CFS Voluntary Guidelines on Food Systems and Nutrition (VGFSyN)
Draft One

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PART 1 - INTRODUCTION

1.1 BACKGROUND AND RATIONALE

1. Malnutrition in all its forms – wasting, chronic malnutrition, undernutrition, micronutrient deficiencies, overweight, and obesity – has become one of the major 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, the progressive realization of the right to adequate food in the context of national food security, and the implementation of the 2030 Agenda for Sustainable Development. The impacts of malnutrition and its various manifestations have profound consequences on people’s health.

1 Food security exists when all people, at all times, have physical, economic and social access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life.
and wellbeing, physical and cognitive development, lives and livelihoods throughout their lifetimes, across and from one generation to another. High malnutrition rates can take a heavy toll on national GDP due to lost productivity and high medical care costs.

2. Malnutrition in all its forms is associated with various forms of ill health and increased levels of mortality. Undernutrition is a major cause of death among children under five, while newborns with a low birth weight are more frequently affected by infectious diseases during early life, and predisposition to. They are also and are predisposed to higher risk of contracting non-communicable diseases (NCDs). Stunting and wasting continue to represent significant challenges to achieve the 2030 goals and targets. While wasting, also known as acute malnutrition, represents a greater risk of mortality and morbidity, stunting, is associated with delays in both physical growth and cognitive development. The co-existence of wasting and stunting, as well as stunting and obesity in children under the age of five poses major risks in some regions. Overweight and obesity are increasing in every region, with rural areas catching up to urban settings.

3. Micronutrient deficiencies related to the inadequate intake of iron, vitamin A, folate, vitamin D, and zinc, and other essential nutrients affect a large proportion of the global population with serious consequences on health, well-being, and development. Children under five, adolescent girls, women of childbearing age, and pregnant women have specific nutritional requirements across their lifecycles and are especially at risk of being affected by anaemia. In particular iron deficiency anaemia. Also referred to as “hidden hunger”, micronutrient deficiency increases vulnerability to infection, birth defects, and impaired development, and it lowers life expectancy.

4. Overweight and obesity represent major risk factors globally for diet-related NCDs such as cancer, cardiovascular disease, and diabetes, as well as chronic respiratory diseases. While undernutrition is still the main form of malnutrition among children under five, overweight and obesity are increasingly prevalent among school-aged children, adolescents and adults.

5. The heavy social and economic impacts of malnutrition in all its forms is very high on societies as it are transmitted across generations. Malnourished mothers are more likely to have low-weight babies with higher risk of becoming malnourished children and adults. The effects of malnutrition in children results in reduced stature, diminished physical and mental health, poor school performance, reduced economic productivity and opportunities, and increased vulnerability to NCDs and other chronic diseases. These diseases lead to early death and disability and require higher spending on health care, placing significant burdens on national health care systems and economies.

6. Malnutrition in all its forms has many interrelated and underlying causes that need to be addressed simultaneously. Among them, the lack of stable access to healthy-nutritious and safe diets and safe drinking water, inadequate infant and young child, caring and feeding practices, poor sanitation and hygiene, insufficient education and health services, and low socio-economic status.

7. Poverty and inequality are important underlying causes of hunger and malnutrition in all its forms. Economic slowdowns and downturns have significant impacts on employment rates, wages, incomes, and purchasing power with negative consequences on nutrition and health. There These
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Factors limit the capacity of national governments to deliver, ensure the provision of essential social services and the delivery of health care. In this context, inequality influences income and asset distribution, determines...
Contributes to marginalization and social exclusion, and further increases the vulnerability of the most affected to malnutrition.

8. Groups The most affected by malnutrition in all its forms typically includes people those with increased nutrient requirements and those who have less control over their dietary choice of diets, including young and school-aged children, adolescents, pregnant and lactating women, the elderly, and disabled people. In addition, urban poor, indigenous people, peasants, rural poor, agriculture and food supply chain workers, upland and remote communities, and displaced people are particularly vulnerable to malnutrition because of their persistent or temporary poverty.

9. Complex and protracted crises also have both immediate and long-term adverse consequences on the nutritional status of impacted populations, particularly pregnant and lactating women and children under five. Conflicts, fragility, and susceptibility to natural disasters pose a major global threat not only to the functioning of food systems and their ability to deliver sustainable and healthy nutritious diets but to the implementation of the 2030 Agenda as a whole.

10. Climate change, agriculture, and nutrition are interconnected. Climate change and variability affects temperature and precipitation, as well as the frequency and severity of extreme weather events, sea water incursions and other threats to food production, processing, supply chains. Increases in temperature, heat waves, and droughts and floods impact agriculture, with the largest effects being decreased crop yields and livestock productivity, as well as declines in fisheries and agroforestry in areas already vulnerable to food insecurity. Climate change affects food quantity, quality, safety and ultimately food prices, with significant implications for availability of healthy nutritious diets.

11. Unhealthy diets represent one of the major risk factors for malnutrition and its related health outcomes. Food systems have become more interconnected from global to local levels, with longer, more complex food supply chains. The enhanced interconnectedness of people and places, globalization, urbanization, and the overabundance of cheap, convenient and often ultra-processed food and beverage, are important determinants of shifts in consumer behaviour toward unhealthy diets. Such dietary shifts have been associated with increasing prevalence of overweight, obesity and NCDs worldwide. An individual's food choices have impacts that resonate far beyond themselves: diets reflect larger systemic issues that impact population, health, sustainability, and justice.

12. Current global food systems, with their excessive consumption and waste patterns, are unsustainable. They are inefficient in resource utilization, including labor and energy, and lead to environmental degradation. Current global dietary trends are negatively impacting the world's natural resources, biodiversity, and ecosystems in the context of population growth and pressure. Food systems can be also characterized by inequitable power concentration and imbalances failing to deliver benefits for all. Changes are needed within and across food systems, with the aim to generate positive outcomes along the three dimensions of sustainability – social, economic, and environmental.

13. Food systems have dramatic effects on human and planetary health. They shape producers’ decisions and consumers’ food choices. Conversely, human decisions and choices (whether individual or collective) regarding production and consumption can also influence food systems and their ability to deliver nutritious diets. Each food system faces its own challenges, but all of them have the potential to

Commented [USG6]: “Sustainable and Healthy diets” and “Healthy Diets are not internationally agreed terms. In more than 50 places, we suggest replacing the use of these two terms with “nutritious diets” throughout the text.

Commented [USG7]: Paragraphs 11-14 here are sweeping statements intended to vilify global food systems without regard to underlying dynamics or adequate recognition of the fact that trade plays an important role in improving access to safe and nutritious foods around the world.

The HLPE report #12 on Nutrition and Food Systems is much more balanced in its framing of the food system issue and should serve as a model for this report.

Commented [USG8]: From page 9, HLPE report 12, Nutrition and Food Systems, condensed and slightly edited
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open specific pathways towards nutritious diets that enhance food security and nutrition now and in the future. All need adapted improvements to deliver enhance food security and nutrition for all people.

15.12. Fostering policy, institutional and behavioural changes among food system actors is key to reshaping or promoting sustainable food systems that improve nutrition and encourage enable sustainable and healthy diets that meet the evolving dietary needs of growing populations. In order to be effective and sustainable, food system-related policies need to focus on their economic, social, environmental,

Commented [USG9]: From para 15 paragraph 32, HLPE report 12, Nutrition and Food Systems, condensed.

Commented [USG10]: Not defined and not needed in this sentence.
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nutritional and health consequences, paying special attention to the poorest and most nutritionally vulnerable, and addressing barriers they face in accessing sustainable and healthy nutritious diets.

16.13. New policies are required to address policy fragmentation and its subsequent negative impact on nutrition, ones that are designed and coordinated with those responsible for across sectors such as health, agriculture and food systems, education, environment, water, sanitation, gender, social protection, trade, employment, and finance—all of which impact nutrition outcomes.

17.14. The Committee on World Food Security (CFS) has undertaken a policy process to produce Voluntary Guidelines on Food Systems and Nutrition (VGFSyN). The preparation of these Guidelines is informed by the findings and scientific evidence provided in the High Level Panel of Experts on Food Security and Nutrition’s (HLPE)2 Report on Nutrition and Food Systems. The preparation of the VGFSyN is also informed by a consultation process that took place between May and November 2019 which involved participation of CFS stakeholders in meetings in Rome, Ethiopia, Thailand, Hungary, Egypt, Panama, and the United States of America, as well as through an E-Consultation.

18.15. This policy process is taking place at the same time as a variety of organizations from different sectors are addressing malnutrition. Food systems and nutrition have received increased attention from the global community, including the United Nations (UN) and its Member States, and areas recognized as an essential component of achieving the goals of the 2030 Agenda for Sustainable Development. In 2014, at the Second International Conference on Nutrition (ICN2), Members members of the Food and Agriculture Organization (FAO) and the World Health Organization (WHO) committed to ending hunger and malnutrition in all its forms3. In 2016, the General Assembly of the UN (UNGA) proclaimed the UN Decade of Action on Nutrition (2016-2025)4 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. Specific attention to nutrition was given by a number of UNGA Resolutions, the UN

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


5 UNGA Resolutions A/RES/73/2 “Political declaration of the third high-level meeting of the General Assembly on the prevention and control of non-communicable diseases”, A/RES/73/132 “Global health and foreign policy: a healthier world through better nutrition”, A/RES/73/253 “Agriculture development, food security and nutrition.”

Commented [USG11]: We note that this HLPE report does not provide sufficient evidence for many of the recommendations included here. In addition, in every case, location-specific evidence must be considered.

Commented [USG12]: Not all inclusive.
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Economic and Social Council (ECOSOC), the UN Environment Assembly, the World Health Assembly (WHA), and the UN Special Rapporteur on the Right to Food.

19.16. The VGFSyN are expected to contribute to and complement these international initiatives with a view to promoting policy coherence. They will provide evidence-based guidance to help countries operationalize ICN2’s Framework for Action recommendations in support of the progressive realization of the right to adequate food in the context of national food security and of the right to health, and of the achievement of SDGs 2,11, with particular attention to targets 2.1, 2.2, and 2.4. In addition, the VGFSyN should play an essential role in assisting countries to achieve a number of other related SDGs (SDG 1, 3, 4, 5, 6, 8, 10, 12).

1.2 OBJECTIVES AND PURPOSE

20.17. The VGFSyN are intended to be a reference point that provides evidence-based guidance mainly to governments, specialized institutions and other stakeholders, including international organizations, on effective policies, investment and institutional arrangements that will address malnutrition in all its forms from a food systems perspective.

21.18. The objective of the VGFSyN is to help countries and other actors make informed choices about approaches for contribute to reshaping or promoting food systems to ensure that the food that is safe, and nutritious to meet their dietary needs and food preferences for an active and healthy life contributes to sustainable and healthy diets is available, affordable, acceptable, safe, and of adequate quantity and quality while conforming “with beliefs, culture and traditions, dietary habits, and preferences of individuals, in accordance with national and international laws and obligations”

22.19. The VGFSyN follow a comprehensive, systemic, and science- and evidence-based approach to addressing policy fragmentation with a special emphasis on the food, agriculture, and health sectors, while also addressing the challenges of social, environmental and economic sustainability. The VGFSyN are

Commented [USG13]: Unfortunately, this focus on improving nutrition via a food systems perspective is not maintained throughout the document. In fact, the food systems perspective is largely lost in the listing of recommendations in chapter 3. We will refer back to this point in our comments in sections 2 and 3.

Commented [USG14]: Replace with:

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
Rome, 2005
VOLUNTARY GUIDELINES to support the progressive realization of the right to adequate food

http://www.fao.org/3/a-y9937e.pdf: Paragraph 15

The objective should be to help countries and other actors make informed choices about how to shape their food system to improve sustainable nutrition outcomes in their countries, based on their own circumstances and needs -- giving countries more options than the ones they may feel they currently have. As written it suggests more direction than guidance.

Policy is always about tradeoffs, and countries are best placed to say what near and long-term tradeoffs are important to them across the economy and country food system.

Commented [USG15]: Have the authors defined what is included in agriculture? Are aquaculture and fisheries included as part of agriculture/food production?
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and soil quality”.

15

FAO. 2004. VOLUNTARY GUIDELINES to support the progressive realization of the right to adequate food


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expected to address the complexity of food systems with the intention to promote policy, coherence, holistic policy design that consider the costs, benefits and tradeoffs of policy and fosters and guide dialogue among different institutions and sectors.

22.20 Food systems are integral connected with issues related to trade and investment, food safety, climate change, biodiversity and genetic resources, and other matters among others, which are all addressed in dedicated normative intergovernmental processes. Different actors dealing with these matters need to refer to, and build upon, existing international commitments, promoting coherence, and addressing the current policy fragmentation, without duplicating efforts or moving beyond their mandates.

24.21 The VGFSyN are intended to be global in scope and to provide guidance to policy-makers and relevant stakeholders when designing context-specific policies, strategies, plans and programmes. They take into consideration different national realities, capacities and levels of development, as well as different types of food systems and the many drivers impacting them.

25.22 Moreover, the VGFSyN provide guidance to relevant actors involved in humanitarian contexts in order to bridge the gap between humanitarian and development work and integrate nutrition and longer-term strategies for sustainable development into emergency and humanitarian responses, with a view toward strengthening the resilience and adaptive capacity of food systems.

26.23 The functionality of food systems and their ability to deliver sustainable and healthy nutritious diets is influenced by a number of drivers, which indicate that, in order to improve nutrition, context-specific changes are needed not only in agriculture and food policy but also in development priorities, economic policies, and social norms. These drivers can be categorized as follows:

a) biophysical and environmental (natural resource and ecosystem services, biodiversity, climate change, water, and soils);

b) innovation, technology, and infrastructure;

c) political and economic (leadership, globalization, foreign investment, trade, food price and affordability, food policies and regulatory frameworks, land tenure, conflicts, and humanitarian crises);

d) socio-cultural (culture, religion, rituals, social traditions, poverty, inequalities, and women’s rights and empowerment);

e) demographic drivers (population growth, age distribution, urbanization, migration, and forced displacement).

1.3 NATURE OF THE VOLUNTARY GUIDELINES AND THEIR INTENDED USERS

27.24 The VGFSyN are non-binding and should be interpreted and applied consistently with existing obligations under relevant national and international law, including the Universal Declaration of Human Rights and other international human rights instruments, with WTO obligations, and with due regard to voluntary commitments under applicable regional and international instruments. Nothing in the VGFSyN should be read as limiting or undermining any legal obligations to which a State may be subject under international law. The VGFSyN should be interpreted and applied in accordance with national legal systems and their institutions. CFS guidance should build on and integrate existing instruments.
CFS Voluntary Guidelines on Food Systems and Nutrition (VGFSyN): Draft One and frameworks for action adopted in the context of the UN system, including Member States-endorsed guidance and recommendations.
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28.25  The VGFSyN are expected to build upon and complement related guidance contained in other CFS products, and are intended to avoid duplication of the work and mandate of other international bodies, with special attention to. In order to ensure policy coherence, specific attention should be paid to:

- CFS Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of the national food security (2004),
- CFS Voluntary Guidelines on the responsible governance of tenure of land, fisheries and forests in the context of national food security – VGGT (2012),
- CFS Principles for responsible investment in agriculture and food systems – RAI (2014), and
- CFS Framework for Action for food security and nutrition in protracted crises – FFA (2015), and

29.26  The VGFSyN are primarily targeted at governments to help them develop processes for the design of holistic, inclusive design public policies. They are also meant to be used in policy discussions and implementation processes by relevant stakeholders such as:

- a) Governmental actors, including relevant ministries and national, sub-national, and local institutions and municipalities, and parliamentarians;
- b) Intergovernmental and regional organizations, including specialized UN agencies of the UN;
- c) Civil society organizations, including those representing indigenous people, vulnerable groups and communities;
- d) Private sector, including farmers, ranchers, and fisherfolk;
- e) Research organizations, academicians and universities;
- f) Development partners, including international financial institutions;
- g) Private donors, foundations and funds;
- h) Consumer protection associations; and
- i) Farmer organizations.

PART 2 - KEY CONCEPTS AND GUIDING PRINCIPLES

2.1 KEY CONCEPTS CONCERNING FOOD SYSTEMS AND NUTRITION

2.1 Definitions

30.  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”\(^{(16)}\).


Comments of the United States

February 5, 2020
31. **Sustainable food systems** “are food systems that ensure food security and nutrition for all in such a way that the economic, social and environmental bases to generate food security and nutrition of future generations are not compromised.”

32. **Sustainable and healthy diets** “promote all dimensions of individuals’ health and wellbeing; have low environmental pressure and impact; are accessible, affordable, safe and equitable; and are culturally acceptable. The aims of sustainable [and] healthy diets are to achieve optimal growth and development of all individuals and support functioning and physical, mental and social wellbeing at all life stages; for present and future generations; contribute to preventing all forms of malnutrition (i.e., undernutrition, micronutrient deficiency, overweight and obesity); reduce the risk of diet-related NCDs; and support the preservation of biodiversity and planetary health. Sustainable [and] healthy diets must combine all the dimensions of sustainability to avoid unintended consequences.”

33. **The right to adequate food** “is realized when every man, woman and child, alone or in community with others, have the physical and economic access at all times to adequate food or means for its procurement.”

2.2.2.1. **GUIDING PRINCIPLES FOR RESHAPING OR PROMOTING SUSTAINABLE FOOD SYSTEMS**

34. Food systems serve and support multiple objectives within the three dimensions of sustainable development. While food systems might differ greatly, they offer important opportunities for public policies, mechanisms, instruments and investment that aim to advance the goals of the 2030 Agenda for Sustainable Development.

35. The VGFSyN include a number of guiding principles that should be followed to contribute to reshaping or promoting sustainable food systems, enabling sustainable and healthy nutritious diets, improving nutrition, growing economic prosperity, and promoting sustainable development.

36. These guiding principles are:

   a) **Systemic, holistic and evidence-based approach.** Promote a systemic, multi-sectoral, holistic, and science- and evidence-based approach that considers food systems in their totality, appropriately considers indigenous and traditional forms of knowledge, seeks to simultaneously maximize outcomes across all sustainability dimensions, and looks at the multidimensional causes of malnutrition in all its forms.

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Commented [USG25]: What criteria were used to identify and prioritize these standards?

Commented [USG26]: A major contribution of the VGFSyN is recognition of the value of a food systems approach in the development of nutrition policy. Unfortunately, the current draft does not explain the rationale for using such an approach or provide guidance on how to use it. We suggest that to better ground the document in a food systems approach, the principles should include those related to designing policy using such an approach, including principles related to: • Evaluating the size, distribution and likelihood of policy impacts, including both costs and benefits. • Establishing a transparent, consistent mechanism for assessing and comparing impacts across all sectors and actors in a specific food system so that policymakers have the best information to consider tradeoffs. • Establishing a transparent, consistent approach for making tradeoffs. • Understanding that policy is always about tradeoffs, and that countries are best placed to determine what near and long-term tradeoffs are important to them.

Commented [USG27]: Not all traditional forms of knowledge support sustainable food systems and nutrition. For example, often there are proscriptions against pregnant women and young children eating the most nutritious foods, or there are beliefs that young children don’t need the most nutritious foods since they are small and don’t work. Often children with diarrhea are not fed or given water to try to dry it up.
b) **Coherent and context-specific policies.** Contribute to the formulation and implementation of coherent, context-specific and evidence-based policies and related investment through coordinated actions among different actors and across all relevant sectors at international, regional, national, subnational, and local levels.

c) **Governance and accountability.** Support efforts in strengthening governance and accountability mechanisms that contribute to fostering equal citizen participation in national debates on food security and nutrition, and transparent and inclusive decision-making processes.

d) **Healthy, prosperous people, healthy planet.** Promote policies that enhance the livelihoods, health, and well-being of the population, ensuring sustainable food production and consumption, as well as the protection of biodiversity and ecosystems.

e) **Gender equity and women’s empowerment.** Promote gender equity and women’s and girls’ empowerment, promoting and fulfilling their rights and considering the importance of creating the conditions for women’s involvement in decision-making and strong engagement in shaping food systems that improve nutrition, given their key role in care, education, health promotion and food production, preparation, and consumption, while promoting more gender-equitable practices and decision-making in nutrition and care.

f) **Nutrition knowledge and awareness.** Strengthen nutrition education, knowledge and literacy at individual and community levels to facilitate producers’, food processors’ and consumers’ decisions and to foster informed choices about food products for sustainable and healthy dietary practices. Health professionals, especially, should be trained on nutrition.

**Progressive Realization of the Right to Adequate Food.** Promote the progressive realization of the right to adequate food in the context of national food security going beyond ensuring minimum requirements and including access to food that is nutritionally adequate.

**Capacity building.** Strengthen human and institutional capacities, particularly among nutrition and food system actors, to reshape food systems to deliver sustainable and healthy diets, and to promote adequate food habits.

### PART 3 - THE VOLUNTARY GUIDELINES ON FOOD SYSTEMS AND NUTRITION

22.30. The VGFSyN provide guidance on actions at multiple points across food systems, recognizing that food systems are interconnected and that any action to address one part will impact another. These actions can have both benefits and unintended consequences. Founded upon the principles of the progressive realization of the right to adequate food in the context of national food security, the VGFSyN provide a framework to promote policy coherence and to bring various stakeholders – people and organizations – who are involved in food systems to work holistically and together to deliver sustainable and healthy, nutritious diets for optimal nutrition outcomes.
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38.31 The VGFSyN provide policy entry points, tools, and mechanisms across the constituent elements of food systems, namely food supply chains \(^{23}\) food environments \(^{24}\), and consumer behaviour \(^{25}\). They provide a range of actions that States, and other actors can consider to improve food systems to achieve better nutrition outcomes, with governments being critical in orchestrating effective enabling environments.

39.32 This part is structured around the following six main sections:
- on Governance of food systems which underpins and cuts across the other five sections;
- on Food supply chains which determine the availability of safe and nutritious food;
- on actions to be taken to ensure Accessibility of sustainable and healthy nutritious diets;
- on the notion that people are central to Nutrition knowledge and education;
- on Women’s empowerment in food systems - as they are often the most vulnerable yet have great potential for reshaping food systems for the future; and
- on Humanitarian contexts.

3.1 As States and others consider these recommendations for potential application in their own food systems, they are encouraged to systematically and holistically analyze the cost effectiveness and impacts of each recommendation, considering its effects across sectors and actors in their local food system. States, municipalities and local communities should evaluate potential cost, benefits and tradeoffs and prioritize actions based on location-specific evidence and environmental and socio-economic conditions. Nothing in these recommendations should be read as limiting or undermining any legal obligations to which a State may be subject under international law. These recommendations should be applied in accordance with national legal systems and their institutions.

3.23.1 TRANSPARENT, DEMOCRATIC AND ACCOUNTABLE GOVERNANCE OF FOOD SYSTEMS

40.33 This part of the VGFSyN addresses the governance of food systems for enhancing nutrition. It covers issues of leadership and accountability, from global to local levels, across food systems.

2.2.13.1.1 Building on multi-sectoral actions and coordination

a) States should facilitate an inclusive dialogue ensuring the participation of a range of stakeholders working with or in food systems, including local, national and international organizations, municipalities from civil society, indigenous people, the private sector, the UN, donors and national researchers. This dialogue should cover all dimensions of food systems, including production, distribution, marketing and consumption. Marginalized and vulnerable social groups should participate in the process of defining policies and strategies at national and local levels to prevent and combat hunger and malnutrition.

b) Considering the pivotal role of the private sector in the production, distribution and sale of food, States should facilitate an inclusive dialogue with the private sector to build strategies that
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improve food environments.

c) States and inter-governmental organizations should consider encouraging increased or better targeted financial investment to support food systems that deliver sustainable and healthy, nutritious diets, while considering tradeoffs with other policy priorities.

3.2.23.1.2 Promoting policy coherence by integrating nutrition into national development

a) States should align policies that affect nutrition across sectors, ministries and agencies, and municipalities. They should strengthen legal frameworks and institutional capacities to address deal with the multiple causes and

21 Food supply chains “consist of the activities and actors that take food from production to consumption and to the disposal of its waste”, including production, storage, distribution, processing, packaging, retailing and marketing. HLPE 2017b
22 Food environments “refer to the physical, economic, political and socio-cultural context in which consumers engage with the food system to make their decisions about acquiring, preparing and consuming food”. HLPE 2017b
23 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”. HLPE 2017b

Comment [USG41]: Financial expenditure demands a conversation around tradeoffs. The assumption is that there is not enough investment vs. smarter or well directed or spent investment
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consequences of malnutrition. This can be done by establishing or strengthening multi-sectoral, multistakeholder mechanisms that oversee the implementation of evidence-based policies, strategies and interventions from the national to the local level.

b) States should integrate food system approaches that promote nutrition in national and local development, health, economic, and disaster risk reduction plans. This should be complemented with increased budgetary allocations to food system activities that relate to improving diets and nutrition, and transparent indicators to track and assess the full cost of addressing malnutrition in all its forms.

c) States should work to foster coherence across sectors to reduce all forms of malnutrition. These sectors including agriculture, environment, energy, water, sanitation, hygiene, health, education, fiscal policies, trade, investment, and economic and social development. to reduce all forms of malnutrition.

d) States, UN agencies, and international organizations should identify opportunities to achieve national and global food and nutrition targets set out by the WHA and the SDGs.

3.2.4.3 1.3  Instituting accountability mechanisms, monitoring and evaluation

a) States should institute strong and transparent accountability mechanisms that pertain to different food system actors. These mechanisms should promote good governance, public deliberation, independent bodies monitoring compliance and performance, and remedial actions to improve accountability, and capacity to manage conflicts of interest and settle disputes that may undermine public health.

b) States should ensure that multilateral and bilateral trade and investment agreements are consistent with nutrition, food and agriculture national policies and favor the transition towards promote more sustainable food systems, assessing how the health, environmental, social and economic outcomes of food systems are likely to be affected. This should include an assessment of how competition will be impacted, and whether and how levels of concentrated market power will change.

c) States should improve the availability and quality of multi-sectoral information systems that capture and harmonize food security and dietary indicators (particularly the dietary intake/consumption of food for the nutritionally vulnerable), food composition, and nutrition-related data for improved policy development and accountability. States and non-state organizations should ensure there is robust technical capacity to analyze food system information in a comprehensive manner to support the planning and monitoring of actions.

3.3.2 SUSTAINABLE NUTRITION-ORIENTED FOOD SUPPLY CHAINS IN THE CONTEXT OF CLIMATE CHANGE

Food supply chains operate at assorted scales, structures, and levels, from the shortest supply chains, to long, highly complex and globalized chains. The decisions made by the actors at any stage have implications on the availability, affordability, accessibility, desirability, acceptability, and safety of nutritious food for a healthy diet. Climate change and other environmental challenges constraints are also challenging the making food supply more challenging.
2.2.1.2 Promoting ensuring sustainable use and management of natural resources

a) States, farmers and other food producers should ensure that soil fertility, health is addressed as central to agriculture production systems, because nutrient-rich soils are critical to the production of food necessary for healthy nutritious diets. States should encourage the sustainable use of ecosystem services that maintain soil biodiversity and nutrient balance, and promote carbon storage.

b) States should support ensure the management, control and sustainable use of water resources for agriculture and food production through market-based and other support voluntary and regulatory approaches, other good governance, regulation and community participatory approaches. A systems approach to water resources management should be taken, including by expanding watershed protection and restoration to improve water quantity and quality. These approaches should foster the reduction of water wastage across the system, including in irrigation and drinking water provision, encourage the systematic use of appropriate water-saving technologies, build institutional capacity, minimize water pollution stemming from agriculture, and promote the multiple uses of water, including safe water for drinking and food preparation (including wastewater) without compromising the ability of farmers and food producers to grow and sell sufficient, nutritious food.

c) States should foster the protection of biodiverse landscapes and food and agriculture production systems including crops, livestock, forestry and plantations, fisheries and sustainable aquaculture. They should encourage the adoption of practices, including agroecological approaches, that may support the conservation and sustainable use of, to ensure the biodiversity of landscapes, including forests, water sources, and coastal seas, other agro-ecosystems, and pastoral systems, is conserved and sustainably used.

d) States and private sector food actors should protect the biodiversity of forests and fisheries that are currently over-sourced, over-exploited, and endangered, by implementing the VGGT and other relevant international guidance and agreements.

e) States should promote the diversification of crops and animals including neglected and underutilized traditional crops, fruit, vegetables, legumes, nuts, and seeds, and animal-source food, applying sustainable food production and natural resource management practices in a manner that is economically viable for land users to maintain their respective livelihoods.

f) States should protect the rights of indigenous people and other communities with customary tenure systems that exercise self-governance of land, fisheries and forests, to land territories and resources they have traditionally owned, occupied or otherwise used or acquired. They should be provided with afforded equitable and sustainable rights to those resources, their livelihoods should be maintained, their indigenous knowledge and practices should be valued respected, their access to traditional food should be protected and their diets, nutrition and wellbeing should be prioritized.

g) States should foster the inclusion of and leadership by women in decision-making and management of land and natural resources and promote women’s equitable access to land and natural resources and associated services that support sustainable agriculture and food systems.
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3.3.23.2.2 Promoting nutrition within agriculture and food production

a) States should promote nutrition-sensitive agriculture and diversified food production through the integration of nutrition objectives into national food and agriculture policies.

b) States, private sector food actors and development partners should support and incentivize smallholders, particularly within developing countries, to adopt sustainable production practices and to produce diverse crops that will contribute to the availability, affordability and accessibility of nutritious food, while enhancing farmers’ income and livelihood.

c) States, private sector food actors and development partners should support and encourage sustainable livestock, small animal and fishery systems (including artisanal fish and other aquatic systems) because they contribute to the protection and development of livelihoods, provide income, and supply key nutrients for health and wellbeing.

Commented [USG59]: This could be read two ways, are the animals small or are the production systems small? Why focus on either?
d) States and private sector food actors should ensure farmers and other food producers have access to seeds, modern and sustainable technologies, as well as skill training and capacity development to be able to use those technologies that could improve the production and quality of crops. These include, among others, biofortified crops, through on-farm conventional breeding, and sustainable agriculture technologies including better management of pollination and nutrient cycling, as well as new technologies.

e) States should integrate urban and peri-urban agriculture and urban land use into national and local agricultural development strategies, food and nutrition programmes, and urban planning, as a viable input into healthy-nutritious diets for growing urban populations and social cohesion of communities.

f) States should invest in research and innovation for commercial development of nutrient-dense crops, such as fruit, vegetables, healthy oils, nuts and seeds, legumes, biofortified crops, and diverse animal-sourced foods, which are developed through conventional on farm breeding and are sustainable for smallholders and others.

2.3.3  Improving food storage, processing, transformation and reformulation

a) States and private sector food actors, including farmers and their associates, should foster the development and uptake of adapted and affordable storage facilities, or invest in adequate storage, including cold storage, to allow for smallholders and food actors to have greater flexibility for when they can sell their products, and to allow consumers to buy such products at adequate affordable prices. States should also invest in market, transportation and road infrastructure to ensure the production of smallholder farmers are able to reach markets. These supply chain investments should be complemented with improved and accessible information technology, training and capacity building to increase farmers' opportunities to deliver diverse, perishable, safe and nutritious food to market and for consumers to access those markets.

b) States and private sector food actors, including farmers and their associations, should facilitate minimizing food and nutrient loss on farms during post-harvest storage and throughout processing and transportation, particularly of perishable food such as fruit, vegetables, dairy, and animal source food. Facilitation includes training and capacity, management practices and fostering the adoption of appropriate technologies, such as cold chambers storage units, solar walk-ins, refrigerators and dry storage, storage drums and drying facilities.

c) States should incentivize private sector food actors to work towards more sustainable and safe packaging of products such as nanotechnology, waxing, plant-based wrapping, and biodegradable plastics.

d) States should establish guidance for the use and scale-up of processing technologies that can improve the nutrient/nutritional content of food (fortification/biofortification), minimize nutrient post-harvest losses, and promote longer-term storage of food, particularly during periods of drought, flooding and poor production. Such technologies could include flash and solar drying, converting food to pastes and spreads, and post-harvest fortification and biofortification, through conventional on farm breeding of staples and oils. States should set guidelines and monitor the level of processing at highly processed food have associations with unhealthy diets, overweight and obesity.
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3.3.43.2.4 Making markets work for nutrition

a) To reduce food price volatility of nutritious food, states should promote market information systems to provide more transparent information about transparency across food-related market transactions in real-time, with more emphasis on nutritious commodities, including enhanced tracking of food supply and stock data, and future prices.

b) States should increase public investment in market infrastructure (roads and bridges, physical markets, storage facilities, market information systems), to reduce transaction costs and food market performance particularly for perishable and nutritious food.

c) States and private sector actors should support smallholders to meet safety and quality standards of nutritious food that enable them to more successfully market their products and earn higher profits to fulfill demand for the local consumption whilst reaching broader markets and getting higher profits for their products.

3.3.43.2.5 Improving nutrition and health of farm and food system workers

a) States and private sector actors should improve systems so ensure that those who grow the world’s food, have sufficient livelihoods to ensure they can access healthy nutritious diets for their own optimal nutritional status. This means ensuring food producers and workers are food secure, have living decent wages that enable their food security, and can access adequate health services.

b) States should ensure that right to decent work are respected, protected and fulfilled, that farmers and other food producers and workers are protected and safe, and there is no unnecessary burden or undue labour which could negatively impact their health.

3.3.43.2.6 Prioritizing climate adaptation and mitigation

a) States should support and assist farmers and other food producers to reduce lower the environmental impact of food systems. This could be done by fostering appropriate technology and changes in management to improve crop yields and improve the efficiency of reduce non-organic fertilizer and pesticide usage. States could promote optimization of agricultural outputs per unit of water, energy, and land, and manage the carbon footprint of agriculture activities.

b) Development partners and Non-Governmental governmental Organizations organizations

Commented [USG66]: As we noted in response to similar recommendations in the ZERO draft, the evidence that these regulatory practices are successful in achieving desired public health outcomes is mixed at best. It is therefore misleading to recommend these without also recommending evaluation.

Commented [USG67]: There should not be an expectation that smallholders fulfill local demand for every agricultural product or food.

Commented [USG68]: Most statements lead with ‘who’ should do something. The actor is often limited to ‘States’, and the request is often about States directly interacting with and impacting another actor (e.g., State > youth). In a number of cases, this seems limited and contradicts the call for a ‘systemic approach’ and the fact that the document is about a ‘food system’. It would be helpful if the text could better highlight, in many cases, the State’s role is to set up conditions so a range of actors can work together to improve the system. As a complementary point, the incentives and motivations of the those actors need to be considered in order to make progress.

Commented [USG69]: Redundant

Commented [USG70]: This sentence seems to be saying the same thing three times...we edited to eliminate redundancies.

Commented [USG71]: Reducing use of fertilizer and pesticide may not be the sustainable choice. Closing productivity gaps to enhance nutrition, food security and reduce poverty may require greater use of these inputs.

Commented [USG72]: Why “could,” not “should” in this instance? Are you recommending this approach? Only recommending if appropriate? Suggesting that it might be a good idea but you’re not sure?
c) States should assist farmers and other food producers to protect crops and livestock and their production systems from the anticipated impacts of climate change in the form of pests, climatic shocks, and humanitarian crises. Interventions could include access to finance, insurance, better forecasting data and methods, and productive-asset creation initiatives (e.g., rehabilitating degraded land and infrastructure development).

Commented [USG73]: Why just these two types of shocks and crises. What about other shocks such as animal and plant disease outbreaks.

Commented [USG74]: Unclear why is this exclusive to development partners and NGOs. This is fundamentally part of agriculture extension and should be a role for states and the private sector with support from development partners where requested. If the point is for development partners and NGOs to modify their programming to help countries better account for climate change then that is a different point.
d) States should support investment in diverse and nutrient-dense nutritious crops and animal production systems, enhanced storage and marketing, reduced food loss and waste, and resilience-focused adaptations. Donors and investors should diversify agricultural investment based on ecological suitability, such that a greater diversity of production systems are supported, varied and at scale to meet the needs of both large and small farmers.

e) States should include dietary quality indices and other food system metrics as part of climate-related, target-setting agendas and in related surveillance systems (including early warning systems) to monitor changing conditions and the effectiveness of policy responses.

f) Researchers should promote the generation and use of rigorous evidence on investment along food supply chains that are resilient to climate change while also delivering positive dietary outcomes. Research should focus on potential interventions and policy entry points to ensure agricultural production, processing and packaging, retail and markets, and consumer demand are adaptable to climate change, disasters, and other disruptions.

2.3.2.7 Empowering youth in food systems

a) States should engage and empower youth by removing obstacles and otherwise enhancing their access to productive land, natural resources, inputs, productive tools, extension, advisory services, and financial services, education, training, markets, information, and inclusion in decision-making.

b) States and private sector food actors should provide appropriate training, education, and mentorship programmes for youth to increase their capacity and access to decent work and entrepreneurship opportunities to stimulate their contribution to reshaping food systems.

c) States and private sector food actors should promote development and access to innovation and new technologies along food supply chains that enhance nutrition, especially to attract and enable youth to be drivers of improvement in food systems.

2.3.2.8 Supporting food safety across food supply chains

a) States should promote prioritizing food safety within their food systems and consider actions concerning handling, preparation, storage, and distribution of food in ways that prevent food-borne illnesses, transmission or contamination of naturally occurring toxins, pesticides, antibiotics and heavy metals. Investment should be made to train farmers and food handlers and adopt scientific, risk-based practices that can provide safe food while retaining their nutrient content and nutritional value.

b) States should develop, establish, strengthen, and enforce and strengthen, as appropriate, food control systems, including reviewing and modernizing and enforcing national food safety legislation and regulations, to ensure that food producers and suppliers throughout the food supply chain operate responsibly and safely. Considering the centrality of the Codex Alimentarius Commission on nutrition and food safety, States should implement, as appropriate, internationally adopted standards at the national level.

c) States should participate in, and contribute to, international networks to exchange food safety information, including the management of emergencies to improve the safety of food across a
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range of issues such as pesticide residues, antimicrobial residues, endocrine disrupters, chemical
and unsafe food additives, pathogenic bacteria, viruses, and parasites.
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3.43.3 EQUIitable ACCESS TO SUSTAINABLE AND HEALTHY NUTRITIOUS DIETS

42-35 States promote policies and programmes aimed at improving food environments to ensure that their citizens have access to sufficient, safe and nutritious food to meet dietary needs and food preferences for an active and healthy life. [Foodnote: FAO. 2004. VOLUNTARY GUIDELINES to support the progressive realization of the right to adequate food http://www.fao.org/3/a-y7937e.pdf. Paragraph 15] Healthy diets are available, accessible, affordable, culturally acceptable, and safe, should be prioritized by States in the interest of their citizens. For many people, physical access to nutritious food can be problematic as it may not be available in local markets or the markets. Nutritious food can also be unaffordable, particularly for food that is perishable or comes from a longer distance.

3.43.3.1 Improving physical access to nutritious food

a) States should ensure people's physical barriers are minimized to purchase or order diverse types of nutritious food in a given food environment. This can be done by instituting policies that encourage healthy outlets to populate the creation of additional economically viable, convenient food-access options in "food deserts" with markets that sell nutritious, affordable food, and stop the spread of "food swamps" by creating robust zoning laws that restrict food retail outlets which sell an overabundance of less nutritious food.

b) States should encourage zoning laws and tax incentives for farmers' markets and mobile food retailers that sell nutritious food in low-income areas, and reduce the density of fast-food vendors that sell less nutritious food options.

c) States should take into consideration an equity lens when examining access to food environments and ensure members of historically marginalized and vulnerable communities, residents of low-income communities, indigenous people, and those living in rural areas have sufficient access to diversified food markets.

d) States should improve the availability and access of the food supply through appropriate trade and investment agreements and policies and ensure that such agreements and policies do not have a negative impact on the realization of the right to adequate food in other countries.

e) States should facilitate access to nutritious food for poor households through vouchers, cash school feeding programs, or food supplement programmes. These programmes could improve diet diversity by substituting basic staple food (such as rice or wheat flour) with more nutritious food in the food basket provided to and nutrition for poor households.

Commented [USG81]: The U.S. strongly recommends that reference to the WHO Global Action Plan (GAP) rather than a vague reference to international organizations is most appropriate as the GAP went through Member State review. There are documents arising from international organizations in non-transparent expert groups without Member State input that do not have international agreement. In addition, the paragraph as written implies that antimicrobial use is the only source of antimicrobial resistance. Antimicrobial use is only one potential factor that could contribute to development and spread of antimicrobial resistance. Use in humans contributing to ill food handlers and contamination, lack of sanitation, and proper hygiene aspects of food safety are also important factors for preventing spread of AMR. The new text, which is reflective of the one health approach endorsed by international organizations, is taken from the WHO GAP 5 goals. [https://apps.who.int/iris/bitstream/handle/10665/193736/9789241509763_eng.pdf?sequence=1]. References to CAC/RCP61 2005 will quickly outdated the document as the Codex Task Force on Antimicrobial Resistance is currently updating the document. Reference to CAC/GL77-2011 is most appropriate. In addition, Codex is currently available...[1]

Commented [USG82]: It is impossible to prioritize every policy. This document should provide policymakers and other actors with guidance on how to evaluate policy tradeoffs.

Commented [USG83]: Agreed language on food security is preferable to introduction of new language here.

Commented [USG84]: It is not true that perishable food is particularly unaffordable. In-season produce, for example, can be quite inexpensive. Food that is imported from long distances is typically competitive either on price or quality.

Commented [USG85]: This is not factually true.

Commented [USG86]: In the U.S., the empirical evidence on the effectiveness of policy to eliminate food deserts and food swamps shows that in most cases these policies are expensive and do not have the intended effect, particularly policies that focus on creation or elimination of physical...[2]

Commented [USG87]: This seems appropriate only in some centrally driven regulatory environments.

Commented [USG88]: Mobile food retailers can be similar to fast-food retailers. Should incentivize both to provide more nutritious food options.

Commented [USG89]: The U.S. strongly advises that the CFS is not the appropriate venue to negotiate trade policy. Possible replacement text: "States should improve the availability and access of food through the transparent development and enforcement of risk-based sanitary...[3]

Commented [USG90]: It would be more relevant to refer to "improving diet diversity" through transfers, rather than referring to substituting staples. Recommend current edit or removing sentence entirely. We assume that in most cases it's not about a food basket being "provided" to poor...[4]
3.4.23.3.2 Improving the availability of nutritious food

a) States should promote the provision of nutritious food through local farmers markets, community cooperatives and other community building efforts that engage citizens around local food culture.

Food deserts are geographic areas where access to food is restricted or non-existent due to low density of “food entry points” within a practical travelling distance. HLPE 2017b

Food swamps describes areas where there is an overabundance of less nutritious food but little access to nutritious food. HLPE 2017b.
b) States should encourage small and medium enterprises to competitively participate in wet markets, local, domestic and informal markets, and incentivize street vendors to improve the health composition of prepared food through financial incentives and certifications complying with food safety requirements.

c) States should strengthen public procurement systems by ensuring nutritious food is more accessible and convenient in institutions such as schools, hospitals, foodbanks, and prisons. States should consider promoting home grown school meals, where food served in schools is procured from local and/or family farmers, which can have multiple food system benefits by educating children about food and agriculture, establishing stable markets for producers, and while serving more recommended, healthy-nutritious diets to children.

3.4.3.3 Making nutritious food more affordable

a) States should consider pricing policies to ensure that perishable fruit and vegetables, whole grains, legumes, nuts and seeds, and animals sourced foods are affordable and competitive compared with highly processed food (which can be inexpensive but high in added sugars, sodium and trans fats or unhealthy fats). This can be done through input subsidies, access to credit, and tax.

b) States can be instrumental in reducing the prices of nutritious food by helping farmers reduce their production costs through the development and use of improved production technologies and approaches, thereby supporting reduction in food prices. This can be accomplished through capacity-building grants, subsidies and increased spending on research and development other non-financial support services to increase productivity, reduce inefficiencies and promote value of nutritious food in the supply chain.

c) States and local governments, in collaboration with consumers’ associations, can institute regulations and incentives to help existing food retailers increase the number and variety of nutritious food products they sell. This can be done by creating local food policy councils to give residents a voice in how best to improve access to healthy-nutritious diets in their communities.

d) States should institute tax incentives and other fiscal policies to promote more nutritious food in the food industry. This can be done by creating disincentives including excise or sales taxes on less nutritious food, such as sugar sweetened beverages and less nutritious highly processed food, or removing industry tax benefits for the development and marketing of less nutritious food. Tax revenues can also be used for health promotion strategies including retail, manufacturing, or agricultural incentives to reduce the price of nutritious food.

3.4.3.4 Monitoring new technologies and trends for healthy nutritous diets

a) States and researchers should understand the influential role of the internet, social media and online shopping on the access to healthy nutritous diets, and addressing the digital divide among different demographics through the use of portable tools to minimize disparities in access to dietary information and food.

b) States and private sector food actors should ensure that with the emerging trend of increased consumption of food consumed away from home, restaurants and other food service venues are incentivized to promote nutritious food options, display information about food on menus (i.e. calories, and other nutritional content), and adhere to food safety regulations.
c) With regard to environmental sustainability, States should understand, evaluate, scrutinize, and govern/manage new food technologies (e.g. lab grown meats, gene editing, biofortified crops, etc.) through as appropriate depending on scientific risk assessments and CODEX standards, where available, like as any new food product does in international regulatory frameworks.

Commented [USG102]: Not just an environmental issue, also pertains to human health and safety.
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2.5.3.4 PEOPLE-CENTERED NUTRITION KNOWLEDGE, EDUCATION AND INFORMATION

4.3.6 People, both individuals (rights-holders) and members of institutions (duty-bearers), are at the centre of food systems, acting as drivers and experiencing outcomes. Access to knowledge, education and the quality of information available to people on nutritious food, healthy diets and nutrition should become a priority policy objective. This prioritization could be done by utilizing available and effective tools, key actors across food systems, and the places where people access food in their daily lives. It is also important to consider the range and diversity of food cultures, social norms and traditions that influence healthy, nutritious diets.

2.5.13.4.1 Putting people at the centre of nutrition knowledge, education and information

a) States should pay particular attention to dietary and nutritional needs across the entire lifecycle including pregnant and lactating women, women of reproductive age and adolescent girls, infants, children under five, people living with HIV and tuberculosis, the elderly and people with disabilities. States should ensure food systems are delivering healthy, nutritious diets for these populations and mitigating against all forms of malnutrition.

b) States should use the best scientific evidence to promote education and knowledge of healthy, nutritious diets, physical activity, food waste and safety, adequate breastfeeding and complementary feeding, taking into consideration cultural and social norms and adapting to different audiences and contexts.

c) States, civil society community leaders, and health professionals should promote food culture amongst communities, including access to culinary skills and stressing the importance of food within cultural heritage, as a vehicle to promote nutrition literacy. This can be done through community participation, associations and educational institutions.

d) States should protect and promote the knowledge that indigenous people have with regard to methods of producing, preparing and preserving food that imparts nutritional and environmental benefits.

e) Private sector actors should increase the availability accessibility of nutritious foods by producing and marketing packaged foods of this kind in a way that is convenient for people to prepare, cook and eat.

2.5.3.4.2 Utilizing policies and tools to increase knowledge, education and information

a) States should develop national food-based dietary guidelines that define context-specific, sustainable and healthy, nutritious diets by taking into account social, cultural, economic, ecological and environmental drivers.

b) States should develop nutrition standards/dietary guidelines for children and consider actions to reduce the marketing of less nutritious food and beverages to children, such as by working with industry on voluntary advertising restrictions, regulations for the marketing of food and beverages to children and ban advertising of less nutritious food to children, as they are particularly susceptible to the influence of food marketing. States and/or private sector could institute easy-to-read front-of-pack informative, non-interpretative labels with evidence informed-information metrics/warnings such as per serving quantities of overall fat, including equality (e.g., unsaturated to saturated fat ratio), trans-fats, carbohydrate quality (e.g., carbohydrate to fiber ratio), added sugars, and sodium and percent of recommended daily...
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allowances. Food with warning signs should be regulated – i.e. not sold in or near schools and not advertised to children.

Commented [USG107]: Factual, contextualized information provides consumers with the clearest information to make informed decisions

Commented [USG108]: We question the overall effectiveness of warning labels and do not recommend expanding them as the basis for further regulations.
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c) States should regulate the marketing of commercial infant formula and other breast-milk substitutes and implement the full set of WHO recommendations on the marketing of breast-milk substitutes and of food and non-alcoholic beverages to children. The International Code of Marketing of Breast-milk Substitutes needs to be enforced through accountability mechanisms and international legislative enforcement.

d) Private sector food actors should consider the design of food markets, restaurants and other places where food is sold or served to shape nutritious food choices and decision-making. Incentives, sales and discounts should be put into place that encourage the placement and promotion of nutritious food products in retail spaces.

e) States, chefs, dietitians, private sector food actors and NGOs should implement nutrition education and information interventions based on Food-based Dietary Guidelines and other policies related to food and diets, through improved school curricula, nutrition education in the health, agriculture and social protection services, and community interventions.

f) States should consider the inclusion of nutrition information within agriculture extension technical packages as a way to support producers in increasing the production of high-nutrient-density crops and crop diversification.

g) NGOs and dieticians, and chefs should include consider coupling nutrition education and counselling with in maternal and child nutrition programmes (e.g. food supplements, micronutrient supplements, or conditional cash transfers) to double down impacts on dietary and nutritional outcomes.

h) States, UN and NGOs should promote social and behavior change communication (SBCC) and social support interventions as a way to improve nutrition. SBCC can be used by different actors as a way to facilitate influence behaviour change by positively influencing knowledge, attitudes and social norms, coordinating messaging across a variety of communication channels to reach multiple levels of society.

i) States, chefs and private sector food actors should educate all food system stakeholders to prioritize the reduction of food waste. Actions could include awareness campaigns at national, regional and global levels, labelling schemes, and updating food-based dietary guidelines to align recommendations with policies and programmes to tackle food waste.

j) States should draw on the knowledge, experience and insights of individuals who are not usually regarded as members of the nutrition community, e.g. community leaders, chefs, supermarket purchasers, social media buyers, influencers on social media, youth leaders, young entrepreneurs, mayors, and local communities, in the development of multi-component, community-based media campaigns promoting nutrition education and the benefits of healthy, nutritious diets. 

4.5.3.4.3 Promoting “hubs” for nutrition knowledge, education and information

a) Universities and schools should institute a nutrition curriculum for all medical and nursing students during training.

b) States should support school and worksites to serve nutritious food to school-aged children and workers and promote culinary skills among school age children, adolescents and adults.
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promote communal meal times, and socializing around food, the consumption of healthier diets and the reduction of food waste.

c) States should link the provision of healthy school meals with clear nutritional objectives and adapt mealtime to the needs of different age-groups, with special attention to the needs of adolescent girls. Policymakers should review education curricula to incorporate nutrition education principles, while adopting practical teaching tools such as school gardens and culinary lessons, and providing technical support to help schools implement changes.

3.6.3.5 GENDER EQUITY AND WOMEN’S EMPOWERMENT ACROSS FOOD SYSTEMS

44.37. Gender relationships and norms are among the most significant drivers of healthy dietary choices. In many countries, women make decisions about the household’s diet and, as primary caregivers, they have an influence on the family’s nutritional status. Therefore, women’s and girl’s empowerment through education, information and access to resources and services is key to improving nutrition. Improving women’s wellbeing, ensuring access to financial, technical and biophysical resources, improving agency, voice and status, and challenging the power relationships that limit choices, are promising policy entry points to empower women and ultimately, improve food security and nutrition.

3.6.4.1.5.1 Recognizing women’s nutritional status and deprivation

a) States, UN agencies and NGOs should prioritize the nutritional wellbeing of adolescent girls and women and provide health and nutritional care and services through various sectors. This can be done by ensuring they are central to national development strategies, and the recipients of social protection policies and benefits, which can break the inter-generational cycle of malnutrition.

b) Acknowledging the significant time and work burden of women in the preparation of nutritious food at the household level, and their roles in agriculture and food production, States should recognize and value the importance of unpaid care work at household level through protective laws, social protection programmes and other benefits, and should enable gender-equitable distribution of care work.

c) States should create an enabling environment to promote breastfeeding, ensuring that decisions to breastfeed do not result in women losing their economic security or any of their rights. This would include removing workplace-related barriers to breastfeeding (breaks, facilities, and services) and labour laws to protect women who chose to breastfeed.

3.6.4.2.5.2 Promoting and acknowledging women as food system entrepreneurs

a) States should advance women’s equal tenure rights, and their equal access to and control over productive land, natural resources, inputs, productive tools, and promoting access to education, training, markets, and information in line with the VGGT. This can be done by strengthening women’s access to natural, physical, financial, human, and social capital, so they can effectively contribute to sustainable food systems that promote nutrition.

b) States should enhance women’s roles in agriculture by giving women decision-making power over what is produced, why, and how. Women should be offered extension and advisory services for crops and animal products that they produce or process, capacity-building to engage
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with traders, financial services (credit and savings mechanisms), and innovative entrepreneurial opportunities across food systems.

c) States should promote women’s access to labour and time saving technologies for women, such as food preservation and processing equipment, cold storage, heat and thermal processing, grinding/blending devices, energy saving stoves, and modern farm equipment for ploughing, cultivating and harvesting nutritious food.

d) States should facilitate women’s access to opportunities to generate income, build and manage savings and increase their participation in decisions on the use of household income. This would include activities such as household and business budget training, and tools to help men and women strengthen their intra-household communication and decision-making skills, development and scaling of financial services and products both accessible and relevant to women’s needs; and support for women’s entrepreneurship and employment in food systems.

4.6.3.5.3 Empowering women across food systems

a) States should enhance women’s meaningful participation in partnerships, decision-making, leadership roles, and the equitable sharing of benefits. A priority should be to strengthen rural women’s participation and representation at all levels of policymaking for food security and nutrition, to ensure their perspectives are equally taken into account.

b) States should increase women’s human capital by ensuring that women and girls have access to education and literacy, health care services and social services, as a way to increase household nutritional status.

c) States should enact laws that give women and men shared participation in political decision-making and equality, supporting women holding leadership roles in decision-making bodies – parliaments, ministries and local authorities at district and community levels – so that they can be part of the process of devising solutions to the malnutrition challenges they face.

3.7.3 FOOD SYSTEMS AND NUTRITION IN HUMANITARIAN CONTEXTS

45.38. This part builds upon the 11 principles in the FFA. In situations of humanitarian crises, there is a critical need for nutrition interventions that link humanitarian responses with longer-term strategies to strengthen the resilience of food systems and improve food security and nutrition. For populations with adequate nutritional status at the onset of a humanitarian crisis, their status needs to be protected so that it does not worsen. For those who are already dealing with a malnutrition, emergencies can be a tipping point which can exacerbate malnutrition issues.

3.7.4.3.6.1 Improving the nutritional quality of food and nutrition assistance

a) States and all parties involved in conflicts, natural disasters and food assistance, including humanitarian organizations, should ensure that food security and nutrition assessments are undertaken throughout a crisis. These assessments should adhere to internationally accepted methods, and be impartial, representative and well-coordinated with governments.

b) States, parties involved in conflict and natural disasters and humanitarian organizations should provide timely, safe, and sufficient assistance in response to humanitarian crises in a flexible manner, conforming with the beliefs, culture, traditions, dietary habits and preferences of
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individuals, in coordination with all stakeholders, while ensuring that the needs of the most vulnerable are met. The assistance should promote survival, uphold dignity and build resilience.

c) States should ensure the basic nutritional needs of those people affected by a humanitarian crisis, including the most nutritionally vulnerable. The food items provided should be of appropriate quality, be acceptable, and can be able to be used efficiently and effectively. Food must conform to the food standards of the host country’s government, as well as to the Codex Alimentarius standards about food safety, quality, packaging, labelling and fitness for purpose.

d) States and humanitarian assistance organizations should explore partnerships with industry to ensure micronutrient-fortified food is available through social protection mechanisms. They should ensure that therapeutic foods are available for the management of acute malnutrition management programmes, with improved coverage during times of crisis. States, UN agencies and NGOs should work and coordinate with stakeholders to ensure infant and young child feeding and care practices, including breastfeeding practices, are promoted and improved upon during humanitarian crises.

e) UN agencies and humanitarian assistance organizations should ensure that when implementing cash and voucher assistance, the minimum expenditure basket and transfer value is promoting nutritious food that is locally available and sufficient to provide a healthy nutritious diet.

3.7.3.6.2 Protecting nutritionally vulnerable groups

a) States and humanitarian organizations should pay particular attention to protection, and facilitate access to nutritious food and nutritional support for pregnant and lactating women, women of reproductive age, and adolescent girls, infants, children under five, people living with HIV and tuberculosis, the elderly, and people with disabilities.

b) States and parties involved in conflicts should respect and protect the equal and unhindered access of all members of affected and at-risk populations to food security and nutrition assistance, in both acute and protracted crises, in accordance with internationally recognized humanitarian principles, as anchored in Geneva Convention of 1949. The design and delivery of food assistance should minimize the risk to recipients and contribute to preventing and ending gender-based violence.

c) States, with the support of the UN system and international assistance and cooperation where appropriate, should ensure access to nutritious food and nutritional support for internally displaced persons, and for refugees and asylum seekers in their territory in accordance with their obligations under relevant international legal instruments.

3.7.3.6.3 Making food systems resilient

a) States should develop early warning systems and food and agriculture information systems that are able to detect and monitor threats to livelihoods. These early warning systems should integrate with broader food analysis systems including the monitoring of available and affordable nutritious food at the local level.

b) States should invest in disaster risk reduction measures that benefit those most at risk or most in need. In particular, productive assets should be protected from severe weather and climate impacts in a way that strengthen the resilience of affected populations and their ability to cope
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with shocks from conflicts, climate change or natural disasters. Measures include social safety
nets, investment in protecting fragile livelihoods, emergency fiscal and food reserves, the reduction of transaction costs, and the identification of platforms for integrated interventions.

c) States should encourage evidence-based decision-making to identify approaches that will do no harm to local markets and reinforce local market function whenever possible, as well as encourage local procurement and the use of local organizations in the implementation of humanitarian food assistance and livelihood programmes to support economic recovery and development, to strengthen sustainable local food systems and to foster the ability of smallholders to access productive resources and markets.

PART 4 - IMPLEMENTATION AND MONITORING OF THE USE AND APPLICATION OF THE VOLUNTARY GUIDELINES ON FOOD SYSTEMS AND NUTRITION

46.39 All CFS stakeholders are encouraged to promote at all levels within their constituencies, and in collaboration with other relevant initiatives and platforms, the dissemination, use and application of the VGFSyN to support the development and implementation of national policies, programmes and investment plans across all sectors. States are invited to promote the use and implementation of the VGFSyN through coordinated and multi-sectoral policies and interventions, ensuring that activities of different ministries converge toward the promotion of sustainable food systems that enable sustainable and healthy nutritious diets and improve nutrition.

47.40 The VGFSyN should be used to foster dialogue between different actors across sectors, ensuring that all relevant stakeholders, including representatives of the most nutritionally-vulnerable groups, are involved and engaged, and promoting policy coherence while avoiding duplication of efforts.

48.41 The VGFSyN should be used to influence policy discussions within existing regional and national multistakeholder mechanisms, including national councils, as well as the design of food and nutrition strategies. Effective actions at cross-sectoral level should be promoted through coordinating mechanisms above individual ministry level.

49.42 Development partners, specialized agencies of the UN, and regional organizations are encouraged to support voluntary efforts by States to implement the VGFSyN. Such support could include technical cooperation, financial assistance, the provision of evidence-based policy advice, institutional capacity development, knowledge sharing and exchange of experiences, and assistance in developing national policies.

50.43 Donors, financing institutions and other funding entities are encouraged to apply the VGFSyN when formulating their policies for loans, grants and other programmes to support both right holders’ and duty bearers’ endeavors. The VGFSyN should contribute to the design of nutrition-sensitive investment that aims to increase the production, affordability, and access to diverse and nutritious food, as well as to promote the integration of nutrition and health dimensions into agriculture and food sector investment plans.
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54.44. The VGFSyN should support the implementation of the UN Decade of Action on Nutrition 2016-2025 with the objective to increase the visibility, coordination and effectiveness of nutrition actions at all levels, as key aspects toward the realization of the SDGs by 2030. The implementation of the VGFSyN is expected to contribute to the achievement of the six Global Nutrition Targets (2025) endorsed by the WHA in 2012 and its diet related NCD targets.

54.45. The intention is to support countries in making “SMART” commitments\(^{27}\) and achieving nutrition objectives, as well as the creation of informal coalitions of countries as a way to accelerate and align efforts around specific topics linked to one or more action areas of the Nutrition Decade. This can be done through advocating for the establishment of policies and legislation, allowing the exchange of practices and experiences, highlighting successes and lessons learnt, and providing mutual support to accelerate its implementation.

54.46. Multistakeholder platforms, partnerships and frameworks at local, national, and regional levels, and across multiple sectors, have to be established or strengthened as a key element contributing to reshaping and promoting sustainable food systems for improved nutrition. Particular attention should be paid to those partnerships and platforms that are already promoting multistakeholder efforts for improved nutrition at the country level, such as the Scaling Up Nutrition (SUN) Movement. Actions should be taken to improve partners' capacity to design, manage and participate in these partnerships, to ensure transparency and accountability and promote good governance as a way to ensure effective results. Moreover, actions and synergies should be implemented through the United Nations Standing Committee on Nutrition (UNSCN) which is responsible for promoting policy coherence and advocacy for nutrition throughout the UN system.

54.47. Efforts should be made to increase the human and institutional capacity of countries to implement the VGFSyN and to identify priorities toward their operationalization at the national and local levels. The organization of multistakeholder workshops and training, as well as the development of user-friendly and technical guides, are important to contextualize and adapt the agreed upon global policy guidance to local contexts.

55.48. Parliamentarians and their regional and sub-regional alliances have a key role in designing policies, raising awareness and promoting dialogue among relevant stakeholders, and allocating resources for the implementation of laws and programmes dealing with food systems and nutrition.

55.49. The dissemination and uptake of the VGFSyN should be facilitated through the identification of “champions” who could raise awareness across sectors and different levels of government, and the organization of advocacy campaigns at different levels. CFS provides a forum where all relevant stakeholders can learn from the experiences of others in applying the VGFSyN and assess their continued relevance, effectiveness and impact on food security and nutrition.

\(^{27}\) In the context of the UN Decade of Action on Nutrition and ICN2 follow-up process, the next step is to translate the recommended policy options and strategies into country-specific commitments for action. These commitments should be specific, measurable, achievable, relevant and time-bound. \url{https://www.who.int/nutrition/decade-of-action/smart_commitments/en/}
The U.S. strongly recommends that reference to the WHO Global Action Plan (GAP) rather than a vague reference to international organizations is most appropriate as the GAP went through Member State review. There are documents arising from international organizations in non-transparent expert groups without Member State input that do not have international agreement. In addition, the paragraph as written implies that antimicrobial use is the only source of antimicrobial resistance. Antimicrobial use in food animals is only one potential factor that could contribute to development and spread of antimicrobial resistance. Use in humans contributing to ill food handlers and contamination, lack of sanitation, and proper hygiene aspects of food safety are also important factors for preventing spread of AMR. The new text, which is reflective of the one health approach endorsed by international organizations, is taken from the WHO GAP 5 goals (https://apps.who.int/iris/bitstream/handle/10665/193736/9789241509763_eng.pdf?sequence=1). References to CAC/RCP61 2005 will quickly outdate the document as the Codex Task Force on Antimicrobial Resistance is currently updating the document. Reference to CAC/GL77-2011 is most appropriate. In addition, Codex is currently developing guidelines in this area. Could reference work of the Codex Task force on Antimicrobial Resistance.

In the U.S., the empirical evidence on the effectiveness of policy to eliminate food deserts and food swamps shows that in most cases these policies are expensive and do not have the intended effect, particularly policies that focus on creation or elimination of physical stores/restaurants (we include references to some of this evidence in the attached annotated bibliography). Our edits recognize that such policies can only succeed if stores or e-commerce options are convenient for consumers to use and economically viable.

The U.S. strongly advises that the CFS is not the appropriate venue to negotiate trade policy. Possible replacement text: “States should improve the availability and access of food through the transparent development and enforcement of risk-based sanitary and phytosanitary requirements to facilitate trade in agricultural products.”

It would be more relevant to refer to "improving diet diversity" through transfers, rather than referring to substituting staples. Recommend current edit or removing sentence entirely. We assume that in most cases it's not about a food basket being "provided" to poor households but improving access of poor households to an improved/more diverse diet, through a supplemental transfer (whether cash, voucher, or in-kind). 2) Language re substituting staple foods with others makes assumption on the goals of food/voucher programs which can vary widely.