperatures can jeopardize food storage and transportation and increase the overall risk of food contamination.

#### **4. Food systems (inter)connections (an integrated perspective matters)**

Food security and nutrition objectives should not be addressed in isolation as they are inextricably connected with sustainability objectives of sectors including public health, social protection, agriculture, environment, parks and recreation, commerce, tourism, housing, employment, infrastructure, transport, energy and land use. Given its multidimensional (i.e. multi-objective, multi-sectoral and multi-actor) nature, food security and nutrition requires actions through an integrated and multi-level governance



approach that builds on solid evidence, is risk-sensitive and aligns intervention with wider sustainable development goals. Key building blocks towards this approach include:

■ **BUILDING AN INTEGRATED VISION FOR ACHIEVING COUNTRY-SPECIFIC SUSTAINABLE DEVELOPMENT**

**OBJECTIVES.** This should involve the strategic position of the country in the international context, the role and relative importance of each production sector, how to materialize a vision for sustainable development through policies and actions of different tiers of government.

■ **RECOGNIZING THE VALUE OF STRATEGIC PARTNERSHIPS FOR INTEGRATED**

**ACTIONS.** Attention needs to be paid to the economic, environmental and social impacts of the food system to avoid activities and outcomes that hinder sustainable urban development. This requires close collaboration within and across government levels and among stakeholders (including development partners and the private sector) to create synergies between different kinds of food system interventions within the wider urban development agenda.

■ **SETTING SEQUENCES FOR KEY**

**INTERVENTIONS.** The capacity to manage complex systems requires a holistic understanding of the whole to identify strategic areas for key interventions. Not all development needs can be tackled simultaneously. Hence, it is important to identify priorities and establish a sequence of well-defined actions through a participatory process that takes into account the most urgent needs of vulnerable groups.

■ **EMPHASIZING THE INTERRELATIONS BETWEEN DIFFERENT DIMENSIONS OF URBAN FOOD.**

Horizontal integration across sectors and along all stages of the supply chain (e.g., agriculture, natural resource management, transport and infrastructure for distribution, energy for processing, the management of by-products, food safety, etc.) is necessary for maximizing the socio-economic and environmental synergies with the wider development agenda. Urban planning mechanisms such as short and simplified supply chains and land use and zoning regulations need to be mobilized to enhance the impacts of rural resource management on urban food security and nutrition, improve city-regions' capacities to withstand stress and shocks and strengthen rural-urban cooperation through sustainable land, water, fisheries and forestry management practices that mitigate the impacts of climate change<sup>20</sup> and create healthy urban environments.

■ **ADDRESSING DATA AND KNOWLEDGE GAPS ABOUT URBAN FOOD SYSTEMS.**

The 2030 Agenda emphasizes the need to address development goals on the basis of improved data for planning and benchmarking progress. Such emphasis reflects emerging calls by local governments for robust data and frameworks of indicators<sup>vii</sup> that would enable cities to build the necessary evidence to design, implement and measure the impact of their initiatives, monitor progress towards set targets and adjust priorities and interventions accordingly<sup>viii</sup>. This also entails the development and dissemination of relevant food and nutritional knowledge for food sector operators, poor households which have little disposable income to

pursue choice and diversity in satisfying their energy and nutritional requirements and urban policy-makers, who need to be able to measure their progress towards food security and healthy diets and promptly identify intervention gaps and emerging research needs.

- PROMOTING MULTI-ACTOR AND MULTI-LEVEL FOOD GOVERNANCE SYSTEMS.** A key step towards the effective integration of food security and nutrition into urban development is the use of socially inclusive mechanisms such as multi-sectoral and multi-level food policy councils, partnerships or liaison and advisory

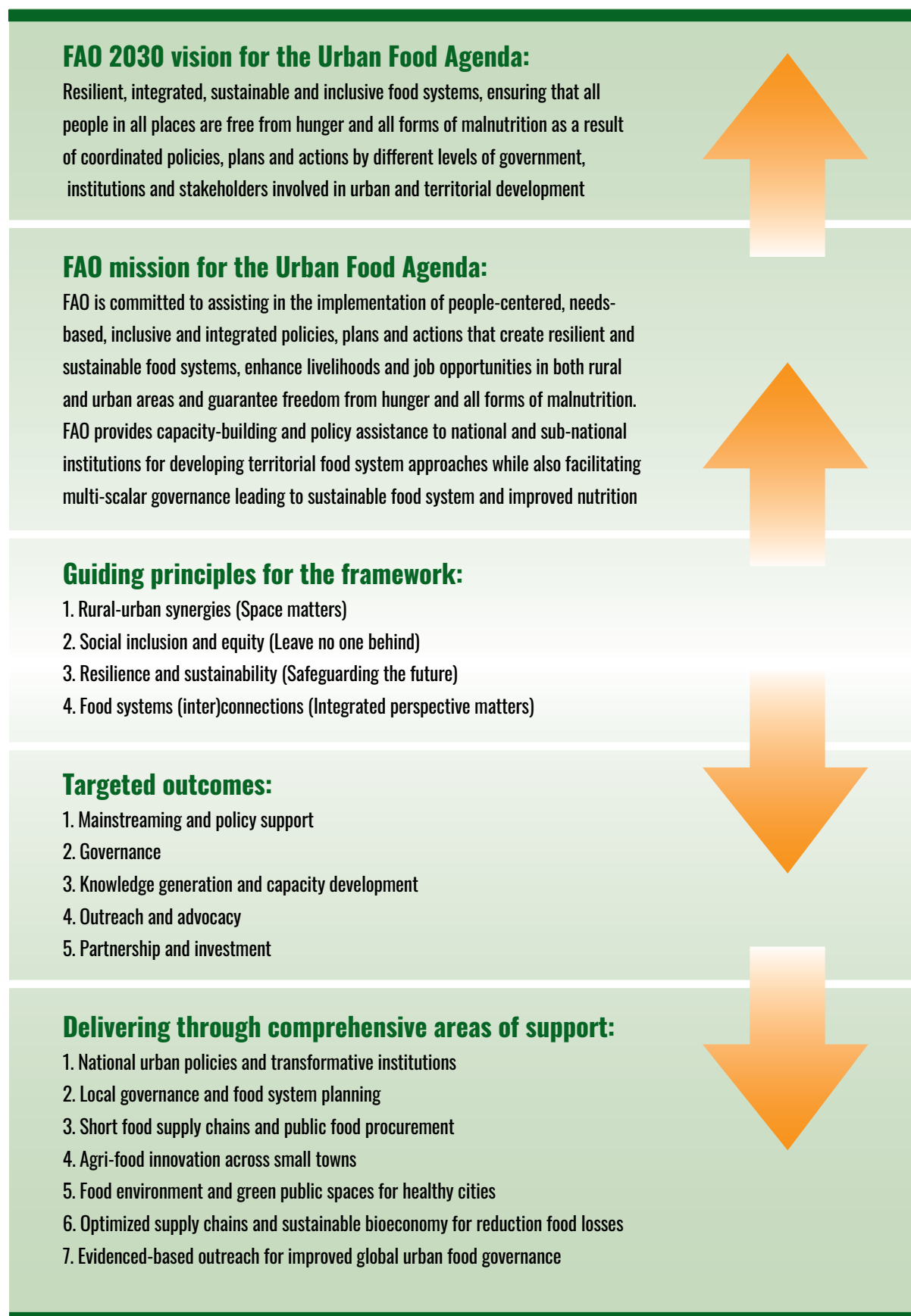
groups on food systems that promote collaboration between public and private sectors and facilitate coordination across different policy domains and governance scales.

The four cross-cutting guiding principles serve to inform the major roles of FAO in supporting the Urban Food Agenda. They also inform the core functions required to achieve targeted outcomes and set the direction for the implementation of a global programme of action (Figure 1). The scope of the guiding principles is closely linked to the Sustainable Development Goals (Table 2).

**TABLE 2: THE CONTRIBUTION OF THE GUIDING PRINCIPLES TO THE SDGS**

Cross-cutting principles	Sustainable Development Goals																
	1 NO POVERTY	2 ZERO HUNGER	3 GOOD HEALTH AND WELL-BEING	4 QUALITY EDUCATION	5 GENDER EQUALITY	6 CLEAN WATER AND SANITATION	7 AFFORDABLE AND CLEAN ENERGY	8 ECONOMIC GROWTH	9 INDUSTRIALIZATION, INNOVATION AND INFRASTRUCTURE	10 REDUCED INEQUALITIES	11 SUSTAINABLE CITIES AND COMMUNITIES	12 RESPONSIBLE CONSUMPTION AND PRODUCTION	13 CLIMATE ACTION	14 LIFE BELOW WATER	15 LIFE ON LAND	16 PEACE, JUSTICE AND STRONG INSTITUTIONS	17 PARTNERSHIP FOR GOALS
Rural-urban synergies Space matters																	
Social inclusion and equity Leave no one behind																	
Resilience and sustainability Safeguarding the future																	
Food systems (inter) connections Integrated perspective matters																	

**FIGURE 1. USING THE GUIDING PRINCIPLES TO TAILOR THE PURPOSE AND DEFINE SYSTEMIC ACTIONS FOR THE URBAN FOOD AGENDA**





## IV. FAO's role, vision and mission for the Urban Food Agenda

Compared to other intergovernmental organizations, FAO is in a unique position to provide support to the Urban Food Agenda, given its longstanding experience in building and enhancing capacity of relevant stakeholders, implementing collaborative initiatives and supporting policy formulation to enhance food security and nutrition. By advocating for the development of resilient, inclusive and sustainable food systems that are based on mutually beneficial rural-urban linkages, FAO framework for the Urban Food Agenda will significantly contribute to ending hunger, increasing employment and enhancing the availability and accessibility of nutritious food and green environments, making cities and towns more inclusive, safe, resilient and sustainable.

FAO framework for the Urban Food Agenda envisions *resilient, integrated, sustainable and inclusive food systems ensuring that all people in all places are free from hunger and malnutrition as*

*a result of coordinated policies, plans and actions by different levels of government, institutions and stakeholders involved in urban and territorial development.* The key vehicle for achieving this vision is the empowerment of actors at different governance levels (local, regional<sup>x</sup>, national and global) and their engagement in the design and implementation of people-centered, urban and territorial policies through a rights-based approach<sup>x</sup>. Rights-based approaches to food systems highlight the importance of placing social justice and the recognition of diversity and difference within any framework that seeks to address food insecurity and malnutrition. In the urban context, particular attention needs to be paid to the livelihood constraints faced by small-scale food actors and other small, non-food actors and to the food security and nutrition of the most vulnerable communities, including migrants, women, children and the elderly, residing in slum areas.

### FAO 2030 vision for the Urban Food Agenda:

Resilient, integrated, sustainable and inclusive food systems, ensuring that all people in all places are free from hunger and all forms of malnutrition as a result of coordinated policies, plans and actions by different levels of government, institutions and stakeholders involved in urban and territorial development

### FAO mission for the Urban Food Agenda:

FAO is committed to assisting in the implementation of people-centered, needs-based, inclusive and integrated policies, plans and actions that foster sustainable urban and territorial development through resilient and sustainable food systems that enhance livelihoods and job opportunities in both rural and urban areas and guarantee freedom from hunger and all forms of malnutrition. FAO provides capacity-building and policy assistance to national and sub-national institutions for developing territorial food system approaches while also facilitating multi-scalar governance leading to sustainable food systems and improved nutrition

## V. Targeted outcomes for the Urban Food Agenda

Guided by the principles of this framework, FAO will exercise its core functions to progress towards a set of targeted outcomes. The diverse work needed for achieving each of the outcomes is discussed below as a preamble step towards a global action programme.

### Mainstreaming and policy support

**TARGETED OUTCOME: Food security and nutrition mainstreamed in all policies, strategies and planning, recognizing the need to create mutually reinforcing linkages between urban areas (including intermediate, small-sized cities and towns) and rural areas.**

Due to differences in countries' strategic visions regarding sustainable development, strategic choices regarding food, as well as in size, socio-economic, environmental and governance features, different territories have different food security and nutrition roles within the national agenda as well as specific needs and priorities. Instead of proposing ready-made solutions, FAO recognizes the value of food system diversity and its contribution to healthy diets. In practice, this will entail:

- Identifying and assessing rural-urban/regional context-specific needs and policy gaps to provide national and particularly local decision-makers with a holistic understanding of how food systems work —where the food comes from, how it is distributed and utilized, and where, how and for whom the systems create food (in)security and (un)healthy dietary patterns. In line with this holistic approach, the impacts of the food system on the different dimensions of sustainability —economic, social and environmental — need to be well understood. This will allow
- informed action to target the hot spots for increasing the resilience, sustainability, healthiness and inclusiveness of the food system and for improving food security and ensuring good nutrition. A first important step is to gain an understanding of the current dynamics of the city-driven food system and its impacts on different population groups.
- Collaborating with national governments to create an enabling policy environment for local food system actors through, for example, the development of legislation and regulation that enhance food safety, food security and nutrition while ensuring an inclusive process of engagement of multiple stakeholders.
- Supporting the design and implementation of an integrated, coherent and coordinated policy approach to food security and good nutrition at all levels of governance. This entails taking into consideration the links between food and public health, social development, sustainable agriculture, employment generation, regenerative resource management and land use across urban and rural areas. Special attention needs to be paid to the potential trade-offs of sectoral interventions. For example, promoting the demand of a nutrient-rich product can be of benefit to those involved in the value chain of that product, but the affordability of the product may be jeopardized if demand increases without a well-planned strategy that enables increased production.
- Enhancing the institutional and governance capacity of national and local actors to implement global standards and commitments for promoting sustainable urban development.

- Supporting the development of innovative national and sub-national policies (including ordinances and by-laws, rules and regulations and other policy or governance instruments) to enhance social and spatial inclusion, foster sustainable rural development that builds on urban-rural synergies and supports diverse (including small-scale and informal) food systems that supply safe and nutritious food.

## Governance support

**TARGETED OUTCOME:** Strengthened multi-level and multi-actor/sector food system and green space governance, recognizing the central role of local governments and the need to support them with data and analyses of urban food systems generated in a timely manner.

For the policies and cross-cutting principles to be operationalized, FAO will support effective participatory governance and coordination mechanisms for sustainable urban-rural food systems by:

- Facilitating vertical coordination between local and national governments through support for the creation of multilevel governance mechanisms, including between urban and rural areas.
- Sustaining the development of governance frameworks and institutions to facilitate the integration of food security and nutrition in the urban development and planning agenda.
- Facilitating inter-sectoral/horizontal coordination and an inclusive multi-stakeholder participation in local food systems. A strong collaboration between key stakeholders from public and private sectors, including civil society, in the formulation, implementation and

monitoring of policies and programmes that address urban food insecurity and malnutrition is vital to sustaining interventions over time.

## Knowledge generation and capacity development

**TARGETED OUTCOME:** Empowered food system actors to actively participate in decision-making and local action to promote resilient, sustainable and inclusive food systems and healthy diets—especially for vulnerable groups in cities and family/smallholder producers in rural areas.

Capacity building will be fostered through the establishment of learning “hubs” (and other mechanisms) that provide urban institutions and relevant public and private organizations with:

- Shared knowledge and evidence-base on food systems to inform municipal and regional strategies, policies and programmes for urban food security and nutrition.
- Technical support to develop and strengthen the capacity of small-scale food actors (e.g., farmers, traders, small and medium-sized processors and retailers) to improve capacities in relation to production, processing, business management, marketing and access to urban markets and consumers through holistic advisory services.
- Technical support to design and implement participatory governance approaches for food system planning that empower small-scale actors (e.g., civil society, training agencies, the private sector and community food entrepreneurs, including street food vendors) and promote their inclusion in the Urban Food Agenda.

In line with the Organization's commitment to national and local empowerment and ownership, FAO will support: 1) decision-makers at both national and local levels in playing their role effectively in the design and implementation of integrated and inclusive policies and plans, as well as legal and regulatory instruments for the Urban Food Agenda; and 2) key actors across the food system to promote their participation in policy processes and to help them make informed choices in their daily actions related to food, health and wellbeing. FAO is especially committed to:

- Supporting the identification of effective actions to promote resilient and sustainable food systems and ensuring timely and dissemination of research findings.
- Developing and disseminating methodologies and tools that enhance national and local understandings of food system characteristics, dynamics and constraints and their connection with other sectors/systems, accompanied with pertinent technical assistance to implement them.
- Facilitating the creation and use of analytical frameworks for urban food policies and programmes that can help local, sub-national and national stakeholders to identify, design and implement the policy approaches needed to address the context-specific challenges and priorities of the Urban Food Agenda.
- Facilitating the design and use of a monitoring system for comprehensive urban food policies (e.g., through household surveys that systematically collect information on the availability of, and access to, appropriate, safe, sufficient and nutritious food) that enable local actors to benchmark progress and to exchange knowledge about healthy diets and related issues.
- Assisting in fostering innovative pilot actions (at community, city, town and regional levels) that have a high scaling-up potential, providing opportunities to boost the entrepreneurship of smallholder family farmers and adopt approaches that enhance the sustainability and resilience of the food system (e.g., climate-smart agriculture, agroecology, conservation agriculture, sustainable land management, etc.).
- Supporting the active participation of food system actors, including consumer-citizens, in the policy processes, raising their awareness about the contribution that their daily food-related activities can make to resilient, sustainable and inclusive food system outcomes.
- Supporting the implementation of global standards and commitments and the inclusion of indicators and benchmarks for sustainable food systems across urban and territorial developments in national surveys and censuses.

## Outreach and advocacy

**TARGETED OUTCOME: Awareness raised at all levels regarding the importance of resilient, inclusive and sustainable food systems for both rural and urban areas.**

To ensure that key messages reach and influence all actors addressed in this framework at global, regional and country levels, FAO will:

- Advocate for resilient, inclusive and sustainable urban food systems within relevant fora and with partner organizations, national and local policy makers and regional bodies.
- Organize and facilitate high-level events to increase awareness about the Urban Food Agenda and create opportunities for collaboration around it.



- Establish and maintain global, national and regional multi-stakeholder and multi-sectoral platforms to support the exchange of knowledge and competences between cities and local communities. This will include the development of a global repository of good practices about policies, programmes and initiatives for the Urban Food Agenda.

## Partnerships and investment

**TARGETED OUTCOME: Strengthened partnerships to scale up the positive impacts of urban food policies and strategies and secure public and private investments to foster resilient, inclusive and sustainable food systems for both rural and urban areas.**

Considering the complexity and diversity of the global Urban Food Agenda, FAO will collaborate with different partners to strengthen policy coherence and to scale up positive impacts achieved at the territorial level. For delivering resilient, sustainable and inclusive food systems in and around urban areas, FAO will also facilitate the mobilization of public and private investments. In particular, the Organization will:

- Support partnerships across the rural-urban interface (including producer organizations, cooperatives, civil society organizations, intermediaries/brokers, wholesalers, consumers and private actors) to make food systems resilient, sustainable and inclusive in the long term by strengthening rural-urban linkages, creating jobs, protecting natural resources and improving food security and nutrition.
- Deepen collaboration with UN organizations and specialized agencies, international and bilateral development

partners, civil society organizations and the private sector to ensure that the development of food systems linked to cities contributes to the implementation of global initiatives (such as the Paris Agreement, the 2030 Agenda and NUA) at the local level and supports resilient and sustainable urbanization.

- Foster collaboration beyond jurisdictional boundaries through information exchange that results in adaptation and innovation in partnering local governments.
- Promote partnerships with transnational municipal networks and their decentralized sections to enhance their contribution to sustainable food systems and nutrition and ensure that this parallels the work they are doing to influence international agendas to act on climate and water resources<sup>62</sup>.
- Create and promote coalitions of countries to influence the global governance of food systems through a systemic approach in which local governments champion relevant policies and legislation, facilitate the dissemination and exchange of good practice, illustrate successes and challenges and provide support to accelerate implementation.
- Promote strategic partnerships to ensure the financial sustainability of interventions related to the Urban Food Agenda, facilitating the engagement of local governments with partners to enhance resource mobilization.
- Support public investment planning and the development of business models (including with key representatives from the private sector) to build win-win scenarios for producers and consumers, paying close attention to social and environmental issues.

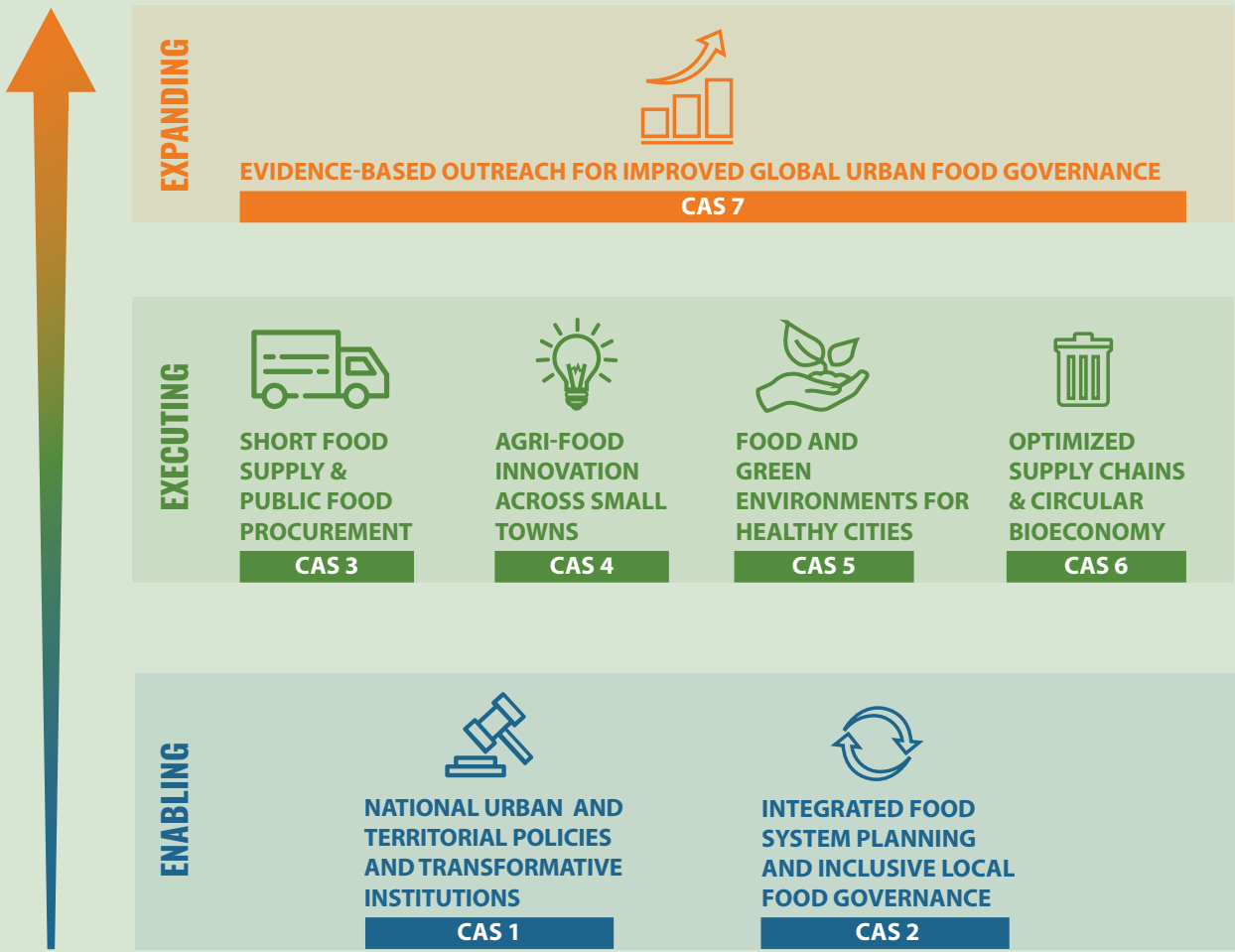
## VI. Delivering the urban food action programme through comprehensive areas of support

FAO's urban food action programme will be delivered through seven comprehensive areas of support (CAS) in which the formation of a local governance mechanism is seen as central, since it serves as the key for adapting national laws and regulations to local strategies and provides a flexible platform for determining specific priorities tailored to local needs (Figure 2). The CAS together form the **3E approach** in which FAO, with partners, assists governments to: i) **Enable** the right policy environment through laws, regulation, governance and empowerment of institutions that result in increased and effective investment and open data and information (CAS 1 and 2); ii) **Execute** needed actions, according to context-specific realities (e.g., city size and topography of the region), delivered through, inter alia, shorter supply chains, social protection schemes and inclusive public food procurement, innovative and sustainable agro-food business and employment that foster functional and prosperous territories, a healthy food environment, improved access to green spaces and optimized supply chains and a circular bioeconomy that targets reduction of food losses and waste (CAS 3, 4, 5 and 6); iii) **Expand** good practices through the exchange of information and trans-local collaborations (cooperation with other local governments of the same metropolitan area, province, region, country or abroad) to create a domino effect within countries and internationally, and form a basis for a neutral global forum that promotes participation of different government levels and diverse stakeholders to agree on standards and good practices on food governance (CAS 7). This 3E modality to support countries is in line with mechanisms of action recently suggested

by FAO-World Bank that places transformative institutions in a critical position to enable the development of effective policies and governance that set the basis for achieving the interlinked outcomes of sufficient, affordable, nutritious, diverse and safe food, remunerative jobs, better agri-business and sustainable, resilient agriculture and food systems<sup>60</sup>.

The seven CAS draw on support across all of FAO's strategic programmes (SPs). The contribution to the eradication of hunger, food insecurity and malnutrition (SP1) is directly targeted through policy assistance and analysis of the food environment. More inclusive and efficient agricultural and food systems (SP4) are integral to the work under all CAS—from planning for food system development through multi-stakeholder approaches to assisting in developing circular bioeconomy approaches for improved food waste management. The increase of the resilience of livelihoods to threats and crises (SP5) is part of the planning process to prioritize actions toward preparedness to emergencies and climate shocks. By strengthening rural-urban linkages and by supporting socio-economic development in small cities and towns, this framework will improve rural livelihoods, contributing to SP3 on rural poverty reduction. Through the optimization of short supply chains interventions for sustainable agricultural purposes—including concerns about resource use efficiency, natural resources and agro-biodiversity, improved livelihoods, resilience of communities and improved governance, this framework will contribute to SP2 (Make agriculture, forestry and fisheries more productive and sustainable).

**FIGURE 2: FAO'S 3E APPROACH AND THE COMPREHENSIVE AREAS OF SUPPORT (CAS) TO THE URBAN FOOD AGENDA**



## CAS 1: Effective national urban and territorial policies and transformative institutions to enhance sustainable food systems



Strategies to ensure sustainable food systems need to be incorporated into broader strategic planning at multiple scales (national, regional, community) by drawing upon participatory planning processes and engagement, particularly with excluded or vulnerable groups, and by recognizing that each urban area has specific historical, geographical and political-economic circumstances and regulatory frameworks.

While this framework introduces a novel approach to the collaboration between FAO and the sub-national governments, the Organization recognizes that national governments need to provide the leadership required to ensure urban policy coordination. Where city governments are weak, fragmented and poorly resourced<sup>68</sup>, FAO will leverage its existing engagements with central governments to ensure that sustainable food systems and food security and nutrition are included in all national policies that influence urban regulations and planning. FAO will advocate at the national level for recognition of the heterogeneity, diversity and complexity of food systems' challenges and the differential capacities to enact change at the local level. Central governments will be supported to provide coherence and create coordination frameworks of national laws and regulations, enhancing the institutional capacity for action-oriented strategies that support sustainable urban and territorial development.

En route towards the 2030 Agenda and the full implementation of the New Urban Agenda signed at the Habitat III Conference in 2016, a number of countries are placing emphasis on national urban policies (NUPs) as key guiding tools for preparing actions plans. This provides a unique opportunity to use food systems and nutrition as entry points for sustainable urban development. NUPs rarely deal explicitly with food security and healthy ecosystems and tend to emphasize economic development, with little attention to climate change and human development<sup>43</sup>. There is a clear need to create adequate coordination mechanisms between the different levels of governments and different institutions involved in urban food policy development to ensure policy coherence between national policies and local strategies and plans. FAO will support the mainstreaming of sustainable food systems and nutrition, and subsequent ecosystems needs, in national urban and territorial policies and across institutions that focus on urban development (e.g., national negotiations on housing and infrastructure). Other support provided to central governments, as part of this framework, will include for example national policies and regulations that address street food vending, food labelling, land use, water policies and international food trade as related to urban development.

This will entail the development of policy assistance facility mechanisms that rely on urban food system advisers working in cooperation with the national development boards preparing the NUPs, for instance. FAO will offer to engage with the participatory process for designing action plans, ensuring inclusiveness across national territories and well targeted decisions that apply the principles of this framework. To this end, and building on the experience of programmes such as FIRST (Food and Nutrition Security Impact, Resilience, Sustainability and Transformation), FAO will promote the establishment of a policy



assistance facility and of capacity development services that rely on a network of policy officers and technical experts engaged as agents of change. While stressing the importance of participatory processes in different areas of a country to ensure that policies capture the diversity of needs existing within national territories, FAO will offer its support to ensure that national action plans are developed in collaboration with different sub-national and local stakeholders.

## CAS 2: Integrated food system planning and inclusive food governance mechanisms to support sustainable urbanization and territorial development



A number of local governments worldwide are prioritizing food systems in their policy agenda and are seeking to re-envision food systems as part of their urban and territorial development, interlinked with the sustainability of other urban sectors (including transportation, water and land use, waste management and green infrastructure). Evidence shows that key stakeholders involved in urban planning require support in understanding the complexity of food systems and in building capacity to identify and formulate integrated urban food system plans and strategies to cope with these challenges<sup>58</sup>. To address these needs, FAO will support decision-makers involved in urban and territorial planning to develop evidence-based food system strategies that improve action-oriented relationships between local and national authorities, civil society, private sectors, academic institutions and other relevant food system actors. Special

attention will be devoted to holistic capacity development for food system planning (i.e. supporting appraisals and the design and elaboration of action plans) that integrates food systems in the existing urban planning processes, contributes to infrastructural development and fosters agro-business innovation and agro-industrial investment<sup>23</sup>. Particular consideration will be given to the spatial configuration in which urban development takes place, acknowledging scenarios that, in the light of size, topography and geographical boundaries, are exposed in unique ways to international food commerce (e.g., Small Island Developing States and landlocked countries).

An essential element for enabling food system planning is the presence of effective *food governance mechanisms* that mobilize actors who represent the diversity of culture, geography, religion and economy of the cities and territories involved and can act both as a consulting forum for advising local governments, but also as a mechanism that can promptly identify dynamics and events that may threaten the local food system. Based on its relationships of trust with central governments, FAO is well positioned to facilitate dialogue within local governance mechanisms, which should also include relevant national institutions and be championed by the local government.

A recent survey conducted with the Milan Urban Food Policy Pact signatory cities shows that even when cities are increasingly moving into establishing inclusive food governance mechanisms and comprehensive food policies, there is a striking lack of knowledge about the origins and flows of food, and about the power relations that shape urban food systems<sup>58</sup>. To empower these governance mechanisms, FAO will support the use of tools for food system appraisal, assessing with partners and local governments what tools and approaches that have already been piloted<sup>9, 14, 28</sup> are

best to use in scenario given situation. In general, appraisal tools should facilitate the identification of hotspots in the food system that prevent progress towards sustainability. Food system appraisals (in urban areas and territories) for effective urban food planning would ideally: i) generate results efficiently; ii) produce sound data covering all population groups; iii) develop spatial analysis that is useful for modelling and elaborating specific place-based frameworks (e.g., identification of communities with distinctive needs within close distance); iv) map food-related policies; and v) determine overall links with other elements of urban/territorial planning, including natural resource planning.

Although food system planning will be applied in diverse contexts that are immersed in economies of various size and healthiness, *smart* development approaches will be an ultimate goal in all instances. “Smartness” here is defined as comprising of a series of short-term and long-term investments that are affordable and produce a favourable benefit-cost ratio. Acknowledging the rapid evolution of technologies to make food flows more efficient, FAO will assist in promoting policies and governance mechanisms that ensure that the benefits produced by these advances reach the most vulnerable. Food supply chains are being digitized with technologies such as cloud computing, artificial intelligence and the Internet of Things (IoT), while distributed ledger technologies (DLTs), smart contracts and transaction systems are already on the horizon. Such technological advances have the potential to decrease uncertainty in product delivery and augment trust across the food system, opening up major opportunities for smallholders<sup>63</sup>. This potential will only be realized if fair rules for the collection and use of information are set, and food system planning groups should advocate for this at national and international levels. The public

sector, along with the private sector, can leverage these technologies through the management of key institutions (e.g., urban wholesale markets) and promote them for food product tracking, purchase transaction records, trucks sensors and mobile phone global positioning systems<sup>60</sup>, which can help to close inequality gaps within countries and within communities.

Food system strategies should contain a roadmap to facilitate a progressive integration of the rural-urban continuum and the resilience of the food system to sustain diverse shocks (e.g., civil, climate), including integration of safety nets and modalities of crisis preparedness. FAO will support these processes through capacity building at the local level and through seed-funding projects (supported by public investment and action) that aim to create an enabling environment for innovative business models. Different advisory models (i.e. beyond production) should be contemplated, based on the level of decentralization and the perceived needs of different countries.

CAS 1 and CAS 2 constitute the basis for the implementation of the subsequent CAS. An effective local governance mechanism (CAS 2) is the pillar for implementation programmes, and is also crucial for continuously promoting investment and regular food system analyses that facilitate the revision of strategies if and when needed. It is also key for the identification of key entry points into the food systems and of linkages that could be gradually built with other non-food systems at the urban and regional levels<sup>6</sup>. Where mature governance mechanisms exist, FAO will support their institutionalization and promote innovative bottom-up approaches such as participatory budgeting, which has proven effective in addressing basic urban services in a range of communities and cities<sup>5</sup>.

### CAS 3: Short supply chains and inclusive public food procurement to untap the potential of production in the city and surrounding region



Through this CAS, FAO aims to assist cities in building resilience to food insecurity and malnutrition and climate shocks, while promoting diversity in food supply. Local food production and marketing, productive landscaping and different biodiversity approaches beyond the city limits are needed to achieve this goal. The adoption of a city-region perspective helps in developing a framework that can leverage food system activities in the regional foodshed and that can identify new avenues for nourishing the city and its surrounding areas adequately and sustainably. Translated into practice, a city-region approach gives prominence to “short food supply chains”—defined as simplified modes of food provisioning that re-connect food consumers and producers around sustainability values and food security and nutrition objectives. Shorter and more simplified supply chains articulate inclusive and transparent forms of market governance, provide an entry point for building functional territories, redistribute added value, contribute to alleviating rural poverty and conserving cultures through the promotion of environmentally-friendly food practices that protect local biodiversity (i.e., traditional and indigenous foods, which are key to diversifying diets and to counteracting the homogenizing effects of the industrialization of the food system, as well as organic and agro ecological products), provide a more efficient use of resources and energy (e.g., for refrigeration) and reduce packaging, food losses and waste<sup>42,45</sup>.

The focus on local production in this CAS does not mean undermining strategies that promote production based on comparative advantage, but recognizes that comparative advantage has to be assessed by taking into consideration all costs and benefits—including positive and negative externalities—at the local, national and global levels. Comparative advantage assessed through monetary measurement will have to be complemented with qualitative assessments in a multi-criteria framework to incorporate social and environmental costs and benefits not measurable in monetary terms. This should lead to an ideal combination of local production, intra-national and international trade which is country or city-specific. Indeed, history demonstrates that distant production hotspots and markets have been of paramount importance for food security and nutrition in a number of places<sup>10</sup> but also that distance is not the most critical factor for ensuring the sustainability of food systems, which often depends on other criteria such as identity, governance and size<sup>51</sup>.

Under this approach, FAO will also work to ensure that urban and peri-urban agriculture are not undermined on the grounds of low productivity or low yield volumes, helping to recognize their full range of benefits. In particular, urban agriculture is an activity that creates social cohesion, re-connects people and places with nature and catalyzes the attention of policy-makers, thereby facilitating a shift away from sectoral actions and towards more systemic approaches<sup>7</sup>. Peri-urban agriculture, for its part, provides important development opportunities, especially in relation to productive landscaping, inclusive value chains, environmentally-friendly approaches such as agroecology and the engagement of communities through social farming<sup>19</sup>.

More generally, nourishing cities through sustainable local production implies breaking the rural-urban divide through the creation of functional spaces where urban and rural actors coexist. Important vehicles for the establishment of such spaces are territorial markets (direct producer-consumer), wholesale markets (producer-brokers) and product aggregation points, including food hubs. The development of this infrastructure is key to enhancing the proximity between food producers and consumers, improving access to diverse, safe and nutritious food, strengthening emergency preparedness, reducing inequality by improving productivity and competitiveness (which leads to lower food prices) and reducing, as much as possible, the distance that food travels. In this regard, FAO will work to support improved postharvest systems and management of wholesale markets, farmers' and fresh markets, food hubs, retail outlets and related services. FAO will also support business models that promote the inclusion of vulnerable and small-scale farmers and processors (SMEs), including street food vendors, in urban markets through value chain collaborations and public-private investment mechanisms.

Inclusive, sustainable and integrated food procurement strategies catering to public institutions have a unique contribution to make to the implementation of the cross-cutting principles of this framework. They embrace all pillars of food security (access, availability, utilization, stability), address nutrition and, unlike most other food policies, which focus on either supply or demand, sustainable public procurement entails a comprehensive approach to food that embraces all food system actors and stages (from production all the way through to consumption and waste management). Public procurement can specifically focus on vulnerable social groups (e.g., patients in hospitals, elderly in care homes and children in schools)

that are at high risk of food insecurity and malnutrition. For example, existing studies on school feeding programmes point to improved concentration and school retention rates among poor children linked to the consumption of nutritious meals and the creation of important markets for small-scale quality food producers<sup>13, 26, 39, 56, 74, 76</sup>. Based on lessons learned from successful public food programmes, it is important to note that the development potential of home-grown models (linked or not to social protection schemes) can only be realized if these are understood and approached as part of a holistic and integrated set of policies and educational measures<sup>41</sup>. This framework will be complementary to FAO's ongoing home-grown school feeding and related educational interventions, with specific emphasis on local government action in diverse contexts (e.g., depending on the size of cities). Moreover, FAO will work to identify concrete opportunities to extend the benefits of local school food procurement to other public food sectors (e.g., hospitals, refugees' camps, prisons and care homes).

#### **CAS 4: Innovative and sustainable agro-food business for employment generation and the development of functional and prosperous territories across small towns**



Many small cities and towns with an economy still based on agriculture are expected to see the largest demographic growth in the next decades. This CAS aims to identify the opportunities that emerge from food system dynamics in territories that include small cities and towns. The challenge here is to attract



investment to create off-farm employment opportunities (including in non-food sectors coexisting with the agro-food industry) in predominantly rural areas as opposed to continued investment in value addition operations in large cities and metropolis. The likelihood that these territories will enjoy inclusive and sustainable economic growth dynamics depends largely on how structures, institutions and governments interact as clusters to facilitate connections with profitable markets, access to land, productive structure and coordination of public investment<sup>3</sup>.

Small cities and towns are today home to 34 percent of the global population<sup>24</sup> and, particularly in low-income countries, are significant contributors to inclusive economic transformation, in large part due to activities deriving from agriculture and food systems. With increased mechanization of agriculture, and a growing younger population entering the labour market (many of them with little interest in primary agricultural employment), job creation and diversification in off-farm activities in those areas are vital for reducing unforced migration. Alliances of local governments can play a key role in identifying and coordinating investments that will contribute to integrated territorial development. Indeed, well planned clusters of small urban centers have taken the role of market nodes and are providing the context for income diversification<sup>59</sup>. Fostering food system governance mechanisms that facilitate alliances of clusters of small cities and towns has proven beneficial for territorial planning<sup>45</sup>. FAO will support these alliances by facilitating dialogue and by strengthening the capacity of food system stakeholders to conduct evidence-based analysis and identify value chain upgrading strategies that support youth employment in agriculture and food system-related activities in their towns.

FAO will also support the development of functional and prosperous territories that rely on alliances of local governments

to promote a diversified food production that contributes to the development of agro-based clusters and other agrobusiness scenarios in conjunction with other sectors (e.g., tourism). Innovative business creation may be carried out through community-supported agribusiness initiatives, solidarity economy schemes, geographical indications and participatory guarantee systems, among other modalities. FAO will support quality value development linked to geographical origins, which may provide opportunities for territorial development and rural tourism. The joint work of local governments in contiguous areas is also a milestone for creating economic and sustainable corridors that provide access to distant markets. However, corridor master plans are of a complex nature, given their potential conflicts with watershed management and interests from the renewable energy, mining and tourism sectors, to mention a few<sup>31</sup>. In this regard, political coordination and participation are necessary. FAO is committed to raising awareness about the importance of participatory processes that enable representation of all groups in the planning processes and facilitate systems thinking. In line with its commitment to a territorial approach, FAO will facilitate the development of the environmental, cultural and material capacities and entrepreneurial skills that are necessary to shorten social, cultural and economic distance between food system actors (including indigenous people) and to improve access to, and the availability of, sustainable food, including organic and agro-ecological products. To meet this objective, FAO will also support the development of "agro-ecological" corridors that connect villages, districts and cities that consider agroecology as key for sustainable growth and other territorial actors interested in stimulating investment for efficient agro-food businesses through public-private partnerships.

## CAS 5: Improved access to food and green environments for healthy cities



Ensuring health and wellbeing for urban dwellers requires urban design models that enable access to nutritious foods and empower consumers to establish healthy food behaviours and provide access to adequate green spaces for recreational use that support active lifestyles and improve urban air quality. The food retail environment (i.e., what physically surrounds people in terms of outlets where food is purchased and consumed and the relative prices therein), food promotion and marketing (including social media and billboards) play an important role in shaping people's dietary practices. This is especially the case in larger cities, where expenditure on food consumed away from home is significantly higher<sup>52</sup>, with potentially negative impact on the healthiness of diets. Moreover, food safety (both chemical and biological) is also of great concern in many urban areas, particularly in low-income countries, where climate shocks are increasing vulnerability in this regard. Cities are called on to exercise their market power to better address the use of intentional (generally recognized as safe substances) and unintentional (e.g., antibiotics, phthalates in packages, etc.) additives/chemical compounds that enter food before consumption,<sup>54</sup> given emerging evidence about the negative effects of exposure to these in early stages of life (including weight gain or stunting growth<sup>11</sup>).

Access to parks and green environments provides urban residents with opportunities for physical activity, thus reducing the risk of non-

communicable diseases and enhancing both mental health<sup>2</sup> and physical health (e.g., lower body mass index in children). However, the world's population is not on track to achieve desired targets for physical activity, globally 27.5 percent of adults were insufficiently physically active in 2016 (men: 23.4 percent; women: 31.7 percent)<sup>33</sup>. While the synergies between the role of healthy food outlets, the overall food environment and access to green spaces and urban forests for healthy lifestyles are well understood, this is not well reflected in urban planning, policies and local regulations. The recent success with reducing childhood obesity in several cities using a Systematic Screening and Assessment (SSA) methodology holds promise<sup>77</sup>. SSA and other systemic evaluation tools confirm that the best strategy for addressing malnutrition in cities is through simultaneous actions at multiple settings and levels (multi-scalar). This CAS will promote these kind of processes.

FAO will support effective land use planning, zoning regulations and inclusive legal and institutional frameworks that support the design and development of healthy cities by enhancing access to nutritious and affordable foods, to green spaces and to tree products and services that regulate land-use change effectively. Through this CAS, FAO will promote mainstreaming of biodiversity in development plans while contributing to ensuring wellbeing for all. Diversified diets and biodiverse green spaces are pillars for fostering sustainable food systems, and cities can influence them in significant positive ways if local governments address them in a holistic manners.

Assistance to local governments will include addressing the growing urban gentrification to ensure that changing urban environments encourage healthy diets and avoid marginalization of low income groups. The value of informal green spaces to revitalize

places where the most vulnerable live<sup>49</sup> will also be recognized in the planning processes. FAO, through this CAS, will aim at establishing a global partnership with the private sector, academia and research institutions for assessing the spatial distribution of green spaces/green infrastructure and of different food outlets (formal and informal) and for measuring their accessibility. This should involve in-depth spatial, and time-space, analyses aimed at delivering a guide for healthy food environment and for protecting and ensuring green environments through slum upgrading, enhanced ecosystem services, sustainable resource management and an action plan to curb environmental degradation (e.g., soil stabilization and flood control).

FAO will also assist governments with interventions to improve the quality and efficiency of the informal urban food sector (including regulation for the use of public space and in relation to food safety), acknowledging the important gains in terms of food security, nutrition, culture and economy that this sector provides. Indeed, in many countries a significant proportion of the fresh food for the urban poor is retailed by street vendors<sup>48</sup>. FAO will promote diagnostics to identify critical points and understand whether development barriers in the informal food sector are attributable to vendors, regulators or both. An integrated participatory approach to the informal food sector will be promoted, recognizing the interconnection between the spatial and socio-economic dimensions of food flows in urban areas, to better respond to the needs of stakeholders involved in the informal activities and, at the same time, avoid exclusion and reduced job opportunities for poor urban residents.

## CAS 6: Optimized supply chains and circular bioeconomy for reduction of food losses and waste in urban centers



Maintaining the quality of foods, particularly of those that are highly perishable (e.g., fresh fruit, vegetables and fishery products) in the rural-to-urban supply chain and at the point of sale—in wholesale and retail markets—poses a major challenge. In low and middle income countries, where “traditional” food supply chains remain the main suppliers of food to mass markets, inappropriate harvest practices, coupled with inadequate postharvest systems (including weak logistic systems and lack of access to technology and cooling facilities) result in poor quality food and high levels of postharvest losses. At the same time, as incomes increase, food waste also increases due to changes in consumer behaviour and expansion of the food offer. This means that many countries reaching higher income status are challenged both by food waste and by postharvest losses due to a lack of capacity to make infrastructural and specialized human resource investment for ensuring quality supply chains and limited capacity to curb poor handling practices at HORECA (hotel, restaurant, catering) and retail outlet points and in households.

Disposal of food waste (often in landfills) results in methane emission, adding enormously to greenhouse gas emissions. Lack of coordination of financial and human resources and of the capacity for disposing of and, when possible, reusing and recycling food waste and packaging materials is contributing

to alarming levels of contamination of fresh water, raising major hygiene concerns.

This CAS is designed in response to a growing demand for FAO to contribute to a sustainable and circular bioeconomy that integrates waste streams from agriculture, forestry, fisheries and the food and feed industry in the economy through bioeconomy processes. A major focus is placed on working with supply chain stakeholders to apply innovative interventions that enhance efficiency and improve safety and quality to maximize the use of food and that ensures the re-use and recycling of non-avoidable food waste such as non-edible food parts. This also implies targeting the valorization of food manufacturing byproducts and providing support to enhance the sustainable management of food packaging. FAO will work to integrate food waste reduction and management strategies in local urban development plans, policies and actions and to mainstream them in national sustainable and circular bioeconomy strategies and climate change planning. In addition, FAO will support stakeholder capacity development and appropriate evidence-based policy interventions to ensure that food quality is maintained along the supply chain. This requires good postharvest handling practices and that infrastructure (e.g., chilling facilities) is available in urban centers to maintain the quality and safety of foods and prolong the shelf life of perishable food commodities in markets. Support will be provided to monitor greenhouse gas emissions, including those associated with the “last mile” of the supply chain and with food discards that end up

in landfills. Recognizing that sub-national governments are in many instances taking the responsibility for advisory services, FAO will work on developing tools that support capacity building to advisory services groups, with an emphasis on post-farm aspects.

While prevention of losses and waste remains a priority, food that is unfit for human consumption will be seen as an entry point for business creation through composting, animal feed or redirection for energy production. FAO will stimulate research directed to better understanding food waste and food packaging waste, including by exploring linkages with travel modes, size of households, diversity of tastes, etc.<sup>52</sup>. In collaboration with international partners such as UN Environment and local stakeholders, FAO will support local governments in promoting cooperation to tackle food waste from diverse angles, paying special attention to the education of all food system actors, aiming at a behavioral change. Efforts will be made to develop and facilitate linkages with private sector entities in order to support awareness raising and education initiatives. Guidance will also be provided to local governments to help them to effectively recover and distribute surplus food from urban markets and hospitality services, ensuring that such food complies with food safety regulations, contributes to a healthy diet and builds social safety nets. FAO will also advocate for the revision of both private and mandatory quality standards to explore opportunities for marketing food products that are safe to eat but that, given cosmetics defects, are currently excluded from formal commerce.

## CAS 7: Evidence-based outreach initiatives to improve global urban food governance and to boost investment



Acknowledging that limited resources are available to assist in all situations, this CAS serves as a global catalyzer for facilitating exchange along with the scaling up and scaling out of good practices and successes. In this respect, FAO will serve as a knowledge broker for countries and their sub-national governments on food systems and related issues in partnership with relevant global actors (notably UN agencies) and city networks. Special attention will be paid to local governments in low and low-medium income countries, which, to a large extent, have been absent in international municipal cooperation and are often not empowered to act on food systems.

Jointly with international partners, FAO will use diverse venues and mechanisms for strengthening technical and decision-making capacities (e.g. through training events, high-level round tables and events in global fora) that can influence the global implementation of innovative policies and practices. Online resources (e.g., Massive Online Open Courses -MOOC) will be used to reach out to key agents of change from NGOs, research institutions and practitioners. Moreover, support to governments will be delivered by promoting city-to-city collaboration and fostering the *Urban Food Actions* online platform, with particular emphasis on South-South and triangular cooperation that can potentially reap multiplier effects on local economies, societies

and the environment<sup>22</sup>. FAO will promote the creation of open data sources at local, national and global levels, anticipating that a community-based focus will further motivate local governments to adapt good practices and seek place-based innovation.

Overall this CAS will set the ground for a Global Agenda for a local food governance that connects different global agendas, including those related to sustainable cities, the environment and the prevention of global warming. In addition to supporting technical and political exchanges in relevant regional and global fora, FAO will convene international discussions, facilitating the dialogue between national and sub-national governments to champion initiatives informed by the guiding principles of this framework. These could include initiatives to promote standards or code of conducts that enhance the sustainability of the food systems, frameworks and policies to improve a nutrition-sensitive food supply to cities and awareness-raising campaigns on the importance of food system planning for sustainable urban development. FAO will advocate for the use of instruments and protocols that contribute to a more sustainable global food governance. This will include developing knowledge products that showcase the best local food governance practices.

FAO, through its liaison and decentralized offices, will also engage in dialogue with international cooperation agencies, foundations, multi-lateral financial entities that manage funds for sustainable development, UN financial agencies, and traditional and non-traditional donors to advocate for a new agenda of investment in food systems that opens up opportunities for broader urban and territorial development plans. This action, according to the principles of this framework, will be essential in realizing the potential of working with sub-national governments to progress towards Agenda 2030.



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## Endnotes

- <sup>i</sup> "Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life" (World Food Summit, 1996).
- <sup>ii</sup> <https://sustainabledevelopment.un.org/sdg11>
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- <sup>iv</sup> Maximum travel time to the settlement's centre by motor, animal or foot transport across road, rail, navigable waters, paths and off-road terrain
- <sup>v</sup> <http://www.fao.org/cfs/home/activities/vggt/en/>
- <sup>vi</sup> <https://unhabitat.org/books/international-guidelines-on-urban-and-territorial-planning/>
- <sup>vii</sup> FAO has been leading the development of an indicator framework to monitor the implementation of the Milan Urban Food Policy Pact (MUFPP): <http://www.milanurbanfoodpolicypact.org/monitoring-framework/>
- <sup>viii</sup> See, for example, [https://www.ruaf.org/sites/default/files/City%20Region%20Food%20System%20Indicator%20Framework\\_1.pdf](https://www.ruaf.org/sites/default/files/City%20Region%20Food%20System%20Indicator%20Framework_1.pdf) <http://sustainablefoodcities.org/getstarted/developingindicators>
- <sup>ix</sup> Regional governance level refers here to all levels of governance between national and local levels (e.g. provincial).
- <sup>x</sup> The rights-based approach is a conceptual development framework that is normatively based on international human rights standards and operationally directed to the promotion and protection of human rights. It aims to uncover inequalities that lay at the heart of development problems and to redress discriminatory practices and unjust distributions of power that block progress in human development. This approach informs the design, implementation, monitoring and evaluation of all FAO's programmes and projects to ensure that development cooperation contributes to the capacity of duty bearers to meet their obligations and of right holders to claim their rights, in line with the 2003 Common Understanding of the Human Rights-Based Approach to Development Cooperation (See: FAO country programming principles: ([http://intranet.fao.org/ecp\\_toolkit/modules/ecp/the\\_un\\_system/un\\_programming\\_principles/](http://intranet.fao.org/ecp_toolkit/modules/ecp/the_un_system/un_programming_principles/)); FAO Guide to the Project Cycle: ([http://hqlprtmc03.hq.un.fao.org:8025/dissemination-utils/services/html2pdf?url=http://intranet.fao.org/faohandbook/area/projects/guide\\_to\\_the\\_project\\_cycle/?type=68](http://hqlprtmc03.hq.un.fao.org:8025/dissemination-utils/services/html2pdf?url=http://intranet.fao.org/faohandbook/area/projects/guide_to_the_project_cycle/?type=68); UN Common Understanding: <http://hrbaportal.org/the-human-rights-based-approach-to-development-cooperation-towards-a-common-understanding-among-un-agencies>).
- <sup>xi</sup> For a quantitative analysis of comparative advantages in value chains see Bellù (2013): [http://www.fao.org/docs/up/easypol/935/value\\_chain\\_analysis\\_fao\\_vca\\_software\\_tool\\_methodological\\_guidelines\\_129en.pdf](http://www.fao.org/docs/up/easypol/935/value_chain_analysis_fao_vca_software_tool_methodological_guidelines_129en.pdf)

## ANNEX I: LOGICAL MATRIX SHOWING THE LINK BETWEEN THE KEY AREAS OF THE FAO'S URBAN FOOD ACTIONS PROGRAMME AND FAO'S CORPORATE PRIORITIES

<b>FAO's Corporate areas of action</b>	Sharing policy expertise		Bolstering multi-stake holder collaboration to address food and agriculture issues
<b>FAO's Corporate core functions</b>	Facilitate better governance and policy dialogue	Advise and support countries on developing policies	Assemble and provide information
<b>FAO's aimed outcomes through the Framework for the Urban Food Agenda</b>	Food systems and good nutrition mainstreamed in urban policies and strategies		Strengthened food system and green space governance
<b>General strategy for assisting in urban, territorial development</b>	<b>Enabling</b> an environment for prompting a change at local level		
<b>Key areas of work of the Urban Food Programme (and main Strategic Program coverage)</b>	National Policies and institutions impacting urban food systems (SP1, SP4)		Integrated food systems planning and inclusive food governance mechanisms in cities/regions/territories (SP4, SP1)
<b>Main focus or most relevant approach for the key areas</b>	Coherence and coordination frameworks of <b>national laws and regulations</b> , institutional capacity for action oriented strategies and improved urban food systems sustainability		Building inclusivity through multi-stake holder food <b>governance</b> mechanisms and food system planning process (analysis, integrated food strategies, and actions)
<b>Flagship initiatives or possible actions in the key areas of work</b>	Food system and Nutrition mainstreamed in national urban policies and institutions, in national policies on street food vending, in national environmental policies, food trade, among others		Food system analysis (urban-territorial-city region); including spatial analysis as a tool for planning (e.g. RUFSA, CRFS, SNA, CSD) and modelling; food related policies mapping; food governance mechanisms, strategies for food system integration in urban/territorial planning; integrated land and water resources planning
<b>Rationale for key areas of work</b>	<p>Urbanization is a major world trend that is driving changes in food systems, consumption patterns and lifestyle impacting both urban and rural development.</p> <p>National Governments are called to provide leadership on countries' urban policy coordination.</p> <p>Local governments and stakeholders are increasing their efforts and roles in the urban food systems.</p> <p>Translation of national policies and adaptation requires integrated planning, urban food governance and policy mechanism, in diverse contexts including SIDS</p>		



Bringing knowledge to the field		Supporting countries to prevent and mitigate risks		Putting information within reach		
Advise and support capacity development				Develop international instruments, norms, standards	Provide Advocacy and communication	Build partnerships and alliances
Information generated for decision making and local action				Awareness raised at all levels		Partnership strengthened to scale up impact
<b>Executing</b> integrated food system actions for realizing the change				<b>Expanding</b> success within and beyond country boundaries		
Short supply chains and inclusive public food procurement (SP2, SP4, SP5)	Innovative and sustainable agro-food business and employment (SP4, SP3)	Healthy food environments and urban green environments (SP4, SP2, SP1, SP5)	Urban food losses and waste (SP4, SP2)	Global public goods on urban food guidance, partnership, city-to-city initiative and other international alliances, to positively impact Global Urban Food Governance (all SPs)		
Building <b>resilience to food insecurity and climate shocks</b> (cities and regions) through enhanced local production, improved linkage between producers- consumers and institutional procurement	Fostering <b>functional territories</b> through action that ensure integrated (rural-urban) development, sustainable economic growth of small cities and towns; employment	Improving <b>health, wellbeing,</b> with enhanced high-quality diets of city dwellers and urban sustainability; sustainable consumption, climate actions	Shaping efficient and <b>sustainable urban food systems through food loss and waste reduction;</b> in support to climate action, a circular economy and effective natural resource management	<b>Knowledge brokerage,</b> notably for local and sub-national governments on food systems and related issues; partnership with relevant actors and city networks.		
Territorial markets; wholesale markets; urban and peri-urban agriculture; productive landscaping, territorial land use; school feeding programmes and other institutional procurement	Geographic indication promotion; public-private innovative schemes; solidarity economy; food production corridors	Assessment of quality and accessibility of urban food retail assets (formal and informal) and green public spaces; impact of healthy urban retail food environments and urban planning on consumption patterns (including choices and perception) and lifestyle	Analysis and assessment of food losses and waste in urban environments and mechanisms ensuring efficient food supply and management of used food packaging; enhanced valorization of manufacturing by-products; recovery and re-distribution; reducing GHG emissions	Global campaign for awareness raising on actions to ensure sustainable food systems leveraging sub-national governments; global platforms including city-to-city exchanges; advocacy for global instruments for urban food governance use including mainstreaming tools and approaches for planning food systems and natural resources; publications with global impact; support to technical network and multi-local government initiatives; building and strengthening partnership.		

Cities build resilience and sustainability promoting local food production, biodiversity approaches going beyond the city limits.

Small settlements can use food systems, off-farm operations for economic growth, and step closer to prosperity for all (across rural-urban continuum).

Health and wellbeing of urban dwellers is directly related to access to healthy and nutritious foods and to adequate green spaces for recreational use and for climate change mitigation.

Food loss and waste is both a major city challenge to be managed holistically and a major challenge for planet's sustainability.

FAO has limited resources, thus can only assist in certain places; the global approach for facilitating exchange can provide an environment for multiplication and escalation of success.

Today over half of the world population lives in urban areas. This number will increase to a staggering 70 percent in 2050, with 90 percent of the projected urban population growth taking place in African and Asian countries. Urbanization requires a radical rethink of every aspect of our food systems, from the way in which food is produced to the way it is processed, packaged, transported, marketed and consumed, and to how food waste is handled and recycled. Managed well, food system development that reflects this global urban transition will provide plenty of opportunities for urban and rural dwellers and will contribute to achieving the Sustainable Development Goals.

The FAO framework for the Urban Food Agenda provides a strategy for addressing the emerging calls from countries, responding to demands for a holistic approach to food insecurity and malnutrition across the rural-urban continuum. It aims to support governments in tackling the complex food security and nutrition challenges and opportunities created by urbanization through sustainable food system development. This publication explains the guiding principles that are central to the framework and describes FAO's comprehensive areas of support to the urban food agenda.



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### **Visit the Urban food action platform:**

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