

Preparation of the CFS Voluntary Guidelines on Food Systems and Nutrition–

Preliminary Version of the Zero Draft

[The different chapters of this document include suggested language for the Voluntary Guidelines, except for Chapter III which includes descriptive text that is intended to inform the preparation of the upcoming versions of the document]

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I. INTRODUCTION

1. BACKGROUND AND RATIONALE

1. Combatting malnutrition in all its forms – undernutrition, micronutrient deficiencies, overweight and obesity – is one of the greatest global challenges that countries face today. Malnutrition in at least one of its forms affects every country in the world and most countries are affected by multiple forms. This represents a major impediment to achieving global food security and sustainable development. The impacts of malnutrition and its various manifestations have profound consequences on people’s health and wellbeing, lives and livelihoods throughout their lifetime and from generation to generation¹. Malnutrition in all its forms affects the mortality of children under five, their school performance, future productivity and economic opportunities, increasing their vulnerability to chronic and non-communicable diseases. Urgent action is needed to address these challenges and the negative impacts of malnutrition.

2. The consumption of safe and healthy diets is crucial to reverse these negative trends as unhealthy diets are now one of the top risk factors globally for premature death and disability.

¹ Global Panel on Agriculture and Food Systems for Nutrition. 2016. Food systems and diets: Facing the challenges of the 21st century. London, UK

3. Promoting policy changes is key to reshaping food systems that improve nutrition and enable healthy diets while improving their economic, social and environmental sustainability as well.

4. The focus of policy guidance should be on how food systems can help deliver high quality diets that are available, affordable, acceptable, safe and of adequate quantity and quality while conforming with beliefs, cultures and traditions to meet the increasing and evolving dietary needs of growing populations while paying special attention to the poorest and most nutritionally vulnerable and addressing the barriers they face in accessing healthy diets.

5. The Committee on World Food Security (CFS) is leading the policy process that will result in Voluntary Guidelines on Food Systems and Nutrition to be presented for endorsement at the CFS Plenary Session in October 2020².

6. The preparation of these Voluntary Guidelines is informed by the findings and scientific evidence provided in the High-Level Panel of Experts on Food Security and Nutrition's³ (HLPE) Report on *Nutrition and Food Systems*⁴.

7. This policy process is taking place while a great number of actors from different sectors are taking action actions to address malnutrition. Nutrition has received increased attention in recent years from the global community including the United Nations and its Member States and is recognized as a powerful driver towards the achievement of the 2030 Agenda for Sustainable Development. In 2014 the Food and Agriculture Organization (FAO) and World Health Organization (WHO) Members committed to end hunger and malnutrition in all its forms at the Second International Conference on Nutrition (ICN2)⁵. In 2016, the General Assembly of the United Nations proclaimed the UN Decade of Action on Nutrition (2016-2025)⁶ and called upon FAO and WHO to lead its implementation, in collaboration with the World Food Programme (WFP), the International Fund for Agricultural Development (IFAD) and the United Nations Children's Fund (UNICEF), using multistakeholder platforms such as CFS.

8. The Voluntary Guidelines are expected to contribute to and complement these international initiatives with a view to promoting policy coherence. They will provide guidance to help countries operationalize ICN2's Framework for Action⁷ recommendations in support to the progressive realization of the right to adequate food in the context of national food security and the achievement of

² In 2018, the Committee has endorsed the Terms of Reference which provide the guiding elements for the preparation of the Voluntary Guidelines, including the main issues to be covered.

http://www.fao.org/fileadmin/user_upload/bodies/CFS_sessions/CFS_45/MX516_6/MX516_CFS_2018_45_6_en.pdf

³ The HLPE is the science-policy interface of CFS and provides structured evidence base to inform CFS policy discussions drawing on existing research and knowledge, and experiences and policies at different scales and in different contexts.

⁴ HLPE. 2017. Nutrition and Food Systems. A report by the High Level Panel of Experts on Food Security and Nutrition of the Committee on World Food Security, Rome. <http://www.fao.org/3/a-i7846e.pdf>

⁵ FAO/WHO. 2014. ICN2, Rome Declaration on Nutrition. <http://www.fao.org/3/a-ml542e.pdf>

⁶ General Assembly resolution 70/259 available at <http://undocs.org/A/RES/70/259> and the Work Programme of the UN Decade of Action on Nutrition, available at:

https://www.un.org/nutrition/sites/www.un.org.nutrition/files/general/pdf/mv131_rev1_undoa_wp_rev1_fr.pdf

⁷ FAO/WHO. 2014. ICN2, Framework for Action. <http://www.fao.org/3/a-mm215e.pdf>

Sustainable Development Goal (SDG) 2 “to end hunger, achieve food security and improved nutrition and promote sustainable agriculture”.

2. OBJECTIVES AND PURPOSE

9. The Voluntary Guidelines are intended to be a reference point that provides guidance mainly to governments, as well as to their partners and other stakeholders, on effective policies, investments and institutional arrangements, that will address malnutrition in all its forms.

10. The objective of the Voluntary Guidelines is to contribute to reshaping food systems, in their different components, to make them more healthy and sustainable. This will ensure that the diets needed for optimal nutrition and health are available, affordable, acceptable, safe and of adequate quantity and quality while conforming with beliefs, cultures and traditions⁸.

11. The Voluntary Guidelines will follow a comprehensive and systemic **evidence-based** approach to bring coherence to the existing policy fragmentation with a special emphasis on the food, agriculture and health sectors, while also addressing livelihood and sustainability challenges.

12. The Voluntary Guidelines are intended to be global in scope and to provide guidance to policy makers and relevant stakeholders while designing context-specific policies, strategies, plans and programmes. They will also help them analyze the food systems in which they operate. The Voluntary Guidelines will take into consideration country diversity, different typologies of food system as well as the many endogenous and exogenous drivers impacting them.

13. The five main categories and related drivers that were identified in the HLPE report will be taken into account. They are:

- a) biophysical and environmental (natural resource and ecosystem services, climate change);
- b) innovation, technology and infrastructure;
- c) political and economic (leadership, globalization, foreign investment, trade, food policies, land tenure, food prices and volatility, conflicts and humanitarian crises);
- d) socio-cultural (culture, religion, rituals, social traditions, gender inequalities and women’s empowerment);
- e) demographic drivers (population growth, changing age distribution, urbanization, migration and forced displacement).

3. NATURE OF THE VOLUNTARY GUIDELINES AND THEIR INTENDED USERS

14. The Voluntary Guidelines will be non-binding and should be interpreted and applied consistently with existing obligations under national and international law, and with due regard to voluntary commitments under applicable regional and international instruments. CFS guidance should build on and integrate

Commented [SM1]: PSM would like to introduce a number of cross cutting issues like Food safety, Food waste and loss, capacity building, data and evidence based, partnership into the document. We suggest that a section be created for such policy relevant areas.

⁸ FAO/WHO. 2014. ICN2, Rome Declaration on Nutrition. Paragraph 5.b. <http://www.fao.org/3/a-m1542e.pdf>

existing instruments adopted on these topics within the context of the UN system, including Member States endorsed guidance and recommendations⁹.

15. The Voluntary Guidelines will speak to all stakeholders that are involved in addressing, or are affected by, malnutrition in all its forms.

16. They primarily are targeted at all levels of government to help design public policies, but they can be used by relevant stakeholders in policy discussions and policy implementation processes. These stakeholders include:

- a) Governmental actors, including relevant ministries and national, sub-national, local institutions;
- b) Intergovernmental and regional organizations, including the specialized agencies of the UN;
- c) Civil society organizations;
- d) Private sector;
- e) Research organizations and universities;
- f) Development agencies, including international financial institutions;
- g) Philanthropic foundations.

II. KEY CONCEPTS AND GUIDING PRINCIPLES

1. KEY CONCEPTS CONCERNING FOOD SYSTEMS AND NUTRITION

17. **Food systems** “gather all the elements (environment, people, inputs, processes, infrastructures, institutions, etc.) and activities that relate to the production, processing, distribution, preparation and consumption of food, and the output of these activities, including socio-economic and environmental outcomes”¹⁰.

18. **Food supply chains** “consist of the activities and actors that take from production to consumption and to the disposal of its waste”, including production, storage, distribution, processing, packaging, retailing and marketing¹¹.

⁹ Among these, the Framework for Action and the Rome Declaration on Nutrition of ICN2, UNGA Resolution A/RES/72/306 “Implementation of United Nations Decade of Action on Nutrition (2016-2025)”, UNGA Resolution A/RES/72/2 “Political declaration of the third high-level meeting of the General Assembly on the prevention and control of non-communicable diseases”, UNGA Resolution A/RES/73/132 “Global health and foreign policy: a healthier world through better nutrition”, UNGA Resolution A/RES/73/253 “Agriculture development, food security and nutrition”.

¹⁰ HLPE. 2014. Food Losses and Waste in the context of Sustainable Food Systems. A report by the High Level Panel of Experts on Food Security and Nutrition of the Committee on World Food Security, Rome.

<http://www.fao.org/3/a-i3901e.pdf>

¹¹ HLPE 2017b

19. **Food environments** “refer to the physical, economic, political and socio-cultural context in which consumer engage with the food system to make their decisions about acquiring, preparing and consuming food”¹².

20. **Consumer behaviour** “reflects all the choices and decisions made by consumers on what food to acquire, store, prepare, cook and eat, and on the allocation of food within the household”¹³.

21. **The most vulnerable to malnutrition in all its forms** “typically include those with high nutrient requirements and those who have less control over their choice of diet. This implies particular attention to young and school aged children, adolescent girls, pregnant and lactating women, the elderly, indigenous peoples and local communities and smallholders and rural and urban poor also in consideration of the different types of food systems they live in”¹⁴.

22. **Healthy diets** “refer to a balanced, diverse and appropriate selection of foods eaten over a period of time. A healthy diet ensures that the needs for essential macronutrients (proteins, fats and carbohydrates including dietary fibres) and micronutrients (vitamins, minerals and trace elements) are met specific to the person’s gender, age, physical activity level and physiological state. WHO indicates that for diets to be healthy:

- a) daily needs of energy, vitamins and minerals should be met, but energy intake should not exceed needs;
- b) consumption of fruit and vegetables is over 400 g per day;
- c) intake of saturated fats is less than 10% of total energy intake;
- d) intake of trans-fats is less than 1% of total energy intake;
- e) intake of free sugars is less than 10% of total energy intake or, preferably, less than 5%;
- f) intake of salt is less than 5 g per day”¹⁵.

23. **Sustainable diets** “are those diets with low environmental impacts which contribute to food and nutrition security and to healthy life for present and future generations. Sustainable diets are protective and respectful of biodiversity and ecosystems, culturally acceptable, accessible, economically fair and affordable; nutritionally adequate, safe and healthy; while optimizing natural and human resources”¹⁶.

2. GUIDING PRINCIPLES FOR RESHAPING FOOD SYSTEMS

¹² ibidem

¹³ Ibidem

¹⁴ CFS 46. Terms of Reference for the preparation of the CFS Voluntary Guidelines on Food Systems and Nutrition

¹⁵ Information Note on the Framework for Action. Joint FAO-WHO ICN2 Secretariat. November 2014.

http://www.fao.org/fileadmin/user_upload/faoweb/ICN2/documents/InfoNote-e.pdf - A healthy diet for infant and young children is similar to that for adults but other important elements need to be considered. WHO. Healthy Diet. Fact sheet No 394.

¹⁶ Definition agreed at the International Scientific Symposium on Biodiversity and Sustainable Diets, November 2010, FAO Headquarters. Report, p.7: <http://www.fao.org/docrep/016/i3004e/i3004e.pdf> - This definition is also used in the HLPE report on Nutrition and Food Systems (HLPE 2017b) and in the UNSCN discussion paper on Sustainable Diets for Healthy People and a Healthy Planet, 2017:

<https://www.unscn.org/uploads/web/news/document/Climate-Nutrition-Paper-Nov2017-EN-WEB.pdf>

Commented [SM2]: PSM thinks that specific ingredient-based recommendation is not agreed nor are backed by sound evidence especially in the wake of lack of data on diet quality. Suggest we not include the approach of ingredient-based diet and look at a political definition which looks at a balanced diverse diet approach.

24. Food systems serve and support multiple objectives within all domains of sustainable development, from economic to health, socio-cultural and ecological. While food systems might be different in characteristics and articulation, they offer critical entry points for public policies and investments that aim to advance the 2030 Agenda for Sustainable Development across the SDGs.

25. The Voluntary Guidelines will include a number of guiding principles¹⁷ that should be followed to contribute to reshaping food systems realigning them with sustainable development while improving nutrition and enabling healthy diets.

26. These guiding principles are:

- a) Promote a systemic, evidence based and holistic approach that looks at the multidimensional causes of malnutrition in all its forms, including the lack of stable access to healthy, balanced, diversified and safe diets and safe drinking water, inadequate infant and young child caring and feeding practices, poor sanitation and hygiene, insufficient access to education and health services, income poverty and low socio-economic status.
- b) Contribute to the implementation of cross-cutting and coherent policies through coordinated actions among different actors and across all relevant sectors at international, regional and national levels. These policies should build upon existing recommendation i.e Codex.
- c) Promote policies that are intended to enhance the livelihoods, health and well-being of the most vulnerable segments of the population and enhance the safety and sustainability of food production as well as the protection of biodiversity.
- d) Promote gender equality and women's and girls' empowerment respecting their rights and considering the importance of creating the conditions for women's strong engagement in shaping food systems that can ensure improved nutrition.
- e) Contribute to the empowerment of people and the creation of an enabling environment for making informed choices about food products for healthy dietary practices and appropriate infant and young child feeding practices through improved evidence-based health and nutrition information and education.
- e) Promote the use of science-based data and evidence on food systems in the formation of effective policies, investments and recommendations.
- f) Promote multi-stakeholder partnerships, including public-private and private-private partnerships for improved nutrition while giving due regard to managing conflicts of interest. These types of partnership could be vital in sharing experiences, technologies and knowledge, and in mobilizing domestic and foreign public and private resources.

Commented [SM3]: Guiding Principle is a section which has not been previously included in any other VG. PSM would like to understand the reasoning behind the inclusion of this section.

Commented [SM4]: Added evidence based to the principle.

ICN Rome Declaration text: empowerment of consumers is necessary through improved and evidence-based health and nutrition information and education to make informed choices regarding consumption of food products for healthy dietary practices;

¹⁷ These guiding principles make reference to already agreed international documents and tools, such as the Rome Declaration on Nutrition and the Framework for Action of ICN2.

g) Support human capacity building to scale up the coverage, impact and sustainability of nutrition programmes, particularly among nutrition and food systems actors.

III. THE VOLUNTARY GUIDELINES ON FOOD SYSTEMS AND NUTRITION

Differently from the other sections of the Zero Draft, Part III – The Voluntary Guidelines on Food Systems and Nutrition- includes descriptive text that is intended to inform the preparation of the upcoming versions of the document. The language of this section does not represent suggested text for the Voluntary Guidelines but initial ideas regarding the issues and topics to be considered and discussed by CFS stakeholders.

27. This section includes the proposed scope of the Voluntary Guidelines. In line with the conceptual framework introduced in the HLPE report, the Voluntary Guidelines will use the three constituent elements of food systems as policy entry points for food system transformation towards improved nutrition. They are food supply chains, food environments, and consumer behaviour.

28. For each of these three elements the Voluntary Guidelines will consider the different typologies of food systems, with particular attention to those defined by the HLPE. Challenges and opportunities that specific food systems face along with the actors engaged, and the related power dynamics will be considered in order to assist policy makers in the design of policies, investments and interventions adapted to a given context.

29. The fragmentation between the several sectors that have an impact on food systems will be addressed in order to promote greater policy coherence between them.

30. The recommendations are expected to build upon and complement related guidance previously provided in other CFS policy guidelines and recommendations and consider the work and mandate of other relevant international bodies e.g. Codex.

31. Different drivers of change that impact and are impacted by the ability of food systems to deliver safe and healthy diets are important as they contextualize the recommendations provided in the Voluntary Guidelines. They will be analyzed in the development of the policy guidance with regards to the different elements of food systems and their subcomponents.

PART 1 – FOOD SUPPLY CHAINS

32. The decisions made by the actors at any stage of the food supply chain have implications for the other stages. Interventions across food supply chains can affect the safety, availability, affordability, accessibility and acceptability of nutritious food. Activities along the food supply chains can both increase and decrease the nutritional value of food by changing availability and access to macronutrients and micronutrients, or the levels of substances associated with diet-related non-communicable diseases.

Commented [SM5]: PSM recommends including a section on Technology development and adoption, Inclusion of Farmers and Youth as policy relevant areas.

Commented [SM6]: PSM would recommend that we need to be specific to Food, Ag and health sector. Or else, we wont be able to define scope.

1. PRODUCTION SYSTEMS

33. The different types and varieties of foods available can significantly shape diets. More diverse and integrated production systems at different scales tend to be more resilient to external shocks and contribute to dietary quality and diversity. Attention needs to be paid to the role of investments in food production systems and associated research and development. The impact of agriculture¹⁸ and food production systems on nutrition should be considered in relation to the three dimensions of sustainability: economic, social and environmental.

Policy-relevant areas

- a) Landscape and dietary diversity
Diversified agricultural systems can contribute to food security and nutrition through different pathways, for example as a direct source of food or income.
- b) Economic production incentives
Agricultural subsidies could orient agricultural production systems towards diverse and nutritious foods that enable healthy diets.
- c) Protection of wild foods and local agrobiodiversity
There are a number of challenges to promoting the protection of wild foods and local agrobiodiversity. These include overharvesting and land clearing for agriculture, difficulties in securing access to land and land tenure, perceptions about wild foods, loss of traditional knowledge, high workload to collect, process and prepare traditional foods, and weak integration in market economies.
- d) Farm-to-school programmes
Farm-to-school programmes can improve the supply of nutritious foods to schools while creating a guaranteed market for local farmers. Programmes should be designed in such a way that local farmers are integrated into school food supply chains and food safety secured by processing and packaging of foods if needed. These programs ~~They~~ can positively affect school-aged children's nutrition knowledge and consumption behaviour.
- e) Women producers' livelihoods
Women tend to be less involved in commercial agriculture and more involved in informal activities which are often seen as an extension of their domestic responsibilities. Leadership in the community and access to and control of biophysical resources related to production are relevant areas for policy intervention to empower women.
- f) Agricultural research and development for healthy and safe diets

¹⁸ In this document, the term agriculture includes crops, livestock, forestry, fisheries and aquaculture.

Investment in research and development for nutrient-rich crops, such as fruits and vegetables, could lead to improvements in productivity with better access to healthy and safe diets and nutrition.

g) Climate smart and nutrition-sensitive approaches

Climate smart and nutrition-sensitive approaches are important to maintain necessary levels of nutritious food production while minimizing the environmental effects of agriculture. These types of interventions may include increasing irrigation to provide more reliable water for crops, improving soil quality, and increasing the diversity of crop varieties and livestock breeds to increase resilience to heat, drought, pests and diseases.

h) Resilient food supply chains

Efforts to adapt or rebuild food supply chains to threats like conflicts and climate change should consider investing in building or rehabilitating the physical capital by means of cash, vouchers or food-based transfer programmes. In particular, these should address their immediate food needs while at the same time boost their assets.

2. STORAGE AND DISTRIBUTION

34. Storage and distribution have an impact on diets and health. Lack of appropriate facilities and technologies contribute to contamination with serious health consequences for consumers. Proper storage and distribution are key to making nutritious food, with good quality attributes, available and accessible to a wide number of consumers. However, these facilities may not be available in all areas, especially in rural areas with poor infrastructure.

Policy relevant areas

a) Food losses and waste

Food losses and waste are a major challenge mainly caused by inadequate storage, transport conditions and lack of infrastructure. Strategies towards improving infrastructure and adopting efficient technologies can have a positive impact on food systems by improving access to fresh and other perishable food, increasing shelf life and improving food safety.

3. PROCESSING AND PACKAGING

35. Appropriate food processing and packaging contribute to preventing food quantity and quality losses and waste and to extending shelf life. The extent to which food is processed may influence the degree to which nutrients and other substances/agents enter or exit the supply chain. Interventions aiming to improve food processing and packaging should look at enhancing safety of the foods, the nutrient content of foods, and limiting the use of unhealthy ingredients. Technologies and innovation also play an important role. Strengthening the capacity of smallholders and small entrepreneurs to process and package foods can help secure a nutritious food supply and in turn enhance nutrition, health and income generation.

Policy-relevant areas

Commented [SM7]: Need for investment in safety system to meet nutritional needs of the most vulnerable is well documented and highlighted in the recently concluded FAO-WHO conference on safety. We recommend adding a policy section on investing to the zero draft.

Commented [SM8]: There are only two policy relevant areas included as relevant. Both focus on the negative aspects of food processing and packaging.

However, there are more positive impacts of food processing and packaging:

“The availability, promotion and enabling of food processing technologies provides the basis for an efficient food processing industry that optimizes resources, minimizes waste, links smallholders to formal markets and ensures the highest food safety standards. Efficient processing systems must be linked to food innovation platforms enabling the commercialization of innovative nutrient rich foods with minimal environmental impact. Food packaging technologies play a crucial role in ensuring the availability of foods in all regions even where supply chains require modernization and investment.

Commented [SM9]: Safety added to text as processing and packaging can immensely improve the safety of the foods

a) Practices and technologies to protect promote and add nutritional value along food chains
Policies and programmes can be put in place to preserve or add micronutrients into foods during processing (i.e. drying, fermenting, fortification) or to ~~avoid or to remove less healthy~~ encourage healthy ingredients (i.e. product reformulation).

Commented [SM10]: This is really an incorrect characterization of product reformulation, which occurs to provide alternative products on the market for a variety of reasons. Suggest restating to say “reformulate to provide healthier options.”

b) Food processing policies and regulations
Regulatory limits and mandatory labelling are among the approaches followed to reducing trans fat availability in the food supply leading to the reformulation of many products. Also recommended or mandatory targets or standards have been developed in different categories of foods to reduce salt and sugar intake.

Commented [SM11]: Food processing and packaging sector development that links smallholder farmers, and the informal food production sector, directly to the formal sector.

Processing and Packaging is also key in securing food safety and accessibility especially in area’s with un development infrastructure. These areas should be included in the text.

4. RETAIL AND MARKETS

36. Interactions in retail and markets shape the food systems, and the food environment, where consumers make purchasing decisions, influencing consumer behaviour and food consumption patterns. Local and traditional markets represent an important source of nutritious foods. ~~However, the transformation occurring in agriculture and food systems, and in particular the rapid spread of supermarkets and fast food chains, means consumers are offered a range of products at a lower price.~~ This trend also brings challenges for smallholder farmers, in terms of requirements and standards, centralized procurement systems, power relationships and decision making. The impact of drivers of change, such as international trade and demographic trends, have to be considered and addressed.

Commented [SM12]: PSM suggest that text not including pricing as there isn’t evidence that supermarkets and fast food chain offer products at lower price. In addition, lower price compared to what?

Policy-relevant areas

a) Connecting smallholders to markets
Policies and investments need to address barriers preventing smallholders from accessing markets. Lack of adequate storage, including cold storage and chains, can lead smallholders to sell their products soon after harvest when prices are low. Lack of transportation and road infrastructure makes it difficult for smallholders to reach markets. Information technology can play a key role in increasing farmers’ opportunities to deliver a diversity of fresh, safe and nutritious foods to market.

Commented [SM13]: Support food processing and packaging sector development that links smallholder farmers, and the informal food production sector, directly to the formal sector. This provides smallholder farmers’ increased access to markets, whilst improving food safety and nutritional value of foods. It also contributes to increased smallholder farmer income and the reduction of food losses

b) Local food procurement and supply of nutritious foods
Policies and programmes should be developed to encourage retailers to supply more nutritious food items at affordable prices, and to procure local products, particularly from smallholders, bringing a positive impact in terms of dietary patterns and nutritional outcomes.

PART 2 – FOOD ENVIRONMENTS

37. Food environments consist of food entry points, namely the physical spaces where food is made available and accessible, and the infrastructure that allows access to these spaces; the affordability and price of foods; the advertising, marketing, and positioning of foods; and the quality and safety of foods

as well as branding and labeling. Food environments are the interface between food supply and demand, a space of convergence where all actors involved in food systems can together bring transformative change leading to greater availability and affordability of nutritious food and ultimately healthier food consumption.

1. AVAILABILITY AND PHYSICAL ACCESS (PROXIMITY)

38. Unfavorable climatic and geographic conditions, low density of food entry points or limited access to nutritious foods, lack of appropriate infrastructure, food losses and waste, all forms of conflict and humanitarian crises, migration and forced displacement, can have negative consequences on what can be purchased and consumed. The availability and physical access to diverse types of food influences what consumers can purchase and consume.

Policy-relevant areas

a) Food deserts and food swamps

Policies are needed to encourage healthy outlets and address the spread of food deserts and swamps, particularly in mixed food systems, as countries urbanize.

b) Public procurement

Healthier diets can be encouraged through the provision of **local** quality **and safe** food in schools, hospitals, workplaces and other government institutions and buildings, also influencing production, providing a reliable source of demand for local producers and businesses.

Commented [SM14]: We should focus on quality and safety of food to improve diet through public procurement. Integrating local smallholders and SME should be one of the aspect of the policy and not the policy focus.

c) Systemic food assistance

Systemic food assistance, integrates emergency response with nutrition and longer-term strategies towards sustainable development and resilient food systems. Combining humanitarian assistance with longer-term development objectives can reduce the risks and impact of shocks, increase food productivity, and strengthen resilience to natural disasters and human-made crises.

2. ECONOMIC ACCESS (AFFORDABILITY)

39. For several segments of the population, affording adequate diversity of nutrient-rich foods represents a significant challenge and has an impact on consumption patterns. This challenge is even stronger if prices were to increase to reflect the cost of production, including environmental costs, or if other costs that are not monetary are considered, such as the time and labour needed to buy, clean, prepare and cook.

40. **The** relative price of food is also a key issue as more nutritious food is often relatively more expensive than processed food that is high in salt, fats, sugar and low in fibre. Actions should be taken to make nutritious foods more affordable or to provide coupons to low-income groups and food transfers for women and children to safeguard maternal, infant and young child nutrition.

Commented [SM15]: This is, to some extent, a myth: pulses and seasonal fruit and vegetables are relatively affordable in many if not most countries/settings. So are some meats (e.g. poultry). All processed food is not unhealthy. Poor people need nutritious convenience food: you can't expect them all to cook all the time, even if the fresh stuff is readily available and affordable.

Policy-relevant areas

a) Nutrition-sensitive trade policies

Countries, in compliance with their international obligations, can consider using trade policies to shift production patterns and lead to improvements in the way food is produced, traded and accessed.

b) Taxes and subsidies

Depending on the type of food system and the national and local context, and taking into consideration all possible effects including those on lower income groups, measures like taxes and subsidies can regulate pricing and may influence food choices and dietary intake.

c) Social protection programmes leading to improved nutritional outcomes

Policies are needed to promote the design and implementation of social protection interventions and programmes in a nutrition-sensitive way to enable healthy diets and contribute to improved nutrition outcomes.

Commented [SM16]: PSM supports many member states in its call to remove reference to trade, taxes and subsidies from the zero draft.

3. PROMOTION AND ADVERTISING

41. Promotion and advertising have a direct influence on consumer preferences, purchasing behaviour, consumption patterns, and the nutrition knowledge of the population. Particular attention needs to be paid to children as they are particularly susceptible to the influence of food marketing and advertising. Regulatory measures and the provision of transparent information in commercial advertising represent relevant interventions to promote healthier diets.

Policy-relevant areas

a) Regulations for advertising and marketing

Children of all age groups require special protection and attention; ensuring a responsible approach to food and beverage marketing to children, notably through implementation a variety of approaches that can include self- and co-regulatory measures, as well as regulatory frameworks, appropriate to the specific national context -e.g. through full implementation of the International Code of Marketing of Breast milk Substitutes, bans on less nutritious foods and measures to ensure responsible food marketing, subsidizing healthier alternatives and interventions in schools to promote healthier approaches to eating, as well as to encourage physical activity.

b) Transparency of information on labels

Nutrition labelling on food packaging (i.e. evidence-based front of pack labelling) through voluntary or mandatory codes is one tool to inform consumers, shaping their preferences and encouraging product reformulations by manufacturers. The promotion of education campaigns are important to help consumers understand the labels which have to be accurate, transparent and easy-to-understand.

4. FOOD QUALITY AND SAFETY

42. Food quality describes the attributes of a food and refers, among other things, to the composition and the way food is produced and processed. Food safety refers to those hazards that may contaminate food, through pesticide residues and certain agricultural practices as well as bacteria, viruses and parasites.

43. Insufficient efforts in promoting food quality and safety negatively influence consumption patterns and have negative consequences on the health and nutrition of consumers.

Policy-relevant areas

a) Food safety and traceability

The ability to trace and follow food through all stages of production and distribution helps provide safer foods and better connect producers to consumers. ~~Improving food storage is another effective way to increase the amount, safety and quality of the available food. Strengthened institutions and policies are also key to improving cold chain transport and stabilization of the energy supply. Integrate food safety policymaking with agriculture and nutrition policymaking to achieve greater policy coherence to deliver safe and adequate quality food with a focus on strengthening research on foodborne diseases, harmonization of food safety policies at global level, supported by national/local monitoring and control systems, building human, institutional and systemic capacities and appropriate actions in the consumer, trade and market and food production domain.~~

b) Food quality improvements

Product reformulation and policy options for improving composition of food can improve its quality. Food fortification is also an effective public health intervention for preventing nutritional deficiencies while contributing to improving health outcomes.

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PART 3 – CONSUMER BEHAVIOUR

44. Consumer behaviour is influenced by several factors including demographics, lifestyle, personal preferences, knowledge, attitudes, skills, values, social environment, traditions, culture and beliefs. Consumer behaviour is shaped by and has the potential to influence the existing food supply chains and food environments so that collective changes in consumer behaviour can open pathways to more sustainable food systems that enhance food security and nutrition and health.

1. FOOD AND NUTRITION EDUCATION AND INFORMATION

45. Food and nutrition education and information, including on the origin of food, what it is composed of, how it is processed and prepared, is intended to stimulate critical analysis, motivate actions and develop practical skills for food choices and related practices leading to healthy diets. Nutrition education and consumer messages play an important role in increasing the acceptability of nutritious foods for healthy diets.

Policy-relevant areas

- a) Social and behaviour change communication
Social and behaviour change communication (SBCC) is the use of communication to change behaviour by positively influencing knowledge, attitudes and social norms. SBCC coordinates messaging across a variety of communication channels to reach multiple levels of society to stimulate community engagement and buy-in, ultimately influencing behaviour and demand.
- b) National food-based dietary guidelines
National food-based dietary guidelines are another important source of information and guidance for consumers and producers. They provide recommendations based on the latest evidence of the composition of healthy diets adapted to national contexts, representing also a helpful source of information for policy makers in several sectors (i.e. to promote more investment towards healthier and a more diverse range of products).

2. SOCIAL NORMS, VALUES AND TRADITIONS

46. Food affordability, convenience and desirability are influenced by the quality of, and the marketing around, food but also by the social norms and the cultural values associated with food.

Policy-relevant areas

- a) Traditional food cultures
Protecting a diverse range of food cultures is a way to protect traditional diets and knowledge originating from diverse production systems. It also helps preserving diversity and identity of several populations, stimulate local economy and local farming.

Commented [SM17]: We need to take into consideration that many traditional diets may not be healthy in the current context.

IV. IMPLEMENTATION AND MONITORING

47. All CFS stakeholders are encouraged to promote at all levels within their constituencies the dissemination, use and application of the Voluntary Guidelines to support the development and implementation of national policies, programmes and investment plans across all sectors to address the multiple challenges of malnutrition in all its forms.

48. CFS should provide a forum where all relevant stakeholders can learn from the experiences of others in applying the Voluntary Guidelines and assess their continued relevance, effectiveness and impact on food security and nutrition. The intention is to support countries in making SMART commitments¹⁹ and achieving nutrition objectives in the context of the UN Decade of Action on Nutrition 2016-2025 and the 2030 Agenda for Sustainable Development.

¹⁹ https://www.who.int/nutrition/decade-of-action/smart_commitments/en/

49. Efforts should be made to contribute to the achievement of the six Global Nutrition Targets (2025) endorsed by the World Health Assembly in 2012 and the diet related non-communicable disease targets, which are the aims of the Decade of Action on Nutrition and contribute to the realization of the SDGs by 2030.