

粮安委

世界粮食安全委员会

世界粮食安全委员会

第四十四届会议
“为实现粮食安全和营养而发挥作用”

2017 年 10 月 9—13 日，意大利罗马

在城乡动态变化背景下实现
粮食安全和营养：经验和有效政策方法
及决定草案

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提请粮安委注意的事项

粮安委：

- a) 感谢“城镇化、农村转型及其对粮食安全和营养的影响”开放性工作组主席 Hans Hoogeveen 阁下（荷兰）所开展的工作；
- b) 忆及粮安委第四十三届会议最终报告第 32 e) 段内容，认可对 CFS 2017/44/6 号文件“在城乡动态变化背景下实现粮食安全和营养：经验和有效政策方法”中的经验和有效政策方法进行汇编能够提供翔实资料，有助于在粮安委利益相关方之间就有关问题达成共识，可能为粮安委知情政策趋同和协调工作打下基础；
- c) 注意到文件提出的专题领域作为在城乡统筹背景下解决粮食安全和营养问题的切入点，并注意到审查工作提出的知识缺口和政策影响；
- d) 注意到开放性工作组的讨论成果，特别是成员和与会者提出的需要进一步关注的以下领域：（i）城镇化和农村转型对最弱势群体和低收入群体（小农、无地农民、粮食净购买者、非正式部门商人、城市低收入消费者）的影响；（ii）通过促进青年和妇女在城乡统一（包括生产者与

市场挂钩)的粮食系统中进行参与和就业来解决第(i)点所述问题;
(iii)制定粮食系统愿景;(iv)当地和区域粮食安全和营养治理及中小城市作用;

- e) 同意粮安委应在2018年继续开展工作,通过闭会期间两次活动做进一步探讨,以便在粮安委第四十五届会议上确定努力实现政策趋同、在国家 and 地方层面支持政府和其他利益相关者在城乡动态变化背景下实现粮食安全和营养,如粮安委2018—2019多年工作计划第19-27段所述;

I. 引言

A. 背景和目标

1. 2016年,粮安委按照《多年工作计划》要求,举办了一次题为“城镇化和农村转型及其对粮食安全和营养的影响”的论坛,“以更好地了解当前问题,确定粮安委应该关注的政策重点领域及粮安委可能发挥的作用”。
2. 随后在粮安委第43届会议期间举办的一次论坛上,粮安委相关方以一份综合背景文件¹作为基础,首次就城乡统筹方法的相关挑战、机遇和所产生的积极成果交流了看法和实践经验。
3. 《新城市议程》通过后,粮安委要求城镇化和农村转型开放性工作组于2017年召开会议,共同确定一项进程,在城乡动态变化背景下总结出实现粮食安全和营养的相关经验和有效政策方法。
4. 开放性工作组经内部磋商后,已通过粮食安全和营养全球论坛面向全球范围征集有关将城乡统筹作为重点的相关经验和有效政策方法的简短材料,具体涉及以下主题:治理、可持续性、粮食系统以及社会、经济公平性。
5. 文件将汇总城乡动态变化背景下与粮食安全和营养相关的部分经验和政策方法,从中找出关键要点。在介绍相关经验前,文件首先对城镇化、农村转型及粮食系统变化的当前动态变化进行全面总结,同时也对全球政策环境进行全面回顾。
6. 本文希望达到两重目标,既为粮安委相关方提供信息,又激发就粮安委未来可能发挥的作用展开进一步讨论。虽然认识到通过从全球范围征集到的相关经验不一定具有地域代表性,同时也不能全方位涵盖城镇化和农村转型这一主题下所有动态变化,但文中介绍的相关经验仍有助于各方深入了解在努力满足城乡人们需求的过程中粮食和农业相关政策/投资的设计/调整情况。

¹ 提交给粮安委论坛的背景文件“城镇化和农村转型及其对粮食安全和营养的影响:政策重点领域及粮安委可能发挥的作用”(CFS 2016/43/11) - <http://www.fao.org/3/a-mr205e.pdf>

B. 方法

7. 本文件编写过程共分四步：

- 1) 对全球范围内征集到的材料进行筛选 – 对全球范围内征集的有关粮食安全和营养的 93 份材料²进行初步筛选后，技术工作组（由粮农组织、农发基金、粮食署、联合国系统营养问题常设委员会、联合国人居署、粮安委民间社会机制和粮安委私营部门机制的代表组成）制作了一份矩阵图（见 53 页），将经验和政策方法按三大主题领域（1. 治理、粮食系统和地区规划；2. 劳动力、商品及服务的流动；3. 可持续粮食系统促进健康膳食）和五大跨部门议题（1. 健康/营养；2. 环境/气候变化；3. 抵御风险和危机；4. 社会、经济公平性；5. 能力建设、消费者意识、教育）分门别类。
- 2) 对经验的筛选 – 矩阵排列的方法有助于按照开放性工作组确定的前两项标准对各项经验进行初步筛选（见本文件附件），即侧重于城乡统筹关系以及对粮食安全和营养的影响/相关性。随后按照本文中介绍的开放性工作组确定的附加标准（不利因素；公平性；创新及变革）对结果进行进一步筛选。本文将在介绍相关经验之前，对矩阵中提及的每项主题领域做简要介绍。
- 3) 分析经验，确定关键点 – 在完成以上审核程序后，为使整个过程更加严谨，技术工作组认为有必要增加更多样化的分地域、分主题数据，因此就上文提及的三大主题领域总结了一整套关键点。在分析经验的基础上，又利用常驻罗马各机构内外目前正在开展的其他研究工作作为补充，确定了其它关键点；
- 4) 确定政策启示 – 对矩阵中总结的经验和对每项主题领域确定的关键点进行分析后，已单独整理出几大类政策启示，可为粮安委相关讨论提供指导，并促进现有政策工具/建议和粮安委目前工作流程之间的对接。

C. 全球背景

8. 据估计，世界人口的 50% 以上，约 39 亿人，目前生活在城镇，属于城市地区，这一比例到 2050 年预计将升至 67%³。

9. 同时，农村经济转型主要体现在收入来源和产品多样化以及对非农活动依赖性的不断加大。⁴ 与转型同时出现的还有农业生产率的提高，这已成为农村的主要特征⁵。

² 征集有关城乡动态变化背景下实现粮食安全和营养的相关经验和有效政策方法的通知。会议记录，<http://www.fao.org/fsnforum/activities/discussions/call-urbanization-rural-transformation>

³ 联合国经济社会事务部。2014。对世界城镇化前景的修正

⁴ Berdegúe, Rosada 和 Bebbington 2013

⁵ 《粮食及农业前景》，粮农组织 2016。

10. 此外，为满足城镇人口的需求，粮食系统也正在随之出现变化，同时也在改变着农村地区。近几十年，该产业已随着技术进步、膳食习惯不断变化、城镇化以及劳动力中女性比例上升而不断扩大。该产业还反过来以多种方式推动着膳食习惯的变化。虽然国产粮食仍占主导地位，但进口粮食已在满足需求方面发挥着越来越重要的作用。各种批发和零售市场已成为将农村及农业主导地区与小城镇和城市中心联系起来的纽带。从全球看，食品产业总价值高达 7 万亿美元（占世界经济总量的 10%）⁶。

11. 实证表明，快速城镇化可能会因为生活方式转变和对低质量进口食品的依赖性加大而引发膳食相关疾病，导致膳食不均衡、不健康⁷。因此，粮食系统应重新定位，不仅要供应食品，还要确保人人都能获得优质膳食⁸。

12. 在数字化技术主导的当今世界上，城镇化、高收入但收入来源不断变化等因素正在改变人们对食品种类、外观、口味、销售方法等方面的要求⁹。城镇大市场的需求为粮食系统和小农带来了多种机遇。粮食系统应在新技术基础上提升仓储、运输、食品加工能力。在世界某些地方，为满足此类需求带来的结果是，土地不断整合，中型农场在粮食生产中的重要性不断提升。在基础设施、信贷和其他相关设施缺失或发展过慢的地方，很多农民和农村人口可能难以从新发展动态中获益。

13. 世界贫困人口约有 78% 生活在农村地区，日均生活费用不足 2 美元，63% 的贫困人口以务农为生¹⁰。同时，城市贫困人口比例也在不断上升¹¹。联合国人居署估计，发展中国家城市人口中约有 45% 生活在贫民窟，或无法享受充足的空间、坚固的住房、安全的居住环境、安全的供水、卫生设施和价格平抑的安全食品¹²。快速增长、无规划的非正式居住点往往位于城市中最容易受到危害的地区，导致城市贫困人口面临更严重的洪灾和其它气候灾害风险。

14. 目前引起各方严重关切的问题包括气候变化、自然资源可持续利用以及人口变化趋势，如生育率变化，人口快速增长，女性就业率上升，包括农业就业，部分地区年轻劳动力比例上升，一些地区出现老龄化趋势。这些因素都会以多种方式影响着发展转型，这些方式可能与以往趋势和历史经验均有所差异。体面、高薪酬就业，尤其对青年而言，正日益成为处于不同发展阶段的各区域和各国家面临的巨大挑战。

⁶ Wynberg 2015, Frost 和 Sullivan 2015; 草根资本 (Root Capital) 2015; 美国农业部经济研究局 2016; 麦肯锡 2016

⁷ 《2017 年粮食及农业状况》

⁸ <http://glopan.org/news/foresight-report-food-systems-and-diets>

⁹ 农发基金《2017 年农村发展报告》，《2017 年粮食及农业状况》

¹⁰ Olinto, P.; Beegle, K.; Sobrado, C.; Uematsu, H., 2013. “贫困人口状况：贫困人口在哪里，哪里的极端贫困更难消除，世界贫困人口当前状况如何”。经济前提，世界银行。华盛顿特区。参见：
<http://siteresources.worldbank.org/EXTPREMNET/Resources/EP125.pdf>

¹¹ Mitlin, D. 和 Satterthwaite, D., 2013. 《南方的城市贫困问题：规模和性质》。纽约：Routledge 出版社。

¹² 联合国人居署。2012. 《2012/2013 年世界城市状况报告：城市的繁荣》。内罗毕：联合国人居署。

15. 城镇化、农村转型和整体经济发展背景下的就业机会及其相关的劳动力流动取决于多种推拉因素，成为经济、社会体系转型过程中的驱动力，将农村和城市地区联系在一起。推动因素通常指农村地区缺乏就业机会，拉动因素通常指城市中心或农村中心周围工业发展带来的非农产业的兴起。在很多粮食不安全和营养不良问题高发的国家里，非农城市产业的发展一直缓慢，使人不禁要提出一个问题，食用农产品产业今后几十年是否需要在为不断增加的青年人口创造就业机会方面发挥重要作用。

16. 在农村城镇和中型城市相对较为发达的地区，农业和非农就业机会相对充裕，减贫效果相对较好。换句话说，这种背景下的农村转型是农村地区“两个中间”相互作用的结果¹³：

- i) 农村社会中的“隐性中间层”：指农村城镇的兴起，通过推动对商品、服务和粮食的需求，为经济、社会发展提供潜在的良好基础，为缩短食品供应链创造条件。
- ii) 粮食系统中的“中间环节”：指系统中初级生产之后到最终消费之前各环节，包括粮食等农产品的买卖、加工、包装、销售和储存。

17. 要想在未来创造新的体面就业机会（包括体面的薪酬），其中一部分挑战在于粮食系统各环节以及产后的食品供应链。这些环节能充分调动中小企业及小农并为之赋权，从而创造就业机会，或改善当前劳动条件，使他们在扶持性条件¹⁴的支持下融入市场并从中获益。

18. 发展中国家大批小农仍然无法进入相关市场，他们面临着融入市场和达到需求要求的双重困难。目前尚不清楚到2050年，65亿城市人口、农村转型和粮食系统变化将在多大程度上影响消费者及生产者，尤其是为世界人民生产大多数食物的几亿小农¹⁵。

19. 以上各项驱动力均受社会结构、制度框架和地区资产等因素的影响，导致在国家内部出现较大差异。因此，粮食安全和减贫成果，还有社会包容和粮食系统可持续性，将取决于全球/国家和地方因素的相互作用，同时也取决于农村家庭以及经济、社会行为的多样性。

20. 农村家庭通常从事多项相互关联的经济活动，包括农村和城市活动，正式和非正式活动，务农或非农活动。此外，市场也呈现多样化特征，按经济、种族、宗教、政治、空间和商品因素分成多种类型¹⁶。这就是为何有些国家的转型方式与从非市场化到市场化、农业到工业或从农村到城市的预期流程相背离。这还提

¹³ 粮农组织 2016，“农村转型、农业和粮食系统改革技术研讨会：充分利用实证制定能推动可持续发展、粮食和营养安全以及减贫的政策”，罗马。

¹⁴ 针对小农的更多具体措施相关讨论参见粮安委 2016，“小农与市场联系建议”，罗马。

¹⁵ Seto, K.C.和 Ramankutty, N., 2016。“城镇化和粮食系统之间的隐性联系”。《科学》，352 (6288)，第 943-945 页。

¹⁶ Koppel B., J. Hawkins 和 W. James (编) (1994)，《发展或退化？：亚洲农村工作》

出了一个问題，即农村变革的单方向特征是否能够准确地反映影响农村转型和粮食系统格局的各项共同演化因素之间复杂的相互关系。

21. 上文提及的动态变化表明，要想打造可持续、包容性粮食系统，就必须采用特定的解决方案，此类方案应能反映农村和城市对变革驱动因素的不同反应，瞄准生产者和消费者两个群体，强化机构，并/或提高机构应对此类复杂性的能力。

D. 政策环境

22. 各国政府和国际社会一直将城市和农村发展作为两个单独的“部门”和挑战分别对待，并往往从部门发展的视角加以对待。

23. 过去两年，一系列文件得以通过，其中包括《2030 年可持续发展议程》提出的各项可持续发展目标、《新城市议程》、人居三大会上通过的联合国“营养行动十年”以及《米兰城市粮食政策公约》，表明城乡分割的旧思维已首次被打破，取而代之的是政策环境更趋向统筹安排：

- 可持续发展目标 1 提出要消除极端贫困，可持续发展目标 2 提出要消除饥饿、一切形式的营养不良和提高小农的生产率和收入，而可持续发展目标 11 则提出要“建设包容、安全、有抵御灾害能力的可持续城市和人类住区”，其中具体目标 11.a 提出要“通过加强国家和区域发展规划，帮助城市、近郊区和农村地区建立积极的经济、社会和环境联系”。可持续发展目标 10 呼吁减少各国内部因年龄、性别、残疾、种族、族裔、出身、宗教或经济地位或其他地位等因素而导致的收入不平等，包括与代表权、迁徙和发展援助相关的不平等；
- 《新城市议程》提到“城乡空间连续体”，呼吁各国和各国际机构采取均衡的地区发展措施，在城乡连续体中促进公平增长，不让任何人掉队。该议程还呼吁各方在农村、城市和郊区推广协调一致的粮食安全和营养政策，以促进粮食生产、储存、运输、加工和销售；
- 联合国大会 2016 年宣布的“营养行动十年”（2016-2025 年）为高层对营养问题的重视确立了为期 10 年的窗口，旨在强化营养政策的制定、规划和各相关方的营养相关行动。“营养行动十年”将为其它可持续目标的实现作出贡献；
- 《米兰城市粮食政策条约》为连贯的地区粮食政策提供了一个城市层面的切入点，侧重于可持续粮食系统、综合治理、可持续膳食和营养、社会、经济公平、粮食生产、粮食供应和销售、粮食浪费¹⁷。

24. 这些机制共同为在城乡连续体中实现粮食安全和营养打造了一个全球性有利环境。然而，各国政府和其他利益相关方在制定和实施自身政策的过程中，依然迫切需要获得相关工具和支持。

¹⁷ <http://www.milanurbanfoodpolicypact.org/wp-content/uploads/2016/06/Milan-Urban-Food-Policy-Pact-EN.pdf>

II. 部分经验及关键点介绍

A. 治理和地区粮食系统规划

25. 全球粮食系统的影响在不断加大，其原因与粮食生产、贸易和消费方式的重要变化有着关联。这些变化带来的后果包括对小农生存能力和抵御能力、市场准入、加工活动、商品及服务的流动、劳动机会的创造以及城乡弱势群体健康状况等方面的影响。

26. 各方日益认识到，为应对这些挑战，就必须从造福城乡人口的目的出发，努力追求更加统筹的地区发展和更加均衡的城乡联系（Dubbeling等，2016）。要消除贫困和饥饿，光靠部门政策是不够的，还需要从粮食系统方法的角度出发，对政策措施和激励机制进行评估，并考虑到地理、社会、经济和体制因素相互作用所带来的局限。

27. 虽然在全球政策环境中可以看到加强城乡之间联系的概念性转变，但仍有必要将这些概念转化成包容性、多部门、多层次治理的具体模式，从而改善城乡关系，确保受粮食安全和营养问题影响最严重的人们能够参与其中，尤其是边缘化人群和小规模生产者。

28. 对于大大小小的市、镇、村而言，如果没有相关机制来促进与粮食系统治理中发挥作用的公共实体开展参与式决策和跨部门合作，就无法有效地为居民提供支持。要想采用以人权为中心的地方性、自下而上的方法来应对各类粮食安全和可持续膳食相关问题，就需要开发新的政策工具，并转向采用“粮食系统多级治理”机制，采用创新的参与方式制定和实施地方粮食政策。城乡空间连续体的理念与各级政府治理连续体的理念息息相关，涵盖从紧急情况应对到长期发展全过程，实际上是一个“粮食系统关注”连续体¹⁸。

29. 当由于政策的不明晰而局限了对土地改良的投资，继而阻碍了产出时，粮食系统地区规划就是应对土地权属不安全问题的潜在途径。除了土地相关问题外，粮食系统地区规划还可能有助于解决整个粮食系统中与供应、物流、正规和非正规批发、零售商的销售、公共销售网点和粮食浪费相关的问题。

30. 下文介绍的四项经验为此类机制提供了多样化、创新性的范例，其中包括：哥伦比亚安蒂奥基亚省麦德林地区（Medellin-Antioquia）建立一个机构间联盟，专门负责按照一项统一、全面的政策打造食用农产品系统。在温哥华，区域粮食系统方法被转化为一项区域粮食系统战略，由多个部门和机构参与其中。在内罗毕，市议会与一个民间社会组织结成伙伴关系，致力于加强地方政府推动实施

¹⁸ “粮食、农业和城市 – 不断实现城市化的世界所面临的粮食和营养安全、农业及生态系统管理等相关挑战”（粮农组织 2012）。

《城市农业推动和监管法案》的技术能力。在秘鲁，国家政府已与国际农发基金合作实施一项地区发展计划，专门瞄准最容易受贫困和饥饿困扰的人群。

从经验中得出的关键点

- 在城乡动态不断变化的背景下，在公共部门推广多层级机构安排和动员多利益相关方有助于成功应对可持续粮食安全和营养相关挑战；
- 地方综合规划，如城市地区发展方法和地区发展方法，有助于确保城乡之间形成合力和实现均衡发展，具体措施包括支持发展更强大的地方或地区粮食系统，帮助消费者购买当地食品以促进可持续膳食，支持小规模粮食生产者和销售商进入市场，期间特别关注边缘化和/或粮食不安全家庭；
- 有必要加强各级地方机构和政府的技术能力，尤其是小城市和农村小镇的机构和政府能力，并获得应对粮食系统动态变化所需的必要技能。

技术工作组提出的其它政策考量因素

各方在不断加大对以下各项的关注：

- 统一国家政策、部门政策和地方发展战略，以贴合具体挑战和机遇；
- 认识到地方政府所发挥的日益重要的核心作用，尤其是小城市和农村小镇地方主管部门，将其视为粮食安全和营养治理领域的新兴行动方；
- 加强地方机构和政府的能力，包括省级地方政府、小城市和农村小镇的能力，处理好城乡内部和城乡之间存在的不平等现象。为此，关键要确保向公民提供分类数据，通过问责保障其财务自主权和合法性，同时统一程序及法规框架；
- 认识到光靠对话或多利益相关方平台并不能自动营造出一个包容、公平、透明、负责任的流程，也不能自动促进粮食安全和营养，或实现充足食物权；
- 解决粮食系统各项活动面临的土地权属不安全问题 and 政策不明晰问题。城市和地区粮食系统规划可能成为一项跨部门政策手段，但必须让政府部门、社区及其它相关方共同参与。

良好生活联盟（Alianza por el Buen Vivir），

麦德林市（哥伦比亚） - 粮农组织

主要负责单位

麦德林市长办公室

日期/时间框架

2016 年至 2019 年

经费来源

公共经费

地点

哥伦比亚安蒂奥基亚省

背景/环境

在过去几十年里，政府已为农村发展尝试了同样的老方案：提高主粮的产量和生产力，农村技术咨询，与外国的自由贸易政策，农业和畜牧业生产融资机制，以及鼓励外商直接投资尤其把重点放在采掘业上。

这些政策一直是无效且适得其反，因为产量和生产力的提高并没有转化为农民收入的增加。绝大多数农村生产者没有从新的国外市场准入中直接受益，融资机制没有能力包括绝大多数的最有需要的农民，而且在很多情况下，矿区是国家最贫穷、暴力冲突最严重的区域。

方法/目标

“良好生活联盟”是哥伦比亚安蒂奥基亚省的一个干预模型，其代表麦德林市长办公室、安蒂奥基亚地方政府、巴埃雷阿布拉大都会区和粮农组织的机构间利益，在一个单一的综合政策下全面协调农产品系统：

- 最大限度地减少新鲜和加工食品行业的市场失灵。这些市场失灵包括中介费用高、信息不对称、垄断（不正当竞争）及负面环境影响（外部性）。
- 通过赠款和优化其成本和费用矩阵的财政及非财政转移，促进和提高农产品和农产品加工业部门的公司和特定利益相关方的发展和竞争力。
- 支持社会、公共、私营和学术界的利益相关方的联合和组织，促进规模经济和知识转让，使特定项目的金融资源最大化。

“良好生活联盟”致力于：

1. 使来自农村和城市的最需要帮助的社会经济阶层的人民都受益，以增进其福祉为明确目标。
2. 发展和建立改进社会结构的协会和网络，并优化生产率和规模经济。
3. 承担对该区域产生更大影响的大型开发项目。
4. 确保该影响不仅在社会层面得到衡量，而且在环境可持续性方面也使整个自然系统受益。
5. 联合私营和/或社会实体的联盟或协会一起开展项目，提供更快的速度、知识转让、进程连续性，以及更佳的管理和风险分担。

经验/进程的关键特征

项目结果面向：

- 提高生产系统的效率，并向中小规模生产者所承担的进程增加价值。
- 在选定用于满足当地和区域食品需求的物品和市镇中，提高市场链各环节效率。
- 在所选物品的农产品系统中，实施优化自然资源利用的战略。
- 应用能使农产品系统效率更高的信息和通信技术。

该项目成效将通过培训与技术援助、持续支持、经费及基础设施来实现，所有这些都有助于增加安全食品生产和消费的能力建设，鼓励健康的生活方式和卫生的食品条件，通过提高供给子系统的效率来促进家庭农业与当地和/或区域市场间的协调，基于基本食品篮中的物品来节省食品成本并产生收入。

关键利益相关方及其作用

- 该联盟的机构间协调由链条中的三个基本阶段组成：
- 次区域食品的生产和生产力（由安蒂奥基亚地方政府管理），
- 分配和运输（由瓦莱德阿布拉大都会区管理），
- 消费和营销（由麦德林市长办公室管理）。
- 这三个机构组成三方委员会，负责以下三项公共目标：
- 中小规模生产者协会
- 物流与运输公司和商人
- 贸易商、中型商店和家庭消费者

重点关注三个主要干预目标：家庭收入和就业培训，尽量减少中介和牟利，以及在降低销售价格的同时提高农产品质量。

粮农组织作为国际组织正全面地参与该项目，通过提供技术援助和咨询，经验交流，以及监测和后续跟进项目指标和结果。

虽然不同机构在项目中都发挥了非常特别的作用，但重要的是要注意到协调和联合工作才是项目可持续性和成功的保证。

观察到的涉及粮食安全和营养改善的主要变化

农村贫困和缺乏粮食与营养安全是同一问题的两个方面。农民从生产中获益不多，消费者为低质食品支付高价，因为这两个群体都面对的是一个基于垄断和牟利的农产品系统，相互脱节的公共政策几乎没有影响力，其属短期性质并且基于实际上并不存在且不符合全球趋势的行业战略规划。

因此，“良好生活联盟”寻求具体成果以应对农产品链的低效率，这基于以下两项关键的预期成果：

- 通过提高供应链和生产系统的生产力和效率，使中小规模食品生产者的收入增加 15%。
- 食品的购买价格下降 15%，改善最脆弱家庭的粮食安全和营养。

面临的挑战及如何克服

按照各机构的概况和领域开展面向目标和成果的机构协调非常复杂，这对于如何管理项目的方法而言也是如此。这一挑战已得到逐渐克服，通过来自机构的具有不同背景和经验的个人参加定期会议，帮助打下更为坚实的基础。

来自不同机构的参与项目制定的公务员可用时间有限意味着时间框架被延长。这一挑战已经得到克服，归功于所参与的机构愿意提供专职于项目制定的官员。

经验教训/关键点

每一个机构都为建议的制定提供资源，这表明是正确的协调，使农产品系统中的所有利益相关方都受益，并防止开展不可持续的单一干预措施。

不同利益相关方之间就不同情况进行经常性的项目沟通和延伸服务已将更多对此过程感兴趣的个人联系起来，有助于充实干预建议。

区域粮食系统战略，温哥华（加拿大）

主要负责单位

大温哥华地区委员会

日期/时间框架

2011 年至今

资金来源

区域粮食系统战略从其开始实施的 2011 年至 2014 年间未有相关预算。在行动计划开始实施后，区域粮食系统战略将仍旧没有确切预算。

地点

加拿大 – 大温哥华地区

背景/环境

在温哥华，越来越多的人担心肥胖率上升、食品安全问题、土地流失、物价上涨、鱼群耗竭、粮食浪费、农药和化肥的使用、污染、地方市场衰竭、粮食产生的大量碳足迹等。粮食系统全球化和人口快速增长给资源与当地农民带来了巨大

压力。在不列颠哥伦比亚省，上世纪 70 年代 86% 的粮食在当地生产；2010 年只有 43% 在当地生产。然而，现在人们又重新对种粮食、烹制健康餐食和购买当地生产的粮食感兴趣。但不列颠哥伦比亚省农民的平均年龄是 57 岁，该省只有 6% 的农民在 35 岁以下。当地粮食供应和不断上升的需求之间存在缺口，需要由当地政府采取行动来解决。

重点/目标

大温哥华地区在 2011 年采用区域粮食系统战略，远景是创造“一个可持续、恢复能力强、健康的粮食体系，造福于所有居民，促进区域经济繁荣，同时保护大温哥华地区的生态遗产”。

区域粮食系统战略包含五大目标，旨在减缓粮食系统服务带来的负面影响，促进积极发展，包括在区域层面提高公众参与和充分利用相互依存关系所形成的合力。

经验/进程的关键特征

目标/目的	行动
目标 1：提高当地生产粮食的能力 1.1 保护粮食生产所需的农业用地 1.2 修复鱼类栖居地、保护海产品的可持续来源 1.3 促进扩大农业生产 1.4 对新一代粮食生产者进行投资 1.5 扩大城镇地区商业化粮食生产	<ul style="list-style-type: none"> • 通过实施大温哥华地区 2040 年计划，保护农业用地； • 实施指导准则，修复和加强鱼类栖居地建设； • 对灌溉和排水基础设施进行投资，帮助农民扩大粮食生产； • 促进城镇地区商业化粮食生产； • 通过实施市政规章和执法活动，解决农田非法填埋问题。
目标 2：提高粮食部门财务发展能力 2.1 提高当地食品加工、贮存和分销水平 2.2 将当地食品纳入大型公共机构采购政策中 2.3 创造更多直接销售当地食品的机会 2.4 进一步发展食品领域的价值链 2.5 对政府政策与计划进行审查，确保能够促进当地食品领域进一步扩大。	<ul style="list-style-type: none"> • 审查政策，把当地食品纳入采购协定； • 拓宽当地食品的营销渠道（将城市用地租赁给农民市场、市级层面提供服务、推广农场参观、活动等） • 制定计划解决食品相关问题，对法规、章程和政策进行审查，扫清障碍，为当地食品企业创建一个更加有利的商业环境。
目标 3：人们做出健康、可持续的食品选择 3.1 促进居民做出健康的食品选择 3.2 宣传食品选择如何促进可持续发展 3.3 提升学生对食品的认识和做出健康食品选择的能力 3.4 赞扬当地食品的味道和当地佳肴多样性	<ul style="list-style-type: none"> • 吸纳教育机构参与，每年举办相应活动； • 启动一项旨在提高学生管理并扩大教育园的计划，支持在当地博物馆增加关于农业的内容及计划； • 制定新课程，帮助中小学老师和学生将“食品系统”的概念带入课堂。

<p>目标 4：每个人都能获得健康、文化多样、买得起的食品</p> <p>4.1 提高弱势群体获取有营养食物的能力</p> <p>4.2 鼓励城镇农业发展</p> <p>4.3 促进非盈利组织对有营养食品的回收</p>	<ul style="list-style-type: none"> • 启动试点项目，允许居民养蜂和在城镇地区养鸡； • 开展关于如何提高社会福利住房粮食安全水平的研究； • 对促进弱势人口获取食物计划给予支持； • 为居民建立社区公园。
<p>目标 5：建立与生态健康相一致的粮食体系</p> <p>5.1 保护和加强生态系统产品与服务</p> <p>5.2 减少粮食系统浪费</p> <p>5.3 促进采用对环境可持续发展有益的做法</p> <p>5.4 对气候变化影响做准备</p>	<ul style="list-style-type: none"> • 制定一体化雨水管理计划，对城镇地区水资源流动进行管理，应对其给水生和陆生物种、植被管理以及地下水补给造成的影响； • 作为区域有机浪费禁令的一部分，通过媒体宣传、介绍减少有机浪费和粮食浪费的方法等形式，向居民和企业介绍粮食浪费废弃物处理禁令； • 发起支持最佳跨河桥管理实践、马场主和小批量生产商土地管理的倡议； • 制定气候变化适应战略，将气候变化对当地粮食生产影响纳入其中。

主要参与方及其作用

多样化的利益相关者都参与了这一进程，包括当地政府、私营部门、非政府组织、社区群体、教育机构、省级卫生部门、粮食银行、慈善组织等，大温哥华地区及其成员鼓励这些利益相关者的参与，这对实施行动计划也有大有裨益。他们的参与旨在推动新想法的产生、开展能力培训、解决问题，最终目标是给区域粮食系统重新注入活力。

面临的挑战

当地政府有许多不同的优先重点工作和义务。整个区域内，缺少解决粮食和农业问题的资源，每个不同城市对解决农产品问题的切入点和方式存在不一致，这使得在不同部门及区域内进行协调非常困难。当地政府条块分割的特点也限制了政府部门在不同管辖范围内形成合力的能力。对解决粮食系统问题展现出的不同政治承诺水平，往往导致有关行动之所以得以完成，并不是因为该行动是战略性优先重点，而是因为具备人力和财力来完成有关行动。

经验教训/关键点

为提高城镇粮食系统水平，这要以生态系统为基础，将城市与区域联动考虑的方法。污染物、农药、废气、污水排放等不受政治边界约束，对我们粮食供应所依赖的自然资源造成损害。一个城市-区域粮食系统的方法需要充分理解农业城市之间不同且相关依赖的关系，有些农业城市关注保护农业用地和扩大商业化粮食

生产，有些农业用地较少的城市则通过农民市场、促进城镇农业发展等活动，提高居民对当地食品的认识，为居民创造社会福利。让当地政府认识并理解各自不同职责及相互依存的关系，对有效扩大当地食品生产发挥关键作用。利益相关方的参与至关重要，这将帮助每个社区提高自身解决粮食问题的能力，同时还能共同合作，采取跨领域行动，并相互学习。有必要继续在整个领域对创新型方法进行投资并扩大，同时提出新的倡议来应对持续存在的挑战和新出现的区域粮食系统问题。

地方政府的能力建设，内罗毕郡（肯尼亚） - 肯尼亚
环境学院（Mazingira Institute）

支持单位

肯尼亚环境学院（Mazingira Institute）

主要负责单位

内罗毕郡

日期/时间框架

2015 年至 2017 年

经费来源

内罗毕郡和肯尼亚环境学院调拨的培训经费，来自加拿大屋顶基金会（Rooftops Canada）、加拿大全球事务部和加拿大国际发展研究中心。

地点

肯尼亚内罗毕

背景/环境

2010 年已确定居住在该市非正式定居点的大多数儿童营养不良，其他非洲城市也是如此，主要是由于低收入和缺乏就业使许多人买不起食物。

2013 年，内罗毕市政府根据《2010 年宪法》权力下放开始负责该市的农业。2015 年，内罗毕市政府通过了《城市农业促进和管理法案》 - 在肯尼亚《宪法》和包括粮食权的《权利法案》下制定 - 在肯尼亚的体制结构框架内，以落实可持续发展目标和可持续的韧性城市。该法案的重点是消除饥饿和减轻贫困，同时保护食品安全和环境。

重点/目标

在非洲城市对广泛存在的城市农业现象的忽视已有很长历史，且存在对其限制或者忽视的立法史。粮食安全本身直到最近才成为当地城市政府的优先重点。

同样，各种相关专业如城镇规划和城市设计以及公共卫生管理，都没有恰当地把这些主题纳入其专业培训课程。

这一经历是关于政府与民间社会之间的合作，来支持在非洲东部地区的一个主要大城市改善治理和粮食系统管理。总体目标是发展地方政府执行《2015 年城市农业促进和管理法案》的能力，通过与肯尼亚环境学院合作，进行为期两天的关于城市粮食系统和农业的跨部门培训。

经验的关键特征

培训课程包括五个模块：

模块 1：城市粮食生产和农业

- a) 内罗毕郡农业介绍和2015年内罗毕郡《城市农业促进和管理法案》
- b) 非洲和全球的城市农业
- c) 粮食系统中的城市农业和废弃物管理
- d) 关于实施2015年法案的讨论

模块 2：城市粮食系统政策与规划

- e) 城市农业粮食系统
- f) 城市粮食系统：全球政策挑战
- g) 粮食系统中的地方政府管辖权
- h) 粮食系统中的其他利益相关方
- i) 关于内罗毕部门间机遇和挑战的讨论

模块 3：城市粮食系统的规划与设计

- j) 城市粮食系统的规划与设计中的挑战
- k) 需要规划和设计的城市粮食系统的构成
- l) 内罗毕粮食空间类型
- m) 国家合作住房联盟住房合作社的案例
- n) 关于内罗毕粮食系统规划和设计的讨论

模块 4：城市和区域粮食经济

- o) 城市农业、收入和贫困
- p) 生态农业与世贸组织和贸易协定
- q) 使当地和区域粮食经济起作用
- r) 小农脱贫服务和计划
- s) 关于内罗毕郡粮食系统作为生产部门的讨论

模块 5：城市粮食和营养安全

- t) 全球和非洲的城市粮食和营养安全
- u) 充足粮食和营养的权利 – 城市农业如何发挥作用
- v) 兽医公共卫生和牲畜消费 – 内罗毕的经验
- w) 水产养殖，渔业和水资源管理
- x) 内罗毕郡的发展方向

课程结束后，与国际城市区域粮食系统培训小组协商，内罗毕市和肯尼亚环境学院为其成员，决定增加第六个涵盖废弃物管理和再利用的培训模块。

主要参与方及其作用

该进程始终由内罗毕郡农业、畜牧业、渔业、林业和自然资源部门来领导。来自农业、畜牧业、渔业等各个部门的官员，为市政府自己所在部门和其他部门的官员准备了培训材料。为此设立了一个工作组。

肯尼亚环境学院的工作人员作为工作组成员，与城市工作人员充分合作，准备培训材料并提供培训课程。

加拿大多伦多市参加了“粮食战略”主管人员的培训课程。多伦多是城市区域粮食系统培训小组的成员之一，正在当地进行平行培训。

观察到的涉及粮食安全和营养以及可持续农业和粮食系统的关键变化

无论是评估《内罗毕城市农业推广和管理法案》，还是评估 2016 年 3 月的培训课程的影响都为时过早，尽管研讨会后评估是有利的。衡量内罗毕 – 特别是低收入非正式定居点 – 的粮食和营养安全应该在以后进行，评估与 2010 年数据有关的关键指标的任何变化。

经验教训/关键点

虽然城市贫困和饥饿的确需要来自广泛的有关机构的持续合作投入，但是特别需要内罗毕郡政府所表现出的这种决定性的领导力。

地区发展方法，秘鲁 – 国际农发基金

支持单位

国际农业发展基金（农发基金）与秘鲁共和国合作。

主要负责单位

秘鲁农业和灌溉部是主要执行机构，与农发基金合作，后者负责提供实施支持、监督和评估。

日期/时间框架

2016 年 10 月至 2022 年 12 月

经费来源

整个项目主体总计 7000 多万美元，组成包括：农发基金贷款（2850 万美元）；秘鲁政府捐款（3880 万美元）；项目受益人（720 万美元）。项目总成本：7450 万美元。

地点

该项目区包括在阿普里马克（Apurímac）、埃奈（Ene）和曼塔罗河谷（Mantaro Rivers Valley）（简称“VRAEM”）七个省份的 27 个市政区域，这一地缘政治区域位于秘鲁中部，座落在库斯科（Cusco）、阿普里马克（Apurímac）、阿亚库乔（Ayacucho）、万卡韦利卡（Huancavelica）和胡宁（Junín）地区。该项目区位于中部科迪勒拉和东安第斯山脉以及安第斯山脉亚马逊河斜坡的相互依赖的洼地之间，包括 3000 到 4500 米之间的高山，1500 至 3000 米之间的安第斯山间峡谷，300 至 1500 米之间的山前或森林区域以及低于 300 米的亚马逊部分平原或丛林。

背景/环境

该项目区具有很高的极端贫困发生率，且大部分未得到国家开发。在二十世纪八十年代影响秘鲁的长期冲突恶化了该地区局面。在阿普里马克（Apurímac）、埃奈（Ene）和曼塔罗河谷（Mantaro Rivers Valley）（简称“VRAEM”），非法毒品贩运泛滥，在那里有光辉道路（Sendero Luminoso）游击队组织的残余部队，如今与贩毒有关。根据当地标准，项目区内农村人口约为 75%，城市人口约 25%；74% 的人口生活在贫困线以下，其中 39% 为极端贫困，33% 为贫困 – 使这些地区成为国家最脆弱的地区。在项目区居民中，73% 为 29 岁以下，66% 为土著居民。

重点/目标

该项目侧重于三个相互关联的目标：

- 包括省级和地方政府的地域内机构能力建设，以及支持改善公共物品和财产的倡议。
- 在潜在的项目受益者之间发展可持续的协会网络，促进和扩大经济发展和社会包容性的机会，为利益集团如农民组织的经济活动提供支持，连同对家庭和协会的普惠金融。
- 加强地域内的连通性，特别侧重于促进市场准入，通过创业或者与公立或协会微型企业签订合同来创造就业机会，负责日常道路的维护，在社区一级提供灌溉基础设施，并且促进集水和集蓄。

经验/进程的关键特征

以下补充措施旨在确保项目使那些对贫困和饥饿最脆弱的家庭受益，同时促进地区全面转型：

- 地区发展措施结合了两个主要内容：（i）体制发展，以促进当地和外部代理人之间的磋商，并将贫困人口纳入生产转型过程和效益；和（ii）生产转型，将地区经济与动态市场相连接。
- 重点关注参与式、社区驱动型发展，通过社区组织代表来设计和实施子项目，其优先考虑改善贫困群体获得社会、人力、金融和实物资产的途径。
- 社会包容是跨领域的。因此，与贫困群体组织 – 特别是小农户和土著农民团体合作，承认并确保这些群体对有形和无形资产的权利是重点。

主要参与方及其作用

- 项目负责机构是秘鲁农业和灌溉部，由省级和市级行政部门密切协调配合。
- 项目执行将由项目协调单位负责，其由一名项目协调员和以下领域的八名专家组成：（i）监测与评估；（ii）金融包容性；（iii）创业精神；（iv）基础设施；（v）自然资源管理和气候变化；（vi）社会包容性；（vii）行政；和（viii）会计和支持人员。每个地方机构都有一个由协调员、行政助理和各种专家组成的团队。
- 在任何情况下，项目执行专家都将与当地的设计和执​​行小组合作，后者主要负责子项目的实施。

观察到的涉及粮食安全和营养以及可持续农业和粮食系统的关键变化

粮食安全和营养方面的预期效益包括：农业社区实物资产的增加；农业生产力的提高；更可持续的自然资源管理；目标地区贫穷消费者增加对负担得起的粮食的获取；社会资本的增加，以促进小农农民经济协会的启动和发展，提高他们获得价值链的机会，并促进他们获得地区发展带来的益处。长远而言，预计所有这些将导致该地区粮食的获取和可供量得以改善。

面临的挑战

主要挑战涉及：（i）机构能力；和（ii）可能要在确保粮食不安全群体（例如侧重于贫困群体和地区）利益的针对性方法与旨在实现地域全面发展的整体/多方面的方法之间权衡取舍。

首先，虽然已经制定了一些制定权力下放治理体系的措施，但相关机构的能力往往不足。同样，组织间为粮食不安全群体在设计和实施倡议方面作出贡献的能力也普遍较弱。因此，提供国内和地方一级的培训在短期内是必不可少的；这同样适用于长期方法，以确保获得地域发展相关教育和培训，后者则意味着需要与具有特定人力资源和教育任务的地方、国家和国际机构合作。

在第二种情况下，在针对性和更广泛的地域发展倡议之间达成适当组合对于相对较小的项目来说并不简单。参与国家和次国家政策过程，侧重于为与类似（互补）地域倡议分享成果的知识管理，以及优先考虑学习和培训系统，都是可以促进相对针对性的当地方法向更广地域转移的措施。

经验教训/关键点

- 5) 单个项目需要在针对性和整体性的方法之间找到适当的组合和互补性。针对性的方法不仅需要用扶贫方法来帮助粮食不安全的群体，而且要在资源有限的情况下，把重点放在项目能带来附加值的专题领域。然而，地区发展自身需要考虑一个整体性的方法，以整合支撑社区网络发展的不同条件要素。
- 6) 单个项目需要与更广泛的参与者、政策和方法联系和协调，以便适当地解决地方参与者所面临的多方面的限制因素。
- 7) 地区发展必须基于以人为本的方法，面向粮食不安全群体，使其能够参与其中。
- 8) 地方参与者 – 特别是粮食不安全群体 – 必须被放在旨在使其受益的倡议的设计和实施的中心位置，并在地域治理体系中得以体现。同时，这些群体之间以及国内和地方当局之间的能力发展也将需要确保长期得到改进。

B. 劳动力和人员、商品及服务的流动

31. 城乡两地之间的联系通常从人员、商品、信息、资金、垃圾、社会关系的空间流动加以界定。这些流动实际上就是城乡联系的具体体现，源自农业、工业和服务业这几个大部门之间存在的“功能关系”¹⁹。其中多项联系直接或间接与粮食和营养有关²⁰。

32. 从文献²¹和以往经验可以发现，发展中国家对商品和服务的国内需求增加、产品加工的创新、投资、多元化和差异化以及国际贸易都有助于创造就业机会。这些机会不仅存在于农业或工业生产中，还延伸到粮食系统的其他环节，同时还存在于服务业中。

33. 对农村和小农农业而言，要想提高自身生产更多、更好的产品并融入粮食系统的能力，关键仍在于解决结构性限制问题，其中支持创造就业机会和改善粮食系统和城乡连续体中的劳动条件将尤为重要²²。

¹⁹ Tacoli, C., 2015. “城乡关系的关键作用”。萨赫勒和西非周，2015年博览会。参见

<http://www.oecd.org/swac-expo-milano/presentationsanddocuments/session-1-insight-tacoli-ii.pdf>

²⁰ Forster, T.; Santini, G.; Edwards, D.; Flanagan, K.; Taguchi, M. 2015. “通过城市地区粮食系统加强城乡联系”，区域发展对话的联合国区域发展中心 – 联合国人居署联合专刊，第35期“城乡联系为《新城市议程》助力”。

²¹ 《2013年世界发展报告：就业》，世界银行，华盛顿特区。

²² 粮农组织 2016，《粮食和农业的未来》，粮农组织，罗马。

34. 即便在世界上最贫困的地区，在撒哈拉以南非洲和南亚地区，城镇化和粮食系统中的变化都在改变着经济、社会格局。非洲和亚洲各国的粮食供应主要来自国内市场。快速城镇化和数字化技术正给农村地区及农业产业带来新的动态变化和新挑战。对水果、蔬菜和肉类需求的增加为农业领域收入多样化和体面就业提供了机遇²³。

35. 解决农村地区结构性挑战的核心是基础设施建设和人力资本开发。很多小农长期面临经济、社会局限因素，同时还面临法规制约，导致低收入、低积蓄、低投资。缺乏技术进一步增加了他们的负担，其他问题还包括难以获得运输、供电和推广服务，使得小农难以融入粮食系统。

36. 社会保护计划和安全网是为加入劳动大军的越来越多的青年以及务农和从事其它行业的弱势女性群体提供技能培训的必要支持。此类计划有助于帮助青年顺利实现生产性就业，降低人们实现跨部门、跨区域流动的难度²⁴。

37. 发展中国家城乡地区的多数人口在农业部门内外从事非正式家庭创收活动，作为家庭生计多样化的一部分。家庭非农创收活动往往生产率低下，多数使用个体劳动力，但人均收入往往高于务农收入或城市工作的薪酬收入²⁵。为这些非正式组织提供必要的服务和支持，帮助它们融入正式系统可能是一种解决方案，也有助于提高收入，包括上交国家的税费。

38. 引发国内或跨国迁徙的原因有很多，其中包括谋生机会有限，尤其是在农村。尽管迁徙会涉及社会和经济成本，但对流出地和目的地而言，都可能成为一种减贫和发展工具，可利用汇款收入投资于农业和非农创收活动。在另一些情况下，如果缺乏机遇，或人员现有技能无法与所需技能相匹配²⁶，那么迁徙就可能加剧不平等以及粮食和营养不安全现象。研究表明，在撒哈拉以南非洲，农村地区内部迁徙（从农业社区迁往农村小镇）对减贫起到了推动作用²⁷。只要采取措施努力协调好流动，通过减轻城乡之间的不平等管理好导致农村人口外流的推动因素，减少经济、社会成本，促进体面就业，使技能和需求相匹配，那么迁徙所产生的作用就能进一步得到增强。

39. 城乡空间和功能之间的相互依赖和协同合作还通过经济动态、社会关系和环境合力得到进一步明确。城乡之间复杂的相互关系还体现在生态和生物多样性上。生物多样性和强大的生态系统是可持续粮食系统、粮食安全和营养的基石。随着城市地区不断扩张，食品生产日益趋向工业化，作为粮食系统支撑的生态系统的可持续性面临更大风险，可能会遭到破坏，尤其是生物多样性退化。

²³ 《2017 年粮食及农业状况》

²⁴ Kangasniemi M., P. Karfakis 和 M. Knowles (2017), “社会保护在包容性结构转型中的作用”，粮农组织，罗马，未正式出版

²⁵ 世界银行。2014。“撒哈拉以南非洲青年的就业状况”。华盛顿特区。

²⁶ 国际劳工组织。2016。《2016 年世界就业和社会展望报告：改革就业，消除贫困》。瑞士日内瓦。

²⁷ Chrsitiensen, L., Y. Todo, (2014), “城乡转型过程中的减贫—缺失中间层的作用”。《世界发展》，第 63 期，第 43-58 页；Dorosh, P. 和 J. Thurlow (2014), “城市能推动非洲发展吗？对埃塞俄比亚和乌干达的全面经济分析”，《世界发展》，第 63 期，第 113-123 页

40. 相关功能的维护离不开有关生态系统服务和生物多样性规划及管理的讨论，是可持续粮食系统中一项重要内容。因此，必须对农业和其他食品生产模式与社会价值观和社区做法放在一起开展评估。

41. 下文介绍的部分经验将有助于简要了解在粮食安全和营养背景下与城乡之间人员、商品及服务流动相关的多个事项，其中包括：中国为应对快速城镇化带来的多重挑战而采取的多部门综合性国家战略；孟加拉国和尼泊尔通过有机肥料价值链提高土壤肥力的系统便利化方法；阿根廷通过短价值链为困难社区提供优质、价廉的产品；索马里挖掘城乡地区非正式奶类市场的潜在重要作用；吉尔吉斯斯坦通过让农村弱势老龄农民与城市青年对接，发展社区城郊农业和畜牧业生产，促使对传统知识和做法进行调整，使之适应当代生活方式；意大利米兰在脆弱的城郊地区推广新型土地规划和管理制度，以便将环境监管和创造农村就业机会相互结合。

从经验中得出的关键点

强化城乡联系有助于通过以下各项促进粮食安全和营养：

- 解决基础设施缺乏问题，以提高城乡连续体中粮食系统的生产率和可持续性；
- 为城乡生产者创造机遇，帮助他们从地方和区域供应链中获取更多利益；
- 专门为妇女和青年创造农业和非农领域的创收机会，包括社会团结经济；
- 为地区综合土地利用、自然资源和循环经济规划创造机遇；
- 创建机制，以提高废料和副产品的利用率，减少对自然资源的需求，促进城乡之间的协同合作；
- 提供法律框架和相关政策，为创新性社会包容机制和有效非正式措施的保留提供支持；
- 推动城乡伙伴关系的发展，从而促进自然遗产保护和（环境）资源管理以及共同促进经济、社会活动。

技术工作组提出的其它政策考量因素

各方在不断加大对以下各项的关注：

- 加强小城市和农村小镇的能力，使其在为农村人口提供就业机会、市场节点以及行政、金融、教育、社会和医疗服务方面发挥更大作用；
- 利用城市粮食政策和空间规划作为工具，促进地区统筹发展，使城镇化过程更加顺畅、可持续、有规划（减少城市无序扩张，保护土地用于可持续农业生产）；
- 了解因贫迁徙动态并作出应对。

多部门综合性国家战略，中国

支持和主要负责单位

中国农业科学院（中国农科院）

背景/环境

中国自 1978 年开始改革开放以来，大量农村人口迁居城市。中国城镇化率从 1978 年的 17.9% 跃升至 2016 年的 57.4%。中国政府为数以亿计的迁居人口和同样数以亿计的农村人口提供支持，以提高其粮食安全与营养水平。

重点/目标

- 9) 通过工业反哺农业、城镇支持农村的方式，有效促进农业领域的公私投资，旨在提高粮食供给水平和粮食供给稳定水平。
- 10) 在保障口粮供给绝对安全的前提下，根据城镇与农村人口消费模式的改变，对种植结构重新进行适当调整，以确保农产品生产满足消费者需求。
- 11) 在实施土地权属登记和保证农民权属权益基础上，促进可耕地从农村迁居人口向专业化农户的自愿转移，以提高转让人和受让人的收入水平，同时避免土地弃用。
- 12) 加强农村基础设施建设，推广社会化服务，从而促进农业生产，同时确保有需要的迁居人口能够兼职务农，最大程度上减少粮食安全风险。
- 13) 为农民提供培训与支持，尤其是年轻人、女性和老人，以提高迁居人口获得就业的能力，培养专业化粮食生产商，提高农民生计水平。

经验/进程的关键特征

- 14) 提高农业、农村投资水平，从而促进和优化农业领域和非农领域城镇与农村生产性资源，旨在推动工业和农业实现互补，城镇与农村实现互动。
- 15) 落实从下至上与从上至下相结合的方法，鼓励应用因地制宜的创新型发展方法，根据现实需要制定有关支持政策。
- 16) 强调保护农民权属与权利，保障农民生产权和经营权，通过各种手段，促进农民生产与管理水平的提高。
- 17) 加强政策设计与执行。中共中央一号文件多次聚焦城乡一体化发展，目的是解放与促进人力资源与土地资本的流动，同时通过建立和完善农村社会保障网络，规范进入农业领域的工商业资本，从而保障农民在转移土地后的生计安全。

主要参与方及其作用

- 18) 农业部和其他相关政府部委与部门，主要参与政策制定、财政拨款/投资、培训等领域；
- 19) 私营企业，主要开展私营投资，促进农民与市场对接；
- 20) 合作社，主要参与农民市场准入、提供社会化服务；
- 21) 迁居人口，主要参与提高非农就业能力；
- 22) 农民，主要参与提高粮食生产能力。

观察到的涉及粮食安全和营养以及可持续农业和粮食系统的关键变化

- 23) 粮食连续多年增产，2016 年粮食产量达 6.16239 亿吨，远高于 1978 年的 3.0477 亿吨。从 2004 年至 2015 年，粮食产量连续 12 年增产；
- 24) 粮食单产已达每公顷 5452.1 公斤，远高于 1978 年的每公顷 2527.3 公斤；
- 25) 农民收入持续快速增长，2016 年农村人均可支配收入达 1.2363 万元，远高于 1978 年的 133.6 元（名义收入）。自 2009 年以来，城镇与农村收入差距一直在缩小；
- 26) 截至 2016 年底，三分之一的中国土地已完成流转。

面临的挑战

- 27) 农村人口大量流出，大部分是年轻人迁居城市，已导致务农劳动力质量相对下降，因此对农业生产已带来很大影响；
- 28) 随着工商业资本进入农业，资金替代劳动力，小农生产在某种程度上已受到影响；
- 29) 在一个开放市场环境下，粮食市场的价格波动日益剧烈，给城镇和农村地区的农业生活生产与消费都带来一定影响。

有机肥料价值链，孟加拉国和尼泊尔 – 国际环境与发展研究所

支持单位

“国际环发所”（国际环境与发展研究所）

主要负责单位

“实际行动”和国际环发所

日期/时间框架

2016 年

经费来源

英国国际开发署

地点

孟加拉国和尼泊尔

背景/环境

南亚农村地区的有机物质经常短缺。机械化已经用拖拉机代替了耕畜；牲畜养殖正在下降，而且动植物残留物往往主要用于燃料和饲料，而不是返还土壤。与此同时，政府农业政策大量地支持化学肥料，高于有机肥料。由于所有这些趋势，没有足够的有机物质返回田地来延续健康的土壤。

另一方面，城市有机废弃物的产量随着城市化和经济发展显著增长。实际上，都市固体废弃物管理在许多发展中国家依然是城市发展最被忽视的领域之一。虽然存在无机废弃物市场（大多数为非正式），但是对于有机废弃物而言却不是如此。考虑到大量的有机废弃物被产生，将这些物质用于生产目的有明确的潜力，例如能源生产或者再利用和再循环。有机废弃物可以堆积并转变为用于农业生产的肥料，而且能够有助于弥补农村地区有机物质的短缺。将城市有机废弃物转化为肥料正被用作解决孟加拉国和尼泊尔农村地区土壤肥力问题的战略之一。

重点/目标

改良孟加拉国和尼泊尔的土壤肥力，通过合作和对涉及有机肥料和堆肥价值链的市场和参与方观念的系统促进方式。

经验/进程的关键特征

更多利用有机肥料和/或其他改进土壤肥力的方法需要在多个层面协调行动。合作能够解决有机肥料子行业的问题，并实现超出个体参与方或干预能力范围的行动。合作特别需要：

- 与农民及其社区，以理解其制约因素，并帮助形成他们自己生产堆肥的能力；
- 与政策制定者，以确保对投资者、生产者、贸易商和农民有利的环境；并
- 与投资者和制造商，以发展子行业的供给方，包括农业经销商和知识及咨询提供方。

考虑到这一点，在两国都建立了用于驱动创新和协调行动的合作机制。这些合作机制加上行动规划和实施共同议程，涉及到一系列多利益相关方的平台。因此，它们远不只是一个讨论平台，而是要求关键合作伙伴和利益相关方的持续参与。

主要参与方及其作用

“实际行动”孟加拉国 – 负责实施

“实际行动”尼泊尔 – 负责实施

“实际行动”英国 – 负责咨询

国际环境和发展研究所（国际环发所） – 负责咨询并牵头出版物

观察到的涉及粮食安全和营养以及可持续农业和粮食系统的关键变化

在孟加拉国，消费者需要安全食品，且这种需求正在为生产者和营销商创造同样机会。我们观察到的关键变化之一是农民对过量使用化肥和杀虫剂负面影响的认识不断提高。大多数农民说他们在用于生产自己消费粮食的土地里使用有机肥料和堆肥。然而，由于有机肥料供给有限，他们无法用于商业化作物生产。

同时，政策制定者逐渐认识到需要改变现有政策，来为有机肥料价值链创造一个有利环境。这些包括需要放宽许可证政策限制和取消有机肥料生产者拥有他们自己测试样品的实验室的要求。同时，连接农民、政府官员、非政府组织和私营部门的合作机制已能自我发展。

在尼泊尔，农业部土壤管理局负责领导合作机制，与其他利益相关方合作，加强有机肥料价值链。国家长期农业发展战略也强调了需要通过有机物质提高土壤肥力。增加有机肥料的使用能有助于扭转土壤肥力的下降，且也有潜力增加尼泊尔的农业生产力，其农业生产力在南亚最低。

面临的挑战

有机肥料价值链的工作在孟加拉国和尼泊尔仍处于初级阶段，但已遇到严重障碍。两国的政策环境和投入分配系统对化肥的支持仍然超过有机肥料。而且，已难以说服农民去平衡施用化学和有机肥料。

经验教训/关键点

为打破南亚集约型农业损耗土壤有机物质和加重对干旱的脆弱性的恶性循环，需要采取综合的方法，平衡有机和化学肥料的施用，推广提高土壤肥力的农艺学措施。需要研究开发成本效益型农艺和市场战略，适应更加广泛的环境和不同类型的农民。确保有足够多的有机物质返还到土壤将需要下列政策：提高对土壤肥力问题认识，鼓励和支持有机物质价值链，简化许可证程序并修改不切实际的标准，在公司间开展能力建设，确保来自多个来源的原材料数量充足，以及刺激需求。

该案例研究的关键经验教训之一是商品例如有机肥料的价值链不能简单地靠自身来实现，需经过长期培养，并需要多个利益相关方的行动。这些包括私营部门、非政府组织、政府机构和农民。知识丰富的和受人尊敬的民间社会组织在促进不同参与方之间的合作机制和建立势头方面发挥关键的作用。

邻里市场计划（“El Mercado en Tu Barrio”），阿根廷

主要负责单位

农业产业部食品和饮料秘书处

生产部国内贸易秘书处

日期/时间框架

2016 年 9 月初 – 延续 2017 年全年

经费来源

两部委自我供资

地点

阿根廷：覆盖全国

该计划始于布宜诺斯艾利斯省的城市，今年（2017 年）将在全国其他地区开始实施。

背景/环境

鉴于过去几年的情况已导致相同产品市场价格的差距巨大，制定该计划以便为最脆弱社区的人群提供价格合理的优质产品。

方法/目标

- 向一般大众特别是那些最脆弱的社会群体提供各种价格合理的食品。
- 将生产者和消费者更紧密地联系在一起，由此缩短供应链。
- 使本地展会和市场成为销售符合健康和卫生标准、价格合理、质量保证的食品的场所，提供多样化种类和关于营养价值、消费及购买建议的消费者信息。

经验/进程的关键特征

所有主要的食品集团提供的新鲜和加工食品包括：乳制品、水果和蔬菜、肉类和谷物，多样化、高品质且价格合理。有 8 到 12 个摊位，每个摊位售卖不同的食品，所以在“邻里市场计划”中摊主之间没有竞争。

通过减少中间商数量，提供销售食品的免费场地，由国家和市政出资为展会做广告来保证销售，消费价格得以改善。

优先考虑当地食品的生产者和/或中小型企业。

符合现行健康和卫生法规要求的食品的正式营销也得到鼓励。

关键利益相关方及其作用

省和市政府，市场工人（可以作为中小型食品企业或者农业生产者）。

观察到的涉及粮食安全和营养改善的主要变化

“邻里市场计划”提供基本食物篮中多种不同的食品，包括数种高质量的、价格合理的水果和蔬菜，其符合粮食安全的几个方面：安全、食品可获得性，而且就营养需求而言培养和促进了水果和蔬菜消费。

面临的挑战及如何克服

确保通过市政府交付给摊主的货物是受欢迎的。仅在几种情况下维持频率，或改进市政府所选市场场地的位置。

确保“邻里市场计划”不与附近商店形成竞争，这就是为什么该市场每周仅举行一次，或可以两周一次，视情况而定。

构建一个良好的宣传渠道来推广市场，其中一些市场具有出色的销售记录，一天内的参与水平达到了 3,000 名顾客。

经验教训/关键点

无论在邻里市场开办期间和还是开办之后，支持和监测都是关键。

评估每个地点的状况，并去了解当地利益相关方，以对该地区的品种、质量和产量进行优先排序，并商定对生产者和消费者均有利的产品的基准价格。

非正规渠道奶类销售，索马里

主要负责单位

东非特拉诺瓦

日期/时间安排

2016 年 3 月 10-20 日开展的调查

经费来源

特拉诺瓦，通过欧盟出资的“亲历耕作”发展教育项目下获得资金

地点

索马里：瓦加乐和哈尔格萨-索马里主要营销与生产中心

背景/环境

索马里奶业受一系列问题的困扰：缺少商业化的奶牛场、营养水平低而导致的产量低下、基础设施薄弱、缺少金融工具、没有可供贫困和未受教育人口食用的

生鲜奶。在城镇地区，消费者只能获得两种牛奶，要么是散装/未加工牛奶，或者是包装奶/加工牛奶。尽管还未有可靠数据说明索马里在牛奶上的消费占家庭总收入的比例，平均来说每个家庭每天要食用牛奶两次，为城镇与农村人口提供 60% 的卡路里摄入量。牛奶在索马里食品传统里受到高度重视，也是农村主粮的重要组成部分。

哈尔格萨是索马里主要的牛奶贸易中心。在哈尔格萨消费的大部分生鲜奶主要是来自索马里国内农牧地区。在索马里，牛奶生产主要是以放牧或半放牧、低产量的当地骆驼、瘤牛和山羊品种构成的传统系统为基础。

重点/目标

研究工作的大目标是确定非正式领域在销售农村和城镇之间生产的牛奶过程中发挥的作用。

研究重点探索在哈尔格萨、瓦加乐等主要城镇牛奶价值链上存在的机遇与挑战。研究设计目的是提供信息来了解牛奶价值链上的参与方如何相互联系，从而促进从偏远的放牧或半放牧生产地区生产出来的牛奶可以运送到消费者手中。该研究还分析了社会做法和传统是否在维持牛奶营销系统中发挥了作用，尤其是在缺水季节或干旱等生产停滞期阶段。

经验/进程的关键特征

- 索马里牛奶营销的主要特点是具备一个独特、高效的系统，促进了放牧型牛奶生产环境下实现粮食安全。
- 牛奶价值链上的参与方已经形成了一个系统，能够保证成员在牛奶供应出现波动的时期，仍然可以获得牛奶。
- 在索马里牛奶价值链上的大部分贸易是在一个共享的文化、价值观和信任下进行。

主要参与方及其作用

在哈尔格萨城镇和城郊地区，女性主要从事牛奶销售，男性主要是负责牛奶的运送工作。牛奶价值链包括初级农村生产者、初级收奶员、运输员以及初级、二级零售商。女性在山羊等小反刍动物管理方面，作为初级和二级零售商，在牛奶生产中发挥关键作用，与此同时，男性主要是在牛奶从收集到运送至市场方面起到重要作用。

观察到的涉及粮食安全和营养以及可持续农业和粮食系统的关键变化

索马里具有高效、可持续的牛奶营销系统。在索马里牛奶价值链上的大部分贸易是在一个共享的文化、价值观和信任下进行。这点突出表现为一个在索马里运营的名叫“Hagbed”的独特系统，生产商可以组成 10-15 人的小组，目的是最大程度上减少运营成本。小组成员共同满足消费者对牛奶的需求。然后每次以小

组内某个生产者的名义，将牛奶卖给消费者。销售所得归被选中的生产者。然后第二天该生产者把牛奶转给另一位生产者。这种做法一直持续到小组内所有成员都有机会销售牛奶后结束。这种当地的系统能给消费者带来益处，保证牛奶供应相对稳定。还能保证所有参与方都有同等的机会来与消费者相接触，并且收入也有所保障。这种“非正式”影响手段在保障粮食安全方面发挥了重要作用，因此应该有适当政策加以支持。可以通过宣传此类认可并支持这种“隐形”交易的政策和服务，来实现政策支持。

索马里贸易的另一个重要方面是合作社在供应出现波动时，为保证成员获得牛奶所提供的一种服务。比如，如果一个牛奶贸易商没能从他定期采购牛奶的供应商那里获得牛奶，那么他可以从其他合作社成员那里获得牛奶，向消费者出售。因此，该系统在促进成员间形成强有力的社会和经济纽带、保证牛奶价值链供应方面发挥了重要作用。

还应注意到的是在索马里，没有大型跨国公司在此运营。这些公司通常会采取干扰当地营销系统的垄断性手段。如果跨国公司在此运营，索马里营销系统的独特优势将会被忽视，甚至可以说这些跨国公司的出现也许会导致粮食不安全，以及在牛奶供应链上至关重要的女性面临边缘化的问题。

索马里全国城镇人口正在持续地快速增长，主要是由于农村人口向城市的迁移。报道称，尤其是在快速增长的城镇中心地带，对生鲜奶的需求不断上升，且供不应求，这导致中产阶级等对包装奶/加工奶的需求上升。尽管城镇地区牛奶消费模式的改变还未对生鲜奶的消费造成重大影响，农村与城镇人口格局的不断演变长远来看仍有可能影响牛奶消费模式。在制定全国牛奶贸易监管政策时不能忽视这方面内容。

面临的挑战

挑战包括牛奶卫生水平低、运输基础设施还未完善、信贷工具不足、牛奶供应链上缺少冷却设备、市场基础设施薄弱、牛奶贸易监管政策制定仍处在初级阶段等。

经验教训/关键点

尽管在消费当地生产产品方面缺少强有力的游说行动，仍可以利用不断增长的合作社运动的社区向人们宣传使用生鲜奶的好处，尤其是宣传这最终将会给每家每户带来的经济利益。索马里牛奶营销在保障粮食安全和提供均衡、营养食品方面发挥重要作用。因此，在牛奶生产和贸易方面进行投资，将会改善食物供给，促进社会和环境的可持续发展。鉴于畜牧业是索马里主要的生计来源，牛奶生产和贸易领域的投资还将保证大多数人口的生计安全。

通过发展社区城郊农业，把弱势老龄农民与城镇年轻人联系起来，吉尔吉斯斯坦比什凯克

主要责任方

公共基金 Arysh

日期/时间表

2015 年至今

经费来源

丹麦教会援助组织（目前）；当地社区资金

地点

吉尔吉斯斯坦比什凯克

背景/环境

吉尔吉斯斯坦是中亚中部一个高山小国，仍在经历着前苏联解体后带来的人口、经济和环境动荡。越来越多的人从农村迁居首都比什凯克周边，这些非正式定居点正在不断发展。然而，处在工作年龄的人利用这些非正式定居点作为中转站，到哈萨克斯坦和俄罗斯寻找工作移民的机会，导致只有老人和小孩留在了农村。在比什凯克非正式定居点居住的老人，依靠汇款和数额小且不可靠的养老金度日，面临着巨大的经济和社会困难，在制度上无法获得有效的社会服务也使得这部分人群的状况雪上加霜。

在这些非正式定居点居住的老人面临一系列挑战，其中突出的一个挑战就是获取健康、买得起的食物。在这一情况下，以社区为基础、在非正式定居点社会资源调动和宣传方面有着长久历史的组织 Arysh 帮助应对这一挑战，为吉尔吉斯斯坦被忽视的社区老人提供协助。通过使用创新型、覆盖整个社区的方法，将年轻人和老人号召起来，共同以促进城郊农业和畜牧业发展的形式，参与社区的园艺工作。这种方法不仅能够通过有效劳动，将不同年代的人联系在一起，还能给当地市集提供轻松可得、当地生产的食品来源，供以消费和销售。此外，Arysh 通过鼓励农村老人和其住在城镇地区、年轻的家庭成员进行知识的分享，能够将那些否则会永久丢失的传统知识保留下来。为开展这些工作提供重要支撑的是 Arysh 长久以来在政治和政府体制中，为陷入非正式定居点的人争取土地权益认可方面积累的经验。

在社区农业初期工作取得成功的基础上，丹麦教会援助组织为 Arysh 提供了额外资金，用于在非正式定居点开展恢复能力建设工作。

重点/目标

- 通过发展社区农业，降低粮食不安全水平，为不同年代的人提供生计。
- 通过采取社区农业的做法，促进不同年代人群之间的理解和团结，反过来提高社区恢复能力水平。

经验/进程的关键特征

- 有目的的社区建设：认识到受忽视或体制内边缘化人群的知识、经历和做法具备价值，促进相互学习。

主要参与方及其作用

“Arysh”公共基金：社区组织、筹资、提供技术专长。

观察到的涉及粮食安全和营养以及可持续农业和粮食系统的关键变化

即将发生的改变：此前住在比什凯克非正式定居点的农村老人现在能够立即获得新鲜、当季的食品，可以用来补充和改善饮食，这些老人之前只能买容易用养老金买到的食品。通过吸纳居住在非正式定居点的城镇年轻人参与社区农业建设，传统的小农农业操作规范能够得以代代相传。

未来发生的改变：连续收成和季节性的庆祝活动能够帮助人们提高对社区粮食安全和农业文化实践的认识水平。在快速变化与气候、经济、政治和粮食方面遭遇不安全状况的当今环境中，重新强调“传统”知识能够形成社区内更广泛的恢复能力。

面临的挑战

社区层面粮食安全的干预活动和长期计划能够获得的资金仍然非常有限。尽管有时候社区能够通过自身的储蓄小组筹集资金，更大的体制内障碍，比如土地权属、在社会隔离区域的社区资源利用、购买营养成分不佳的食品有补贴、劳动力市场倾向于利用社区农业无报酬劳动力等，仍然存在，影响着进一步扩大粮食安全的覆盖范围。

国际捐助方的资金和各国政府的优先重点都主要聚焦大规模的产业化农业实践。然而，宏观、产业化的农业发展在满足基本碳水化合物需求方面也许有效，但却不能满足以新鲜、当地可得食物为基础的多样化健康饮食需求。因此，致力于提高粮食安全水平的社区农业实践往往在政策制定过程中未得到关注和重视。

经验教训/关键点

粮食安全/主权不是一个新概念，也不是一个外部强加的概念：具备自我生存能力的社区无数年来一直通过训练有关技术来保障整个社区的粮食安全。然而，在面对大规模政治和经济体制动荡的背景下，用于保障粮食安全的传统实践在现代化和资金技术集约化概念为上的“意见自由市场”中，正面临着失传的风险。通过促进传统知识和时间适应现代生活，并将城镇和农村不同年代的人联系在一起，社区会变得更加团结，粮食安全水平得以进一步提高，社区恢复能力也将变得更强。

米兰大都市区马尔泰萨纳当地主管部门联合会（意大利）

支持单位

经济与可持续发展中心

主要负责单位

米兰大都市区马尔泰萨纳当地主管部门联合会

- 在米兰城郊的 12 个自治市，在马尔泰萨纳人工水道沿线，该水道从流向米兰市中心的天然河流中取水。与土地银行开展合作过程中还有民间社会组织、农民、社会合作社、大学以及独立研究中心的参与，以提供政策设计支持。
- 意大利嘉利堡基金会：由银行业起家、提供拨款的私营慈善基金会，为支持伦巴第地区（北意大利）开展社会、文化、环境和研究活动，促进可持续发展发挥着基础性作用。

日期/时间框架

2016 年 – 2017 年

经费来源

意大利嘉利堡基金会和当地主管部门

地点

意大利米兰附近

背景/环境

马尔泰萨纳位于城郊，曾经是大型信息技术与通讯公司以及跨国公司的聚集地。在经济危机开始后，这些公司的倒闭导致当地经济陷入严重衰退。此次危机之后，一些当地主管部门开始启动一项分享未来共同愿景的进程，并在确定新型体制竞争力方面做出新的积极努力。

重点/目标

建立用于土地规划与管理的全新监管模式，在脆弱的社会背景下将环境监督与创造农村就业结合在一起。

经验/进程的主要特点

从生态农业和土地所有权的角度，学会如何在分散的城郊背景下管理土地权属问题。

主要参与方及其作用

- 当地主管部门担任土地使用规划的决策机构，对大片农业用地具有所有权。
- 农民合作社作为生产者/参与方，重点关注探索创新型新机遇，提高农民个体能力水平。
- 民间社会的基层组织以消费者/参与者的身份参与当地粮食系统。
- 渴望成为农民但并不拥有土地的年轻人，关注于创业和落实创业想法
- 学术界和独立研究中心，主要对粮食系统内土地政策进行分析和解释

观察到的涉及粮食安全和营养以及可持续农业和粮食系统的关键变化

- 当地主管部门现在正在开放公有土地，用于支持创造与当地粮食系统相联系的新工作岗位。
- 为具有创业能力的农学家成立了一所创新型当地学校，能够运用生态农业方法对土地和土壤进行管理。

面临的挑战

在生物多样性流失的高风险下，以生态农业视角看待土地权属、城镇化和农村改造。

经验教训/关键点

- 开展促进活动，为当地粮食系统中的不同参与方建立沟通网络。
- 在类似“银行”的机构里，设计土地权属新政策时金融参与方中发挥的作用。
- 在土地权属方面将土地规划与农村政策联系起来。

C. 可持续粮食系统促进健康膳食

42. 粮食系统中汇集了所有与食物的生产、加工、销售、烹制和消费相关的内容（环境、人员、投入物、过程、基础设施、机构等）和活动以及这些活动的产出，包括社会经济结果和环境结果。可持续的粮食系统能在不牺牲子孙后代实现粮食安全和营养所需的经济、社会和环境基础的前提下，保证人人都能实现粮食安全和营养²⁸。

43. 粮食系统是由随时空不断演化的社会、经济、机构和环境关系组成的复杂、非线性、多维度、多样化网络。其特征是受复杂互动关系（这些关系可能在于国家内部，也可能跨越国界）、反馈循环、各类政策组合以及多层权力关系和政治经济因素的影响。这些特征会对政策如何构思以及知识如何在整合后为政策及政策行动提供指导产生重大影响²⁹。

²⁸ 高专组（2014）报告“可持续粮食系统背景下粮食损失与浪费” <http://www.fao.org/3/a-i3901e.pdf>

²⁹ Cistulli 等（即将出版）（2017），“对粮食安全和营养系统开展地区评估的社会网络分析：方法”，粮农组织。

44. 城镇化、收入提高和收入来源多样化等动态变化都已通过影响各地居民的膳食，对粮食系统及其可持续性产生了深远影响。城市粮食消费占据着主导地位，不仅在价值上占据主导地位，而且还在全球和地方层面上对粮食系统和供应链产生主要影响。

45. 实证表明，地方供应链的发展会带来劳动机会，尤其是在将初级生产者与涉农企业及城市消费者连接起来的二线城市或农村小镇³⁰。一方面，它要求（城乡）消费者有能力对应季有机水果蔬菜以及本地加工食品等健康、低价食品做出知情选择（从而为本地食品生产者提供市场），另一方面还要求打造一个能为城乡供应健康、多样化产品的食品环境。

46. 应加倍重视那些有助于保护、强化和重新定位地方粮食系统的政策，以促进人人享有健康、优质食物。要采用以地区粮食系统特征为基础的具体方法来确保人们获得低价方便的食品，同时为小规模食品生产商和供应商创造收入和就业机会，尤其是青年和妇女，并实现当地生物多样性的可持续利用。这要求有各种销售渠道。零售业和餐饮业，尤其是非正规摊点，在促进健康、可持续膳食方面发挥着关键作用。街头食品和市场是不错的切入点，有助于推广安全、健康食品，发展短食品链，在消费者和生产者之间建立伙伴关系。

47. 公共餐饮和社会服务是很好的切入点，能引导消费者改变行为，养成可持续、健康的膳食习惯，为困难家庭和人群提供帮助，为本地食品生产商和家庭农业培育市场。因此，在农村人口向城市迁徙和其它动态变化背景下，市政府和地方政府就肩负着通过制定政策改善营养的独特责任。

48. 下文将介绍有助于促进健康、可持续膳食的一些创新性举措，如：圣保罗通过公共采购有机食品供给学校食堂；秘鲁推广本地产食品，既能为土著人民赋权，又能成为一种健康、可持续的选择；厄瓜多尔通过对安第斯地区本地作物、从农民手中直接采购和农业生态/有机生产的投资来加强公共粮食政策；蒙特斯佩尔托利（意大利佛罗伦萨省）通过基层集体行动在消费者和生产者之间建立有效合作关系，以本地生物多样性为基础振兴传统粮食系统；明尼苏达州（美国）通过健康和育儿倡议将社会和生产成效相结合。

从案例分析中得出的关键点

可持续粮食系统和健康膳食可通过以下各项得以推动：

- 开展媒体宣传，通过将城市消费者与农村小规模生产者联系起来，倡导食用新鲜、环保的农产品；

³⁰ 《2017 年粮食及农业状况》（即将出版）

- 采用短食品供应链和参与式做法，在消费者和生产者之间建立有效合作关系，以本地生物多样性为基础振兴传统粮食系统；
- 推动营养教育，确保育儿中心能获得文化上可接受的本地产食品；
- 开展公共采购，在学校食堂使用有机食品；
- 推广本地产食品/膳食，改善营养水平，为本地产食品生产打造有利环境，为减缓气候变化和强化抵御能力做出贡献；
- 通过干预措施让社会各界（卫生、育儿）和生产部门联手合作。

技术工作组提出的其它政策考量因素

各方在不断加大对以下各项的关注：

- 强化小城市和农村小镇作为健康、营养食品中转站的作用；
- 提高地方政府对营养敏感型农业的认识和相关能力，让地方、国家、区域和全球各层面所有相关方共同参与；
- 认识到民间社会在保护和加强本地产食品及粮食系统可持续性方面发挥的重要作用以及它们在决策过程中的参与；
- 实现法律和监管框架的协调统一，为可持续粮食系统和健康膳食提供支持；
- 推动有关可持续粮食系统和健康膳食的实证的产生和管理，包括在不同地方之间建立联系；
- 搜集本地知识和做法，为地方可持续粮食系统和膳食以及地方/本地产食品和食品文化的保护和推广做出贡献。

有机校餐，圣保罗（巴西）

主要负责单位

负责学校供膳的圣保罗（巴西）教育秘书处协调机构

日期/时间框架

待定

经费来源

巴西国家学校供膳计划

地点

圣保罗市（巴西）

背景/环境

市政第 16 140/2015 号法案确定将有机食品纳入圣保罗的学校供膳，旨在保障健康学校供膳的人权，以机构采购为刺激手段，为农村地区生产系统的转型做出贡献。

同样，圣保罗市新的总体战略规划确定了土地的组成，为增加该城镇的粮食生产提供了机会。此外，圣保罗批准了《米兰城市粮食政策条约》；在建议行动中，特别强调了学校供膳计划和其他机构采购的重新调整，以提供当地以可持续方式生产的应季健康食品。（2015 年，米兰）[i]。

重点/目标

为了确保遵守这一法案，给予家庭农民以优先考虑并创造有利条件，使整个市立学校体系在 2026 年之前能够消费当地以可持续方式生产的应季健康食品。

经验/过程的关键特征

这项政策依靠与民间社会和行政立法部门的机构对话，使其成为社会参与方面的创新经验。

为保证该法案的有效执行，成立了一个监督委员会以控制政策管理，确保该过程现阶段的社会参与。

目前，圣保罗市消费约 90 种食品。其中包括 12 种家庭农业产品，如有机大米。到 2017 年，预计圣保罗市将划拨其预算的 3%（近 300 万美元）用于有机食品的采购。

主要参与方及其作用

行政部门（市教育局、卫生局、环境局和劳动局）、立法部门（多党派代表的市议会）以及由与该主题相关主要市政议会委员为代表的民间社会。

涉及粮食安全和营养改善的主要变化

学校有机食品平民化获取保障了膳食营养质量的提升同时促进农民更加健康。另一方面，有机农业提供多种环境服务，如水源地保护和保护区建立。另一个重要的贡献是把有害外部影响最小化，不影响传统食品的成本。最终，有机农业为减缓气候变化做出贡献，因为其合理并可持续地利用自然资源。

面临的挑战及如何克服

在面对市政第 16140/2015 号法案（一个显著的参与性成就）的重大挑战之后，当前各领域的困难目正得以解决。一个实例是使招标文件适用于家庭和有机农业，需要修改程序。随着民间社会的广泛参与，渐渐现了实质性改变：必要的技术性讨论已经开始；反映家庭农业实际状况的定价已经进行讨论；包括具有类似政策的其他公共机构的网络已经协调以便进行有益的交流。

关于粮食生产过程在实地的变化，对生态农业家庭农业的优先采购充当农业生态转型的主要动力。在我们非常传统的生产环境下，任何偏离的做法都会造成一个挑战。为了指导这一过程，圣保罗协调机构签署了由负责环境保护的机构制定的良好实践议定书，其适用于所有城市农民。此外，为了优化利用当地生产，促进生产设计和满足大规模采购需求的机制将与技术援助和农村推广地方机构合作建立。

另一个挑战与城市人口的多样性有关。移民、难民和土著群体人数众多，需制定一个尊重不同饮食习惯的学校供膳计划。除了 2014 年《巴西人口饮食指南》的建议外，教育园地仍然是粮食和营养教育中预期的解决方案之一。从这个视角来看，生产链参与式所有权是可行的，同时又能够培养更尊重粮食和适当的饮食习惯的环境。

经验教训/关键点

制定粮食和营养安全政策需要一个参与的过程。如果公共采购计划中包含有机食品，许多人就可以获得有机食品。城市应促进农村和城市地区的有机生产，社区园地可以成为一个合适的驱动力。粮食和营养教育是这一进程必不可少的部分，而且其推广与这一类进程的成功相联系。

最后，我们要强调市政第 16140/2015 号法案是规范巴西学校供膳的先锋，规定圣保罗学校的膳食 100% 为有机生产。该法案也独具创新，因为它将这一挑战输出以促进更广泛的部门间讨论，使行政部门开放并促进迄今无关的各方之间的接触。

推广本地土著食品，秘鲁 – 秘鲁土著文化中心（CHIRAPAQ）

主要负责单位

秘鲁土著文化中心（CHIRAPAQ）

日期/时间框架

进程时间跨度为 1999 年至 2017 年，包括不同阶段。

经费来源

“为世界提供面包”

地点

秘鲁阿亚库乔大区瓦曼加城市边缘，和主要来自比尔卡舒瓦曼地区的波马坦博流域社区。

背景/环境

推广本地土著食品的建议起始于大约 1986 年的阿亚库乔大区瓦曼加市，处于 1980 年至 2000 年影响秘鲁的内部武装冲突期间。

在此期间，土著社区流离失所，迁至包括安第斯山脉中的瓦曼加，和位于海边的秘鲁首都城市利马等城市的郊外。流离失所与贫困、歧视及营养不良接踵而至，主要影响到儿童和老人，迫使土著妇女负责维持家庭。

在此背景下，秘鲁土著文化中心开始提出推广本地土著食品的建议，这些食品已证实具有营养价值但由于被认为是“印第安人的食品”而被社会所唾弃。结果成效立现，得到数个机构的承认和研究，并帮助土著人群中儿童和年长成员的心理和身体持续恢复。该倡议被扩展为不同的食品教育计划来利用当地原产食品。

1999 年开始了第二阶段，纳入了基于农业技术、生物多样性、有机肥料和当地动植物恢复的土著知识的农业生产。该第二阶段在粮食主权框架内、在气候变化和栽培耐受极端气候植物的背景下持续进行。

方法/目标

该方法以食物权和身份认同为基础，认可土著妇女的土地权利和文化、经济和社会继承意识，支持她们的经济赋权及对许多决策领域的影响。

目前提案关于粮食主权的一些目标包括：

- 30) 恢复种子多样性和品种。
- 31) 恢复、记录和利用当地知识，特别是有机农业技术。
- 32) 加强家庭和社区农业。
- 33) 根据祖传的土著技术改善土壤利用。
- 34) 恢复原生动植物。
- 35) 认识到、加强和重视土著妇女在耕作知识、开展副业生产活动等方面的贡献。

经验/进程的关键特征

- 36) 以社区知识和经验为基础，但这种知识通常不成系统，因此要做的工作是尽力从不同村镇挖掘恢复并将其总结梳理形成常识。
- 37) 这种关系是横向的，因为它不是“教学”，而是共同前行。
- 38) 互补性得到保持，换句话说，不同地区间的交流，从别处获得一些丢失的东西，反之亦然。
- 39) 我们不是寻求自给自足，而是寻求自主权，换句话说，自身能力建设和使建议可持续的能力。
- 40) 面对采掘业的进步特别是采矿业、农用工业发展，且由于国外市场对本国产品的需求而过度开采没有土地轮作的情况，我们正在寻求保护最多数量的土地。
- 41) 土著产品的重新评估，将其作为营养丰富并能扭转营养不良的食物。
- 42) 将地理区域视为一个单位，每个元素构成整体的部分，这就是为什么有必要恢复“土著地理”和包括原生动植物群的自然环境。

- 43) 结合促进而不削弱传统知识的新技术。
- 44) 侧重于将经验作为一个为了永久改进和研究的连续的过程，其中将气候变化对季节调整方面的影响作为确定和试验更适应不断变化气候条件植物品种的平台。

主要利益相关方及其作用

社区，作为知识和生产相关方。

土著妇女，作为家庭经济的组织者以及多样性与种子选择方面的知识保管人。

Yachaq（盖丘亚语，指具有特定知识或能利用技术的专家或知名人士）负责管理和培训社区成员建灌溉渠、建梯田、准备肥料、开发天然杀虫剂等。

主管部门很重要，开展帮助支持土著妇女食品加工倡议以及建造植物温室和遮篷，但尚未转化为具体支持行动。

观察到的涉及粮食安全和营养改善的主要变化

- 45) 农田产量更高，储存和食品加工能力更强。
- 46) 加强作物间作，如玉米和豆类。
- 47) 粮食供应多样性更强，通过利用家庭园地开展农业生产。
- 48) 结合更好的营养实践，通过按照年龄调配充足食物的营养教育。
- 49) 改善土著男孩和女孩的身高和体重。无法证实是否等同于改进学校表现。
- 50) 确定称作“未来食物”的植物种类，由于它们有适应气候变化的能力，也由于种植所需用水较少。

面临的挑战及如何克服

挑战经常发生且持续存在。考虑到这个建议涉及几个社区，而不是一个协调区域或流域的完整计划，因此购买产品需要资金就必需经常使用化肥。这种情况通过全国食品展会正被改善，在那里可以清楚地看到对有机和不含农药产品的需求更大。然而，这些市场和展会没有定期举行，并不是土著产品可依赖的替代选择。

另一个挑战是种族主义和歧视，由于人们将土著产品、生活方式和生产视为低级的和较低价值的东西。就食品而言，工业化产品获益于其更高的声誉。因此，一个重要挑战是建立一个国内的土著产品市场，并将这种食品纳入国家管理的教育中心和社会事业的食物支持计划。

另外一个挑战是由于城市快速持续发展带来的对提高产量的压力，食品需求由风味和城市偏好所决定，导致数种高营养本地产品的缺失。

经验教训/关键点

- 51) 知识和产品是现成的，仅需要政策来支持和优先考虑当地、家庭和社区生产。
- 52) 生物多样性是应对气候变化挑战最好的实验室。
- 53) 必须按照传统的土著实践大规模地改善土著产品。

25万个家庭！厄瓜多尔倡导负责任消费以促进可持续性、健康、平等

支持单位和主要负责单位

厄瓜多尔农业生态合作社和社会团结经济运动（MESSE）

日期/时间框架

2014 年 10 月启动，结束时间未定

经费来源

主要自筹。2014-15 年间，农业生态基金和 Swift 基金会资助了一项公众动员宣传战略。加拿大国际发展研究中心目前正为影响评估提供资金。

背景

合作社（*Colectivo*）曾对厄瓜多尔具有开拓意义的 2008 年《宪法》产生过影响，提出政策重心要从粮食安全（基本热量需求）转向粮食主权（粮食作为民主手段）。各位领导人起草了后续立法，包括有关粮食主权、农业生物多样性/种子和负责任消费的相关法案。然而，从五年来的观察可以看出，家庭层面的变化微乎其微。粮食主权议程在某些方面已经逐步失去支持。

合作社得出结论认为，工业化生产的食品对国家政治的影响力如此巨大，以至于要想让政府官员代表大众利益已经不再现实，因此合作社在 2012 年决定将变革的责任交到人民手里，启动了 *Que Rico Es!* 活动。2014 年，合作社启动了“25 万个家庭！”挑战（一项子活动，参见 www.quericoes.org），旨在动员厄瓜多尔总人口的 5% 参与活动。据合作社估计，这些家庭目前花在食品和饮料上的总投入约为 6 亿美元/年。参与者至少要将食品支出的 50% 用于“负责任消费”（即农业生态生产、直接采购和安第斯地区本地作物），相当于 3 亿美元/年。

该项活动并非着眼于“教育”这 25 万个家庭实现负责任消费，而是认为这一资源已经存在，只是未加开发而已。因此，该项活动正在努力寻找这些家庭并将它们聚集在一起，鼓励它们通过食品展览、美食节、创新联谊会和交流活动等相互交流切实可行、经过时间考验的经验。

活动启动两年后，已吸引了几万个家庭加入。越来越多曾经受国家政治摆布的家庭现在已联手合作，倡导食用优质、健康的本地农产品，这就是负责任消费和民主粮食的绝佳范例。

重点/目标

此项由公民主导的活动充分利用现有成功经验，借助它强化公共粮食政策，尤其是通过加大对以下各项的投资：安第斯地区本地作物、直接从农民手中采购和农业生态/有机生产。参与者已与相关部门的政策活动建立起联系，如卫生部（应对超重/肥胖）、文化遗产主管部门（推广本国烹饪法）和农业部（直接采购市场）。

经验/进程的关键特征

为了参与活动，参与者要问的两个问题是：“负责任消费”对我来说意味着什么？我的家庭（企业或社区）应该如何做？合作社已组织志愿者负责相关宣传推广，他们将记录对这些问题的答复，并将其上传至数据库。对于责任到底包含哪些内容，各家各户的经验多种多样，但同时可以互相补充。

该项活动倡导人们食用从农村直接运送到城市地区销售的新鲜、生态食品。这些食品多数是本地产，因此有助于强化本地文化以及生产者和消费者社会组织。只有小农以及他们的合作社才获准直接向公众出售产品，这有助于最大程度降低消费者的成本。这些农业生态市场已在全国迅速铺开，目前厄瓜多尔全国共有 210 多个此类市场。在“25 万个家庭”宣传活动提出的“食用健康、美味的本地产食品”这一口号的推动下，人们开始了解到食用本地产食品的好处。

该项活动依靠大众媒体和社交媒体开展宣传。每周向全国播放 40 次为时 8 分钟的广播节目和两场广播综合节目（邀请专家、农民、厨师和消费者参加节目；两类节目均旨在建立城乡之间的联系），定期发布网上公告，还有多个 WhatsApp 群组供生产者和消费者就食品相关话题开展交流。例如，有一位小农刚刚得知该项活动，目前他已经通过加入 Facebook 和 WhatsApp 相关群组，为自己生产的安第斯地区本地作物（白、黑苋米）找到了市场。

主要参与方及其作用

来自城市家庭的志愿者（“消费者”或“食客”）、大学生和农村居民组织在民间社会组织的支持下参与活动，同时与部分国家扶持计划（如农牧水产渔业部的直接采购司、文化遗产主管部门以及卫生部的营养促进计划）保持协调。

观察到的涉及粮食安全和营养以及可持续农业和粮食系统的关键变化

由于政府对农业生态及家庭农业缺乏重视，本项活动旨在动员从业者组成政治力量。至今已有约 1 万个家庭报名参加，所代表的消费额可达 2400 万美元/年。由加拿大国际发展研究中心资助的一个项目目前正在研究该项活动目前产生的影响。

面临的挑战

虽然在粮食主权立法方面走在前列，但过去十年家庭层面发生的变化微乎其微。现代食品（估计在厄瓜多尔每年价值 200 亿美元）已在公共决策过程中产生

巨大影响，因此指望官员能够代表大众利益已不再现实。各家各户应负起责任，推动变革。

经验教训/关键点

“食客们”生活在城乡地区，参与各级教育、科技、工业和政府工作。虽然消费者对现代食品带来的弊端负有一定责任，但他们通过“合理饮食”，仍能将食品作为推动“公共利益”的一种手段。

蒙特斯佩尔托利古老粮种协会，佛罗伦萨（意大利）

支持单位

佛罗伦萨大学

主要负责单位

蒙特斯佩尔托利古老粮种协会

日期/时间框架

2008 年 – 2017 年

经费来源

基层集体行为，大多是由当地参与方和消费者自己出资；资金有限，享有蒙特斯佩尔托利市提供的公共产品购买优惠政策。

地点

意大利托斯卡纳，欧洲南部

背景/环境

蒙特斯佩尔托利是一个农村居民点，距离佛罗伦萨（意大利）约 30 公里，上世纪 50 年代被认为是佛罗伦萨的粮仓。那里的面包制作传统在整个托斯卡纳中部都非常有名。然而到了 60 年代，随着从农业向非农产业的转移，农村地区向城镇地区的转变，蒙特斯佩尔托利的重要性逐渐开始下降。2008 年，一个当地的磨坊主和面包师决定转用古老的地方小麦品种，正是 20 世纪中叶以前曾经让当地面包享誉佛罗伦萨及周边地区的那种品种，借此使得蒙特斯佩尔托利生产的面包区别于其他面包。在佛罗伦萨大学的帮助下，他们成功地吸引了一些农民参与种植这些古老的品种，并且吸纳了另一位面包师加入其中。在从种植、碾磨、烘焙等生产链的各个层面、长久无人问津的传统技术被重新引入，确保对当地农业多样性和土壤肥力加以保护，同时保证健康、高质量的面包生产。

古老的小麦品种需要适宜的栽培技术。这些品种是在 20 世纪头二十年培育出来，当时几乎没有使用任何化学品或机器设备。这些古老品种比现代品种个头大，更容易受菌类感染，基因型和表现型更加多样，至少从只考虑量的角度，也明显不如现代品种高产。因此，古老品种被认为是与传统、现代小麦非常不同的作物 – 类似于一种创新型的小作物。和其他创新型小作物相比，古老小麦品种缺少成文的技术知识，没有市场数据，经济前景不确定。

粮食链下游的参与者，比如磨坊主、面包师、意大利面制造商甚至是消费者，也同样面临缺少成文知识的问题。为保留该古老品种的所有营养特征，小麦必须得石磨，这也是很久没有使用的方法。此外，面包还必须是用酸面团做，由于面粉的特殊性，还需要专门的技术和更长的发面时间。

重点/目标

食物链目的是帮助当地社区以及佛罗伦萨周边城镇生产出具有合理价格的高质量产品，面包和意大利面都是在指定的零售商店售卖，继而能够保证合理价格政策。有益健康的面包和意大利面也会派送至当地学校食堂。

经验/进程的关键特征

一家名为“蒙特斯佩尔托利古老粮种协会”的非盈利协会于 2013 年成立，旨在“保护和帮助生产者遵守协会指导原则并推广古老谷物产品”。协会还以在食物链与当地政府层面（主要是蒙特斯佩尔托利市）之间建立联系的利益相关者身份，在政治层面发挥作用。协会通过颁布有关栽培、碾磨、面包与意大利面制作的具体技术指导原则，对食物链参与方的行为进行管理，以在整个食物链中保持高质量水平。这是管理共同价值观/资源的一整套准则。

此外，协会内部还在协商产业链附加值分配的问题，这“可以保证消费者支付的更高价格可以转移到农民。”事实上，协会委员会决定将小麦价格固定在能够确保农民收回大部分成本的水平上。现在看起来这种安排迄今为止在确保给农民生产的产品制定合理价格方面很奏效。最后，协会为加工商提供一个标签，证明其产品是由来自蒙特斯佩尔托利的古老谷物制成。

主要参与方及其作用

蒙特斯佩尔托利面包链是以数目相对较少的一些参与方开展的工作为基础。如果我们把当地消费者排除在外，只有 30 个参与方，其中包括 20 个农民、1 个磨坊主、2 个面包师、2 个糕点制造商、1 个意大利面制造商、当地市政当局、1 个农学家以及来自佛罗伦萨大学的几个研究人员。所有人都加入了该协会。

磨坊主和其中 1 个面包师共同担任面包链的领导角色，至少在启动阶段如此。佛罗伦萨大学的研发人员也因其刚开始时提供灵感，以及为转而使用古老的小

麦品种提供所必要的技术知识而受到认可。同样，农学家也在倡议开始之初为农民提供了技术援助，发挥了关键作用。

观察到的涉及粮食安全和营养以及可持续农业和粮食系统的关键变化

蒙特斯佩尔托利的古老小麦供应链是一个成功的故事。整个供应链覆盖超过 450 公顷；由当地磨坊主碾磨的古老谷物重量超过 800 公担，2 个面包师烘焙的面包重量达 600 公担。自倡议开始以来，产量正在不断稳步增长，近几年还在飙升。

面临的挑战

在质量保证方面有两种担忧：技术指导原则合规与品牌名誉。一般认为前者问题并不突出，因为农民私底下互相都认识，在社会网络中已存在名誉机制。然而，现存在一种共同参与的保障机制形式。这种系统与社会进程相关，比如：分享信息、技术和传统知识、种子集中化管理与保护，以及社会化的价格。相反地，品牌名誉是个相当敏感的议题，因为这涉及到当地社区和当地粮食链以外某些零售商的行为。当蒙特斯佩尔托利生产者与一个外部零售商签订合同时，对品牌名誉就会造成挑战：这些生产者要确定无论何时何地出售面包，都能够保证对面包生产至关重要的独特性和价值，同时确保面包出售价格合理。

经验教训/关键点

这是一个通过为当地社区和邻近城市提供健康、高质量食品，为一个古老传统注入新活力，在基层采取集体行动获得成功的实例。一群供应链参与者给自己制定了一套简单、有效的规则来确定价格水平，磨坊主和面包师由此可以共同承担农民的生产风险，确保整个供应链的连续性和可行性。反过来，农民已经同意由在一个参与式保障机制内的其他小组成员来对自己的田地进行管理，并同意采用新的耕作技术和规范。长久以往形成的高度信任 and 良好互动，以及能够决定至少某些规则的自主权，为成功管理一个复杂、高质量的食物链发挥了关键作用。

该项目取得成功的另一个关键就是与当地大学建立了强有力的联系，由大学提供科学建议，确定生产产品营养属性的特征。

从农场到抢占先机计划，明尼苏达（美国）

支持单位

粮安委民间社会机制下的农业与贸易政策研究所

主要负责单位

拉姆齐和华盛顿县城社区行动伙伴关系（CAPRW）与以下机构开展合作：

农业与贸易政策研究所

美国苗裔农民协会

鲁斯·戴维斯批发生产商

并得到以下部门的支持：

- 美国卫生与公众服务部、明尼苏达州“抢占先机”中心
- 明尼苏达州农业部
- 明尼苏达州教育部
- 农业与贸易政策研究所
- 新地平线学院

日期/时间框架

2013 年 – 2015 年

经费来源

联邦资金

背景/环境

“抢占先机”是美国卫生与公众服务部一项由联邦政府出资、用于抗击贫困的计划，旨在为低收入家庭及其子女提供全面的早期儿童教育、健康、营养和父母参与服务。

“从农场到抢占先机”倡议才刚起步，起源于人们更加熟悉、针对中小学生的“从农场到学校”倡议。新倡议旨在保证此前主要依靠农民市场或直接向消费者销售的小农户能够拥有可靠市场，同时为“抢占先机”倡议下的儿童餐提供新鲜、健康的食物，并向儿童介绍食物的来源。

农业与贸易政策研究所在 2013 年开始规划新一轮的“农场到儿童抚育”模式，并有意对“农场到儿童抚育”模式进行调整，吸纳对文化敏感的内容，加入更多家庭参与的成分，并强调关注为那些较难获得当地健康食物的脆弱儿童与家庭服务。“抢占先机”在这些领域内的技术专长使得该计划成为一个可以学习的理想伙伴。因为此前已与以成员为基础，致力于提高在美苗裔农民及其家庭收入水平的非营利组织 – 美国苗裔农民协会建立了合作关系，农业与贸易政策研究所尤其关注与“抢占先机”计划合作，因为该计划覆盖大量苗裔儿童和家庭。许多在美苗裔农民因为是移民到美国来，都不会用英语来阅读或写作，现在需要依靠美国苗裔农民协会为他们提供支持，来适应他们还未能完全理解的复杂环境。

重点/目标

“从农场到儿童抚育”倡议有两重目标：

- 为儿童抚育中心 3-5 岁的孩子提供新鲜、更加健康的食物，引导其食物偏好，树立他们对于农场和食物的认识；
- 为中小型农户，尤其是小农提供可靠的市场。

经验/利益相关方关键特征

拉姆齐和华盛顿县城社区行动伙伴关系与美国苗裔农民协会紧密合作，美国苗裔农民协会为拉姆齐和华盛顿县城社区行动伙伴关系提供食物，为在课程中添加文化敏感内容提供支持；同时与农业与贸易政策研究所合作，研究所主要提供培训与技术支持，并分享与新地平线学院共同实施“从农场到儿童抚育”倡议的经验。

对农业与贸易政策研究所的“从农场到儿童抚育”模式和课程已做出调整。美国苗裔农民协会为农民提供基础设施和设备，用于清洗和包装产品，并在准备运送前确保产品在一个低温、气候可控环境内贮存，同时协会还协调众多农民对作物进行集体经营，安排产品的清洗、运送至加工商切成薄片等，然后按时运送加工品至厨房。

试点项目在初期规划阶段最耗费时间。拉姆齐和华盛顿县城社区行动伙伴关系很容易地就将“从农场到抢占先机”主题纳入到伙伴关系下已计划好的员工培训和家庭参与活动中。针对特定当地食品的“从农场到抢占先机”课程活动会是每周一和每周二课堂中的重点内容，在美国苗族农民协会支持下，那个特定的当地食品将会出现在孩子们每周三和每周四的餐食中。

从参与“抢占先机”倡议的孩子们，尤其是那些苗裔孩子们身处的文化背景中获得的这些具有文化敏感性的食谱，一得以加入到课程中，也给孩子们增添了一份对自己社区食品文化的自豪感。两周结束后，孩子们至少参加了 8 次该季特色食品的介绍活动。食谱主要就是简单的菜单，让孩子们得以亲眼看到食物，也能方便工作人员准备餐食。旨在向孩子们介绍当地食品的活动贯穿各类课程，从数学课、科学课到美术课和感觉游戏课。

在这个试点阶段另一个主要任务是打造供应链，将美国苗裔农民协会的产品和拉姆齐和华盛顿县城社区行动伙伴关系的餐饮公司 CKC 联系起来。当地加工商鲁斯·戴维斯公司引进了帮助从当地生产商进行采购的内部系统，并开发了一个跟踪系统，向消费者提供公开透明的信息，让消费者知道是哪家农场生产的。鲁斯·戴维斯公司还雇佣了一个食品安全顾问，对农场进行实地调研，并提供建议，帮助当地农民了解现有的食品安全议定书。

面临的挑战

美国苗裔农民协会面临的最大挑战是在一个适用于规模大得多的生产商粮食供应系统内生存。初期阶段，很难找到愿意与规模较小的生产商合作的加工商。

拉姆齐和华盛顿县城社区行动伙伴关系“抢占先机”倡议、CKC 餐饮公司和鲁斯·戴维斯批发加工商表示，与像美国裔族农民协会这样的当地农民开展合作初期充满挑战，因为这有别于他们通常经营的方式。

项目协调人不得不摆脱标准采购和加工系统的束缚，因为那些系统适用于大规模加工食品订单。CKC 公司一般不直接从农民那里获得整个产品，而是从加工公司获取食品，加工公司会负责切、剥或割来将整个食物变成可用、可衡量、能够用来准备餐食的原料。此外，加工商作为第三方，需要保证食品安全，这也减轻了餐饮公司的责任。加工公司也都是主要处理大批量食品订单，很难找到一家愿意处理“计划”下每周所需的相对较少量产品订单的加工商。

在明尼苏达州农业部、明尼苏达州教育部这样的组织内，这两家组织都非常支持“从农场到抢占先机”倡议，但由于存在官僚制度的限制，使得这类机构无法在他们指定的区域外进行工作。这将会给“从农场到抢占先机”这类横跨多个领域的倡议带来问题。

观察到的主要变化/经验教训/关键点

“从农场到抢占先机”倡议带来的最积极影响之一就是打造了一个供应链，将其与小农相连，降低了小农独自进入市场的阻碍，从而为其他未来类似倡议奠定了基础。灵活性对吸纳小农参与至关重要。

对小农来说，从在农民市场销售到面向机构类市场的转变极具挑战。小农不得不参加额外的食品安全培训，转变思维观念，从只要能长熟就种，到提前规划，确保作物在一个具体时间能够收成。这些脆弱农民最终能够从一个不稳定市场转入一个他们能够依赖并进行规划的市场，最终使得他们整体经济状况更加稳定。

有必要对不同机构的标准操作程序进行修订，克服官僚制度限制，从而保证跨机构、跨领域开展有效合作。有必要通过联合规划，帮助扫清这些障碍。用于指导伙伴关系的一致价值观与义务对成功实施拉姆齐和华盛顿县城社区行动伙伴关系“从农场到抢占先机”试点倡议发挥了关键作用。

III. 知识空白和未来研究领域

49. 为了解和记录上文介绍的各项深刻变化，各方已加大投入推动研究。虽然在分析各项关系方面已经取得进展（如城镇化、膳食变化、市区扩张、耕地流失之间的关系），但仍需加大投资进一步了解城镇化、农村转型和粮食安全之间的关系，尤其是：

- 在城乡动态变化背景下，粮食系统的未来愿景仍未得到充分了解。粮食需求多数情况下可能由城市人口推动和影响，虽然生产主要仍由农村主导。目前尚不清楚膳食结构变化和对加工食品或新鲜食品的需求将在多大程度上振兴农村地区和本地农业生产，也不清楚要实现这一目标需要哪些理想条件；
- 就整体经济结构转型的未来演化方向未达成共识，虽然各方均认同它与目前以农业为基础的传统经济模式可能有较大差别。随着当今低收入国家的不断发展，农业和粮食系统下游各环节可能将在创造就业机会方面发挥更大作用，这一话题需要更多实证的支持；
- 在讨论青年就业、国内迁徙和跨国迁徙、妇女加入劳动大军、自然资源和生态系统服务的可持续利用等关键新话题时，有必要将其放在发展中国家和发达国家各地目前正在发生的社会、经济转型大背景下考虑。

50. 此外，还需要开展研究来评估以下各项：

- 农业和贸易政策对城乡两地粮食消费和地方农业生产的影响；
- 小城市和农村小镇在将生产者与大市场联系起来和为收入多样化提供本地机会等方面发挥的作用；
- 城镇化和农村转型对较低收入人群（小农、无地者、粮食净购买方、非正规贸易商、城市低收入消费者）。

IV. 政策启示

51. 从对下图（第 53 页）列出的各项经验的分析以及对三大主题领域下关键要点的分析可以归纳出七大类政策启示，有助于为粮安委的各项讨论提供指导，促进与现有政策工具/建议以及目前粮安委工作流之间的对接。

52. 虽然几大类政策启示“本身”并非创新，但它们所涵盖的相关问题和侧面有助于帮助各方从城乡统筹的视角出发，审视粮食和农业相关政策/投资的设计和调整，以满足城乡连续体中人们的需求。

统筹方法

53. 通过经验回顾可以得出的一项重要主题就是，政策和研究应重视跨部门联系，应分析各系统之间的互动关系及其对城乡两地的影响。考虑到城乡之间的动态变化、互通互联以及相互依赖性在不断加大，尤其在食用农产品产业和不断成长的非农产业，因此这一需求可能比以往更为突出。

54. 大量经验证明，采用统筹方法有助于应对城乡动态变化带来的各项挑战。随着可持续发展目标³¹（尤其是目标 1、2、11 和 10）和《2030 年议程》得以通过、

³¹ 可持续发展目标

第二届国际营养大会³²召开、《米兰城市粮食政策条约》³³和《新城市议程》³⁴得以签署、联合国“营养行动十年”³⁵宣布启动，再加上目前对有关城乡联系、“城市地区粮食系统”和地区方法等方面经验的积累³⁶，我们明显看到有必要采取统筹方法来应对城镇化和农村转型过程中与粮食安全和营养相关的具体挑战和机遇。这些进程均需要强有力、包容性治理，让不同部门和相关方联手合作，让地方、国家、国际层面各行动方统一行动。前一类进程被称为横向政策联合，后一类被称为纵向联合。

可参照的范例包括：麦德林、温哥华、基多、秘鲁、多伦多

机构和能力建设

55. 大多数经验中都包含能力建设这一突出内容。虽然很多国家都在实行权力下放，但多数地方机构能力依然较为有限。

56. 城乡地区各机构应学会开展跨部门、跨机构合作。它们应与背景相似的其它机构开展密切合作。因此，与当地做法相关的能力建设和知识管理是十分重要的工作，会对相关程序和法规（往往由全球层面和中央层面推动的部门进程演化而来）产生影响，需要对这些程序和法规进行整理，使之相互协调统一。纵向联合所需的机构能力也需要得到加强。

可参照的范例包括：内罗毕、联合国人居署、卢萨卡

营养教育和消费者认识

57. 营养教育和消费者认识是多项经验中重复出现的主题，无论是在发达国家还是发展中国家。目前人们往往低估消费者在影响需求从而影响不断演化的粮食系统（包括城乡之间的联系）这一点上所发挥的作用。无论消费者是否属于弱势群体，他们都首当其冲地受到不健康饮食和生活方式的影响，因此必须具备做出知情选择的能力。同样，相关机构应进一步认识到消费者在保障和改善城乡人民

³² 第二届国际营养大会

³³ 米兰城市粮食政策条约

³⁴ 联合国人居三大会议《新城市议程》零草案 2016 年 6 月 18 日

³⁵ <https://www.unscn.org/en/topics/un-decade-of-action-on-nutrition>

³⁶ 随着各方不断认识到有必要以更加统筹、全盘的方式推动城乡联系，已涌现出多个以不同方式涉及这一话题的倡议，如：

- 粮农组织城市粮食项目，www.fao.org/fcit/fcit-home/en/
- 城市地区粮食系统合作平台，www.cityregionfoodsystems.org
- 国际环境与发展研究所“重新调整有关城镇化、农村转型和粮食安全的相关辩论”，
<http://pubs.iied.org/17281IIED.html>
- 可持续粮食系统国际专家组“城市在打造可持续粮食系统过程中的作用”相关工作流，
<http://www.ipes-food.org/reports>
- 农发基金有关地区方法、城乡联系和包容性农村转型的工作，<https://www.ifad.org/pub/thematic>

粮食安全和营养方面可能发挥的作用（不让任何人掉队），尤其是对营养敏感型粮食和农业的重视。

包容

58. 大多数经验还突出了对经济和社会公平性的重视。虽然农业和非农产业中的商业机会以及对食用农产品产业的公共和私人投资在不断增加，且更精细的质量标准和消费者认识的提高给城乡人民带来了新的机遇，但并非所有人都能从中获益。

59. 城市和农村地区遭边缘化的个人和群体、缺乏必要技能和能力的个人以及那些生活工作在交通不畅、环境退化和/或非正规居住点的人们面临着无法分享农村转型和城镇化可能带来的惠益的风险，特别是城乡地区的弱势个人，其中往往包括在非正规行业就业的个人、新移民（包括难民和流离失所者）、无地或少地户、女户主家庭、青年和儿童、老人、残疾人、病人和资源贫乏的低收入家庭。这些个人/群体在面临自然灾害、内乱和疾病爆发等危机时会变得更为脆弱。

60. 从政策视角看，找出这些群体和个人的脆弱性，了解城乡动态变化背景下这些人在城乡之间的差异和潜在演化方式，是一项极为重要的工作，有助于设计相关政策来应对他们的需求（可持续发展目标 10）。它还有助于让这些群体参与地方、国家、区域和全球层面的决策过程和政策实施战略的制定。

可参照的范例包括：斯洛文尼亚、比什凯克、阿根廷（“邻里市场”）、波哥大的SALSA合作社、肯尼亚的学校供应本地产食品项目、明尼苏达的从农场到抢占先机计划、秘鲁的土著食品倡议。

创新

61. 经验中重复出现的一项内容就是创新。创新包括技术变革（包括信息与通信技术）和社会创新。

62. 在农村转型和城镇化背景下，此类创新将成为一项关键手段，能促进互联互通和互惠信息的流动，为城乡人民提供机遇，帮助他们充分利用经济、政治、社会空间来改善自身生计。从政策视角看，应采取干预措施，以当地社区能力为基础，促成自下而上开展社会创新，以便共享知识，重视地方创业，建立社会网络和社会资本，而所有这些都将反过来帮助这些社区开发在文化上可接受、环保上可持续、技术上可行的新知识、新观念和新项目。

可参照的范例包括：斯洛文尼、比什凯克、圣地亚哥信息与通信技术平台、孟加拉国和尼泊尔、托斯卡纳10万个菜园、托斯卡纳沿河农业园、米兰马尔特萨纳联合会

基础设施/投资

63. 从经验中可以发现的问题之一是投资缺失。多项经验突出指出，资金不足/不可预料是一项主要障碍。面向地方需求的基础设施投资能给发展和减贫带来最大成效，并有助于在农业和非农产业中创造就业机会。从政策视角看，基础设施是推动良性城乡联系的一项重点。然而，这种联系不应仅仅局限于将农村地区与大型城市中心联系起来，还应扩大范围至小城市和农村小镇，因为它们将在农村地区未来（人口和经济）发展中发挥重要作用。

跨部门

信息

64. 从经验中发现的另一个问题就是有必要开展认真评价，以了解本文件提出的各项干预措施所产生的影响。要想因地制宜地制定包容性政策干预措施，就需要具备信息和决策支持系统。

65. 遗憾的是，很多国家缺乏本地化数据和信息，还有一些国家虽有信息，却未能对信息进行整理，为粮食系统各环节的空间分析提供支持。此外，由于缺乏分类、本地化（精细）数据，且城乡之间和城乡内部人员流动日益频繁，因此很难确定针对最弱势群体采用哪些干预措施。现有的分析工具和方法往往用于特定目的，因此有必要为城乡粮食系统专门制定相关指标，以充分反映其多维度特性，就各方面（劳动力、粮食流动、服务流动、自然资源利用）采集可靠、有可比性的实证，同时充分反映粮食系统的多样性。所采集的信息应在从公民到决策者各相关方之间实现广泛共享，以提高决策的透明度。最后，必须制定出能用于在各国间进行比较的标准和公认的分析方法。

跨部门

按主题和跨部门事项列出的部分经验矩阵图

城乡联系						跨部门事项 主题领域
经验/政策方法	健康和 营养	环境和 气候变化	抵御风险和 危机的能力	社会、 经济 公平性	能力建设、 消费者 认识、教育	
麦德林市 - 粮农组织 - “改善生活联盟”	X	X	X	X	X	治理、粮食系统和地区规划
内罗毕 - Mazingira 研究所, 为打造可持续、有抵御能力的城市开展培训	X	X	X	X	X	
温哥华 - 区域粮食系统战略	X	X		X	X	
秘鲁 - 农发基金 - 地区发展		X	X	X		
基多 - 粮农组织 - 地区统筹规划	X	X	X	X	X	
多伦多 - 粮农组织 - 综合粮食规划	X	X		X	X	
玻利维亚 - 粮农组织 - 国家粮食生产支持公司	X	X	X	X		
联合国人居署 - 将城乡统筹关系纳入国家城市政策					X	
比什凯克 - 社会创新/包容	X	X	X	X	X	
斯洛文尼亚 - 社会创新/包容				X	X	
孟加拉国和尼泊尔 (国际环境与发展研究所) - 有机肥料价值链		X				劳动力、人员、商品和服务的流动
(全球) 都市市场	X	X			X	
卢萨卡市议会 - 就负责任垃圾管理开展培训	X	X		X	X	
阿根廷 - ProHuerta 计划	X	X	X	X	X	
中国 - 国家战略	X		X	X		
米兰马尔特萨纳联合会		X	X	X		
阿根廷 - “邻里市场”计划	X	X	X	X	X	
圣地亚哥 - 粮农组织 - 信息与通信技术平台		X	X		X	
托斯卡纳 - 10 万个菜园倡议	X	X	X		X	
肯尼亚 - 学校供应本地食物- 世界粮食计划署	X		X	X	X	
托斯卡纳 - 沿河农业园		X		X	X	可持续粮食系统促进健康膳食
索马里 - 非正规奶类市场	X		X	X	X	
罗马 - 多功能农场	X	X			X	
圣保罗 - 有机校餐	X	X		X	X	
秘鲁 - 土薯食品	X	X	X	X	X	
波哥大 - SALSA 合作社倡议	X	X		X	X	
厄瓜多尔 - 25 万个家庭活动	X	X		X	X	
蒙特斯佩尔托利古老粮种协会	X				X	
卢布尔雅那 - 短价值链	X	X			X	
意大利 - “友好农村”倡议	X				X	
明尼苏达 - 从农场到抢占先机计划	X			X	X	
实现粮食安全和营养						



ADDRESSING FOOD SECURITY AND NUTRITION IN THE CONTEXT OF CHANGING RURAL-URBAN DYNAMICS: EXPERIENCES AND EFFECTIVE POLICY APPROACHES

ANNEX

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Quito – Agrupar Programme

Proponent

RUAF Foundation; FAO

Main responsible entity

CONQUITO-Economic Development Agency, Municipality of Quito

Date/Timeframe

2002-ongoing

Funding source

CONQUITO and a variety of local, national and international organisations

Location

Metropolitan District of Quito

Background/Context

Quito District has a population of more than 2.5 million people. Since the late 1980s, Quito's urban and industrial growth has been characterised by low-density extension and dispersion into the peri-urban and rural valleys surrounding the city. Its urban population doubled between 1980 and 2000, and current projections are that the city's population will grow from the current 2.5 million to more than 2.8 million by 2022. The urban demand for food will only increase, while urban food security may be challenged by a lack of food access and potential supply problems. Already, many families are resorting to small-scale food production on Quito's hillsides, open spaces, and remaining agricultural land areas to feed their families. In 2010, 88% of Quito's population lived in urban areas, while 22% lived in areas that were still considered to have a rural character (Plan de Desarrollo y Ordenamiento territorial del Distrito Metropolitano de Quito 2015 – 2025).

Since 1988, the District of Quito provided more integrated land use and growth planning as well as coordination across governments and institutions. This has also allowed for a regional perspective for the territorial food system. It has facilitated urban-peri-urban-rural linkages through AGRUPAR, a participatory urban agriculture in programme begun in 2002, that now includes 87% of urban and 82% of rural parishes. AGRUPAR promotes agro-ecological production and marketing. In addition, new organic/ecological markets have been established that provide organic/ecological producer groups from areas surrounding the DMQ the opportunity to sell their produce to Quito's population.

Since 2015, Quito participates in the City Region Food Systems (CRFS) project jointly lead by RUAF and FAO. The research assesses and develops CRFS as a planning and information-based decision making methodology and tool. It provides guidance for investment, policy and strategy prioritization to improve the resilience and sustainability of food systems. As result from increased awareness and priorities, the

Quito Metropolitan District committed to development of a territorial food policy, building on its urban agriculture programme and strengthening linkages between Quito and surrounding municipalities.

Focus/Objectives

The goal of the AGRUPAR programme is to: 1. Improve food and nutrition security; 2. Farmer income; and 3. Enable the participation of youth, elderly and women, across rural and urban parishes in the Metropolitan District.

The goal for city region food systems is to strengthen connections across the city region to enable food system resilience and sustainability. This starts from a vision where “The Metropolitan District of Quito promotes sustainable production and responsible production, with increased food self-sufficiency within the framework of inclusive and equitable economic development, and territorial resilience, in which healthy, nutritious, balanced and sufficient food is a Right of the population, while strengthening links with its food system”.

Key characteristics of the experience/process

Within the AGRUPAR programme, together there are 2500 gardens covering 27 hectares that produce more than 105 food products. Nearly half of the product are sold through local bio-markets in both urban and rural locations. As part of building city region food system linkages, markets have been established in urban areas for producers from the nearby Pichincha province of that lies outside the District of Quito. Aggregation of rural (from inside and outside the DMQ) and urban production is the key to offering consumers a diversified and sufficient supply of produce. Rural production allows increased diversity of supply, adding to the horticulture produce from AGRUPAR’s urban gardens other products which require larger growing areas, such as pork, trout, honey, eggs, grains, and beans.

Future activities planned to promote a more sustainable and resilient city region food system include:

Strengthening of short food chains, better linking producers from rural areas around Quito to Quito consumers

Reducing food loss and waste along the chain

Development of a territorial food strategy

Establishment of a territorial food council

Key actors involved and their role

The key actor in the Quito city region food system project related to local production and consumption is AGRUPAR as part of CONQUITO, a district level economic development corporation. AGRUPAR has its own operating budget that provides programme stability and enables AGRUPAR to contribute to enhanced and increased ecological production. Nationally, the Strategic Development Plan (2015-2025), through its efforts to improve livelihoods, aims to tackle challenges at the intersection of food coupled with: health including food and nutrition insecurity and diet-related disease; income and employment through support to sustainable, local value chains across the urban-rural spaces; and, land use planning

to protect agricultural land and water resources. This is aligned with the National Plan for Good Living and The Food Sovereignty Law.

CONQUITO integrates its actions with other municipal entities, such as: Health, Territory – Habitat and Housing, Environment, Culture, Social Inclusion and the District Agency of Commerce, Fundación Patronato Municipal San José and the Fundación de Museos de la Ciudad.

Through such collaboration, AGRUPAR's expertise has, for example, been used to help establish school gardens in support of the municipality's programme for 'healthy schools'. In more recent years, and with the topic of healthy food consumption and healthy lifestyles emerging as a new area of political interest, CONQUITO and the Secretary of Health are including healthy food promotion in the health education programme and outreach stations 'Health by Step' (Salud al Paso) and through the promotion of responsible consumption.

The Fundación Patronato Municipal San José manages Child Development Centres for children from 1-3 years of age and is reaching out to AGRUPAR to establish nutrition gardens in their centres to support the healthy food consumption training provided to the children's parents and caretakers. The collaboration with the Museos de la Ciudad has helped integrate the cultivation of food and medicinal plants with awareness-raising on sustainable consumption in public social meeting spaces.

In collaboration with the Secretary of Environment, a new project on 'farms adapted to climate change' is being set up in the DMQ's rural parishes, seeking to develop and promote new climate-smart production technologies that can be easily adopted by local farmers.

The private sector may start to play a more important role in future. New market opportunities may arise with 'Ecuador's inclusive business movement', which encourages the larger private sector to link with small-scale suppliers, such as farmers' organisations, provided their produce meets quality standards, is delivered on time, and is accompanied by an invoice. This may offer AGRUPAR farmers new possibilities to directly supply supermarkets and specialised outlets (hotels and restaurants). Such commercialisation was unsuccessful in the past, however, as prices paid to producers were lower than prices that could be obtained at the bio fairs.

CONQUITO has also established links with the National Government through its Ministries of Agriculture; Social Inclusion; Justice; Industry and Productivity; and Health and Education. From 2010-2012, the Ministry of Agriculture partnered with AGRUPAR in implementing the national nutrition strategy in areas with high levels of child malnutrition in Quito. Collaboration with the Ministry of Justice allows AGRUPAR to intervene in institutional detention and rehabilitation centres. Under the auspices of the Ministry of Social Inclusion, Industry and Productivity, urban producers were certified for their working expertise, recognising their contribution and thus providing an incentive for their further development. School gardens and food and cooking education have been set up in 142 schools in collaboration with the Ministry of Health and Education.

International cooperation has played an important role in the start-up and expansion of the programme and support to training, infrastructure investment, research and impact monitoring. UN Habitat was a key supporter to the start-up of AGRUPAR. RUAF through the joint RUAF-FAO CRFS programme, is supporting the CRFS assessment and development of territorial food policy strategy. This will seek wide coordination among municipal departments as well as coordination with municipalities located in the city region and the Province of Pichincha.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

The AGRUPAR program includes more than 12,000 households, and provides set-up infrastructure and technical training producing: more than 400,000 kilos of food and increasing household food security through access to healthy, organic food; improved income stability for marginalized households through more than 1050 community, household and school gardens and over 300 small livestock production units; more than 100 micro-enterprises that grow and process food.

Production has helped strengthen food security and diversification of the diets of the 12,000 involved urban farmers and their families. In addition, and on average, producer families earn USD 55/month from product sales and save another USD 72/month on food purchases. Total savings are 2.5 times the value of the governments' human development voucher, which provides USD 50 a month to vulnerable households. 17% of involved households engaged in more commercial enterprises report supplementary income of 300USD/month.

Direct sale of approximately 100,000 kilos of food through bio-markets served over 17,000 consumers across a range of income levels in urban and peri-urban settings and provided opportunities for rural vendors.

The examples provided earlier of AGRUPAR's collaboration with other strategic programmes (health, education, and environment) have given outreach and legitimacy to the programme. AGRUPAR's policy influence has also led to the recognition of the role of urban and peri-urban food production in the DMQ's climate change adaptation and mitigation strategies. The Department of Environment of the DMQ has been strongly involved in establishing indicators for measuring and reducing environmental impacts, including for example carbon and water footprints. Climate change mitigation and adaptation has been incorporated as one of the key sustainability indicators in the Development Plan of the city, and urban and peri-urban agriculture is highlighted as one of the relevant carbon compensation mechanisms and included as an 'Indicator of a Sustainable City'. The AGRUPAR programme already promotes specific production techniques to adapt to a changing climate, including small greenhouses, drip irrigation, rainwater harvesting, and reforestation, amongst others.

Challenges faced

While acknowledging the remarkable achievements with the AGRUPAR programme through the Metropolitan District of Quito, the CRFS research points to opportunities to extend this work by creating connections between the District of Quito and neighbouring municipalities and provinces. This is a key challenge to creating a more coherent city-region food system. It has been difficult thus far to include the practice in provincial legislation and operational programmes. As well, finding ways to include more

rural communities and to protect peri-urban land are on-going challenges to realizing the multiple benefits of city-region food systems.

Other challenges still remain in order to expand the area covered by the AGRUPAR project. So far, the concept of urban and peri-urban agriculture (or metropolitan agriculture) is still not explicitly recognised/mentioned in Quito's land use plans. This constrains, for example, the development of an affirmative policy and legal framework to allow farming households access to and use of open and vacant spaces for urban agriculture, without requiring previous legalisation by its users. Since an estimated 30% of urban Quito is vacant land, development of agriculture in the urban parishes will also require a review of its cadastre to identify municipal areas that could be allocated for agricultural use, and measures put in place to extend the concession of urban space to producers. A draft ordinance on urban and peri-urban agriculture is currently being developed that seeks to tackle this gap.

Lessons/Key messages

Integrated territorial planning: Working across the Metropolitan District of Quito has facilitated integrated territorial planning that protects land used for food production and ensures compact efficient land use as well as providing nature conservation areas.

Increased food producer incomes and improved access to healthy food for low income consumers fosters the capacity to ensure food sovereignty.

Scaling up planning: District of Quito has committed to developing a more integrated city-region food policy approach as demonstrated by, for example, signing on to the Milan Urban Food Policy Pact. While this is a positive step to develop human, resource and technical capacity needed especially in rural communities, financial resources and devolved power from the national and provincial authorities are required to facilitate and scale out successes. The work now in progress to develop national agro-ecological food production standards would facilitate increased coherence. The official recognition of urban and peri-urban food production as a form of agriculture would enable support through agricultural programmes as well as open the doors to public procurement opportunities. Food focused land use planning as well as a broader consideration of the CRFS to include the surrounding Pichincha province are also recommended.

City region food system is an integrative mechanism to achieve economic development, food and nutrition security, environmental management including water quality and biodiversity protection as well as climate resilience. The Quito example points to and reinforces the importance of having CRFS projects embedded in and supported by cross-cutting technical teams with needed core programmatic financial support; that the goals for regional food system production in urban and peri-urban areas be articulated so that they are in line with other programmes such as food security and economic development; and that there is good baseline and on-going data collection to track and assess successes and areas for improvement.

Toronto city region food system

Proponent

RUAF Foundation, UN FAO

Main responsible entity

RUAF Foundation; Centre for Sustainable Food Systems, Wilfrid Laurier University

Date/Timeframe

1993-ongoing

Funding source

Daniel and Nina Carasso Foundation, Centre for Sustainable Food Systems, Wilfrid Laurier University

Location

Toronto City Region Food System, Ontario, Canada

Background/Context

Toronto and the surrounding Greater Golden Horseshoe

Toronto is located within the Greater Golden Horseshoe (GGH). The 32,000 square kilometers incorporates 41% of Ontario's farms, over 50% of food manufacturing, 21 upper and single tier municipalities, 89 lower tier municipalities, and around 65% of agri-food jobs including 35, 584 primary agricultural jobs. Over 200 different agricultural products are grown or raised in the GGH. Toronto is known internationally for its progressive food policy environment. A leader in urban food policy, the Toronto Food Policy Council first convened in 1991 following the 1986 WHO gathering that established good health as requiring peace, shelter, education, food, income, a stable ecosystem, and social justice and equity. This active stance continues to the present as the TFPC, still housed under Toronto Public Health, uses food as a lever for change across a range of issues including food access, planning, food distribution, youth and rural issues that include conservation, farmland preservation, agriculture and animal resources and agricultural value-added opportunities. The TFPC contributes to initiatives that include urban and rural considerations. A key outcome of this interaction is the 'Food and Farming Action Plan 2021' (2011). The report recognizes the opportunity to provide more healthy local food to local consumers and points to the high rates of food imported into the region. There is a parallel process integrating regional land use planning tools. The need for improved land use management that includes agriculture is recognized with agriculture situated within the broader context of urban population growth, housing, transportation demands, water quality and quantity, and air quality.

Focus/Objectives

Toronto, Canada has a long history of food policy and programmes. These include programmes and policies oriented at improving access to healthy food; urban, local and regional agriculture production; food markets, nutrition education and food skills, food business promotion, food asset mapping, and localised consumption. As Toronto began to realise that its food security was also dependent on preserving rural farmland in surrounding areas, since 2012 the Toronto Food Policy Council has expanded its area of intervention to include the Greater Golden Horseshoe area surrounding the city – an area of rapid population growth and diminishing agricultural lands.

As part of this increased city region focus, Toronto felt the need to better map and understand dynamics of the city region and adhered to the Toronto city region food system research, part of the joint RUAF and FAO City Region Food System programme implemented in 7 cities (2015-2018).

As part of that programme, it defined its vision to provide healthy food for all, sourced as regionally as possible, and as sustainably produced, processed, packaged, and distributed as possible.

Key characteristics of the experience/process

Next to its own Toronto city food programmes that are extensively documented elsewhere , and as part of its regional work, Toronto and other actors implemented the Golden Horseshoe Food and Farming Alliance, Asset Mapping Project in 2015. The Golden Horseshoe Food and Farming Alliance is comprised of the Niagara Agricultural Policy and Action Committee, the Toronto and Region Conservation Authority, the Friends of the Greenbelt, the Ontario Ministry of Food and Agriculture, Vineland Research and Innovation Centre, Holland Marsh Growers' Association, Durham College, Country Heritage Park, Ontario Federation of Agriculture, Ecosource, Food and Beverage Ontario, the Regions of Durham, Halton, Niagara, Peel, York, and the Cities of Hamilton and Toronto, as well as local representatives from the food and farming value chain. The Alliance was developed to oversee the implementation of the Food and Farming Action Plan 2021. Municipalities were approached both to support the Action Plan and to contribute financially to the Alliance. This funding leverages other funding from the province and other partners. The Alliance has developed a tool that helps municipalities in the region gather data and map the agri-food value chain. The Food Asset Mapping project was piloted in the Golden Horseshoe and expanded in 2015 to the Greater Golden Horseshoe. Food assets include the local food infrastructure that ensures food-secure communities and region – farms, processing and distribution capacity, food enterprises, markets, retailers, community gardens, urban farms, community kitchens, student nutrition programmes, emergency food distribution, and community food organisations or centres. The food asset mapping undertaken by the Golden Horseshoe Food and Farming Alliance will reveal how a regional food systems governance body can assess and track local food assets as a way to connect farmers with processors, manufacturers, and new markets. Planners involved are using the information to understand how land use policy and economic development programmes can best support the agri-food sector and support the implementation of the Food and Farming Action Plan 2021. This tool is available to municipal staff in participating municipalities (<http://www.foodandfarming.ca/research/>).

From 2015 Toronto developed further city region food system (CRFS) analysis. This process built on existing data and the engaged food community. The CRFS assessment consists of a descriptive assessment of the local context and CRFS, based on secondary data, case studies and stakeholder consultations. It followed with further in-depth assessment and definition of policy priorities and interventions around the subject of food hubs/logistics.

Key actors involved and their role

Active engagement throughout the process with members of the: Toronto Food Policy Council; Golden Horseshoe Food and Farming Alliance; Greater Toronto Area Agricultural Action Committee; City of Toronto Economic Development; academic practitioners from York University, University of Toronto and Ryerson University with experience in nutrition, public health, policy; Ontario Ministry of Food, Agriculture and Rural Affairs. In addition, primary data gathering involved more than 80 key informants and more than twenty public meetings.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

As reported by Hoekstra and Baker in a recent report on city-region food systems, impacts of food policies and programmes in Toronto region over the past years include:

- an additional 38 farmers' markets in public parks and 248 school & community gardens;
- with FoodShare, 160,257 students fed through 724 student nutrition programmes;
- 1.8 million acres of farmland protected by the Greenbelt;
- 2 mobile good food market trucks;
- 23 community food agencies supported;
- 116 kitchens available across Toronto for community use;

- 10 CAD million per year for local food businesses and projects funded through the provincial three-year initiative;
- Setting food literacy goals to increase knowledge about local food;

Building on this work, the CRFS research included food flow analysis within the GGH as well as wide consultation across the study area. The CRFS process resulted in the identification of eight policy gaps for further action: 1. Develop and support for transition to mid-scale infrastructure (regional processing, distribution, marketing) 2. Establish financial resources that support a range of scales and stages 3. Establish scale-appropriate regulations and feasibility assessments for midscale infrastructure like regional food hubs. 4. Increase research and educational opportunities directed at regional agriculture and regional infrastructure needs linked to shorter supply chains 5. Provide sufficient social assistance, through a guaranteed income or other measures, to ensure that everyone can afford to eat healthy food. 6. Establish a national food policy and a national school food policy. 7. Ensure widespread formalization and implementation of public procurement policies for local food (with percentages and budgets to meet policy goals) 8. Revise the labour practices, government support and subsidy programs to ensure the necessary skilled labour for all food system areas with tenure security and fair compensation for work.

The first four areas cluster around the need for mid-scale infrastructure such as food hubs for distribution and food processing to provide the missing middle needed to support local food. As a result, these are the focus for Phase 3 of the CRFS project. In addition, the province of Ontario has launched a three-city pilot project for Basic Income. As well, preliminary consideration is underway to develop a national food strategy.

Challenges faced

Data availability from certain municipalities within the GGH was a limiting factor in developing a more comprehensive and detailed quantitative assessment for the GGH. Fortunately, there are robust existing data sets and a long and deep understanding of food system and policy issues in the GGH, which enabled the CRFS assessment to make a significant contribution to better understanding the opportunities and gaps within the GGH.

Lessons/Key messages

Key mechanisms that enable CRFS:

1. Realize policies and programs through:
 - a. Institutional, financial and human resources stability, ideally with legislative support food system goals embedded in city-region planning initiatives
 - b. Inclusive multi-stakeholder governance structures
2. Facilitate and support horizontal and vertical government integration, cooperation and dialogue:
 - Promote knowledge exchange across jurisdictions and scales of government especially urban and rural
 - Facilitate multi-actor/stakeholder engagement
3. Provide human and financial resources to enable integration and coordination
3. Develop food centred policies and programmes to support sustainability
 - Foster production in rural, peri-urban and urban settings
 - Use land use planning to protect water and land resources
 - Facilitate short food supply chains.

The on-going GGH CRFS research has provided insights into opportunities for realizing the objective to provide healthy food for all, sourced as regionally as possible, and as sustainably produced, processed, packaged, and distributed as possible.

[UN Habitat – Integrating urban-rural linkages into National Urban Policies](#)

Proponent

UN-HABITAT in partnership with United Nations Economic Commission of Africa (UNECA) and United Nations Centre for Regional Development (UNCRD), associated partners include the Food and Agriculture Organization (FAO), International Fund for Agriculture Development (IFAD) and other international development partners.

Main responsible entity

UN-Habitat, Urban Planning and Design Branch, Regional and Metropolitan Planning Unit

Date/Timeframe

2018-2019 (tbd, the project might start late 2018 only)

Funding source

UN Development Account

Location

4 African Countries (countries to be defined, proposal: Cameroon, Nigeria, Tanzania (Zanzibar), Guinea Conakry)

Background/Context**Leaving No Place Behind: Strengthening Urban-Rural Linkages in Africa: National Urban Policies for strengthened Urban-Rural Linkages.**

One component for changing urban-rural dynamics is enhancing rural urbanization and strengthening the role of small and intermediate cities for a balanced territorial approach. Small and intermediate cities play a crucial role as market point and are therefore strongly linked to Food Security Chains (both being entry points to the theme of Urban-Rural Linkages among several others such as flows of people, products and information; migration and mobility; regional and territorial spatial planning, etc.).

Progress on SDG 2 (End hunger, achieve food security and improved nutrition and promote sustainable agriculture) can, according to FAO, only be achieved by progressing on other SDGs. SDG 11, target 11.a. aims for Member States to “Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning” and by adopting the New Urban Agenda (para 95) Member States committed to “...support the implementation of integrated, polycentric and balanced territorial development policies and plans, encouraging cooperation and mutual support among different scales of cities and human settlements; strengthening the role of small and intermediate cities and towns in enhancing food security and nutrition systems;...”

Most National (Urban) Policies are yet to combine food security issues with spatial planning. UN-Habitat therefore proposes to support countries to develop and implement “integrated, polycentric and balanced territorial development policies and plans”, aiming to enhancing food security by making small and intermediate cities a strong element in National Urban Policies.

Focus/Objectives

One strategy to foster a balanced territorial development is integrating it into a National Urban Policy. With this proposal for UN Development Account funds, UN-Habitat aiming to support 4 African Countries in developing and integrating Urban-rural linkages into a National Urban Policy.

Key characteristics of the experience/process

Main objective of the project: To build and strengthen capacities of policy makers and change agents at all levels to collect and use evidence for fostering cross-sectoral, multilevel frameworks and action plans for integrated and inclusive territorial development that promotes urban-rural linkages and reduces the

development gap. One strategy for integrated and balanced territorial development is changing the urban-rural dynamics and enhancing capacities of key actors in small and intermediate cities, in their role as market places as well as first access points for the rural population for administrative, economic, finance, educational and medical services. Promoting the rural urbanization will have a strong impact on food production chains and food security for both, rural and urban population.

Key actors involved and their role

UN-Habitat and our partners to provide advisory services to the African Countries selected in regards

- Enhanced the capacities of policy makers to collect evidence needed to develop national and regional urban development frameworks that support the integration of urban-rural linkages;
- Enhanced capacities of policy makers to utilize this evidence for developing policies that strengthen urban-rural linkages; Specific roles of the partners within the project need to be defined.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

Strengthened urban –rural linkages will enhance the connectivity and flow of people, information and products (such as agricultural products). Due to changing diets and as well as a higher demand for processed food, new priorities need to be set – and planned for also in the spatial context. National urban policies with a focus on urban-rural linkages will support a balanced territorial development and have an impact on food supply chains and food systems.

Challenges faced

(The project has not yet started).

Assumptions for challenges that will be faced:

- Available data
- National governments need to promote decentralization
- Integration of all stakeholder in the process
- Governance issues –
Long-term process

Lessons/Key messages

Lessons: ...The project has not yet started.

Key messages:

- Enhanced urban-rural linkages impact Food security for both, urban and rural population.
- Strengthened Urban-rural linkages will help to bridge the development gap and promote equality.
- Changing urban-rural dynamics need to be linked to national frameworks and can not only be addressed by local governments.
- National Urban Policies are one tool for ensuring and promoting a balanced territorial development.

Slovenia – rural-urban linkages through inter-generational cooperation

Proponent

InTeRCeR

Funding source

Limited donation from Austria which covers office rent, accounting costs, and allows for further development of the project through national and international calls for funding. However, all team work is done on a voluntary basis.

Location

Maribor and rural area around the town. There are plans to extend implementation to other regions of Slovenia and abroad.

Background/Context

There is dramatically high unemployment in the town of Maribor, and a large number of socially endangered people whose salary is nowhere near sufficient for a decent livelihood. The population would like to eat healthy food but they cannot afford it; they would also like to grow their own food but have neither the land nor the necessary expertise. In the surrounding countryside there are many elderly farmers who cannot work on the land due to their age and cannot earn a living from agriculture. Their small pension is not enough to even live decently. Consequently, the land is overgrown and both landscape diversity and biodiversity of traditional cultural landscapes are disappearing fast. Both these groups are socially isolated and suffer from serious psychosocial conditions. Depression and apathy are rife among the population of Slovenia. Those who are employed live in fear of losing their jobs – many workers earn minimum salaries which do not provide them with a decent living; they too live at the constant risk of poverty. Domestic food production in Slovenia offers the lowest level of self-sufficiency. The situation is worsening and the Ministry of Agriculture has done nothing so far to halt this trend. Experience to date has shown that there is no will to implement the present project despite the fact that there are negative demographic trends in the rural areas, overgrowing of agricultural land and low food self-sufficiency.

Focus/Objectives

Connect these two socially endangered groups from different environments (rural and urban) under the umbrella of a food-producing cooperative with the aim to improve their social and economic situation. Elderly farmers can teach people from towns to grow food, and they themselves can share in the harvest. During this process people will also learn the traditional knowledge of food processing, crafts and skills which will provide them with a basis for future employment. This approach will also function as a process of integration: the ultimate aim of the project is to establish Work Integration Social Enterprise for the benefit of both groups, and extend this model to other regions of Slovenia and abroad.

Key characteristics of the experience/process

Empower people to engage in intergenerational cooperation; establish common practices (cooperation, cooperatives, inter-generational transfer of knowledge) which are relatively unknown in today's society, but were common until 1991. Experience has shown that people are often unwilling or afraid to reintroduce these practices, but both the knowledge and experience is still present among the older generation. The present situation is partly due to a legislation which punished people financially who helped each other to develop community practices (which have been present throughout history in this

area, and which enabled people to survive in the past). One could say that people are still living in a fear which is greater than that experienced in the former Yugoslavia.

Key actors involved and their roles

- Elderly farmers: allow them to recommence farming on their land; to teach other people how to grow food (transferring the knowledge of the older generation to the younger), imparting insights into the possibilities of earning income from agriculture, traditional crafts and skills.
- Unemployed and social endangered people in towns: provide them with the opportunity to learn how to grow food, and how to exploit traditional crafts and skills which can help improve their social and economic condition.
- Members of the Institute InTeRCeR team: connecting people, helping them through cooperation with experience and knowledge, management and coordination of processes.
- Founders: enabling the implementation of the entire process.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

The biggest change in agriculture in Slovenia took place in 1991. Up until this time, Slovenia was self-sufficient and the entire food-processing chain was founded in domestic production. Agricultural policies were based on the approach of cultivating agricultural land, and all those who owned land could earn an income from cultivation. There were also a large number of direct contacts between farmers and consumers, with direct buying from farmers: know your farmer. Slovenia then entered the “free market” era, and the problems began. The change in the system brought with it mistrust: there was no corresponding legal protection against criminal behaviour such as non-payment and fraud. The current policy of subsidizing agriculture does not favour small farmers who live in areas with limitations to agriculture; consequently, small farmers are abandoning agricultural production.

Challenges faced

The biggest hurdle which has prevented project implementation is Slovenian legislation. The approach used in the project is considered as illegal. The problems addressed by the project are mixed and diverse; there is a need for interdepartmental coordination but the relevant ministries are not willing to cooperate among themselves to support the project. The WILSE (Work Integration Social Enterprise) initiative needs funding due to fact that the most important impact is work integration of long-term unemployed and socially endangered people. Yet there is no interest among the relevant ministries to support the project’s application for national and international calls for funding.

Lessons/Key messages

Slovenia is not ready yet for the social innovation described here, even though the project has received awards abroad, the most important being the selection from among 30 semi-finalists in the European Social Innovation Competition 2015. Because of legislation problems in Slovenia, the project was not allowed to receive one of the awards, despite the fact that it showed the biggest social impact among all selected projects. We need to take a different approach to legislation: an integral approach, from the southern hemisphere – favouring nature and the community; legislation on the protection of nature; social legislation and that involving human rights, especially legislation for an acceptable standard of living for citizens. The right to live in a natural environment, to have access to clean drinking water, to eat healthy food and to live with dignity should be accorded to every citizen of Slovenia. In this situation the only viable possibility is to go abroad and to start work there with the implementation of the project – in the international environment.

Mercato Metropolitano

Main responsible entity

Mercato Metropolitano ltd
The FarMM ltd

Date/Timeframe

May 2015 – ongoing

Funding source

Private

Location

Two pilots have been launched in Milan and Turin in 2015. Since July 2016, the initiative is active in London. The program targets urban and associated rural areas across the world in need of regeneration (from Miami to Tokyo, from Manchester to Nairobi, Teheran, Tel Aviv and Cape Town).

Background/Context

In a context of broken food systems, data show:

- A convergence towards a diet high in fat, sugar and processed food, often associated with sedentariness and high levels of Non-Communicable Diseases;
- The exacerbation of the Double Burden of Malnutrition, which encompasses both undernutrition and over-nutrition
- Limited access of small producers to national and international markets due to:
 - Scarce education and use of ICT
 - Infrastructure gaps
 - Fragmentation related to small/micro business dimension
 - Lack of business capacity to organize into integrated, result-oriented structures
 - Limited capacity to find appropriate marketing channels and access to appropriately priced local financing
 - Global competition from big industries, which can reach all markets at low prices
- Scarce customer education on value of natural, sustainable products, compared with low-price, easy-to-prepare “junk foods”.
- Rise in urban agriculture (UPA), now responsible for 15/20% of global food supply. Still illegal in some countries, it provides a significant contribution to household food security and valorizes the nutritional and social value of food.

In this complex and emerging context, the project celebrates food as an important catalyst for conviviality and social cohesion. At the same time, it helps build inclusive development in local communities and contributes to economic development by supporting the regeneration of declining urban areas. Mercato Metropolitano acts as magnets for education around food and nutrition, community led gardens and sourcing ventures, as well as other community development activities, embracing the arts and focused on young people. Food is put at the center of culture and community in a sustainable way.

Focus/Objectives

The initiative aims to:

- create a sustainable community market concept, which targets urban and rural areas in need of regeneration. Working with local governments and strategic partners, it generates business and social ecosystems, where neglected metropolitan areas need it most, thereby stimulating private investments with the initiative providing an anchor for sales and marketing.
- bring natural, sustainable food producers and consumers closer together. Acting as an aggregator, the initiative reduces supply fragmentation while providing a reliable marketing channel for small-scale agri-food actors.
- raise awareness about sustainability, environmental, economic and social issues. To educate adults and children on the nutritional, cultural and social value of food.
- boost sustainable and inclusive economic growth by creating new jobs for low-skilled workers. The initiative is able to offer opportunities across the community and encourages social engagement, involving individuals and organizations independent of their political, religious or social status. Simply put, in the communal experience of eating and preparing food together acts as a foundation for integration helping people to meet in a place where they can experience the taste of simple and authentic beliefs.
- promote research and innovation, inside and alongside the agri-food sector. To promote start-ups and cooperate with educational institutions, providing support to talented students in developing their career in the field of food, nutrition or environment.

Key characteristics of the experience/process

The experience is characterized by a holistic approach to food and nutrition security, embracing a multitude of factors such as food availability, food access, education, social inclusion, innovation, and urbanization.

This approach is combined with a Quadruple Helix model: the program is designed and implemented in a continuous dialog with public authorities, business actors, universities and communities.

Food becomes part of a broader intervention, a means of stimulating sustainable and inclusive development in challenging and declining environments. This is a flexible model that adapts itself to specific conditions: there are no rules, but values that aim to empower traditions, while enhancing local food security.

Key actors involved and their role

Participation is at the basis of the present initiative, which involves several key actors:

- Local communities. A first contact is established to present the program, set up conditions for project's acceptance and understand local needs.
- NGOs and non-for-profit. This collaboration ensures the participation of the most vulnerable people to the project
- Farmers and small-scale producers. They act as project's partners for the supply of high-quality food, which complies with sustainable production standards
- Customers. Direct customer feedbacks help to shape the program and adapt to changing necessities.
- Public and private institutions (governments, international organizations, universities). This cooperation aims to create a highly collaborative environment where academics, policy-makers, professionals and entrepreneurs work together to address issues such as food security, sustainability and traceability, sharing vision and principles for coordinated intervention.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

The success of a retail concept, which does not commercialize any industrial mass products (e.g. Coca-Cola) but only natural and locally owned ones demonstrates that people are naturally attracted to healthy, nourishing food and to food education. In a low/middle-income residential area in South London, a vibrant melting pot of ethnic groups (the highest number of Colombian and Congolese residents in London), MM captivates 150.000 people/month.

Children participate in cooking classes; families, young adults and the elderly populate the whole place. The multi-generational space, rare in modern city life, is centered around healthy food and brings people into contact with food and nutrition security in a way that allows them to engage with issues naturally. It is offering a demonstration of how food security is a cross-cutting issue which concerns people of all ages, sex and social status.

More than 100 local producers have found in MM a platform for internationalization and aggregation, an opportunity to try their hand at direct marketing with minimal upfront investment. National and international institutions have shown their interest in the project and universities are in contact with MM's board of directors to present and study the project as a Sustainable Business/Policy Case (Harvard Model). Mercato Metropolitano is now recognized to be a movement, a complex structure of highly passionate professionals, who share a vision for a world without hunger, poverty and social injustices.

Challenges faced

One of the main challenges of the project is the current level of underfunding, which creates constraints for development. Nevertheless, the management has been able to implement an innovative approach with a solid basis for further expansion. A closer collaboration with the public sector might help to overcome this limitation. Expressions of interest are multiplying from cities around the world, and depending on the city, the possibility for redevelopment of large tracts of land in marginal urban areas offers public sector leadership that would allow the initiative to move forward more swiftly. Scarcity of well-performing small artisans needs a structured approach to vendor onboarding and start-up. Suppliers evaluation and selection, combined with education and training is fundamental to achieve project objectives.

Lessons/Key messages

The FarMM and MM profess the following values:

- Food excellence
- Craftsmanship
- Urban renewal
- Sustainability
- Short food value chain
- Engagement
- Consistency
- Glocal approach
- farm-to-mouth CSR

This experience shows that people care about social projects focused on local and global issues that affect present and future generations. In Milan, more than 2 million people came to visit the site in 4 months, about 28.000 micro and small farmers have been involved in the project, and more than 300 new jobs have been created.

An effective policy should be based on participative processes. Public/private initiatives must be presented beforehand to target communities, which share opinions, express doubts and specify needs. This step eventually brings to adjustments before implementation.

Finally, recognizing the multiple dimension of food security is a key element to success. A comprehensive public/private program is not sector-specific. Instead, it analyses and tackles direct and indirect causes of food security.

Lusaka (Zambia) – Responsible waste management

Main responsible entity

Lusaka City Council

Date/Timeframe

The project is still at conceptual stage. The pilot will be done for a period of three years from July 2017-June 2020

Funding source

The project will be co-funded by Lusaka City Council and Kasisi Agricultural Training Center

Location

Lusaka, Zambia

Background/Context

Lusaka is the capital city of Zambia and is experiencing one of the fastest urbanization rates in Africa. The city covers an area of 360 square kilometers and is not only the most populated but most densely populated city in the country. It had a population of 2,191,225 and density of **100 persons per km²** as of 2010. This characteristic of the city implies that the city's expanding population cannot be supported comfortably due to insufficient land to support agriculture activities. The situation is worsened by the growing need for housing development which seems to be a more lucrative investment than agricultural production. Thus Lusaka relies on nearby peri-urban areas for supply of fresh foods to the city. An on-going project by the Food and Agriculture Organization in Zambia called "City Regions Food Systems" reports that food losses and food waste have been observed to be major concern for the city region food system, especially at the market level. This is as a result of poor transportation facilities, bad road network and lack of storage facilities to mention but a few. This negatively impacts farmer incomes as a good amount of produce is lost before it reaches the market. It also creates a challenge for waste management for the city council due to huge amounts of waste that has to be disposed.

The Lusaka City Council therefore intends to partner with organic farming institute called Kasisi Agriculture Training Centre which requires a huge tonnage of organic waste to make manure. This will help the local authority with waste management as well as promote better nutrition for the city through promotion of organic farming products. It is hoped that after the pilot project, the council may be able to assess the projects viability and demand for organic waste such that farmers from the nearby Peri-Urban areas may not entirely lose out when their produce goes to waste but can sell their damaged produce at a minimal fee. It is also hoped that through this project, demand can be created for organic waste and other large scale farmers can partner with the council. The project also hopes to train

underprivileged women in organic farming to increase their incomes given that organic produce fetches more monetary value as compared to conventionally grown produce.

Focus/Objectives

The major objective of the project will be to alleviate the problem of food losses and food waste by getting economic value out of food that does not make it to the table. More specific objectives will include:

1. Assess the possibility of increasing farmer incomes by buying off wasted produce
2. Increasing possible incomes for women who will be trained by Kasisi Training institute in organic farming as they will get higher incomes by producing organic agricultural produce
3. Supporting the production of more organic food stuff as it is healthier and has friendlier environmental impacts
4. Improve waste management in the city
5. Improving the culture of waste separation which the city is struggling with at the moment

Key characteristics of the experience/process

Lusaka City Council manages all markets within the city and is consequently responsible for waste management in the markets. Currently, waste collection is a challenge because waste management fees charged by the council are insufficient to collect all the generated waste and the council usually has insufficient resources and collect and dispose of waste generated in the markets. Much of the waste results from food coming from the nearby towns due to lack of storage facilities and poor infrastructure to get the produce to market in time. On the other hand, Kasisi Agriculture training center is an agriculture training institute for Jesuits of the catholic church and it trains students in organic farming. The training center also has a large farm where they grow organic produce.

The project will therefore aggregate food waste from the markets and supply it to Kasisi Agriculture Training Center to be used in the institute's farm. While the council will be responsible for separation of waste at source and aggregation of the waste, the training institute will be responsible for collection thereby enhancing council's efforts in management of waste. The council will also sponsor a selected number of women (from its existing women groups engaged in gardening) to the agriculture institute to be trained in organic farming. During the project, assessments will be done on how to economically value wasted fresh foods so that eventually, the farmer can sell wasted food at a small fee thereby improve farmer incomes. This will reduce the amount of food that goes to waste and make better use of the wasted product.

Key actors involved and their role

The project will involve four major actors:

1. The local authority whose role will be food waste aggregation in the market place
2. Kasisi Agricultural Training Institute whose role will be to transport the waste from points of aggregation to the their farm as well as to train the less privileged women that will the local authority will sponsor
3. Women groups that will be sponsored to be trained in organic farming
4. Selected researcher to assess the amount of food waste generated, amount of organic fertilizer generated from the waste and possible value for the farmer as well as cost sharing mechanisms in the aggregation and transportation costs for future pricing of the wasted food staffs.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food

systems

This project is still at conceptual stage but it is hoped that the following results will be achieved at the end of the project:

1. Reduced economic losses (improved economic muscle and food security) for the farmer as a result of reduced food waste
2. Improved nutritional status of the city due to improved farming methods through increased production of organic farm produce
3. Improved incomes of women who will be trained in organic farming thereby improving their food security status
4. Promotion of sustainable agriculture systems through increased organic farming

Anticipated Challenges

Anticipated challenges on the project include:

1. It is expected that the women who will be trained in organic farming might have challenges in marketing their produce in the local markets as organic products are usually sold in local super markets which require large quantities in order to purchase from the farmer. It is hoped that since Kasisi agriculture training institute produces organic farm produce on a large scale, they can buy the produce from the women and aggregate with what they produce.
2. Once the pilot project is over and the farmer can sell wasted produce. The challenge anticipated is that who will bear the cost of aggregating the food waste to make it easy for Kasisi institute to collect large amounts of the waste. This is a concern because during the pilot project the food waste will be free but it is hoped that eventually the farmer can get a return on the wasted product. This has an implication on attaining the objective of the project to increase the farmer's income. It is hoped that the researcher to be engaged will clearly show how all parties can benefit from the project.

Key messages

1. Food waste can be useful and has economic value
2. Promotion of organic farming can increase incomes for poor households
3. Challenges that result in food losses faced by farmers from rural and peri-urban areas such as poor transportation and inadequate storage facilities can be alleviated by making use of the wasted products

Argentina – ProHuerta Programme**Main responsible entity**

Ministry of Social Development - Argentina

Date/timeframe

Since 1990 to date

Funding source

National

Location

Argentina - National scope

Background/Context

The Pro Huerta programme was launched in Gran Buenos Aires, Rosario, Santa Fe and Mendoza on 3 August 1990, and further expanded throughout the country.

The programme promotes the development of agroecological fruit cultivation in small farms, supplementing the diet with the inclusion of hens and rabbits. It also features special projects to facilitate the access to water to highly socially vulnerable communities, and to support local and personal capacities to develop technologically appropriate tools.

Focus/Objectives

Overall objective:

Contributing to guaranteeing food security of socially vulnerable populations in rural and urban areas by increasing the availability, accessibility and variety of food products. And promoting and developing the marketing of surpluses, through the self-production of fresh food complementing their dietary needs in agroecological gardens and farms, according to the distinctive features and habits of each region.

Specific objectives:

1. Promoting joint management and inter-institutional coordination mechanisms that contribute to guarantee the right to work and the right to food of the socially vulnerable population in urban, peri-urban and rural areas.
2. Fostering, strengthening and establishing local food production and marketing systems within the framework of social economy.
3. Facilitating the access to safe water for consumption and irrigation.
4. Strengthening the local and regional production of local crops and native seeds, increasing the value of indigenous food products.
5. Raising awareness of the importance of following a healthy diet and protecting the environment.
6. Contributing to promote work-related creativity, skills and crafts, and homemade manufacturing of facilities and tools to produce healthy food.
7. Strengthening the teams of institutional technicians and local volunteer promoters, through training and information, for community work related to the programme.
8. Promoting the coordination between the general public, family producers, promoters, technicians and focal points by strengthening communication.

Key characteristics of the experience/process

The territorial scope of the programme is broad, mobilizing a federal network of 7 500 volunteer promoters. Its activities involve 3 000 organizations and institutions, and 465 thousand family gardens, 6 000 school gardens, 1 000 community gardens and 2 700 gardens in institutions. Furthermore, special projects are implemented in coordination with diverse groups, organizations and institutions as well as local governments. These features demonstrate that institutional networks and their continuous community engagement stand out as a social inclusion policy.

The participation of volunteer promoters supporting technical teams in everyday tasks undoubtedly reflects a key and unique feature explaining the support of this programme. These volunteers collaborate on a daily basis as social agents, who do not only support the programme, but also solve everyday challenges.

All these features and background have made this programme a model experience, globally acknowledged for its interventions in countries like Haiti and Angola, as well as other countries in Latin America. This international scope is supported by the Argentine Foreign Ministry.

Key actors involved and their role

The programme was implemented by the Ministry of Social Development and the INTA (National Institute of Agricultural Technology)

Key changes observed leading to an improvement of food security and nutrition

Pro Huerta works with more than 4 million people and 10 000 institutions and organizations, and participates in more than 600 agroecological fairs, guaranteeing an improvement in the dietary habits, developing technologies focused on food self-production, strengthening families, communities and organizations, promoting a fair and supportive economy, improving the environment and raising awareness of civil rights.

Challenges faced and how they were overcome

The programme has faced multiple challenges during the last 24 years. Featuring a distinctive production model addressing the needs of family agriculture on a agroecological basis and involving a national policy targeting socially vulnerable households, it had to overcome difficulties to be institutionally acknowledged. Over the years, the programme has built its own identity and has been distinguished by its innovative production of agroecological food and the support it has provided to the disadvantaged groups.

It should be noted that these challenges strengthened the foundations of the programme by promoting the integration of technical, management and civil teams: a sign of the empowerment of the capacities that have been built and developed during so many years.

Lessons/key messages

Fostering actions that strengthen food security and sovereignty is essential. In this way, social rights are promoted and enforced, developing as a result enhanced individual and community capacities.

The approach based on participation and community action, involves multiplier agents who solve everyday situations. The State facilitates all the changes but the people make their own decisions about their lives.

The Pro Huerta programme protects nature and the environment and promotes care and solidarity. It enables the transformation of local and everyday realities towards sustainable development improving the quality of life.

Hence, the programme avoids welfare-oriented and unilateral actions, becoming itself a State policy that turns a need into an opportunity to build active citizenship.

Santiago (Chile) – bridging the gap between urban and rural areas through Information and Communication Technologies (ITCs)

Proponent

FAO

Main responsible entity

Public Policies Training Unit – Urban Agriculture Information Platform

Date/Timeframe

2009 - 2016

Funding source

FAO

Location

Santiago, Chile

Background/Context

Information and communication technologies (ICT) are offering more opportunities for meeting, whilst enhancing closeness, access to information, and knowledge as a result. In this way, new educational scenarios and environments are enabled, bridging the gap between urban and rural areas, and facilitating knowledge sharing.

The platform “Urban and peri-urban agriculture as a tool to achieve food security and to fight against hunger at the local level”, within the framework of the Public Policies Training Unit, is a successful example in this field.

In this platform, urban and peri-urban agriculture emerges as a link between urban and rural areas, acting as a gateway to address the sustainability of the current food system, interrelating processes like the responsible management of natural resources with consumption, but also with governance and institutional capacities, especially of local governments, with the aim of introducing and integrating new agents to address the migration, food insecurity, marginality and urban growth issues.

In such a heterogenous region, the digital gap is evident. Since 2009, approximately 800 people have participated in this platform. 65% of them completed the programme whilst the remaining 35% didn't, due to the lack of connectivity, access and infrastructures in the rural or peri-urban areas that would allow them to participate and exchange their experiences in a virtual environment.

Focus/Objectives

This model focuses on the participants and the creation of a collaborative learning process.

Collaborative learning using ICT highlights the importance of joint participation through dialogues, forums, thoughts, discussions, group work, readings, recommended literature and real case studies among others.

The focus of this platform is based on the need of approaching issues from the perspective of those involved and their environment to address the divergences between current trends and real experiences. Therefore, the platform entails active participation, not only in the achievement of a target, but also in feedback and networking.

The overall objective of the virtual platform is to “Contribute to the improvement of urban food security and the sustainability of local food systems by integrating urban agriculture as a municipal and territorial development tool in Latin America and the Caribbean “. This is achieved by:

- 1) Using appropriate methodological tools to inform, transmit and transfer all the knowledge gained, related to urban and peri-urban agriculture at the municipal level.

2) Formulating and implementing public urban and peri-urban agricultural public policies at the municipal level, with a participatory and multi-stakeholder approach, and sharing experiences and knowledge.

Key characteristics of the experience/process

The outreach of ICT aims to improve urban food security by implementing tools that strengthen local food systems. In this way, the rapprochement between producers and consumers is facilitated, food needs of the most vulnerable urban populations are met, community bonds are created, public spaces are recovered, and entrepreneurship is broadened.

For this purpose, several conceptual, methodological and policy elements are made available to mainstream this production system in the municipal and territorial development plans.

Networking between stakeholders is voluntary and lasts for 11 weeks with the support of a mentor and regular meetings in virtual forums. Each participant describes his experience, provides information about its context, obtains the tools and completes practical exercises ranging from production itself to municipal management. The final product is an urban agriculture project, with a holistic approach ranging from production, capacity building and advocacy to public policy management or the creation of interest groups.

Key actors involved and their role

Active participants: Local government officials, central government officials (Ministry of Agriculture, Ministry of Social Development, Ministry of Education), civil society, academia, facilitators

Technical team: FAO officials, platform technical support team and a mentor/facilitator/expert

Key changes observed involving an improvement of food security and nutrition

Some of the participants trained in urban and peri-urban agriculture are still linked to projects related to food systems and food security, with topics like urban and peri-urban production, food cooperatives, education projects, local management, or the establishment of inclusive markets, among others.

Challenges faced and how they were overcome

These platforms face a broad digital gap at the regional level. Although many countries have improved their connectivity in rural areas, there are significant differences at the territorial level. Some of the challenges are:

- 1) Monitoring the participants and consolidating future cooperation.
- 2) Enhancing the sustainability of the platform.
- 3) Strengthening intersectoral work.
- 4) Reassessing the architecture of the information included in these platforms.

Information is currently being collected with participants from all versions of the course, seeking information on ongoing experiences, new areas of interest, in such a way to strengthen the platform as a meeting place and an opportunity to reduce knowledge gaps between urban and rural contexts.

Lessons/key messages

These communication forums favour networking and cooperation between diverse stakeholders and experiences, with the objective of integrating new approaches to institutional arrangements in a regional community where information, knowledge and initiatives are provided on a regular basis. The challenge is empowering and envisaging a more effective environment where participants can develop, integrate and maintain their contextual knowledge. And boosting collaborative networks based on local experiences.

One hundred thousand gardens in Tuscany (Italy)

Proponent

Anci Toscana

The Association of Municipalities of Tuscany, ANCI Tuscany (www.ancitoscana.it), is a non-profit association established to achieve the system of local and regional Tuscan autonomies founded on the principles of freedom, democracy and citizen participation. ANCI Tuscany represents 269 Municipalities (99% of the Tuscan Municipalities and 98% of total population) and constitutes the regional branch of the National Association of Italian Municipalities that represents 7318 Italian Municipalities (90% of the Italian population). The Association's main aim is the promotion and strengthening of institutional, regulatory, financial and organizational autonomy of municipalities and other Tuscan autonomies derived by the municipalities through continuous action aimed at promoting and supporting the effective implementation of the principles established by the Constitution of the Republic, the Statute of the Tuscany Region and European Charter of Local Autonomies. The Association represents the system of Tuscan municipalities, promotes development and growth of local autonomies system, protects and represents its interests, even in relations with other institutions and administrations, with economic, political, and social organizations at regional context. The Association takes care of the collection, analysis and dissemination of data and information concerning Tuscan municipalities and delivers support, technical assistance and provision of services to Tuscan municipalities. It promotes the coordination of activities of municipalities and associated bodies and organizational integration in areas where it can achieve the same levels of greater efficiency, effectiveness and economy, the decentralization of the functions of public interest at every level in a logic of institutional subsidiarity and simplification of administrative procedures, forms of coordination among the entities associated at level of territorial areas and on specific thematic needs. Thanks to its high experience designing, managing and implementing EU projects and its high-skilled staff, ANCI Tuscany is very active in the field of EU funded projects, both as Lead Partner that Partner. Through its subsidiary company, Anci Innovazione, ANCI Tuscany supports local public administrations in the management of innovation at technical and organizational level alongside the Tuscany Region and other Italian public administrations in the realization of innovative projects and services to citizens. It participates and supports proactively initiatives related to the Europe 2020 strategic pillars and in particular to the Digital Agenda at a regional, national and European level.

Main responsible entities

Regione Toscana through Ente Terre Regionali Toscane and Anci Toscana

Date/Timeframe

From 2015 to 2018

Funding source

The main funding sources are public, they comes from Regione Toscana and from municipalities who participates to the initiative.

Location

Tuscany and in particular 6 pilot municipalities and all Tuscan municipalities who took part in the initiative

Background/Context

The urban gardening phenomenon began to develop around the 80s, experiencing a strong growth in the last decade. Urban and community gardens have become more and more common in international

metropolises. They can be considered as an important tool to trigger urban regeneration processes, promoting socialization among citizen and the recovery of abandoned areas. The development of activities for the creation of gardens in urban and suburban areas reduces the gap between citizens and agriculture, enhances local food productions and traditions and a new policy that take into consideration the changing relationship between rural and urban areas.

Urban gardens are mainly located in slummy suburban areas in Tuscany and they are managed by old people who usually grow vegetables and fruit for their family needs. Urban gardens have unevenly spread over the territory, due to the lack of a common strategy and guidelines for the homogeneous development of such spaces.

Some Tuscan municipalities such as Florence, Livorno, Grosseto, Bagno a Ripoli have introduced innovative elements regarding the cultivation and management of such spaces, creating models for social inclusion and for the distribution of food to the most vulnerable social groups. Urban gardens have thus started to be perceived not just as a resource for individuals but rather as a tool which can be used to improve life quality, urban sustainability and the relationship between citizens, nature and the environment.

Focus/Objectives

The key aim of the project was to define a Tuscan urban gardening model, allowing municipalities to recover available areas or to improve the ones which are currently used for such purposes. This aim matches the goal of radically change how these areas are perceived, turning recreational areas for elderly people into modern community centres for people of all ages which allow cultural exchange among farmers, youngsters and provide food for disadvantaged citizens. The new urban gardening model includes a series of guidelines which must be followed and respected by all structures on the regional territory.

The management of urban gardens has been assigned to charities in order to promote integration between agricultural, social, cultural and educational activities. Urban gardens represent a great resource for the community, especially in urban areas, since they can be used as a powerful tool to counteract isolation by fostering social bonds and to trigger urban regeneration processes.

Small-scale types of local and solidarity economy can be developed using urban gardens as means for sharing objectives and values. The meeting of different generations enables the exchange of experiences, thus becoming a key element for social development and for the enhancement of agricultural and environmental culture of the territory. Such model also disseminates education practices and information systems on agricultural traditions, the environment and on solidarity economy among communities that are often affected by individualism, with limited activity sharing among citizens.

The urban gardening model mainly targets young people, aiming to create opportunities for growth in the agricultural and social sector. Youngsters can indeed be regarded as a thriving source for innovative initiatives in which vegetable gardens, a fundamental element of rural cultures, can turn into a tool for aggregation and for the development of new shared management models of soils and activities.

Key characteristics of the experience/Process

The initiative “Centomila Orti in Toscana” (one hundred thousand gardens in Tuscany) is a regional governmental initiative for the 2015-2020 programming period. A working group established through a memorandum of understanding signed by Regione Toscana, Ente Terre Regionali Toscane, Anci Toscana and six pilot municipalities (Firenze, Bagno a Ripoli, Siena, Lucca, Livorno and Grosseto) launched the

initiative. A set of guidelines and project methods for the implementation of interventions on private or public areas was designed, together with a series of regulations for the horticultural spaces' management by those in charge. Various methodologies have been adopted in order to involve the citizens and the voluntary associations in the management of such spaces. The initiative was launched through a call for expressions of interest open to municipalities and an experimental call for the six pilot municipalities. A general call was prepared and the delivery of a guide was assigned to the Accademia dei Georgofili which provided information and advice for the implementation of the interventions to all actors involved in the initiative for each role.

Key actors involved and their role

Regione Toscana, Ente Terre Regionali Toscane, Anci Toscana e the six pilot municipalities with experience in this sector have established a working group for the definition of the Tuscan urban gardening model.

Regione Toscana has funded the initiative and issued a public call, originally open only to 6 municipalities for an experimental phase, then extended to all municipalities for the design and implementation of new gardens and the enhancement of the already existing ones.

Anci Toscana has promoted the initiative by getting all Tuscan municipalities involved, inviting them to express their interest and to take part in the public call for the realization of the interventions. Anci Toscana has organised and delivered a series of workshops and events targeting local authorities and aiming to gather innovative ideas and proposals in accordance with the identified model. It has also collected the instances and proceeded to a selection of them through a special committee composed by the main actors of the initiative.

62 municipalities, from urban and mountain areas, took place in the initiative with specific projects.

Key changes observed The new concept of urban garden has a strong aggregative, social and educational value which can be used to recover traditions, foster sustainable farming practices, and promote environmental education.

The recycling of waste and the rational use of natural resources are two concepts at the core of municipal planning. Such urban gardens also promote local food productions and the cultivation of local varieties of germplasm. The close tie between urban gardens and voluntary associations represents a baseline for the development of a new culture, where vegetables and fruit grown in urban gardens can be shared with disadvantaged citizens in soup kitchens or through the food bank and charities, in accordance with the provisions of law 155/2003 "Regulations governing the distribution of foodstuffs for purposes of social solidarity" and with regional law 32/2009 "Measures to combat poverty and social hardship through the redistribution of surplus food" which aims to foster the relationship among companies in the food sector, big food retailers, companies active in the catering sector and voluntary associations in order to ensure the goods which are no longer marketable but still edible are not wasted but transferred to soup kitchens and so on. The distribution phase is also included in specific aid and development projects. This represents an element of great importance in the municipalities' projects.

Challenges faces

The main challenge is to define a new policy to organized these areas in different urban and rural contexts. The new concept of urban garden has a strong aggregative, social and educational value which can be used to promote new approaches in environmental education, recover traditions, foster sustainable farming practices, rural responses to urbanization and promote nutrition issues and poverty reduction.

Lessons/Key messages

Over the last 50 years, urban gardening has been perceived as a pastime for the elderly or for hobbyists

but this activity is destined to become increasingly useful for a growing part of the population living in urban areas since the citizens will enjoy its environmental, social and economic benefits. If implemented properly, urban gardening in central areas or in the outskirts can considerably improve the quality of life, both in technical and scientific terms: this activity is closely linked to the improvement of the air's quality, of the management and storage of excess storm water to slow down the surface runoff, of the increase in biodiversity; the economic revaluation of properties and of neighborhoods adjacent to urban gardens is also a phenomenon which must be taken into account, as many experiences in Germany and USA clearly show. In many areas, urban gardens have indeed become interesting sites visited by curious people and specialists.

Another key aspect to be considered is the social impact of urban gardens: these areas can become community gardens (this is the case with many cities in Northern Europe) with benefits also in terms of integration of migrants who can be involved in such activities, developing a better knowledge of local traditions and sharing their experiences. According to law 166/2016 "Provisions concerning the donation and distribution of food and pharmaceutical products for social solidarity and for limiting waste", a portion of the annual harvest is to be donated to charities and to be used in soup kitchens or for other charity purposes.

This is the reason why the Tuscan urban gardening model also includes the management of "complex of gardens", granting free use to a third party that is to say charities, foundations and other institutions of private nature recognised under the 361/00 DPR, voluntary organization (L 266/91), social cooperatives (L 381/91,; non-profit organizations of social utility (Dlgs 460/97), social promotion associations (L 383/00), social enterprises (Dlgs 155/06), with priority for TAP (Temporary Associations of Purpose) which can ensure a sound management for the preservation of the areas' functionality and goods.

Urban gardening also allows the recovery of green areas, especially of public ones which need renovation: this activity represents a great chance for municipalities to start urban regeneration processes in their territories, boosting the attractiveness of certain areas while improving their management. Urban gardening thus becomes a powerful tool for landscape planning, with great potential for the tourism sector as well, and a new model of rural economy.

Kenya – WFP: Home Grown School Meals

Proponent

World Food Programme

Main responsible entity

- Government of Kenya, Ministry of Education
- WFP Kenya Country Office

Date/Timeframe

Since 2009

Funding source

- Government of Kenya
- Various international donors

Location

Kenya

Background/Context

School meals

Every day at least 368 million children across low-, middle- and high-income countries are fed at school by their governments. There are good reasons for this: school meals provide children with nutritious food that is essential for their development and learning and, where children or communities are in difficult or disrupted circumstances, can help children find regular support for their daily needs in the classroom.

School meals in Kenya

WFP started school feeding in Kenya in the 1980s, but since 2009 the government has been implementing a government-led home-grown school meals programme (HGSMP). The home-grown school meals programme provides locally produced and purchased food to children in school, with the dual objective of increasing local food production and ensuring school attendance.

Home-grown school meals in Kenya

In 2016, the government-led HGSMP targeted 950,000 children in both arid and semi-arid counties. In parallel, WFP continued to provide school meals for 430,000 children in the arid lands and targeted schools in the informal settlements in Nairobi, that are not yet covered by the HGSMP, where national capacities are still constrained, enrolment and attendance disparities significant, and food insecurity and malnutrition high. To support the sustainable expansion of the HGSMP, WFP also prepared schools in Nairobi, Tana River and parts of Turkana for inclusion into the national HGSMP; this involved another 152,000 children.

In Kenya's HGSMP model, funds are transferred from the National Treasury to the Ministry of Education and then to school accounts. The schools announce a call for tenders and buy food from local suppliers (traders or farmers). This model is used in both rural and urban areas, linking smallholder farmers to schools in both contexts.

WFP provides capacity development support to smallholder farmers, small-scale traders and food processors throughout the country. This is done through training and coaching, food purchases, donation of equipment and facilitation of access to structured markets. The training modules focus on post-harvest handling, agribusiness, financial literacy, gender and procurement processes for the home grown school meals programme (HGSMP) and other structured markets. As a result of these training and market linkage forums, targeted farmer organizations are now aware of the business opportunity offered by the HGSMP market and other markets.

With the support of WFP, the State Department of Agriculture, in consultation with other national and county government ministries, is developing a policy document to provide the basis for guaranteed mechanisms for at least 30 percent of foodstuffs for public institutions to be purchased from smallholder farmers.

Fresh food in Nairobi county

In 2016, WFP and the Government of Kenya also started looking at options to introduce fresh foods into school meals. Several models were initiated to test efficient and effective ways to incorporate locally sourced fresh foods in the school meals in Nairobi County. Three models are tested:

- an additional transfer to schools to cover the cost of fresh food

- using an off-site kitchen that aggregates fresh foods from the export market to deliver to schools
- repurposing cosmetically unacceptable fresh foods

These pilots are active in 88 schools in Nairobi county, reaching almost 80,000 students daily.

Focus/Objectives

- The objective of the HGSMP is to contribute to equitable access to quality education, improved retention, completion and transition rates, and provide a market for farmers.
- The plan is to have a fully government-led school meals programme by December 2018. In the long term, at least 30 percent of the food should be purchased from smallholder farmers.

Key characteristics of the experience/process

- The programme is transitioning from a WFP-led to a government-led programme and in 2016 over 60% of the served school meals were managed by the government.
- Both the government and WFP transfer cash to the schools, who are in charge of procuring locally the food for the school meals.

Key actors involved and their role

- Government of Kenya, Ministry of Education: responsible for the government-led home-grown school meals programme
- Government of Kenya, Ministry of Health: inspection of food quality
- School Meals Committee: administers and manages, at the school level, all facets of the HGSMP implementation, including procurement, food preparation and reporting
- Local traders: participate in tenders
- Farmers' organizations: inform farmers about market opportunities; aggregate supply
- WFP Kenya Country Office: responsible for the implementation of the WFP-led school meals programme and home-grown school meals programme; capacity strengthening of the farmers and farmers' organizations

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

The HGSMP was evaluated by an external evaluator in mid-2014 and the evaluator found that schools had received a total of Ksh 2.2 billion for local food procurement between 2009 and 2014 under the HGSMP, effectively turning school meals into a major market opportunity for the local farmers.

The evaluation did not measure the changes in food security and nutrition. However, a meta-analysis of 42 studies of school meals programmes around the world found a positive effect on the weight-per-age of the school children: +0.24kg/child/year in pre-school feeding and +0.37kg/child/year in school feeding (Kristjansson et al., 2016).

A Local Economy Wide Impact Evaluation (LEWIE) of the Kenyan HGSMP is scheduled in 2017.

Challenges faced

In some regions of Kenya the access of local farmers to the market of home-grown school meals remained limited in scale because of: irregular transfers of funds to schools; inadequate communication; low awareness amongst potential suppliers during procurement processes; low preference of some schools for locally produced foods.

Lessons/Key messages

By 2019, with sufficient funding and the required legal frameworks in place, Kenya could have one of the largest locally procured and fully government-financed school meals programmes in Africa.

Tuscany (Italy) – Parco Agricolo Perifluviale**Proponent**

Department of Architecture of the University of Florence
Metropolitan City of Florence
Municipality of Florence
Municipality of Scandicci
Municipality of Lastra a Signa

Main responsible entity

Department of Architecture of the University of Florence

Date/Timeframe

May 2015- September 2016

Funding source

Regional Authority for the promotion of participation of Tuscan Region (L:R: 46/2013).

Location

The project area coincides with the periurban area among Florence, Scandicci and Lastra a Signa. More specifically, the site covered by the project is the rural/agricultural area of these three municipalities included among the rivers Arno, Greve and Vingone.

Background/Context

The plain between Florence and Lastra a Signa, covered by the project, is strongly urbanized (in 1954 the urbanized surface was 23% of the total, passed to 60,5% in 2007). Nevertheless, the territory situated on the left side of the Arno river preserves a rural connotation, hosting proximity agriculture and horticulture. In some riverfront areas (Mantignano, San Colombano) and on the lower hilly slopes of Scandicci, there are small or medium plots of land creating an agricultural mosaic. This kind of fabric is characterized by the association of arboreal and herbaceous crops (mostly vineyards and olive trees) and by a traditional texture which is still dense or medium-dense. There are also little fields of mixed crops (herbaceous and grapevine), which are really valuable for their meaning in terms of historical and cultural heritage. The level of ecological diversification is generally quite high.

Focus/Objectives

The main goals of project were:

- protection and regeneration of the periurban agricultural area;
- promotion of food security through the construction of local networks of farmers, citizens and public institutions;
- support of agricultural practices inclusive for the empowerment of vulnerable individuals and groups (disabled, indigenous people, migrants, prisoners).

These objectives have been pursued through the tool of 'Parco Agricolo Perifluviale'.

Key characteristics of the experience/process

The project addresses a participatory management of the territory aimed at inclusiveness, at food security and at well-being of the community. Particularly it aims to build of the 'social pact' consist of networks of local actors. These pact are real sites of self-construction and care of rural areas, whit benefits in the security food of populations involved.

Key actors involved and their role

The project has involved many actor: public institutions, associations of citizens, farmers through various modalities of interaction and negotiation addresses at building 'social pacts' for the care and development of rural areas and promote food security.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

The main changes observed are:

- a growing of awareness in the local population of the importance of the provenance of their food. Consequently increased their attitude a to turn to agricultural markets supported by local producers to meet their basic food needs.
- a growing of experiences of social farming. The social farming is a farming practice that uses agricultural resources to provide social or educational care services for vulnerable groups of people. Particularly the social farming experiences observed in the area of the project concerns the work involved migrants and ex-prisoners.

Challenges faced

The main challenge faced is the institutional recognition of the 'Parco Agricolo Perifluviale'. The institutional recognition of the Park to increase the possibilities of access to funding and to the protection of agricultural practices action.

Lessons/Key messages

The food security can only be guaranteed through the active involvement of local actors.

Rome (Italy) – Multifunctional farms

Main responsible entity

Municipality of Rome
Lazio Region

Date/Timeframe

From 2014 and further on

Funding source

Municipality of Rome
Lazio Region
For further on, European funds for farmers support

Location

Municipality of Rome, Italy

Background/Context

In the municipality of Rome the relationship between the city and its surrounding countryside is given by the presence of large green areas characterized by significant historical and environmental values that coexist with a massive extensive urbanization. In several cases farming activities play an essential role for the preservation of those green areas. The decree “Terre Vive” (living lands) -Article 66 of DL 1/2012 - adopted in 2014 has allowed 5510 hectares of land for agricultural use to be sold or leased to new farmers of less than 40 years of age in all Italy (Ministero delle politiche agricole, alimentari e forestali, 2014). The same year and following this decree two programs have been launched in Rome, one directly from the Municipality “*Roma, città da Coltivare: terre pubbliche ai giovani e agli agricoltori*” (Rome cultivating the city: public lands for the young and the farmers)” and the other from the Lazio Region “*Terre ai giovani*” (Lands for youth), which also includes lands inside the borders of the municipality. Those special programs allow young farmers to benefit from arable lands and historical farms within the city borders.

Focus/Objectives

Those agricultural projects are directly addressed to young farmers by loaning them city lands in order to help them to start multifunctional farming in order to protect and regenerate the Roman campaign i.e. Ager Romanus. By providing a wide range of services and activities such as agri-tourism and recreational activities, those new managerial approaches may consequently contribute to stop the countryside’s abandonment and to reduce youth unemployment, a major social issue. They represent an investment of different administrations into an innovative way of cultivating, investing in offset neighborhood and regenerating abandoned lands.

Key characteristics of the experience/process

The understanding of the program’s tenants lies behind the city’s socio-economical context, policy measures and agriculture’s particular importance (youth unemployment, land compensation policies of the city). All these factors led to a societal activism asking for the access to farming lands held by the administration. Diverses agricultural cooperatives of Rome funded the CRAT (Coordinazione Romana per l’Accesso alla Terra) (Roman Coordination for Access to Land) in order to express their suggestions and advices in the campaign for public space. They also organized several demonstrations and occupations, which led to the results of the decree “Terre Vive”.

Key actors involved and their role

The administrations play the role of the projects manager since they have a report to furnish every year. The farmers play their role but are also involved in a teaching and communication role of their practices. The last one concerns all the experts and researchers, who follow those projects either as advisers or as observant.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

The farms are involved into local selling activities of their products through a regular realization of events, local selling points, dominical sales and the participation to some food and agricultural local events.

At the moment the food production is constituted by a very common range of vegetables and transformed products issue of a strict controlled organic production. They also share the wish to

reintroduce diversity amongst the aliments produced with the use of old species.

In those suburban contexts, where the majority of these farms are located, are composed of local communities which are usually used to buy low- cost industrial food because they cannot afford the organic one. The production of local food available at a very competitive price allows them to benefit from products of high quality

Challenges faced

The state of abandonment and deterioration of the land areas belonging to previous management of non-agricultural activities has seriously slowed down the starts of the activities. Moreover, the farms cannot guarantee, at the moment, complete accessibility to public attendance, except for extraordinary events, due to the lack of essential services. Financial opposition represents probably the most problematic factor since the credit access has been often denied due to very restrictive regulations that do not favor young farmers with entrepreneurial objective at all. Finally, the division of the farms within protected areas and natural parks involves several problems regarding the funding through the Rural Development Plan which cannot be applied to any intervention performed in the public green areas.

Despite all the problems concerning the states of the farms and decelerating the realization of the activities planned, none of the initiative have been suppressed, demonstrating the possibility of overcoming these structural difficulties.

Lessons/Key messages

This program aims to the use of public lands for the development of multifunctional farms located at strategic points within the green grid of the municipality like in close proximity to regional and municipal parks where they play both the role of a park entrance and green connector. Looking at the bigger picture of this initiative it goes well beyond the perspective of multifunctional farms by bringing a solution against urban sprawl problems and valuable landscape services. This plan plays the role as a first experience for state investment directly aimed at the development multifunctional urban farms as well as to youth employment and the participation to the food system and could definitely be seen as a model for further development of similar initiatives.

SUSTAINABLE FOOD SYSTEMS FOR HEALTHY DIETS

Bogotá (Colombia) – SALSA collective initiative

Proponent

FAO

Main responsible entity

SALSA (Food sovereignty and self-sufficiency) Regional Integration Committee, Bogotá, Cundinamarca.

Date/Timeframe

2014 - 2022

Funding source

Belgian Cooperation - Socialist Solidarity

Location

Province of Sumapaz, Province of Oriente, Province of Occidente in the Department of Cundinamarca and Capital District of Bogota, Colombia

Background/Context

SALSA collective formed by 30 local organizations

Focus/Objectives

Propose the creation of inclusive markets based on the reactivation of short distribution circuits, bringing family agriculture closer to urban consumers, prioritizing GAP and agroecological production.

Key characteristics of the experience/process

Local municipal markets.

Coordination of markets and virtual commercial platforms to improve marketing actions.

Restoration of short distribution circuits between peri-urban areas in Bogotá, maintaining the natural buffering corridors.

Conservation of healthy food products and protection of areas of ecosystemic importance.

Creation of conscious and supportive consumption groups with the purpose of enhancing the demand, sustainability and economic access to healthy food. Popular urban economies based on the exchange of trades, inputs and knowledge between rural agricultural producers and urban suppliers (processing machines, technology, services) (Reference: roasted coffee produced by Agrosolidaria Seccional Vianí, one of the organizations in the Committee,))

Key actors involved and their role

Rural food producers organizations, training organizations (focused in social and supportive economy, food security and sovereignty, local public policies, decent employment of young people in the outskirts of the cities), supportive shopping groups and cultural houses in Bogotá.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

Rapprochement between producers and consumers based on trust building initiatives like agro-tourism visits and joint workshops fostering healthy and local food. Transition from temporary fairs to stable markets with continuous periodic initiatives and progress towards self-management / use of new technologies and the consolidation of new platforms and brokering means.

Reinforcement of mindful and supportive consumption, with the aim of enhancing the diversification and sustainability of the markets for the producers, as well as reducing prices and increasing demand.

Challenges faced

Search of sustainable production schemes linked to stable markets. Reinforcement of participatory guarantee systems. Networking with organizations like the Family Farming Network in Colombia (known in Spanish as RENAF). Addressing the challenges and conflicts related to the use of rural land in the outskirts of the cities with touristic initiatives, high impact agricultural monocultures, urban expansion and outsourcing of services.

Lessons/Key messages

Fostering proposals related to local and regional food policies that functionally coordinate rural and urban organizations is essential.

Ljubljana (Slovenia) – Short value chain approach**Proponent**

City of Ljubljana, Slovenia

Department for Environmental protection – Section for rural development

Main responsible entity

Rural development in Ljubljana – short food chains

Date/Timeframe

Constant – for programming period 2014-2020 and further

Funding source

Public funds – Municipality of Ljubljana

Location

Ljubljana – the capital of Slovenia – urban areas as well as the rural areas around the city centre.

Background/Context

The City of Ljubljana (hereinafter referred to as MOL) has set an operative goal in self-sufficiency in the Rural Development Strategy of the City Municipality of Ljubljana in the programming period 2014-2020, i.e. increasing recognisability of rural areas and creating a comprehensive approach in marketing of rural goods. MOL has a varied rural area with 826 farms, which sell their products to consumers in Ljubljana in different ways. MOL helps them develop their primary agricultural activities and helps them enter the market with different actions.

For this purpose, MOL has designed some measures to shorten sales channels and citizens of Ljubljana can access locally grown food easily. The measures were prepared so that they encompass as many target groups as possible:

1. Promotion events – within Ljubljana's rural area festival Zeleni prag, which takes place every year in October and presents different food suppliers in MOL to the citizens of Ljubljana; every Saturday Organic market takes place at the Ljubljana Central Market;
2. Doorsteps sales – we are aware that it is best to see where food was grown, therefore we encourage cultivators, also financially, to arrange sales areas on their farms and offer buyers completely fresh locally grown food;
3. Market areas – in MOL there are currently four marketplaces. Additionally, eight marketplaces are being prepared in city communities where citizens will be able to buy locally grown fruits and vegetables;
4. Basket of Ljubljana – it is a standard defining how food must be grown in the City Municipality of Ljubljana according to the principles of organic or integrated production. There are currently 70 food suppliers included in the Basket of Ljubljana;
5. Stimulating new forms of sales (e-marketing etc.)
6. Establishing short food supply chains – we are aware of the importance of cooperation between caterers, hoteliers and other providers of catering services with local cultivators. In this way, the quality of catering services has been increasing in MOL.

Categories 1-5 have been developed together by MOL and the food growers. In order to implement category 6, cooperation of larger number of participants is crucial. Firstly, MOL and the restaurant Druga violina (founded by Dolfka Boštjančič Centre – centre for people with special needs, also employing people with special needs) launched Apple Week in Ljubljana. In the framework of this programme, Druga violina has included apple dishes into their offer; from apples grown in MOL. Today other providers participate in the programme – hotels, shops and restaurants, which offer either apples or apple dishes from apples grown in MOL. At the same time, an educational programme was designed, aimed at raising awareness of local food growing.

Public institute Ljubljana Tourism, MOL and Jarina Cooperative formed a programme Green Supply Chains within the European Green Capital 2016. It is an initiative to increase locally grown food in the gastronomic offer of the municipality (<http://zelene-verige.si/>), project developer is Ljubljana Tourism.

Focus/Objectives

Strategic goal No. 1: Ensure quality agriculture and forestry goods from a preserved environment, with the aim of self-sufficiency of the MOL, by improving the supply of the MOL population with quality food, sustainable forest management and protection, conservation and development of functional capacity of agricultural holdings;

The strategy determines methods of production, taking into account natural and climatic conditions. A special chapter is devoted to monitoring climate change:

- Encourage the introduction of more resistant fruit and vegetable varieties – replacement of the range of products;
- Introducing new technologies in indoor production facilities, allowing the monitoring of or elimination of pests;
- Promote organic farming with the aim of the sustainable preservation of the environment;
- Promote the sustainable use of agricultural land - preservation of the cultural landscape with grazing;

Key characteristics of the experience/process

Long-term development, bottom-up approach.

Key actors involved and their role

Local government, schools, farmers, Agricultural and Forestry Institute, National institute for Agriculture.

Education, networking, producing food...

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

Trust that was built between producers and consumers created good and long term connections.

Challenges faced

Maintaining good communication and support system for creating short food chains beginning in kindergartens.

Lessons/Key messages

Constant presence of support – logistic, financial, educational, advisory.

Italy – Friendly Countryside initiative (Campagna Amica)

Proponent

Campagna Amica Foundation

Main responsible entity

Confederazione Nazionale Coldiretti – Coldiretti National Confederation

Date/Timeframe

The Italian law n.228/2001 introduced the concept of agricultural multifunctionality and allowed direct sales from farmers. The foundation “Campagna Amica” (Friendly countryside) was founded in 2009 and coordinates the activities of the project.

Funding source

Own resources of farmers. Furthermore farmers can invest on multifunctionality and direct sale by accessing the resources of rural development, which is a part of the Common Agricultural Policy (EU)

Location

Italy

Background/Context

With the reorganization of the large-scale retail distribution and a vision of agriculture as a simple provider of raw materials for the industry, the presence of farmers in local markets seemed a leftover from the past and was becoming increasingly marginal. But such a model began to show its limits both on the producers side, with inadequate compensation that did not cover their production costs, and consumers, forced to pay an excessive mark-up for the products on sale.

The production's surpluses drove the agricultural enterprises to diversify and to seek new markets as not to close down. Direct processing and sale was revalued, and a new relationship with consumers started, centered on transparency, quality, link with the local community and freshness of the products sold, at a price that is fairer for everyone. In this way, farmers managed to reach the final consumer, obtaining a more equitable remuneration for their work and improving the knowledge of their reality among consumers. In some cases, as for example in the hinterland of Rome, these farmers successfully managed to sell their products in local markets and shops of the city, but the lack of organization and self-regulation to guarantee consumers, made those initiatives fail.

Focus/Objectives

The aim of the Campagna Amica initiative is clearly to give strength and continuity to experiences that would have otherwise remained isolated and little lasting in time, by offering a comprehensive and coherent approach to direct sales, thanks to a single brand to be implemented throughout the country. A political and economic plan, built by the producers themselves and shared by the community, capable to offer: a fair price and an effective guarantee of quality and transparency of foods, the enhancement of leading products and the distinctiveness of our territories and of those who live and work there, a general growth of the heritage of our Country.

Key characteristics of the experience/process

Within this context, the farmers association Coldiretti promoted the creation of a self-regulated organization of producers, sharing common principles and rules for the protection of consumers and producers themselves, adhering to farmer markets: the “Fondazione Campagna Amica”. Over the years a network of farms involved in direct sales has grown, creating many Campagna Amica markets, selling

genuine farm-to-table products, with transparent and fair prices. Farms that adhere to the network and want to use the brand “Campagna Amica” accept to undergo periodic checks that ensure the agricultural and Italian origin of the products sold, in order to protect and safeguard the consumer. The Campagna Amica network has become a real commercial network of more than 10,000 points of sales, including over 1,000 Campagna Amica farmers markets, almost 7,000 that on farm points of sales, more than 2,000 agritourisms and 170 Italian shops. It also brings together entities not directly linked to the agricultural world, such as no food companies and restaurants that are an integral part of the Italian value chain and ambassadors of "Made in Italy".

Key actors involved and their role

- Family farms and cooperatives that have converted their production to sell directly, reprocessing and rediscovering methods of production and traditional varieties.
- Fondazione Campagna Amica, the organizational reality in which farmers gave themselves a regulation to ensure consumers, and collaboration with the local authorities, consumer organizations, schools and the civil society, in order to jointly develop the role and the purpose of this type of food production.

Key changes observed with regards to food security and nutrition and sustainable agriculture and food systems

The development of Campagna Amica farmers’ markets occurred in parallel and in dialog with the spread of the “from farm to fork” idea for a more sustainable consumption that also gives attention to the working conditions at the production stage, together with nutritional campaigns on the effects of junk food, promoting the consumption of fresh seasonal fruits and vegetables. All these nutritional, environmental and cultural considerations come with the citizens/consumers awareness of their power to influence the model of development that the country follows, through their purchase choices. It is also clear that Farmers Markets encourage the consumption of healthy foods and an informed consumption of traditional products, allowing the conservation and development of a network of agricultural enterprises in the suburban areas of the cities. They generate a connecting link between city and countryside, while guaranteeing biodiversity and diversification of food, involving enterprises increasingly sensitive to the protection of the environment, and often active in rural tourism.

Challenges faced

Over the years, many results have already been achieved, going from the creation of an economic alternative for many family farms to the creation of a new awareness among consumers. From a quantitative point of view, the number of farmers markets has significantly increased. Furthermore, a strict control system promoted by Campagna Amica ensure consumers that they will find an authentic agricultural Italian product on sale. New challenges have to be faced: Farmers Markets must become even more a meeting and exchange point for all those actors who are interested in good food, both in business (restaurants, canteens, buying groups, etc.) and cultural terms.

Lessons/Key messages

Even within the traditional retail system of cities, it is essential to create a space for the direct sales of food. This has positive consequences from the point of view of nutrition and environment, and for the planning of cities and their hinterland. It favors a more fruitful relationship city-countryside, creates opportunities for qualified employment in the food sector, and a closer and more equitable and inclusive relationship between consumers and producers, even in a context of "Circular Economy". The presence of farmers markets and the selling of their products in the markets, also contributes to improved behavior and sensitivity of large-scale distribution that, after a phase of obstruction, can find

spaces of collaboration with farmers. The key message is the ability of organization and self-regulation of the farmers who can and intend to undertake this journey, the dialog and confrontation with the civil society that can share it and sustain it, the advocacy in public institutions and the political world.