



# COMMITTEE ON WORLD FOOD SECURITY

**Forty-third Session  
"Making a Difference in Food Security and Nutrition"**

**Rome, Italy, 17-21 October**

**URBANIZATION, RURAL TRANSFORMATION AND IMPLICATIONS  
FOR FOOD SECURITY AND NUTRITION: KEY AREAS FOR POLICY  
ATTENTION AND POSSIBLE ROLES FOR CFS  
(INCLUDING DRAFT DECISION)**

## **MATTERS TO BE BROUGHT TO THE ATTENTION OF THE COMMITTEE**

The Committee:

- a) Acknowledges the overview provided in document CFS 2016/43/11 Urbanization, Rural Transformation and Implications for Food Security and Nutrition: Key Areas for Policy Attention and Possible Roles for CFS;
- b) Welcomes the Forum as a first opportunity for all stakeholders to exchange views and practical experience on the challenges, opportunities and positive outcomes that they have seen as a result of more integrated rural-urban approaches;
- c) [Forum conclusions at CFS43]
- d) Recalling para 35 of the CFS Multi-Year Programme of Work (MYPoW) for 2016-2017 and building on the Forum's outcomes and conclusions, requests the Open Ended Working Group (OEWG) to convene a two day meeting in 2017;
- e) Encourages the OEWG MYPoW, as it continues its work elaborating priorities for CFS activities in the biennium 2018-2019, to consider an HLPE report on this topic for presentation to CFS.

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## I. Rationale for Addressing Urbanization and Rural Transformation and the Implications for Food Security and Nutrition

1. More than 50% of the world's population, or around 3.9 billion people, now lives in cities and large towns classified as urban, and this figure is expected to rise to 66% by 2050<sup>i</sup>. In tandem, the dynamics of food systems are changing – an ever increasing number of rural and urban producers and consumers means that achieving food security and nutrition for all may require new policy thinking. There is also increasing attention and agreement that the lines between urban and rural are blurring and more integrated approaches are necessary in order to achieve food security and nutrition for all<sup>ii</sup>. However, little is known about the direct and indirect consequences the expected 6.5 billion urban dwellers in 2050 will have on food systems<sup>iii</sup> or what policies are needed to ensure food security and nutrition given these changing dynamics. Urbanization and rural-transformation projections present challenges and opportunities. Yet, of the myriad of pathways connecting urbanization, rural-transformation and food security, only two links are well-understood: urbanization and diet change and urban area expansion and loss of crop land.<sup>iv</sup> Specifically, how urbanization affects producers, particularly the 500 million smallholder farmers who supply 70% of global food production<sup>v</sup>, remains one of the least understood effects of urbanization<sup>vi</sup>.

2. When looking at the world's poor, approximately 78% of those living on less than US\$2 per day live in rural areas, and 63% of the poor are working in agriculture<sup>vii</sup>. At the same time, an increasing share of world poverty is located in urban centres, although it is not always fully accounted for as a result of current measurement systems<sup>viii</sup>. UN Habitat estimates that about 45% of the urban population in developing countries live in slums – or households lacking adequate space, solid construction, improved water, secure residential status, or improved sanitation<sup>ix</sup>. Some have argued that food security is as much of an issue in urban areas as it is for rural, although in varying ways<sup>x</sup>. Additionally, the largest number of internally displaced people and refugees – 60 million – the highest recorded since record keeping began, is creating additional pressure on rural and urban areas. These dynamics illustrate that achieving food security and nutrition will require solutions targeting both rural and urban poor, but even more so building capacity to deal with the fluidity of growing and shifting populations.

3. Over the last forty years, there has been greater acknowledgement of the need for policies and research that addresses inter-sectoral linkages and to analyze interacting systems and the implications for rural and urban areas. There is substantial experience to support the adaptation of integrated approaches to address the current challenges and opportunities urbanization and rural transformation present. With the agreement on the Sustainable Development Goals (SDGs)<sup>xi</sup> (particularly 1, 2, 11 and 17), and the 2030 Agenda, the Second International Conference on Nutrition<sup>xii</sup>, the adoption of the 10 Year Framework Programmes on Sustainable Consumption and Production at Rio+20<sup>xiii</sup>, the signing of the Milan Urban Food Pact<sup>xiv</sup>, the Global Forum for Food and Agriculture Communique at the 8th Berlin Agriculture Ministers' Summit<sup>xv</sup>, the upcoming Habitat III<sup>xvi</sup>, and the lessons emerging from the ongoing work related to urban-rural linkages, 'city-region food systems' and territorial approaches<sup>xvii</sup>, there is even greater attention and evidence on the need for integrated policymaking which addresses the specific food security and nutrition challenges and opportunities arising from urbanization and rural transformation.

## II. Objective and methodology

4. As part of its Multi-Year Programme of Work (MYPoW) for 2016-2017, CFS was tasked with holding a Forum on Urbanization, rural transformation and implications for food security and nutrition "to reach a better understanding of the issues at stake, identify key areas for policy attention and possible roles for CFS. Following the Forum, its outcomes and results will be reviewed and analyzed by CFS participants in one-off open ended working group format of one or two days according to the needs with a view to identifying challenges and policy approaches that would contribute to

overcoming existing constraints. The results of this work will be presented for endorsement at CFS 44 in 2017”<sup>1</sup>.

5. The objective of this paper is to serve as a background to the Forum discussions by: i) providing a brief summary on the key implications for food security and nutrition presented by urbanization and rural transformation, ii) framing the key areas for policy attention, and iii) providing options for possible roles for CFS going forward.

### III. Scope and Structure

6. The broad nature of the topic of urbanization and rural transformation and the resulting implications for food security and nutrition means that nearly every topic addressed by CFS – in the past and in its current areas of work – could fall under this umbrella or is relevant in some regard. Applying the guidance found in existing CFS products and forthcoming guidance will contribute to addressing the areas for policy attention outlined in this document.

7. It is not the aim of this document to provide answers or draw conclusions but rather to highlight key areas which may require further discussion and attention by policymakers which are specific to achieving food security and nutrition and directly linked to the changing dynamics related to urbanization and rural transformation.

8. This document is structured to first provide an overview of the rationale for addressing urbanization and rural transformation and the implications for food security and nutrition, followed by a brief description of some of the changing dynamics that need to be addressed as a result of urbanization and rural transformation, and an identification of the key areas for policy attention by CFS. The paper ends with an indication of the options for CFS within its overall global coordination function.

### IV. Key Concepts

9. Inter-linkages between urban and rural areas relate to movement of people, capital, goods, employment, information and technology, and represent economic, social, and environmental dynamics<sup>xviii</sup>. Rural-urban linkages have been defined as ‘consisting of flows (of goods, people, information, finance, waste, information, social relations) across space, linking rural and urban areas, or the ‘functional links between sectors (agriculture, industry and services)<sup>xix</sup> with many of these linkages related directly or indirectly to food and nutrition<sup>xx</sup>.

10. Each country defines ‘urban’ and ‘rural’ by using criteria which are suitable for their own national context. Criteria used include administrative criteria, economic criteria, population-related criteria and urban criteria related to the functioning of urban areas<sup>xxi</sup>. Examples include population density, the presence of non-agricultural activity, or existence of paved streets or post offices. The variability in these criteria has a significant impact on the ability to compare ‘urban’ areas globally. The complex nature of cities can be better captured by combining several criteria to define urban areas and is a growing practice among countries<sup>xxii</sup>. Cities are also extending into peri-urban and rural areas, further blurring the lines between historically ‘urban’ and ‘rural’. Many areas previously classified as rural or peri-urban are growing rapidly, often in an unplanned manner, resulting in a mix of historically urban and rural characteristics.

11. On the other hand rural areas have long been defined as areas with lower population density and where agriculture and other primary activities account for a significant proportion of land use, employment, income, and economic output<sup>xxiii</sup>. However, defining rural areas along these lines is not

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<sup>1</sup> CFS Multi-Year Programme of Work for 2016-2017 CFS 2015/42/12, paras 34-35

applicable in all countries, particularly when looking at developed economy rural areas where there may be a significant amount of manufacturing or other industry, and where rural populations may not rely significantly on agriculture. Similarly, so called ‘urban culture’ is found in many rural areas and many peri-urban areas are less dense than traditional rural villages<sup>xxiv</sup>. Increasingly attention has focused on urban area’s potential to produce food, through vertical farming and community and rooftop gardens, which further blurs the lines between urban and rural.

12. Increased rural-urban linkages present both challenges and opportunities for achieving food security and nutrition in a variety of complex and interlinked ways throughout food systems<sup>2</sup>, including:

- Achieving productivity increases (or lack thereof) (in agriculture and/or a shift to more productive sectors) as a result of access to technology or greater investment;
- Employment/income generation (or lack thereof) through productivity increases, non-farm activities, and/or closer proximity to markets;
- Access (or lack thereof) to more diverse products, including nutritious and less nutritious food;
- Access (or lack thereof) to quality natural resources (safe, healthy, and productive); and
- Access (or lack thereof) to quality services and infrastructure.

13. It is impossible to address one of these areas without impacting one of the other areas. Urbanization and rural transformation provide both challenges and opportunities to urban and rural areas alike. For example, urbanization may result in higher incomes and greater access to services, while it might also result in higher costs of living, and poorer quality water or other natural resources, and declining rural areas. There is general agreement that sustained economic growth is difficult to achieve without urbanization . However, evidence also suggests that between the 1970s and 2000, urbanization in some Sub-Saharan African countries was accompanied by economic contraction . Similarly, the transformation of rural areas can deliver very positive impacts in terms of access to services and higher incomes, and help to contribute to more sustainable urbanization, but it can also mean that certain areas are left behind, and create pockets of poverty. It is only by addressing the root causes of food insecurity and malnutrition in both rural and urban areas, that it will be possible to break the vulnerability cycle and take full advantage of the opportunities presented by urbanization and rural transformation.

## V. Overarching Areas

14. While the changing urban-rural dynamics present specific challenges and opportunities to achieving food security and nutrition, they are also affected by the broader challenges and trends associated with achieving food security and nutrition worldwide. Many of these issues have also been the focus of previous CFS work.

### Human rights<sup>3</sup>

15. There are many human rights which are at stake when assessing rural-urban linkages including the right to food, the right to water, the right to health, the right to adequate housing, the right to education, the right to work and to social security, the right to information, and the right to

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<sup>2</sup> Food systems encompass the entire range of activities involved in the production, processing, marketing, retail, consumption, and disposal of goods that originate from agriculture, including food and non-food products, livestock, pastoralism, fisheries including aquaculture, forestry, and the inputs and outputs generated at each of these steps. Food systems also encompass a wide range of stakeholders, people and institutions, as well as the socio-political, economic, technological and natural environment in which these activities take place.

<sup>3</sup> CFS Global Strategic Framework; Voluntary Guidelines to Support the Progressive Realization of the Right to Food

take part in public affairs all of which have an integral link to achieving food security and nutrition. Many of these rights are put at risk, particularly in informal settlements and/or for unregistered migrants and refugees in both rural and urban areas. Human rights violations as a result of urbanization and rural transformation include forced evictions, lack of provision of sanitation or safe drinking water, and increased instances of violence or conflict, among many others. The right to food and the right to water and sanitation are particularly relevant considering emerging malnutrition challenges for both urban and rural populations

16. Ensuring food security and nutrition across the rural-urban continuum requires attention to human rights from all stakeholders, policymakers and constituents at all levels of governance. This implies adhering to human rights obligations, and principles such as participation, accountability, non-discrimination, transparency, human dignity, empowerment and the rule of law. However, local government officials often lack capacity to fully address the linkages of rights and achievement of food security and nutrition, or are not versed in participatory process to developing and implementing food security and nutrition policies<sup>xxv</sup>.

#### **Vulnerable individuals and groups<sup>4</sup>:**

17. Though poverty, food insecurity and malnutrition remain concentrated in rural areas, there is a growing need to understand who contends with malnutrition and food insecurity challenges in urban areas. The most inequitable outcomes of urbanization and rural transformation will occur when the same social groups are excluded from both rural and urban locations – which are often the very poor. Groups or individuals that face social exclusion for reasons such as gender, age, ethnicity, race, religion, or social class, will also tend to be excluded from opportunities afforded by greater access to services and infrastructure, employment and income generating opportunities, and access to nutritious foods emerging from rural-urban linkages, and will face greater challenges to achieving food security and nutrition. For example, children and women may face different food security and nutrition challenges in urban areas. The International Food Policy Research Institute's 2016 Global Nutrition Report indicates that rural children under five generally have a higher prevalence of stunting in low-income countries, and that under five stunting in urban areas is a growing issue, with several countries reporting 30 per cent or higher prevalence among urban children. At the same time, the report notes that obesity in many Sub-Saharan African countries among women aged 19 - 49 is approaching 50% in urban areas.

18. Vulnerable individuals in rural and urban areas often include individuals employed in informal sectors, newly established settlers (including refugees and displaced people), landless or land scarce households, female headed households, youth and children, elderly, disabled, and sick, and low income and resource poor households. Each of these individuals/groups are made more vulnerable by crises including natural disasters, civil unrest, and the outbreak of disease. Identifying vulnerabilities of individuals, and how they differ in rural and urban areas, assists with how best to include all individuals in designing policies to address their needs.<sup>xxvi</sup> However, the lack of disaggregated and localized (fine-scale) data and the greater mobility of people between/within rural-urban areas makes it difficult to identify and target interventions to the most vulnerable.

#### **Women<sup>5</sup>:**

19. Food insecurity and malnutrition challenges associated with rural-urban linkages are often more stark for women and girls, as they account for three fifths of the world's one billion poorest, but also in the challenges they face in participating in decision-making and accessing resources and

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<sup>4</sup> HLPE.2012.Social protection for food security: A report by the High Level Panel of Experts on Food Security and Nutrition, Rome Italy

<sup>5</sup> CFS. 2011. Policy Recommendations on Gender, Food Security and Nutrition and CFS 2017 Forum on Women's Empowerment

services targeted to their needs<sup>xxxvii</sup>. While urbanization has often been associated with more independence for women as a result of greater access to employment opportunities and services<sup>xxxviii</sup>, this is not always the case and it is also not possible to group issues facing urban women distinct from issues facing rural women, as women's needs and opportunities in all areas are diverse depending in many ways on their level of income. Similarly, if access to and the quality of services are only improved in urban areas, there is a risk of leaving rural women behind.

20. Respecting, protecting, and fulfilling women's rights including their equal participation in decision making remains pivotal to addressing food security and nutritional challenges across the rural-urban continuum. Because of their multiple roles as food producers, processors and preparers/providers for their families, women are also key players in overcoming food insecurity. For example, providing women the same access to resources as men in rural areas could increase yields on farms by 20 – 30% and reduce the number of hungry people in the world by 12-17%.<sup>xxxix</sup> Women's status is generally correlated with children's nutritional status because more empowered women who have better nutritional status themselves, are better cared for, and provide better care for their children. As both rural and urban dwellers become more dependent on purchased food, empowerment of women plays a crucial role in meeting household dietary needs.

### **Youth<sup>6</sup>:**

21. Similarly, youth deserve a targeted focus when assessing food security and nutrition implications of rural-urban linkages. Over 50% of the world's population is made up of children and youth, with an estimated 1.8 billion young people between 10 and 24<sup>xxx</sup>. Approximately 90% of these youth live in developing countries where food insecurity and malnutrition are also highest.

22. The growing youth population presents an opportunity for economic and social progress, but also presents challenges. Seventy three million youth between the ages of 15 and 24 were unemployed in 2013, with the highest proportions in North Africa and Western Asia. There is a growing movement of youth who want to be agents of change in their communities, and it is often youth who are traveling between cities and rural areas for work and study and are serving a key role in building greater connectivity. However, opportunities could be further strengthened by developing the skills and talent of youth both in agriculture and wider food systems, and by ensuring youth have access to land and resources to foster their own investment and engagement. Fostering opportunities to engage youth across the rural-urban continuum, including making agriculture attractive and remunerative for youth in rural and urban areas, is a key component to achieving food security and nutrition objectives. Almost 2 billion young people are or will be entering the workforce in coming years and the current average age of farmers is nearing 60 years in both developed<sup>xxxi</sup> and developing countries<sup>xxxii</sup>.

### **Climate change and resilience<sup>7</sup>:**

23. Climate change impacts all aspects of food security and nutrition for people living in rural and urban areas, although distributed unevenly geographically. Changing climatic conditions affect the availability of water, ecosystem service functioning, and crop, livestock, forestry and fisheries, and will affect regions that depend on rainfed irrigation more dramatically. Some projections predict an average of 2% decline in productivity over the coming decades with more significant impacts in areas of high population growth.<sup>xxxiii</sup> Climate change will also affect infrastructure such as energy sources and transport infrastructure used to transport goods and services between rural and urban areas as a result of more extreme weather events and higher temperatures<sup>xxxiv</sup>.

24. Globally, the poorest people, in rural and urban areas, who are contributing the least to climate change, are increasingly those most at risk, due to heavier reliance on natural resources, lack of access

<sup>6</sup> CFS. 2015. Developing the knowledge, skills, and talent of youth for food security and nutrition. Rome, Italy

<sup>7</sup> HLPE.2012. Food security and climate change: A report by the High Level Panel of Experts on Food Security and Nutrition, Rome Italy

to services and location of settlements. Many low income and informal settlements are located in areas exposed to floods and landslides, and where there may be very little or no provision for sanitation, surface water drainage and waste collection<sup>xxxv</sup>. While greenhouse gas emissions vary greatly within and across cities, urban areas directly and indirectly contribute to as much as 80% of the world's emissions<sup>xxxvi</sup>. However, cities may provide a pathway to leverage co-benefits of adaptation, mitigation, and improved services<sup>xxxvii</sup>. Climate change will compound food security and nutritional challenges posed by urbanization and rural transformation, yet both processes provide avenues to enhance adaptation and mitigation to achieve food security and nutrition objectives.

## VI. Changing Dynamics for Policy Attention

25. With the general acknowledgement of a need for a more holistic approach to food security and nutrition across rural, peri-urban, and urban areas and throughout food systems, broader themes and specific key areas have been identified through the literature, the Technical Workshops and the online consultation which require greater attention to how this could be achieved. Urbanization and rural-transformation present new challenges and opportunities for food security and nutrition. As such, the changing dynamics presented in this section should be viewed through the lens of the basic components of food security and nutrition that include the stable availability, accessibility and utilization of food with the objective of achieving long-term sustainability of the world's food system<sup>xxxviii</sup>.

### Governance

26. Multi-level, multi-sectoral, and multistakeholder governance: Recent case studies have indicated that while there is growing incorporation of food security and nutrition in national policymaking, including cross-sectoral policies and strategies, this does not necessarily translate to cross-sectoral collaboration in implementation<sup>xxxix</sup>. With livelihoods being less easily classified as 'urban' or 'rural' and an increase in income diversification across different activities among the most vulnerable, and especially among smallholders, addressing food security and nutrition will require a combination of policies and programmes from a variety of areas of expertise. This means that the main entry point for addressing food security and nutrition issues in a particular context should include all governmental decision makers, including, but not limited to, Ministry of Agriculture, Ministry of Land, Ministry of Commerce, Ministry of Public Works, Ministry of Health, and many others. There is a need for coordination and input from engineers, planners, lawyers, doctors, teachers, and not just food or nutrition specialists, though their input and participation remains crucial. Coordination and collaboration extends beyond government, particularly as non-state actors are playing key roles in healthcare, value chains, infrastructure, services, and education in urban and rural areas. Similarly, there is a need to empower and better articulate the role of local governments in implementing policies and programme aimed at achieving food security and nutrition in both rural and urban areas<sup>xl</sup>.

- ◀ **Key area:** Identify key themes and lessons from existing initiatives which apply more integrated approaches based on territories<sup>xli</sup>, particularly focusing on vertical and horizontal multistakeholder and inter-ministerial collaboration

27. Not just multistakeholder but those with a direct stake: While there is an overall focus on multi-sector and multistakeholder engagement in order to incorporate the wide range of actors from both rural and urban areas into policy design and interventions, the involvement of those most vulnerable to food insecurity and malnutrition is highlighted as a key element to ensure that policies and interventions are inclusive and equitable. Inclusion and equity are stressed as key qualifiers to add to the urbanization and rural transformation discourse, though they remain elusive in practice. Recent research has illustrated that involving communities or residents in planning<sup>xlii</sup>, can address

sustainability and land management issues, while also making residents and communities happier with the outcomes<sup>s\_xliii</sup>. Low income households in both rural and urban areas are often left out of planning and policy development, which has implications for the level of infrastructure and service provision targeted to meet their needs<sup>s\_xliv</sup>.

- ◀ **Key Area:** Focus on community level engagement with direct participation of the food insecure and malnourished in designing policy interventions or programmes addressing food security and nutrition

## Data

28. Data that reflects changing dynamics, on which to base policy decisions: Current systems and approaches for data collection and analysis are not always adapted to the changing dynamics of food security and nutrition presented by urbanization and rural transformation. Increasing mobility and temporary migration, informal settlements, and the varying scale at which food security and nutrition data is often collected are among the many data challenges confronting the ability to address the root causes of food security and nutrition across the rural-urban continuum. There is no published global index of food security which differentiates between urban and rural conditions or is disaggregated to account for the differing impacts of those conditions. The establishment of the poverty line and the relationship with urban food prices is just one example of this gap. Recent case studies have highlighted the need to address geographic disparities within national borders in terms of food security and nutrition outcomes<sup>s\_xlv</sup>. While productivity growth, including in agriculture, has led to poverty reduction and improved food security and nutrition in many countries at the national level, acute areas of malnutrition and poverty still exist and are not always captured or adequately addressed.<sup>s\_xlvi</sup> Achieving the right to adequate food for all and leaving no one behind will mean that a better understanding of the specific areas of vulnerability and need are adequately captured in data collection and analysis methodologies. This means that there is a need for greater disaggregation and granularity of data to capture differences by gender, youth, geographies, and locality specific information, including data that can measure possible heterogeneity within urban areas. There is also a need for more integrated data across sectors with the ability for data from one sector able to interact with data from other sectors (e.g. health and agriculture).

29. There is also a need to collect data across food systems as a whole and not just focus on food insecurity or malnutrition. One avenue of emerging research and pilot studies provides an in-depth analysis of the entire 'city region food system' which emphasizes the need to analyze the local context and collect qualitative and quantitative data from a range of local stakeholders, and not just focus on 'poor' households in order to identify policy interventions which will address the root causes of food insecurity and malnutrition<sup>s\_xlvii</sup>. The central role of data in eradicating poverty and promoting sustainable development is also recognized in the context of the Agenda 2030. The adoption of the SDGs and related follow-up and review activities present a strategic opportunity to prioritize Governments' efforts to undertake comprehensive needs assessments of their statistical capacity and readiness in order to monitor the agenda.

- ◀ **Key Area:** Determine the key gaps in data collection and analysis
- ◀ **Key Area:** Identify ways to capture more localized and gender specific data through participatory collection and analysis

## Consumption Patterns and Nutrition

30. Understanding changing consumption patterns and the impacts on the achievement of healthy and sustainable diets<sup>s\_xlviii</sup>: One of the key inter-linkages between urban and rural areas is demand for food. Rising incomes are correlated with rising demand for processed foods. However, there is also an increase in purchased and processed foods in poor and rural areas<sup>s\_xlix</sup>, with purchased food accounting



for more than 50% of total economic value of food consumed in rural areas of Africa and Asia. Of this percentage, a portion is processed food which is making up an increasing share of food expenditure in not just urban but also rural areas. Deserving particular attention is that demand for processed goods is growing most rapidly for those making under \$2 per day<sub>i</sub>. This means that those most vulnerable are increasingly exposed to price volatility and the resulting impacts on food security and nutrition<sup>8</sup>. Chronic malnutrition is attributed to micronutrient deficiencies (iron, vitamin A, zinc, iodine) as a result of not consuming enough food with these nutrients, even if consuming enough calories. In addition, the rise of ‘hidden hunger’<sup>9</sup> and non-communicable diseases (NCDs) like diabetes and cardiovascular diseases are exacerbated by malnutrition, particularly in urban areas but increasingly so in small towns and cities. This means that food prices and the nutritional value of processed goods accessible to those living in poverty in rural and urban areas is increasingly important.

◀ **Key Area:** Develop strategies to enhance nutrition education and consumer awareness

◀ **Key Area:** Ensure that nutritious food is accessible and affordable in both rural and urban areas

31. Identifying food safety and nutrition implications of the growth of informal markets and vendors: Food safety and health for many of the rural and urban poor is threatened largely by environmental hazards and infrastructure deficits, including lack of access to or poor quality sanitation and contaminated or inaccessible sources of water. Street food from vendors plays a role in food security and nutrition in a variety of ways, and often makes up a large portion of non-home prepared meals, particularly for the urban poor<sub>ii</sub>. While food vending provides an income generating opportunity, there are considerable constraints in terms of poor physical infrastructure, environmental hazards and spatial conflicts. Many markets, particularly in urban areas, are located in areas with inadequate solid waste collection and without adequate shelter and storage facilities to keep food from spoiling<sub>iii</sub>. Inadequate hygiene training or lack of food safety testing may further contribute to food safety threats, particularly when vendors concerned with incurring losses resort to selling spoiled or contaminated foods. However, food vending both provides an important income stream particularly for women, and can provide a cheap and accessible food option, particularly in urban areas. Therefore, there is a trade-off in terms of food quality and safety with lower prices, accessibility, and for vendors an income generating opportunity.

◀ **Key Area:** Improve understanding of the role of informal markets and vendors in both rural and urban areas to assess the benefits they provide and the risks they present to food security and nutrition

## Land and Natural Resources

32. Identifying opportunities for integrated land-use, natural resource, and circular economy<sup>10</sup> planning across territories: Shifting populations present unique challenges for land use planning as demand for land may rise in some areas faster than planning may be taking place. According to the

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<sup>8</sup> HLPE.2011. Price volatility and food security, A report by the High Level Panel of Experts on Food Security and Nutrition  
<sup>9</sup> Hidden hunger is defined by WHO as “a lack of vitamins and minerals” and it occurs when the food people consumes lacks sufficient micronutrients needed for growth and development. See:

[http://www.who.int/nutrition/topics/WHO\\_FAO\\_ICN2\\_videos\\_hiddenhunger/en/](http://www.who.int/nutrition/topics/WHO_FAO_ICN2_videos_hiddenhunger/en/)

<sup>10</sup> Circular economy, as defined by the European Commission, is an economic system “where the value of products, materials and resources is maintained in the economy for as long as possible, and the generation of waste minimised, is an essential contribution to the EU’s efforts to develop a sustainable.” For more information see: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52015DC0614>

United Nations World Population Prospects, if land conversion into urban use continues at current rates, every new urban resident in developing countries will convert on average 160 square kilometres of non-urban land to urban land by 2025<sup>liii</sup>. As urban areas grow and land is converted into other uses, or as land prices rise close to urban areas, in some cases agricultural production is shifting into hinterland areas, or to other countries, where land is cheaper. This presents challenges for land governance and the rights of landowners and users, but may also present an opportunity where formerly hard to access or more distant regions left out of focus for investment may now be attracting increasing attention. There is growing information on the use of the Voluntary Guidelines on the Governance of Tenure of Land, Fisheries and Forests<sup>li</sup> in both rural and urban areas to facilitate more integrated land use planning which safeguards tenure rights and use of the CFS Principles for Responsible Investment in Agriculture and Food Systems to facilitate more responsible investment in agriculture and food systems.

33. As natural resources grow increasingly scarce and are impacted by the effects of climate change, greater integrated planning across landscapes, ecosystems, and territories which balance natural resource availability, demands, and look at ways to enhance efficiency and reuse are necessary. Natural resource use and contribution to environmental damage often pose and exacerbate inequities, and it is estimated that 40% of all violent conflicts in the last 60 years have been linked to natural resources<sup>liv</sup>. With greater attention on circular economy systems, there are opportunities to identify resources produced and used in rural and urban areas, their by-products or wastestreams, and how to direct them to productive uses in both areas<sup>lv</sup>. Examples include the use of waste water for agricultural production in rural, peri-urban, and urban areas; as well as the opportunities for producing energy from wastestreams or by-products for household cooking or heating to reduce demand on wood products.

◀ **Key Area:** Assess the use of the existing tools and guidance, including CFS tools and guidance, to ensure security of tenure and foster participatory spatial planning and responsible investment, and stakeholder engagement for food security and nutrition across landscapes, ecosystems and territories, given the changing dynamics urbanization and rural transformation present<sup>lvi</sup>

◀ **Key Area:** Identify mechanisms to improve efficiency and the use of waste and by-products to reduce demand on natural resources and facilitate greater rural-urban synergies

## Agriculture

34. Facilitating agricultural production synergies: Without significant reduction in food loss and waste, evidence suggests that population growth in both rural and urban areas may require 50-60% increase in global food production by 2050. A large percentage of agricultural production can be found in urban and peri-urban areas, with a recent study indicating that approximately 60% of all irrigated cropland and 35% of all rainfed cropland is within 20 kilometres of city boundaries<sup>lvii</sup>. There is also an increasing focus on urban agriculture<sup>lviii</sup> and ‘greening’ urban spaces with a rise in urban forestry and mixed use green areas, referred to by some as ‘ruralizing’ urban settlements<sup>lix</sup>. Some estimates indicate that 1 billion people are farming and fishing in cities, meaning 15-20% of the world’s food supply is coming from urban areas<sup>lx</sup>. Vertical farming and rooftop gardens are examples of areas of growing interest, and ways to integrate agriculture into urban areas where there is significant competition for space. At the same time, at least for the near term, a large percentage of agriculture will still take place in areas classified as ‘rural’.

35. With a growing call for shortening value chains, many cities and developed economies are focusing on buying more locally available goods and services. However, the increasing demand of

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<sup>li</sup> CFS.2012. Voluntary Guidelines on the Governance of Tenure of Land, Fisheries and Forests, Rome, Italy; CFS.2014. Principles for Responsible Investment in Agriculture and Food Systems, Rome, Italy

urban areas and the scarcity of land in peri-urban settings means that in many cases value chains are lengthening within a country, across regions and internationally. The lengthening of domestic value chains and regional value chains presents opportunities for mid-stream actors and smaller and medium size urban areas<sup>lxix</sup>. However, it also presents challenges as agriculture production may shift to areas with lower regulation and result in externalizing negative impacts. The shift in diets and demand from both rural and urban consumers away from grains also presents opportunities to expand production of perishables. There are also opportunities to further explore how to connect agricultural smallholder producers<sup>lxx</sup> – be they rural or urban, farmers, fishers, or foresters – more directly to consumers with benefits associated with greater value captured by the producer<sup>lxxi</sup>, potentially less food loss and waste<sup>lxxii</sup> potential for more access to nutritious and fresh foods<sup>lxxiii</sup>, and socializing consumers about where their food is coming from. There are many growing opportunities with community supported agriculture, farm-gate shops, farmers' markets, and cooperatives which illustrate positive benefits for producers and consumers.<sup>lxxiv</sup> This includes the growing potential for local self-produced food by both professional and non-professional farmers, related below with the discussion of non-farm income.

- ◀ **Key Area:** Identify opportunities to integrate and improve the productivity of agriculture in peri-urban and urban contexts
- ◀ **Key Area:** Specify how rural and urban producers can derive greater value (income and access to more nutritious foods) from engagement in local and regional value chains<sup>lxxv</sup>

### Labour and Mobility

36. Identifying income generating opportunities on and off-farm: The concentration of employment in urban areas is one of the main drivers of urbanization and rural-urban migration. Discussions around rural transformation also often focus on the labor/employment element, and the shift away from agriculture and what this means for the considerable portion of the population which may be shifting from part-time farming into more full-time non-farm work<sup>lxxvi</sup>. The rise of small towns and cities and their increasing urbanization means that rural areas are not just inhabited by farmers, but include a growing number of people working in processing, repair and maintenance, trade, transport, education, health services, and other areas. The people working in these areas are buying their food at markets, and even those still active in primary production often have another income, which may be their primary income or a secondary source such as remittances. Employment data often may only focus on primary employment and may not capture the range of income earning activities that many households are engaged in. More recent data seems to indicate that farm households are increasingly engaging in non-farm income earning activities<sup>lxxvii</sup>. As non-farm income becomes increasingly important with urbanization and rural transformation, employment opportunities and challenges deserve greater focus, particularly with extremely young populations in many developing countries. In Africa, 300 million youth are expected to enter the labor market over the next 15 years and over 700 million in the next three decades<sup>lxxviii</sup>.

- ◀ **Key area:** Identify ways to enhance income generation from both farm and off-farm activities particularly geared to small producers, women, and young people<sup>lxxix</sup>, acknowledging that full-time production may not fully support livelihoods or be the preferred choice of all producers

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<sup>12</sup> Building on outcomes of the forthcoming CFS Policy Recommendations on Connecting Smallholders to Markets

<sup>13</sup> 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, Rome Italy

<sup>14</sup> Building on outcomes of the forthcoming CFS Policy Recommendations on Connecting Smallholders to Markets; CFS.2012.Voluntary Guidelines on the Governance of Tenure of Land, Fisheries and Forests, Rome, Italy; CFS.2014. Principles for Responsible Investment in Agriculture and Food Systems, Rome, Italy

<sup>15</sup> Integrating recommendations from forthcoming SOFA 2017 report on *Transforming Agriculture and Food Systems: Opportunities and Challenges for Sustainable Food Security and Poverty Reduction*

37. **Managing migration to reduce risks and enhance opportunities:** Increasing mobility has meant that migration may not be a long-term decision, where many rural-urban migrants return to rural areas after a short-time. Migration is often referred to in a negative way, when in many cases it also presents opportunities. For example, the remittances sent by migrants back to local areas are often key components of supporting rural livelihoods and risk diversification. The value of international remittances to developing countries in 2011 exceeded \$400 billion and in some countries accounted for as much as 20% of GDP.<sup>lxviii</sup> Migrants are some of the largest investors in rural communities, even as they themselves struggle to meet their own food security and nutrition needs. However, in a 2011 survey of population policies, 82% of developing countries reported that they had implemented policies to curb rural-urban migration.<sup>lxix</sup> Migrants and displaced people are often moving due to situations of conflict or as a result of natural disasters, environmental degradation, and largely because of economic distress and food insecurity. Given high migration costs and uncertainties associated with migration, a large portion of migration is internal within national boundaries.

- ◀ **Key Area:** Identify ways to leverage and improve migrants' skills to enhance coherence between opportunities and available labour, which can contribute to growth and development
- ◀ **Key Area:** Identify ways to ensure that migration does not stress environmental, social, and economic conditions along the rural-urban continuum which may result in a rise in inequality and food and nutrition insecurity

### Services, infrastructure and social protection

38. **Improving social protection<sup>16</sup>, service and infrastructure provision to respond to needs and gaps:** There are challenges with increasing mobility and shifting populations associated with the ability to ensure adequate infrastructure and service provision to growing populations and for people who may live and work in different areas or go back and forth between areas, including migrant workers or seasonal workers. There are also opportunities to reach a greater portion of the population with quality services and access to income generating opportunities in a growing number of more dispersed 'hubs' of small towns and cities. Similarly, there are challenges with understanding the dynamics and fluidity of migration and how to allocate resources to adjust services and infrastructure which can address this fluidity, particularly as a result of the undocumented nature or lack of data regarding shifting populations. But there are also opportunities to provide a greater diversity of options for the rural and urban poor to meet their food security and nutrition needs depending on their skills, needs, and desires and to adapt and respond to changing dynamics. Opportunities also exist to connect social protection schemes with livelihood resilience, such as through provision of food from local producers for distribution to those receiving food assistance.

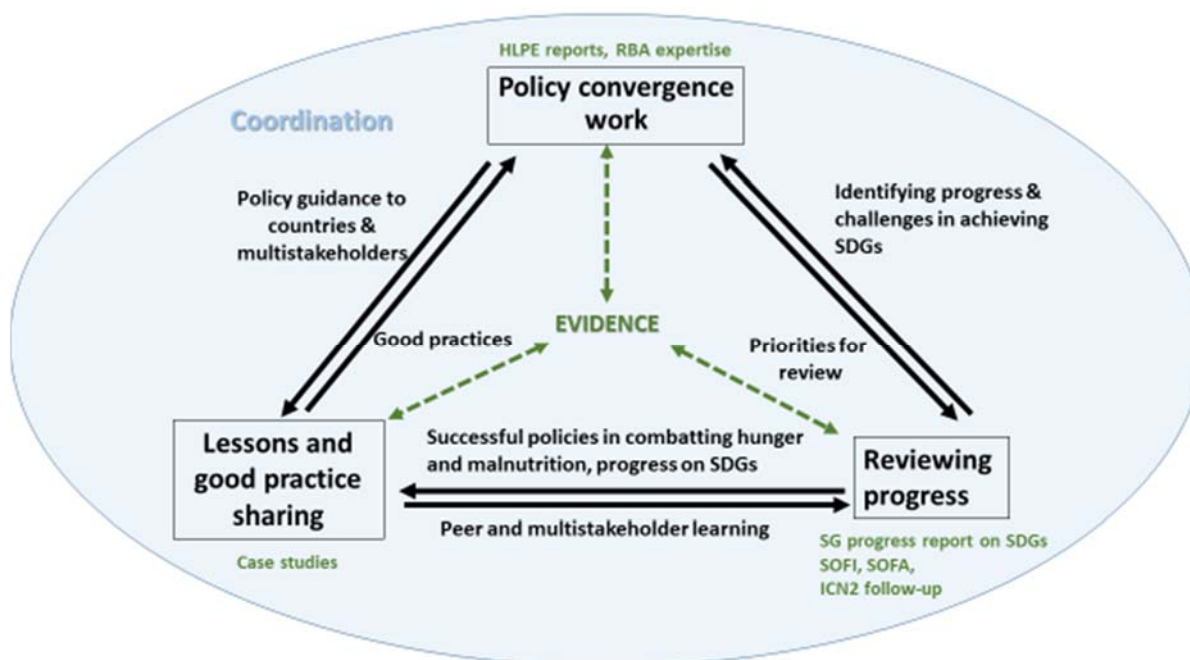
- ◀ **Key Area:** Assess how to allocate resources for services, infrastructure and social protection which respond to increasing mobility (in and out migration, circular migration, and short term moves) and the 'unofficial' status of many migrants and/or those working and living in different areas – both rural and urban

### Roles for CFS

39. There are three interconnected and mutually reinforcing functions of CFS, all of which contribute to the function of global coordination, which guide the nature of CFS activities and are summarized in the chart below. Within this framework, the options outlined in this section serve to provide the basis of discussion and decision on the CFS role going forward during the Forum at CFS 43.

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<sup>16</sup> HLPE.2012.Social protection for food security: A report by the High Level Panel of Experts on Food Security and Nutrition, Rome Italy



### Option 1 – Policy recommendations

40. The Forum on Urbanization, rural transformation and implications for food security and nutrition held at CFS 43 will provide a space for all stakeholders to exchange practical experience on the challenges, opportunities and positive outcomes that they have seen as a result of a more integrated rural-urban approach.

41. Building on the outcomes of the Forum and the research and existing initiatives outlined herein, CFS can task the Open Ended Working Group (OEWG) to convene a two day meeting in 2017 to reach agreement on recommendations on the areas for policy attention<sup>17</sup> identified in this background document. This option would draw on the existing evidence base found in previous HLPE Reports and CFS work already conducted on topics that are relevant to integrated rural-urban approaches, but would not include a deeper investigation into lessons emerging from ongoing initiatives or additional peer-reviewed analysis. CFS stakeholders would still have the opportunity to call for greater focus in any of the areas identified to ensure relevance of the policy recommendations to the international agenda.

**Timeframe:** This option can be achieved within the 2016-2017 MYPoW.

42. Option 1 is based on the assumption that there is sufficient base in this document and past CFS work upon which to confidently draw policy recommendations in 2017. Should CFS stakeholders perceive a need for a deeper engagement by CFS to better understand food security challenges and opportunities in the context of changing rural-urban dynamics, the following additional options are proposed:

### Option 2 – Compendium of effective policy approaches

<sup>17</sup> See Annex A

43. Building on the outcomes of the Forum, CFS can task the OEWG to convene a two day meeting in 2017 to share experience and develop a common understanding of good practices. The first day could consist of a targeted peer and multistakeholder learning and good practice sharing exercise aimed at identifying practical examples of effective policy approaches on addressing food security and nutrition in the context of changing rural-urban dynamics. Under this function, CFS can also invite the participation of relevant bodies and initiatives including, but not limited to, UN HABITAT and the Milan Urban Food Policy Pact network. The second day would be dedicated to reviewing the compilation of identified good practices which would be submitted at CFS 44 as a compendium of effective policy approaches. The two day meeting would not be held on consecutive days to allow sufficient time for the Secretariat to prepare the draft compendium, and for Members and stakeholders to consult their constituencies.

**Timeframe:** This option can be achieved within the 2016-2017 MYPoW.

### **Option 3 – HLPE report**

44. The MYPoW OEWG, as it continues its work elaborating priorities for CFS activities in the biennium 2018-2019, could consider an HLPE report on the full topic of urbanization and rural transformation or on one of the specific issues emerging under this broader umbrella topic.

45. An HLPE report may take stock of additional evidence and provide a systemic analysis of the policy shifts that would be required to adequately address the direct and indirect consequences of a rapidly growing urban population on food systems. The report could also provide evidence on how producers, particularly smallholder farmers, are affected by changing rural-urban dynamics and which policies would ensure better planning for food security and nutrition across territories.

46. An HLPE report would therefore fill a global gap and contribute to fulfilling the CFS vision for a world free of hunger by strengthening countries' capacity to formulate policies that are aligned with the changing rural urban dynamics.

**Timeframe:** This option would take the work on urbanization and rural transformation to the 2018-19 MYPoW.

### **Option 2+3 – Global policy tool informed by HLPE report and compendium of effective policy approaches**

47. The evidence and knowledge based HLPE report, combined with the compendium of effective policy approaches, would provide the starting point for the development of a CFS global policy guidance tool such as stand-alone Guidelines or Principles after 2019, making full use of all three functions within the CFS global coordination framework. Additional sources of information could also be considered such as the thematic reviews of the High Level Political Forum.

**Timeframe:** This option would take the work on urbanization and rural transformation to the 2018-19 MYPoW and potentially beyond.

## **Annex A. Urbanization and Rural Transformation Implications for Food Security and Nutrition: Areas for Policy Attention**

<b>Governance</b>	Multi-level, multi-sectoral, and multistakeholder governance
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	Not just multistakeholder, but those with a direct stake
<b>Data</b>	Data that reflects changing dynamics on which to base policy decisions
<b>Consumption Patterns and Nutrition</b>	Understanding changing consumption patterns and the impacts on the achievement of healthy and sustainable diets
	Identifying food safety and nutrition implications of the growth of informal markets and vendors
<b>Land and Natural Resources</b>	Identifying opportunities for integrated land use, natural resources, and circular economy planning across territories
<b>Agriculture</b>	Facilitating agricultural production synergies
<b>Labour and Mobility</b>	Identifying income generating opportunities on and off-farm
	Managing migration to reduce risks and enhance opportunities
<b>Services, Infrastructure and Social Protection</b>	Improving social protection, services and infrastructure provision to respond to needs and gaps

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- xiv Milan Urban Food Policy Pact
- xv GFFA Communique, 8<sup>th</sup> Berlin Agriculture Ministers' Summit 2016
- xvi UN Habitat III Zero Draft of the New Urban Agenda 18 June 2016
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  - **City-region food system Collaborative Platform**, [www.cityregionfoodsystems.org](http://www.cityregionfoodsystems.org)
  - **IIED's Reframing the debate on urbanizations, rural transformation and food security**, <http://pubs.iied.org/17281IIED.html>
  - **International Panel of Experts on Sustainable Food Systems (IPES) Workstream on 'The Role of Cities in Building Sustainable Food Systems'**; <http://www.ipes-food.org/reports>
  - **IFAD's work on territorial approaches**, rural-urban linkages and inclusive rural transformation, <https://www.ifad.org/pub/thematic>
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