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Sharm El-Sheikh, Egypt, 17-29 November 2018

**URBAN-RURAL LINKAGES TO ADVANCE INTEGRATED TERRITORIAL
DEVELOPMENT: GUIDING PRINCIPLES AND FRAMEWORK FOR ACTION**

Note by the Executive Secretary

1. Since the 2016 HABITAT III Conference in Quito, which adopted a New Urban Agenda with strong emphasis on ecosystems and biodiversity, in cooperation with UN-Habitat and many other UN agencies, the Secretariat has collaborated in the development of a document that summarizes lessons learned on the linkages between urbanization, urban consumption and rural and conservation land management, entitled “Urban-Rural Linkages to Advance Integrated Territorial Development: Guiding Principles and Framework for Action”.
2. Accordingly, in a letter dated 29 October 2018, the Executive Director of UN-Habitat has requested the Secretariat to publish the resulting report for the information of participants at the fourteenth meeting of the Conference of the Parties to the Convention on Biological Diversity. It is particularly relevant to item 22 of the agenda concerning the mainstreaming of biodiversity within and across sectors.
3. The document is being circulated in the form in which it was submitted to the Secretariat.

* CBD/COP/14/1.



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4 November 2018

Dear Ms Sharif,

Thank you for your letter of 29 October 2018 concerning collaboration between UN-Habitat and the Convention on Biological Diversity (CBD), including in the context of the New Urban Agenda and the development of the Guiding Principles for Urban-Rural Linkages.

Parties to the CBD have acknowledged the critical impact of urbanization and urban consumption on local biodiversity, as well as on rural land and conservation areas, often thousands of kilometres away, and have encouraged our successful cooperation.

I shall be delighted to provide the report on *Urban-Rural Linkages to Advance Integrated Territorial Development: Guiding Principles and Framework for Action* to the fourteenth meeting of the Conference of the Parties to the Convention as an information document that relates to agenda item 22. The Guiding Principles will serve as a useful tool for Parties and their partners to identify and implement natural solutions for human settlements that positively impact rural ways of life and land-use.

I look forward to our continued collaboration in the contexts of the development and implementation of the post-2020 global biodiversity framework and UN-Habitat's workplan 2020-2025.

Yours sincerely,

Cristiana Paşca Palmer, PhD
Executive Secretary

Mrs. Maimunah Mohd Sharif
Under-Secretary General and Executive Director,
United Nations Human Settlements Programme
Nairobi, Kenya
E-mail: sukhjinder.bassan@un.org

Urban-Rural Linkages to Advance Integrated Territorial Development: Guiding Principles and Framework for Action

Final Draft 10 October 2018

Introduction

In both the 2030 Agenda for Sustainable Development (SDGs) and the New Urban Agenda (NUA), Member States agreed to normative policies supporting *integrated urban and territorial planning and development*, effectively calling for new, inclusive approaches and enhanced synergies between urban and rural communities and spaces. This is an essential component of the vision of Agenda 2030 to “leave no one behind”. The vision and transformative commitments of the global sustainability agenda and parallel thematic agreements, including the Paris Agreement of the UN Framework Convention on Climate Change, The Sendai Framework for Disaster Risk Reduction, The Addis Ababa Action Agenda on Finance for Development, UN Decade of Action on Nutrition, among others, recognize and respond to rapidly evolving urban-rural systems in which households, communities, local and national governments face new and often critical challenges. Governments at all levels, UN system agencies, civil society, academia, the private sector – indeed people who are the primary agents of transformation -- must move from the growing *recognition* of these challenges to coordinated *actions* to strengthen urban-rural linkages and implement integrated territorial development.

Why is this so important? In many cities a large number of households live and work in both rural and urban places. The reciprocal and repetitive flows of people, goods, and financial and environmental services, (defining urban-rural linkages) between specific rural, peri-urban and urban locations are interdependent and constitute the reality of socio-spatial arrangements, creating places with distinct yet interwoven, socially-constructed identities. What emerges is the possibility of people and place-based development along the urban-rural continuum i.e. the promotion of the urban-rural linkages through “functional territories” that help reduce regional inequalities. (See annotated glossary of terms). Understanding this and formulating policies and planning interventions that support and strengthen these rural-urban territories (including in smaller and island countries) has the potential to bring better and more sustainable development outcomes, meeting many of the goals and targets in the SDGs, NUA and in parallel international agendas.

The debate around the adoption of a global goal for sustainable urbanization as one of the Sustainable Development Goals (SDG 11) in early 2014 has generated further attention to the topic of urban-peri-urban-rural continuum and has been a topic in many sustainable development policy deliberations. **The multiplier benefits of investing in connective infrastructure and services while building capacity for inclusive and functional territories linking urban and rural communities are immense in all three dimensions of sustainable development: economic, social and environmental.** A shift towards a more territorial approach, including small and intermediate cities, towns, villages and surrounding rural areas is necessary to manage a comprehensive and interlinked approach to sustainable development in ways that are truly participatory, leaving no one and no space behind.

The goal of the Guiding Principles is to inform pragmatic strategies and propose a Framework for Action to build an enabling environment for more inclusive and functional urban-rural linkages. The Guiding Principles provide for flexible application by different levels of government, intergovernmental organizations, development partners and stakeholders from academia, research, civil society including grassroots organizations and the private sector at all scales. The Guiding Principles help address the intrinsic complexity of aligning different levels of governance (national, territorial and local) while recognizing unique local contexts and multiple pathways for implementation.

These Guiding Principles are designed for universal application; however, there are distinct roles and actions more appropriate for national or local governments, civil society, the private sector and international organizations. Similarly, the Guiding Principles will need to be adapted to and interpreted in accordance with local contexts. They will undoubtedly evolve as the body of practice on integrated and sustainable territorial planning and development accumulates and is subsequently evaluated. The Guiding Principles will contribute to

mainstream and integrate urban-rural perspectives in other relevant guidelines adopted by the United Nations Member States – such as the International Guidelines on Urban and Territorial Planning – and can provide a reference for revising national and subnational urban and territorial policy frameworks.

The application of these Guiding Principles will contribute to equitable progress towards sustainable livelihoods across the urban-rural continuum by strengthening the roles of local governments together with the civil society, academic, private sector and other institutional partners. Cooperation between these actors must help leverage the catalytic role of often marginalized groups such as women, smallholders and indigenous and other vulnerable peoples as agents of change, supporting employment and sustainable economic development in the context of ecosystem functions and enabling health and well-being for households in interdependent urban, peri-urban and rural areas.

Guiding Principles for Urban-Rural Linkages

1. **Ground interventions locally:**

Local context matters immensely. Local context should guide translation of global normative agendas such as the 2030 Agenda for Sustainable Development (including the SDGs) and the New Urban Agenda (NUA). Together with global thematic agendas related to climate change, disaster risk reduction, biodiversity, nutrition, etc. national and subnational commitments should aim for policy coherence and actions at the territorial level. Such translation should mainstream urban-rural linkages and integrated territorial development to create enabling environments for local governments and subnational actors, overcome spatial inequalities and address the mobility and migration of people.

2. **Innovate governance structures:**

Strengthen governance mechanisms in a “new way of working”. Incorporate urban-rural linkages in multi-sectoral, multi-level and multi-stakeholder approaches to governance integration. The humanitarian-development-peace-land nexus requires strategies and action plans integrated *vertically* across different levels of participatory governance, integrated *horizontally* across spatially associated jurisdictions in metropolitan regions or with adjacent cities and towns including rural hinterlands and outer islands, and integrated *sectorally* with civil society, the private sector, research community, including both formal and informal civic associations.

3. **Integrate spatially and functionally:**

Promote integrative, inclusive and systems-based approaches to urban and territorial policy and planning. Consider multiple scales of urban and rural settlements in systems of cities and towns of different sizes. Consider existing territorial, functional and ecosystem-based interlinkages between urban and rural settlements and land-use and leverage them for greater impact and equity, including remote hinterlands and outer islands.

4. **Practice inclusive finance:**

Secure and prioritize sustainable public and private investment to balance and strengthen urban-rural linkages. Complement sectoral funding with objectives of integrated rural and urban economic, social and environmental development with special attention to small towns, intermediate cities and peri-urban areas as well as to the diverse actors needing financial support including smallholder associations and new entrepreneurs. Promote fiscal strategies to address unequal public services and infrastructure investment.

5. **Make partnership permanent:**

Foster partnerships, alliances and networks that link urban and rural actors and different sectors. Enhance and institutionalize synergies across urban and rural actors and harness capacities and skills across a wide range of stakeholders such as civil society, private sector and academic institutions through inclusive and participatory processes for full engagement, especially for the most marginalized groups and communities. Full inclusive partnership brings flexible and adaptive actions based on new knowledge and generating new solutions to economic, social and environmental change.

6. Honour human rights:

Embed human rights-based approaches in all policy instruments and actions, ensuring development initiatives and processes do not adversely impact the human rights of actors at different points across the urban-rural continuum. Furthermore, interventions should strive to respect, promote and fulfill human rights, such as the right to employment, the right to education, the right to health, and the right to food. Emphasis on human rights must not ignore the rights and diversity of living organisms at the foundation of a healthy urban-rural ecosystem.

7. Provide social protection/do no harm:

Strive to strike a balance between measures affecting urban, peri-urban and rural populations. Strengthen urban-rural linkages respecting historic conflicts and reduce inequalities to protect and promote health, food security, water, nutrition, biodiversity, land tenure and well being in initiatives, policies, programmes and in service provision for both the informal and formal sectors.

8. Be socially inclusive and participatory:

Ensure meaningful participation of people, local institutions and communities. Build capacity for active engagement of urban, peri-urban and rural communities in integrated territorial governance, by especially empowering women, Indigenous Peoples, children, youth, elders, slum dwellers, the forcibly displaced and others at risk of being left behind based on participatory analysis of gaps in capacity for active engagement. Protection of culture in the context of migration, mobility and displacement is critical for social protection and resilience, especially the local of rural cultures in rural-urban migrations.

9. Stay action oriented:

Create the institutional environment conducive to integrated planning strategies through tools that are flexibly and sensitively adapted to individual country and subnational contexts. Policy instruments, programmes and tools should be accessible and useful to a wide variety of actors with appropriate mandates, responsibilities and capacity development for cooperation across administrative and natural boundaries in urban and rural landscapes.

10. Embrace and adapt the data revolution:

Establish or improve knowledge systems and fill data gaps to address urban-rural continuum and territorial cohesion using age- gender- and spatially disaggregated data. Collect urban, peri-urban and rural data and indicators on national and subnational levels (including non-state and grassroots knowledge and addressing appropriate scale and inclusion of quantifiable and qualitative data). Facilitate knowledge sharing, monitor performance and evaluation, and make information accessible, transparent and interactive and available for all.

Framework for Action

The Guiding Principles for Urban-Rural Linkages listed above are crosscutting for the all sections of the Framework for Action and are relevant for governments and stakeholders from national to subnational and local levels. The first section of the Framework for Action (A to E) applies the Guiding Principles to **create an enabling environment** with policy, planning and institutional provisions to foster urban-rural linkages. The second section (F to K) are **sectoral and thematic entry points** for economic, social and environmental applications of the Guiding Principles. The Framework for Action is designed to support and provide guidance to actors at different levels and in different sectors. The fields of action often related to each other (from a systems approach) and are supported by experiences at country and local levels.

There are roles for different levels of government and for different kinds of actors in civil society, academia and the private sector including grassroots and community-based organizations. Some actions apply to multiple actors, others to more specific actors. The actions in the framework outlined below are intended to help link spatially and functionally urban, peri-urban and rural actors, bring different government levels and sectoral policies and approaches to shared perspectives on integrated urban, rural and territorial development, and enhance synergies from flows of people, products, services and information. The goal as stated is to foster inclusive economic, social and environmental sustainability across the urban-rural continuum.

I. Creating an enabling environment for strengthened urban-rural linkages:

The first five sections are devoted to the policy, planning and institutional framework to establish functional and inclusive territories including urban, peri-urban and rural jurisdictions, spaces and peoples.

A. Governance, legislation and capacity development

1. Conduct ongoing knowledge exchange, dialogue and capacity development on processes and approaches to strengthen urban-rural linkages that drive sustainable and inclusive growth between stakeholders from government, civil society, academia, private sector, and grassroots organizations, for example through new training curricula for regional planners and cross-sector collaboration with university, nongovernmental partners and those most impacted and likely to be left behind.
2. Promote “whole-of-government”, with multi-actor, multi-sectoral and multi-level governance mechanisms designed to be responsive and to enable and foster conditions for local governments to realize integrated territorial development. Governance arrangements could be promoted for example through inter-municipal cooperation and associative governance mechanisms at the subnational level, leading in some cases to new integrated agencies or associations.
3. Support inclusion of urban and rural at-risk populations including youth, urban unemployed and informal workers, farmers and women’s organizations, refugees and internally displaced persons in planning, decision-making and design of governance platforms and programmes to promote holistic understanding of issues, participatory governance, and to increase accountability and ensuring ownership of processes and solutions by urban and rural communities.
4. Convene inclusive governance mechanisms to review institutional mandates and policies (e.g. rural dimensions in urban policies and urban dimensions in rural policies) including coherence and harmonization between national, regional and local norms and decisions. Propose executive and/or legislative initiatives, regulations, procedures and interventions at a territorial level. Such interventions may include revision of governance structures that have previously led to unproductive administrative separation and/or parallel competencies existing in both urban and territorial authorities.
5. Establish mechanisms and participatory approaches to reconcile differences and achieve sustainable agreements between public and private interests in ongoing land-use or service-related conflicts across the urban-rural continuum, for example when urban expansion for new housing threatens agricultural, environmental or traditional community interests.

B. Integrated planning across the urban-rural continuum

1. Support localization of national planning via strengthened local planning institutions and land-use planning at the urban-rural interface. Develop instruments that advance cross-sectoral planning at national and subnational levels in a multi-stakeholder setting including addressing the important role for local governments in land-use planning. National Urban Policies that address economic and social development in rural areas and ensure balanced territorial development and investment should be the vehicle for devolution of planning powers as encouraged in the New Urban Agenda.
2. Highlight integrated territorial planning goals to help reduce urban-rural gaps by reviewing, adapting and using locally relevant legal and legislative instruments and methods to develop people and place-based development plans, including integration of environmental protection, climate resilience, land use and transport/infrastructure through instruments like Transit Oriented Development (TOD).
3. Adapt and apply multi-level, multi-sector and multi-stakeholder approaches to integrated planning as appropriate for different actors. This is what is proposed in the International Guidelines for Urban and Territorial Planning (IG-UTP), linking national planning for sustainable urban development to integrated territorial development with an emphasis on the participation of civil society, and other relevant actors, and with specific attention to marginalized groups involvement in both local and national planning and management.
4. Institute mechanisms to bring together government planning authorities from different levels and sectors, drawing special attention to the financial, human and institutional needs of small towns and intermediate cities and strengthen their capacities to engage in integrated territorial development, for example through territorial associations between small towns and cities.
5. Raise awareness on the dimensions, benefits and dynamics of urban-rural linkages through existing and new networks and territorial associations of professional planners and planning departments. Functional planning units from urban and territorial jurisdictions that need training and support can build capacity through association, and national level sectoral planners can help stimulate greater knowledge exchange and capacity development at local planning levels.
6. Formalize networks of jurisdictions at territorial and regional levels to jointly define a vision and develop action plans for sustainable economic, social and environmental development that integrate sectoral requirements at regional levels while helping to build capacity and identify synergies in line with the potential and the constraints of the territorial ecosystem.
7. As land-use planning, zoning and regulation should be primarily tools of local government, new criteria and approaches favoring urban-rural linkages and health in planning may provide strategic pathways, including quality public space and gender-responsive planning, as well as specific innovations such as “zoning for healthy food” to encourage a healthier food environment, especially around schools and in underserved neighborhoods.

C. Investment and finance for inclusive urban-rural development

1. Institute measures and practices to improve public and private finance instruments to address credit and finance barriers, preserve and create jobs across the urban-rural continuum. At the public finance level this should include budgeting at a national level to support coordinated strategies and action plans including municipal finance and rural development assistance, tax policy and transfers of funds to local governments. Develop frameworks to foster local fiscal systems and apply innovative financial mechanisms, for example through distributed ledger systems to reduce credit gaps and equitable tax distribution across urban and rural territories.
2. Public budgets at local and territorial levels should be adapted to new integrated territorial policies. Sectoral budgets need to have new or adapt existing mechanisms to invest in actions that promote urban-rural linkages with a contextual understanding of needs and challenges of specific territories.
3. Encourage (and where needed legislate) private banks and intermediaries together with public finance agencies (such as environmental and climate funding agencies and social investment bonds) to promote responsible, ethical and sustainable investment practices by subnational and local financial institutions, fund urban-rural projects and partnerships, subnational associations of governments and support relevant actors (including small towns and intermediate cities) through increased access to banking activities, credit supply offered by financial intermediaries, donor governments and organizations.
4. Adapt financing mechanisms for payment for environmental services whether at subnational or national levels. These should be accessible to primary actors who manage ecosystem functions in the landscape

such as waste disposal/reuse, sewage treatment, watershed and forest management, biodiversity conservation, natural resource management for agriculture, recreation, etc. Where they do not exist, such mechanisms should be promoted.

5. Encourage actors in the finance and investment community with support from national policy and development banks to work together to explore the scope and arrangements required for expanding provision of financial needs that are often unmet, such as smallholder producers, micro, small and medium size enterprises across the urban-rural continuum. Promising examples are emerging from inclusive urban-rural finance in areas of social or impact financing, circular and solidarity economy initiatives.
6. Encourage private actors and public institutions to improve access to (micro) credit for small-scale entrepreneurs and farmers, particularly women who may have fewer assets and informal land ownership. Youth and new startup entrepreneurs are emerging as important connectors between rural producers and new markets for healthy food in territorial markets as well as for import/export.

D. Empower people and communities

1. Identify and support various types of inclusive multi-actor partnerships to enhance synergies in all directions. Build upon local context and past accomplishments of urban and rural actors and associations. Foster inclusive informal and formal processes that empower community-based organizations and citizen groups to build on their relative strengths, assets and capacities in both urban and rural areas.
2. Commit to equitable and balanced inclusion of rural and urban actors in both the informal and formal sectors. The informal sector is in many places the prominent domain for micro, small and medium scale place-based enterprises, critical for the livelihoods of women, Indigenous Peoples, smallholder farmers and others.
3. Promote participatory methodologies such as participatory budgeting and assessment tools, stimulating equity and shared knowledge management across institutions and power hubs across the urban-rural continuum, for example food policy councils and multi-sector associations between government, citizen groups and business communities.
4. Establish a framework for enhancing cooperation among communities and other actors in rural and urban areas that facilitate flows of investments, knowledge, and skills necessary for overcoming challenges in reducing spatial, economic and social disparity between urban and rural territories.
5. Design and convene both formal and informal partnerships across different economic, social, cultural and environmental dimensions that also address inequalities and power imbalances between urban and rural actors with a territorial approach, for example in the OECD's *Rural-Urban Partnerships: An Integrated Approach to Economic Development*.
6. Local governments and institutions may convene inclusive working groups, thematic clusters or partnerships of actors with representatives from private sector (where appropriate and preventing or addressing conflict of interest) and civil society groups in both rural and urban areas, and between larger and smaller cities and towns and rural authorities (including regional cross-border or trans-jurisdiction boundaries).

E. Knowledge/data management for dynamic spatial flows of people, products, services and information

1. Develop participatory models and methods able to describe complex urban systems and their relationships with surrounding rural areas at a micro-level, for example through an "urban metabolism" approach. In order to address all three transformative commitments of the New Urban Agenda, these assessments need to take into account rural under-development and be able to quantify the impact at household levels and be based on solid evidence and disaggregated data.
2. Improve the capacity of national and local governments to use, collect and process spatially disaggregated data and information in transparent collaboration with private, NGO and academic actors. Where needed, generate new data to close information gaps. Include observatories and GIS-based monitoring systems, data on land tenure and real estate transactions, origin-destination surveys and GPS data to assess the flows and barriers to flows of different kinds such as people, goods, information and services between urban and rural areas. Make this information accessible and available to local governments, academic and civil society actors as a basis to identify appropriate integrated, urban-rural

mobility services that support unimpeded flows, sustainable livelihoods and local development.

3. Understand better peoples' mobility across the urban-rural continuum (including international migration flows) especially in relation to the growth and transformative potential of small and intermediate towns and cities (both daily and seasonal commuting as well as longer term movements). Inclusion-oriented analysis focusing on jobs, health, gender and youth, food security and nutrition and strategic environmental assessments can guide planning on different planning scales for dynamic mobility-based services such as training, finance and information for rural and urban multi-spatial families and households.
4. Develop participatory models and methods able to describe complex urban systems and their relationships with surrounding rural areas at a micro-level, for example through an "urban metabolism" approach. In order to address all three transformative commitments of the New Urban Agenda, these assessments need to take into account rural under-development and be able to quantify the impact at household levels and be based on solid evidence and disaggregated data.

II. Sectoral and thematic entry points to apply Guiding Principles for Urban-Rural Linkages:

The next six sections include economic, social, infrastructural, food security, health, environmental and conflict/disaster related entry points for action in which the Guiding Principles can be applied concretely to benefit urban, peri-urban and rural communities to progressively strengthen urban-rural linkages.

A. Territorial economic development and employment

1. Build stronger rural-urban linkages to promote the creation of more and better farm and nonfarm jobs and place-based development programs can coordinate and leverage specific public and private, commercial and non-for-profit actors and initiatives. Rural women's role in the informal sector in both farm and non-farm livelihoods should be a focus for territorial development agendas.
2. Through participatory discovery and dialogue, identify potential conflicts and culturally appropriate solutions (including innovative models, new information technology and methods) for coordinating urban and rural economic development to enhance synergies and positive benefits from flows of people, products, services, resources and information. Inter-municipal cooperation including civil society and the private sector can improve service delivery and join forces for more accountable management of infrastructure services. General labour conditions will generally improve through strengthening urban-rural linkages.
3. Harness the potential of small and medium-size towns (such as small rural clusters which are often the nuclei of urban agglomeration) to provide a meeting point between urban and rural businesses, establishing hubs for employment, entrepreneurship and training for rural and urban populations, especially for women and youth, for example through incubators linking brokers and producers and business accelerators for innovative ICT platforms.
4. The "midstream" of food systems between producer and consumer in an integrated urban rural context includes informal and formal wholesale market channels, transport, storage and processing of food employing large percentages of the labour market. These functional post-farm elements of food systems are spatially prevalent in small towns and intermediate cities (serving the rural spaces between them) as well as larger cities. This scale difference requires tailored interventions to privilege micro, small and medium scale enterprises in planning and governance of territorial markets, going beyond food market and supply chain efficiency.
5. Convene capacity building and educational opportunities to help equalize investment and finance opportunities for urban and rural actors and provide incentives for joint activities. Learn from innovations in participatory credit and finance schemes to enable access to financial services for all, particularly women, youth, Indigenous Peoples and other groups facing difficulties accessing finance for their development needs such as financing for small and medium scale local enterprises.

B. New and coherent approaches to social service provision

1. Identify population needs and opportunities where strengthened urban-rural linkages can impact a more spatially and socially equitable service provision to reduce barriers to access to quality public social

services, address inequities, and support multi-sectoral engagement and action. Create incentives for local and regional governments in order to include rural territories and rural households in the planning process for social services.

2. Explore new models of delivery and incentives for local and regional governments to include rural territories and households as well as urban households for social provisions of health and education which are place-based and which relate to specific needs of people in urban-rural territories, for example rural children commuting to schools in urban or peri-urban areas.
3. Pilot new private-public partnerships (PPP) for delivery and better use of shared resource allocations between municipalities and to promote service delivery in more remote rural areas as cities are often challenged to meet the service needs (water, sanitation, energy, housing, communications, transport, etc.) in lower population areas.
4. Develop health and sanitation plans that coordinate mandates and actions at all levels of government and consider the ecosystem services and connectivity of peri-urban and urban green areas and public space for human well-being, for instance in relation to mental and respiratory health and reduction of risks of non-communicable diseases.
5. Support urban and rural communities to develop and plan for a healthy and safe living environment, to contribute to attaining universal health coverage, reduce spatial and social inequities in quality health service provision, in order to ensure that both urban and rural populations are healthy and economically productive.
6. Mainstream health and wellbeing throughout all public service planning, ensuring that all initiatives, policies and programmes for integrated territorial planning evaluate potential positive and negative impacts on health, and result in spaces for safe physical activity for children, youth and women in both urban and rural areas.

C. Infrastructure and communications

1. Conduct integrated urban-rural infrastructure and services analysis to identify respective population needs and challenges and to anticipate planning tensions and trade-offs based on the carrying capacity of a territory. Participatory analysis should bridge sectors and include the most mobility-challenged populations, especially women, children and youth to work towards sustainable and more resilient transport systems and infrastructure for improving well-being of people and accessibility of goods and economic, social, and environmental services.
2. Build upon shared and disaggregated data concerning dynamic spatial flows across the urban-rural continuum to jointly plan, finance and construct infrastructure for water and sanitation, roads and transport, electrification and communications in urban-rural territories. Since a sole focus on infrastructure for new development usually pushes up value of land and results in land sales and forced eviction, mitigation and counter-incentives need to be explored such as transfer of development rights.
3. Put into place integrated territorial human mobility and product distribution systems to become more inclusive and integrated, with fit-for-purpose governance structures, mobile communication and ICT networks and platforms to accelerate economic development. The creation of Metropolitan Transport Authorities and Transit Alliances of private and public operators for example can be a foundation for integrated transportation systems.
4. Build sustainable and resilient, integrated urban-rural transport systems, infrastructure and services across the urban-rural continuum by prioritizing aspects such as multimodality, green freight and public transport. Establish participatory processes that include the most mobility-challenged populations to identify and serve their specific mobility needs such as feeder roads connecting smallholders to market towns.

D. Integrated approaches for food security, nutrition, and public health

1. Apply systems approaches to understand how complex urban-rural linkages modify health risks (including infectious and noncommunicable disease, food security and nutrition) and/or engender cross-sectoral impacts on health. Identify leverage points for action based on comprehensive analysis grounded in participatory engagement.

2. Utilize the food, water, energy and health security systems and their underlying ecosystem functions as unifying frameworks for strengthening rural and urban synergies through social and market relations between food producers at all scales, intermediaries such as food supply chain actors and all food consumers. Integrate issues of health, migration, climate change and conflict with job creation and funding for ecosystem services to promote and protect natural resource and biodiversity conservation, waste reduction, increase food security, improve nutrition and gender equality, etc.
3. Assess the quality and performance of territorial food system approaches for linking food security and healthy diets to land, water, waste, health etc. across the urban-rural continuum. This should include integration of social protection systems for the urban and rural poor with a focus on rural, peri-urban and urban smallholder farmers, local food chain actors and consumers in territorial markets to improve the diversity, safety and sustainability of both food supply and consumption.
4. Adapt frameworks for action such as those developed by city networks, national governments, UN agencies, and other partners to learn from and apply innovations to strengthen urban and territorial food systems (e.g. the Milan Urban Food Policy Pact), addressing the importance of secure tenure of land for rural and urban smallholders. Provide needed extension and advisory services and investments to smallholders to sustainably and profitably and locally produce and market nutritious foods.
5. Utilize institutional food service (schools, hospitals, etc.) as a lever for implementing sustainable healthy diets with impact and scale in urban-rural territories. Re-shape public food service and procurement regulations to respond to sustainable goals enabling provision of healthy meals and beverages made from regional seasonal produce to citizens of all ages and social groups, while increasing visibility and awareness of rural livelihoods within urban areas, preserving regional environment and farmlands, enhancing livelihoods and local economy in disadvantaged rural areas.
6. Institute policy interventions related to health impacts of highly processed low-nutrient density foods as a cost-effective strategy for reduction of non-communicable diseases. Key risk factors for the global burden of disease are nutrition and diet-related. Rapid urbanization and urban-rural inequalities have impacted which foods are physical and economically accessible and consumed. Health expenses per capita are rising and public health systems struggle with health costs that can be significantly reduced by preventing food borne illnesses and diet-related non-communicable diseases.

E. Environmental impact and natural resource and land management

1. Conduct participatory multi-stakeholder assessments and monitoring systems to identify environmental and health impacts of urbanization across the urban-rural continuum involving different levels of government. The goal of such assessment should be to reduce risks and unequal burdens while promoting ecosystem-based approaches to land-use planning for sustainable development. Finance mechanisms and incentives for equitable compensation for provision of ecosystem services between rural and urban areas must take into account the world's most fertile and productive lands are often found in the path of rapid urbanization.
2. Ensure adherence to existing rules, regulations and guidelines on land tenure security, for example through the Voluntary Guidelines for Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT) in the context of urban-rural linkages. Land and water are central to economic, social and environmental development and cause conflicts between urban and rural areas actors as well as at supranational scale. Thus greater transparency and attention to equity in secure access and tenure of land should be the focus of governance systems related to integrated territorial development, including customary and traditional land and water rights and tenure systems.
3. Integrate territorial development with integrated landscape management and support the primary producers and smallholders as the stewards of ecosystem services to protect natural resources and biodiversity (including agricultural biodiversity). Enable strategies for flood control and buffering from micro-climate shocks through recognition and fair compensation for the provision of clean water and air, the recycling of nutrients, and reduction of waste.
4. Promote policies and programmes for the conservation and sustainable use of integrated wetlands, forests, mountains and water basins, as well as reciprocal water agreements and other tools, for their water security and filtration services.
5. Use systems approaches and circular economy frameworks to link and prioritise interventions that integrate resilience to climate change, promote biodiversity and protect ecosystem functions and natural

resources. Recycling, reuse and remediation at the landscape level (including soil, water, plant and animal habitat), or waste and energy reuse across the urban-rural continuum are examples of urban rural synergy in the circular economy. Integration of natural and built environments through nature-based solutions such as ecosystem-based adaptation to climate change will foster sustainability, livability, productivity and resilience.

6. Natural resource-based production systems and their linkages to services and manufacturing are both casualties and causes of climate change. Policy interventions that for example encourage dietary diversity emphasizing plant-based sources of protein (especially legumes) will be advantageous not only for human nutrition, but also for reducing environmental cost of production (including GHG emissions, groundwater pollution and land use). Service and product procurement systems can encourage or require sustainable use and management of natural resources for multiple economic and ecosystem benefits including meeting demands of towns and cities that can be met by peri-urban and rural producers.
7. Ensure transparent and comprehensive decision-making processes for investments with direct or indirect environmental and social impact for both rural and urban areas in the context of climate change, mitigation of disaster in response to social and economic needs.

F. The urban-rural continuum in the face of conflict and disaster

1. Conduct risk assessments of displacement, conflict, natural disasters, economic shocks, environmental disasters, and communicable disease outbreaks, which can have an immediate impact on urban and rural populations.
2. Peri-urban and rural areas near cities areas are often on the front lines of disaster and conflict and need to institute pre-disaster and post-disaster/conflict mitigation efforts to improve resilience of urban and rural transport, energy, information, health, education, food, and water systems. Investment in the protection of these and related ecosystem services will improve resilience in both dimensions of preparedness and rehabilitation.
3. Improve emergency preparedness to strengthen resilience to shocks and crises, to ensure access to services including food and nutrition, health, WASH, education and energy, and develop multi-sectoral early warning systems that benefit both urban and rural populations.
4. Ensure that humanitarian and culturally appropriate assistance programmes, policies and projects are designed and executed to contribute to more effective urban-rural linkages. Enable communities, especially women's' groups across the continuum to be cooperative agents of recovery and rehabilitation and more able to face protracted crises.
5. Collaborative urban-rural strategies to mitigate or respond to crisis can include tools such as, risk pooling and transfer instruments, leveraged cash transfers for refugees and host communities in conflict situations, food security assessment and monitoring tools, as well as gender-focused transformative interventions, among others.
6. Local governments, with the support of national governments, can cooperatively foster mutually beneficial and equitable urban-rural linkages in the context of fragile situations and protracted crises. The development of tailored interventions in these contexts can be built on or adapted from the principles for humanitarian action and the Committee on World Food Security (CFS) 'Framework for Action' for food security and nutrition in protracted crises.

III. Application, testing and validation of Guiding Principles for Urban-Rural Linkages

- A. **Global normative and thematic processes:** the Guiding Principles and Framework for Action has been developed with the support of institutions who are actively engaged in the implementation of the 2030 Agenda, the New Urban Agenda and other thematic global agendas for health, nutrition, biodiversity, food security and nutrition, sustainable urbanization, etc. These Guiding Principles may be adopted, endorsed or otherwise validated in these processes initiated by either technical or policy actors.
- B. **National and subnational processes:** The same body of work on Principles and Actions are also in need of being mainstreamed in the implementation of national and subnational policies, some of which are related to global processes in A. above, and others that originate at national or subnational levels, such as mainstreaming urban-rural linkages in urban and territorial planning, food security and nutrition plans, social protection and public infrastructure plans, among other sustainable development plans.