

Strengthening governance for better nutrition in cities

A FRAMEWORK FOR ASSESSMENT AND ACTION



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- EXECUTIVE SUMMARY -

As highlighted in the 2018 Global Nutrition Report, the Sustainable Development Goals (SDGs) will not be achieved without significant progress to end malnutrition in all its forms. Cities deserve special attention because by 2050, 2.5 billion more people will be living in urban areas, making 68% of the world's population urban. Almost 90% of this growth is expected to occur in Asia and Africa (UN DESA, 2018). Both undernutrition and overweight/obesity occur in urban areas.

Cities will vary in how, and whether, they have considered nutrition issues, the policies they have in place, and the governance mechanisms they use to collaborate across city departments and with other stakeholders, to develop and implement actions.

Urban governance for nutrition is the process of making and implementing decisions that shape sustainable food systems to deliver better nutrition for people in cities. The Framework on Urban Governance for Nutrition (figure 2) and the Five-step Guide for Implementation (figure 1) help to diagnose and understand the extent to which urban governance for nutrition is effective and provides direction on how to strengthen it.

The framework is flexible and made to be adapted based on what a city is currently doing to address urban governance for nutrition. The guide to implementation provides a step-by-step approach to using the framework: from identifying champions to support urban governance for nutrition; to assessing the food environment, government tools and functions, and stakeholders; establishing or consolidating multi-stakeholder governance mechanisms; identifying issues and developing actions; and monitoring and evaluating progress.

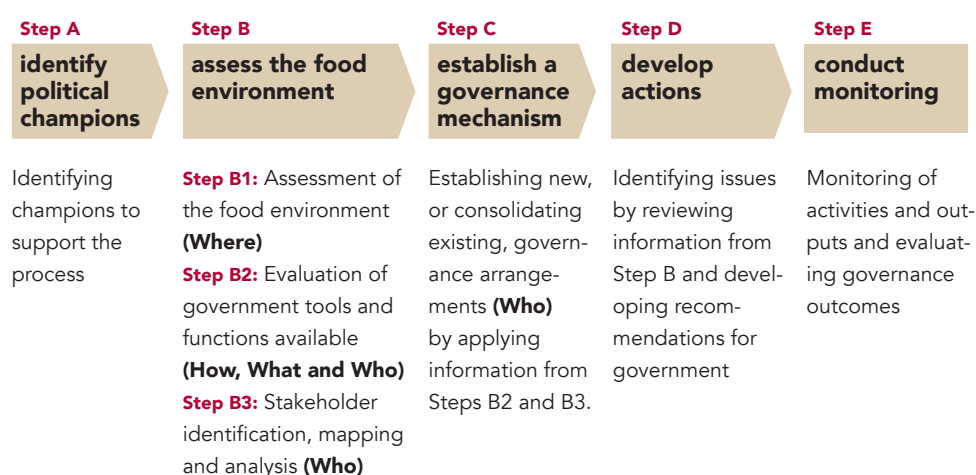


Figure 1 The Five-step Guide for Implementation of the Framework on Urban Governance for Nutrition

Framework on Urban Governance for Nutrition

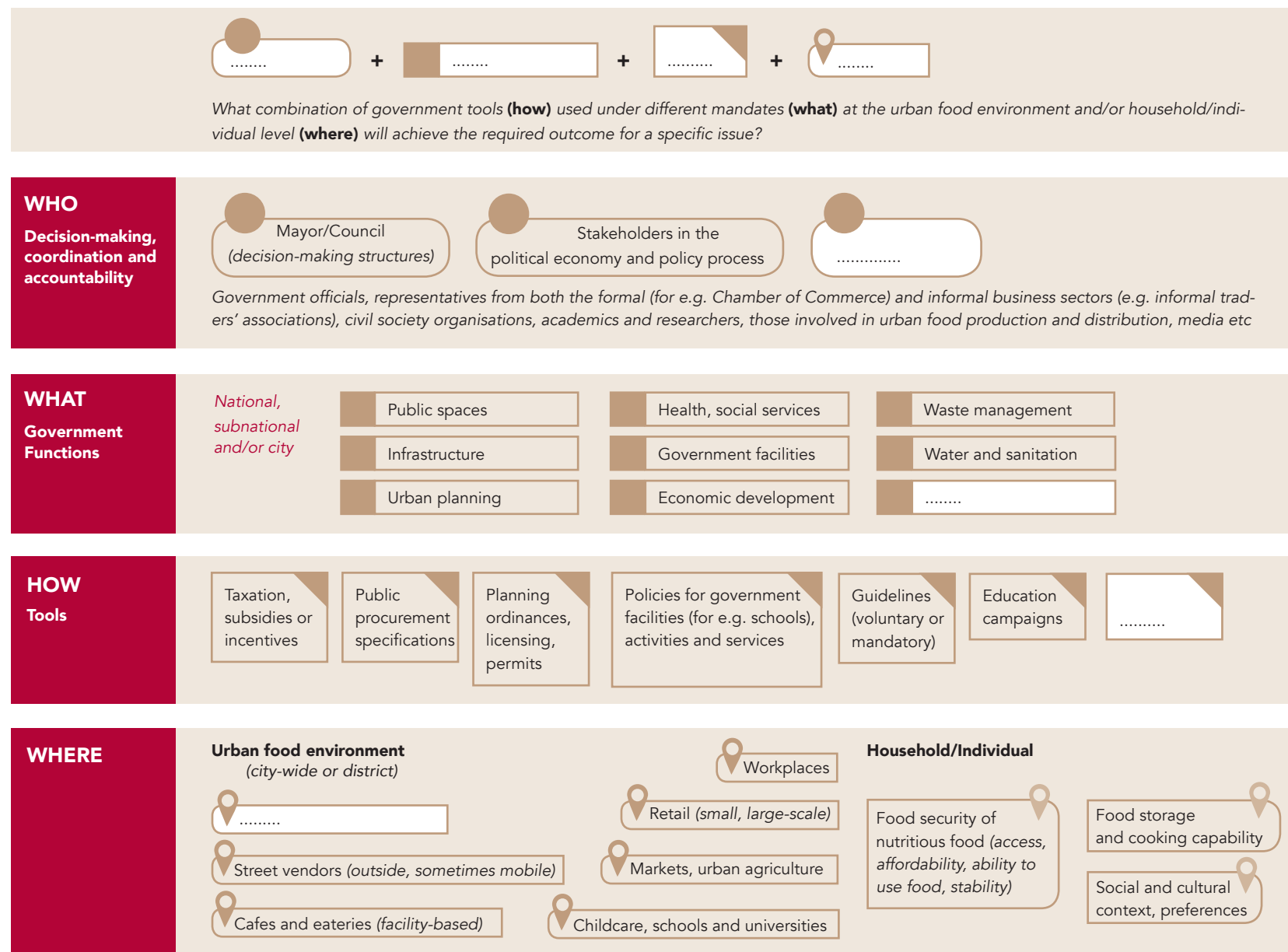


Figure 2

The framework is a generic outline, showing the four levels (where, how, what, who) that need to be considered in urban governance for nutrition. The content within the boxes for each level are provided as examples but need to be adapted to the local context as a first step in applying the framework. What is provided are examples only.

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Purpose of the framework and guide

GAIN has developed the Framework on Urban Governance for Nutrition (figure 2) and Five-step Guide for Implementation (figure 1) to create a way to diagnose and understand the extent to which urban governance for nutrition is effective and to provide direction on how to strengthen it so that food environments and wider food systems can be shaped for nutrition.

The framework can be used by, or with, government staff from different city departments.

How to use this document

Section 1 makes the case for the central role of government in improving urban nutrition, and outlines how the governance process can be leveraged for better food systems and better nutrition.

Section 2 introduces the Framework on Urban Governance for Nutrition and presents the actors, processes and opportunities i.e. where, how, what and who (figure 2).

Section 3 outlines the Five-step Guide for Implementation of the framework.

Introduction

1.1 Why focus on improving nutrition in urban areas?

The global population is urbanising. By 2050, 2.5 billion more people will be living in urban areas, making 68% of the world's population urban. Almost 90% of this growth is expected to occur in Asia and Africa (UN DESA, 2018).

Malnutrition is also urbanising. Cities are home to high numbers of people with insufficient nutrient intake, including many of the growing fraction who are overweight or obese. A review of 141 low- and middle-income countries (LMICs) suggests that while stunting rates have declined between 1985 and 2011, this decline comes mainly from rural areas where rates were initially higher, resulting in an increase in the share of stunted children living in urban areas (Ruel, Garrett, Yosef, 2017). Dietary shifts to include more sugar, fats and oils, and processed foods happen fastest in cities, contributing to rapid increases in overweight and obesity, and diet-related diseases such as diabetes (Hawkes, Harris, Gillespie, 2017). Experts fear that *'without decisive action, the nutrition crisis in urban areas across low- and middle-income countries will deepen over the next decade'* (Global Panel on Agriculture and Food Systems for Nutrition, 2017).

Malnutrition costs the global economy approximately USD 3.5 trillion per year, which is equivalent to 5% of global gross domestic product (GDP) (FAO, 2013). In Africa and Asia, the economic losses represent 11% of GDP every year (International Food Policy Research Institute, 2016). GDP totals in Africa and Asia are less than 90% of what they would be in the absence of undernutrition, and in China, approximately 95% of what they would be in the absence of obesity (Development Initiatives, 2014). The human and economic costs of malnutrition in all its forms are high – but the cost-to-benefit ratio of investing in reducing malnutrition is low – with an estimated USD 16 return for every USD 1 invested (Global Nutrition Report 2014).

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– Global Nutrition Report 2014.

As highlighted in the 2018 Global Nutrition Report, the Sustainable Development Goals (SDGs) will not be achieved without significant progress to end malnutrition in all its forms. The positive impacts of improving nutrition multiply across many aspects of development such as poverty reduction, environmental sustainability, and peace and stability, and it would *'be a challenge to achieve any SDG without addressing nutrition'* (Global Nutrition Report, 2017).



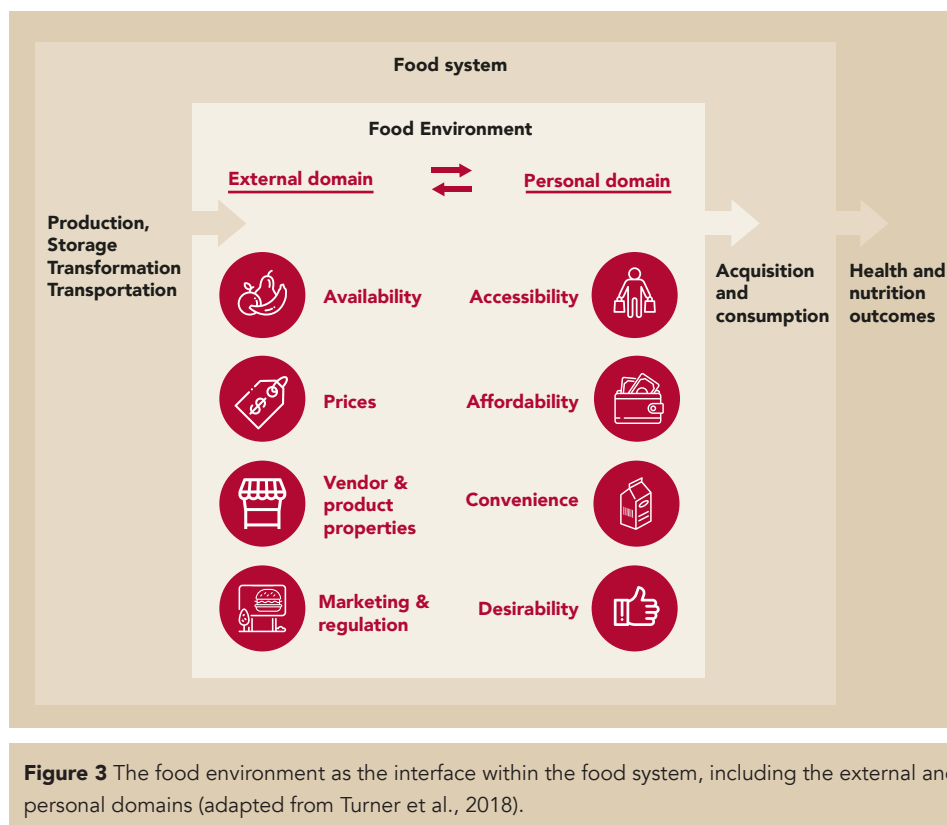
1.2 A food environment approach to understanding urban food systems

A food system includes all the processes from food production through to consumption and managing wastes (Global Panel on Agriculture and Food Systems for Nutrition, 2016). An integral part of the food system is the food environment, which is defined as the *'collective physical, economic, policy and socio-cultural surroundings, opportunities and conditions that influence people's food and beverage choices and nutritional status'* (Swinburn et al., 2013).

A food environment influences nutrition through its effects on the affordability, physical accessibility, convenience and desirability of nutritious foods.

A food environment is both external and personal – influenced by the perception and status of an individual. While an urban community may be exposed to the same retail environment, transport infrastructure and services, individuals within this community will interact with this environment in different ways, making food choices that impact their nutrition and health outcomes.

There are often socio-economic differences in the affordability, desirability, convenience and accessibility of food. For example, for low-income urban residents, street food vendors can be an important provider of affordable food, while some supermarkets may be cost prohibitive. Stability of food supplies and price shocks can also impact the affordability of food.



The food environment approach is useful in understanding the personal and external issues that influence consumption and nutrition outcomes.

1.3 The role of governments in improving urban nutrition

Because the urban food environment mediates between people and food, it is a key entry point for policy actions that shape the food environment and improve the availability, accessibility, affordability, convenience and desirability of nutritious food.

Governments can use tools such as taxation, subsidies, planning ordinances, public procurement specifications, labelling regulations, guidelines, information campaigns; as well as initiatives through government facilities (such as schools) and services to influence nutrition (Partnership for Healthy Cities; FAO, 2018a; IPES-Food, 2017).

However, collaboration with other stakeholders is important, particularly with the private sector as the dimensions of the food environment relating to marketing, and for processed and packaged foods, the formulation and presentation of food are primarily driven by food manufacturers, food providers and food retailers. By working with the private sector, and enabled by government incentives, minimum standards or penalties, such actors can be influenced to directly or indirectly promote nutritional outcomes.

Urban governance for nutrition, the process of making and implementing decisions that shape sustainable food systems in to deliver better nutrition for people in cities, is required to effectively use the tools available to government in collaboration with other stakeholders.

Implementing urban governance for nutrition requires:

- **Political will:** from different levels of government to address nutrition in urban areas, and to enable municipalities to act on this through decentralized mandates and financing. Political will from municipal governments is needed to recognise the importance of addressing nutrition and therefore to provide sustainable resourcing (see section 3.2, Step A);
- **Supportive high-level leadership:** to be able to counter the impact of lobbying and negative reactions from stakeholders where policies and actions are not supported (see section 3.2 Steps A and C);
- **A supportive policy and institutional framework:** tools to implement actions, complementary government functions, effective coordination and alignment of nutrition-related policies across government that contribute to the sustainability of governance (see section 3.2 Step C);
- **A formal governance mechanism that includes multiple stakeholders and that ensures effective participation:** an inclusive, transparent, participatory way of collaborating with multiple sectors so that diverse perspectives are considered in developing actions (see section 3.2, Step C) as well as a system for accountability;
- **Data and information to inform decision-making and the importance of monitoring and learning:** there needs to be a balance between the resources (staff, time, budget) to collect data and the amount of information needed to inform decisions. The use of monitoring and learning from experience can allow for changes to be managed over time (i.e. adaptive management).

2. The Framework on Urban Governance for Nutrition

The framework (figure 2) is built around four levels:

- 1) **Where:** refers to the community, household and individual level contexts in which food choices are influenced and consequently made, thereby determining what, how, where and how much a person eats (i.e. the urban food environment, as further described in section 1.2).
- 2) **How:** refers to the different tools that governments can implement or manage which can consequently shape the urban food environment or the nature and coverage of nutrition related programmes; both nutrition-specific and nutrition-sensitive.
- 3) **What:** refers to the specific functions of government departments (and any authorised agencies such as statutory authorities) at different levels of government (city, subnational – where it exists – and national), which have responsibilities that are relevant to urban food environments and nutrition.
- 4) **Who:** there are two categories of actors:
 - a. Stakeholders in the political economy and policy process (government, private sector, non-governmental organisations and others); and
 - b. Those within government responsible for:
 - Decision-making, with formal and informal input from stakeholders;
 - Coordinating meeting logistics and information for the Multi-Stakeholder Forum (MSF) (i.e. a Secretariat); and associated accountability mechanisms relating to the work of government and the MSF.

This framework:

- **Can be adapted to the local context:** undertaking the assessments outlined in Step B below will provide the local content necessary. Once the framework is applied it should reflect the diversity of urban food environments, governance arrangements, socio-economic factors and urban development challenges for the local context.
- **Can be applied for the whole city, areas within the city or for different target groups:** assessments to support the framework can be done at different levels or can specify communities/target groups. For large cities, it may be useful to target the most vulnerable communities or to pilot an initiative before scaling it up to the whole city.
- **Can be used to address one or a range of nutrition issues:** the framework outlines an approach which can deploy a range of tools to tackle either a specific nutrition issue or multiple issues in integrated way.
- **Can be updated to account for change:** As the urban food environments are dynamic, the content in the framework will change over time based on subsequent assessments, changes in nutrition trends, government structures etc.
- **Doesn't have to be resource intensive:** costs can be reduced by using existing data, processes and governance structures where available and functioning; partnering with universities or non-government organisations to undertake the work (especially where they may be able to access the funding required); and being clear about the problem that is being addressed as this will help target the information required.



3. Implementing the framework

3.1 The Five-step Guide for Implementation

The five steps of the framework are illustrated in figure 1. Firstly, they include a political analysis to identify the potential champions of urban governance for nutrition, their motivations, incentives or disincentives for being supportive (Step A). Secondly, under Step B, a series of assessments of the external and personal food environment (B1), government tools and functions and the options they provide for nutrition governance (B2), and food system stakeholders and their relationships (B3).

Having developed an understanding of the urban governance context, the third step involves strengthening governance processes, usually through the facilitation of multi-stakeholder processes (Step C). Step D is the fourth step and entails identifying, disseminating, advocating and facilitating the implementation of recommendations by urban governments. Finally, Step E involves the monitoring of activities and outputs and evaluating governance outcomes. However, the order of these steps can vary so it is often optimal for all steps to be completed, perhaps with varying intensity, for functional urban governance for nutrition to be facilitated.



Step A. Assessing the political landscape: identifying champions

Assessing the political landscape identifies who could champion the implementation of urban governance for nutrition and contribute to promoting political will.¹

It is recommended that Step A is undertaken at the beginning when implementing the framework, and can be refined if the stakeholder analysis in Step B3 identifies additional champions. Political will can shift and change quite quickly, especially when there is a change in government or leadership (for e.g. changes in Mayors, Councillors, or Heads of departments, especially if they are political appointments). This step might therefore need to be redone, for example, after elections.

A1. Identifying who are (potential) supporters

A stakeholder analysis of potential champions, including but not limited to politicians and civil servants, provides ideas on who demonstrates or who might have political will to promote or implement urban governance for nutrition.

A2. Identify why – personal motivation, political affiliation and ideology

For the potential supporters identified under A1, it is important to consider their political context and identify potential personal motivations that could drive their commitment.

Useful questions to ask are:

- To what extent and in what ways do their ideological and policy leanings align with the goals of improving urban governance for nutrition?
- What does the political programme look like?
- Which issues are being used to garner support that can be linked to nutrition?
- Are there any issues related to urban governance for nutrition that can be leveraged?
- How much independence do these actors have from the political party line?
- Is there any personal history or motivations that could be supportive of implementing urban governance for nutrition?

A3. Identifying what – mandate and decision history

The next step is to identify what mandate the potential champion has and what their decision history looks like. The stronger the mandate to influence implementation of urban governance for nutrition, the better. A decision history that is aligned with the principles underlying the Framework on Urban Governance for Nutrition is positive as well.

The following questions that might be asked are:

- What mandate does this actor have over different government departments?
- What is this person's place in the policy-making process?
- What aspects of the food system can this person address?
- What budgetary responsibility does this person have?

1. Political will exists when “1) a sufficient set of decision-makers 2) with a common understanding of a particular problem on the formal agenda 3) is committed to supporting 4) a commonly perceived, potentially effective policy solution” (Post et al., 2010).

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- Has this person previously taken decisions on issues related to food and nutrition and/or governance?
- Is there any obligation or responsibility resulting from this person's mandate or decision-history that might incentivize or discourage them to be supportive of implementing urban governance for nutrition?
 - For example, is this person responsible for nationally set targets? Are there SDG targets that need to be reported against by the city (especially if required but inactive at the city level), and in which this person plays a critical role?

A4. Identifying when to act – windows of opportunity

If the first three steps have resulted in someone showing they could champion the implementation of urban governance for nutrition, the next question is when to best involve them in the process. For example, for political positions dependent on set terms and election cycles, getting urban nutrition issues onto their campaign agenda can be very helpful.

Questions to ask include:

- What is the duration of their term and can/is it likely to be extended?
- How does this influence their potential support?
- Are there any national or global events that can be leveraged by the champion to put urban governance for nutrition on the agenda?
- Is the issue in the media?
- Who else is speaking about it?

What if there is no political champion?

The preceding steps have hopefully identified champions to support the implementation of urban governance for nutrition. However, if this is not the case, other potential champions could be other stakeholders that are influential with the government by representing groups within urban areas, for example community or religious leaders.

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Step B. Mapping and assessment the urban food environment, government tools and functions, and stakeholders

The assessments under Step B are related and can be done at the same time, with the work of one informing the other, for e.g. interviews with government officials will provide information on food environment issues (Step B1), government functions (Step B2) and stakeholders (Step B3).

B1. Assessment of the food environment

An assessment of the food environment needs to consider both external and household and/or individual factors (see figure 3), and consider any policy impact assessment (Step E). An overview of the physical food environment would include the spatial distribution of markets, characteristics and descriptive profiles of the market, foods available and food prices.

It is useful to acknowledge that data isn't always available or it is just not feasible to collect data. At household and personal level, there may be some data that is relevant on how people interact with their urban food environment. This could include current situation and trends seen in, for e.g. sociodemographic, cultural, relative wealth, and workforce participation.

Participatory ways of collecting data, where communities' needs and lived experiences are captured can be useful to inform some of the household and individual factors. These can be mapped using a range of methods including focus group discussions, informant interviews and existing data. Techniques such as transect walks can be deployed to understand food environments in areas that are not geographically dispersed.

Qualitative and quantitative data should be collected and analysed. Wherever possible, existing data sets should be used that are routinely collected, such as census, household income and expenditure surveys, demographic and health surveys, or relevant research work. Gaps in information available can be identified. Amending or adding additional questions to existing routine data collections may be one way to fill such gaps. Conversations with stakeholders under Step B2 may provide a useful opportunity to ask about unpublished information that may be available in academic datasets, or NGO project findings that have been collected and not yet analysed, which may be relevant to the process.

B2. Government tools and functions available

- The assessment of government tools and functions considers:
- The 'how' (tools) and 'what' (government functions impacting the urban food environment); and
- 'Who' regarding government functions and processes for decision-making and appropriate government membership of the multi-stakeholder mechanism. If such a mechanism exists (or equivalent), it is important to understand its current functions and membership to be able to assess suitability and scope for modification.

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What (government functions)

The mapping of government functions and tools should highlight the linkages between sectors within urban food environments and the food system. Such mapping needs to consider the current situation as well as projected/likely/expected trends in the food environment or changes to government.

The mapping process can include desk reviews and ideally interviews with government officials and stakeholders. The following questions need to be answered:

- 1) **Which departments have mandates or a role to play?** The government departments (or delegated organisations such as statutory authorities) at different levels of government (city, subnational and national) across a wide range of sectors, which have a direct or indirect influence (for e.g. planning, infrastructure or trade) in the urban food environment and/or on nutrition; and
- 2) **What are the existing functions and how are they implemented?** The extent of their existing mandate and where there is a mandate, is it implemented (i.e. included in government work plans and budgets, with staffing assigned that have the capacity, such as time, skills, resources); and
- 3) **Is the implementation of these functions effective?** If there is implementation, is it considered effective by government officials and stakeholders/beneficiaries, and what monitoring and evaluation is in place to determine effectiveness; and
- 4) **What existing tools and functions can be applied and where are their strengths, weaknesses, opportunities and threats?** Firstly, assess the existing tools within government mandates that are, or could be, applied to address the issue. Then consider any gaps and opportunities in available tools and mandates and propose options for addressing gaps for further strengthening.

How (tools)

Policies to consider are those that have an actual or potential effect on urban food and nutrition security, and the urban food environment.

Who

The analysis should also consider whether there is an existing multi-stakeholder governance mechanism or whether a new arrangement is necessary. In case of an existing mechanism, the assessment should consider whether the existing mechanism membership and functions are effective, whether it is institutionalised (i.e. formalised within a government structure or not) and if there are budget and resources allocated.

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B3. Stakeholder mapping

Stakeholder mapping is the identification of relevant and interested parties – beyond government, including the private sector – small and large businesses and civil society representatives from a range of sectors, with an association with urban food environments and nutrition. This mapping can be done using various methods, including the [Net-Map Toolbox](#) or an [Importance/Influence Matrix](#) and can be informed by the findings of the political analysis (Step A), the food environment assessment (Step B1), and the assessment of government tools and functions (Step B2).

This assessment will inform:

- The potential stakeholder membership of a multi-stakeholder mechanism (or if it exists, whether the membership should be adjusted);
- Which stakeholders may have useful data, experience or information; and
- Who may need to be involved in the delivery of actions as partners.

It is important to understand what stakeholders' functions or roles are in relation to the urban food environment (for e.g. education, health/nutrition, economic development, community work, business interest). Diverse perspectives, skills, experiences and functions are needed to ensure inclusivity and representation – while adding value to understanding complex issues. It is also critical to understand different network connections and relationships to see how different stakeholders work with each other.

One potential challenge is that the choice of stakeholders included in the multi-stakeholder mechanism can become a political issue or may lead to perceptions of bias. Therefore, an independent party might be considered to undertake the stakeholder identification, mapping and analysis to provide an unbiased assessment, and to determine the criteria for who should be part of the multi-stakeholder mechanism.

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Step C. Establishing new, or consolidating existing, governance arrangements

Determining whether new governance arrangements are required, or existing arrangements need amendment, means assessing the information from:

- The political analysis (Step A);
- The government functions impacting the urban food environment, the government functions and processes for decision-making, and appropriate government membership of the MSF (Step B1); and
- Step B3 to determine the appropriate membership of the MSF.

The establishment of a multi-stakeholder mechanism can take different forms, for example a food policy council or a multi-stakeholder forum. The way in which it is formalised will therefore depend on the context in which the framework is implemented.

Effective coordination and alignment of nutrition-related policies (policy coherence)

Different policies should create synergies and work to a common objective to address nutrition-related issues. Where policies create unnecessary duplication or have conflicting objectives, these can impact the effectiveness of governance.

Multi-stakeholder mechanism: to establish a multi-stakeholder mechanism and to determine its functions

Securing support from high-level leadership is critical as some actions recommended by the MSF, and implemented by the government and partners may not have broad support in some parts of the business sector or community.

The government assessment and stakeholder mapping of Step B can be used to inform the appropriate membership of a multi-stakeholder mechanism. Emphasis should be placed on representation for marginalised and vulnerable groups such as women, informal traders, small retailers and those from low-income communities.

It is necessary within the leading department of the city government to have a designated section, which is given responsibility and authority to establish or consolidate the multi-stakeholder mechanism. Once the mechanism is active, this section can provide secretariat support. Therefore, staffing and resources need to be allocated for establishing or modifying the mechanism, as well as on-going support once active and generally in-kind resources, such as meeting facilities would also be required.

Clear rules on how the mechanism works are needed, which can include the frequency of meetings, what constitutes quorum and use of proxies, nomination and terms for a Chair, any delegated government functions, extent of the powers of the mechanism and decision-making processes.

Given the involvement of multiple stakeholders with divergent interests, conflict² should be anticipated and a conflict resolution strategy should be developed.

² In this instance, conflict is regarded as a difference in beliefs, opinions, values and principles between two or more individuals that manifest in role differences and role disagreements within the platform.

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Step D: Identifying issues and developing solutions

This step requires evaluating the assessment information that has been developed under Step B to determine priority actions, and to provide recommendations to decision-makers in government.

Identifying issues and determining priorities

There are two main ways that the MSF can identify the nutrition-related issue/s that it is going to address:

- 1) **Nutrition issues are government directed:** The MSF may be directed to consider a specific issue via a government directive. Additional assessment or analysis may need to be done, focusing on getting further information, or on piloting an approach to help the MSF recommend an appropriate response.

Alternatively, the MSF may be set up to address a specific issue in the first instance, and therefore needs to be put in place before undertaking focused assessments under Step B.

- 2) **The MSF determines issues after reviewing assessment information:**

The MSF may determine nutrition-related issues and their relative priorities, such as developing or prioritising actions within a nutrition action plan. In this case, the assessments should help to inform the range of issues that are considered important. The MSF will need to determine some criteria for being able to prioritise actions. Factors to be considered may include:

- a. The relative scale of the nutrition-related issue, for e.g. if it affects a large percentage of the population relative to other issues, it might be given higher priority;
- b. The perceived relative impact compared to the investment such as some low investment, high impact actions (i.e. quick wins) are useful to prioritise, particularly in the early stages of the MSF to be able to demonstrate outcomes (which helps with subsequent government budget reviews). From a government perspective these may include basic amendments to legislation, improved coordination between government departments and improving policy cohesion.
- c. Application of proven approaches from elsewhere, for e.g. mandatory sugar taxes.

Implementing the framework, including undertaking assessments, establishing the multi-stakeholder forum, reviewing evidence and prioritising and approving actions all take time and investment. Therefore, while this process is underway, it may also be considered important to identify any 'quick win' options that will demonstrate the importance of addressing urban malnutrition. However, it is important that short-term, 'quick wins' aren't always prioritised over long-term, more complex changes to urban food environments. There should be a combination of both. In determining priorities, the analysis requires identifying trade-offs and potential barriers where a primary objective of a sector may conflict with the objective of ensuring nutrition security.

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Developing actions

Urban food environments and their relation to nutrition is complex. Generally, a combination of approaches will be required to address any given issue, including changes to nutrition governance (policy and institutional actions), education and awareness raising, and projects to implement actions.

A combination of approaches can take the form of an action plan. This needs to be explicit about who will do what, when, and with what budget/resources.

Some issues to consider when designing an action plan are:

- What tools, government functions, existing or new, are required? If new tools or government functions are required, what examples can be adapted from other cities?
- If improved coordination and alignment of policies and programmes are required, consider how it can be improved within and between relevant government departments from city to national levels.
- Is a sector-specific response or cross-sectoral approach required? Links between nutrition-related issues and other policy goals, including economic development and poverty reduction should also be considered.
- How can education and awareness raising improve the effectiveness of actions?
- Opportunities for institutional strengthening that may have benefits for other sectors, apart from nutrition-related issues.
- The scope of different actions, for e.g. increasing access to fruit and vegetables requires considering issues from production through the supply chain, whereas implementing a sugar tax focuses on regulatory change and undertaking a regulatory impact assessment to determine the risks, trade-offs and benefits from introducing such a regulation.
- Evaluation of socio-economic, environmental and macro-economic impacts of programmes to inform the MSF and decision-makers with evidence about impacts of different actions.
- How research partners can be involved to inform, monitor or test actions.
- Potential funding sources for the implementation of different actions especially long-term and/or complex actions (for e.g. donors or the private sector through corporate social responsibility requirements or other mechanisms).

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Step E. Monitoring and Evaluation

E1. Monitoring

Why monitor?

Monitoring is a continuous assessment that ideally begins at the time of planning the project, and aims to provide all stakeholders involved in the process (governments and their development partners in particular) with timely information on the progress or delay of activities. This will ensure confirmation that planned activities and expected results (outputs and outcomes) have been reached, so that action can be taken to correct any deviations as quickly as possible.

Monitor what?

There are two components to monitoring that are important to consider. Firstly, the monitoring of programme activities to track progress and implement course corrective actions when needed. This is relevant when strengthening urban governance for nutrition as part of a programmatic or project endeavour. Secondly, the monitoring of governance processes and outcomes to ascertain the extent to which urban governance for nutrition, and the different constituent domains thereof, are operating optimally across space and time.

To achieve the first, a logic model is a good way to represent the programme theory underlying your specific course of action and to provide direction and clarity. It involves specifying the following important details:

- Activities: What will be done to direct the course of change?
- Outputs: What is the direct, immediately detectable change that occurs after the activity? Or what evidence is there that the activities were performed as planned?
- Outcomes: What kinds of changes came about as a direct or indirect effect of the activities?

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Domain	Key indicators	Potential data sources
<i>Contextual domains: the governance environment</i>		
The urban food system	<ul style="list-style-type: none"> • Implementation of urban food systems activities; • Food supply indicators. 	<ul style="list-style-type: none"> • Food availability data and assessment of food security.
Stakeholders	<ul style="list-style-type: none"> • Stakeholder engagement activities; • Convening stakeholder fora; • Stakeholders' power and influence. 	<ul style="list-style-type: none"> • Network and power mapping (for e.g. Net-Map or Importance/Influence Mapping).
Government roles and mandates	<ul style="list-style-type: none"> • Government influencing activities; • Government departments ministries with direct/indirect 'food environment' roles and mandates; • Execution of roles and mandates. 	<ul style="list-style-type: none"> • Primary data collection. • Document review.
Policy, regulatory and legislative context	<ul style="list-style-type: none"> • Policy reviews and recommendations made; • Policies, regulations, incentives developed, modified and/or strengthened. 	<ul style="list-style-type: none"> • Primary data collection. • Document review.
<i>Process domains: strengthening governance for better nutrition in cities</i>		
Process of governance and the extent/quality of public private engagement	<ul style="list-style-type: none"> • Frequency and quality of participation; • Composition of multi-stakeholder forum convened; • Indicators of 'ease of doing business for nutrition'. 	<ul style="list-style-type: none"> • Primary data collection (stakeholder interviews, observation). • Document review.
<i>Proximate domains: the food environment</i>		
The urban food environment	<ul style="list-style-type: none"> • Spatial characteristics of food access; • Indicators of the availability, accessibility, affordability, convenience and desirability of nutritious food. 	<ul style="list-style-type: none"> • Food purchase/expenditure surveys (if available). • Indicators and tools for cost of diets and cost of nutrition diets. • Food Price Monitoring and Analysis and FAOSTAT.
<i>Outcome and impact domains: consumption</i>		
Usual dietary intake and food behaviour	<ul style="list-style-type: none"> • Spatial characteristics of food access; • Indicators of the availability. 	<ul style="list-style-type: none"> • Rural/urban disaggregated data from dietary intake and food behaviour surveys. • Food availability data.

Table 1 Domains and indicators of activities, outputs, processes and outcomes of urban governance for nutrition

How to monitor?

A number of techniques can be leveraged for all types of monitoring. These include:

- Tracking quantitative indicators, based on primary surveys or analysis of secondary data;
- Qualitative data collection techniques, such as the most significant change, stories of change; and
- Case studies.

No one approach can be stated as most ideal, and the combinations used must be fit for purpose.

E2. Evaluation of urban governance for nutrition

The impact of policy and programmes on nutrition should be evaluated to ensure learning and adaptation, both to strengthen capacity for implementation and to deepen impact. This is also an important feedback link to Step B (landscape analysis), as over time, it should be expected that improvements in the nutrition sensitivity of policies and programmes manifest as improved nutrition outcomes.

Step A
identify political
champions

Step B
assess the food
environment

Step C
establish a
governance
mechanism

Step D
develop actions

Step E
conduct
monitoring

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Colophon

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