Incorporating Food into Urban Planning

a toolkit for planning educators in Africa

A product of the Consuming Urban Poverty project with support from Association of African Planning Schools

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Welcome

Welcome to the Incorporating Food into Urban Planning Toolkit. The focus of this toolkit is on why it is critical for planners in Africa to think about food issues, and more specifically, how to equip them to do this as a planning educator. This toolkit was designed to help planners develop theoretical and practical knowledge about food-sensitive planning, with the specific aim of supporting the teaching around these issues in a context-sensitive way in Africa.

While this is a more advanced discipline in North America, Europe and elsewhere, it is important to note that food systems planning in the African context is still being developed. As such, this toolkit aims to be a working framework and part of an ongoing conversation that needs to be much more rigorous, nuanced and rooted in local context. This development will need to happen in an iterative way with practice informing these ideas and the way in which they are taught. We hope this toolkit will help educators further develop this conversation with their students.

Included in the toolkit you will find:

1. **An introduction to the toolkit:** this section provides an understanding of the toolkit itself, giving an overview of the project that it came out of, the rationale, who it is designed for, what it aims to do and how to use it. It also outlines the principles that the toolkit is based on.

2. **An introduction to why it is important for planners in Africa to think about food:** this section includes an explanation of why food has not been on the planning agenda, why planners in the Global North started thinking about food and why it is important for planners in Africa to think about food in their planning processes.

3. **Suggested course outline:** this section includes a flexible seven-part framework for a course on food and planning in Africa that is adaptable for different purposes and contexts.

4. **Case studies:** this section provides three diverse case studies that give an idea of the wide range of ways in which planning is considering food issues in other contexts, as a starting point to think about the wide range of possibilities in Africa.
About the project

This toolkit is a product of the Consuming Urban Poverty project. This project, initiated in 2015, aimed to use food as a lens to understand urban dynamics with a view to poverty alleviation. The project focused on the food systems and governance of three African secondary cities, namely Kisumu, Kenya; Kitwe, Zambia and Epworth, Zimbabwe. This toolkit builds on a much longer trajectory of food security work at the African Centre for Cities through various research projects, including the African Food Security Urban Network (AFSUN), the Hungry Cities Partnership and Nourishing Spaces.

See Tomatoes & Taxi Ranks to explore what the Consuming Urban Poverty project discovered about the forces that shape where our food comes from, how much it costs, how it lands on our plates, and whether it leaves us feeling full and nourished in the long term.
Rationale of the toolkit: Why is this important for planners in Africa to think about food issues?

“If planners are not conscious [of food issues], then their impact is negative, not just neutral”
(Pothukuchi & Kaufman, 2000)

Planners in Africa need to understand and think about food because of two main issues. Firstly, the urban food question: “How to feed cities in a just, sustainable and culturally appropriate manner in the face of looming climate change, widening inequality and burgeoning world hunger” (Morgan, 2015: 1380). And secondly, because of Steel’s assertion that “In order to understand cities properly, we need to look at them through food” (Steel 2008: 10).

1. THE URBAN FOOD QUESTION: HOW TO FEED THE CITY

Urban food insecurity has been called the ‘invisible crisis’ due to the lack of recognition from policy makers and planners and a lack of understanding of the issue, despite its severity (Crush & Frayne, 2010). Rapid urbanisation, the new food equation, as well as the changing nature of urban food systems and food security, have led to a growing recognition, largely in the Global North, of the importance of planners considering food. (Morgan, 2009)

In Africa, poverty and food insecurity levels are far higher than in the Global North, while at the same time planning challenges are more severe, making it even more critical to consider these issues in the African context (Morgan, 2015). As poverty and food insecurity are expected to increase into the future, it is essential that planners are trained to start thinking about what they can do in their cities to support food and nutrition security.

The African Food Security Urban Network (AFSUN) survey undertaken across 11 cities in 9 southern African countries in 2008 found that in the sampled low-income areas, 76% of households were moderately to severely food insecure. (Crush et al. 2014).
2. FOOD AS A LENS TO UNDERSTAND CITIES

In addition to the pressing need to feed cities, it is important to think about food issues because food is a useful lens through which to view and understand city dynamics. An understanding of food processes in Africa can provide new insights into such diverse themes as:

- **Urbanisation**: how urban populations grow relative to those in other areas and the impact of urbanisation processes over time. For example, Fox’s argument that African urbanisation has been driven by the increasing availability of food and medical services rather than by economic development (Fox, 2012).

- **Urban-regional systems**: how urban spaces interact with surrounding and far-off places, including urban-rural linkages.

- **Urban poverty**: how people are kept within and experience multi-dimensional poverty in African urban spaces.

- **Social dynamics in cities**: including the nature of power relations, identity, beliefs, and intimate relationships, which is an emphasis found in recent food studies.

- **Distribution flows**: how food provides a lens to understand the logistical and distribution flows of a city.

- **A range of urban development issues**: how food links to a range of issues including climate change, urban economic development, employment, income and others.

This toolkit focuses on urban food systems and planning. Why is this so? And why are we not just talking about urban agriculture?

- We are extending the focus beyond urban agriculture due to research showing that it contributes relatively little to food and livelihood security in Africa (Frayne et al., 2016 and see AFSUN research).

- An over-focus on urban agriculture alone detracts from the range of ways food systems and urban systems interact in African cities.

Although generally described as a rural issue, in the context of global and national policies food insecurity is increasingly an urban challenge. The Food and Agriculture Organization’s Food Insecurity Experience Scale survey of 146 countries in 2014–2015 found that 50% of urban populations in least-developed countries were food insecure, compared with 43% in rural areas (Battersby & Watson, 2018: 153).
Who is this toolkit for?

We designed this toolkit primarily for you if you are:

- An educator of urban and regional planners or in related fields wanting to:
  - Incorporate food topics into an existing planning course
  - Develop a course for mid-career professionals
  - Create a new course on food and planning
  - Develop a workshop on food and planning
- A planning professional, researcher or educator and want to know more about the food system and why it is important to your work
- A student or researcher wanting to undertake a research project on some aspect of the food system such as:
  - Locational aspects of food trade in urban areas (mobility and trade)
  - Value chain analysis (food system)

This toolkit may also be useful to anyone interested in understanding the intersection between food and planning in Africa.

How do you use this toolkit?

This course is intended to form a ‘kit of parts’ for you to use, extracting the parts that are useful to you. It is designed in a way that different parts can be extracted from the toolkit to support teaching efforts. For instance, if you are an educator you may wish to distribute the glossary of terms to students to help build a foundational understanding of important concepts. You may find Section 2 and Section 4 helpful in fleshing out the suggested modules in Section 3.

What does this toolkit aim to help you with?

Regardless of which category you fall into, the toolkit aims to enable you to:

- Gain a critical understanding of some of the key concepts and approaches to addressing food security, with particular relevance to urban and regional planning
- Gain a critical understanding of the interrelations between planning and food systems
- Gain skills to research various food and urban problems
- Gain propositional knowledge and skills related to food-sensitive planning

What are the underlying principles?

Planning settlements and food systems that:

- Enable people to access an adequate, healthy and appropriate diet
- Are socially inclusive
- Are equitable
- Are more resource efficient
- Are sustainable
- Cater to cultural difference
SECTION 1. About this toolkit

“Improved access to and utilisation of food is essential to current and future generations. With cities at the centre of our civilisation, it will become increasingly critical for food to be centrally reflected in the planning of urban areas.” (Stamoulis et al., 2018: vi)

This section provides an introduction to why it is critical that planners in Africa understand and think about the food system. It outlines the recent swell in interest in food planning and urban food issues in the Global North. It then describes how planning is critical for healthy food systems and in turn, how food is important for meeting the sustainable urbanisation objectives of planning. Lastly, this section looks at the broad opportunities for planners in Africa to be food sensitive and what this means for planning education.

While the focus of this toolkit is on the city, it is necessary for food systems planning to encompass more than just the physical urban area. This includes attention to areas and issues beyond the boundaries of the city itself based on the recognition that cities are complex open systems that interact in multiple ways with the external world, including across regional, national and global scales (Bai et al, 2016).

There has been a recent surge in interest in urban food planning in the Global North

Planning has attempted to address all basic essentials of human life, including shelter, water, air and others, but both planning practice and theory have overlooked food (Morgan, 2015). Despite the lack of consideration for food, urban planners unknowingly already play an important role in relation to each component of the food system. This impact can be negative if decisions that impact the food system are made without consideration of the food system consequences. Therefore, planners need to be aware of this vast impact on the food system, so that they can consciously play their existing role in a way that is more supportive of sustainable and equitable food security.
Why food and planning?

The ‘new food equation’ has been driving the growing recognition of food issues, as “governments of all ideological persuasions have recently begun to view and value food differently” (Morgan & Sonnino, 2010). This equation consists of the compounding components of rapid urbanisation, the impacts of climate change, land conflicts, and food price surges since 2007, which, in turn, have led to the emergence of food as a national security issue. These compounding elements are leading to the growing recognition that food issues are critical to sustainable development and addressing poverty. The most damaging effects of this new food equation are being felt in cities of the Global South (Morgan, 2009; Morgan, 2015).

### Rapid urbanisation

Rapid urbanisation: this leads to the locus of poverty and food insecurity shifting to urban areas, driving changes to the food system and to the nature of urban-rural linkages, and leading to an increase in demand for food in cities (Battersby & Crush, 2016; Battersby, 2018).

### The nutrition transition

The nutrition transition: linked to urbanisation this transition sees people increasingly switching to diets rich in refined carbohydrates, low-fibre refined food and meat products (Battersby & Crush, 2014; Battersby & Peyton, 2014).

### The ‘triple burden’ of malnutrition

The ‘triple burden’ of malnutrition: as a result of urbanisation and the nutrition transition, food insecurity is increasingly taking new forms. This is characterised by the coexistence of malnutrition, obesity or overweightness and micronutrient deficiency (Battersby & Crush, 2014).

### Supermarketisation

Supermarketisation: another related process is the rapid and increasing domina-
tion of supermarkets in some African cities throughout the value chain, from production to retail (Battersby & Peyton, 2014).

Although all African countries are urbanising, the way these three processes are manifesting in each country varies. In all cases, the impact of these processes affect well-being, with the urban poor bearing the brunt of the resultant health impacts.

“The collective action of cities will determine whether the world as a whole moves towards sustainability in all its manifestations – economic, social, and environmental.” (Bai et al, 2016: 69)

However, rapid urbanisation presents not just a challenge, but also an opportunity (Bai et al, 2016: 69). If the transformative potential of the dynamic process of urbanisation is harnessed it could help to foster a sustainable social and economic future for Africa.

Given the reality of these kinds of changes with such drastic implications for well-being, the ways that we plan our cities, urban systems and rural-urban linkages will have important implications for food-related access and health. As “cities will be at the forefront of the food planning challenge” (Morgan 2009), better urban planning and development will be critical to realising the aims of Sustainable Development Goal (SDG) 2, which is to End hunger, achieve food security and improved nutrition and promote sustainable agriculture. This relates directly to the aims of SDG 11, which is to Make cities and human settlements inclusive, safe, resilient and sustainable. Linked to this goal is the New Urban Agenda, which directly acknowledges the need to incorporate food into ‘urban and territorial’ planning with specific emphasis on securing food and nutrition security for the urban poor (UN, 2017).

In 2014 the global population became majority urban, with 54% of people living in towns and cities. By 2050 this is projected to increase to 66% (UN, 2015).
Additionally, food is a cross-cutting issue that relates to many other elements of equity and health in cities. This means that ensuring better and equitable access to more nutritious food will be critical to realising a range of SDGs, including:

- 1 – End poverty in all its forms everywhere
- 4 – Ensure healthy lives and promote well-being for all at all ages
- 12 – Ensure sustainable production and consumption patterns

Therefore, there is a mutually beneficial but often overlooked relationship between food and urban planning. The SDGs reflect the way that the relationship between cities and food is overlooked. Food issues, represented in Goal 2, and urban issues, represented in Goal 11, are depicted as separate goals. This is the type of thinking that has kept food off the planning agenda (Battersby, 2017; Battersby & Crush, 2016; Battersby & Watson, 2019).

How is planning important for delivering better food systems in Africa?

Urban-scale planning decisions are critical forces that shape the structure of food systems, as well as the resultant food and nutrition security outcomes of the urban food system (Battersby & Watson, 2019). This includes:

- Responses to informality
- Land use decisions
- Infrastructure distribution and more

Findings from the CUP project show that although urban food insecurity is largely a result of insufficient income, it is also influenced by broader living conditions of the city. Urban conditions such as access to water, electricity and sanitation have an impact on how households are able to store and prepare food, and thus on their food and nutrition security (Battersby & Watson, 2019).

Planning decisions around infrastructure and land use impact every component of the food system. In addition to this, planning is important for, and impacts on, each aspect of the food system in other ways:

- **Production:** urban and regional planning plays a key role in preserving agricultural land and resources while guarding against environmental degradation. Ensuring that urban sprawl does not eat into valuable agricultural land is an important element of this
- **Processing:** land use, regulations and local government investment impact on the processing of food
- **Distribution:** the distribution and quality of transportation infrastructure as well as national taxes and controls will impact the distribution flows of food. Planning decisions may also impact on the array of middlepeople involved in the distribution of food.
- **Access:** land use decisions, development approvals and responses to informal trade affect the food retail environment, and the kind of physical access people have to different types of food. Planning decisions around public infrastructure, specifically fresh produce and other market facilities, is another substantial way in which planning influences food environments
- **Utilisation:** in the African context the provision of urban services and infrastructure such as sanitation, electricity and water impact on households’ capacity for safe storage and preparation of food
- **Waste:** more broadly, planners have a role to play in promoting reuse of waste, as well as reducing waste, pollution and environmental degradation related to the food system.

Why is food important for better planning and sustainable urbanisation in Africa?

“More than with any other of our biological needs, the choices we make around food affect the shape, style, pulse, smell, look, feel, health, economy, street life and infrastructure of the city” (Roberts 2001: 4, Cited in Battersby & Watson, 2019).

Feeding cities is a critical challenge for sustainable development. Aside from the fact that city dwellers need to eat and be well nourished over time, the food system impacts on a range of urban development issues including health, employment, poverty and climate change (Battersby & Watson, 2019). While food and nutrition security remain overlooked by urban planning, this must change if we are to achieve SDG 11, which is to Make cities and human settlements inclusive, safe, resilient and sustainable’ (FAO, 2015).

While the Food Sensitive Planning and Urban Design philosophy arose out of Australian cities, which have vastly different contextual differences to African cities, it recognises how meeting people’s food needs contributes to broader objectives of planning and urban design, including the promotion of health and fairness; sustainability and resilience; livelihoods and opportunity; and community and amenity (Donovan et al, 2011). This is because food is central to:
- **Urban health:**
  the physical, economic and preferential access to nutritious food for city dwellers is a large determiner of the health of the urban population. This can be seen in how the nutrition transition has led to a drastic rise in non-communicable diseases (Battersby, 2018). If living in cities makes people increasingly sicker, this cannot be considered sustainable urbanisation.

- **Urban economies:**
  Food and related activities and functions are an important part of the urban economy providing a wide range of livelihood opportunities. The food system impacts on issues of poverty and unemployment (Battersby & Watson, 2018).

- **Urban form:**
  “Food shapes the materiality of the city” (Morgan, 2015: 1380) and yet the food system is described as a stranger to the planning system (Pothukuchi and Kaufman, 2000).

Global sustainable development agreements such as the **SDGs** and the **New Urban Agenda** also highlight that:

- Urbanisation and urban areas are now seen as drivers of transformation and sustainable development.

- Food concerns must become an integral part of urban planning if we are to achieve SDG 11, plus a range of other development goals such as those related to poverty and health.
How can urban planners in Africa be ‘food sensitive’?

In Africa, local governments generally do not have a mandate to deal with or regulate food issues. This is attributable to the fact that:

- Food issues are generally framed as rural and production-related problems, and are seen as the preserve of national government.
- The institutional legacies of local government inherited from the colonial period, which almost completely overlooked food issues and processes as the domain of municipal government and planning (other than as a public health problem).

It is important for food systems governance or urban food security to be recognised as within the mandate and sphere of influence of urban planners. The current emphasis placed on governmental decentralisation seen within the New Urban Agenda provides an opportunity to develop food planning functions at multiple scales of governance, including the local. However, due to the way food issues intersect with many other functions of urban planning, even in the absence of food issues being included in the urban planning mandate, it is still possible for planners to consider food system impacts within their current roles (Battersby, 2018).

There are three broad opportunities for planners in Africa to proactively support the food system to promote food and nutrition security (Battersby, 2018):

1. Direct food system interventions
   - Direct food systems interventions should aim to support access to food for urban residents, especially the urban poor
   - Example: urban planners investing in urban produce markets that support the livelihoods of producers while at the same time supporting urban access to fresh produce

2. Embedding food considerations into planning decisions
   - This would involve planners embedding food system considerations into the decisions and actions that they are making in their existing roles
   - Example: urban planners considering the impact of a development on the surrounding food environment as part of the criteria of a development application

3. Supporting the existing channels and systems that support food access
   - There are channels and systems in place that already support access to food, particularly for the urban poor. It is important that these channels are actively supported, rather than undermined by planning decisions that do not value their role in supporting food access
   - Informal trade is a key example. The graph below shows that for cities like Kisumu in Kenya, informal shops, markets and vendors are by far the most frequently accessed sources of food. This points to the importance of these outlets. If planning recognises this role and supports informal trade through supportive infrastructure and management, access to food will be further enabled.

What does this mean for planning education?

Ensuring equitable access to healthy food will be a key challenge for African cities into the future and urban planners have a key role to play in this. However, in order to play this role, urban planners need to be equipped with theoretical knowledge, as well as conceptual and practical tools relevant to their context. Urban planning educators and educators in related fields in Africa, therefore, have an opportunity to equip the next generation of African urban planners with the knowledge and tools they require to plan for healthier and more just urban food systems.
This section provides a framework for how the structure of such a course could look in terms of content organisation and suggested readings and resources. This is intended to support planning educators in equipping their students with theoretical and practical knowledge about what planners can do to support food security. These modules do not provide a comprehensive syllabus, but are designed to give a framework that is adjustable to different uses and adaptable to different contexts. The modules can be fleshed out for shorter and longer inputs, and the time frame is to be determined by the user.

**MODULES**

Module 1. Food for planners 101
Module 2. Introduction to food systems in African cities
Module 3. The emergence of Food-Sensitive Planning and Urban Design
Module 4. Research methodologies for understanding urban food issues
Module 5. Propositional: Strategies for incorporating food into local government and planning
Module 6. Propositional: Food systems planning (more regional in scale)
Module 7. Propositional: Opportunities for planners to engage with food systems in Africa
AIMS

- To provide a clear understanding of why food has historically been missing from the urban planning agenda, and why this needs to change in the African context.
- To create an understanding of the emergence of Food-Sensitive Planning and Urban Design in the Global North.
- To help African planners and planning students critically think through the form that these ideas could take in their context by looking at the existing research methodologies and planning tools being utilised elsewhere.

CORE READING


You can look at a range of Global North food planning courses of different levels for ideas here. Please note that they have been developed in response to very different conditions than those in the Global South and in African cities.

METHODOLOGICAL APPROACH

The suggested course outline is based on an interactive teaching and learning environment in which the suggested module inputs outlined below are combined with group reflections, group or individual presentations, structured discussions, excursions, analysis of case studies and other interactive learning activities. This interactive process should value the knowledge that each learner brings and may be able to contribute to this developing field of food systems planning in Africa.

As this is a flexible course outline, there are some structure and process suggestions, but it will be up to you to decide how to weave in this essential component of the course in order to balance the prepared inputs with interactive teaching and learning components.
MODULE 1
**Food for planners 101**

This module serves as an introduction to the issue of food security. This includes an overview of key concepts, key food systems trends and an introduction to how food security has been framed historically and currently in policy and governance agendas. This module forms the foundational understanding of why food should be on the planning agenda and why it has been missing. It then moves to the African context and looks specifically at why food has been missing from the planning agenda in Africa.

This module outlines topics covered in **SECTION 2: Why planners in Africa need to think about food.** It may be helpful to refer back to that section to assist you in fleshing out the topics.

**HOW SEVERE IS FOOD INSECURITY IN URBAN AFRICA?**

Key points to cover

The status of urban food insecurity in Africa generally

The severity of urban food insecurity in your context

Suggested readings and resources


See [AFSUN](#) for more detail on the state of food security in different African contexts

**KEY CONCEPTS**

Key points to cover

Explanation of key concepts and terms

Include a discussion on the relevance of these concepts in your context

Readings and resources

Please see [glossary of terms](#) insert. It may be useful to distribute this resource to your students

See [Food System Wiki](#) for further definitions
INTRODUCTION TO HOW FOOD IS UNDERSTOOD IN GOVERNANCE AND POLICY

Key points to cover

Outline how food security has been and is currently framed in global development discourse and policy. This will help create an understanding of why urban food insecurity has been the ‘invisible crisis’

• Historically: there has been a rural and productionist framing of food insecurity
• Contemporary: SDGs and the New Urban Agenda: gaps and misalignments

This global framing has reflected into regional and local governance and policy

• This means that food systems and food security have not been seen as part of the mandate of the city, because food has not been understood as an urban issue

The call for devolution of powers to local government in the New Urban Agenda (NUA) provides an opportunity for urban planning to take a new role in relation to food security

Readings and resources


FOOD SYSTEM TRENDS

Key points to cover

Key trends and how they interact and compound:

1. Urbanisation
2. Nutrition transition
3. Triple burden of malnutrition
4. Supermarketisation

Effective solutions to food insecurity can only be generated once there is a clear and deep understanding of the issue in a specific context

• These trends manifest differently in Africa more broadly but also in different contexts within Africa

Readings and resources


Battersby, J. & Haysom, G. 2016. Africa’s Urban Food and Nutrition Transition: A Call to Action


WHY FOOD IS GENERALLY NOT A PLANNING FUNCTION IN AFRICA

Key points to cover

Colonial history:

- **Planning**: under colonialism, growth, processing and retail of food were seen as a potential health hazard (maize-malaria concerns; contaminated food), and there was more of a concern with stopping risky food-related practices (i.e. sanitation) than facilitating food access

- **Food production**: this became the domain of centralised marketing systems; access for specific groups (e.g. labour) mediated by welfare interventions

- **Colonial bylaws**: that are still employed, meaning that the colonial framing of both food and the role of planning still lingers

Three key reasons food security has stayed off the urban agenda in Africa:

- Limited budgets and capacity gets directed towards more visible issues

- In urban areas, food insecurity takes the form of a household issue and the tactics used by households to address this themselves, makes the issue less visible to urban policymakers and practitioners

- The entrenched understanding of food insecurity as a rural issue

Readings and resources


Teaching tips

A suggested introductory project is for the students (either individually or in groups) to take a key food item that they eat and map as much of the value chain as they can: from how they access it, back to the source as far as possible.
MODULE 2
Introduction to food systems in African cities

In order to think about interventions in the food system, it is important for planners to form an understanding of the nature and key issues of their food system. This module outlines key findings from the CUP research, which provides an understanding of the general nature of food systems in Africa.

REALITIES OF AFRICAN URBANIZATION AND CITIES

Key points to cover

Provide context to the students on compounding elements that make African cities different from cities in the Global North: such as informality, high levels of poverty, limited state capacity. Add context-specific challenges that relate to your urban setting.

Readings and resources


HOUSEHOLDS

Key points to cover

- Food insecurity levels are high
- Unexpectedly low months of inadequate household food provisioning (relative stability of food access secured by consistent access to a single staple food - maize)
- Low dietary diversity
- Multi-dimensional poverty (households experience deficiency in access to food, water, energy, medical resources and cash)
- Food insecurity is linked to income poverty, but also to urban conditions because inadequate access to water, electricity and sanitation compromises households food utilisation capacity

Readings and resources


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**RETAIL**

**Key points to cover**
- The main and most frequent source of food for poor urban households is markets and largely informal traders within immediate neighbourhoods, while less frequent larger purchases are made from a central source such as a supermarket or wholesaler.
- The informal food sector plays an important role in providing access to food, especially for poor urban residents, through various strategies including: provision of credit, bulk breaking, competitive pricing, trading in otherwise unserviced areas, responsiveness to commuter and pedestrian flows, extended trading hours and responsiveness to consumer preference.
- Although supermarkets are not the main source of food, they are having a drastic impact on the nature of the food retail sector.
- There is interaction, crossover and linkages between the informal and formal retail sectors. For instance, some traders in Kitwe use the supermarket as a wholesaler to source their stock.
- Supermarkets are often seen as symbols of modernisation and economic opportunity by local government and are therefore promoted through granting planning permission without consideration for the impact on the food environment.

**Readings and resources**


**SUPPLY CHAINS**

**Key points to cover**
- The case study cities were far more globally connected than might be expected.
- Global connections are a central part of both informal and formal activities, rather than being limited to formal modern supply chains.
- There were examples of locally produced and context-specific processed food.

**Readings and resources**


**STRUCTURE OF THE FOOD SYSTEM**

**Key points to cover**
- Determined by complex, interconnected and multi-scalar factors beyond the control of any level of state.

**Readings and resources**


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**Teaching tip:** reflection on connections between the food system and other urban systems

*It may be useful at this point to help students to make connections between what they already know about the function of planning, and these new ideas about incorporating food. A short written or oral reflection on how these ideas relate to their other planning courses may be a useful way of sparking these connections between urban systems.*
URBAN FOOD SYSTEMS GOVERNANCE

Key points to cover

- Weak food systems governance generally characterised by under-capacitated local government with no clear food systems mandate
- Many governance decisions shaping the food system are made without consideration for the food system impact
- The limited capacity of the state results in strong influence from international donor agencies, national government and private sector actors in key policy and planning decisions

Readings and resources


POLICY AND PROGRAMMATIC INTERVENTIONS FROM LOCAL GOVERNMENT

Key points to cover

- Local governments main policy and programmatic interventions were around enhancing local food production without sufficient understanding of why food was being sourced from outside of the city region
- Many local processing and production projects had failed, but there was no understanding of why
- No consideration of the linkages between informal and formal sectors
- No consideration of the role of large-scale private-sector actors, such as supermarkets, in shaping the food system

Readings and resources


CONTEXT IS KEY

Key points to cover

This is based on the research findings of the CUP project. This research was done in three Anglophone secondary cities. The CUP research built on the AFSUN research, conducted in 11 southern African cities. This means that the experience in your African urban context may vary. It may be important to give students the opportunity to reflect on how they see this information relating to their context and if there are discrepancies.

Teaching tip

Reflection on connections between the food system and other urban systems

It may be useful at this point to help students to make connections between what they already know about the function of planning, and these new ideas about incorporating food. A short written or oral reflection on how these ideas relate to their other planning courses may be a useful way of sparking these connections between urban systems.
MODULE 3
The emergence of Food-Sensitive Planning and Urban Design

Turning to how planners have responded to food issues, this module outlines how planners in the Global North have responded to the omission of food through the emergence of Food-Sensitive Planning and Urban Design (FSPUD). It then explains how planning impacts the food system by looking at the effect of planning on the various components of the food system. The module then provides an introduction to the ideas of FSPUD.

PLANNERS IN THE GLOBAL NORTH START TO PAY ATTENTION TO FOOD

Key points to cover
Provide some context of the timeframe and geographic trend of how planners have started to pay attention to food

Readings and resources

HOW PLANNING IMPACTS THE FOOD SYSTEM

Key points to cover

Planning decisions around infrastructure and land use impact every component of the food system. In addition to this, planning is important to and impacts on each aspect of the food system in other ways:

- Production: planning plays a key role in preserving agricultural land and resources while guarding against environmental degradation. Ensuring that urban sprawl does not eat into valuable agricultural land is an important part of this.
- Processing: land use, regulations and local government investment impact on the processing of food.
- Distribution: the distribution and quality of transportation infrastructure will impact the distribution flows of food.
- Access: land use decisions, development approvals and responses to informal trade affect the food retail environment, and the kind of physical access people have to different types of food.
- Utilisation: in the African context the provision of urban services and infrastructure, such as sanitation, electricity and water, impact on households’ capacity for safe storage and preparation of food.
- Waste: more broadly, planners have a role to play in promoting reuse of waste, as well as reducing waste, pollution and environmental degradation related to the food system.

Readings and resources


THE FOOD PLANNER

Key points to cover

Who is a food planner?

- Food planners are professional planners aiming to incorporate food into the mainstream planning agenda.
- More broadly, a food planner can be “anyone who is working in, or engaged with, the food system with the aim of rendering it more sustainable with respect to its social, economic and ecological effects” (Morgan, 2009). The collection of this array of food planners constitutes the food planning community, an alliance of actors working across sectors towards the equity and sustainability of the urban food system.

Readings and resources


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FSPUD

Key points to cover

- What is Food-Sensitive Planning and Urban Design?
  - Setting a planning agenda that recognises the importance of food in supporting our wellbeing and reconciling that with other objectives of planning and design
  - FSPUD philosophy
  - FSPUD matrix
- Thinking about system interrelations (e.g. food, transport, zoning)

Readings and resources


Teaching tip: suggested field excursion

A fieldtrip may be useful at this point where students get the opportunity to try to use a ‘food lens’ to see the city that they live in through new eyes. It may be useful to visit a few sites to engage different food system components to make the concepts of this module more tangible. As food is such an important and consistent part of our everyday lives, it is sometimes easy to overlook. Asking the students to look at their city specifically to try to see the way in which the food system is working may be a helpful way of grounding the ideas of this course (See AAPS Case Study Toolkit pg 27-28).
MODULE 4.
Research methodologies for understanding urban food issues

This module provides an overview of some of the existing research methodologies that can be used to understand the food system and various food issues. You may choose to focus on the methodologies that relate most to your field, course, project or context.

HOUSEHOLD ACCESS AND UTILISATION (SURVEY)

Key points to cover

The suite of Food and Nutrition Technical Assistance (FANTA) food security indicators provides a range of indicators that can be used to understand household access to and utilisation of food. These include:

- Household Food Insecurity Access Prevalence (HFIAP) indicator: a categorical indicator of food insecurity status
- Months of Adequate Household Provision (MAHFP)
- Household Dietary Diversity Score (HDDS)

You may need to consider a combination of indicators in order to go beyond a headline food insecurity figure only. The above combination of HFIAP, MAHFP and HDDS was the combination used in the CUP research and allowed for a more nuanced understanding of the temporal and dietary diversity dimensions in combination with the food insecurity level.

Readings and resources

See indicator guides on the FANTA website for a full range of indicators.


RETAIL LOCATION (MOBILITY AND INFORMAL RETAIL)

Key points to cover

**Retail Mapping:** to understand physical access to food based on the distribution, clustering and spread of different types of food retail

**Retail Survey:** to understand food retail dynamics in more depth and surface the experiences of different food retail actors

**Case study method:** qualitative case study research on a retail location can assist in understanding the interconnections between multiple urban systems

Readings and resources

See the African Association for Planning Schools Case Study and Teaching Toolkit.
VALUE CHAIN (TRACKING A PRODUCT TO SOURCE)

Key points to cover
Value chain analysis (VCA) traces a food item through its supply chain, from its production through to processing, distribution, retail and utilisation. VCA should detail both structural and dynamic factors of the market system that affect the contributions of each actor to the chain (Sanogo, 2010).

Often done on staple food items, this analysis can provide a better understanding of:
- How a market is functioning and what market relations (including pricing, margins) look like
- The sourcing strategies of retailers and consumers
- The peri-urban, regional, national and global linkages of a city

Readings and resources
See How to Conduct a Food Commodity Value Chain Analysis


FOOD SYSTEM ANALYSIS

Key points to cover
Food system analysis entails a combination of the above three methodologies to form an understanding of the full system.

Readings and resources
See CUP website for link to CUP data, available open source on Data First

POLICY AND GOVERNANCE ANALYSIS

Key points to cover
In combination with the other methodologies, providing an analysis of the existing policy and governance context will give critical context to what is being researched.
MODULE 5
Propositional: Strategies for incorporating food into local government and planning

This module aims to identify key lessons from how other cities have incorporated food into local government in different ways and with varying degrees of success. Although it would be hugely problematic to try to simply import ideas from other contexts, it is important to understand the mechanisms and tools that have been used in different places to operationalise these ideas. This section draws mainly on American best practice looking at local government tools used in the Northern context to promote healthy food systems. Because of the specifics of the African context, and various national, regional and local contexts within Africa, it is important to think of these ideas in relation to the context, including planning culture.

PRECONDITIONS FOR INCORPORATING FOOD INTO LOCAL GOVERNMENT

Key points to cover

In order for food issues to be incorporated into local government, ideally, food would need to be recognised as within the role or mandate of local government. This may entail legislative and institutional changes. However, many food system impacting activities are already within the existing mandates of local government.
INSTITUTIONAL MECHANISMS

Key points to cover

State-led food planning

Food Policy Councils

Existing departments, such as planning, economic development, public health and others, engaging consciously in food-related work

Readings and resources

See Belo Horizonte Case Study

For North American examples see:

INSTITUTIONAL MECHANISMS

Key points to cover

State-led food planning

Food Policy Councils

Existing departments, such as planning, economic development, public health and others, engaging consciously in food-related work

Readings and resources

For North American examples see:

Victoria, Australia

New York

Portland, USA

PLANS AND POLICIES

Key points to cover

Plans:
Plans adopted by local government shape the public investments going forward and have an impact on the future development pattern of a city or area, making them an important channel for legitimising food considerations and improving the food system. There are multiple strategies for incorporating food into plans:

1. Stand-alone food system plans for either:
   - the food system as a whole
   - a component of the food system
   - the food system of a neighbourhood or area
2. Food incorporated as an element into comprehensive plans
3. Food incorporated as an element into climate change, sustainability and environmental plans and policies

Readings and resources

For North American examples see:

Victoria, Australia

New York

Portland, USA
REGULATORY TOOLS

Key points to cover

Regulatory tools (Neuner et al, 2011):
Regulatory tools play a substantial role in either enabling or undermining a healthy food system. Here are examples used across the value chain in the Northern context:

- **Production**
  - Zoning and other regulations to support crop production
  - Using Overlay Zones to permit food production in urban areas
  - Incentivising urban agriculture in planned neighbourhoods
  - Form-based codes that permit food production
  - Favourable vacant land reuse policies
  - Ordinances (acts) permitting livestock in urban areas

- **Processing**
  - Zoning regulation that accommodates food processing, manufacturing and distribution

- **Retail**
  - Permitting the sale of produce from urban agriculture in residential areas
  - Regulatory incentives to encourage the sale of healthy foods
  - Farmers markets as ‘permitted use’ within particular zoning districts
  - Regulating the food environment through zoning that restricts the number of fast food restaurants within specific areas
  - Zoning that bans fast food restaurants (For example, for a 2km radius around schools)

- **Consumption**
  - Healthy eating and obesity prevention resolutions

- **Disposal**
  - Using municipal codes to support composting and recycling

In the African context with local governments having limited financial resources, regulatory tools provide an important tool to support food systems.

Zoning and regulatory tools that support food systems can also promote economic development

Readings and resources

For North American examples see:
FISCAL INCENTIVES

Key points to cover

Fiscal incentives (Neuner et al, 2011):
Increased access to healthy food is supported through monetary incentives to businesses and organisations in the form of grants and/or loans to businesses

- Production
  - Grants, levies and reduced permit fees to support urban agriculture
- Retail
  - Reducing or waiving fees or taxes for developments and food retail businesses that support access to healthy foods
  - Fresh food financing: providing loans and grants to businesses or farmers markets to provide more and better quality fresh produce
  - Programmes to assist in supporting businesses or farmers markets during the start-up phase

Fiscal incentives are a tool suited to the conditions of certain kinds of places, particularly in the Global North. In the African context, fiscal incentives that include reduced or waived fees and taxes, as opposed to grants, loans or subsidies, is a more realistic incentive mechanism considering the limited financial resources of local government.

Readings and resources

For America examples see:

Teaching tip: developing analytical tools

Food planners need an array of skills and tools, but very central to this will be the ability to analyse the existing policy context, as well as to engage different stakeholders. Set some group work and policy analysis tasks to support the development of these skills.
This section looks at food systems planning at a more regional scale. It outlines the dominance of the City Region Food System (CRFS), and provides a critical perspective on why this approach to food systems planning may not always be applicable to the African context.

RURAL-URBAN LINKAGES

Key points to cover

Robust urban planning considers the linkages beyond the boundaries of an urban area. One of these key linkages is the food system. Food planning, therefore, is a key means to strengthen sustainable rural-urban linkages.

Readings and resources

UN Habitat. 2017. Implementing the New Urban Agenda by Strengthening Urban-Rural Linkages. UN Habitat: Nairobi

FOOD SYSTEMS PLANNING AT A REGIONAL SCALE

Key points to cover

A concern for food systems governance often takes the form of territorial planning (as emphasised within the New Urban Agenda) with a focus on strengthening rural-urban linkages.

The CRFS is promoted as a policy framework on major global platforms, including the FAO, RUAF and in the NUA.

Readings and resources

See North American examples in Neuner et al. (2011, pp. 5, 9)
A MORE CRITICAL APPROACH TO THE ‘LOCAL’

Key points to cover

The CRFS is based on the notion of the ‘foodshed’ which is the idea that a settlement is fed by or should ideally be fed by its local and regional hinterland. While the linkages between an urban area and its regional hinterland are important, the reality of urban food systems are more complex than this.

A failure to acknowledge how the local and global interact can undermine food system planning interventions.

- This leads to a policy over-focus on immediate urban-rural linkages that ignores how complex and far-reaching the existing food system connections are
- It reinforces the focus on production, rather than access
- Just because something is sourced from close by, does not mean it is more sustainable
- The CUP research revealed that urban food systems in the studied cities, in fact, have dimensions that range from intra-city, regional, national to global (Rakodi, 2019). The research also revealed that it was not just the larger corporations across the global scales, but rather a range of actors including informal traders who are using global value chains (Battersby & Watson, 2019)
- In order for food systems to be equitable and resilient to climate change and other shocks, the connections beyond the immediate hinterland are essential

Readings and resources


Teaching tip:

**Learning from Water Sensitive Urban Design**

Water Sensitive Urban Design (WSUD) has many parallels to FSPUD, including the way that it arose in the Global North, but recognition of its importance has led to a growing interest in the Global South. WSUD has been around longer and therefore provides some valuable lessons for thinking about how to implement the FSPUD ideas in the African context.

Ask your students to engage with the Water Sensitive Urban Design (WSUD) for South Africa: Framework and Guidelines document and discuss or present on what they think can be learnt from this process of reimagining northern ideas from the south. It may also be useful to focus on the mechanisms and tools of WSUD that may be useful for FSPUD.
 MODULE 7

Propositional: Opportunities for planners to engage with food systems in Africa

This module should form more of a structured discussion than a lecture, where you draw heavily on students’ ideas around the form of food planning that may be applicable to your context. Different approaches may be more relevant to different places. Where there is a mandate for food issues, planners can focus on food system specific interventions. However, as many planning functions already impact the food system, it is possible for planners to undertake food systems planning within their current mandates. It is also important to think broadly about how food security is impacted by all kinds of urban planning decisions and actions (Battersby, 2018).

OPPORTUNITIES FOR PLANNERS TO ENGAGE WITH FOOD SYSTEMS IN AFRICA

Key points to cover

- Direct food systems interventions
- Embedding broader consideration for food implications in planning decisions that affect the food system
- Supporting the existing systems and channels that enable food access for the urban poor, such as the informal economy (Battersby, 2018)

MECHANISMS AND TOOLS FOR DIRECT FOOD SYSTEMS INTERVENTIONS

Key points to cover

**Physical interventions**

- **Urban agriculture**: research in African cities has found that in many cases this contributes very minimally to food security
- **Processing sites**
- **Marketplaces and transport nodes**
- **Regional**: transport and other infrastructure that supports the flow of produce into the city

Readings and resources


See Belo Horizonte Case Study
INCORPORATING CONSIDERATION FOR FOOD INTO OTHER PLANNING DECISIONS

Key points to cover
Retail planning is a key area of consideration as research has found that the majority of urban residents access their food through market sources.

A tool such as a 'food environment impact assessment' could help to embed a consideration for food environment impact in development decision making.

Readings and resources

SUPPORTING EXISTING SYSTEMS AND CHANNELS THAT PROVIDE FOOD ACCESS FOR THE URBAN POOR

Key points to cover
Supporting informal networks is a crucial form of food-sensitive planning as informal trade is already playing a function of supporting food security. This includes informality along the value chain, including, but not limited to:

- Informal trade
- Informal procession and distribution

Readings and resources

See Warwick Junction Case Study

WHAT DO YOU NEED TO DO THIS?

Key points to cover
- What research would you need to do?
- What policies would you need to use or influence?
- With whom would you cooperate in design and implementation?
SECTION 4

Case studies

The following case studies demonstrate a range of practical applications of food being incorporated into planning, grounding the ideas of the modules in practical examples from different contexts. They show how diverse food planning processes, interventions and policies can be. They also highlight how context plays an important role in determining what form food-sensitive planning will take. When considering case studies as inspiration for what could work in your context, it is important to take into account the historical, socio-political, economic and structural differences. These case studies have been mapped according to the Food-Sensitive Planning and Urban Design (FSPUD) matrix (which includes food systems components and the FSPUD principles), the spatial scale of the case and the actors involved in the planning and implementation of the case.

You may decide to incorporate these into the suggested course outline, or these case studies may help you think of case studies in your context that demonstrate urban planning that either supports or undermines urban food security. Either way, it is important to use examples to illustrate to students how these ideas land in real world contexts. It would be useful to build on these three case studies by either adding case studies yourself, or by tasking the students with adding case studies that are directly applicable to your context.
# 1. Belo Horizonte

## Holistic food systems planning for the city

### FOOD SYSTEM COMPONENT:

<table>
<thead>
<tr>
<th>Component</th>
<th>Equity and health</th>
<th>Sustainability and resilience</th>
<th>Livelihood and opportunity</th>
<th>Community and amenity</th>
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<tbody>
<tr>
<td>Production</td>
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<td>Processing and distribution</td>
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<tr>
<td>Access/ retail and utilisation</td>
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<td>Waste and re-use</td>
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### SCALE:

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<thead>
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<th>Level</th>
<th>Country</th>
<th>Region</th>
<th>City/town</th>
<th>Neighbourhood</th>
<th>Area/site</th>
<th>Individual</th>
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</tbody>
</table>

### ACTORS:

<table>
<thead>
<tr>
<th>Actor</th>
<th>Municipal govt</th>
<th>Food Policy Council</th>
<th>NGO</th>
<th>Small business</th>
<th>National govt</th>
<th>Other:</th>
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<td>Area-based project team</td>
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<td>Community</td>
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<td>Large commercial business</td>
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<td>Individual</td>
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<td>Developer</td>
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</tbody>
</table>

### DESCRIPTION:

In the 1990s, as a response to rapid urbanisation and urban sprawl, the Brazilian city of Belo Horizonte created a municipal secretariat for food supply, security and nutrition (Secretariat for Nutrition and Food Security – SMASAN) with a mandate for implementing the Belo Horizonte Food Security Program (BHFSP). The holistic program, with a strong spatial planning frame, has received global recognition for increasing equitable access to healthy food. This program was rooted in the political recognition of the role of the state in realising citizens’ right to food (Delago, 2018; Donovan et al, 2011). The program focuses on a ‘short food circuit’ that connects locally produced fresh produce to consumers; a system in which planning has been able to move between permanent and non-permanent, as well as formal and informal elements of the food system. The program also included innovative processes such as participatory municipal budgeting (Delago, 2018).

An important consideration of this case study is that many of the elements of the program had taken root long before the 1990s, with the first popular restaurant being opened in 1943. This meant that the task of supporting food systems planning for Belo Horizonte was partly around institutionalising existing initiatives and making a holistic program building on the existing elements (Delago, 2018). This also meant that many years of innovation and experimentation in this area have been the foundation of success for Belo Horizonte.
THE PROGRAM INVOLVED MULTIPLE ELEMENTS:

- **Food Policy Council:** the forming of a municipal secretariat for food supply, security and nutrition (SMASAN) to consult on the design and implementation of the program consisting of church representatives, business leaders, workers and citizens.

- **Municipal support:** Increasing access to nutritious and healthy food through municipal support for a range of food outlets to respond to a range of food needs:
  - Five subsidised popular restaurants across the city supported by the municipality to provide nutritious meals at affordable prices.
  - A wide range of food markets strategically located across the city under SMASAN supervision and with the SMASAN logo. These include permanent, temporary, evening, covered, open-air, organic, fresh produce and prepared food markets to cater to a range of food needs in the city.
  - Opening public land across the city for lease to private traders for food stores that sell a range of 70 SMASAN regulated fresh products. 20 of these products have to be sold at SMASAN defined affordable rates.
  - A municipal food distribution centre that supplies municipal programmes such as the popular restaurants, shelters, school kitchens and more.
  - A food bank that sends rejected fresh produce to institutions free of charge.

KEY ELEMENTS OF SUCCESS

- **Collaborative planning approach and strong intersectoral collaboration:** the inclusion of civil society organisations and strong civil society engagement through channels such as a municipal council in charge of advocacy around food security issues. This allowed for public policies to be supported by stakeholder advocacy.

- **Central overseeing body that brings together different actors:** institutional design approach that incorporated a wide range of actors, including civil society, private sector entrepreneurs and key decision makers, into the food policy planning.

- **Holistic and comprehensive nature of the program:** while the program focused on integrating food accessibility and food distribution into municipal planning, it has been argued that the success of the program was based on the municipalities’ understanding of the entire food system (Delago, 2018; Donovan et al, 2011).

- **Sustained political will:** long-term political commitment to supporting food security provided the foundation for the program to be sustained.

- **Assessment and monitoring:** essential for learning and improvement (the flow between planning and practice), this was done through tools such as the urban life quality index, an important planning tool to identify where to direct resources through measuring a set of dimensions and providing a spatial image of access to services across the 80 urban planning areas. The food dimension is measured by the number of food outlets per 1000 inhabitants. While neglecting informal food outlets as well as social context, this provides a picture of physical access to food. This is an important demonstration of the role of data and research in both directing food systems planning, as well as in being able to understand the impact that it has had (Delago, 2018).

Although not without critique and issues, the city has been able to address some of the socio-economic inequalities of the most vulnerable citizens through mainstreaming food into planning processes, policies and plans. This has been done through an institutional system designed for collaborative planning (Delago, 2018).
2. Warwick Junction Urban Renewal Project

Collaborative urban renewal that supports informal trade

FOOD SYSTEM COMPONENT:

- Equity and health
- Sustainability and resilience
- Livelihood and opportunity
- Community and amenity

Production
Processing and distribution
Access/retail and utilisation
Waste and re-use

SCALE:

- Country
- Region
- City/town
- Neighbourhood
- Area/site
- Individual

ACTORS:

- Municipal gov
- Food Policy Council
- NGO
- Small business
- District/regional gov
- Area-based project team
- Community
- Large commercial business
- National gov
- Other: Taxi associations
- Individual
- Developer

DESCRIPTION

This case study is important to consider as it was not conducted as a food planning initiative, but rather focused on the urban regeneration and urban livelihoods. As many of the traders are food traders and they service the vast amount of commuters travelling through the city’s main transportation node, collective action that benefits the traders and the state of the trading environment by default has a positive impact on the food environment. This example is included to demonstrate how closely related food planning is to existing planning activities and functions, as well as to demonstrate the importance of collaborative processes. This case demonstrates how common gains can be secured through collective action.

When the project was set up in 1995, the community of stakeholders was highly fractured and there was a high degree of mistrust, largely rooted in a history of violence and hatred. This mistrust existed between traders and trader associations, but also between trader associations and the City Council due to the perception of constant failure and lack of delivery. A collaborative approach was taken to the urban renewal project which centred on the inclusion of traders in the urban plans for the area (Dobson, Skinner & Nicholson, 2009).
THE PROGRAM INVOLVED MULTIPLE ELEMENTS:

- **Urban design solutions**
  - Major infrastructural changes, as well as smaller-scale changes including trader tables, sites and shelters, were addressed through design solutions.
  - Urban design and management solutions were used to tackle the high level of crime and ensure a greater degree of safety for customers, commuters and traders.

- **Cooperative management efforts**
  - Services and infrastructure such as water points are managed by traders and operations of bathroom facilities are managed by taxi associations.
  - Keeping Warwick clean happens through the annual deep clean by the municipal team in correspondence with weekly cleaning by volunteer cleaners, mainly female traders.

- **Supportive services**
  - Providing supportive services to traders, such as childcare during working hours (Dobson, Skinner & Nicholson, 2009).

KEY ELEMENTS OF SUCCESS

- **Inter-departmental team**: an area-based team of officials located in different departments fixed coordination issues and allowed for increased connection between planning and implementation.

- **Area-based project**: local contextualities were deeply understood and the delineation of the space allowed for a range of officials to be present and engaging in the space on a daily basis.

- **Deep commitment to consultation and participation**: the commitment of all stakeholders, including project staff from the council, as well as traders and other stakeholders in the area. The long-term, incremental trust building between stakeholders was a crucial component to the success of the project (Dobson, Skinner & Nicholson, 2009).

As work is ongoing through the NGO Asiye eTafulemi, please see their website for updates.

TAKE OUT LEARNING

*In the African context supporting informal trade is a key component of food sensitive planning. This case illustrates the importance of responding directly to needs and issues as defined by traders through a participative inter-departmental approach to management and design of trading areas. This case also highlights how incremental growth of a project can lead to development that is directly responsive to the needs of different types of traders* (Dobson, Skinner & Nicholson, 2009).
3. Nanjing Wet Market Policy

City scale food systems planning through food infrastructure development planning, land use management and private sector regulation

FOOD SYSTEM COMPONENT:

- Equity and health
- Sustainability and resilience
- Livelihood and opportunity
- Community and amenity

Production

Processing and distribution

Access/ retail and utilisation

Waste and re-use

SCALE:

Country  Region  City/ town  Neighbourhood  Area/ site  Individual

ACTORS:

Municipal gov  NGO  Small business  Developer

Other gov  Community  Large commercial business  Food Policy Council

DESCRIPTION

Relatively convenient and equal access to food retail options, including wet markets and supermarkets, for all households has been achieved through Nanjing’s food planning system. It includes food infrastructure development planning, mixed land use that allows for food outlets to penetrate all areas of the city and regulation of the private sector. Residents of Nanjing experience a high level of physical access to food as a result of the spatially dense food retail network, which is dominated mainly by wet markets, supermarkets and small food stores (Zhong et al., 2018). Despite the spread of supermarkets since the 1990s, the wet markets remain important outlets due to the affordability and freshness of the produce they stock, playing a vital role in people’s daily access to food (Zhong et al., 2018).

In 1988 the Chinese central government launched a system mandating food issues to mayors. Responsibilities include securing non-grain food supplies for cities, as well as promoting the production of food (Zhong et al., 2018). In 2008 the Municipal Government issued the Development Plan for Vegetable Basket Project (2008-2012), outlining the strengthening of wet market construction.
THE MUNICIPAL GOVERNMENT PLAYS AN ACTIVE AND DIRECT ROLE IN FOOD SYSTEM PLANNING THROUGH:

- **Land use planning**
  - Ensuring the spread of wet markets into residential areas through regulating the distribution of wet markets: ensuring that there is a wet market for every 25,000 urban residents in an area of over 2000m² since 2011.

- **Urban food infrastructure planning**
  - Food infrastructure in the form of wet markets is an embedded requirement of new residential developments.
  - Regulations on wet market planning and construction have been in place since 2003.
  - Food infrastructure policies such as the Plan of Commercial Network ensure physical access to markets.
  - The district-level government selects the management body for the market (either state-owned or private company).

- **Regulation of private sector**
  - The “fresh produce zones” supermarkets policy outlines a minimum percentage of supermarket area to be dedicated to fresh produce.

KEY ELEMENTS OF SUCCESS

- **Strong state resources and commitment**: clearly mandated from the central government, the Nanjing municipal government has clear purview over this area, as well as corresponding resources that allow for sustained and consistent efforts.

- **Responding to cultural preference**: research has shown that Chinese consumers prefer to buy small amounts of fresh vegetables on a daily basis based on a cultural valuing of the freshness of the produce (Zhong et al., 2018). This means that by supporting the wet markets, the state is also supporting culturally preferential food access.

- **Coordinating different elements of planning**: using land use regulations to ensure wet markets are built where they are needed as the city grows in correspondence with infrastructure planning that is responsive to these regulations, providing appropriate facilities for the markets.

TAKE OUT LEARNING

While very different to the African context, the case study of Nanjing highlights the importance of mixed land use that allows for food outlets in residential areas, for example. It also shows how incorporating food markets into urban infrastructure planning can be beneficial for urban food security (Zhong et al., 2018).

This case study was based on research from the Hungry Cities Partnership.
Glossary of Terms

These key terms, drawn from various sources, help to provide a foundational understanding of key terms related to food systems planning. It is essential to gain a critical perspective on some of these concepts – to think about their relevance and applicability to your own context. How could the definitions of these concepts change if they are developed from an African perspective?

Food security

The 1996 World Food Summit in Rome resulted in a definition that is widely accepted and cited. This definition outlines food security as a state “when all people, at all times, have physical and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life” (FAO, 2006).

See An Introduction to the Basic Concepts of Food Security by the FAO for more detail.

Food system

The American Planning Association define a food system as “the chain of activities beginning with the production of food and moving on to include the processing, distributing, wholesaling, retailing and consumption of food and eventually the disposal of waste” (Donovan, 2012: 2). The High Level Panel of Experts on Food Security and Nutrition (HLPE) add that “a food system gathers all elements (environment, people, inputs, processes, infrastructure, institutions, etc.) and activities’ that relate to the components, and outputs of the food system, including socio-economic and environmental outcomes” (HLPE, 2014: 12).

Value chain

“The full range of activities that are required to bring a product or service from conception, through the different phases of production (involving a combination of physical transformation and the input of various producer services); delivery to final customers; and final disposal after use. In the context of food production, these activities include farm production, trade and support to get food commodities to the end consumer (e.g. transport, processing). It is called a value chain because at each stage of the supply chain, value is being added to the product or service as it is being transformed” (Sanogo, 2010: 3).

Food planning community

“The food planning community... is a profoundly diverse and multi-dimensional community, composed as it is of every profession which has a food-related interest, as well as NGOs that focus on social justice, public health, food security and ecological causes, all of whom are striving to make food policy-making a more open and democratic process” (Morgan, 2009: 342).

Rural-urban linkage

“The interactions between urban centres and their surrounding - as well as more distant - rural regions include ‘spatial’ linkages such as flows of people and goods, money and information, and other social transactions that are central to socio-economic and cultural change. They also include linkages between different sectors: for example, many urban enterprises rely on demand from rural consumers, and access to urban markets is critical for many agricultural producers” (Tacoli, 2006: 4).

Food desert

“Since the mid-1990s, the concept of the ‘urban food desert’ has been extensively applied to deprived neighbourhoods in European and North American cities. Food deserts are usually characterised as economically-disadvantaged areas where there is relatively poor access to healthy and affordable food because of the absence of modern retail outlets (such as supermarkets). This idea has not been applied in any systematic way to cities of the Global South and African cities in particular. Yet African cities contain many poor neighbourhoods whose residents are far more food insecure and malnourished than their counterparts in the North.” (Battersby & Crush, 2014: 143).

Supermarketisation

Supermarketisation refers to the rapid process experienced by food systems in which “large supermarket companies increasingly dominate from production to point of sale” (Battersby & Peyton, 2014: 153). The literature around this term takes a critical approach to understanding the impact of supermarket expansion, often focusing on the negative impacts on informal food economies and purchasing strategies of economically stressed urban residents (Peyton, Moseley & Battersby, 2015). Battersby (2019) highlights the tension of the use of the concept both as a policy tool and as an analytical tool.

Foodshed

Put simply, the foodshed is “the geographical location that produces food for a population” (Battersby & Watson, 2018: 3). The concept has been defined as “streams of food-stuffs running into a particular locality, their flow mediated by the features of both natural and social geography” (Kloppenberg,1996: 12). Building on the idea of a watershed, the concept is premised on the idea that “the land and what can grow defined the perimeters of the food system” (Blay-Palmer, 2015: 5).

Food Policy Council

“A structure that brings together stakeholders from diverse food-related areas to examine how the food system is working and propose ways to improve it. A food policy council may be an official advisory body to a city, country, or state government, or it may be a grassroots network focused on educating the public, coordinating non-profit efforts, and influencing government, commercial and institutional practices and policies on food systems” (Kent, 2010).
References

*Please note: if you have difficulty accessing any of these resources you may email James Duminy (jamesduminy@gmail.com) for assistance.


