Integrating Sustainable Food Systems in National and Sub-National Urban Policies (NUP and SNUP)

UN-HABITAT

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Acronyms

FAO	Food Agriculture Organization
FS	Food System
NUA	New Urban Agenda
NUP	National Urban Policy
SDG	Sustainable Development Goals
SFS	Sustainable Food System
SNUP	Sub-National Urban Policy

Glossary of terms

National urban policy	A coherent set of decisions derived through a deliberate government-led process of coordinating and rallying various actors for a common vision and goal that will promote more transformative, productive, inclusive and resilient urban development for the long term
Food systems (FS)	Encompass the entire range of activities involved in the production, processing, marketing, consumption and disposal of goods that originate from agriculture, forestry or fisheries, including the inputs needed and the outputs generated at each of these steps (FAO, 2021). Food systems also involve the people and institutions that initiate or inhibit change in the system as well as the socio-political, economic and technological environment in which these activities take place (UNESCAP, 2020).
A sustainable food system (SFS)	It is a food system that delivers food security and nutrition for all in such a way that the economic, social and environmental bases to generate food security and nutrition for future generations are not compromised. This means that: It is profitable throughout (economic sustainability); It has broad-based benefits for society (social sustainability); and It has a positive or neutral impact on the natural environment (environmental sustainability). A sustainable food system lies at the heart of the United Nations' Sustainable Development Goals (SDGs) adopted in 2015.
Mainstreaming food	It is the acknowledgement and inclusion of food system and nutrition issues into National Urban Policy/Sub-National Urban Policies.
Feasibility in NUP	The first NUP phase where a case for mainstreaming sustainable food systems and improved nutrition is identified.
Diagnosis in NUP	This is a phase in the NUP process where evidence of the existing food systems, nutrition and alternative approaches are gathered involving all the relevant stakeholders.

Formulation of NUP	This is the phase where the proposals for mainstreaming food and nutrition are derived and selected from the alternative options in the previous phase.
Implementation of NUP	In this phase, the implementation plan of the policy proposals including budgeting and responsible agencies or persons for implementing food systems and nutrition policy programmes are clearly defined and executed.
Monitoring and evaluation of NUP	Monitoring of food system and nutrition-sensitive strategies happens throughout the process and thus shapes the evaluation of the outcomes of the implemented projects or programmes as relates to the food system and nutrition in the policy.
Urban Food Agenda	The wide 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, nutrition, and sustainable development in urban areas and the rural areas under their influence.
Acupuncture Projects	These are projects that can be achieved within the short term, are strategic or catalytic and provide feedback for adjusting the NUP process and product.
Post-Harvest	It is the stage of crop production immediately following harvest. It includes cooling, cleaning, sorting and packing following the removal of a crop from the ground, or after separation from its parent plant.
Food Losses and Waste	It is the decrease in the quantity or quality of food resulting from decisions and actions by retailers, food service providers and consumers.
Innovation	Food innovation is the development and commercialization of new food products, processes, and services.
Public Participation	It can be any process that directly engages the public in decision-making and considers public input in making that decision. Public participation is a process, not a single event.

Capacity Development	In this context, it refers to the process of changing attitudes and behaviours, imparting knowledge and developing skills while maximizing the benefits of participation, knowledge exchange and ownership.
Partial NUP	This is a policy document guiding urban development, though not specifically spelt out as national urban policy, it could be a strategy, plan or vision, among others.
Explicit NUP	This is a policy document guiding urban development that has a specific title as National Urban Policy or National Urbanization Policy.

Foreword

Increasingly, the effects of urbanization are being seen and experienced around the world, and some of the more challenging issues to emerge are related to food and the changing ways in which it is produced, processed, packaged, consumed and disposed of. The interconnected problems of obesity in some communities and hunger in many others are fast becoming urban problems in all regions. Research on this issue has highlighted the unique food security and nutrition challenges that the urban poor in particular face, such as accessing nutritious food, social protection, adequate water, and sanitation and hygiene facilities. The profound impacts of the COVID-19 pandemic have also increased food insecurity and hunger, with cities being on the front lines of response to the disease's food-related impacts.

Food systems are complex. Large-scale food production generally happens outside urban areas, whereas food processing usually takes place in or near urban areas. The informal food-related sector is also a major part of the food supply in many countries, especially developing nations, providing livelihoods for many millions of smallholders. We cannot, therefore, consider food systems in isolation from the other activities across the urban-rural continuum; when an activity or phase is ignored, the whole system may be affected. But key components are often left out in urban planning and policy. Mainstreaming food systems and nutrition in a national urban policy will not only strengthen the policy, but it will also meet the challenge of addressing the needs of hundreds of thousands of people whose lives depend on food security.

Food systems and nutrition, among other cross-cutting themes, simply cannot be left out of the overall urban policy. Urban policy development typically evolves in five phases. In its work on policy development with governments, UN-Habitat advocates mainstreaming food systems and nutrition in all of those phases. This guide, produced collaboratively with the Food and Agriculture Organization, focuses on ensuring food systems, nutrition and the attendant issues, such as sustainability, markets, infrastructure food waste, are adequately addressed in a country's national urban policy. In addition to the guidelines and recommendations this guide proposes, there are many examples of how governments have managed the particular challenges that their context raised. Capacity development, active participation by all stakeholders and financial issues are examples of issues that many countries will need to address as urbanization progresses.

Realizing a country's potential depends on so many factors and planning for these changes is critical. The COVID-19 pandemic has highlighted once again the fact that there are vast differences in the resources available to different communities, and that there is a huge and growing gap between poor and wealthy countries. Developing a national urban policy that acknowledges these challenges and features strategies to cope with an urbanizing world has never been more urgent.

Executive Summary

This document primarily addresses decision-makers and stakeholders engaged in formulating, implementing, monitoring and evaluating national (and sub-national) urban policy (NUP). This guide presents how these NUPs should strengthen food systems and nutrition while also empowering local authorities as key actors in that effort. UN-Habitat has been mandated to assist member states to develop and strengthen national urban policies towards achieving sustainable and integrated urban and territorial development. This includes developing and widely disseminating approaches and tools that would help Member States position sustainable food systems within the context of NUP, and help them meet the objectives of the global agendas including the 2030 Agenda (SDGs), the New Urban Agenda, the Paris Agreement, and UN-Habitat General Assembly resolutions, among others.

The agency's research, with support from other UN Agencies including FAO, academic institutions and other stakeholders, has already shown that the food systems face a complexity of challenges such as severe climate events, and the COVID-19 pandemic. Urbanization has also demonstrated how its role in transforming the food systems. However, integrating sustainable food systems in most urban areas largely remain ignored in the national urban policy discourse. Drawing experiences and practices from existing national urban policies and sustainable food system interventions, this guide demonstrates how to mainstream the food system into NUP.

This guide on mainstreaming sustainable food systems in national urban policies and sub-national urban policies is comprised of five major sections.

Part One (Introduction), Part Two (Why mainstream sustainable food systems into NUPs/SNUPs), Part Three (How to mainstream food systems and improved nutrition to National Urban Policies), Part Four (Guidelines for mainstreaming sustainable food systems into NUPs/SNUPs and, Part 5 (Conclusion). Part One gives an overview of the sustainable food systems and national urban policy process and the need for integrating the two.

Part Two highlights the conceptual framework and rationale for mainstreaming sustainable food systems into NUPs. It also discusses the various global agendas and efforts that have made the case to position sustainable food systems and nutrition as a systemic thematic issue within a NUP.

Part Three outlines and discusses the principles, objectives and supporting pillars of mainstreaming sustainable food systems in national urban policies. Clear recommendations on how to integrate food systems in NUP are given in Part Four. This guide provides a framework that can be revisited when different challenges or opportunities arise in different contexts.

It has a checklist as appendices, which can be copied or adapted for use or for training the responsible stakeholders. It also provides a template for an action plan to mainstream food systems and nutrition within urban policies.

Part 1. Introduction

Urbanization and population growth are increasingly putting pressure on the global food system as food production and distribution come under stress from environmental degradation, climate change, and extreme weather conditions. FAO defines the food system as:

> The entire range of activities involved in the production, processing, marketing, consumption and disposal of goods that originate from agriculture, forestry or fisheries, including the inputs needed and the outputs generated at each of these steps (FAO, 2021). Food systems also involve the people and institutions that initiate or inhibit change in the system as well as the sociopolitical, economic and technological environment in which these activities take place. Adapted from (UNESCAP, 2020).

IPFRI's 2017 Global Food Policy Report states that urbanization has resulted in a double burden of malnutrition, which entails under-nutrition and over-nutrition due to changes in diets in the form of obesity and hunger which are becoming urban problems in all regions in the world. The report emphasized the unique food security and nutrition challenges that the urban poor face related to accessing nutritious food; social protection; and adequate water, sanitation, and hygiene facilities.

The profound impacts of the Coronavirus pandemic (COVID-19) have increased food insecurity and hunger in the world, with cities being on the front lines of response to these impacts. These challenges are recognized and addressed in the 2030 Agenda for Sustainable Development and SDGs and the New Urban Agenda (NUA) among other global normative agendas. SDG 2 aims to end hunger, ensure access by

all people to food, especially the poor and vulnerable people, as well as to end all forms of malnutrition and promote sustainable agriculture. Paragraph 123 in the NUA builds on SDG 2 calling for ending hunger and malnutrition through the integration of food and nutrition in urban and territorial planning. The 2019 FAO Report "Integrating Food in Urban Planning" and the subsequent "FAO Framework for the Urban Food Agenda" are important resources for incorporating food into urban policy and planning. UN-Habitat has developed International Guidelines on Urban and Territorial Planning, which constitute a global framework for improving policies, plans and designs for cities and territories.

In paragraph 67, the member states committed to "the promotion of 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."

In the 2020-2025 Strategic Plan, UN-Habitat proposes to serve Member States, sub-national and local governments, and other key urban actors in the pursuit of four integrated goals: 1. Reduced spatial inequality and poverty in communities across the urban-rural continuum; 2. Enhanced shared prosperity of cities and regions; 3. Strengthened climate action and improved urban environment; and 4. Effective urban crisis prevention and response. All four goals have a link to the food system either explicitly or implicitly.

In the 2020-2025 Strategic Plan, UN-Habitat proposes to serve Member States, sub-national and local governments, and other key urban actors in the pursuit of four integrated goals: 1. Reduced spatial inequality and poverty in communities across the urban-rural continuum; 2. Enhanced shared prosperity of cities and regions; 3. Strengthened climate action and improved urban environment; and 4. Effective urban crisis prevention and response. All four goals have a link to the food system either explicitly or implicitly.

FAO and the Global Panel on Agriculture and Food Systems and Nutrition report of 2017 recommend changes in policies and mainstreaming sectoral aspects in policy to contribute to achieving the end of hunger and nutrition challenges. It recommends such sectors to not only include health but also mainstream food with social welfare, education, trade and industry, finance, planning, water and sanitation (FAO, 2016).

UN-Habitat has been working with countries in developing and revising National Urban Policies (NUP), and their plans of action, which provide the desired direction and course of action to support urban development. Integration of food into urban policy in non-food sectoral ministries at the national level also is important at the municipal level (MUFPP Secretariat, 2015). Food systems and whole-of-government strategies have emerged in action pathways from the experience of the pandemic and were taken further in the UN Food Systems Summit in 2021. A national urban policy is an important tool available to governments that seek to manage and direct rapid urbanization and to turn urbanization into a positive effect while accommodating its inevitable stresses. NUPs focus on all the sectors in cities and human settlements including food systems and nutrition.

1.1. UN-Habitat NUP Process

According to UN-Habitat, a NUP is:

> "A coherent set of decisions derived through a deliberate government-led process of coordinating and rallying various actors for a common vision and goal that will promote more transformative, productive, inclusive and resilient urban development for the long term" Adapted from (UN-Habitat, 2015).

UN-Habitat advocates for an integrated approach to NUP comprised of five phases and three supporting pillars. As shown in Figure 1, the NUP phases are feasibility, diagnosis, formulation, implementation, and monitoring and evaluation. The three pillars are participation, capacity development and acupuncture projects.

Incorporating food systems and nutrition into the phases of NUP development:

Feasibility	The first NUP phase where a case for mainstreaming sustainable food systems and improved nutrition is identified.
Diagnosis in NUP	This is a phase in NUP process where evidence of the existing situation of the food nutrition and system in a particular context and alternative approaches are gathered to address the opportunities and challenges involving all the relevant stakeholders.
Formulation of NUP	This is the phase where the proposals for mainstreaming food and nutrition are derived and selected from the alternative options in the previous phase. Action plans for implementation are also developed during this phase.
Implementation of NUP	In this phase, the implementation plan of the policy proposals including budgeting and responsible agencies or persons for implementing food systems and nutrition policy programmes are clearly defined and executed.
Monitoring and evaluation of NUP	Monitoring of food system and nutrition-sensitive strategies happens throughout the process and thus evaluation of the outcome of the implemented projects or programmes as relates to the food system and nutrition in the policy.

Participation

Achieving a truly participatory approach to NUP development means integrating participatory approaches throughout the formation of a policy, which determines the degree of input by the public to be reflected ultimately in the policy. Food and nutrition stakeholders along with other related urban actors should be involved throughout the policy process.

Acupuncture projects

The pillar aims to ensure that policy action is being translated into direct action ensuring that policy directives are relevant and implementable. In this context, food and nutrition-related pilot actions should be defined in the policy.

Capacity development

Integrating food systems and nutrition capacity development into NUP phases at all levels of government is necessary for integrating food and nutrition policy-relevant in NUPs. This should be through the assessment and development of the human, financial and institutional capacity to ensure that NUP incorporating food systems and nutrition can be developed, implemented, monitored and evaluated.

NUP Development Phases

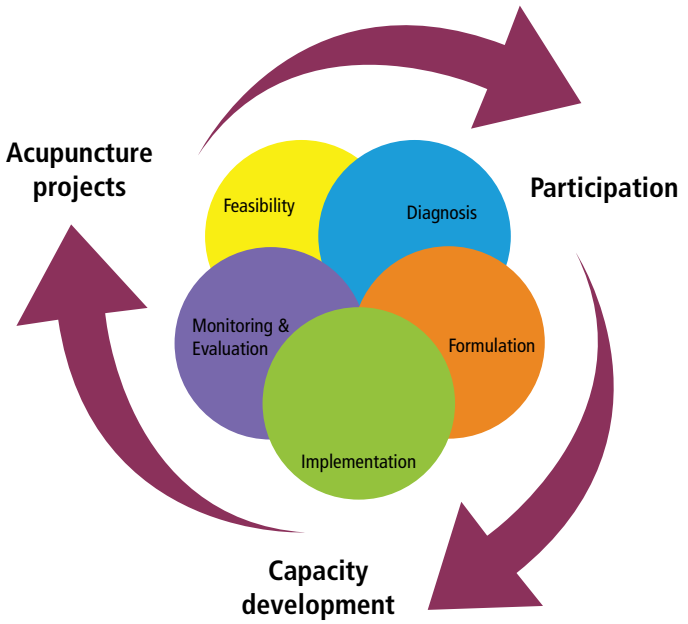


Figure 1. Typical national urban policy process.
Source: (UN-Habitat, PLGS, 2019)

Strengthening the engagement of non-food sectors with mainstreaming food systems and improved nutrition in NUPs and SNUPs should be a priority (UN-Habitat, 2020).

The NUP can be an instrument to improve the access of urban dwellers to food that contributes to healthy diets through relevant "nutrition-sensitive" urban design and planning for the urban dwellers when food systems and nutrition concepts are integrated.

Food systems and nutrition cannot be looked at only from an urban perspective; the UN-Habitat guide on mainstreaming urban-rural linkages in NUPs addresses food and nutrition from a territorial perspective as one of the components. A discussion paper on urban-rural linkages through the lens of food systems and nutrition was a collaborative effort published in 2020 by the UN Nutrition (formerly UN Standing Committee on Nutrition) (UNSCN, 2020).

1.2. Methodology

The New Urban Agenda proposes the need to strengthen and expand NUPs towards achieving the SDGs, especially in the fulfilment of SDG11, but also addresses most of the SDGs. Mainstreaming food systems and nutrition is one of the strategies towards strengthening NUPs. Food systems and nutrition mainstreaming ensure that the key concepts and possible entry points for food systems and nutrition, among other cross-cutting themes, are not left out. Different countries have different forms of NUP, either explicit NUPs or partial NUPs (defined as overarching documents not specifically referred to as NUP but addressing urban policy). This guide can be used by countries in strengthening or adding food and nutrition systems to their policies whether they are explicit or partial NUPs.

Some countries do not have NUPs and others do not have NUPs but are in the process of developing one. This guide may be used in all these situations for designing food-sensitive urban policies. The guide can be a tool for policymakers in the whole NUP process; including implementation, monitoring and evaluation. This guide can also be used in combination with related guides from other UN agencies such as FAO, UNDP, UNEP, or other international organizations such as OECD or NEPAD, or from networks of local and regional governments such as UCLG, ICLEI, MUFPP, and Regions4, among others. Many research and academic institutions also have valuable resources on mainstreaming food in urban policy and planning.

Figure 2. Mainstreaming food systems and nutrition in NUP at a glance

The summary of this guide may be illustrated in Figure 2 on the mainstreaming of food systems into the NUP process. The process entails starting 1) to identify challenges and opportunities of food systems and nutrition and making a case for mainstreaming this in NUPs. Once the case for mainstreaming food systems and nutrition in the urban policy is defined, then the next step is 2) to gather evidence through data collection to get the nature and extent of the challenges and opportunities.

After this, the next step includes 3) defining alternative approaches to addressing the challenges and opportunities while also 4) evaluating the alternatives to identify the best policy options. Once the best options are identified, they should be 5) incorporated in the overall policy implementation, monitoring and evaluation plans. During monitoring and evaluation, the gaps are identified including lessons learnt from quick projects. This is an iterative process that allows for feedback within the cycle. Part two of this guide describes phase-by-phase activities which should be considered by policymakers in the mainstreaming process. Part three provides recommendations aligned with the various activities in the mainstreaming food system and nutrition priorities into urban policy.

Part 2. Why mainstream sustainable food systems and nutrition concepts into the NUPs?

2.1. Conceptual framework for mainstreaming sustainable food systems and nutrition into NUPs

This guide has been developed by UN-Habitat with contributions from FAO staff members working collaboratively to mainstream sustainable food systems in NUPs. UN-Habitat defines a national urban policy (NUP) as a tool for the implementation and monitoring of global urban agendas for governments and other stakeholders that can assist with achieving more sustainable urban development.

A national urban policy should be a key lever for the implementation of global agendas, with emphasis on the New Urban Agenda (NUA). The implementation of the NUA will make a vital contribution to the achievement of SDGs. Implementing the global agendas will require action from cities and various forms of support from the national, and in certain contexts, regional governments.

The support for implementation by local and regional governments will be more effective with a strategic vision and a clear national policy framework. National urban policies should be conceptualised both as a process and as an outcome that connects actors and aligns sectoral policies across different scales of governance, based on the common territorial concerns across the urban-rural continuum.

The vision, priorities and policies of urban and territorial actors should be the entry points for the implementation of NUPs. An NUP should complement and reinforce rather than replicate or contradict local or sectoral policies. NUPs provided a framework that sets forth principles from which urban policy action plans are formulated and implementation is operationalized.

2.2. Rationale for mainstreaming sustainable food system and better nutrition and healthy diets in NUP

Food systems (which include activities and actors from production to consumption and waste) are key components in any urban area but are often left out in urban planning and policy. Urban populations are mostly fed by peri-urban, near rural and remote rural areas.

Major food system-related activities from production to waste do take place in urban and urbanizing areas. These activities include food production, processing, packaging, distribution, wholesale and retail marketing, consumption, food waste and loss. Large-scale commodity

and livestock food production generally happen outside the urban areas whereas food processing in most cases takes place in or near the urban areas due to transportation, energy and other infrastructure requirements. We cannot, therefore, consider rural food production or distribution among other activities in isolation from other activities in the food system across the urban-rural continuum.The food system is complex: when an activity or phase in the food system is ignored, the whole food system may be affected in one way or another. One example of a part of the city region's food systems that is often ignored is the informal sector of food production and marketing.

The informal food-related sector is a major part of the food supply in many countries, especially in developing countries, providing livelihood to many millions of smallholders, including women and indigenous Peoples. The NUPs/SNUPs should be able to integrate diverse phases and activities in the food system in both urban and rural areas towards ensuring sustainable food systems and improved nutrition.

The UN-Habitat publication on Urban-Rural Linkages: Guiding Principles highlights food security, public health and nutrition, as one of the fields of action for strengthening the urban-rural linkages. This is because one of the main interactions between urban and rural areas is the food system in which a majority of urban and rural dwellers obtain part or all their livelihoods, thus should be strengthened to ensure benefits to both rural and urban communities.

Urban areas depend on rural areas for food, water, natural resources and related ecosystem services. The rural areas, on the other hand, depend on urban areas for farm inputs, information on markets and innovations in technology, and access to markets among other public and private services organised and governed from urban centres. Strengthening urban-rural linkages include transport and processing infrastructure, finance, technology, and governance, among other food system elements.

All these are key contributions to sustainable food systems. Allowing for the movement of products, services, and information on food/market access and food-related services contributes to the smooth, secure and resilient functioning of food systems. This is to simply say that mainstreaming food systems in NUPs will also contribute to strengthened linkages between urban and rural areas. This is true also when urban-rural linkages are mainstreamed in NUPs; see the UN-Habitat publication on mainstreaming URLs in NUPs for which a complementary guide exists. This guide goes in-depth to explore food systems and nutrition for NUPs, which necessarily addresses URLs.

2.3. Positioning food system and nutrition-sensitive NUPs

In 2016, FAO, IFAD and other organisations helped to make the case to include food as a priority urban issue at the Habitat III conference. As a result, the crucial connection between food systems and urban areas and non-food sectors has finally been recognised in the NUA, specifically in paragraph 123 and others explained below in section 1.6. In paragraph 123, member states agreed to integrate food and nutrition in urban and territorial plans and policies, effectively linking SDG 2 and 11, which are not explicitly linked in the 2030 Agenda for Sustainable Development. The next step towards implementing paragraph 123 is to position nutrition-sensitive food systems in the context of the NUP objectives. The food system and nutrition-sensitive NUPs provide entry points for multiple social, rights-based, environmental, and health interactions and concerns. Food systems are a crucial part of the nexus of climate, energy, water, biodiversity and other natural resources, and are a critical avenue for achieving social inclusion and reducing inequality. Tackling and prioritizing sustainable food systems and nutrition as a systemic thematic issue within a NUP would have a greater comprehensive impact on the three Agenda 2030 thematic areas (people, planet, prosperity) than many other thematic issues.When the SDGs and the NUA were still new, the case was made for a model that shows a new way of viewing SDGs, where economy and society are seen as embedded parts of the biosphere, and where sustainable and healthy food systems are the main interlinking, cross-cutting threads that connect all the goals (Rockström, 2016). Five years later, the UN Food Systems Summit, Conferences of the Parties (COPs), and the Decade for Action on Nutrition all made case for mainstreaming food systems. The COVID-19 epidemic and severe weather events brought on by climate change have further caused new vulnerabilities to food systems, making the case real for governments and the people.

WHY

- Identify drivers for mainstreaming food systems into urban policy - make the case; NUA, SDG, UNH Strat plan, FAO Urban Food Agenda, UNFSS on localization of food systems
- Identify the significance/role of NUP in sustainable urbanization; but more specifically for the food system; Why NUP
- Guiding principles and framework for action.

WHAT

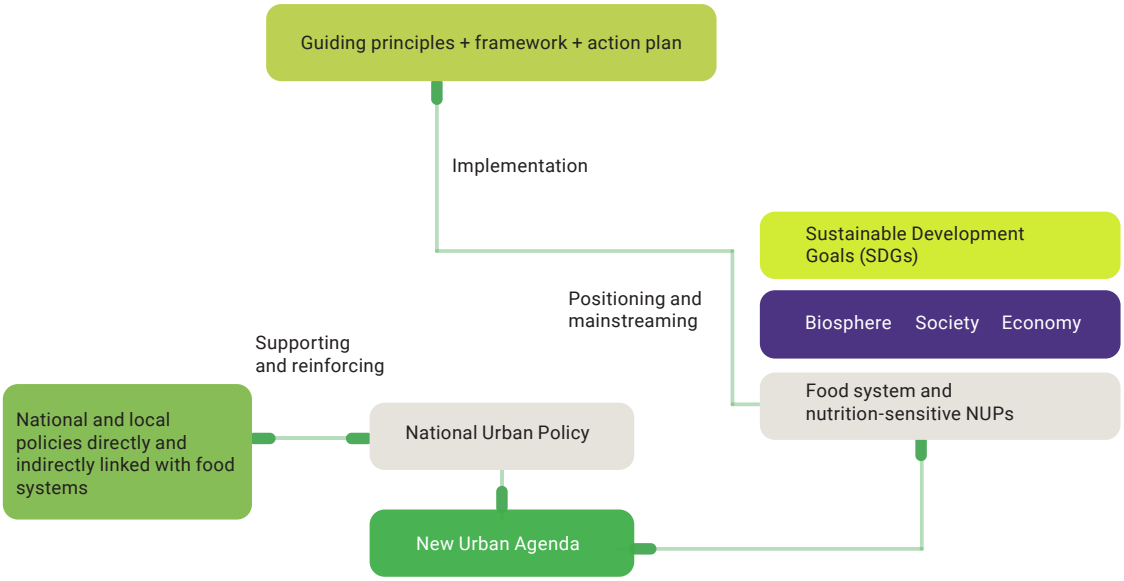
- Building blocks of food system that should be addressed in urban policies
- Identify food system gaps/issues and objectives
- What is the NUP process.

HOW

- Identify means and level of engagement of relevant institutions and key stakeholders based on capacities and interests
- Customize mainstreaming food system into NUP process
- Incorporate NUP supporting pillars to mainstreaming process
- Develop an action plan for the policy initiatives.

WHO

- Agree on participation strategy for mainstreaming process and create a Reference Group
- Agree on roles for the action plan.



2.4. Sustainable food systems and improved nutrition in the global agenda

The Sustainable Development Goals (SDGs 2 , 5 , 11 , 12) for food and agriculture, gender equality, sustainable urbanization, and sustainable production and consumption are all implicitly related to sustainable urban and territorial food systems. SDG 2 aims to eradicate hunger, achieve food security and improved nutrition, and promote sustainable agriculture and have targets for a continuum of activities which could be included in the urban policy for implementation.

SDG 5 aims to achieve gender equality and empower all women and girls, including those working in the food systems and nutrition. SDG 11 addresses making cities and all human settlements inclusive, safe, resilient and sustainable, which includes urban and regional development. SDG 11.a has the only target out of 169 targets for the 17 SDGs that calls for integrating urban, peri-urban and rural planning for sustainable development. One of the SDG 11 indicators for this target is 11.a.1 - the number of countries that have adopted and strengthened NUPs.

This includes issues such as mainstreaming sustainable food systems and diets for better nutrition though not specifically mentioned. SDG 12 seeks to reduce the ecological footprint by changing the way goods and resources are produced and consumed, including food. Target 12.3 addresses food loss and waste across the food system, promoting responsible production and consumption which should be considered in urban policy. The NUA makes explicit the connections between these and other SDGs and urban policy, specifically calling for the integration of food systems into urban and territorial planning (paragraphs 95 and 123). Other targets in the NUA address urban-rural linkages, which both explicitly and implicitly address food systems and improved nutrition. The implementation of the SDGs and the

NUA by member states will be assessed in 2030. Besides one of the indicators being the NUPs, there is also a vehicle for reporting these connections in voluntary local, subnational and national reviews of the implementation of the SDGs. This guideline, therefore, guides member states and local and regional governments to incorporate sustainable food systems and improved nutrition priorities in NUPs.

The guide provides tools for developing an action plan for the implementation of food-related urban policy. Since all the member states agreed to the goals, targets and indicators of the 2030 Agenda and the paragraphs of the New Urban Agenda, this guide helps all member states to ensure sustainable food systems through NUPs as a strong vehicle for the transformation of food systems.

[1] "End hunger, achieve food security and improved nutrition, and promote sustainable agriculture"

[2] "Achieve gender equality and empower all women and girls."

[3] "Make cities and human settlements inclusive, safe, resilient, and sustainable."

[4] "Ensure sustainable consumption and production patterns."

2.4.1. FOOD SYSTEMS IN THE SDGS

Sustainable Development Goals: The 2030 Agenda for Sustainable Development Goal 11, which is to "Make cities and human settlements inclusive, safe, resilient and sustainable", particularly Target 11.a explicitly requesting to "support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning." These links include aspects of food, which is a major connecting factor between urban and rural areas, whereby the rural areas feed the urban areas; rural areas depend on urban areas for farm inputs, information, finances and services, among others, to enhance food production. As all SDGs are interconnected, it is useful to keep in mind the effective attainment of other goals including SDG 2 and SDG 12 and SDG 5. Figure 4 illustrates what aspects of food and nutrition are addressed in every goal. There is an urban dimension to all these interlinkages. Food and nutrition in city regions directly contribute to zero hunger and good health goals (SDG 1).

In the reduction of poverty, the activities engaged in the food system contribute to income generation, thus addressing poverty (SDG 2); but also, good nutrition contributes to higher labour productivity and healthier lives (SDG 3). Other goals that contribute to sustainable food systems are quality education, which guides food choices and good nutrition that improves learning in children (SDG 4). Gender in food-related activities and consumption is important, for example, in girls' and women's health and economic opportunity (SDG 5). Clean water and sanitation are integral to food safety and good nutrition (SDG 6). Affordable and clean energy in food waste and loss and climate change impact on the food are more important every year (SDG 12). The relationship of food systems to climate change is now mainstream and urgent (SDG 13) food and nutrition are the products of ecosystems, including life on water and land (SDG 14 and 15). Food access, equity and stresses on the food system are contributing factors to peace and justice (SDG 16). Numerous examples of economic, political and environmental crises have demonstrated the key role of food systems. Partnerships, including governments at different levels, civil society, food enterprises, research, donor and UN organizations are essential (SDG 17) for the full transformation of food systems and nutritional governance to be inclusive, resilient and sustainable.

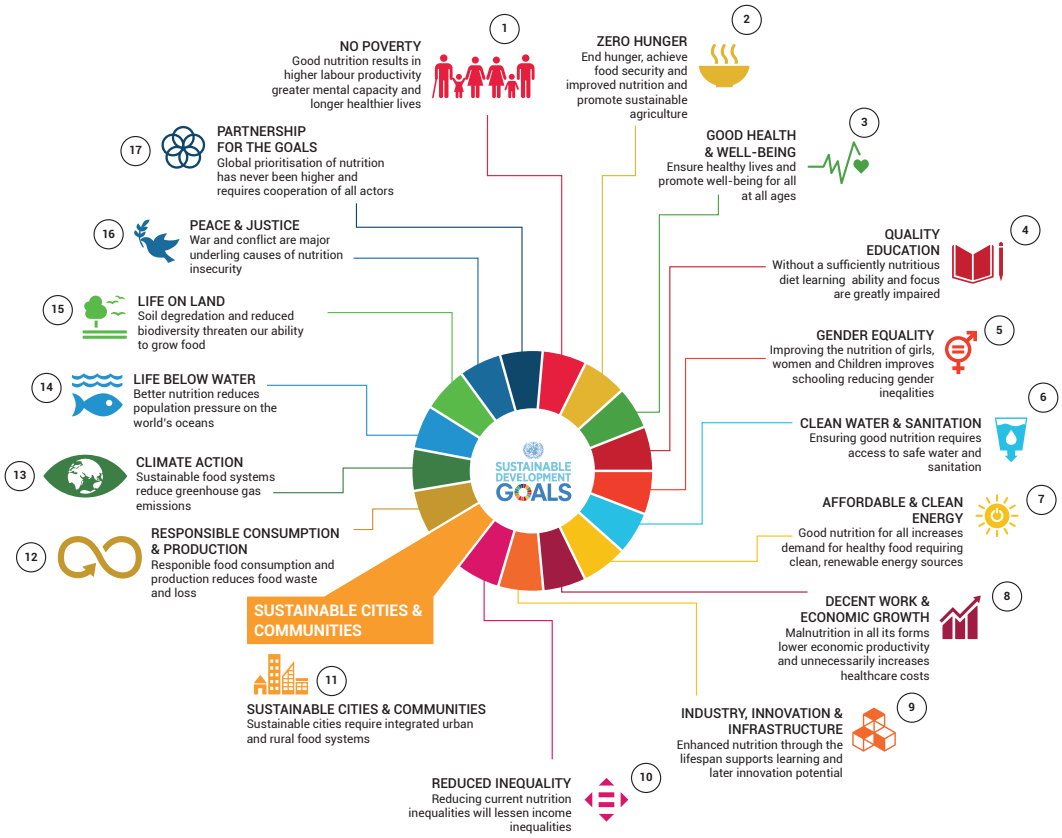


Figure 3. SDGs linkages to food and nutrition

2.4.2. FOOD SYSTEMS AND NUTRITION IN THE NEW URBAN AGENDA

Several paragraphs as highlighted in figure 5 address food and nutrition from different perspectives. The NUA starts in paragraph 2 by acknowledging food security as one of the key sustainability challenges due to rapid urbanization globally. In paragraph 13a, the vision is that cities and human settlements ensure equal access to food security and nutrition for all. To achieve the vision of the NUA through the principle of "leave no one behind" by ending poverty in paragraph 14.a, food security and nutrition are the aspects to be enhanced.

With the broader goal of enhancing sustainable urban development for social inclusion and ending poverty, member states in paragraph 34 committed to ensuring equal access to safe, adequate and nutritious food to all including vulnerable groups. To ensure sustainable and inclusive urban prosperity and opportunities for all, in paragraph 51, member states committed to promoting the development of urban spatial frameworks, including urban planning and design instruments that strengthen food systems planning.

In achieving environmentally sustainable and resilient urban development, paragraphs 68, 70 and 71 cite member states committed to protecting environmental resources, promoting local production of resources such as food and sustainable management of food, among other resources. In building the urban governance structure and establishing a supportive framework, the member states in paragraph 88 committed to ensuring coherence between goals and measures of food security and nutrition. In paragraph 95, member states committed to the development of balanced territorial development policies and plans, encouraging cooperation among different scales of cities and human settlements, strengthening the role of small and intermediate cities and towns in enhancing food security and nutrition systems, including promoting urban farming. Finally, in paragraph 123, member states committed to promoting the integration of food security and the nutritional needs of urban residents, particularly the urban poor, through urban and territorial planning, to end hunger and malnutrition and promote coordination of sustainable food security and agriculture policies across urban, peri-urban and rural areas.

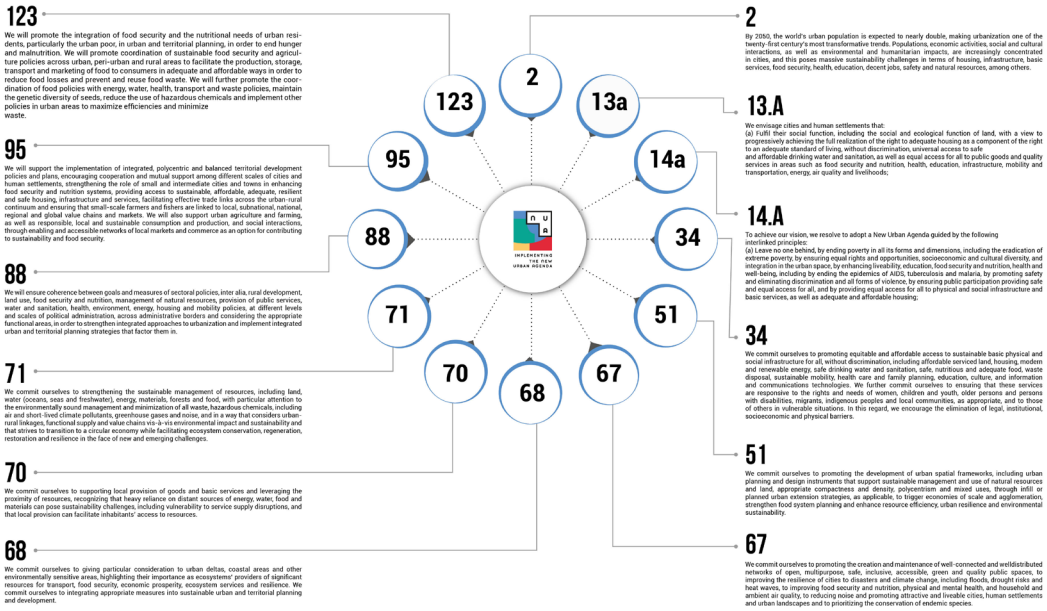


Figure 4. NUA link to the food and nutrition

2.4.3. RELEVANCE TO THE UN-HABITAT STRATEGIC PLAN AND FAO URBAN FOOD AGENDA FRAMEWORK

The UN-Habitat Strategic Plan 2020-2025 acknowledges food systems and nutrition in the strategic plan specifically in three out of the four domains of change. These are: "reduce spatial inequalities and poverty in communities in the urban-rural continuum", "enhanced prosperity of cities and regions" and "strengthened climate action and improved urban environment". The specific issues addressed are **access to land, land tenure security, urban and territorial planning, managing urban sprawl, and adaptation and mitigation to climate change** through food-related activities, among others.

FAO Framework for the Urban Food Agenda launched in 2019 aims to promote resilient, integrated, sustainable and inclusive food systems, ……. as a result of coordinated policies, plans and actions by different levels of government, institutions and stakeholders involved in urban and territorial development. This is supported by four guiding principles for promoting sustainable food systems transformation namely i) rural-urban synergies (space matters); ii) social inclusion and equity (leave no one behind); iii) resilience and sustainability (safeguarding the future; iv) food systems (inter)connection. One of the key target outcomes is to mainstream food security and nutrition in all policies, strategies and planning, recognizing the need to create mutually reinforcing urban-rural linkages (including intermediate, small-sized cities and towns).

The framework acknowledges effective national urban and territorial policies and transformative institutions to enhance sustainable food systems as one of the delivery mechanisms. This necessitates the need for multi-level coordination of the various levels of government and more specifically city to city, city to the region and cities to national. The guide will thus go a long way in offering guidance to relevant authorities in using food systems as vehicles for sustainable urban development a key mandate for UN-Habitat.

Box 1. Food systems in other global frameworks/events

The Second International Conference on Nutrition (ICN2), co-organized by FAO and WHO, in Rome, in November 2014 adopted the Rome Declaration on Nutrition and its Framework for Action, committing to act to eradicate hunger and prevent all forms of malnutrition worldwide. Among others, member states committed to enhancing sustainable food systems by developing coherent public policies from production to consumption across relevant sectors to provide year-round access to food that meets people's nutrition needs and promote a safe and diversified healthy diet.

The Paris Conference on climate change of 2015 promoted adaptation as a key component of climate consideration; promoted the food systems as a key component to being incorporated into the climate development plans.

The UN General Assembly resolutions on food security (GA/EF/3460) in 2016 also proposed the role of sustainable food systems in climate mitigation. It was highlighted that efforts to implement Sustainable Development Goal 2 on ensuring sustainable food systems play a role as regards climate change. It was agreed that shifting to more sustainable agriculture and food systems would be increasingly necessary to strengthen resilience to the effects of climate change while ensuring food security.

Part 3. How to mainstream food systems and improved nutrition to National Urban Policies

3.1. Principles for mainstreaming food systems

- **Living document** – this is to acknowledge that the authors are not ignorant of the bound to changes, innovations, and new information, among others in the food system. The guide is open to adjustment in that new and upcoming issues would be incorporated to provide an advanced reviewed guideline.
- **Universal recommendations to NUPs in any region** - the guide provides universal guidelines for a policy that could be adapted to particular contexts. The recommendations need to be adapted to local or territorial levels. The users of the guide should check on the methodology of this guide which proposes an assessment of the issues on the ground to identify relevant guidelines.
- **Universal users** – the guide is open to users globally working on the policy and food systems and nutrition. It is therefore applicable to and adapted for any region in the world.
- **Not time bound** - the guide and application of the guide aren't bound to time and could be utilized as long as it is available. This is because some concepts do not change but contexts change; this is not to nullify that the guide is open to emerging issues.
- **Integrated** – the guide provides guidelines that are intertwined with other concepts or sectors that are relevant to the food system. This is because, in the recent past, there has been a realization that food isn't an agricultural issue only.

3.2. Principles for mainstreaming food systems

- To ensure that food production, processing, transportation, consumption and waste stages are addressed in urban and rural development.
- To incorporate food systems and nutrition in urban policies towards sustainable urban development.
- To bring ICT solutions to food systems and nutrition.
- To promote environmentally sensitive practices in the food system.
- To mitigate both the risks and the impacts of disaster on the food system and nutrition system.

- To incorporate all the relevant stakeholders including the vulnerable in the food system and enhance multi-level, multi-sector and multi-stakeholder approaches.

3.3. How to mainstream sustainable food system and better nutrition and healthy diets in NUP processes

As outlined in the first section of this guide, NUPs typically evolve through 5 phases: feasibility, diagnostic, formulation, implementation, and monitoring and evaluation. NUP phases are interconnected. Whatever phase the NUP process may be in, a country could consider starting at the feasibility phase requirements to specifically outline food system priorities or some aspects that would need to be re-examined in the policy. See Figure 4, which outlines step-by-step possible activities to integrate food systems and nutrition into the urban policy process. The feasibility phase in the policy process entails seeking evidence for mainstreaming food systems and nutrition in policy by identifying the challenges and opportunities in a particular context.

Different survey tools and methodologies could be applied as the first step. All the stakeholders relevant for challenges and opportunities to food systems and nutrition outlined should be mapped out to identify their roles and the extent of involvement. Other policies that address food systems and nutrition should also be outlined and reviewed to identify gaps and for coherence.

In the diagnostic phase, preliminary research on the challenges and opportunities in specific food systems and nutrition environments identified in the feasibility phase is conducted depending on what data is available, the level of disaggregation, methods of collection, analysis and presentation of the gathered evidence. This also helps to define data gaps that would require more field surveys and stakeholder engagement. From this analysis, policy recommendations are made with possible reference to this guide. For the specificity of the challenge, the recommendations guide what policy initiatives could include. The recommendations should include alternative approaches for every challenge and or opportunity. The human, financial, technical and institutional capacity gaps for the priorities should also be identified and recommendations made. In the formulation phase, alternative approaches are analysed, identifying the strengths, weaknesses, opportunities and threats. Through this, the best approaches based on strengths and opportunities are selected. This then helps to identify the most effective policy initiatives for the food systems and nutrition in the specific context.

When specific policy initiatives are identified, there is also a need to identify if relevant stakeholders/actors have the appropriate human, technical and institutional capacities. The outcomes should then be incorporated into the finance, human capacity development, technical capacity development and institutional capacity development strategies. It is in this phase that an action plan (see Appendix 4) for implementing the food systems and nutrition

policy proposals is developed. The action plan captures several aspects of food systems and nutrition initiatives/implementation, which include concrete recommendations, policy initiatives, active ties, timelines, indicators of success, cost estimates, source(s) of funding, implementing agencies, supporting agencies and the lead agency.

Approaches for delivering results that should be considered in developing the action plans:

- Multi-stakeholder approach/participatory approach.
- Multi-level and multi-sector approach.
- Modern ICT applications (e.g. information platforms, online participatory mechanisms, etc.).
- Decentralization/localization of government roles where appropriate.
- Oversight body for monitoring the implementation of the food system and nutrition strategies.

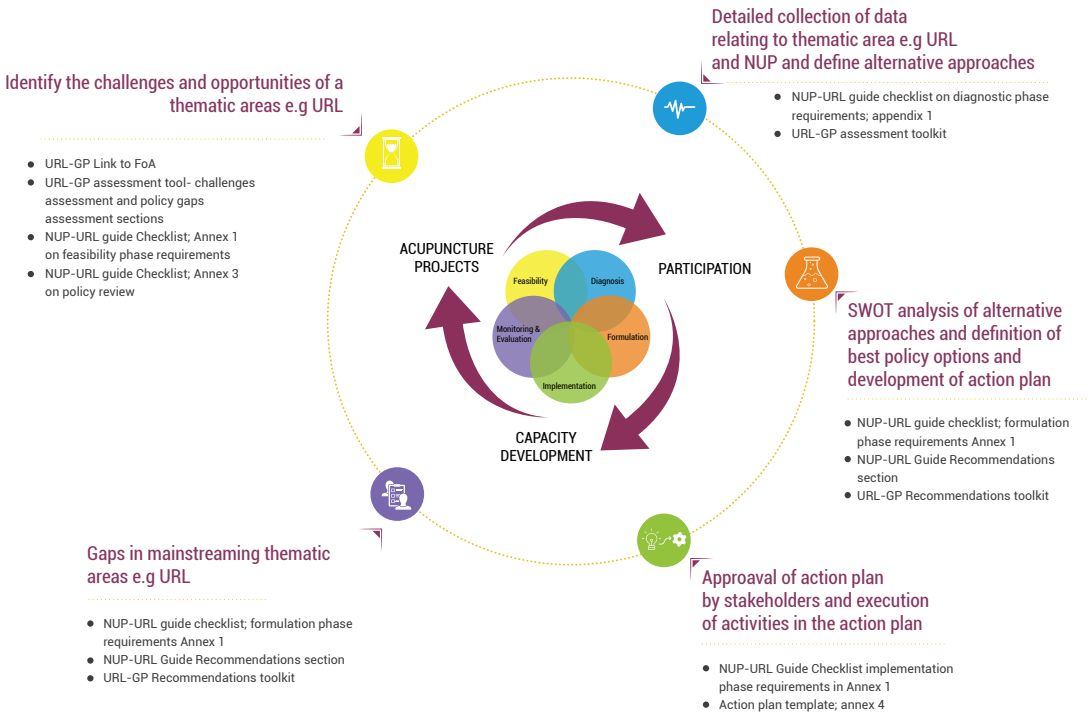


Figure 5. Process of mainstreaming food system in NUP

In the implementation phase, the action plan acts as guidance for ensuring that policy initiatives are operationalized or executed as designed in the plan (see Appendix 4 for the template). The first step is, however, to ensure that all relevant stakeholders have approved and agree with the action plan. The action plan contains the activities, the indicators for measuring achievement, the actors or organizations responsible, estimated costs and the source(es) of funding.

It is important to ensure that the finance, human capacity, institution, technical and legal strategies are executed. The indicators in the action plan will help in the feedback mechanisms and monitoring of the effectiveness of the activities for the food systems and nutrition policy initiatives. Monitoring and evaluation: Monitoring ideally takes place in every phase during the process.

The checklist in Appendix 1 will assist in monitoring the mainstreaming of food systems and nutrition in policy processes. This includes confirming that stakeholders have taken up their roles and whether they can effectively execute them.

Has the human, financial, legal, institutional, and technical strategies been effective for the implementation of the policy? Have the timelines been followed and are they effective? Evaluation takes place while checking the outcomes of every food system and nutrition policy initiative. Has the policy changed the situation in the country or region, including how institutions perform or collaborate? What have been the challenges and how can they be addressed?

The process of mainstreaming food systems and nutrition is based on the five NUP phases process described above, depending on the stage of the NUP process, for example, whether a complete NUP exists or is under development. For a NUP in the process of being developed, the policymaker should ensure that the NUP process and food systems and nutrition mainstreaming process occur concurrently. For a complete NUP/sector policy document, there is no major difference in the process since policymakers should follow similar activities highlighted in Appendix 1 in the five phases.

The only difference is that for the completed NUP/policy document, the food systems and nutrition policy proposal should fit in an already existing framework, and thus the existing policy must be reviewed. During the process of developing a NUP, where no NUP exists, other policies that could be reviewed include sectoral policies, national policies and strategies, and subnational policies, where competencies for food systems and nutrition are allocated at the subnational level.

Also, international policies related to the identified food systems and nutrition challenges, or opportunities can be used to check for coherence or gaps. It is important to note that it is in phase one, feasibility, that the existing policy will be reviewed and analysed based on the challenges and opportunities identified. The review can be conducted using the checklist in Appendix 3, based on the recommendations that best fit the food systems and nutrition issues identified.

3.4. Support pillars in integrating food systems and nutrition in a NUP process

The UN-Habitat NUP process is based on three key pillars: participation, capacity development and acupuncture projects. The use and implementation of these pillars do not occur at only one particular phase in the policy process but should be considered throughout. Considerations for participation, capacity development, and acupuncture projects should occur at all stages of developing a NUP and will contribute to the overall sustainability and effectiveness of the policy. This applies as much to food systems as it does to policies for other priorities such as economic development, health, environment, etc.

3.4.1. PARTICIPATION

UN-Habitat advocates for a participatory approach throughout the phases of the NUP process. All relevant stakeholders such as different levels of government authorities, civil society organizations, the private sector, communities (including vulnerable populations) or academia relevant to the specific URL challenges and opportunities in a country/ region must be involved. This guide for food systems and nutrition specifically emphasizes the participation of all related stakeholders in the food system from production to consumption and waste in the policy process.

Public participation entails the direct engagement of the public in decision making and taking full consideration of public input in making decisions to ensure that their needs are reflected in policy. It is not a single event but a process consisting of a series of activities and actions with the stakeholders over the full lifespan of a project to not only inform (through public outreach) but also to obtain input and partner with them (through public partnership)

These activities could include consultative meetings, questionnaires, interviews, gazette notices, training and capacity development and partnership building. The contributions by stakeholders could be in tapping their skills, knowledge, information or financial support in cases of private-public partnerships.A common practice in many contexts has been through food councils, task forces or working groups that are involved in food governance.

Food councils have been integrated into some local authorities, which allows food stakeholders who are brought together to identify challenges and opportunities, but also to support the implementation and monitoring of food policies. Appendix 3 is a checklist to assess what aspects of participation to consider in the policy process.

3.4.2. CAPACITY DEVELOPMENT

Mechanisms to develop the capacities of the relevant stakeholders in the food systems and nutrition should be prioritized and the divergence in capacity and influence recognized in the feasibility phase. Ideally, right from the start, stakeholders involved have their capacities

improved through participation in meetings/ workshops, urban forums, specific training sessions or mentoring, among other approaches. This continues in every phase, especially through urban forums that are integrated into the urban policy formulation process. These engagements also build capacities at the intersection of food systems and nutrition with other related sectors such as transportation, planning, health, education and economic development, among others.

In the long run, this can bridge or disrupt siloed approaches between various sectors, stakeholders and government offices. However, there may be some capacities that would need to be specifically built, especially into the implementation, such as convening dialogues between rural and urban actors, monitoring and evaluating the policy actions, etc. Capacity development should be included in the urban policy implementation action plan through concrete strategies. These strategies are for human, technical, financial and institutional capacity development for specific policy initiatives.

This may include hiring appropriate personnel, if currently unavailable, or additional training for those already employed. Financial capacities would include mechanisms to provide adequate finances for the food and nutrition issues identified through, for example, partnerships with NGOs, the private sector or UN agencies, cutting costs in other sectors, raising additional taxes or rates by governments, and seeking donor funding, among other approaches.

Institutional capacities include the number of personnel, office space, and level of infrastructure available, among others. Technical capacities include the food and nutrition data available and the ability to collect, store and use, the levels of technology needed for the work, the appropriate technical expertise, etc. To assist food and nutrition policy mainstreaming processes in the areas of capacity development, a checklist has been provided in Appendix 2. This checklist helps ensure that capacity needs and gaps are identified, and the capacity development strategies are then developed and executed.

3.4.3. ACUPUNCTURE PROJECTS

Short-term actionable food policy initiatives, as quick wins, are what define acupuncture projects. This entails having actionable quick-win projects, programmes or initiatives in the urban policy for learning opportunities and to test possible options for scaling out or up.

Acupuncture projects are short-term, typically requiring smaller levels of funding that may be available from existing initiatives, thus realizing short-term results. Acupuncture approaches are also meant to test the practicability of a policy that could provide a corrective solution to a problem. They also provide small-scale results to provide evidence useful to plan for future scaling.Nonetheless, policy initiatives should ensure that activities in the action plan have both short, medium and long-term projects. Short-term projects should be easy to implement in terms of the skills and the human and financial resources required.

It should be clear who are the persons responsible for the project, the estimated budget, and other specific aspects of the project.There should be clear indicators to allow for feedback, especially to link the short-term project results to the medium and long-term projects. This should allow for revision and adjustments to policy initiatives through lessons learned in the short and medium terms.

To help identify acupuncture projects in the mainstreaming policy process, see Appendix 2 for aspects that need to be cross-checked. This includes the quick win identified in acupuncture projects, specific resources required, timelines, the implementation outcome and lessons learned.

Part 4. Guidelines for mainstreaming food systems in NUP

4.1. Recommendations for policymakers

Recommendation 1: Incentivize the preservation and protection of critical agricultural land.

Food production is a key component of the food system and nutrition. Uncontrolled urbanization is a major threat to agricultural land since the urban areas expand to the periphery and rural areas are converted to urban land uses such as housing, roads and commercial or industrial development. As more people arrive in urban areas in search of better opportunities and better standards of living, the conversion of farmlands from progressive urbanization in turn increases food demand in urban areas and the need to intensify rather than decrease agricultural production.

The policy should ensure that land use change approvals, especially for agricultural land, are critically monitored and managed by the relevant authorities in countries where it is a major concern. Tension and historic conflict over issues of land conversion, development and loss of farmland to urban development require careful assessment and

well crafted mediation that recognizes the inequalities and imbalance of economic and political power between different actors and communities. Fragmentation of agricultural land is also a major practice before land conversion and should be monitored and managed by the relevant authorities.

Green belts among other means to create buffers between urban and agricultural land uses are also mechanisms to protect agricultural land encroachment, especially in peri-urban areas. The policy should also promote innovations in ensuring food production is intensified even as urbanization happens through strategies such as mosaics of urban agriculture to ensure that urban land uses do not completely replace agricultural land uses.

Viability studies as regards the suitability of regions could also be conducted to identify regions of high and moderate agricultural suitability so that no urban land use is allowed in these regions. Countries have identified this as a concern and have developed policy proposals specifically in this regard in Box 1 in assets related to food systems.

Box 2. National Urban Policy excerpts

Mauritius: National development strategy; 2006, page 14

"Focus on maintaining land of high and moderate suitability to agriculture as outlined by the Ministry of Agriculture, including using sugarcane as an economic and environmental buffer."

Uganda national urban development policy; 2017

A secure and productive agricultural land base, provides food security, employment, and settlement, and is maintained as an urban growth boundary.

Rwanda national urbanization policy, 2015; page 29

"Urban expansion shall not exceed the consumption of agricultural land to a degree whereby food security would be compromised."

China national urbanization plan; 2014-2020

When developing city clusters in the central and western regions, we must strictly guard arable land, especially basic farmland, protect water resources, avoid borderless urban sprawl, control the discharge of pollutants, faithfully strengthen ecological protection and environmental stewardship, reverse the wasteful and inefficient development model, and ensure watershed ecological security and food security.

Nepal urban development strategy; 2015, page 40

"Fragmentation of agricultural land is discouraged."

Nepal's strategy would, however, require stating clearly the means to actively eliminate the fragmentation of agricultural land.

Recommendation 2: Intensify agricultural practices in areas of high potential (soil, natural resources, weather conditions etc.)

In land use planning, compatibility of uses is an important consideration, for example between agriculture, industry and housing development. However, analysis of the optimal or best use of space for food production may be assessed as a value for food system resilience may be higher than the value for development.

In other cases, in agriculture which is for crop cultivation and/or livestock management, some locations may favour some crops and animals as the best use of land due to weather conditions, soil, topography, natural resources, etc. In cases such as these, the policy must highlight the need for the agricultural and livestock departments to conduct research through audits or studies to determine agricultural potential which would then guide actors, including government policymakers, to protect and invest in assets related to food systems. The outcomes of these studies should be published and made available to all relevant stakeholders including smallholder farmers, the private sector and the general public.

The policy should promote studies to be conducted periodically to ensure up-to-date information. This could include even new crops and innovations in methods of production to which the food producers need to be sensitized and trained. The policy should ensure the decentralization of roles as much as possible to ensure that the local food producers are reached through the best means.

Box 3. National Urban Policy Excerpts

Syria national strategy report for sustainable development: 2001, page 8

Select the most suitable crops, based on (climate, water, etc.)
This is relevant for food producers towards higher yields of food.

Nepal urban development strategy; 2017

To develop high-value agricultural development pockets along the feeder roads and major highways, by promoting integrated agriculture infrastructure services through private sector participation.

Pakistan vision 2025; 2014, page 65

Optimize food production and supply mix in line with current and projected needs by leveraging our unique strengths.

Recommendation 3: Introduce and advance innovative methods of food production in urban and peri-urban areas

The densities in urban areas are relatively high and spaces may not be associated with food production but with services, businesses, or residential, among other urban land uses. There are food safety concerns that have been associated with farming or livestock management in urban or peri-urban areas.

As a result of these concerns, innovative approaches have been identified to promote food production in urban areas such as farming practices that are not harmful to environmental or human health or delegating certain production practices to areas more distant from dense settlements.

The policy should promote appropriate food production practices based on the social, economic and environmental context, including innovative food production practices in urban areas. The agricultural departments at the municipal or regional offices should be actively engaged in examining the suitability of existing or innovative approaches to food production as part of the feasibility phase for assessing food systems in urban policy. Box 4 is an example of rooftop vegetable farming practised in Kathmandu, Nepal.

The policy could promote fairs or exhibitions to encourage innovations targeting urban and peri-urban farmers. Most contemporary innovations in urban food production not only promote food security but also have economic, social and environmental benefits.

Box 4. National Urban Policy Excerpts

Uganda national urban development policy; 2017

Plan, organize and coordinate urban agricultural activities; and commission research into the viability of urban agriculture to ensure it does not disrupt development. Urban and peri-urban agriculture scattered around Kampala and its suburbs is growing and contributes around 35 per cent of the food that comes to the city; the city has a research centre to advance urban agriculture

Rwanda national urbanization policy; 2015, page 41

"…some urban land may specifically be dedicated for urban agriculture and communal gardens; focus shall be on sustainable use of urban wetlands." In the city of Kigali and its peri-urban areas, urban agriculture was integrated into the master plan (20 per cent to farmland) towards the

improvement of food availability, quality and quantity, stability of supply and accessibility for the people.

Nepal National Urban Development Strategy; 2017

Promotion of urban agriculture for food, vegetables and horticultural products.

Box 5. KATHMANDU, NEPAL: Promoting urban agriculture

The policy has been implemented; for example, Kathmandu promotes productive rooftop gardening that provides an opportunity to grow food in inner-city areas in response to decreased agricultural land and a growing reliance on vulnerable food sources from other areas. The city, in collaboration with local NGOs, national research institutes and international organizations (like UN-Habitat and RUAF), involves its engineers in the design of rooftop models suitable in the local context, trains masons on construction and building, includes rooftop gardening in building codes, links gardeners to support input supply and marketing enterprises, and promotes rainwater harvesting and composting of city waste.

Radio programmes and information leaflets are developed to increase community and policy interest and participation. Impact monitoring is planned for improved waste and water management; food security and nutrition and climate change. Case studies show that intensive rooftop production helps families to become self-sufficient in vegetables and herbs and potentially sell some produce surplus. Rooftop gardens may also have positive impacts on ambient and home temperatures, reducing heating and cooling requirements and thus reducing emissions and saving costs. Real integration of urban agriculture and food in waste, water management and national food security and building programmes; larger-scale uptake of the programme and broadening the city's vision to a real urban food system that considers the preservation of the peri-urban area; food transport and distribution and other elements.

City farming, Cape Town, South Africa © anaya-katlego/ unsplash

Recommendation 4: Establish and strengthen the market system for the food producers and consumers among other food actors

Small and intermediate towns play a major role in providing rural areas with services and amenities, markets for farm produce, information on innovations and crops, and non-farm job opportunities, among others. Their role as markets for products and sources of farm inputs for rural farmers is a key complement to rural food production.

When markets in small, medium and large urban areas are within proximity of the rural food producers, they benefit more since the food chain is reduced and fewer intermediaries are involved. The policy should promote small and intermediate centres to serve as markets for farm produce through the provision of the relevant infrastructure, including all-weather transportation for moving farm produce.

If produce requires further processing, storage or processing facilities should be located in small and intermediate towns in relation to the processing facilities and markets in the larger cities. In many regions, small and intermediate towns become centres for the collection of farm produce for bulk transportation to larger cities or for export.

If permanent markets are not appropriate or possible across the urban environment, periodic markets should be enhanced through policy in these small, intermediate and larger urban areas.

The policy supporting local markets for producers should be strengthened to provide more markets for domestic producers, diversifying from policy only to support producers for external markets related to international trade. A new emphasis on efficient domestic farm-to-market trade will necessarily contribute to reducing post-harvest food losses (SDG 12.3) through better transportation and cold chain infrastructure.

Box 6. NUP Excerpts

Maldives national strategies for sustainable development; 2009, page 37

- Organize an annual local food produce fair to link farmers with buyers and sellers.

In 2020 during the COVID-19 pandemic, research showed that linking producers and consumers through a circular and social solidarity economy (SSE) helps prioritise local markets and supports local economic development. This creates virtuous cycles promoting solutions based on local needs, resources and capacities, creating more equitable and sustainable markets supported by national policy.

China national plan on new urbanization (2014-2020)

Improve the distribution of agricultural goods through the creation of distribution centres.

Bangladesh national urban policy; 2011, page 4

These growth centres will have large agricultural markets with necessary warehousing and storage facilities and provide local periodic marketing functions, extend all-weather transport access to Upazila and District Centres, and accommodate small-scale agro-processing.

Recommendation 5: Provide for necessary support infrastructures for agro-food processing centres in small and intermediate towns

One of the challenges facing rural farmers in developing countries is the minimal profits and losses due to exploitation by middlemen who transport farm produce to processing centres. This occurs as many farmers are smallholders and lack capacity in terms of knowledge and information on ways to take their farm produce to processing centres. Inadequate physical infrastructure also makes the location of some of these processing centres inaccessible.

NUP could promote that relevant agencies unite smallholder farmers to aggregate products for bulk transportation of farm produce to the processing centres. The policy could also promote investment of food processing centres in small and intermediate towns. Urban policies could also promote the provision of physical infrastructure connecting the rural farms and the processing centres, either by roads, railways, airports, etc. Box 6 shows a representation of what some countries have included in their policies.

Box 7. NUP Excerpts

Uganda national urban and development policy; 2014, page 50

Small towns to serve as Centre for Agro-processing in each sub-county.

Ghana NUP framework; 2012, page 23

Establish rural service centres and strengthen rural-urban linkages to promote agriculture and the development of agro-based industries.

Serbia spatial plan; 2010, page 33

…plans for encouraging the development of small and middle-size companies as well as projects for processing agricultural products in the regional context, creating cluster systems and networks of retail centres for local products (eco-markets, ethno-markets etc.).

Recommendation 6: Set mechanisms that ensure access to food for all

Apart from food production, physical access by consumers is a major component of food systems. This physical access includes the link between the farmers and consumers and the locations and management of food markets. Some consumers require bulk purchases such as educational institutions, among others.

Consumers who require small quantities purchased daily, weekly or monthly are the majority of urban dwellers. NUP should address the access for both institutional and family food consumption or bulk and non-bulk consumers. Bulk consumers, in some instances, prefer sourcing directly from the farm, which is cheaper. However, in most cases, wholesale bulk purchases are from wholesale markets. NUP could promote the location of markets in central and distributed locations, and the markets should be categorized into wholesale and retail to cater for bulk and non-bulk buyers.

The infrastructure and basic services required in market systems should also be addressed by NUP. These include water and sanitation, market stalls, storage facilities and lighting facilities for night trade in informal markets.

Some countries have devised international agreements to ensure continuous food supply in their countries or promote trade agreements with external trade partners to ensure continuous importation of key food items. The balancing of different strategies to support producers of different scales and types can be addressed in the food systems portion of NUPs. Some examples of these cases in countries are shown in Box 8.

Box 8. NUP Excerpts

Maldives national strategies for sustainable development; 2009, page 37

Secure preferential trade agreements with major bilateral, regional and international trade partners to ensure food security for essential food items.

Uganda national urban development policy; 2006, page 13

Provide special business premises for small traders through the construction of food courts, stalls, permanent farmers' fair sites, night market sites, business lots, markets and workshops at suitable locations.

Bangladesh national urban policy; 2011, page 4

Secondary cities will be the major trade centres within the districts and provide marketing facilities for agricultural commodities, processed goods, household and common consumer products; serve as a mode of transportation and distribution linked to nearby regional centres, offer sites, infrastructure and other incentives to stimulate agro-processing plants, small-scale consumer goods industries and bulk commodity handling facilities.

Recommendation 7: Strategize means to support and manage street food vendors/informal food economy

Informal trade, which includes street food vendors, has been considered a nuisance in most developing countries. Urban planners have been found to devise strategies to eradicate them from the streets to ensure clean streets but also promote formal businesses which pay rates and taxes. The informal traders are assumed to be illegal since the majority utilize the urban space and yet do not pay taxes.

They also are accused of littering the streets and ruining businesses for the formal businesses with their cheap commodities. They tend to operate in spaces without proper services such as water, electricity and sanitation since the spaces such as roadsides are not meant to be for commerce. Efforts to evict them from one place often cause them to shift to another location.

Most low and middle-income urban residents rely on these same street vendors due to the affordability and accessibility along city streets. Urban policy needs to acknowledge the key role that street food vendors play in food security by incorporating them into urban spaces through urban planning.

This includes having spaces along the streets that are for informal food traders. Urban policies should involve both government and NGOs in uniting street food vendors and identify them

as key urban actors to make it easy for them to access credit. Street food vendors should also be provided with the infrastructure they need, including basic services such as water and sanitation, which the policy should address for public finance and investment.

NUP action plan excerpt; Ghana 2012; page 18

Ensure that urban planning provides for the activities of the informal economy through; incorporating planning legislation, standards and zoning regulations, provisions that protect and facilitate informal economic activities, involve SMEs in providing for informal economic activities in urban structure and local plans, regulate the informal trading activities and intrusions in congested streets by providing operators with alternative serviced sites that have competitive locations and ancillary facilities (transport terminal, pedestrian accessibility, storage and banking facilities, water, electricity, sanitary facilities) and improve funding support for the informal economy.

Recommendation 8: Devise ways of monitoring the quality of food

Non-communicable diseases are on the rise in urbanizing societies. One reason for this is the rise of unhealthy diets which has significant health impacts and requires a multi-sectoral approach. NUP should address this in health and food policies to address and implement within their capacity. NUP should give guidelines on ways in which urban but also rural residents can have access to safe and nutritious food.

Contamination of food, especially for urban dwellers, takes place as food moves from the producers to the consumers. This is either during distribution or transportation or at markets where services such as water and sanitation are inadequate. In terms of nutrition, cultural changes accompanying urbanization have led to the consumption of more livestock, dairy and processed food products by urban and rural dwellers. The private market response has been to ensure that these products are available to all, even if not affordable for all.

Some of the strategies to enhance nutrition include educational training for consumers on healthier eating habits and locating markets/ shops that provide nutritious food in centrally accessible locations. Fast food stores are more accessible and often more affordable. The policy should seek to enhance the provision of adequate services and regular monitoring of markets towards ensuring safe and healthy food in all markets by relevant authorities.

NUP should also promote urban, peri-urban and near-rural agriculture or means to reduce food miles to reduce emissions and food contamination in transit (see recommendation…). Municipalities could also develop food policies that partner with the local communities and food actors to make more healthy and nutritious foods available (see box 9 for a case of Toronto in Canada). Box 10 has examples from the overarching National Urban Policy documents.

Box 9. TORONTO, CANADA

The city of Toronto is a municipal food policy leader, with a long history of working to ensure access to healthy, affordable, sustainable and culturally acceptable food. The Toronto Food Policy Council (TFPC) was established in 1991 as a subcommittee of the Board of Health to advise the city of Toronto on food policy issues. The TFPC connects diverse people from the food, farming and community sector to develop innovative policies and projects that support a health-focused food system, and provides a forum for dialogue and action amongst different actors across the food system.

The TFPC has contributed to several municipal policies, including the city's Official Plan, the Environmental Plan, the Food Strategy, the Golden Horseshoe Food and Farm Action Plan, and the Urban Agriculture Action Plan. In 2010, the Toronto Food Strategy was developed by the Toronto Public Health Department in partnership with several other organizations and city divisions. The Food Strategy team has mapped healthy food access across the city, launched a Mobile Good Food Market, started FOODWORKS, a Food Handler and Employability project, developed an urban agriculture action plan; and is undertaking research related to healthy small food retail and community food procurement.

Government actors involved in Toronto: Public health, environment and efficiency office, social development; economic development and culture; planning; parks; forestry and recreation; housing and long-term care; employment and social services; licensing and standards. What is still needed? Broader involvement of the private sector and food industries, better documentation and evaluation to demonstrate successful processes for social change as well as a food system and other municipal/regional impacts and stronger linkages between municipal food policy efforts and provincial and federal food, agriculture, public health, and other policy domains.

Box 10. NUP excerpts

Ghana NUP framework; 2012, page 24

Attend to the hygiene and quality of food for the urban public by appraising the hygiene and sanitary conditions of the storage, preservation, preparation, handling, presentation, and related surroundings of foods offered for sale and consumption in urban public places (markets and shops, restaurants and chop bars, street and transport terminals, alleys and other places), conduct regular public education on food hygiene and public health to sensitize consumers and providers

– sellers of public foods - and strengthen and enforce regulations to ensure safe public foods and protection of consumer health.

Pakistan vision 2025; 2014, pages 65 & 66

- Ensure that the entire supply chain related to food security is geared towards the provision of stable and affordable access to adequate, nutritious and safe food for a healthy life.
- Strengthening nutritional education for high-risk groups such as pregnant and lactating women, young children, the elderly and the disabled.

Recommendation 9: Equip food stakeholders in the food system on sustainable reduction, collection and management of food waste

Food waste presents a major problem to the environment. FAO has found that a third of the food produced is wasted. SDG 12 seeks to "ensure sustainable consumption and production patterns." The third target under this goal, 12.3, states "by 2030, halve per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses."

In developing countries, food waste and losses occur mainly at the early stages of the food value chain and can be traced back to financial, managerial and technical constraints in harvesting techniques as well as storage and cooling facilities. Urban policies should seek to ensure that the supply chains are strengthened through direct support from public investment and private financing to farmers in terms of storage and cooling facilities and skills in sustainable harvesting techniques, among other innovations. Investments in infrastructure such as transportation, electricity, and ICT, among others, would be key in promoting food packaging and processing to reduce food loss and waste. In medium- and high-income countries food is wasted and lost mainly at later stages in the supply chain where the behaviour of consumers results in food loss. Urban policies in these countries should address promoting better coordination between the actors in the food supply chain through technology, among other mechanisms, to ensure continuity in communication.

A greements between the food producers and consumers would be promoted in ensuring that the consumers get the food they require in the right state and time. The policy would also promote raising awareness among the food actors, especially the industries, retailers and consumers, about the amount of food loss and ways in which the food thrown away could be utilized. Box 11 shows what some cities have adopted in reducing food waste. Canada has adopted a national food loss waste strategy which applies three main principles: prevent and reduce, recover and recycle energy and nutrients.

Box 11. Nashville, USA: Setting the pace in managing food waste

Nashville, Tennessee in the United States of America has been declared by Natural Resources Defence Council (NRDC) as a model city for a year-long concentration on reducing food waste. In the United States, 40 per cent of food is wasted, and most wasted food ends up in a landfill, according to the NRDC. The federal government set a goal to cut food waste in half by 2030 — a goal Nashville may soon adopt. But to accomplish that, it will take more than restaurant participation. The NRDC figures the average family wastes USD 1500 a year on food they don't eat.

The Food Saver Challenge to restaurants by the mayor was given to kick-start the initiative, and chefs are being asked to reduce, reuse and recycle food scraps and leftovers. Some of the food waste reduction techniques include: preventing food waste in the first place, donating leftovers and composting the food waste that can't be consumed. Cutting down on waste in a restaurant kitchen means purchasing food more carefully, paying attention to portion sizes on dishes that diners typically don't finish, and finding new uses for cutting board scraps. Local agencies that feed the hungry are usually ready recipients, though they do have to figure out a way to pick it up promptly.

The Nashville Rescue Mission serves 2,000 free meals every day and has two trucks that haul away leftovers from fast food outlets and even fine dining establishments like Fleming's Steakhouse. Restaurants can also order pick-up from an app called Zero Percent that delivers to other agencies. The app tracks donations, which can add up to tax savings. Plate waste and other scraps that aren't suitable for donation should be composted. If on-site composting is not an option, a commercial-scale compost company can be hired to pick up food scraps and deliver them to a processor. It's not just fruit and vegetable scraps. Dairy products, meat, fish, egg shells, coffee grounds, tea bags, pasta, bread, cereals and baked goods are turned into soil.

Recommendation 10: Integrate food systems and nutrition in urban and territorial planning

The NUA and SDG 11.a.1 highlights the need to incorporate food system and nutrition in urban and territorial planning and policies. Planning whether, for a neighbourhood, a city and metropolitan, territorial and national levels is a key tool to operationalize the linkages between SDG 2 , SDG 10 and SDG 11 . Urban and territorial planning can address the whole food system about production, supply, logistics, and distribution through wholesale and retail formal and informal traders, public outlets and food waste.

Some strategies that urban policies could consider include planning for nutritious food joints in accessible locations to promote nutritious food consumption. Promoting the location of markets and processing centres in accessible locations by producers and consumers through the provision of appropriate infrastructure is also key. Promoting the use of public spaces for small food entrepreneurs whether informal or formal is also important for food access. Planning should provide for the connectivity between rural-food producing areas and urban areas through comprehensive infrastructure provision. Protection of peri-urban agricultural land is also key for local food production serving urban markets and consumers, which urban policies should promote and dovetail with climate actions to reduce the impacts of severe weather.

Policies should also be able to promote the utilization of open public spaces including wetlands for urban food production/agriculture. Bulk transportation of food through collection centres being provided for near the rural farms or in small and intermediate towns is something else that planning would provide for. The policy could also direct planners to provide communal urban food waste collection points for composting at the municipal level

1.1.1.1 [5]"End hunger, achieve food security and improved nutrition, and promote sustainable agriculture"

1.1.1.2 [6]"Reduce income inequality within and among countries."

[7]"Make cities and human settlements inclusive, safe, resilient, and sustainable."

Box 12. Urban agriculture as green infrastructure in New York; Brooklyn Grange and Brooklyn Navy Yard

Most cities have combined sewage systems, in which sewage and stormwater are conveyed to water pollution control plants in a single pipe during wet weather. Cities are under increasing pressure to adapt to climate change in general and to reduce combined sewer overflow (CSO) pollution. A conventional strategy to address CSO is to invest in "grey infrastructure": expanded water pollution control facilities; and increased-diameter sewage pipes that hold larger volumes. However, New York invested in a potentially more cost-effective option that avoids facility siting conflicts and can offer host communities benefits beyond reduced flooding and pollution to increase the permeability of the cityscape through diverse forms of "green infrastructure": parks, landscaped median strips on roadways, permeable pavement, green rooftops and agricultural sites.

In the first round of green infrastructure grants, the city provided USD 592,730 to the Brooklyn Navy Yard, a collection of industrial buildings on the waterfront that served as a shipyard during the Second World War, and the Brooklyn Grange, a rooftop farming company, for the funding of what the Grange calls "the world's largest rooftop soil farm". The Grange has expanded its farm business to include an educational non-profit (providing educational tours and workshops) and urban farming and green roof consulting and installation services to others interested in urban (rooftop) farming.

As a result of its permeable rooftop farm and agricultural activities, the Brooklyn Grange manages over 1 million gallons (3,785,411 litres) of stormwater per year, helping to reduce the amount of CSO flowing into New York City's East River. This not only contributes to food security in the city but manages the natural resources in the urban-rural convergence. In urban and territorial planning, food production has been used as a strategy for managing an infrastructural problem in New York.

The Grange grows a variety of produce according to organic principles, including tomatoes (40 varieties), salad greens, carrots, herbs, peppers, beans, radishes, and chard. In addition, they keep egg-laying hens and bees in a commercial apiary. Brooklyn Grange sells its produce to local restaurants and retail stores, to their community-supported agriculture (CSA) members and the larger public via weekly farm stands in various neighbourhoods.

Recommendation 11: Set special programmes and incentives for vulnerable members of society in the food system and nutrition

Smallholder farmers, especially women are the most marginalized yet are key majority producers in the food systems of many developing countries. Women are involved in almost every stage of the food system in countries where men are in cities in other non-farm jobs because of their education level and access to information about work opportunities. However, the challenges for women in the food system have been inadequate access to land, information, and farm inputs among other resources specifically in food production.

FAO in 2011, stated that if equal access to resources was given to male and female farmers, then food production would increase and up to 100-150 million people would be hunger-free (FAO, 2011). Marginalized farmers including smallholder farmers and poor farmers who cannot acquire the appropriate inputs, technology, information, and financial resources contribute to low yields and low farm incomes. However higher yields are also a challenge to those farmers in remote locations since they are often exploited by middlemen or incur losses due to a lack of access to markets.

Urban policies could address relevant authorities at national levels to offer financial, information, technology and innovation support to marginalized smallholder farmers to increase their economic viability through promoting access to urban and territorial markets.

Fostering small and intermediate towns through infrastructure development and services provision would also contribute to smallholder farmers accessing markets that NUP/SNUP could address. There are also those marginalized due to lack of economic and physical access including the urban and rural poor, but also the internally displaced persons. Urban policies could encourage social protection strategies for relevant food authorities to develop food or cash subsidies for the poor, which could include facilitating a direct supply of food to the urban poor from rural farmers.

The rural poor could be empowered through innovative food production for local markets or other means to ensure adequate food supply and reduce dependence on humanitarian food aid. Urban policies could also promote the bulk storage of food by the government as a food reserve, not only for drought periods but also as risk mitigation and preparedness for internally displaced persons, disasters and climate shocks.

There should be also means to empower marginalized persons through sensitization, training and capacity development.

Some regions are also found to be prone to protracted hunger due to weather conditions. Here, too, urban policies could promote innovative strategies for food production or empowerment to help afford food and reduce hunger and food insecurity. Some countries have incorporated agriculture policies in their urban policies while others have relevant statements in the urban policies, some examples are in Box 13.

[8]FAO; 2011, Women Key to Food Security

Box 13. NUP excerpts

Nepal national urbanization strategy; 2017

Special programmes are envisaged for marginal farmers having land less than half a hectare; avail of credit facility to needy ones to purchase agricultural Land and further aims for leasing of marginal public land for community farming

Pakistan vision 2025; 2014, page 82

A Rural Economy Endowment Fund will be created to finance the modernization of agriculture.

Maldives national strategies for sustainable development; 2009, page 37

Improve physical and economic access of the poorest and most vulnerable to sufficient, nutritionally adequate and safe food and ensure children are provided with nutritionally adequate food

Pakistan vision 2025; 2014, page 65 & 66

- Protect the most food-insecure segments of the population through effective relief measures, including long-term arrangements and adaptation mechanisms.
- Improving access to food by the poor households.

Recommendation 12: Support tele-connections of food systems and nutrition by strengthening the use of ICT by stakeholders

ICT platforms and telecommunication devices increase access to information (on new trends, inputs, prices, and markets), reduce exploitation of food producers, and disseminate information on nutrition trends to food consumers and producers. The use of ICT has been made easy by smart mobile phones which have enabled widespread access to the internet.

The use of mobile phones (whether smart or not) has made it possible to keep framers and rural entrepreneurs informed about agricultural innovations, weather conditions, input availability, financial services, market prices and connections with buyers. NUPs should promote the use of ICT and telecommunication devices by all actors in the food system and nutrition. Application of ICT and telecommunication devices could be through the government departments of agriculture, independent ICT platforms, youth and even mobile network providers, and television or radio stations, among others, depending on the context.

This multi-stakeholder and multi-sectoral approach calls for a well-coordinated communication strategy and implementing plans. ICT should enhance innovations which require training, sensitization workshops or other means to encourage further innovation, including by the municipal authorities.

Demonstration hubs could also be another mechanism to sensitize actors and showcase these innovations, for example in food production and processing. Distribution authorities involved should introduce strategies that ensure that the movement of food from producers to consumers is in the shortest chain to increase the producers' share of food prices. If food producers are trained on how to link with consumers or the market without physical contact, then fewer intermediaries would be necessary to reduce the incidence of exploitation. If food producers are trained on how to process and market their food produce, then more people will be willing to participate, including young farmers and entrepreneurs. Some countries as shown in Box 14 have adopted this in their national strategies and visions.

Box 14. NUP excerpts

Japan national spatial strategy; 2015, page 37

The government will promote the advancement of agriculture, forestry and fishery products production and distribution systems through smart agriculture using ICT and robot technologies.

Pakistan vision 2025; 2014, page 65, 82

- Create a modern, efficient and diversified agricultural sector aligned with associated water and energy infrastructure that can ensure a stable and adequate provision of basic food supplies for the country's population, and provide high-quality products to its industries and for export.
- High mobile penetration will be leveraged for disseminating and collecting information. Information on area/crop specific and solutions tailored to farmer's budgets will be provided, along with advice on yearly crop planning to maximize return on investment.

Recommendation 13: Establish mechanisms for promoting sustainability in the food system and nutrition by ensuring efficiency in resource use

SDG 12 target 12.2 and 12.3 proposes efficient resource use and reduction in food waste (see recommendation 9 on food waste) at both the retail and consumer levels and food losses in the production and supply chains including post-harvest losses.

This relates to a broader focus on the whole food system to promote efficiency in the use of natural resources or ecosystem services. Natural resources start with water and even soil. Urban policies can help ensure that irrigation practices are sustainable and that practices for ensuring fertility are not destructive to the soil and water.

Though urban authorities do not have jurisdiction over private rural land management or food production, public food procurement can be supportive of soil and water-conserving practices. SDG 6 and target 6.5 addresses the need to enhance efficiency in water use in all sectors; this includes irrigation and farming in general. Sustainability in the use of natural resources could also include the reduction of food miles to reduce emissions in the transportation of food from rural areas, by promoting urban agriculture, or by promoting aggregation and bulk transportation to reduce the carbon footprint of agriculture serving urban areas. Food aggregation hubs and bulk transportation could be facilitated by central collection centres in areas of production or small and intermediate towns.

Box 15. NUP excerpts

Pakistan (Is text missing?) 2025; 2014, page 82

Irrigation policies will be designed to ensure the efficient use of water that will promote diversification into high-value-added products, agro-processing, and better integration in supply chains.

National planning framework; Ireland 2040

The vision for Ireland in 2040 is that our people, communities and businesses have a capacity for sustainable self-reliance based on a strong circular economy…; which means being more efficient with raw materials, energy, water, space and food by constantly re-using natural resources wherever possible and developing smart product cycles, based on biodegradable and recyclable materials to create less waste and reduce resource consumption.

Recommendation 14: Address shocks from pandemics such as COVID-19, among other crises that disrupt the food systems

In 2020, the world was faced with the COVID-19 pandemic, which provoked a crisis in food systems globally. Responses to the COVID-19 public health risk ranged from restrictions on movement to complete lockdowns which, in turn, affected food security in diverse ways.

The closure of food processing activities, food markets, restaurants and shops resulted in limited access and availability of food to both urban and rural dwellers, restricting what, when, where and at what prices food can be found. In locations in many developing countries, food vendors have limited skills, knowledge and inadequate access to digital infrastructure to transition to online platforms.

This led to some of them closing, limiting food access and availability for urban consumers depending on these outlets. A variety of strategies including urban policies could be implemented to increase resilience to future pandemics and crises that have the potential to disrupt the food supply of urban and rural populations.

This might include the creation of more inclusive and redundant food value chains, strengthening the link between consumers and local producers and smallholders and markets, and reducing the rural and urban digital divide. Moreover, allowing innovation and application of ICT tools in food systems, especially in food distribution and market systems, will be essential to weather future crises.

In those contexts where online platforms existed for food distribution before the pandemic, food distribution to the urban areas was generally less affected. FAO provided tools to guide countries in supporting small-scale farmers and vulnerable households during the pandemic.

More specifically, the UN Food Agricultural Organization developed tools to expand and improve emergency food assistance and social protection programmes to meet the needs of the most vulnerable people. The tools recommended food banks and community groups be mobilized to deliver food to families.

They also recommended that countries should expand social protection programmes to assist those who did not previously have coverage, including cash and moratoriums on household expenses for vulnerable households.

They also recommended the provision of immediate assistance to protect smallholder farmers' food production. In Box 16, the Philippines' local administration took up the role to buy food produce from small-scale farmers and supplying to families whose income was impacted by the pandemic.

Box 16. Tabang sa Mag-uuma (Buyback, Repack and Distribute) Programme, Davao city, Philippines:

The COVID-19 crisis has disastrous impact on the food system all around the world. The small farming community was highly impacted during this period. Due to disruption in the supply-chain system, the small farmers faced a shortage of seeds, and fertilizer etc. Due to restrictions on movement imposed in various countries, the farmers could not sell their harvest due to a lack of market accessibility. On the other hand, due to the pandemic, low-income consumers lost the ability to buy daily consumables in absence of daily wages, and business closures.

Taking into consideration these two focus groups, the Davao city administration implemented the programme Tabang sa Mag-uuma i.e., Buyback, Repack and Distribute. In this programme, the small-scale farmers sold their harvest to the city administration. The harvest was repacked and distributed to the families whose incomes were impacted due to the pandemic for free by the government. In this pilot project, around 12000 families in the area of Barangay Tibungco benefited. The small farmers also received remuneration due to the higher price value compared to the market price given to them by the city administration.

Part 5. Conclusion

The integration of sustainable food systems into National Urban Policy is a vital component to resolve complex urban issues. However, it is yet to be incorporated by many member countries. In such circumstances, this document is not only to provide a guideline for the countries about its incorporation in existing NUP but also to the countries who are in the process of finalisation of NUP itself.

The guide answers the questions of why and how to mainstream sustainable food systems and nutrition concepts in NUP with the recommended guidelines to streamline the urban management framework.The case studies from the member countries provided in the document are the guidelines stating that the member countries have adopted different approaches to tackling the similar problem.

However, the integration of food systems in the NUP has strengthened the government to tackle the urban challenges and help in capacity-building exercises. Since the challenges are multidimensional, there is no one approach which can be implemented universally.

Hence the document has highlighted the inclusive and participatory approach of stakeholders at various levels to provide innovative solutions based on the country's context and situation. Post-COVID-19 pandemic, with a slowing world economy, many countries will face challenges in terms of resource mobilization and capacity building of the nation. In such a scenario, the implementation of NUP will be challenging. However, by strengthening the decision-making process at grassroot level, the countries can successfully incorporate and implement the food system in NUP.

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Part 7. Appendices

Appendix One, Two and Three are comprised of ratings at a range of one to three; 1. No, 2. Partly, 3. Yes. The three responses are all towards contributing to the scoring towards defining the level of compliance. For example, lower scores mean low levels of compliance and vice versa. Therefore, the total score will be out of the total number of questions multiplied by the highest score.

The user will select the responses based on the extent to which the various activities have been achieved. If nothing has been done, the selected responses will be 1. No; if there has been progress but not completed, the response will be 2. Partly; and finally if the said activities have been completed, the response to be selected will be 3. Yes. So, for example, the feasibility phase has six questions; so, since the maximum score is three for each question, the maximum score for the feasibility phase is eighteen (18). The higher the score, the better the case as most activities are already implemented

7.1. Appendix One

Checklist for mainstreaming food systems in NUP process

Phases of NUP	Overall checklist for NUP process	Score
Feasibility Phase	A. Have the key food and nutrition challenges been defined for the region/country? 1. □ no 2. □ partly 3. □ yes	
	B. Have the key food and nutrition opportunities been defined for the region/country? 1. □ no 2. □ partly 3. □ yes	
	C. Have all the relevant stakeholders for the defined food and nutrition priorities been mapped 1. □ no 2. □ partly 3. □ yes	
	D. Have the roles of the stakeholders been defined? 1. □ no 2. □ partly 3. □ yes	
	E. Have the existing urban related policies/strategies/frameworks been analyzed in the context of food and nutrition challenges? 1. □ no 2. □ partly 3. □ yes	
	F. Have policy gaps been identified? 1. □ no 2. □ partly 3. □ yes	
Total Score		/18

Diagnostic Phase	A. Have preliminary research about the nature and extent (including causes and impacts) of the food and nutrition challenges and opportunities been conducted? Food and nutrition challenges: 1. □ no 2. □ partly 3. □ yes Food and nutrition opportunities: 1. □ no 2. □ partly 3. □ yes
	B. Have data gaps, if they exist, been documented from the preliminary research? Food and nutrition challenges: 1. □ no 2. □ partly 3. □ yes Food and nutrition opportunities: 1. □ no 2. □ partly 3. □ yes
	C. Has an analysis of the capacities of the decision-makers (government officials) in food and nutrition been defined? I. Human - 1. □ no 2. □ partly 3. □ yes II. Financial - 1. □ no 2. □ partly 3. □ yes III. Technical - 1. □ no 2. □ partly 3. □ yes IV. Institution - 1. □ no 2. □ partly 3. □ yes
	D. Have capacity gaps been identified? I. Human - 1. □ no 2. □ partly 3. □ yes II. Financial - 1. □ no 2. □ partly 3. □ yes III. Technical - 1. □ no 2. □ partly 3. □ yes IV. Institution - 1. □ no 2. □ partly 3. □ yes
	E. If data gaps exist; have field surveys been planned for and conducted? I. Planned: 1. □ no 2. □ partly 3. □ yes II. Conducted: 1. □ no 2. □ partly 3. □ yes
	F. Has an analysis report on the food and nutrition challenge and opportunities been prepared? Food and nutrition challenges: 1. □ no 2. □ partly 3. □ yes Food and nutrition opportunities: 1. □ no 2. □ partly 3. □ yes
	G. Has a capacity development strategy (of the gaps identified) been defined? I. Human - 1. □ no 2. □ partly 3. □ yes II. Financial - 1. □ no 2. □ partly 3. □ yes III. Technical - 1. □ no 2. □ partly 3. □ yes IV. Institution -1. □ no 2. □ partly 3. □ yes
	H. Have alternative strategies/approaches on curbing these challenges and enhancing the opportunities through policy been outlined (referring to recommendations in this guide)? 1. □ no 2. □ partly 3. □ yes
	I. Has the cost-benefit analysis of these strategies/approaches been conducted? 1. □ no 2. □ partly 3. □ yes
Total score	**/66**

Feasibility Phase	A. Has a SWOT analysis of the alternative strategies/approaches been conducted? 1. □ no 2. □ partly 3. □ yes	
	B. Have the best approaches/strategies been identified? 1. □ no 2. □ partly 3. □ yes	
	C. Have the capacity needs for the best food and nutrition approaches been determined? I. Human - 1. □ no 2. □ partly 3. □ yes II. Financial - 1. □ no 2. □ partly 3. □ yes III. Technical - 1. □ no 2. □ partly 3. □ yes IV. Institution -1. □ no 2. □ partly 3. □ yes	
	D. Has a detailed policy action plan (including the financial and capacity needs strategy and monitoring and evaluation framework) for the strategies been prepared (refer to the guide)? 1. □ no 2. □ partly 3. □ yes	
	E. Are the completed food and nutrition policy proposal and action plan available? 1. □ no 2. □ partly 3. □ yes	
Total Score		**/21**

Implementation Phase	A. Has the action/implementation plan for the policy proposal been completed? 1. □ no 2. □ partly 3. □ yes	
	B. Has the implementation plan been approved by relevant stakeholders? 1. □ no 2. □ partly 3. □ yes	
	C. Has the food and nutrition priority interventions/acupuncture projects been identified? 1. □ no 2. □ partly 3. □ yes	
	D. Has the financial strategy for food and nutrition been taken up by the responsible persons/institutions?? 1. □ no 2. □ partly 3. □ yes	

	E. Has the legal strategy been approved for food and nutrition policy proposal implementation? 1. □ no 2. □ partly 3. □ yes	
	F. Have the relevant stakeholder's capacities been improved for food and nutrition policy proposal execution? 1. □ no 2. □ partly 3. □ yes	
	G. Have the relevant stakeholders taken up their roles and responsibilities? 1. □ no 2. □ partly 3. □ yes	
	H. Have feedback mechanisms for the food and nutrition proposal been developed to monitor the challenges and improvements? 1. □ no 2. □ partly 3. □ yes	
Total Score		**/24**
Monitoring and evaluation phase of NUP process	A. Have all policy options been taken up by the relevant stakeholders? 1. □ no 2. □ partly 3. □ yes	
	B. Are the relevant stakeholder's able to execute the food and nutrition policy proposal from the improved capacities? 1. □ no 2. □ partly 3. □ yes	
	C. Is the financial strategy effective for the implementation? 1. □ no 2. □ partly 3. □ yes	
	D. Is the legal strategy effective for food and nutrition policy proposal? 1. □ no 2. □ partly 3. □ yes	
	E. Have the timelines for the food and nutrition policy proposal been followed? If not what are the challenges? 1. □ no 2. □ partly 3. □ yes	
	F. How can the challenges for following the timelines be resolved? 1. □ no 2. □ partly 3. □ yes	

	G. Has the mainstreamed policy enabled the implementation of the food and nutrition policy proposal? 1. □ no 2. □ partly 3. □ yes
Total Score	**/21**

7.2. Appendix Two : Checklist for incorporating NUP process pillars

I. Participation pillar in food and nutrition policy process

	Been included in decision-making process of the food and nutrition policy proposal?	How many? (where applicable)	Been included in the food and nutrition policy proposal execution?	Is yes, indicate how? 1. Beneficiary 2. Financier 3. Implementer 4. Partner 5. Others specify
National Government	□ Yes □ No		□ Yes □ No	
Sub-National Governments	□ Yes □ No		□ Yes □ No	
Local Governments	□ Yes □ No		□ Yes □ No	
Women	□ Yes □ No		□ Yes □ No	
Youth	□ Yes □ No		□ Yes □ No	
Civil Society Organizations	□ Yes □ No		□ Yes □ No	
Private Sector	□ Yes □ No		□ Yes □ No	
Vulnerable Populations	□ Yes □ No		□ Yes □ No	
Community Groups	□ Yes □ No		□ Yes □ No	
Others Specify	□ Yes □ No		□ Yes □ No	

II. Capacity development

Components to check	Score
A. Have the human capacity needs on food and nutrition and implementation of the food and nutrition policy proposals of the relevant stakeholders been identified? 1. □ no 2. □ partly 3. □ yes	
B. Has a human capacity development strategy been developed for the food and nutrition policy proposal? 1. □ no 2. □ partly 3. □ yes	
C. Has a human capacity development strategy been implemented for the food and nutrition policy proposal? 1. □ no 2. □ partly 3. □ yes	
D. If not implemented, what are the issues/challenges? 1. □ no 2. □ partly 3. □ yes	
E. What adjustments could be made? 1. □ no 2. □ partly 3. □ yes	
F. Have the financial capacity needs for food and nutrition and the implementation of the food and nutrition policy proposal been identified? 1. □ no 2. □ partly 3. □ yes	
G. Has a finance strategy been developed for the food and nutrition policy proposal? 1. □ no 2. □ partly 3. □ yes	
H. Has a finance strategy been implemented for the food and nutrition policy proposal? 1. □ no 2. □ partly 3. □ yes	
I. If not implemented, what are the issues/challenges? 1. □ no 2. □ partly 3. □ yes	
J. What adjustments could be made? 1. □ no 2. □ partly 3. □ yes	
K. Have the institutional capacity needs for the implementation of the food and nutrition policy proposal of the relevant stakeholders been identified? 1. □ no 2. □ partly 3. □ yes	

L. Has food and nutrition institution capacity enhancement strategy been developed for the food and nutrition policy proposal? 1. □ no 2. □ partly 3. □ yes	
M. If not implemented, have the issues/challenges been recognized? 1. □ no 2. □ partly 3. □ yes	
N. Have the necessary adjustments due to the challenges been made? 1. □ no 2. □ partly 3. □ yes	
TOTAL	**/30**

Components to check	**Score**
A. Have food and nutrition quick-win projects/programmes been identified? 1. □ no 2. □ partly 3. □ yes	
B. Have the required financial resources been allocated? 1. □ no 2. □ partly 3. □ yes	
C. Have the required human resources been allocated? 1. □ no 2. □ partly 3. □ yes	
D. Have the required technical resources been allocated? 1. □ no 2. □ partly 3. □ yes	
E. Is there a timeline of the implementation? 1. □ no 2. □ partly 3. □ yes	
F. Have the set timelines been implemented? 1. □ no 2. □ partly 3. □ yes	
G. If no, have the challenges been identified? 1. □ no 2. □ partly 3. □ yes	
H. Have the identified challenges been addressed? 1. □ no 2. □ partly 3. □ yes	
I. If the projects have been implemented, have the lessons learnt been documented? 1. □ no 2. □ partly 3. □ yes	
TOTAL	**/27**

7.3. Appendix Three : Checklist for recommendations for mainstreaming food systems and nutrition in NUP

Checklist for mainstreaming sustainable food system and improved nutrition recommendations in NUP or Sub-National Urban Policies

Incentives for preserving and protecting critical agricultural land are implemented	
1. Has arable land been mapped and documented?	□ Yes □ No
2. Have measures to ensure that arable land is protected in urban, peri-urban and rural areas been put in place?	□ Yes □ No
3. If Yes, please tick what measures that have been put in place	1. Constrained agricultural land use change approvals 2. Fragmentation of agricultural land restricted 3. Green belts to protect urban land use encroachment in agricultural peri-urban lands 4. Others .....
4. Are innovations in food production being enhanced at all levels? (In urban, peri-urban and rural areas)	□ Yes □ No
5. To what extent, on a scale of 1-5, are the innovations being implemented?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent

Urban policies to promote agricultural practices based on potential

1. Have regions been mapped based on agricultural potential/suitability?	□ Yes □ No
2. Is this information of the agricultural potential of regions known by the farmers including the smallholders?	□ Yes □ No
3. On a scale of 1-5, to what extent are farmers applying this information?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent
4. Are farmers sensitized to new crops and innovations in farming methods based on the region's potential?	□ Yes □ No
5. On a scale of 1-5, to what extent are farmers embracing new crops and innovations?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent

Urban policies to promote innovations in food production in urban areas

1. Have regions been mapped based on agricultural potential/suitability?	□ Yes □ No
2. Is this information of the agricultural potential of regions known by the farmers including the smallholders?	□ Yes □ No
3. On a scale of 1-5, to what extent are farmers applying this information?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent
4. Are farmers sensitized to new crops and innovations in farming methods based on the region's potential?	□ Yes □ No
5. On a scale of 1-5, to what extent are farmers embracing new crops and innovations?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent

Urban policies to promote marketing of food produce

1. Have small and intermediate towns been mapped?	□ Yes □ No
2. What are the challenges in the small and intermediate towns as regards them being markets for food produce?	□ Yes □ No
3. Are there funds that have been allocated by the government to promote small and intermediate towns as markets for food produce?	□ Yes □ No
4. Have international trade agreements been signed to link some food producers with external markets?	□ Yes □ No

Urban policies to promote food processing

1. Are farmers trained on food processing at a local level?	□ Yes □ No
2. Are there investments specifically for processing centres in small and intermediate towns?	□ Yes □ No
3. Is there allocation of funds for linking processing centres with the rural farms and urban areas/markets?	□ Yes □ No
4. Is the relevant government departments working with the farmers?	□ Yes □ No
	□ Yes □ No

Urban policies to enhance access to food by consumers

1. Have market centres been mapped?	□ Yes □ No
2. Have the conditions of these markets been documented?	□ Yes □ No
3. Have the challenges of these markets been identified?	□ Yes □ No
4. Are there plans to deal with the challenges in these markets?	□ Yes □ No
5. Are there international agreements to ensure continuous supply of essential foods in times of inadequacy?	□ Yes □ No
6. Are there food measures for emergency situations such as drought, floods, conflict, and displacements, among others?	□ Yes □ No

Urban policies to set strategies to support and manage street food vendors

1. Is street food vending acknowledged or illegal in the urban centres?	□ Yes □ No
2. If No, are there efforts to incorporate them in the urban system by offering alternate solutions?	□ Yes □ No
3. If yes, have they been incorporated in the urban system through space allocation and the right to operate in the streets?	□ Yes □ No
4. Are there other incentives as financial support and insurance that have been set up to support street food vendors?	□ Yes □ No
5. If there are incentives, have there been partnerships between the local/municipal authorities and non-government institutions or the street vendors groups?	□ Yes □ No

Urban policies to ensure that the relevant agencies provide adequate safe and nutritious food

1. Are there local/municipal food policies in the major towns?	□ Yes □ No
2. If there are, do they acknowledge food nutrition?	□ Yes □ No
3. Are there awareness fairs or strategies on food nutrition to the people through the relevant government, private and NGO institutions to the food producers?	□ Yes □ No
4. Do the plans for urban centres promote planning for healthy and nutritious food markets?	□ Yes □ No

Urban policies to promote sustainable management of food waste

1. Is there data on the amount of food waste and the manner of disposal?	□ Yes □ No
2. Are there sensitization mechanisms to sustainable harvesting techniques for food producers?	□ Yes □ No
3. Are there strategies to equip the food handlers in institutions and food markets with skills to manage food waste?	□ Yes □ No
4. Do the municipal authorities have mechanisms for dealing with food waste?	□ Yes □ No
5. If Yes, on a scale of 1-5, to what extent is this effective or being implemented?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent

Urban policies to set special food and nutrition programmes and incentives for vulnerable groups

1. Have the challenges by food producers been mapped by regions?	□ Yes □ No
2. Have the food-poor populations been mapped and identified?	□ Yes □ No
3. Are there strategies in place to assist the poor food producers?	□ Yes □ No
4. To what extent are strategies to assist the poor food producers effective?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent
5. Are there strategies to assist the hungry portions of the population?	□ Yes □ No
6. To what extent are strategies to assist the hungry effective?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent
7. Are there food strategies to preserve food for emergencies?	□ Yes □ No
8. How effective are food strategies to preserve food for emergencies?	□ Yes □ No

Urban policies to technologize the food system and nutrition

1. Are there sensitization forums on how to integrate ICT in the food system and nutrition?	□ Yes □ No
2. On a scale of 1-5, is ICT being employed in the food system and nutrition?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent
3. Is there collaboration between the food systems departments and ICT department?	□ Yes □ No
4. Are there demonstration hubs at the local levels promoting the use of ICT in activities in the food and nutrition sector?	□ Yes □ No
5. Are there farmers who process and package their commodities at the farm levels?	□ Yes □ No

Urban policies should promote sustainability in the food system and nutrition by ensuring efficiency in natural resources use

1. Are the irrigation practices by the food producers managed?	□ Yes □ No
2. Are the fertilizers and pesticides among other chemicals used in producing food controlled and monitored by the relevant authorities?	□ Yes □ No
3. Have there been strategies by the municipal and city authorities to reduce overreliance on food from rural areas?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent
4. If Yes, on a scale of 1-5, to what extent have these strategies been successful?	□ Yes □ No
5. Are there strategies to reduce the carbon footprint of food by the relevant government authorities?	□ Yes □ No
6. If Yes, on a scale of 1-5, to what extent have these strategies been successful?	1 □ Not at all 2 □ Somewhat 3 □ Average 4 □ Above average 5 □ Excellent
	□ Yes □ No

7.4. Appendix 4 : Country action plan and work plan for food systems and nutrition for effective implementation of urban policy

	Activities	Timelines	Output	Implementing Bodies
	Year 1		Year 2	
1.1 To technologize the food system and nutrition sector	1.1.1 Map out activities that could be technologized and respective stakeholders			▪ Agriculture/food department/ministry ▪ Department of ICT ▪ Department of statistics ▪ Departmen t of social services ▪ Ministry/Department of finance ▪ Ministry of roads/ department of rural roads
	1.2 Stakeholder consultations of every stage of the food system on ideas and exhibitions for ICT and telecommunication devices application		Consultation schedules and attendance	
	1.1.3 compiling and documentation of the ideas for technology in the food system and nutrition			
	1.1.4 Allocate budget for implementation of the set activities		Budgets	

INTEGRATING SUSTAINABLE FOOD SYSTEMS IN NATIONAL AND SUB-NATIONAL URBAN POLICIES (NUP AND SNUP)

Urbanization and population growth are increasingly putting pressure on the global food system as food production and distribution are adversely affected by environmental degradation, climate change and extreme weather conditions. The most effective way in which governments can manage these pressures is to formulate a national urban policy that addresses the issues head on. UN-Habitat has developed International Guidelines on Urban and Territorial Planning (IG-UTP), which constitute a global framework for improving policies, plans and designs for cities and territories.

A major focus of the guidelines is to improve food security and nutrition. This guide can be used by decision-makers and stakeholders to design food-sensitive urban policies. It is also a tool for policymakers throughout the national urban policy process, including implementation, monitoring and evaluation.

Food systems and nutrition, among other cross-cutting themes, simply cannot be left out of an overall urban policy. Ensuring this issue is addressed comprehensively is not only essential for the survival of millions of people, but will mean the success or failure of the urban policy as a whole.

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