

# **WFP's role in urban areas\***

## **Draft policy**



**Informal consultation**

**9 March 2018**

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## Context

1. Rapid urbanization is one of the most important megatrends that will affect global development efforts.<sup>1</sup> While more than half of the world's population already lives in towns and cities,<sup>2</sup> urbanization is set to intensify significantly over the course of the next generation. As a result, roughly two-thirds of the world's population will be living in towns and cities by 2050.<sup>3</sup> The majority of this additional urban growth will take place in middle- and especially low-income countries.<sup>4</sup> On its present trajectory urbanization is expected to fuel macroeconomic growth and, in doing so, lift millions of people out of poverty. Yet a rising number of hungry and malnourished people will be found living in towns and cities. This is because the very rapid and haphazard manner in which towns and cities are expanding is creating other challenges. Urbanization is associated with rising social inequalities and, according to some estimates, could leave as many as 3 billion people living in slums by 2050, without affordable housing or access to basic social services.<sup>5</sup> It is also resulting in the spatial concentration of risk, as population densities rise in poorly planned urban environments that are prone to natural hazards. Meanwhile, urban sprawl is encroaching on productive land and is having negative economic, social and environmental repercussions not only in the immediate periphery of towns and cities but also far back into the rural hinterland.
2. These trends clearly indicate that it will be not be possible for countries to meet their targets under Sustainable Development Goal 2, on achieving zero hunger, unless they also make significant progress on SDG 11, on making cities and human settlements inclusive, safe, resilient and sustainable. Urban areas will only be inclusive, safe, resilient and sustainable when the food- and nutrition-related implications of rapid urbanization are fully reflected in policies, strategies and programmes. By design, the 2030 Agenda recognizes the reciprocal relationship between various SDGs, thereby providing an opportunity to ensure that issues are addressed coherently through multisectoral and integrated approaches. Urban considerations have also been mainstreamed into a number of other important global policy instruments and processes. For example, the Sendai Framework for Disaster Risk Reduction calls for a greater focus on city resilience, while the Paris Agreement on climate change recognizes that well-managed urbanization can facilitate the reduction of greenhouse gas emissions.
3. At the 2016 United Nations Conference on Housing and Sustainable Urban Development (Habitat III), Heads of State and Government and other government representatives adopted the ground-breaking "New Urban Agenda", which represents the global consensus on how the 2030 Agenda can be advanced in towns and cities. The New Urban Agenda recognizes that food security and nutrition are critical considerations in a world that is rapidly urbanizing, while highlighting the particular vulnerabilities of especially marginalized groups, including the inhabitants of informal settlements (hereinafter referred to as "slums"). It commits countries, *inter alia*, to ensuring that marginalized groups in urban areas have improved access to basic social services and that slums are upgraded by better integrating them into the social, economic and political dimensions of cities, while making greater efforts to enhance urban-rural linkages, including by strengthening food systems. To these ends, the New Urban Agenda expresses support for the development of vertical and horizontal models of financial resource distribution, for the purpose, among others, of promoting integrated and balanced territorial development.

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<sup>1</sup> Report of the High-level Committee on Programmes of the United Nations system at its thirty-third session, United Nations Headquarters, New York, 16 and 17 March 2017 (CEB/2017/4).

<sup>2</sup> United Nations Department of Economic and Social Affairs, "World Urbanization Prospects: The 2014 Revision".

<sup>3</sup> *Idem*.

<sup>4</sup> Urbanization is being driven by a combination of three main factors: 1) Natural population growth; 2) Rural-to-urban migration; and 3) The reclassification of administrative boundaries.

<sup>5</sup> United Nations Department of Economic and Social Affairs, "World Economic and Social Survey 2013: Sustainable Development Challenges".

4. With the global policy framework in place, states and their development partners now need to shift their attention to implementation on the ground. In environments that are highly resource-constrained or have been affected by major disruptions, capacities may need to be temporarily augmented.<sup>6</sup> Countries will also need long term support to ensure that their policies, strategies and programmes take into account the importance of food security and nutrition and are well tailored to urban contexts. This includes different physical characteristics, such as defined municipal boundaries, the built environment, a relatively high concentration of administrative structures, essential services and infrastructure and social characteristics such as relatively great socio-economic and cultural diversity, weakened social ties and shifting gender norms. The economy also looks very different in urban areas, being almost exclusively cash-based and more sensitive to regional and global economic trends. Moreover, the livelihoods of urban populations tend to be more directly dependant on human and financial capital rather than on natural and physical capital.
5. Within that broader picture, approaches and tools also need to take into account the distinctive features of slums. This includes the insecure residential status of inhabitants, including lack of tenure, which means that they are subject to eviction or forced relocation. It also includes overcrowding and generally poor access to essential basic services such as health, education and drinking water. The inhabitants of slums tend to be heavily reliant on informal food systems such as street vendors and depend on informal livelihoods such as unskilled daily labour and domestic work. To complicate matters further, slums often have informal governance structures as well as comparatively high levels of violent crime.

## **Reflection on WFP's work in urban settings**

6. WFP adopted a policy on urban food insecurity in 2002, but its urban portfolio expanded significantly only recently. This expansion was driven, in large part, by a series of dramatic events that resulted in historically unprecedented levels of humanitarian need in towns and cities across the world. The first such event was the 2008 global food price crisis, which disproportionately affected the urban poor, millions of whom were suddenly unable to obtain sufficient nutritious food through their usual market channels. The crisis prompted many countries to ask for assistance in identifying appropriate responses and required WFP to scale up its operations and adapt them to urban settings. After this, a series of natural calamities affected urban areas around the world, starting with the Haiti earthquake in 2010 and followed by the Philippines typhoon in 2013 and the Nepal and Ecuador earthquakes in 2015 and 2016, respectively. The Ebola pandemic in West Africa in 2014 and 2015 also had a strong urban dimension. WFP was at the forefront of the international community's response to all of these dramatic events.
7. In the meantime, WFP was confronted with increasing numbers of forcibly displaced persons seeking refuge in urban areas. In response to the Syria refugee crisis, the organization has for a number of years been implementing large-scale urban programmes in countries such as Turkey, Lebanon and Jordan.<sup>7</sup> The organization has had to respond to the needs of internally displaced persons (IDPs) in many countries, including Afghanistan, Nigeria and South Sudan. In addition, WFP has provided assistance to the inhabitants of urban areas that are directly affected by conflict and violence. Through its work in conflict-affected countries such as Iraq, the Syrian Arab Republic and Yemen, the organization has had to find new ways to reach populations trapped in besieged urban centres and to operate across frontlines that cut through cities.

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<sup>6</sup> The Office of the United Nations High Commissioner for Refugees (UNHCR) estimates that over 60 percent of the world's refugees currently live in urban environments.

<sup>7</sup> In February 2017, WFP assisted nearly 1.9 million refugees in Lebanon, Jordan, Turkey, Iraq and Egypt, of which an estimated 1.7 million were living "off camp" and a majority in urban settings.

8. This experience indicates that there is a clear and growing need for agencies such as WFP to intervene in urban settings, in situations where countries and cities find themselves overwhelmed by major crises.<sup>8</sup> Given that many of these crises will be protracted, WFP's actions will also need to cohere with and support long-term development efforts. The experience also confirms that there are serious, underlying structural vulnerabilities in urban areas that need to be resolved through long-term strategic investments that have strong national ownership. In view of WFP's commitment to supporting countries in their efforts to achieve their vision for the 2030 Agenda, the organization needs to define the contribution it can make to addressing those vulnerabilities, not least to ensure that resources are used effectively and support a holistic response by all relevant actors.

## Purpose

9. This policy<sup>9</sup> fulfils three purposes. First and foremost, it represents a commitment by WFP to increase its focus on urban issues, based on growing needs, without which the organization will not be able to fulfil its mandate to support countries in achieving their vision and plans for 2030, as outlined in the WFP Strategic Plan (2017–2021). Accordingly, the policy focuses on SDG 2 (Zero Hunger) and SDG 17 (Partnerships for the Goals).
10. Second, in view of the indivisible nature of the SDGs the policy shows how progress with SDGs 2 and 17 is a prerequisite for achieving parts of SDG 11.
11. Third, the policy outlines how WFP work under SDGs 2 and 17 will contribute to the achievement of other parts of the 2030 Agenda, in particular SDGs 1, 5, 12 and 16.

## Guiding principles

12. In its engagement in urban areas, WFP will:
  - I. ***Proactively partner with relevant actors*** – Urban areas are normally overseen by city governments,<sup>10</sup> while there are a range of other actors that have a wealth of relevant urban expertise. The private sector is a key urban stakeholder. WFP will proactively reach out to these actors and work to build partnerships that enhance and accelerate progress towards the 2030 Agenda.
  - II. ***Reach the furthest behind first*** – Urban areas typically have large numbers of vulnerable people, as well as socio-economic and spatial dynamics that are very complex and fluid. Recognizing this, WFP will use effective analysis, robust targeting and verification to prioritize the most vulnerable, including persons with disabilities.
  - III. ***Strengthen capacities at all levels and implement directly only when necessary*** – Urban areas tend to be easily accessible by governments and have a range of local organizations with a permanent presence on the ground. To the extent possible, WFP will work through these structures when they are clearly overwhelmed and request support or when there is another obvious gap that needs to be filled.<sup>11</sup>
  - IV. ***Build social cohesion*** – Urban areas typically have weaker social cohesion than rural areas and are often riven by social cleavages that run along socio-economic, ethnic or religious lines. WFP will strive to ensure that its efforts are conflict-sensitive and uphold humanitarian principles while, to the extent possible, supporting transitions to development and peace.

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<sup>8</sup> To ensure that the design of this policy is informed by WFP's past experience with operating in urban areas, the organization recently commissioned an independent meta-analysis of all the evaluations of WFP's past operations in urban settings.

<sup>9</sup> This policy will supersede WFP's policy on Urban Food Insecurity (2002).

<sup>10</sup> These might be referred to in different ways, depending on the country. The most commonly used terms in English are municipalities and councils.

<sup>11</sup> An example of this would be providing assistance to urban refugees as part of the broader international protection framework.

## Main policy directions

13. In accordance with the WFP Strategic Plan (2017–2021), WFP’s engagement in urban areas will be focused on eight SDG targets, four of which fall under SDG 2 and four under SDG 17. WFP will also draw on the New Urban Agenda to ensure that its engagement in urban areas is properly contextualized and fully coherent with the approaches and activities of other actors operating in the same space.

### **SDG 2 (Zero hunger)<sup>12</sup>**

#### *Access to food (SDG target 2.1)<sup>13</sup>*

14. Access to food in urban areas is derived almost entirely from market purchases, meaning that food security is based almost entirely on household purchasing power. The urban poor have low and unstable incomes and as a result often struggle to afford a safe, healthy and nutritious diet, a situation that can be aggravated significantly by a major economic shock or other disaster. To address this, WFP will support efforts to raise and stabilize incomes in poorer urban households, thereby improving access to nutritious food. This could involve assisting governments to ensure that the urban poor are incorporated into social safety nets or other social protection instruments that are tailored to cities, including school meals. Alternatively, it may involve partnering with vocational skills training or micro-entrepreneurship initiatives that seek to empower the heads of poor urban households or improve the employment prospects of marginalized young people.
15. To complement this work, WFP will support efforts to increase the affordability and physical availability of food in low-income neighbourhoods. This might include providing market incentives for food retailers to open up new outlets in informal settlements, either by linking them to voucher-based formal safety nets or by expanding demand for their produce by providing targeted assistance to poor urban households in the form of cash-based transfers. As part of these efforts, WFP may harness its expertise in food safety to support retailers in their efforts to comply with national standards and sell food that is safe, nutritious and healthy.
16. In situations where national- and city-level structures are overburdened by major shocks, WFP will fill the gap by directly implementing well-calibrated responses. In natural disaster settings, WFP is likely to focus on responding in a timely manner and exiting as early as possible through carefully planned handovers to national authorities or other partners. In protracted crises, on the other hand, WFP’s work is likely to involve multi-layered approaches that combine humanitarian assistance with complementary parallel measures to help vulnerable populations to become more self-reliant in food security and nutrition over time.<sup>14</sup> Where successful, such an approach would see the gradual reduction of humanitarian assistance as self-reliance activities expand, providing a foundation for long-term development.

#### *End malnutrition (SDG target 2.2)<sup>15</sup>*

17. Malnutrition tends to be more complex in urban areas and statistics often mask the high prevalence of malnutrition among urban populations. Urbanization often involves shifting dietary habits (the so-called “nutrition transition”), which, combined with rising social inequality, can lead to a triple burden of undernutrition, micronutrient deficiencies and overweight/obesity with related non-communicable diseases. This complex problem calls for well-coordinated, multi-sectoral nutrition strategies that address the food and non-food drivers of undernutrition. WFP will also need to find innovative ways to reach and assist those most at

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<sup>12</sup> SDG 2: “End hunger, achieve food security and improved nutrition and promote sustainable agriculture”.

<sup>13</sup> Target 2.1: “By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round”.

<sup>14</sup> In refugee settings, the approach will be guided by the *WFP/UNHCR Joint Strategy for Enhancing Self-Reliance in Protracted Refugee Situations*.

<sup>15</sup> Target 2.2: “By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons”.

risk of suffering from two or more forms of malnutrition. This could involve helping governments to ensure that their core urban social safety nets include some form of, or link to, additional support for households with nutritionally vulnerable members such as pregnant and lactating women, infants, young children, adolescent girls and chronically ill persons. Depending on the context and the design of the safety net instrument in question, this might involve increasing the amount of a cash-based transfer, supplementing a cash-based transfer with a specialized nutritional product or linking the safety net to complementary services such as maternal health care and child growth monitoring.

18. It may also involve principled engagement with sectors that rely heavily on the unskilled labour of women of reproductive age, such as the ready-made garment industry, in collaboration with partners, including the United Nations Children's Fund (UNICEF) and the International Labour Organization. Such work would aim to create work environments that cater for the nutritional vulnerabilities of women and their dependants. Entities in such sectors could, for instance, be supported in putting in place corporate social responsibility initiatives that facilitate access to nutrition-sensitive safety nets and quality child-care by employed women and their dependants.
19. At the same time, WFP will need to ensure that the assistance it provides does not inadvertently fuel overweight and obesity. This could include improving the prevailing understanding of the urban food environment and shaping consumer behaviour, for instance by developing tailored and gender-sensitive behavioural change communication modules on healthy diets and physical activity and ensuring that they are mainstreamed into humanitarian and development programmes. It might also involve policy work with governments and the private sector on advertising, labelling, marketing, fortification and pricing. Any programmes to improve urban nutrition would need to be based on robust analysis of the availability and affordability of a healthy diet as well as barriers to adequate diets among specific target groups.

***Smallholder productivity and incomes (SDG target 2.3)<sup>16</sup>***

20. Although smallholder farmers produce most of the food in low-income countries they are not well integrated into the major value chains that supply urban areas. This limits the overall volume of commodities flowing into urban areas and thus causes price increases in city markets. Recognizing this challenge and the importance of strengthening rural-urban linkages, WFP will strengthen its collaboration with the other Rome-based agencies (the Food and Agriculture Organization of the United Nations and the International Fund for Agricultural Development) in rural areas to ensure that smallholder farmers have the capacities needed for post-harvest handling and processing along with access to basic bulking and storage facilities and transportation. Building on its Purchase for Progress (P4P) and Farm to Market Alliance initiatives, WFP could also develop systems that increase smallholder farmer access to market information, including through mobile phone technology.
21. Closer to the urban periphery there may be opportunities for WFP to help small-scale producers to enter the market for fresh foods such as fruits and vegetables, which benefit from shorter value chains. This could involve collaboration with the private sector to strengthen input supply, to improve cold chains and to ensure that producers have reliable access to appropriate financial services, including credit and insurance.
22. Within the boundaries of towns and cities, WFP may also help countries to address the untapped potential for urban agriculture. Building on the work of the WFP Innovation Accelerator, for instance, the organization may support city governments in their efforts to scale up innovative models such as hydroponic farming. Such efforts would involve close coordination with the Food and Agriculture Organization of the United Nations and the International Fund for Agriculture Development, among others.

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<sup>16</sup> Target 2.3: “By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment”.

### **Sustainable food systems (SDG target 2.4)<sup>17</sup>**

23. Food systems are expanding not only rapidly but also somewhat haphazardly as a result of urbanization. If countries fail to manage this expansion effectively, they may find themselves on unsustainable development trajectories with serious, long-term implications for the food security and nutrition status of their growing urban populations. To address this, WFP will support countries in their efforts to ensure that their urban food markets expand in an environmentally sustainable manner.
24. In part, this might involve work to improve the management of natural resources in major production belts, which WFP may be able to support through food assistance for assets activities. It could also involve efforts to optimize food supply chains. This may require strategic investments in the critical “midstream” sections of food value chains, which tend to be concentrated in small and intermediate towns and cities, where the bulk of additional urban population growth is likely to occur.<sup>18</sup> WFP may support this type of work through close collaboration with the private sector on scaling up critical infrastructure such as milling, processing and storage facilities.
25. Meanwhile, countries will also need to tackle the increasingly unsustainable consumption practices of their growing urban populations, including with regard to the large volume of food that routinely goes to waste. WFP may assist countries in finding innovative ways to repurpose food that is no longer commercially viable yet remains fit for human consumption. Sustainable diets could be promoted through social behaviour change communication linked to environmental sustainability.

### **SDG 17 (Partnerships for the goals)<sup>19</sup>**

#### **Capacity strengthening (SDG target 17.9)<sup>20</sup>**

26. The capacities needed to address hunger and malnutrition in urban areas need to be significantly enhanced in many countries. Policymakers do not always have the information that they need to make informed choices. They also may not know how to operationalize particular strategies in urban contexts, while key actors at the local level and affected populations may not be sufficiently empowered. WFP will help governments at the national and city level to build systems that will enable them to better understand, and continuously monitor, the food security and nutrition situation in urban areas and by providing a disaggregated picture by gender and age (women, men, girls and boys). This would capitalize on WFP’s expertise in the area of vulnerability analysis and mapping<sup>21</sup> and the “Fill the Nutrient Gap tool”.<sup>22</sup> It could involve collaboration with higher education institutions and other research institutes at the country level and the use of new technologies such as “big data” and satellite imagery.
27. WFP will also support national and city governments in their efforts to strengthen social protection delivery systems by strengthening core implementation processes such as identity registration, payment, information management and monitoring and evaluation. WFP will seize opportunities to work with disaster management actors at the national and city levels to enhance disaster risk reduction and preparedness for shocks such as major earthquakes. This might be

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<sup>17</sup> Target 2.4: “By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality”.

<sup>18</sup> *Ibid*, note 2.

<sup>19</sup> SDG 17: “Strengthen the means of implementation and revitalize the global partnership for sustainable development.”

<sup>20</sup> Target 17.9: “Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the sustainable development goals, including through North–South, South–South and triangular cooperation”.

<sup>21</sup> WFP is already making progress in adapting its assessment methodologies and tools to the urban context, as part of the “Adapting to an Urban World” initiative.

<sup>22</sup> “Fill the Nutrient Gap” aims to strengthen analysis, build consensus and improve decision making for improving nutrient intake among populations.

complemented with efforts to strengthen the shock responsiveness of national and municipal programmes, including by linking them to catastrophe risk financing and insurance schemes that provide for rapid payouts in case of shocks.

28. In keeping with the whole-of-society approach, WFP will also extend its capacity strengthening efforts to civil society. This might include targeted efforts to augment the capacity of key actors at the local level, such grassroots non-governmental organizations as slum dwellers' associations. Where gaps exist, WFP may contribute to participatory slum upgrading initiatives. Moreover, it will proactively develop standby arrangements with local actors in view of the critical role they play as first responders to urban crises. In parallel, it will work to strengthen the role of critical actors in the private sector such as bakeries and supermarkets.

***Policy coherence (SDG target 17.14)<sup>23</sup>***

29. Historically, countries have regarded food insecurity as a rural issue primarily of concern to the agricultural sector. Meanwhile, urbanists have traditionally focused on matters pertaining to shelter, water, sanitation and hygiene. As a result, the challenge of hunger and malnutrition in urban areas has tended to fall into the cracks between different policy instruments and institutional mandates. WFP will support countries in striving to bridge such cracks by harnessing its convening power to create and support forums and processes that include all stakeholders. This could mean ensuring that urban stakeholders are invited to participate in key WFP-led analytical work related to food security and nutrition, such as comprehensive food security and vulnerability analysis and "Fill the Nutrient Gap".
30. By the same token, it will mean ensuring that food security and nutrition agencies and experts engage more proactively in policy dialogue on urban issues, including by contributing to the formulation of national urban policies in close coordination with UN-Habitat and the other Rome-based agencies and to system-wide discussions about how to best serve humanitarian needs in urban areas. Where gaps exist, WFP may offer additional support to municipalities in order to strengthen the overall coherence of their various instruments and interventions on the ground. This may include providing support for situational analysis and the development of comprehensive, multisectoral approaches, for example through the deployment of WFP's adapted seasonal livelihood programming tool.

***Diversified resourcing (SDG target 17.3)<sup>24</sup>***

31. Much greater financial investment will be required if countries are to succeed in their efforts to address food insecurity and malnutrition in urban areas. In part, this can be achieved by supporting countries in their efforts to access new financial support through public financial instruments. WFP will help countries to secure the necessary financial backing for their policies, strategies and programmes, including from international financial institutions and sources such as the Green Climate Fund, which can support the implementation of national and city level climate change adaptation measures.<sup>25</sup>

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<sup>23</sup> Target 17.14: "Enhance policy coherence for sustainable development".

<sup>24</sup> Target 17.3: "Mobilize additional financial resources for developing countries from multiple sources".

<sup>25</sup> WFP is a Green Climate Fund accredited entity.

32. Given the limited resources that are available in the form of official development assistance, however, such efforts will also need to leverage the comparatively much greater resources that are at the disposal of the private sector. To that end, WFP will also collaborate with private sector entities to seek better alignment between public policy goals and private business interests. This might involve collaboration with the insurance sector to develop instruments that build resilience to natural disasters in urban areas. Such work would build on the relationships that WFP has successfully developed with the insurance industry under micro and macro insurance schemes within the framework of the R4 Rural Resilience Initiative and African Risk Capacity Replica insurance coverage. It might also involve harnessing WFP's extensive relationships with financial service providers in order to provide vulnerable urban populations with training in basic financial literacy or working with the information technology sector to develop training packages in digital skills tailored to urban refugees.

#### ***Enhancing global partnership (SDG target 17.16)<sup>26</sup>***

33. In working with countries to make progress on their 2030 Agenda commitments in urban areas WFP will have to work through enhanced partnerships. This can include working to promote the sharing of knowledge and best practices between national and city governments, including through city-to-city, South–South and triangular cooperation. In addition WFP will collaborate with other actors in the humanitarian system with a view to improving the quality of emergency responses in urban settings, including by intensifying its engagement in the Inter-Agency Standing Committee Reference Group on Meeting Humanitarian Challenges in Urban Areas, the global Food Security Cluster Food Security and Livelihoods in Urban Settings Working Group and the Global Alliance for Urban Crises.
34. Building on its core competencies in vulnerability analysis and mapping, digital identity management and CBTs, WFP also has a major contribution to make to multi-sectoral programming and may also use its capabilities to develop common delivery platforms, including for multi-purpose cash assistance.

#### ***Contribution to SDG 11***

35. SDG 11, on making cities and human settlements inclusive, safe, resilient and sustainable, ensures that the 2030 Agenda includes a focus on urban issues and areas. Inclusivity has been singled out as a key priority, given that there could be as many as 3 billion impoverished people living in slums by 2050 with no tenure or access to essential basic services. The inhabitants of slums tend to be heavily reliant on informal food systems such as street vendors, and depend on informal livelihoods such as unskilled daily labour and domestic work. To complicate matters further, slums often have informal governance structures as well as comparatively high levels of violent crime.
36. Resilience is also critical, given that many slums are located in environments that are highly prone to natural hazards such as flooding and landslides. Sustainability is a major concern, given the phenomenon of urban sprawl and its negative environmental repercussions along the entire urban-rural continuum. SDG 11, includes targets that are dependent on progress being made on SDGs 2 and 17 as outlined above. These targets are outlined below.

#### ***SDG target 11.1<sup>27</sup>***

37. Ensuring access for all to adequate, safe and affordable housing and basic services will, in most contexts, require the urban poor to have some level of access to appropriate basic social safety nets. WFP will support this through its activities under SDG target 2.1.

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<sup>26</sup> Target 17.16: “Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries”.

<sup>27</sup> Target 11.1: “By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums”.

***SDG target 11.5<sup>28</sup>***

38. Reducing human deprivation and economic loss as a result of natural disasters will, in some situations, require effective responses to emergencies along with long-term efforts to reduce disaster risks. WFP will contribute to this through its activities under SDG targets 2.1, 17.3, 17.9 and 17.16.

***SDG target 11.6<sup>29</sup>***

39. The overall environmental impact of cities will only be significantly reduced if progress can be achieved in reducing the massive proportion of food that goes to waste. WFP's work under SDG 2.4 will contribute to this end.

***SDG target 11.A<sup>30</sup>***

40. Positive economic, social and environmental links between urban, peri-urban and rural areas can only be achieved by developing more sustainable food systems that stretch from farm gate to fork. WFP's work under SDG target 2.4 will contribute to this.

***SDG target 11.B<sup>31</sup>***

41. Climate change adaptation and disaster risk management in the context of rapid urbanization will require efforts to reduce the environmental footprint of cities and strengthen disaster management planning at all levels. WFP will contribute to this through its work under SDG targets 2.4, 17.3 and 17.9.

## **Additional contributions to other SDGs**

42. Although WFP's work in urban areas will be focused on SDGs 2 and 17, while contributing to SDG 11, it will inevitably have certain positive spillover effects on other parts of the 2030 Agenda, including SDGs 1, 12 and 16.

***SDG 1 (No poverty)<sup>32</sup>***

43. WFP will contribute to SDG targets 1.2, 1.4 and 1.B through the support it provides to governments to increase the coverage of safety nets and other social protection instruments in urban areas, which will help to address income poverty while increasing access to basic social services. Moreover, WFP will help to advance SDG target 1.5 through the work it undertakes to promote climate change adaptation measures and access to insurance against climatic shocks.

***SDG 5 (Gender equality and empowering women and girls)<sup>33</sup>***

44. WFP will contribute to SDG target 5.1 by integrating gender throughout the design and implementation of its programmes in urban areas. In some contexts, WFP may also contribute to SDG target 5.3 by supporting governments in the provision of school meals to disadvantaged school-aged girls and boys. In addition, WFP may help advance SDG target 5.A through its work to promote financial inclusion among marginalized urban women.

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<sup>28</sup> Target 11.5: “By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations”.

<sup>29</sup> Target 11.6: “By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management”.

<sup>30</sup> Target 11.A: “Support positive economic, social and environmental links between urban, per-urban and rural areas by strengthening national and regional development planning”.

<sup>31</sup> Target 11.B: “By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015–2030, holistic disaster risk management at all levels”.

<sup>32</sup> SDG 1: “End poverty in all its forms everywhere”.

<sup>33</sup> SDG 5: “Achieve gender equality and empower all women and girls”.

#### ***SDG 12 (Sustainable consumption and production)<sup>34</sup>***

45. WFP will contribute to SDG target 12.2 through the work it carries out in rural areas on the management of natural resources, which is critical for ensuring that expanding urban food markets are not exacerbating environmental stresses. In addition, WFP will help to advance SDG target 12.3 through its work to minimize food waste in towns and cities.

#### ***SDG 16 (Peace, justice and strong institutions)<sup>35</sup>***

46. WFP will contribute to SDG target 16.1 by supporting countries in their efforts to deal more effectively with food price shocks, which is necessary in order to preserve social stability in urban areas. WFP may also help to advance SDG target 16.9 by helping governments to expand and improve their identity management systems for vulnerable urban populations, including displaced persons.

### **Means of implementation**

47. Although this policy addresses fundamental questions concerning WFP's role in urban areas, it does not herald any major shift in WFP's core mandate nor the launch of a significant new body of work. As a result, it should be possible to implement the policy in a manner that is fully consistent with the Integrated Road Map (IRM) with only marginal additional investments.
48. The main vehicles that will enable WFP to implement the policy will be:
- ***Policy dialogue*** – WFP will contribute to national zero hunger strategic reviews and the formulation of national urban policies as well as other key processes, with a view to ensuring that they consider the growing food security and nutrition challenges in urban areas and how to address them. Where knowledge gaps exist, WFP will help to strengthen the evidence base through analytical work.
  - ***Country strategic planning*** – WFP will take a strategic approach to urban issues at the country level and position itself in the most appropriate manner, whether by focusing on strengthening the capacity of potential first responders or by promoting the sharing of experiences between national and city governments from different parts of the world.
  - ***Crisis responses*** – WFP will make investments to ensure that it is better equipped to respond to major crises in urban areas, whenever national capacities are overwhelmed and there is another clear gap that needs to be filled. This will involve measures to adapt some of WFP's traditional approaches and tools for emergency response that were conceived with rural contexts in mind, as well as staff training, to the urban context.

### **Partnerships**

49. In order to ensure the successful implementation of this policy, WFP will make concerted efforts to forge the right types of partnerships. As a priority, WFP will map out partnership opportunities with UN-Habitat by exploring how the work of each agency complements that of the other and how the two agencies might be able to achieve collective outcomes at the national and city levels in various countries and contexts.
50. In addition WFP will capitalize on its existing partnerships with other key actors in the United Nations system, including the other Rome-based agencies, the United Nations Development Programme, UNICEF, the Office of the United Nations High Commissioner for Refugees, and the International Organization for Migration, among others. The organization will also build on its engagement with the Scaling Up Nutrition business network.

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<sup>34</sup> SDG 12: "Ensure sustainable consumption and production patterns".

<sup>35</sup> SDG 16: "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels".

51. Through a small team of dedicated staff members in its Policy and Programme Division in consultation with the Nutrition Division, WFP will also intensify its active engagement in relevant forums under the Inter-Agency Standing Committee and the global Food Security Cluster, as well as the Global Alliance for Urban Crises. The same team will be responsible for providing technical support on urban programme design to field-based colleagues when requested.