URBAN AGENDA FOR THE EU

Urban Food Policy Training 2nd Module

Indicators to monitor urban food systems

1st part

Food Partnership
Urban Agenda for the EU

19 November 2025
University of Barcelona

MONITORING URBAN FOOD POLICY ACTION

Block 1, University of Barcelona, FARO,

Urban Agenda Training on monitoring, Barcelona, 19 November 2025

MONITORING URBAN FOOD POLICY ACTION

Presentation's roadmap:

- INTRODUCTION: THE *WHAT* AND *WHY* OF MONITORING

- THE *HOW:* LEARNING FROM MOST COMMON AVAILABLE FRAMEWORKS

- Summary: key points to retain and preparation for the next part:
  Monitoring a strategy/policy
  Monitoring an action/intervention
  Monitoring and politics

MONITORING URBAN FOOD POLICY ACTION

WHAT IS MONITORING PROGRESS AND IMPACT AND *WHY*?

Monitoring is…
A Working Definition:

The **process** of producing and assessing **relevant data**

(quantitative, qualitative data) to inform **research**, **policy**

formulation and progress, **and action** around the shaping of

more sustainable and equitable food systems

(Source: different sources, own elaboration)

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MONITORING URBAN FOOD POLICY ACTION

WHAT IS MONITORING PROGRESS AND IMPACT AND *WHY*?

Monitoring is…
A Working Definition:

The ***process*** of producing and assessing **relevant data** (quantitative, qualitative

data) **that speak about the urban system *and* the food system** to inform

research, **policy formulation and progress**, **and action** around the shaping of

more sustainable and equitable food systems

(Source: different sources, own elaboration)   *(We'll come back to this in Block 3)*

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MONITORING URBAN FOOD POLICY ACTION

WHAT IS MONITORING PROGRESS AND IMPACT AND *WHY*?

- **Goes along with establishing a policy or action, or even strategic vision**

- **Baseline assessment + establishment of a set of appropriate indicators for knowledge and 'operationalisation'**

Starting Point

How to achieve this...

Desired outcome

Food Strategy consultations, Brussels, 2015

MONITORING URBAN FOOD POLICY ACTION

WHAT IS MONITORING PROGRESS AND IMPACT AND **WHY**?

- **Goes along with establishing a policy or action, or even strategic vision**

⟹**A CHOICE OF WHERE WE WANT TO GO !**

Good Food:
vers un système alimentaire durable en Région de Bruxelles-Capitale

CABINET DE LA MINISTRE CELINE FREMAULT

Ministre bruxelloise du Logement, de la Qualité de vie, de l'Environnement, de l'Énergie, de l'Aide aux personnes et des Personnes handicapées.

Brussels, 2015
Launch of the GoodFood Strategy

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The Brussels-Capital Region's *GoodFood* **Strategy**:

Target:

'**In 2035: urban and peri-urban agriculture will produce 30% of the unprocessed fruit and vegetables consumed by Brussels residents**'

=>Becoming autonomous for **30% of fruits and vegetable consumption within a 10 km radius**

Source: *GoodFood* Strategy mid-term report (2016-18)

MONITORING URBAN FOOD POLICY ACTION

The Brussels-Capital Region's
***GoodFood* Strategy**:

Target:

'In 2035: urban and peri-urban agriculture will produce 30% of the unprocessed fruit and vegetables consumed by Brussels residents'

=>Becoming autonomous for **30% of fruits and vegetable consumption within a 10 km radius**

Tells about key orientation of the Brussels' Strategy

- **Focus on production** *(gardening, professional agriculture)*

- **Axis on relocation and the transition to a sustainable supply chain ('GoodFood' supply)**

- **Axis on stimulating demand for proximity food**

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MONITORING URBAN FOOD POLICY ACTION

WHAT IS MONITORING PROGRESS AND IMPACT AND *WHY*?

Monitoring:

=> Serves to orient action

TOWARDS PROGRESS

TOWARDS IMPACT

MONITORING URBAN FOOD POLICY ACTION

Improvement in (examples):

- The **amount of protected land** for local food production

-Amount of **farmers markets/farmers markets' stalls**
for local-regional food producers

- The number of **children/facilities served by healthy and sustainable** public procurement programs

-**Amount of food waste recovered**

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MONITORING URBAN FOOD POLICY ACTION

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-**Amount of food waste recovered**

- **Training or employment opportunities
for X farmers/food entrepreneurs**

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MONITORING URBAN FOOD POLICY ACTION

Improvement in (examples):

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-Amount of food waste recovered

- **Outreach of school food programs in the city;**

- **Increased satisfaction of children/parents**

(NB: a qualitative dimension)

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MONITORING URBAN FOOD POLICY ACTION

Improvement in (examples):

- The **amount of protected land** for local food production

- Amount of **farmers markets/farmers markets' stalls**
for local-regional food producers

- The number of **children/facilities served by healthy and sustainable** public procurement programs

- **Amount of food waste recovered**

- **Environmental impact in terms of GHG emissions saved from food waste recovery in a year**

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MONITORING URBAN FOOD POLICY ACTION

Improvement in (examples):

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-**Amount of food waste recovered**

NB: RELATES TO THE IMPORTANCE OF COMMUNICATING and BUILDING NARRATIVES (see Groups' discussions)

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MONITORING URBAN FOOD POLICY ACTION

HOW?
AVAILABLE COMMON FRAMEWORKS FOR URBAN FOOD MONITORING

URBAN FOOD MONITORING FRAMEWORKS

HOW?

MONITORING IS AN <u>EXPERIMENTAL PROCESS</u>

-No 'golden rule'/'ultimate truth' of what the best urban food monitoring system is for local authorities

Finding a balance between available knowledge and frameworks and the peculiar needs and the practicalities of the local context

PEER-TO-PEER LEARNING

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URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS (1):
City Region Food System (CRFS) Framework

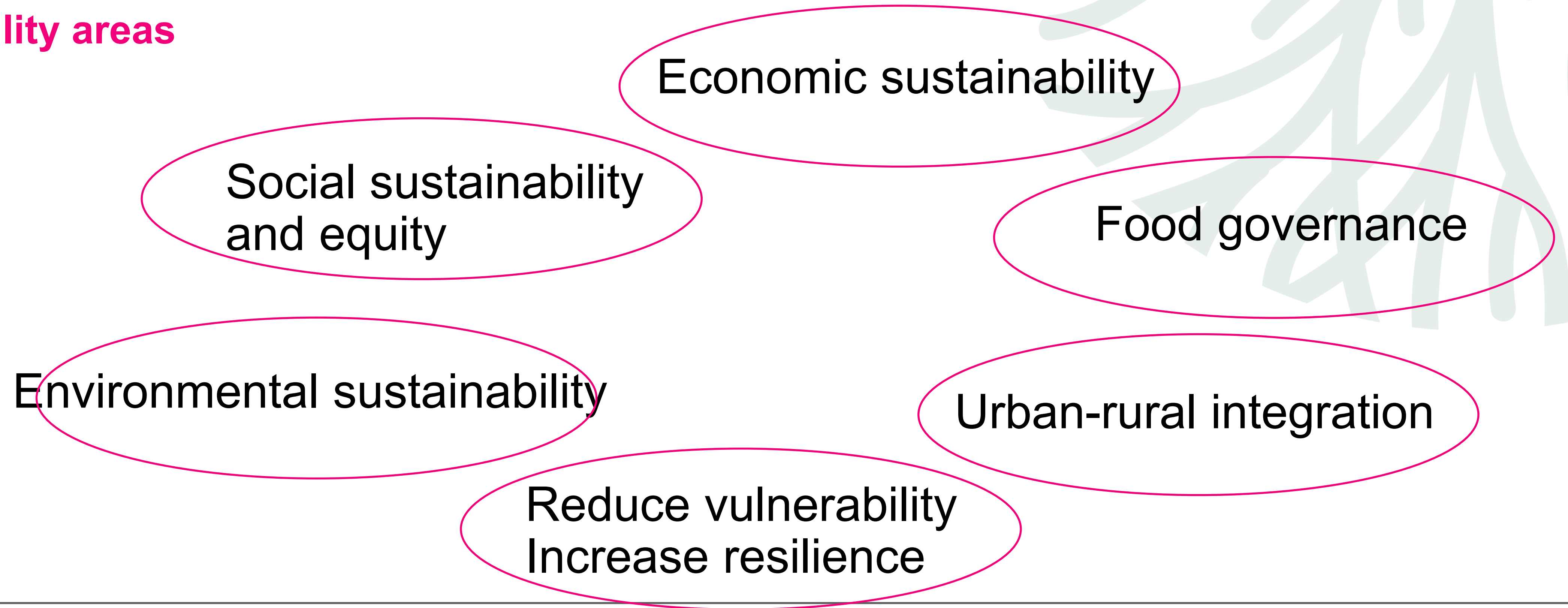**2017- RUAF, FAO, and Wilfrid Laurier University**

- Indicator framework to assess and monitor different dimensions and goals of a sustainable city region food system

- It sets an approach based on elements that will inform the MUFPP framework

- Great focus on *sustainability* and *resilience* and *city-region* food system approach (rural-urban flows)

Available resource:
HERE

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URBAN FOOD MONITORING FRAMEWORKS

City Region Food System (CRFS) Framework

Sustainability areas

Economic sustainability

Social sustainability and equity

Food governance

Environmental sustainability

Urban-rural integration

Reduce vulnerability Increase resilience

URBAN FOOD MONITORING FRAMEWORKS

*D	Overarching objectives	Outcomes: desired direction of travel	Impact Areas: key issues to be measured	Possible indicators	Correspondence with SDG indicators	Suggested data sources (* See glossary for further explanation)
Social sustainability and equity	Improve health and well-being and increase access to food and nutrition	All rural and urban residents have access to affordable, sufficient, nutritious, safe, adequate, and diversified food that contribute to healthy diets and meet dietary needs	*Accessibility: Degree of ease with which vulnerable/low-income groups in the city region can buy and prepare fresh nutritionally balanced food	1. [Change in] Number of food retail outlets located in or near to low-income neighbourhoods that sell fresh fruit & vegetables 2. [Decrease in] Distance from household location to healthy food retail outlets for different income groups (or degree of access to healthy food outlets within 1 km also referred to as "food deserts") 3. [Change in] Number of public transport options/routes	SDG 11.1.1 Proportion of urban population living in slums, informal settlements or inadequate housing	It is important to understand where the low-income urban households get their food from, including both formal and informal retailers and markets (see glossary for *informal business sector). [Existing] Register of *food businesses held by municipality or chamber of commerce [Existing] Register of food businesses held with food safety inspection teams [Existing or New] Retail surveys of low income neighbourhoods [Existing] Data on *'food deserts' or food

Source: City Region Food System Indicator Framework

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URBAN FOOD MONITORING FRAMEWORKS

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Annotations (handwritten in pink):
- Where do we want to go?
- What is important to measure?
- What impact do we aim at?
- How to progress towards that impact?

Source: City Region Food System Indicator Framework

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MONITORING URBAN FOOD POLICY ACTION

MOST COMMON FRAMEWORKS FOR URBAN FOOD MONITORING

City-region food systems' assessment framework

- **Some criteria for prioritisation**

 Green: what is most relevant locally (based on multi-stakeholder identification of key issues); most potential for change; available data
 Yellow: quite relevant, some potential for change, some data available
 Red: no data; too costly or difficult to collect data; least relevant; low opportunity for change

Available resource: HERE

URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS (1):
City Region Food System (CRFS) Framework
In Short:

- **A battery of 210 indicators for food system and monitoring**

- **Resources and knowledge tools, to adapt according to priorities** and **possibly modify to suit the local situation** (ref. CRFS)

Available resource:
HERE

URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS (2):

MUFPP monitoring framework

- **2016-2019**
  Development and piloting of indicators connected to the MUFPP categories, inspired by the CRFS

> RUAF, FAO, MUFPP Secretariat guiding a consultative process involving more tan 40 cities, and a series of webinars involving 16 cities

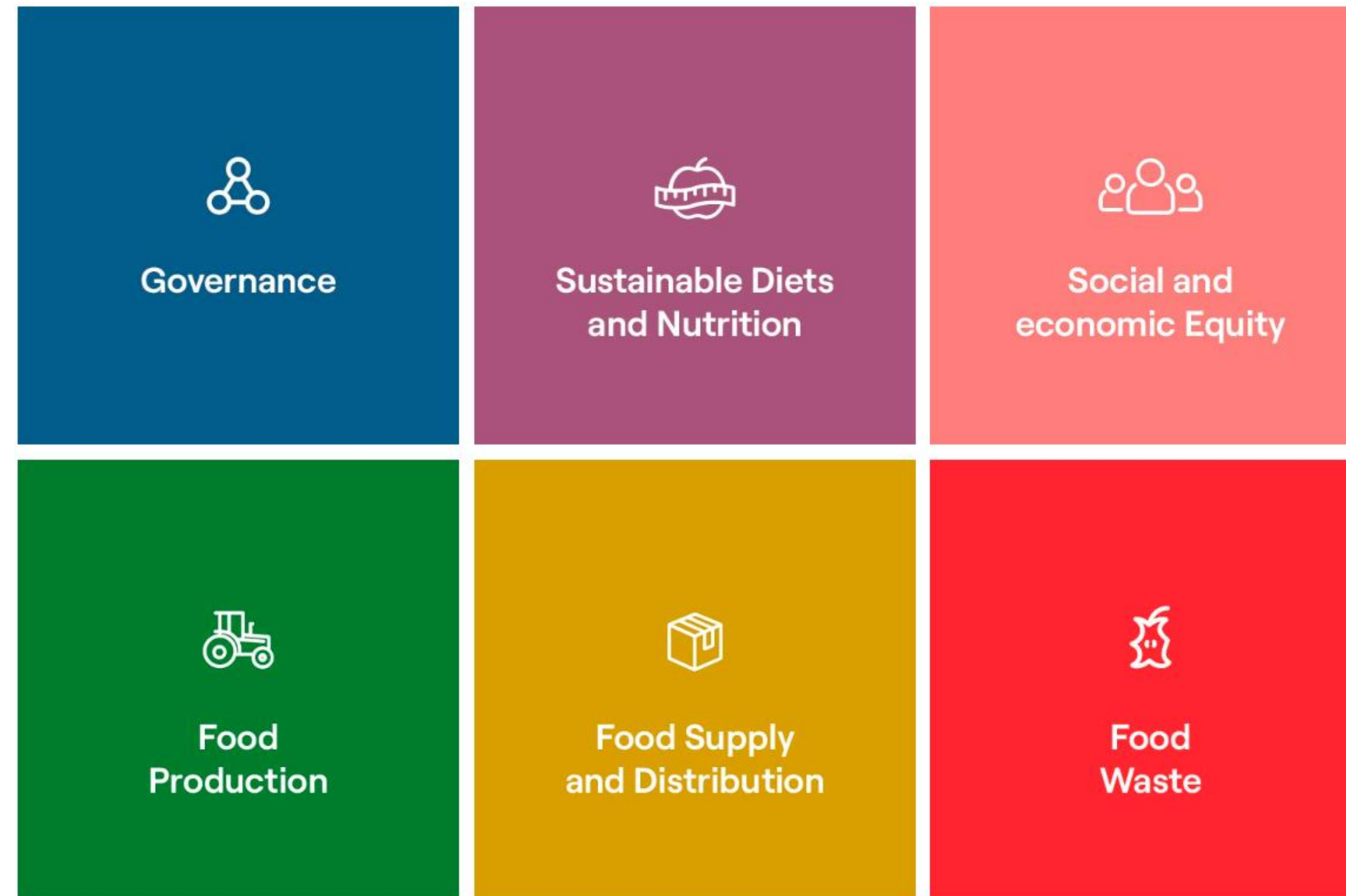- 44 indicators linked to the 37 actions of the MUFPP framework

Tested in pilot cities of Antananarivo (Madagascar), Narobi (Kenia), Quito (Ecuador)

Handbook and Resource Pack dowloadable HERE

URBAN FOOD MONITORING FRAMEWORKS

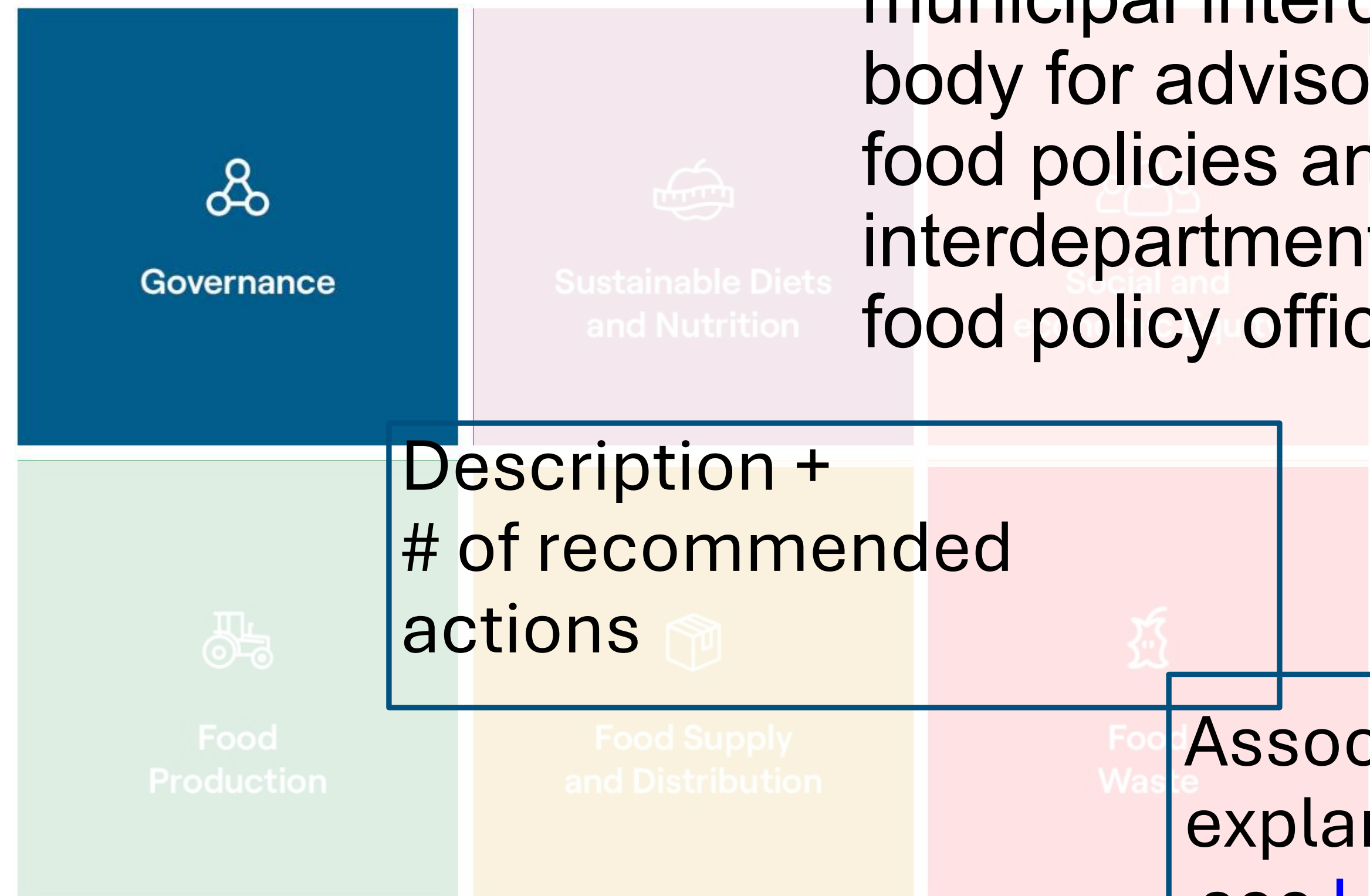*MOST COMMON FRAMEWORKS:*

MUFPP Framework for Action – Categories

Governance

Sustainable Diets and Nutrition

Social and economic Equity

Food Production

Food Supply and Distribution

Food Waste

Source: MUFPP

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URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS:

MUFPP Framework for Action – Categories

↑

'Direction of travel'

Governance

Sustainable Diets and Nutrition

Social and ...

Food Production

Food Supply and Distribution

Food ... Waste

Indicator 1. Presence of an active municipal interdepartmental government body for advisory and decision making of food policies and programmes (e.g. interdepartmental food working group, food policy office, food team)
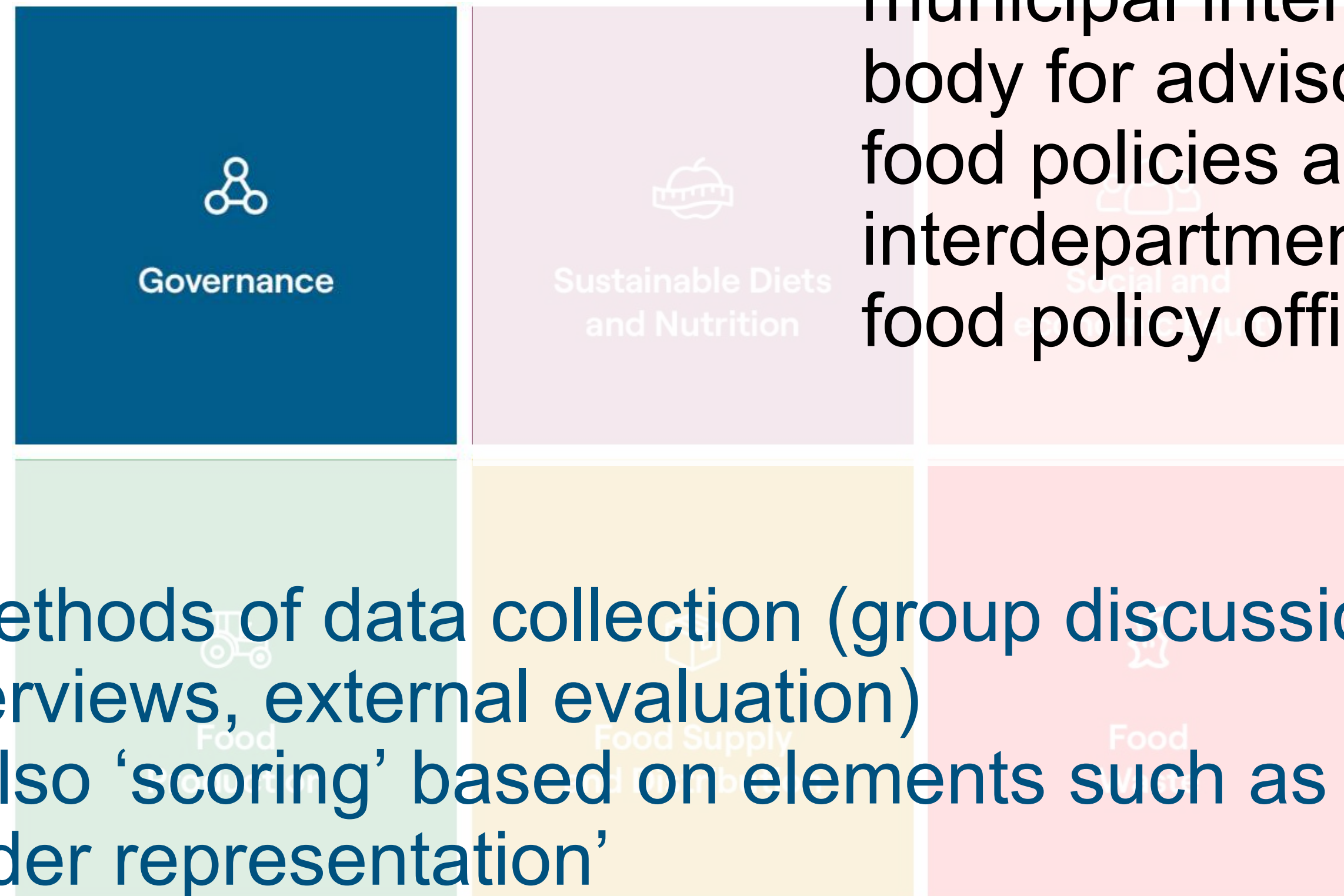
Description +
# of recommended actions

Example

Associated indicator+ explanation fiche;
see HERE

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URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS:
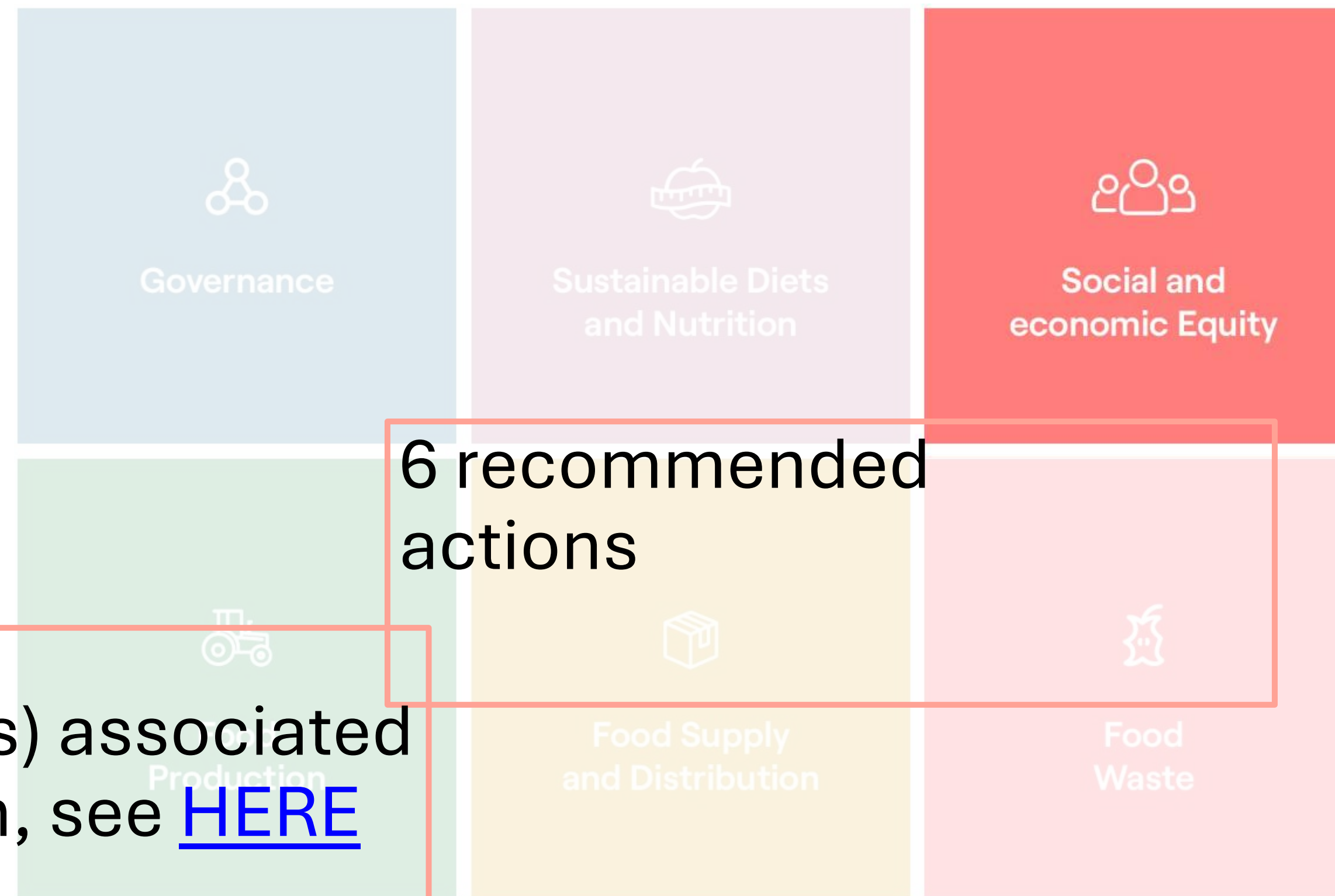
MUFPP Framework for Action – Categories

Indicator 1. Presence of an active municipal interdepartmental government body for advisory and decision making of food policies and programmes (e.g. interdepartmental food working group, food policy office, food team)

-Qualitative
-Qualitative methods of data collection (group discussion for self-assessment, qualitative interviews, external evaluation)
-Yes/no, but also 'scoring' based on elements such as level of 'integration', 'multistakeholder representation'

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URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS:

MUFPP Framework for Action – Categories

Governance	Sustainable Diets and Nutrition	Social and economic Equity
Production	Food Supply and Distribution	Food Waste

6 recommended actions

1-2 indicator(s) associated to each action, see HERE

Social protection systems (e.g. cash and food transfer) to enable access to healthy food

Source: MUFPP

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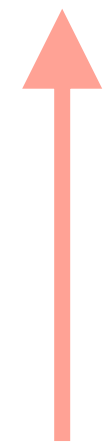Food Action and Research Observatory

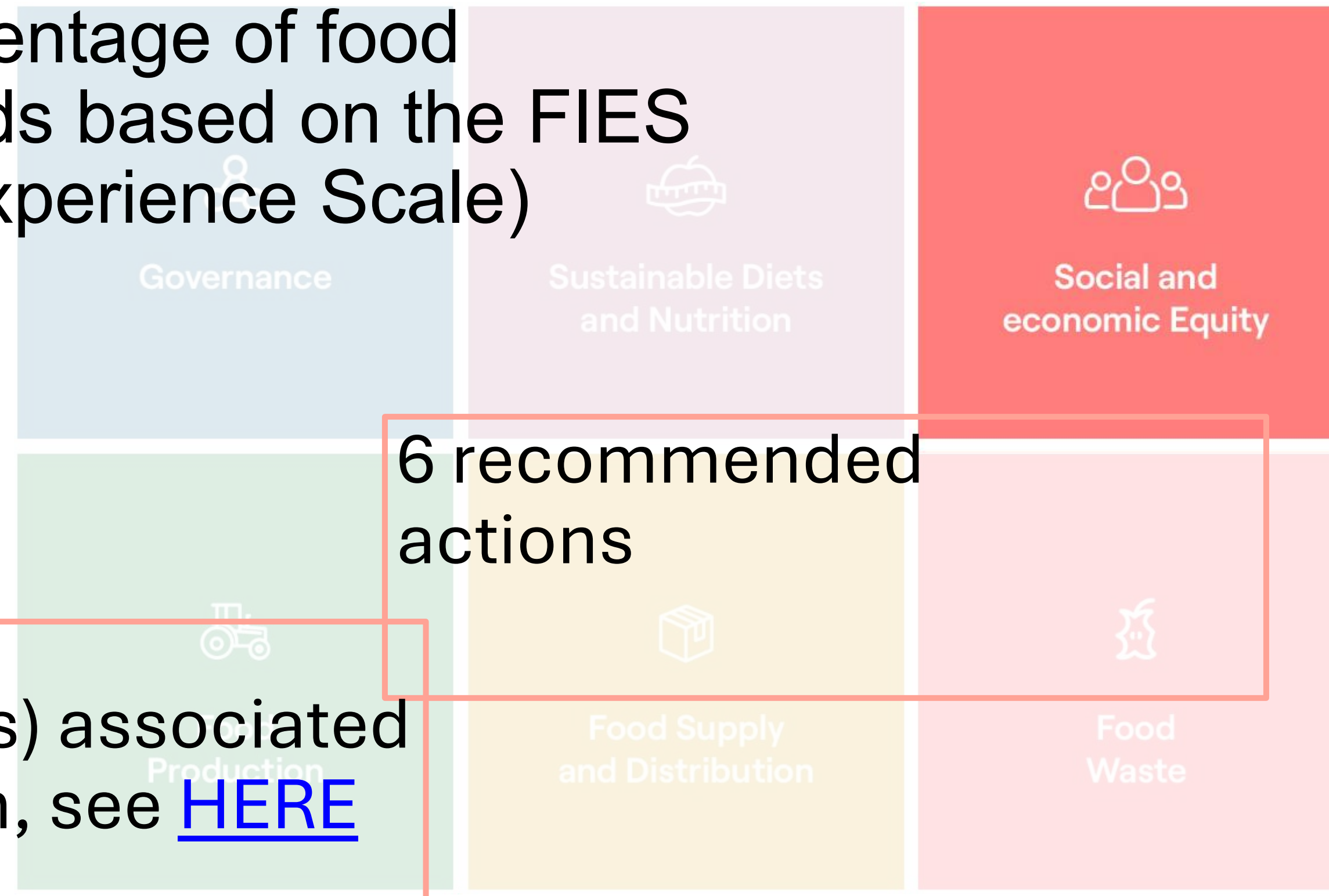UNIVERSITAT DE BARCELONA

URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS:

Indicator 18. Percentage of food insecure households based on the FIES (Food Insecurity Experience Scale)

Example

Governance

Sustainable Diets and Nutrition

Social and economic Equity

Social protection systems (e.g. cash and food transfer) to enable access to healthy food

6 recommended actions

1-2 indicator(s) associated to each action, see HERE

Production

Food Supply and Distribution

Food Waste

Source: MUFPP

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URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS:

Indicator 18. Percentage of food insecure households based on the FIES (Food Insecurity Experience Scale)

Governance

Sustainable Diets and Nutrition

Social and economic Equity

Social protection systems (e.g. cash and food transfer) to enable access to healthy food

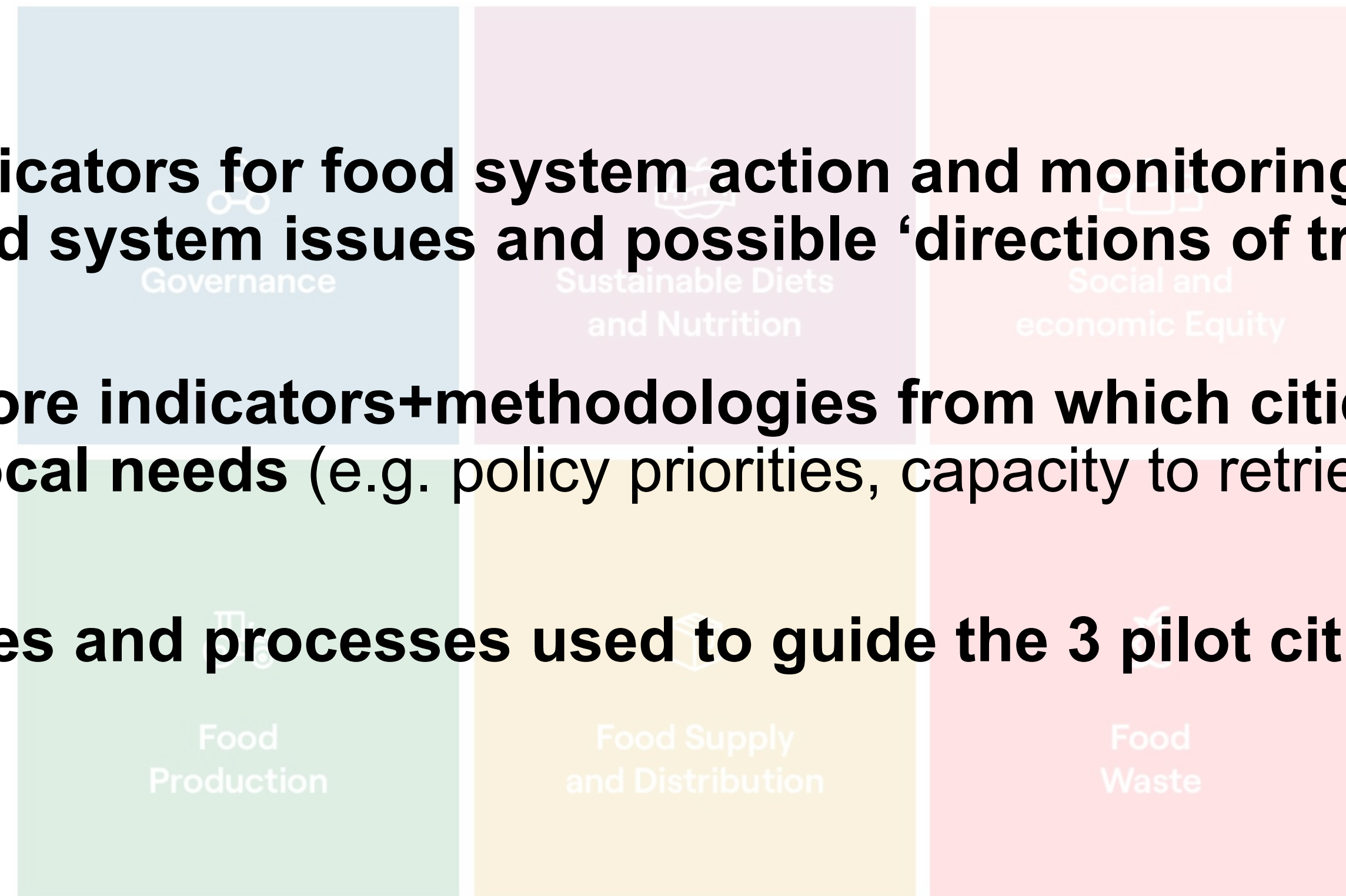-Quantitative
-Different methodology: survey based on FIES questionnaire and analysis of results
-Could be disaggregated by categories of social vulnerability (age, gender, provenance..)

Food
Food Supply
Food

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URBAN FOOD MONITORING FRAMEWORKS

**MUFPP Framework
for Action
In short:**

- **A corpus of 44 indicators for food system action and monitoring which touch relevant food system issues and possible 'directions of travel'**

- **Possibility to explore indicators+methodologies from which cities can chose and tailor to specific local needs** (e.g. policy priorities, capacity to retrieve data)

- **Access to templates and processes used to guide the 3 pilot cities, and other experiences**

Governance

Sustainable Diets and Nutrition

Social and economic Equity

Food Production

Food Supply and Distribution

Food Waste

URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS (3):

Recent evolutions: integration of climate mitigation and adaptation indicators in the MUFPP framework

Source:
thebcnchallenge.org

URBAN FOOD MONITORING FRAMEWORKS

MOST COMMON FRAMEWORKS (3):

- **2021-Currently**
  Builds on MUFPP, CRFS framework, and the process of the Barcelona Challenge for Good Food and Climate

- **Objective of: Integrating urban food security and climate action**

- **Adapting MUFPP actions and indicators with mitigation and adaption, and proposing new actions and indicators**

- **'Voluntary actions and indicators that cities can adapt to their specific contexts'**

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URBAN FOOD MONITORING FRAMEWORKS

Theme	Original MUFPP Action	Adapted MUFPP ACTION	Related MUFPP Indicators
Governance	2. Enhance stakeholder participation at the city level through political dialogue, and if appropriate, appointment of a food policy advisor and/or development of a multi-stakeholder platform or food council, as well as through education and awareness raising.	2. Enhance stakeholder participation at the city level AMONG LOCAL ADMINISTRATIONS AND CIVIL SOCIETY, COMMUNITY ORGANISATIONS, BUSINESS SECTORS AND OTHER STAKEHOLDERS through political dialogue, as well as through education and awareness raising.	[INCREASED] NUMBER OF DIFFERENT SECTORS, FOOD CHAIN NODES, GOVERNMENT LEVELS ACTIVELY INVOLVED IN POLICY DIALOGUE AT THE CITY LEVEL (BY SECTOR/INTEREST, ANNUAL CHANGES). [INCREASED] NUMBER OF CO-CREATED JUST, HEALTHY, NUTRITION AND SUSTAINABLE FOOD POLICIES. [INCREASE IN] NUMBER OF I) WOMEN AND II) YOUNG PEOPLE PARTICIPATING IN GOVERNANCE STRUCTURES.
	4. Develop or revise urban food policies and plans and ensure allocation of appropriate resources within city administration regarding food-related policies and programmes; review, harmonize and strengthen municipal regulations; build up strategic capacities for a more sustainable, healthy and equitable food system balancing urban and rural interests.	4. Develop or revise urban food policies and plans, INCLUDING THOSE THAT EMBED THE FOOD AND CLIMATE NEXUS1, and ensure allocation of appropriate resources within the city administration regarding food-related policies and programmes; review, harmonize and strengthen municipal regulations; build up strategic capacities for a more sustainable, healthy and equitable food system balancing urban and rural interests.	Presence of an INTEGRATED STRATEGY AND/OR ACTION PLANS TO EMBED THE FOOD AND CLIMATE NEXUS IN URBAN FOOD POLICIES.

Source: MUFPP, RUAF BCN Challenge, Red Municipios Agroecologia

URBAN FOOD MONITORING FRAMEWORKS

Theme	New MUFPP Action	New MUFPP Indicator
Governance	ACTIVELY WORK WITH REGIONAL AND INTERNATIONAL PLATFORMS AND NETWORKS AND COMMIT TO DECLARATIONS OF ACTION AIMED AT IMPROVING THE SUSTAINABILITY OF LOCAL FOOD SYSTEMS.	NUMBER OF FOOD-RELATED REGIONAL OR INTERNATIONAL PLATFORMS AND NETWORKS THAT THE CITY-REGION ACTIVELY PARTICIPATES IN. EXISTENCE OF FOOD SYSTEM DECLARATIONS OF ACTION THAT THE CITY-REGION HAS COMMITTED TO.
	COMMIT TO A QUANTITATIVE REDUCTION IN GHG EMISSIONS IN THE AGRI-FOOD SYSTEM.	[INCREASE IN] NUMBER OF GHG EMISSION ASSESSMENTS UNDERTAKEN OF THE VARIOUS COMPONENTS OF THE FOOD SYSTEM (INCLUDING DIFFERENT FOOD PRODUCTION SYSTEMS AND TRANSPORT TO THE CITY REGION) [INCREASE IN] NUMBER OF GHG EMISSION REDUCTION SUPPORT INITIATIVES RELATED TO THE FOOD SYSTEM (E.G. LAND-USE CHANGE, AGRICULTURAL PRACTICES, REFRIGERATION AND COLD-CHAINS, TRANSPORT, ENERGY USE IN PROCESSING AND AGRO- INDUSTRIES, PACKAGING, COOKING/PREPARATION, WASTE DISPOSAL ETC) [INCREASE IN] NUMBER AND TYPES OF FOOD BUSINESSES RECEIVING GUIDANCE ON HOW TO REDUCE THEIR GHG EMISSIONS [INCREASE IN] PRESENCE OF POLICIES, ACTION PLANS, INCENTIVE SCHEMES AND PRACTICAL INITIATIVES TO ENCOURAGE 'LOW EMISSION' FOOD SYSTEMS

Source: MUFPP, RUAF BCN Challenge, Red Municipios Agroecologia

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MONITORING URBAN FOOD POLICY ACTION

SUMMARY OF KEY INSIGHTS

TOWARDS THE SECOND PART OF THE TRAINING

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SUMMARY OF KEY INSIGHTS

(1) MONITORING is STRATEGIC

=> Goes along with building a policy or a strategy, which always implies understanding what is the current situation, deciding where we want to go, what to measure

TARGETS (or 'desired directions of travel') play a role in orienting a food strategy (see Brussels example)

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SUMMARY OF KEY INSIGHTS

(1) MONITORING is **STRATEGIC**

=> Goes along with building a policy or a strategy, which always implies understanding what is the current situation, deciding where we want to go, what to measure

TARGETS (or 'desired directions of travel') play a role in orienting a food strategy (see Brussels example)

GROUP 1:

How to monitor a food strategy or policy?

What aspects are important to be measured and what steps?

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SUMMARY OF KEY INSIGHTS

(2) MONITORING is **EXPERIMENTAL, it is about CRAFTING**

=> Adapting and refining available indicators and frameworks based on local needs and practicalities

BEST METHODS: co-design processes, peer-to-peer learning

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SUMMARY OF KEY INSIGHTS

(2) MONITORING is EXPERIMENTAL, it is about CRAFTING

=> **Adapting and refining available indicators and frameworks based on local needs and practicalities**

Specific Challenges
Most common:

-Data Availability, Accessibility, Accuracy (vs Relevance)
-Having dedicated structures, resources, technical capacity ('precarious' food policy and monitoring)

SUMMARY OF KEY INSIGHTS

(2) MONITORING is EXPERIMENTAL, it is about CRAFTING

=> **Adapting and refining available indicators and frameworks based on local needs and practicalities**

Specific Challenges

Most common:

-Data Availability, Accessibility, Accuracy (vs Relevance)
-Having dedicated structures, resources, technical capacity ('precarious' food policy and monitoring)

Can instigate action:
-**Partnering with universities/research**

-**Building arguments for advocacy**

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SUMMARY OF KEY INSIGHTS

(2) MONITORING is EXPERIMENTAL, it is about CRAFTING

=> **Adapting and refining available indicators and frameworks based on local needs and practicalities**

GROUP 2:

How to monitor a specific intervention?

What key challenges in monitoring effectively and how to overcome them?

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SUMMARY OF KEY INSIGHTS

**(3) *MONITORING* is a POLITICAL PROCESS
=> Implies choice of WHAT to monitor, WHAT conceptual frameworks
we use, WHERE we want to go**

- **Some keywords:**
  Progress
  Impact
  Direction of travel ('outcome areas')

SUMMARY OF KEY INSIGHTS

(3) MONITORING is a POLITICAL PROCESS
=> Implies choice of WHAT to monitor, WHAT conceptual frameworks
we use, WHERE we want to go

Goes along with communicating and building narratives

- Some keywords:
  Progress
  Impact
  Direction of travel ('outcome areas')

How can cities translate data into stories, narrative, or develop communication tools that inspire action? (MUFPP)

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SUMMARY OF KEY INSIGHTS

(3) MONITORING is a POLITICAL PROCESS
=> Implies choice of WHAT to monitor, WHAT conceptual frameworks we use, WHERE we want to go

- Some keywords:
  Progress
  Impact
  Direction of travel ('outcome areas')

Cross-cutting theme:

How to connect monitoring to key urban challenges and agendas as well as key political processes?

How to guide political action or anticipate policy shifts?

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· OMNIA LVCE ·
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GROUP 1

How to monitor the progress of an urban food strategy?

Inspiring experience:
Dublin

Facilitator-translator:
Alessandra Manganelli

Note taker-reporter:

Leonie Vidensky

GROUP 2

How to monitor specific food system interventions?

Inspiring experience:
Milan

Facilitator-translator: **Ana Moragues Faus**

Note taker-reporter:

Maria Jose La Rota

TRANSVERSAL TOPIC

How to build convincing narratives?

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