

STRENGTHENING URBAN AND PERI-URBAN FOOD SYSTEMS TO ACHIEVE FOOD SECURITY  
AND  
NUTRITION IN THE CONTEXT OF URBANIZATION AND RURAL TRANSFORMATION  
ZERO DRAFT

Rationale

(i) By 2050, the world's urban population is expected to nearly double, making urbanization one of the twenty-first century's most transformative trends<sup>1</sup>. Considering that an estimated 1.7 billion people of the world's 2.2 billion people experiencing moderate or severe food insecurity already live in urban and peri-urban (U-PU) areas, this rapid urban growth represents a significant food security and nutri global challenge.

(ii) Urbanization and peri-urbanization result from interconnected transformations in demography, economies, culture, social systems, land use and technology and innovation. Understanding the changes occurring throughout agriculture and food systems requires therefore adopting a rural–urban continuum lens. This approach allows highlighting the growing interconnectedness of urban, peri-urban, and rural areas as a foundation for addressing socio-economic dynamics, planning effective resource distribution, and developing policies that reflect the complex realities of these interlinked communities.

(iii) Building on a rural-urban continuum approach, the following CFS policy recommendations are envisioned as a focused, action-oriented guidance tool to enhance the ability of U-PU residents to realize their right to food in the context of multiple challenges such as climate change, political instability, economic downturns, increased inequalities, conflicts, rapid and unplanned urbanization.

(iv) The Policy Recommendations recognize that the complex nature of urban and peri-urban food systems requires a system approach that integrates multi-sectoral, multi-level, multilateral and multi-actor governance processes, within and beyond the State, to promote an enabling policy environment that empower stakeholders and foster collabora on to deliver equitable, resilient and sustainable food systems. In par cular, it is important to highlight the key role of local governments in driving innova on and shaping food systems to achieve food security and nutri on.

(v) At the same me, ensuring food security and nutri on across the rural-urban con nuum requires policies that address inequali es and are embedded in human rights, including the right to food, the right to water, the right to adequate housing and the right to decent work at all levels of governance. This implies adhering to human rights obliga ons, and principles such as par cipa on, accountability, non-discrimina on, transparency, human dignity, empowerment and the rule of law.

(vi) These Policy Recommenda ons are addressed primarily to na onal and subna onal governments, in par cular regional/metropolitan/municipal departments. Addi onally, the recommenda ons are addressed to private sector associa ons, philanthropic founda ons, civil society organiza ons, Interna onal Organiza ons, universi es and academic ins tu ons. They are voluntary and non-binding and should be interpreted and applied consistently with exis ng obliga ons under na onal and interna onal law, and with due regard to voluntary commitments underapplicable regional and interna onal instruments and in accordance with na onal legal systems and their institutions. They build upon and complement relevant exis ng CFS policy instruments and are informed by the CFS High-level Panel of Experts on Food Security and Nutri on (HLPE-FSN) report on "Strengthening

Urban and Peri-Urban Food Systems to Achieve Food Security and Nutri on, in the context of Urbaniza on and Rural Transforma on".

## A. Urban and peri-urban food systems for food security and nutrition

### Production

Governments, including subnational and local government authorities, should:

1. Prioritize equitable access to land, water, finance, innovation and technology, and other food production resources to address the needs of the poorest, most vulnerable and those most left behind<sup>2</sup>; (access to resources)
2. Develop and implement land-use zoning policies, including forestry and greening, that safeguard and support urban agriculture, livestock and fishing activities; (zoning policies)
3. Prioritize agricultural extension services that preserve natural resources, enhance soil health and biodiversity. This could entail promoting agroecological and other innovative approaches<sup>3</sup>, bioeconomy strategies as well as regenerative and nutrition-sensitive practices, among others; (extension services)
4. Strengthen food systems actors' equitable access to capacity development programmes for the use of innovation and technologies such as water-efficient hydroponics, vertical and indoor farming, renewable energy systems, artificial intelligence, as well as social innovations such as community gardens; (innovations)

### Midstream (storage, processing, transportation, wholesale)

Governments, including subnational and local government authorities, the private sector and civil society should:

5. Strengthen public and private investment in infrastructure and logistics, and enhance capacities in the intermediary segments of urban food value chains, to increase access to fresh and perishable foods while supporting local economies and promoting sustainability. This may entail strengthening investment in innovation and technology, such as climate-resilient, energy-efficient and affordable storage systems, biodegradable or recyclable packaging, and digital platforms to effectively leverage the opportunities that urban and peri-urban food systems provide; (investment)
6. Encourage social innovations such as community supported agriculture, food cooperatives, food hubs and farmers' markets that enhance access to safe and nutritious food while contributing to equity, social inclusion and resilience across the rural and urban continuum; (social innovations)
7. Foster diversity of food actors and support inclusive wholesale markets to strengthen connections with small-scale producers and informal sector actors, ensuring fair supply chain practices to redistribute value. This could entail supporting the use of innovation and technologies for small businesses that connect consumers to small scale producers through digital platforms and delivery services; (inclusive supply chains)

### Market and retail

Governments, including subnational and local government authorities, should:

8. Support territorial markets and shorter supply chains that integrate urban and rural functions into the national and subnational urban planning, thus promoting sustainable management and use of natural resources and land, as well as increased access to fresh produce for all residents across the rural-urban continuum; (territorial markets)
9. Protect and sustain traditional markets by strengthening investment in infrastructure, operations, logistics, innovation and technology, access to water and affordable energy, as well as by providing

**Commented [EP1]: Wholesale and local markets** are an infrastructure that in many cases is owned by local authorities, it would be important to specifically address this link with the physical infrastructure as a leverage point for food policy interventions that can foster inclusion of marginalised actors (producers, small scale sellers, etc), for instance in recommendation 11

capacity development and training to value chain actors, particularly informal vendors, to enhance food safety standards across the rural-urban continuum; (food safety)

10. Address power imbalances across the rural-urban continuum to foster competition and diversification of food distribution channels. This entails supporting traditional and community markets, street food vendors, supermarkets, online delivery services, as well as non-market channels, such as food procurement, community, solidarity kitchens and food banks that enable equitable access to adequate, safe, nutritious and affordable foods, which promote livelihoods and increase the resilience of households; (diversified distribution)

11. Strengthen the capacities of peasants, smallholders, family farmers - especially women, youth, Indigenous Peoples, and local communities - to access internal, regional, national and local markets, by strengthening cooperatives, farmers' collectives, associations, unions, networks and other organizations, while also promoting enterprise and entrepreneurship, which can expand their bargaining power and allow meaningful participation in agriculture and food systems value chains, including in territorial markets<sup>4</sup>; (inclusive market participation)

12. Provide incentives for the purchase of healthy and sustainably produced foods, particularly in areas where multidimensional poverty is prevalent, including through appropriate regulatory instruments such as nutritional warning labels and fiscal measures that promote consumption of fresh foods; (regulatory and fiscal instruments)

13. Promote behavior change towards healthier food choices on the part of consumers through targeted food nutrition education, awareness raising campaigns, which can include public education campaigns, interpersonal communication and community dialogues as a way to positively influence knowledge, attitudes and social norms; (nutrition education)

#### Public procurement and non-market initiatives

Governments, including subnational and local government authorities, should:

14. Prioritize and invest in nutrition-oriented public procurement programmes, such as school feeding programmes, incentivizing locally produced foods, prioritizing smallholders and targeting the poorest and most vulnerable across the rural-urban continuum, to achieve multiple objectives related to nutrition, sustainability, biodiversity, social inclusion and resilience of livelihoods; (food procurement programmes)

15. Strengthen government capacities to provide food aid in crises, leveraging civil society's reach and local networks and ensure that food aid from internal organizations reinforces local and national food systems for long-term resilience; (food assistance)

#### Food losses and waste

Governments, including subnational and local government authorities, and all relevant stakeholders should:

16. Strive to minimize food loss and waste throughout all stages of the food value chain across the rural and urban continuum by: providing supportive infrastructure such as shading and cold storage units; facilitating access to innovation and technology to informal sector actors to increase availability of fresh food and preserve perishable foods; providing training and resources; and supporting circular economy through redistribution programmes that repurpose surplus food and reduce waste and adoption of sustainable practices such as composting. (food losses and waste)

#### B. Urban and peri-urban interrelated systems that impact food security and nutrition

Governments, including subnational and local government authorities, should:

**Commented [EP2]:** Regulatory instruments are of course key to bring on change, at the same time in many cases the only aspect cities can work on is advocacy with higher levels of governance to give input on relevant issues. It would be important though to stress how advocacy can only be done when a clear political commitment is expressed and is therefore quite limited sometimes.

**Commented [EP3]:** School Meals Programmes can provide a great entry point in terms of food security and nutrition, ensuring the right to food for children and youth, also considering the key role of local authorities in the implementation of such programmes. It could be worth mentioning school meals / school canteens when addressing how to "impact food security and nutrition". In addition, the MUFPP is coordinating the Cities Feeding the Future Initiative under the School Meals Coalition to specifically support cities across the world to properly tackle effective approaches to school meals programmes

17. Increase access to and investments for the provision of basic physical and social infrastructure for all, without discrimination, including housing, reliable and affordable energy, safe drinking water and sanitation, waste management, education, and information and communications technologies to enable healthy diets, safer food handling, washing, preparation and cooking of meals at home, targeting low-income residents and neighborhoods; (physical and social infrastructure)

18. Increase responsible investment in infrastructure, including for transport, services and technologies and ensure that it benefits areas where multidimensional poverty is prevalent, by adopting territorial approaches while also strengthening local, national, regional and international, trade and market connectivity; (improved connectivity)

19. Enhance equitable and affordable access to quality health services for all across the rural-urban continuum for improved food security and nutrition outcomes, particularly for women of child-bearing age, pregnant and breastfeeding women and children; (health services)

20. Embed and explicitly integrate food, including food trade infrastructure, into urban planning to ensure that all residents across the rural-urban continuum, regardless of income, race, or geography, can access nutritious, affordable food; (urban planning)

21. Design interventions that integrate disaster risk reduction into urban planning and design, prioritizing climate risk mitigation, enhancing resilience of supply chains, and strengthening critical infrastructure, such as cold storage and distribution networks, to ensure food security and nutrition can continue to meet the needs of U-PU residents in times of crisis; (resilient supply chains)

22. Integrate spatial planning into urban and peri-urban food security policies to promote sustainable land use, safeguard agricultural land, urban forests and green spaces, to enhance climate mitigation, biodiversity and food systems' resilience and foster disaster risk reduction. This requires strengthened coordination between land-use planning and food system governance to manage urban growth while enhancing the resilience of food systems across the rural urban continuum; (spatial planning)

23. Integrate food security into housing and zoning policies by supporting food production solutions within the built environment, including urban farms, green infrastructure, and the use of underutilized spaces in both new developments and urban areas in need of improvement. Identify and remove regulatory barriers to urban agriculture, particularly in areas where food insecurity is most prevalent; (housing and zoning)

24. Promote access to decent work and employment in food systems across the rural-urban continuum, with attention to young people and seasonal workers, by strengthening and enforcing regulatory frameworks and laws to enable wages that provide an adequate standard of living; (decent work and employment)

25. Develop and invest in social protection programmes, including shock-responsive and conditional cash transfer programmes, that meet the specific needs of the poorest and most vulnerable across the rural-urban continuum, prioritizing youth and women. (social protection)

### C. Urban and peri-urban governance for food security and nutrition

National governments should:

26. Ensure that municipal financing is adequate and coherent with municipal mandates, particularly in Middle-Income Countries (LMIC) contexts, and identify and promote innovative approaches for

mobilizing resources, such as municipal bonds and public-private partnerships; (financing and resource mobilization)

27. Include local and subnational governments in the development of national food security and nutrition policies and strategies; (inclusive governance)

Governments, including subnational and local government authorities, should:

28. Develop and strengthen the capacities of food system actors across the rural-urban continuum, particularly those of the poorest, the most vulnerable and those most at risk of being left behind, to effectively engage in and influence decision-making, including in areas related to trade and investment, by enhancing their skills in financial literacy, market dynamics, land tenure, climate resilience, consumer awareness, among others; (capacity development)

29. Strive to align trade regulations and policies with national and subnational efforts towards improving equitable access to and affordability of healthy diets; (policy coherence)

30. Strengthen the agency of food system actors across the rural-urban continuum, particularly the poorest, the most vulnerable, and those most at risk of being left behind, by fostering their meaningful inclusion, participation and representation in multi-level, multi-actor and multi-sectoral platforms, such as food policy councils; (agency)

31. Promote, support and finance North-South, South-South and Triangular Cooperation as well as subnational, decentralized and city-to-city cooperation to help achieve an adequate standard of living, including the right to adequate food across the rural-urban continuum; (cooperation for development)

32. Promote human rights based accountability frameworks that assess roles, responsibilities and mandates of different levels of governance in shaping food security and nutrition policies, and nutrition outcomes across the rural-urban continuum, while fostering inclusive multi-actor participation across platforms with specific measures for managing conflicts of interest. (accountability)

**D. Strengthen data, research and knowledge systems to enable improved understanding and monitoring of food security and nutrition across the rural urban continuum**

Governments, including subnational and local government authorities, and International Organizations should:

33. Prioritize capacity development on FSN data collection, analysis and use<sup>6</sup> across the rural urban continuum, as well as on geographic information systems, remote sensing, digital tools and participatory mapping to target areas most vulnerable to food-system disruption and to inform long term planning and crisis response; (capacity development)

34. Ensure finer grain disaggregation of FSN data by geospatial location and socioeconomic status and incorporate qualitative data to capture multiple and compounding dimensions of vulnerability across the rural urban continuum; (data disaggregation)

35. Invest in tools, information technology and digital systems that address data gaps such as those in the midstream sector and streamline and simplify FSN data collection while improving data quality; (investment in data collection)

36. Invest in and enhance monitoring and evaluation of food policies and programmes by implementing comprehensive assessment frameworks that also include evaluating economic development, environmental sustainability, and other broader socio-economic effects; (monitoring and evaluation)

**Commented [EP4]:** Monitoring systems are a key tool for the impact assessment of food policies, the MUFPP developed one together with FAO and RUAF, here a proposed paragraph to be added to recommendation 36: "Existing set of indicators developed based on the needs of cities, such as the Milan Urban Food Policy Pact Monitoring Framework, could provide crucial starting point for cities introducing these kind of activities in their agendas."

37. Invest in and learn from local governments, city food networks, local universities, civil society organizations and local knowledge institutions, as a mechanism for leveraging diverse knowledge, including traditional knowledge, digital tools, participatory frameworks, and multi-stakeholder platforms. This approach ensures transparency, enables progress tracking, and facilitates the sharing of lessons, results, and challenges between cities and across sectors; (knowledge sharing)

38. Prioritize funding for interdisciplinary research, including research innovation qualitative and participatory research that focuses on the complexities of food security and nutrition across the rural-urban continuum, encompassing agricultural practices, urban planning, supply chain dynamics, public health, and social sciences. (interdisciplinary research)