

The Food Security System of Belo Horizonte – a model for Cape Town?



**Results from the fact finding mission to specify the needs for
an urban food and nutrition security system in Cape Town
based on the system of Belo Horizonte
realised from 19th of April to 8th of June, 2011**

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Executive summary

The Belo Horizonte food security system has shown that through the application of the right to food with political will and appropriate measures, problems of food insecurity and related causes can be addressed successfully. Should Belo Horizonte / Brazil be the only case? Cape Town has similar problems, thus the question suggests itself in how far Cape Town can learn and adapt measures of Belo Horizonte. The fact finding mission was established to explore these possibilities.

Literature research and discussions with people from academia have shown that food insecurity is specifically severe/high in the poorer areas of Cape Town, e.g. in the townships, a legacy of the apartheid era where race segregation led to improper housing and service provision (water, electricity, health) with all its subsequent problems (diseases, poor child development, etc.).

Eighty percent (80%) of Cape Town's population living in the poorer parts of the city is chronically food insecure, i.e. has access to insufficient food in quality and/or quantity, and/or no regular meals. The situation is aggravated under stress situations, such as increase of food prices, drop in income, health problems, conflicts within the family, and change in household composition.

Discussions with representatives from different stakeholder groups (city government, NGO, civil society) reveal a great number of initiatives that address mainly access related causes of food insecurity. A food security system is about to be drafted by the city administration. So far, however, activities remain uncoordinated.

The various initiatives cover either food transfer in the form of meals (community kitchen, school feeding,) or support in growing food (home gardening, community gardening), often in combination with support to marketing (food boxes: Harvest of Hope), training in life skills (nutrition education, vocational training, food growing training, etc.) and advice or counselling. Partly they focus on specific vulnerable groups, such as children, AIDS orphaned children, HIV infected persons, school children, children in crèches/pre-schools – or just the poorer parts of the respective communities. They are all located in the townships of the city, with emphasis on Khayelitsha, the biggest one (1-1.5 million inhabitants).

The **Belo Horizonte instruments** discussed during the fact-finding mission included:

- popular restaurants (located at a central, strategic place, the restaurant offers to everybody a nutritionally balanced meal at an affordable price);
- school feeding (schools use federal money and include incentives for local purchases);
- *abastecer* (special places where a special number of vegetables and fruits must be sold at a fixed low price);
- “straight from the country” (special direct marketing spots to support small scale farming families in making a living in agriculture so that they remain in the countryside),
- *bolsa familia* (a social support grant system at federal level; the poor families get the money only when they send their children regularly to school and to medical examination);
- regular public price information on key food items;
- support to all kinds of Urban Agriculture;
- education and training (for food consumption, but also in skills that help generate income, such as bakery, pastry-making, etc.)

These instruments in principle can be applied in Cape Town, however need certain prerequisites and need to be adapted and enlarged.

Prerequisites

The experiences of Belo Horizonte show that a **prerequisite** for a successful implementation of such a programme is a **champion** and the **political will** to take food security in its holistic way on the agenda. The champion should be a personality that has a clear vision and authentically can represent the idea of a food secure city. The new mayor would be best to be this champion. The food security system has to be developed by the city government including the different stakeholders and accommodating the various ongoing initiatives.

The way forward

The momentum that the mission has created needs to be used. Therefore, possible measures can be:

1. Meeting and exchange between the new mayor of Cape Town Patricia de Lille and the former mayor of Belo Horizonte Patrus Ananias (the convinced and convincing champion of the programme and later Minister of Social Development and Fight against Hunger in Brazil) together with the elected mayor of Belo Horizonte. A good occasion would be to invite them for the next Southern Africa FoodLab meeting. At a later stage, if the city decides to develop a food security system and wants to get first hand experiences, technical staff from Cape Town can go to Brazil to learn more about the different institutions, programs and instruments.
2. Strengthening the collaboration of key city departments to work together in developing a *comprehensive* food and nutrition security strategy for Cape Town.
3. Initiate a platform including all stakeholders working in food and nutrition security and facilitate the working out of working modalities for the further elaboration of the food and nutrition security system and the future role of the different stakeholders in advising the city of Cape Town. In case, due to high work load, there is not enough capacity at the municipality, an external facilitator could be of help to set up and coordinate all activities around the generation of a food security system. Once the system is elaborated, a decision should be made about a body to support the design of appropriate instruments and monitor the implementation, e.g. a council inspired by the Belo Horizonte Secretariat for Food Policy and Supply.
4. Use and linking local initiatives and projects to potential pilot projects to connect available knowledge and resources and create synergies. E.g. a popular restaurant could be located in Khayelitsha in partnership with local players in the community, such as the Baphumelele Waldorf Association and the Khayelitsha Development Forum that is currently supported also by a KfW (Kreditanstalt für Wiederaufbau, German Development Bank) financed project.
5. Establish a city partnership between Belo Horizonte and Cape Town to ease the exchange and support related to the questions of implementation of instruments as well as their implications on the city policy and the entire society.
6. Implement a feasibility study that explores more on the context, available and necessary information, including a cost-benefit analysis for intended instruments. The results will help to facilitate the decision at city government level and to develop pilot projects.
7. Enhance existing fora to discuss food security issues and to train stakeholders in food security matters: e.g. the Belo Horizonte model could be included as a discussion topic in one of the next meetings of the Southern African FoodLab (currently co-chaired by Prof. Milla McLachlan). The members of the AFSUN (African Food Security Urban Network) project are due to their contacts and research activities on the state of food security in Cape Town valuable resource persons. They could support the awareness creation and training of the city administration and decision makers, opinion leaders and multipliers (journalists, teachers).
8. All measures need to be set up in close collaboration and agreement with the provincial government as certain measures are in their responsibility, such as the promotion of farmer and school feeding.

Outlook

An important element of the supply of food was the “straight from the country” instrument which not only supplies the city with fresh food with a low carbon food print, but also encouraged small scale farmers to produce, to have a market and to stay in the countryside.

In the Western Cape, the small scale farmers and some “emerging farmers” who are located either in the municipality (e.g. in the Philippi horticulture area) or close to Cape Town report about problems in accessing the market. For this group the „straight from the country“ instrument could offer marketing possibilities. This needs further discussions with the Provincial Agricultural Department.

Possible **programme activities** could be envisaged:

- Facilitation of a platform to generate a food and nutrition security framework;
- Work towards an agreement between provincial and metropolitan Cape Town to have a council that works in the food security system and advises decision makers;
- Development of awareness creation and training packages on “food and nutrition security” for different stakeholders (city administrators, decision makers, multipliers) in collaboration with AFSUN;
- Institutionalization of knowledge about food and nutrition security; teachers at different levels in school should be informed and trained in integrating food security knowledge in curricula in collaboration with NGOs that have experience in this kind of work and ongoing activities (e.g. SEED, AFSUN).
- Training and „food security literacy“ for the city administration and decision makers, such as
 - Knowledge about the elements of a food security system
 - Role of the city as facilitators in food security
 - Linkages of other departments to food security

Belo Horizonte as a model approach for other African cities?

The mission looked into food security system and investigated into possibilities of applying a successful approach in a similar situation. The city administration of Cape Town expressed their interest to learn from Brazil, a country that sees similar development challenges. Not only the food security model but also the working procedure applied during this fact finding mission could be applied in other African countries with similar preconditions. Again, the WFC could give important guidance with its ideas and contacts.

AFSUN is already collaborating with 11 Metropolitan areas in Southern Africa, including Cape Town: Blantyre /Malawi, Durban-Pietermaritzburg/SA, Gaborone/Botswana, Harare/Zimbabwe, Johannesburg/SA, Lusaka/Zambia, Manzini/Swaziland, Maputo/Mozambique, Maseru/Lesotho, and Windhoek/ Namibia. Exploring transfer possibilities in these cities could be a first option. Contacts with the cities are already established, workshops have been hold, data on food security are partly available.

More than half of mankind lives in cities. Beyond these cities mentioned above, there are more cities in Africa that certainly face similar problems – either already now or in future. The UN habitat predicts an important increase of population for the cities of Dar es Salaam / Tanzania, Nairobi / Kenya, Kinshasa / Republic of Congo, Luanda / Angola, Addis Ababa / Ethiopia, Abidjan / Ivory Coast, Dakar / Senegal, Lagos / Nigeria, Ibadan / Nigeria, Accra / Ghana, Douala / Cameroon, and four North African Cities: Alexandria, Algiers, Casablanca and Cairo. Together with all other growing cities of the African continent, they will all increasingly face problems of food insecurity, and it might be wise to address the issue as early as possible.

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Abbreviations

AFSUN	African Food Security Urban Network
KfW	Kreditanstalt für Wiederaufbau – German Development Bank
WFC	World Future Council
InWEnt	International Weiterbildung und Entwicklung
GIZ	Gesellschaft für internationale Zusammenarbeit – a merger of InWEnt, GTZ and DED
UCT	University of Cape Town
CT	Cape Town

1 Introduction

1.1 Genesis of the fact finding mission

Origin of the idea

The Brazilian city of Belo Horizonte has successfully implemented a programme that has helped to reduce child mortality rates and child hospitalizations due to malnutrition. The policy that made this success possible received the Future Policy Award in 2009 from the World Future Council. The award celebrates exemplary policies “that can be applied in other countries or regions of the world”. But can the alternative food system created in Belo Horizonte be replicated elsewhere? Under which conditions would this be possible? Should this be possible in Brazil only? Could it be a model elsewhere in the world – and specifically in areas of high food insecurity? The World Future Council (WFC) turned to the German Federal Ministry for Economic Cooperation and Development (BMZ) with the proposal to address this issue by studying an African metropolis. The BMZ decided to use Cape Town as the location for this fact-finding mission and put the WFC in touch with the former INWEnt/Feldafing to coordinate this research.

Why Cape Town?

The City of Cape Town has declared an interest in urban food security and city officials are thinking around developing a food security strategy for the city. Recently, much of this interest has emerged from an ongoing debate over the future of the Philippi Horticultural Area, a large commercial agriculture area within the bounds of the city¹. The continued use of this land for agriculture as opposed to housing and industrial uses is the subject of discussions between different departments in the City, but also among interest groups (trade union, urban agriculture / community farming interested groups) – having different views on how best plan land use for this area.

Since 2007, the City has had an Urban Agriculture Policy which has been criticized for focusing too much on community gardens and not taking sufficiently into consideration the specific challenges and possible contribution deriving from the urban setting (Frayne et al. 2009, 27). A new interest in food security comes from other departments within the city that have extended their thinking beyond the issue of community gardens. The City is currently redrafting its Spatial Development Framework and the University of Cape Town (UCT) has advocated for food security to be a consideration within this.

The programme in Urban Food Security, of the Department of Environmental & Geographical Science of the University of Cape Town has conducted a baseline survey on household food security in the city and has presented this data and held workshops with the City on its findings. There is also an inter-University working group on Food Security, which includes partners from UCT, Stellenbosch University, Cape Peninsula University of Technology and University of the Western Cape. Towards the end of 2010 the UCT hosted a combined meeting in which it was agreed in principle that the Universities would work with the City on food security issues.

Need for a fact finding mission

Before launching a proposal for a programme to address issues raised in previous studies, there is a need to further clarify and investigate deeper the current situation in Cape Town. A fact finding mission was established to look at the players that are currently working in the field of food security for the benefit of the different groups in need, as well as to investigate about the view point of the municipality: in how far it has already acknowledged that food insecurity is a problem, what is being done to mitigate the gravity of the situation and in how far measures are in place to prevent food security-related problems. The fact finding mission would also ascertain the readiness and willingness of the municipality to take on the lead to work on food and nutrition security problems.

¹ According to: Battersby-Lennard, Jane, 2011, written communication.

1.2 Objectives and expected results from the mission

Objectives of the fact finding mission

The overall objective of the mission was to examine the possibilities for applying the model of a food security system of the Brazilian city of Belo Horizonte in other cities of Africa using Cape Town as an example. More specifically, the mission included:

- To capture and assess ongoing initiatives, programmes of Cape Town related to a possible food security strategy;
- To demonstrate differences and similarities of the political, economic, social basic conditions and infrastructure between Cape Town and Belo Horizonte;
- To identify factors that are beneficial or restricting for the transfer of the Belo Horizonte system;
- To propose possible necessary programme adaptations or new approaches and
- To present possible ways for transferring the intended concept and address critical aspects for its implementation.

Expected result

The final outcome of the mission should give an answer to the question: “Could the programmes in Belo Horizonte be an inspiration for the city of Cape Town and serve as a model to address food insecurity? – and what would be the necessary modifications regarding the situation of Cape Town?” If the team sees possibilities, the mission should provide guidance on how a possible approach / process could look like that supports the establishment of a food and nutrition security system for Cape Town – inspired by the Belo Horizonte approach – and should indicate concrete next steps to achieve a food and nutrition security system in Cape Town.

1.3 Methodology

TEAM COMPOSITION AND DURATION OF STAY

The fact finding mission team consisted of three persons: Andreas Barth, a geographer, and currently an intern to GIZ was on site in Cape Town between 15th of April and 11th of June 2011. His main task was to investigate on food security systems related literature and to do a first stakeholder analysis. On 23rd of May, the two other team members, Cecilia Rocha, Ryerson University, Canada (until 3rd of June), and Maria Gerster-Bentaya, Universität Hohenheim, Germany, joined (until 8th of June). The last two days (7th and 8th of June), representatives from the World Future Council (Ansgar Kiene), the programme responsible from GIZ/Feldafing, Germany (Jürgen Richter) and the head of the former InWEnt office of South Africa (Thilo Thormeyer) were in Cape Town for further meetings with key stakeholders.

OVERVIEW OF WORKING METHODOLOGY

To get an answer to the previous mentioned questions, working methods and procedures were as follows:

- Extracting, presenting and discussing the main points of the Belo Horizonte approach in different settings (first multi stakeholder exchange at the CTU, meeting with city government representatives, group or individual meetings and talks with representatives of NGOs and civil society organizations)
- Stakeholder analysis (individual, expert and focus group interviews):
 - Who is active in the field of FNS in Cape Town?
 - What responsibility do they have?
 - What is their possible influence on promoting the strengthening of food and nutrition situation in Cape Town?
 - What is their relationship

All persons were addressed via e-mail, partly by phone; with around one third the team had direct contact either in individual interviews and group meetings

- Site visits (observations and interviews)
- (Focus group) discussions with academic staff working in the field of food security and nutrition;
- Participation in the Southern African FoodLab event (Tuesday, 7th of June; see invitation in the annex).
- Sharing meeting (sharing meeting 1) with different types of stakeholders on the 25th of May, 2011²
- Sharing meetings (sharing meeting 2 - 4) with city government representatives on 31st of May, 8th of June, 9th of June 2011³.

After each meeting and discussion, the team sat and discussed additional findings, generated new recommendations, revised previous ones and decided upon other people to meet.

Not all experts, members of city government that are relevant to address within the frame of a food security system could be seen / visited. This was mainly due to their tight time schedules, specifically at the city government as many changes currently are on the way because of the new mayor. However, in meeting with different department representatives, additional city administration staff could be met.

The detailed working schedule including groups and people that were involved in the different steps during the mission can be found in the annex. The different sharing meetings will be described in more detailed in the following paragraphs:

SHARING MEETING 1: MULTI STAKEHOLDER MEETING, 25TH OF MAY 2011

To this first sharing meeting, all stakeholders that had been contacted earlier were invited to hear the presentation of the Belo Horizonte approach and to discuss possibilities for Cape Town. 14 persons attended from 5 different stakeholder categories (see participants' list in the annex). It was the first meeting that brought together some Cape Town stakeholders around food security to discuss about a food security system.

The meeting started at 10.00 with a presentation of the Belo Horizonte approach by Cecilia Rocha, and together with the discussions it lasted 2.5 hours. Participants raised a lot of questions to better understand the different instruments, the context, as well as the conditions and specific contribution of the city (see the presentation in annex 5).

All participants were impressed by the variety of measures, the quality of services, as well as the commitment by the city administration in Belo Horizonte. Good governance seemed to take place, and the participants were told of how much of the pioneering programmes developed in Belo Horizonte were later (after 2003) adopted by the Brazilian federal government.

The second part of the meeting was used to further explain the goal of the mission, its proposed process, and the identification of additional stakeholders that should be included in the discussions. This part lasted additionally 1.5 hrs.

The city representatives considered the meeting very useful, and subsequently organized an additional meeting for other city administration colleagues to learn about this approach, which was held on May 31st 2011.

SHARING MEETING 2 WITH CITY GOVERNMENT / ADMINISTRATION REPRESENTATIVES, 31ST OF MAY 2011

Initiated by one of the participants of the first sharing meeting, the team was invited to present the Belo Horizonte approach and to discuss with the city administration representatives. The presenta-

² See List of participants

³ See list of participants

tion started with the video on Belo Horizonte⁴, followed by the presentation of the approach given by Cecilia Rocha. Like the previous time, participants asked questions specifically related to the role of the municipality, financial involvement, and governance structure.

During the meeting, participants themselves expressed the need for a coordinating body and someone to organize meetings to hold discussions and develop the framework of a food security system for Cape Town. It turned out that there is already a draft that is being elaborated. As it is only at its beginning stage, it needs to be shared within the respective departments before it will be communicated and discussed with outside stakeholders.

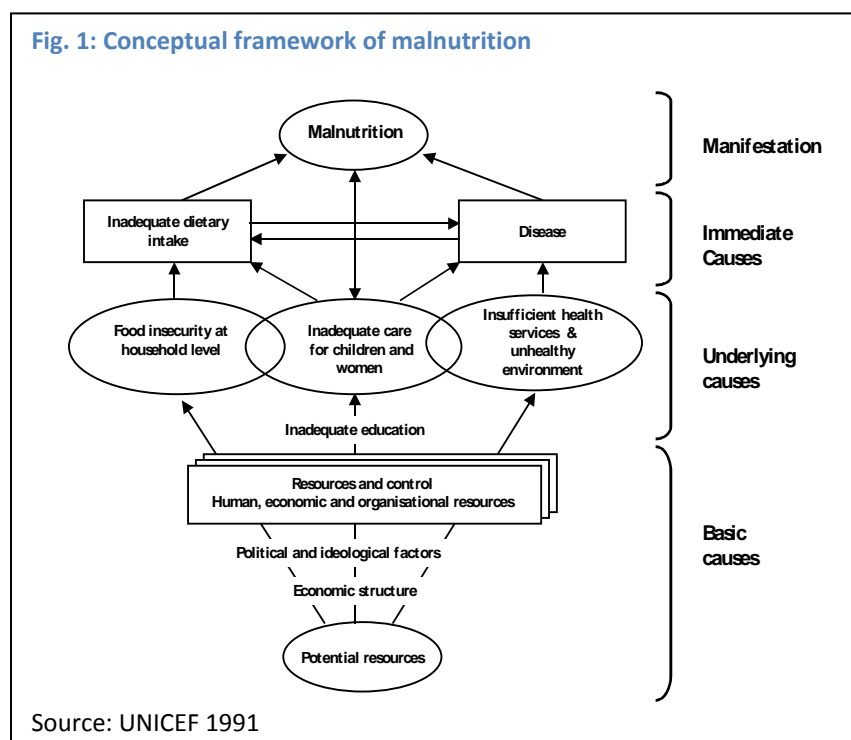
It was suggested that another meeting with additional key persons of the city administration should meet with the fact finding team together with the representatives from GIZ the following week (which was confirmed for the 8th of June). (sharing meeting 3).

SHARING MEETING 3 WITH CITY GOVERNMENT / ADMINISTRATION REPRESENTATIVES, 8TH OF JUNE 2011

The third sharing meeting took place on Wednesday 8th of June, 10.00-11.30 h and was hosted by the Department of Health. It was initiated during the previous meeting on May 31st by the city government representative. The 7 participants representing the city administration again confirmed their interest to work towards a food security system. Concrete ideas were developed to strategically use the visit of the German Minister for Agriculture in August to further advance the project.

SHARING MEETING 4 WITH URBAN AGRICULTURE REPRESENTATIVE, 9TH OF JUNE 2011

To further specify possibilities of collaboration, a final meeting with Stanley Visser (the head of the Urban Agriculture Unit of the city, and mandated to draft the City's food security strategy) took place to better understand the current policy and activities on urban agriculture, and how to come to a broader concept of a food security system incorporating aspects of urban agriculture, economic development and health.



1.4 Understanding food security

The mission was based on a holistic understanding of food security following the FAO definition from 2001: *"Food security is a situation that exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life."* (FAO 2002). Food security looks at the dimensions *availability, access, use and utilization* of food and *stability*

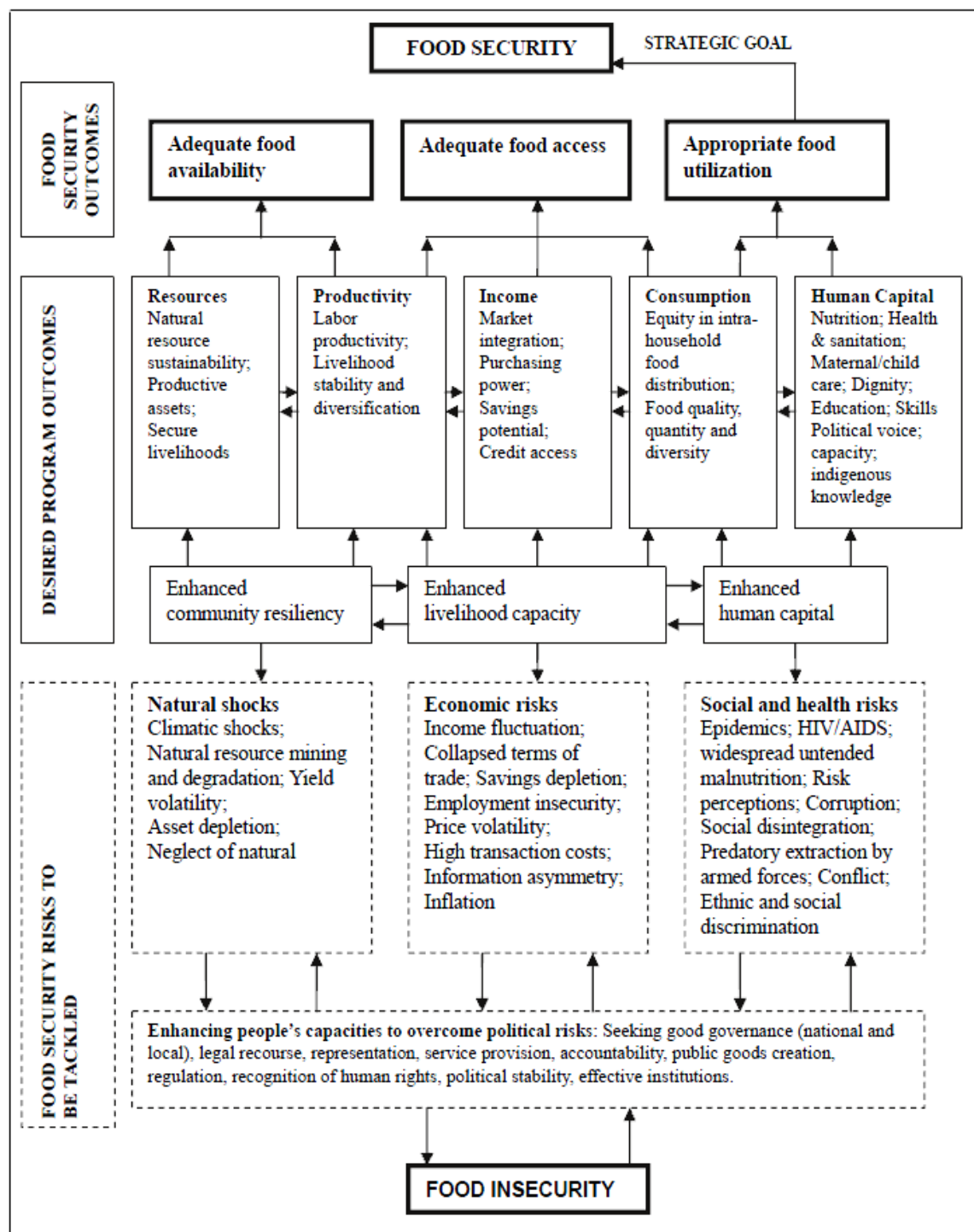
(Weingärtner 2009). The conceptual framework of malnutrition (see Fig. 1) as used by UNICEF (1991) explains the diverse causes that lead to food insecurity problems (malnutrition) and helps explain the

⁴ WFC 2009: The City that Beat Hunger. Video documentary about the comprehensive Belo Horizonte Food Security Programme and its effects; <http://www.worldfuturecouncil.org/3751.html>

linkages between the various components, but also paves the way for finding options to address food insecurity / malnutrition within an urban setting.

The conceptual model of Webb & Rogers (2003) connects the different risks of food insecurity with measures tackling these issues to achieve food security while addressing the different dimension (see Fig. 2). It underlines as well the linkages between the various components, and can serve as a framework for developing a food security system for the urban setting of Cape Town.

Fig. 2: Conceptual model for understanding food security



Source: Webb & Rogers 2003, 6.

This holistic understanding guided the search to understand the food security situation: indicators, actors and initiatives, as well as the elaboration of first suggestions to address the respective issues in the context of Cape Town – inspired by Belo Horizonte.

2. The Belo Horizonte approach

2.1 Elements / cornerstones of the Belo Horizonte food security system

Good city governance for food and nutrition security has a model. With a population of 2.5 million people (and over 5 million in its greater metropolitan area spread over 33 municipalities), Belo Horizonte is a world pioneer in tackling food consumption, distribution and production as components of an integrated urban policy for food security leading to the development of an alternative food system. In 2008 Belo Horizonte marked 15 years of the creation of its Secretariat for Food Policy and Supply (*Secretaria Municipal Adjunta de Abastecimento* -- SMAAB) which has centralized the policy and programmes related to food in the city. What makes this a celebration is that SMAAB's programmes have been quite successful in pursuing that agency's main goal: increasing the access to healthy food by all. Belo Horizonte's success is due, in large part, to conscious public policy-making. It is rooted in the commitment and values of people in government who have designed and implemented innovative SMAAB's programmes. In the process, those civil servants have, over the course of 15 years, built a food system not seen anywhere else in the world.

An overview of the main programmes being implemented in the city suggests the breadth of SMAAB's initiatives and why together they form an alternative food system. Programmes at SMAAB are described under six main "lines of work": 1) Subsidized Food Sales; 2) Food and Nutrition Assistance; 3) Supply and Regulation of Food Markets; 4) Support to Urban Agriculture; 5) Education for Food Consumption; and 6) Job and Income Generation (including Professional Qualification). Some (although not all) of its main programmes are described below:

Subsidized Food Sales: Popular Restaurants

Probably the most iconic programme in the SMAAB's repertoire of the past 15 years is the **Popular Restaurant** (*Restaurante Popular*). Since 1994, when the first of its four Popular Restaurants opened to the public, Belo Horizonte has been the reference for other cities in Brazil in operating a successful public eatery offering healthy, balanced meals at very low cost to a large number of the city's population. These cafeteria-style "Food and Nutrition Units" (as the restaurants are called in SMAAB's technical documents) have been serving a typical lunch meal of rice, beans, meat, vegetables, salad, and fruit (or juice) for the low price of R\$1.00 until 2010 when the price increased to R\$2.00 (US\$1.20). Breakfast can be bought for R\$0.50 (US\$0.30), and a bowl of soup at dinner time for R\$1.00 (US\$0.60).

There are now four Popular Restaurants in full operation in the city. Following a universal access policy, they offer daily meals at breakfast, lunch, and dinner times to patrons ranging from low-income families to university students, from homeless people to retired bank clerks. Popular Restaurant I (in the downtown area, near the city's inter-municipal bus terminal and a subway station) serves 5,500 meals a day. It covers an area of about 2,000 square metres, and employs 80 people. Popular Restaurant II, inaugurated in 2004, operates in two stores of a building close to an area of hospital concentration. It serves close to 7,000 meals a day, and it can seat 384 people at a time. Unlike the first two, Popular Restaurant III was built in a low-income suburb of the city. It operates in an area of 748 square metres, and serves 3,000 meals a day. Popular Restaurant IV is also outside the city centre, in the suburban area of Barreiro, the region of the city presenting its highest poverty indicators. This venue, opened in 2010, is able to seat 700 people at a time, and serves close to 8,000 meals a day.

Food and Nutrition Assistance: School Meals and the Food Bank

The programmes under this line of work address specific needs providing direct food and nutrition assistance to at-risk groups in the city: children and youth, the elderly, homeless people. They are all carried out through partnerships with other municipal departments and social assistance agencies, in venues where at-risk people already receive some attention (public schools and daycares, health clinics, nursing homes, shelters, and other charitable institutions). The initiatives under Food and Nutrition Assistance focus on a direct emphasis on children and allowing charitable organizations select and distribute food to other groups with specific needs.

The largest programme under this line of work is the **School Meals (*Merenda Escolar*) Program**, which in 2007 served over 40 million meals to 155 thousand students in 218 public schools. The National School Meals Programme (*Programa Nacional de Alimentação Escolar – PNAE*) has a long history in Brazil. It was launched in 1955, and it has since provided federal funds for school meals to children in day-care centres, pre-school and primary school in the public school system. At the federal level it is administered by the Ministry of Education which transfers funds directly to states and municipalities responsible for its implementation.

Federal funding per child/per school day increased from R\$0.13 in 2003 to R\$0.22 in 2006. By law, federal funding can cover only the cost of food. The program, thus, relies heavily on partnerships with municipal governments to cover all costs with infrastructure (from storage to kitchen utensils) and personnel (from nutritionists to school cooks). Demonstrating the importance the municipality places on feeding children and youth, in 2008 Belo Horizonte spent just over R\$2.3 million (US\$1 million) with the programme which included:

- Purchasing, storage and distribution of foodstuff throughout the network of schools;
- Quality control of foodstuff used in the program;
- Planning and monitoring of construction and renovations of school kitchens;
- Purchasing of new and replaced kitchen equipment and utensils;
- Supervision of food preparation *in loco* in each school: from confirming quantity and quality of foodstuff delivered, to local storage, hygiene standards in food manipulation and preparation, number of meals served, and waste control.

The SMAAB **Food Bank (*Banco de Alimentos*)** is a recent (since 2004) addition among the Secretariat's projects, and its specific objectives are to reduce unnecessary food waste and provide additional access to food to marginalized populations not covered by other city's programs. As it happens with food banks elsewhere, the SMAAB food bank also receives donations from the food industry. But unlike typical food banks in North America, most of the food received by the SMAAB food bank is fresh produce. In partnership with the Municipal Secretariat for Urban Sanitation, the SMAAB food bank collects daily remains of fresh fruits and vegetables from farmers markets and grocery stores around the city. It then selects, cleans, and vacuum freezes perishable foods for distribution. According to Brazilian legislation, food banks can only distribute food to charitable organizations and social service agencies (and not directly to individuals or families), which will then prepare and serve communal meals. In 2007 the SMAAB Food Bank distributed close to 600 tons of food to 108 institutions.

Supply and Regulation of Food Markets

A further component of the comprehensive food strategy focuses on the supply of nutritious and good quality food for all. Initiatives developed in this line of work aim at improving access to healthy food by increasing the number of commercial outlets supplying good quality foodstuff at lower prices. Through partnerships with private food suppliers, SMAAB has been able to bring food to areas of the city previously neglected by private sellers. It has also adopted policies to regulate prices and control quality of basic staples, fruit and vegetables supplied under its programs. These initiatives address issues of supply and price control for basic food articles available to all the population but focused on benefiting primarily poor urban dwellers. This focus is achieved through location of out-

lets in poor areas and targeting products which compose a basic diet. As a consequence of SMAAB's policies and programs, Belo Horizonte became the only major Brazilian city in which the commercialization of fresh fruit and vegetables by "alternative stores" surpasses the commercialization done through supermarkets.

In the **Abastecer** ("To Supply") program, SMAAB licenses commercial operators (29 in 2007) to be located in public lands in key regions of the city. Under the license agreement, private operators sell 25 products at a price set by the Secretariat (20-50% below market prices). Prices of other items sold in these outlets are not regulated, allowing operators a small profit. Besides prices, SMAAB also monitors the quality of the products sold under the programs, and provides technical assistance and general information on product display, safe storage and handling. Under the **Worker's Convoy**, outlets are mobile (trucks or vans), but also sell the 25 items in the SMAAB list at the set price. In exchange for being allowed to operate in more profitable, city-owned locations, sellers are required to serve low-income, periphery areas on some days.

The **Straight from the Country** (*Direto da Roça*) and **The Country Store** (*Armazém da Roça*) programmes aim at facilitating direct interaction between small rural producers and urban consumers. By eliminating the intermediaries that normally operate in bringing the products of small rural producers to urban markets, SMAAB hopes to increase the income of small farmers and rural artisans and still offer high quality products to consumers at lower prices. The main goal of these programmes is to help rural families to establish themselves in the countryside, halting the rural-urban migration which has inflated Belo Horizonte's populations in the *favelas* (shantytowns). Rural producers selected through a public process are assigned fixed sale points throughout the city (many times, in conjunction with the *Abastecer* outlets). As it happens in other SMAAB's programs, sellers in Straight from the Country have their prices and the quality of their products closely regulated. In 2008, 34 rural producers from 8 different municipalities around Belo Horizonte participated in the program. They offered a variety of fresh leaf vegetables, roots, and fruits at lower prices than in other outlets.

Another programme in this line of work, the **SMAAB's Basic Basket Research** (*Pesquisa da Cesta Básica*) provides a weekly list of prices for 45 basic household consumption items (36 food items, 5 personal hygiene products, and 4 household cleaners) found in 60 supermarkets around the city. The list, compiled by researchers from the Federal University of Minas Gerais, is distributed to newspapers and posted in bus-stops throughout the metropolitan area. The information can also be accessed by phone or via internet. The intent of this project is to inform consumers and guide them on where to find basic products at the lowest prices, thus increasing competition among commercial establishments. In 2008, the city also supported the operation of 49 conventional **Farmers Markets** (with 89 sellers), some of which operate in the evenings for the convenience of shoppers. And it promoted 7 **Organic Farmers Markets** benefiting 8 small producers from 4 surrounding rural areas.

Support to Urban Agriculture

Projects in this line of work have the objective of promoting urban agriculture through participatory community involvement and the use of agro-ecological, sustainable methods. The four main projects under operation are the **Community Gardens** (production of vegetables and medicinal plants in communal spaces); **School Gardens** (production of vegetables to be used in school meals, and spaces for learning); **Pro-Orchard Project** (planting of fruit trees in communal and school areas); and **Workshops for Planting in Alternative Spaces** (teaching techniques for planting herbs and medicinal plants in alternative areas such as pop bottles, wooden boxes, etc.). In 2008, the city had 44 community gardens and 60 school gardens. It distributed over 1,600 seedlings of fruit trees, and offered 62 workshops on gardening in alternative spaces attended by over 1,300 people.

Education for Food Consumption/ Job and Income Generation

A growing preoccupation with increasing rates of overweight and obesity among the country's population has led SMAAB to broaden its programme of education for food consumption. In partnership with the Secretariats of Health, Education, and Social Policies, SMAAB offered 95 workshops on healthy diets, safe manipulation and storage of foods, and cooking to over 3,500 people in 2007. The workshops reached school children and their parents and teachers, as well as the employees of SMAAB's programmes (Popular Restaurants, School Meals, etc.). The Secretariat also develops manuals, folders, and posters for communicating information and lessons, many available through the city's website. In partnership with the private sector, SMAAB also offers training for professional qualification in the area of food. In 2007 over 800 people were trained in bakery and general pastry-making skills.

Partnership with the Federal Government: The Zero Hunger Strategy

The programmes at the municipal level are set within the context of a national umbrella initiative focused on hunger. The *Zero Hunger* Strategy is a comprehensive strategy to reduce hunger and other manifestations of food and nutrition insecurity in the country. It certainly has greater food access as a priority, but also includes components for strengthening family agriculture, for income generation, and for promoting partnerships with the private sector and civil society. Its biggest program, *Bolsa Família* (Family Grant) has become the largest conditional cash transfer programme in the world, reaching 12 million families (about 45 million people or a quarter of the country's population). Hugely popular, it is estimated that *Bolsa Família* has been responsible for a 19% reduction in poverty severity (the degree to which poor families fall below the poverty line), and a 21% fall in income inequality when one compares data since the mid 1990's. In terms of its contribution to increasing food and nutrition security in the country, studies show that 76% of the transfers are spent on food, and families in the *Bolsa Família* programme have been able to improve their diets. In 2005, over 71,000 families in Belo Horizonte (12% of its poorest population) were registered in the program.

While low-income families in Belo Horizonte benefited from *Bolsa Família*, the city was also ready to take advantage of the many other programmes offered in the federal government's strategy. Improvements in the *School Meals Programme* were made possible by an increase in federal funding. Construction of three new *Popular Restaurants* and renovation of the city's oldest one (all since 2004) were the result of the city's partnership with the federal Ministry of Social Development and Fight against Hunger which provided funds for infrastructure projects. SMAAB's *Food Bank*, an old and controversial idea among the Secretariat staff in the 1990s, became a reality when the construction of food banks was introduced as part of the *Zero Hunger* strategy, to be funded by the federal government.

Another major *Zero Hunger* initiative is the Food Procurement Programme (*Programa de Aquisição de Alimentos – PAA*). Created in 2003, the PAA funds direct crop and milk purchases from small-scale farmers for building government food stocks (and regulating prices) and to be used in food programs. Locally, this can help consolidate SMAAB's initiatives to support food production by small-scale farmers (beyond the Straight from the Country, Farmers Markets and the Country Store programs). Through the PAA, SMAAB is now purchasing supplies (mostly vegetables and fruits) for its Popular Restaurants and School Meals programmes from small farms in the city's surrounding areas.

Challenges

Despite its success, SMAAB continues to face significant challenges. Belo Horizonte is one of the most unequal cities in the world, reflecting much of the structural socio-economic conditions still prevailing in Brazil. Thus, while the worst manifestations of food insecurity (such as hunger) have been eliminated, there is much still to be done to improve conditions for the poorest groups in the city. Infant mortality statistics, for example, indicate that in 2005, in some of the poorest areas of Belo Hori-

zonte, the risk of infants dying during their first year of life was 4.5 times greater than in areas with better socio-economic conditions.

SMAAB's staff is painfully aware that its work is not done. In fact, old and new challenges, such as the threat of an obesity epidemic, reinforce the agency's goal of mainstreaming food security programs, to make the concern with food and nutrition security a permanent matter for public policy, just as education and health. Data from 2008 show that while the consumption of fruits and vegetables is higher in Belo Horizonte than in other major cities in Brazil, this is still very low. Less than 40% of the adult population consumes fruits and vegetables five or more days per week (less than 32% is the average for the country). Furthermore, the data show that over 40% of Belo Horizonte's adult population are regular consumers of fatty meats, and 32% drink sugary soft drinks on a regular basis (5 or more days per week). The percentage of overweight adults in the city has reached 44% (43% is the average for the country), and 12% of Belo Horizonte's population is obese (the rate is 13% for the country).

Despite these pressing issues, there are indications that SMAAB has not yet been successful in its goal of mainstreaming food policy on a permanent basis. While changes in the city administration always bring uncertainties concerning policy priorities (and, consequently, resources), at SMAAB such uncertainties involve its very existence, or the continuation of its integrated policy for food security. Governments can come and go without questioning the need for an education policy, or a health policy. Food policy is not yet at this level in Belo Horizonte, despite over 15 years of success. As a consequence, SMAAB's staff spends a lot of their time and energy re-arguing the case for an integrated food policy for the city.

Part of the reason for this situation is that most of SMAAB's programmes are implemented in partnerships – ironically, one of the factors in its success and the reason behind its high cost-effectiveness (SMAAB's budget has never been more than 2% of the overall city's budget). The success of programmes implemented with the Secretariat of Education, for example, tends to be credited to that more established government policy (education); those with Social Assistance to social assistance policy; those with Health to health policy; and so forth. As a manager at SMAAB put it, "we still have not been able to show that we have our own light". Hence, SMAAB's policies and programmes tend to be seen as complementary, and often "expendable".

It is also ironic that, at the federal level, the trend in valuing food and nutrition policy is on the rise, much of course, as a result of the *Zero Hunger* strategy. The institutionalization of food and nutrition security as the responsibility of the state has been advanced with the enactment in 2006 of the National Law on Food and Nutrition Security (LOSAN). The importance of this law can hardly be overstated. Article 1 *"establishes definitions, principles, guidelines, objectives and composition of the National System for Food and Nutrition Security – SISAN, through which the State, with the participation of organized civil society, will formulate and implement policies, plans, programmes and actions towards ensuring the human right to adequate food"*. For the first time in the history of the country the Right to Food is institutionalized as a matter of public policy and an obligation of the state. The hope is that the national trend will strengthen SMAAB's position within the city's administration.

2.2 Factors of the Belo Horizonte success

Factors in the early success of SMAAB's programmes include the unwavering **political support** by Patrus Ananias, the popular mayor from a coalition led by the Workers Party between 1993 and 1996. Equally important were the **competence, expertise, and expediency of the highly skilled and politically committed team** which gathered around SMAAB's first director, Maria Regina Nabuco, an academic expert in food security issues. Finally, the **participation of civil society** in the Municipal Council for Food Security (COMASA) provided an additional conduit for earlier social mobilization and support for food security policy and programs. Together, participants in the creation of SMAAB and its programmes adopted the **Right to Food as the basis for policy**, and the view of **food insecurity as "market failures"**, necessitating government intervention. It is this very reliance on policy and gov-

ernment action that sets the alternative food system developed in Belo Horizonte apart from others. One can hardly imagine programmes such as the Popular Restaurant, *Abastecer*, and Straight from the Country emerging as private market or civil society initiatives.

However, the government-led guarantees were not sufficient for legitimating the alternative system. On the contrary, government programmes in Brazil have had a history of corruption, low quality, poor service and inefficiency, which continues to dominate the popular imaginary of public service. Before the SMAAB the common view of Popular Restaurants (or even of most *Sacolões* and of School Meals) was of “poor food for poor people”. To gain the trust needed to legitimize a government-led alternative food system, SMAAB had to revert this view, creating **an efficient system free of corruption, and offering high quality products and good service**.

It has not been easy, but the longevity of the alternative food system in Belo Horizonte attests to SMAAB’s success in achieving that trust. Key to this success has been a **consistent preoccupation with “quality”**, pervasive in all conversations with SMAAB’s staff. This is reflected in the preoccupation with the nutritional content of the meals for which it is responsible (in schools and Popular Restaurants), to the cleanliness and product display in commercial outlets it supports (Straight from the Country and *Abastecer* stores). The pursuit of “quality” has been a very **conscious political choice**, viewed as the way for a public acceptance (and legitimacy) of a government programme committed to eradicate hunger and other manifestations of food insecurity.

It can also be argued that the alternative food system in Belo Horizonte is more just than both the conventional and some other alternative systems because it embraced social justice by developing **strategies to mitigate poverty, inequality, and social exclusion as its central motivation**. It addresses rural/urban interconnections by supporting local rural producers because they are among the poorest of the poor and because their poverty often drives them to migrate to the slums of the city. It has created various channels for affordable access to healthy foods because conventional markets are often inaccessible to low-income groups. It has made much of that access universal, because poverty is marginalizing enough and people don’t have to be reminded of the stigma of living with it. And it has made the “quality” of SMAAB’s programmes the basis for its political legitimacy.

3. Results of the fact finding mission

3.1 State of the art

Cape Town's population is at an estimated number of 3.5 million, living on a land area of 2,455 square kilometres which results in a population density of 1,425 inhabitants per square kilometre.

3.1.1 Political, socio-economic situation

Cape Town is a metropolitan municipality. Its local government is the City of Cape Town, which is governed by a 221-member city council. The city is divided into 111 electoral wards; each ward directly elects one member of the council, whilst the other 110 councillors are elected by a system of party-list proportional representation. The Executive Mayor and Executive Deputy Mayor are chosen by the city council.

In the local government elections of 18th of May 2011, the Democratic Alliance (DA) won an outright majority, taking 135 of the 221 council seats. The African National Congress, the national ruling party, received 73 seats. Cape Town is the only city where the ANC does not have the majority. As a result of this victory Patricia de Lille, the DA mayoral candidate, was inaugurated as Executive Mayor on 1 June. A more detailed description of the Cape Town governance structure can be found in the annex.

SOCIO ECONOMIC SITUATION OF THE CAPE TOWN POPULATION

Cape Town has a key role in the Southern African Region: It is the economic centre of the Western Cape Province, South Africa's second main economic centre and Africa's third main economic hub city. It serves as the regional manufacturing centre in the Western Cape. It also has the primary harbour and airport in the province.

Despite of this overall positive impression, poverty still persists; as of 2005, 38% of the households lived below the poverty line (City of Cape Town 2008, 48), and investigations show that the unemployment rate is specifically high in the suburbs (an example is shown in Table 1 below).

Table 1: Socio-economic status of households living in poverty

Suburb	% Adults (20+) with highest qualification < Matric	% of Economically Active Unemployed	% of Households earning < R19,200 PA	% of Labour Force in unskilled occupations	SES (Socio-Economic Status)
Chris Nissen Park	100.00	58.33	68.77	80.00	76.78
Delft South	81.48	56.57	70.88	34.31	60.81
Imizamo Yethu	80.19	45.99	70.26	57.68	63.53
Joe Slovo Park	80.74	42.61	68.19	43.68	58.81
Manenberg	86.25	37.84	48.62	27.70	50.10
Masiphumelele	78.86	60.55	83.68	55.67	69.69
Philippi East	73.72	37.22	42.06	31.02	46.01

Source: Nontembeko Poswa 2008

As of the 2007 census (CoCT 2008), the city had

- 3.5 million inhabitants living in 0.9 Mio households (p.17), which gives an average of 3.9 persons per household;
- 15.6% of the population live in informal dwellings (p.47),
- electricity for lighting, cooking and heating is available for 94.4% and 89.5%, 80.4% respectively,
- Toilet facilities: 0.1% using pit latrine , 2.9% bucket and 3.5% no toilet facility
- access to piped water: 80.5% inside the dwelling, 10.6% inside the yard, 8.4% access water from points outside the yard (for black people – who are known to live in the “poorer areas”: 28.9% inside the dwelling, 33.3% on site; 34.9% water from public tap⁵) – indicates one more the high inequalities that exist.)
- as of 2005, 38% of the households live below the poverty line (p.48).

3.1.2 The current food and nutrition security situation of Cape Town

Looking at national level, South Africa is a food secure country (HSRC, 2004, cited in Koch 2011), however household food insecurity is still high (Frayne et al. 2009 report 80% of the population living in poorer areas of Cape Town to be chronically food insecure). The unique history of South Africa is certainly the most contributing factor to social and economic inequalities that are Cape Town’s most central challenges that created innumerable food security related problems. The City recognizes problems related to food insecurity and its consequences and undertakes measures to mitigate them; a comprehensive strategy on how to address the various issues that are interrelated does not (yet) exist.

To get a clear picture about the food and nutrition situation of a certain population, data on various indicators of the different dimensions of food security and underlying causes are important. During the mission, different kinds of reports and statistics were provided or found in the internet. The con-

⁵ City of Cape Town 2008, p.36

tent however often gives only partial insight into the situation as often only selected areas of Cape Town have been investigated or statistics are very general and don't give the breakdown into different categories of social groups – if they are available at all, whereas other information is given extremely detailed. Thus, there is a lot still to be done to identify the different sources relevant to characterize the food security situation, and to fill the data gap correspondingly. This work only can be done, once there is an agreement on what a food security system should include. For this mission, the framework of Webb and Rogers (2003) and Weingärtner (2009) guided the search for data, but not all information could be obtained.

MAIN FOOD SECURITY-RELATED INDICATORS

A food and nutrition insecure situation as an outcome is often described through figures of stunting, wasting, and underweight, and in general by the health status of children under five years as well as other clinical signs of vitamin deficiencies and lack of nutrients. Birth rate, child mortality, frequent diseases are indicators that give information about the health status. The quantity and the composition of meals, meal frequency inform about household level food security, and together with the health aspects and other “caring” aspects (caring for old people, taking care of sick persons, child care: breastfeeding, weaning, child feeding practices, etc.,) eating habits, information about use and utilization can be concluded, as children show immediately reactions to food insecure situations. Likewise, data on health indicators as well as data for stunting and wasting are not available for South Africa, and also not for Cape Town.

According to the study “Urban food security in South Africa: Case study of Cape Town, Msunduzi and Johannesburg”, undertaken in 2009 by Bruce Frayne, Jane Battersby-Lennard, Robert Fincham and Gareth Haysom (in the following cited as Frayne et al.),

- 80% of the households in three of the “poorer areas”⁶ were food insecure (Frayne et al. 2009,19), even 83% of the women-centered households (p.16);
- Access to food is directly related to income (p.16);
- Food price changes resulted in decrease of food consumption: 11% every day, 22% more than once a week, and 9% at least once a week (p.17);
- Increase of poverty as perceived by the population itself: 63% felt to be worse off than in the past (p.18);
- 30% of surveyed households receive income from social grants (p.19);
- Alternatives to income for food access are discussed, however poorly developed:
 - Self-production via urban agriculture is recognized and supported;
 - Food relief / provision⁷ provided by community service organizations plays a very minor role
- Infant Mortality Rate improved from 25.2 in 2003 to 20.8 in 2009 per 1,000, in a context where the national rate has declined (to about 50) (TAC⁸, Geffen 2011⁹).

Vulnerable groups are

- Children
- (HIV/AIDS) orphans
- Old and sick people in general, but people living with HIV/AIDS specifically;
- People living in difficult housing situations in townships
- Unemployed people

These characteristics can be found more in the population living in townships.

⁶ The three areas were Ocean View, Philippi and Khayelitsha

⁷ in form of food aid, community food kitchens, crèches, home-based care, small-scale food growing

⁸ TAC (Treatment Action Campaign),

⁹ Geffen 2011: Is the DA telling a true story about infant mortality? <http://www.politicsweb.co.za/politicsweb/view/politicsweb/en/page71619?oid=228914&sn=Marketingweb+detail>, accessed 1/6/2011

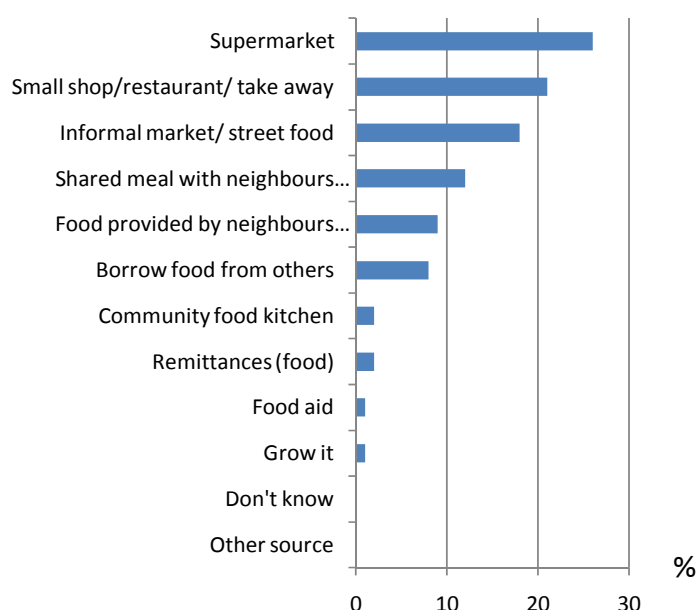
3.1.3 Where does Cape Town's population go to get food? – Sources of food

Households food sources can be very diverse (supermarket, informal sector, small retail and fast food outlets, own production), but households also can rely only on a particular source only (Crush et al. (2011, 14-16).

In Cape Town, 26% of the poorer households buy their food mainly in the **supermarket** (Frayne et al 2009, 30). However, looking at the quality and type of food offered in different locations, differences can be observed:

- Vegetables are less fresh in township supermarkets (observed during a visit to Khayelitsha);
- The type of meat differs: chicken wings, legs, inwards, etc. are more in offer in Khayelitsha than in a supermarket in the area of Rondebosch (white middle class neighbourhood);
- Prices are also lower in supermarkets located in Khayelitsha;

Fig. 3: Sources of food



Source: Frayne et al. 2009, 30

21% of the investigated population also get their food mostly from **small shops / restaurants / take away**. This form of food source has the advantage that preparation is not necessary at home any more which is of specific relevance for people who don't have the necessary utensils for cooking (fuel, pots, etc.)

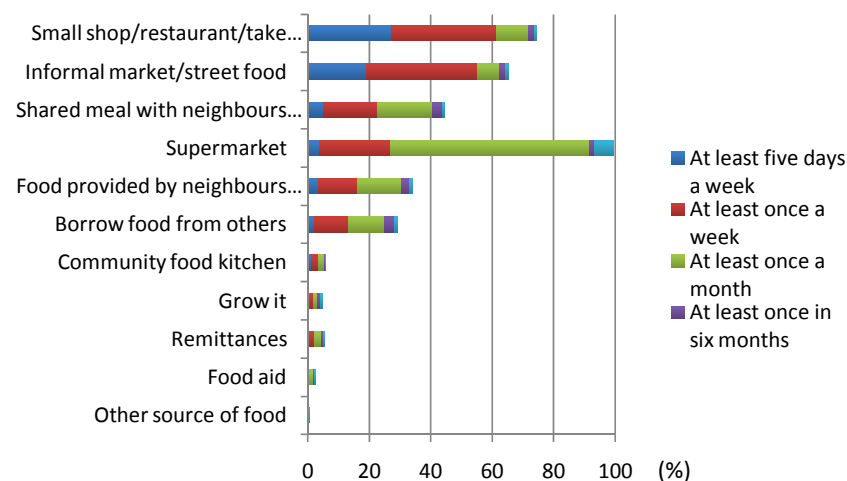
For 18% of the interviewed population **informal markets / street food** are main sources of food as well (Frayne et al. 2009, 32). Specifically along the streets in townships or at main crossroads, **small retail market stands** can be observed, selling mainly fruits and vegetables, partly packed into big plastic bags.

“Coping/survival” measures are

low, however increasing, such as food aid, shared meals with neighbours, food provided by neighbours, community food kitchen or borrowing food from others (Frayne et al 2009,21); own food production is extremely low (around 1%, however it says “less than 5%” in the report (p.32).

Though the most frequent source mentioned was the supermarket, small shops and take aways and the street

Fig. 4: Frequency of food sources



Source: Frayne et al. 2009, 33

food plays an important role. People go there more often than to the supermarket due to transport costs, a lack of money to make bulk purchases and safety of routes near supermarkets. This increases the per-unit costs of foodstuffs, generally reduces access to high quality foods and may increase health risks from unsanitary conditions of food preparation and storage (Frayne et al 2009).

According to Crush et al. (2010,16), around 5% of the households in Cape Town are involved in **urban farming** and produce food – which is seen as an extreme low rate compared to other African cities (Blantyre: 64%, Maseru: 26%). Some households see farming activities as an additional source of income.

3.1.4 Main causes of food insecurity in Cape Town

Summarizing literature and interview results, the following reasons for food insecurity can be given:

- High unemployment and therefore low / lack of income to buy food stuffs;
- Few alternative livelihood strategies, specifically for people living in townships;
- Lack of knowledge to do home gardening (where possible) and lack of means to afford the necessary utensils to start growing;
- Lack of awareness and knowledge about nutritional content of food stuff, the importance of fruits and vegetable, vitamin and mineral content, preparation techniques, etc.
- The fact the people are supported / receive social grants leads to a receiving mentality instead of working and looking for opportunities;
- High infection of HIV / AIDS: leads to high rates of diseases (Tuberculosis, gastro-intestinal diseases) and loss of care takers and bread winners within the families; higher nutritional requirements are not affordable;
- High crime rate
- Substance abuse
- Bad housing and thus bad hygienic conditions lead to high infection rate;
- Lack of dietary diversity: the diet is mainly based on carbohydrates, and the supply situation relies to a great deal on informal sources with negative consequences on food safety.

3.1.5 Policies to address food security issues

South Africa has various strategies and policies to realize the right to food. They include the Integrated Food Security Strategy (2002), the Zero Hunger Strategy (2009), and the strategic objectives identified by the Government are the Medium Term Strategic Framework 2009–2014 entitled Together Doing More and Better.

THE RIGHT TO FOOD

South Africa's constitution (adopted in 1996) is seen as one of the most liberal constitutions of the world. In Section 27 of the Constitution's Bill of Rights four essential elements of well-being are enumerated, including, among those, the Right to Food:

- (1) "Everyone has the right to have access to
 - a. health care services, including reproductive health care;
 - b. sufficient food and water; and
 - c. social security, including, if they are unable to support themselves and their dependants, appropriate social assistance
- (2) The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realization of each of these rights.

(3) No one may be refused emergency medical treatment.”¹⁰

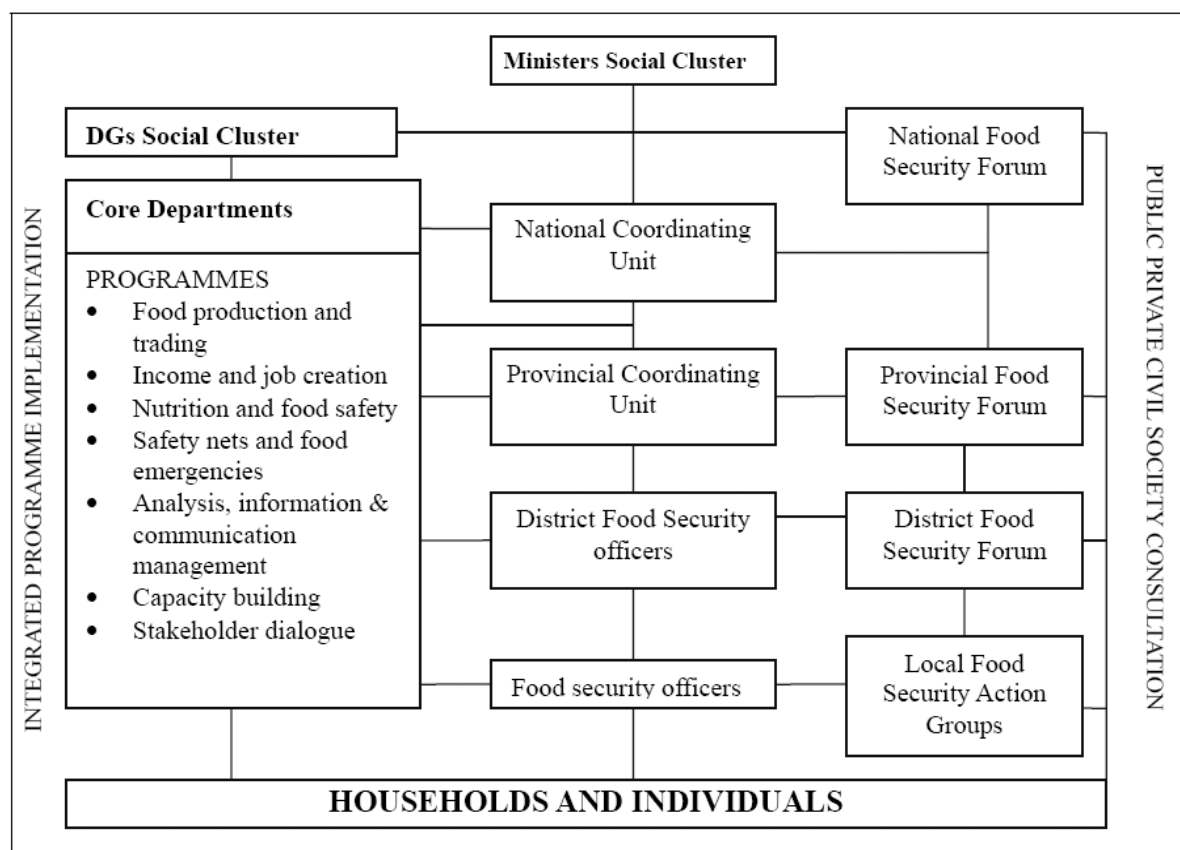
THE SOUTH AFRICAN INTEGRATED FOOD SECURITY STRATEGY

To address specifically MDG 1, the South African Cabinet, in 2002, approved the Integrated Food Security Strategy. It was intended to integrate isolated policies tackling household food security. The Strategy includes a *blend of mechanisms with clear programmes, coordination units and multi-sectoral fora to stimulate and support programmes that would engage creatively with food insecurity* (Koch 2011,4). The strategy goes beyond agriculture and includes five broad pillars:

- Production and trading: to ensure that enough food is available;
- Income opportunities: to ensure access to sufficient food for every citizen;
- Nutrition and food safety: to empower citizens to make optimal choices for nutritious and safe food;
- Safety nets and food emergency aid: to ensure that people who are unable to meet their food needs from their own efforts will be provided with food;
- Information and communication: to make informed choices, to ensure analysis, communication, monitoring and evaluation of food-related programmes and targeted population.

Care was taken to determine the institutional set-up to ensure the objectives are met (see Fig. 5).

Fig. 5: Institutional arrangements behind the IFSS



Source: NDA 2002, cited in; Drimie & Ruysenaar 2011, 323.

An analysis provided by Koch (2011) reveals that despite a strong political commitment (p. 36) the IFSS is facing still a lot of challenges. Drimie & Ruysenaar affirm the IFSS's focus to be still too much on agriculture (p. 324).

¹⁰ Republic of South Africa Constitution, Chapter 2, Section 27

URBAN AGRICULTURE POLICY CAPE TOWN FROM 2007

The City of Cape Town formulated an Urban Agriculture Policy in which the city included its strategic objectives:

- To enable the poorest of the poor to utilize urban agriculture as an element of their survival strategy (household food security)
- To enable people to create commercially sustainable economic opportunities through urban agriculture (jobs and income)
- To enable previously disadvantaged people to participate in the land redistribution for agricultural development programme (redress imbalances)
- To facilitate human resources development (technical, business and social skills training) (CoCT 2007, 3)

In this policy a series of strategic imperatives described the framework in which urban agriculture could be enhanced:

1. Include urban agriculture in land use management and physical planning
2. Create linkage with other strategies
3. Establish urban agricultural consultative forums
4. Build strategic partnerships
5. Release municipal land for urban agricultural purposes
6. Provide subsidized water to vulnerable groups
7. A Specific strategy for livestock keeping
8. Introduce a support programme for urban agriculture
9. Integrate Urban Agriculture into Commercial Agricultural Industry

For the different types of measures, the policy distinguishes between different types and scales of urban agriculture (CoCT 2007,9-10):

Home based activities – home dwellers using their back or front yards to grow vegetables and/or to keep animals. It is of a very small scale and is looked after by the family with the objective to supplement their food basket. It is conducted on a part-time basis as part of a survival strategy.

Community based activities – this consist of a group of people from the community that came together to produce food collectively for themselves or a community institution like an old age home, orphanage, school, etc. Usually these activities take place around public facilities, on public open spaces or smaller pieces of unutilized land. It's conducted on a part-time basis as part of a survival strategy and includes both vegetable gardening and animal husbandry.

Micro farmers – this includes individuals or groups of people that are involved in urban agricultural activities (both vegetable gardening and animal husbandry) to create an income. It is a micro scale business activity aimed at a profit. It is located at small pieces of unutilized land (public or private) and could be regarded as an informal economic activity. This is conducted on a part-time basis as part of a survival strategy.

Small emerging farmers – this constitutes individuals or groups of people that are or want to be full time farmers. It is a formal business activity and needs to make a profit to survive.

A series of **support measures** for each type of farming actor was mentioned as well, and it was clearly indicated that the city will only act as a facilitator.

An Urban Agricultural Unit (UAU) was created which is housed in the Directorate for Economic and Human Development which is linked to all relevant internal and external role players.

3.1.6 Current stakeholders to address food security issues

Already before the two other team members arrived at Cape Town, and the exploration was intensified, between the 14th of April and 23rd of May, an inventory of various stakeholders that are linked to food security issues was started to be created by the intern. The analysis continued throughout the study. Stakeholders can be clustered into the following categories:

- governmental (city and provincial)
- NGO (operating at local, national and international level),
- academia (universities, university initiatives)
- PBO (public benefit organization)
- Civil society
- Faith-based organizations.

The following overview shows at a glance the actors and their areas or work.

Overview 1: Initiatives and stakeholders at a glance

Initiative Stakeholder	Improvement of access to food via income support	Food assistance	Sanitation, health & care	Policy formulation	Research, training & awareness, counselling
Province		Finance for school meals		Support to emerging farmers	
City	Social support schemes	Indirectly in supporting NGO initiatives	Water & sanitation equipment Special health care	Urban agriculture policy Health and safety regulations (incl. enforcement)	Counselling of vulnerable groups
NGOs - local initiatives - international - faith-based	Urban agriculture Incl. support in marketing (food boxes, markets/selling points for vegetables and fruits community bakery	School meals, community kitchen School gardening Home gardening (incl. input supply support)	Caring for vulnerable persons (orphans, AIDS patients, ..)		Training in - organic farming - business skills / marketing - nutrition - child care Advisory services,
Institutions of development cooperation (side activities)	supply chain development for small local shops; Community bulk buying cooperative Support in installation of local fresh produce market	Food gardens			
Private	Urban agriculture (conventional and organic farming)	Donation of food via NGOs (Food Bank)	Donations to local NGOs		
Academia					Research on food security situation in Southern Africa, urban agriculture Curriculum for decision makers, Round tables

CITY

The **City of Cape Town** recognizes problems of food insecurity of the different vulnerable groups. Their measures in the frame of economic development programmes currently address issues of food access via social schemes (e.g. social grants) as well as use and utilization of food while caring about health and hygiene (food safety regulation and control) and special health interventions. At the moment, the different departments are working relatively independent from each other; there is a growing recognition that a concept / system around food security would contribute to better targeting of different measures and create synergy effects.

PROVINCIAL GOVERNMENT

Agriculture related programmes and support are handled by the **Provincial Department of Agriculture**. In addition to the support for larger scale, market oriented farmers (mainly exporting), the department's mandate is on food security and support to emerging farmers.

The Farmer Support and Development Programme of the Department of Agriculture of the Western Cape provides extension, support and facilitation of training to farmers, with special emphasis on developing emerging farmers, implementation of land reform programmes and agricultural rural development projects. Four agricultural offices are situated also in Cape Town: Philippi, Khayelitsha, Belleville and Atlantis.

The **Western Cape Education Department (WCED)** is in charge of **school feeding**. The feeding scheme was introduced by the national government in 1994 and targets mainly primary schools. The aim of such projects is to combat malnutrition and to improve the ability of children to concentrate during lessons (Swartz 2009, 2). Indirectly, they create employment and contribute to alleviate poverty, as school feeding schemes specifically intend to help poor children and therefore are mainly located in areas where poverty is above average (Swartz 2009, 16¹¹).

The WCED allocates funds for the schools which must take care of the food, the cooking and serving the meals.

NON-GOVERNMENTAL ORGANIZATIONS

An uncountable number of **NGOs** are active to mitigate effects of food insecurity for different groups of the society. They are mainly located in the townships, and had often started as initiatives of an individual. The activities are in the field of

- Community gardening
- School gardens
- Urban agriculture
- Community kitchens
- Community bakery
- Care for HIV/AIDS patients, orphans

A more detailed description of the initiatives of the NGOs can be found in the annex. It is important to notice that the NGO representatives all were extremely interested to work towards a food security system.

FAITH-BASED ORGANIZATIONS

Different kinds of churches, Muslim communities are involved in food security through either distribution of food, community kitchens, or as "hosts"/ making available space where farmers can sell

¹¹ Swartz, A.M 2009: An evaluation of the school feeding programme as a service delivery mechanism to improve academic performance of needy learners in Bonteheuwel. Master thesis at the Cape Peninsula University of Technology, Cape Town.

their products to clients. However, no meeting could be arranged to further explore on their concrete activities.

ACADEMIA

The African Centre for Cities (ACC) at the University of Cape Town and the Southern African Research Centre (SARC) at Queen's University, Canada are partners in the **African Food Security Urban Network) AFSUN** which is doing research in different African cities – among them also Cape Town. So far, six (6) discussion papers on the different aspects of urban food security have been published. Thus, there is good knowledge about the food security situation available at the university level. In fact, AFSUN colleagues reported to be in contact with the city for the research they are doing. The list can be found in the annotated bibliography.

The **Cape Higher Education Consortium (CHEC)** represents four tertiary education institutions in the Western Cape of South Africa

- Cape Peninsula University of Technology (CPUT)
- Stellenbosch University (SU)
- University of Cape Town (UCT)
- University of the Western Cape (UWC)

and pulls together researchers from different faculties working on food and nutrition security issues - and they have predominantly a rural/agricultural and nutrition focus.

NETWORKS

Mainly dominated and/or initiated by academic institutions, networks around food systems work to create awareness on food system issues and to inform multipliers.

The **Southern Africa FoodLab** with its round tables brings together diverse role-players with passion and influence in the regional food system (private sector, academia, civil society, NGO, community, etc.) in order to identify and pilot innovative means of enhancing long-term food security.

3.1.7 Current projects / activities in Cape Town addressing food security

As mentioned above, a huge number of actors are working to improve the food security situation for selected vulnerable groups in Cape Town. A short description of the types of activities is given below. The synopsis shown at the beginning of this chapter summarizes the initiatives and actors. It shows that some actors are handling several initiatives.

URBAN FARMING

As mentioned earlier, only a very low percentage of the population is involved in urban farming activities – despite the existence of an urban agriculture policy which *“aims to create an enabling environment wherein public, private and civil society agents can work collectively to create more real and sustainable opportunities for local area economic development”* (CoCT 2007,2).

In fact, since a long time the NGOs that are active in the field, as well as the city increasingly consider urban farming as an activity to achieve several goals:

- Household food production to ease direct access of food,
- income generation: sell the surplus to earn (additional) income (e.g. the food boxes (“Harvest of Hope” of the ABALIMI association who has around 200 customers in the “richer” parts of the city of Cape Town);
- as an educational tool in form of school gardens;
- as cost-reduction measure when the food is grown at schools to reduce the costs of purchasing food;

- through community gardening / gardens to enhance social contacts, strengthen collaboration among communities and thus indirectly contribute to security and safety within a community.

Urban Farming has various forms: home gardening, community gardening, school gardens, urban agriculture.

The exact surface and production figures are not known; the various initiatives are supported by local initiatives that partially are supported by international NGOs or associations abroad, often faith-based organizations.

COMMUNITY KITCHENS

Community kitchens are mostly initiated by NGOs and set up in underprivileged communities and partly assisted by the Department of Social Development of the city of Cape Town. The aim is to provide a well-balanced, nutritious meal. Exact figures about the location, number of meals etc. are not available. WARMTH (WAR against Malnutrition, Tuberculosis and Hunger) reports about 42 community kitchens in Cape Town, 10 more in the rest of the province. 15 of them are run in schools. Other initiatives (Rosie's community kitchen) are far smaller.

The source of food of the community kitchens derives from the Food Bank, and they buy food with donated money. As donations are quite unreliable, and the offer from the Food Bank quite divers, it is not always possible to prepare the meals in sufficient quantify and the quality that would be necessary for a balanced and nutritious diet (personal communication from Ms. Rosie B.)

FOOD BANK

The FoodBank of Cape Town is a non-profit, charitable organization that distributes donated food to a wide variety of NGOs. The largest sources of food are for-profit growers, manufacturers, distributors and retailers who in the normal course of business have excess food that they cannot sell. After sorting and vacuum freezing, it distributes the food to NGOs that distribute the food either to needy people or that are linked to school feeding.

SCHOOL MEALS

School Feeding Programmes (FPs) are one of several interventions that can address some of the nutrition and health problems of school-age children. School feeding can reduce short-term hunger and thus contribute to enhance children's ability to learn. They can also motivate parents to enroll their children in school and to see that they attend regularly. Specific micro-nutrient deficiencies can also be addressed, such as iodine and iron which affect cognition and thus can contribute to better school performance.

Some schools have school gardens – for educational purposes as well as to cater for some of the food they need to provide the meals.

In South Africa, school meals are handled at the Provincial Government level. In the Western Cape Province, schools that are located in poorer areas are supposed to provide nutritious meals for children in Primary Schools. However, not all school in need get the necessary support. Therefore, other initiatives (such as the Peninsula School Feeding program) support schools in providing meals for the kids.

SCHOOL GARDENS

A school garden is a tool to teach and show pupils about nature, growing, environment. It is foremost an educational tool, and allows pupils to practically grow food. Nutritional aspects and lifestyle (junk food, fast food, eating vegetables) and discussion about preparation and later being served (at least partly) what has been grown for lunch.

3.1.8 German projects and initiatives in Cape Town

The Violence Prevention through Urban Upgrading Programme (VPUU) is the largest German development cooperation programme in the Western Cape. The BMZ supported programme which is implemented via the **KfW** (Kreditanstalt für Wiederaufbau, German Development Bank) is located in the biggest township Khayelitsha and supports the development of safe and sustainable communities that overcome the social, cultural, economic and institutional exclusion. Though the project has no direct food-related objective, the social development as one of the instruments of the programme has supported approximately 15 food gardens as part of improving social cohesion. A second aspect of the programmes looks at supply chain development for small local shops (so called SPAZA Shops). As part of the programme a bulk buying cooperative is set up for approximately 1.000 small shops. Thirdly it is envisaged to develop a local fresh produce market in front of a train station to allow urban agricultural products to be sold directly from producer to costumer.

The Western Cape Province is partner region of **Bavaria**, i.e. there are official linkages between the State of Bavaria and the Western Cape Province Government. In fact, the current premier, Helen Zille, has good relationship to Bavaria, and in August 2009. A cooperation agreement has been signed for renewable energy. Also, since more than 15 years, an “education partnership” exists where the state of Bavaria supports German initiatives (e.g. Kolping) to support projects in Cape Town (Kolping Training Centre in Kalksteefontain). Other associations (NGOs) that established partnerships with organizations in the Western Cape or Cape Town mainly work in the field of caring for AIDS infected persons, youth in general, or support education. They are mentioned in Annex 5.9.

In the frame of the Aachen Agenda 21 process, a Nord – South partnership between the **City of Aachen** and the KERIC (Khayelitsha Education Resource and Information Centre) was established – based on an earlier partnership that started in 1983 initiated by a migrated South African. Since then, several development projects have been realized, among others support to home gardens, green space, energy systems, recycling, transport, health and education.

Misereor supports kinder gardens, training centres for women, youth centres, and urban agriculture. The support is given via local partner organizations, such as the CWD (a catholic development organization), the Abalimi association (mentioned already above).

3.2 Possibilities / points of departure for transferring / adapting the Belo Horizonte approach

3.2.1 Similarities and differences between Belo Horizonte and Cape Town

Comparing the situation and background of Belo Horizonte and Cape Town, many social and economic data are similar; specifically the food security related ones. The biggest difference lays in the history of South Africa with its long-lasting segregation of the population which prevented for a long time a big portion of the South African society to develop. A second big difference is the high HIV infection rate in South Africa which in addition to the bad economic situation of the patients aggravates the nutrition situation additionally – even more still in the future. The lack of a broad food movement in South Africa makes it more difficult to reach and motivate the various groups of the population to work towards a common food and nutrition security target. The figures and indicators in annex 5.8 are clustered into “macro level” (country level) and Cape Town level, and a selection was made for common food (in)security indicators.

3.2.2 Core elements (and principles) for a Food Security System in Cape Town

Deriving from the Belo Horizonte model, key components of an urban food security system seem to be:

- Leadership by the city government in developing a comprehensive food and nutrition security strategy;

- Partnerships and cooperation among many city departments and with state (province) and federal agencies, as well as with private and civil society entities;
- Social justice as the goal, which in Cape Town would mean concentrating initiatives in the townships;
- Quality of services and products as a focus/characteristic of all programs.

We are in fact talking about developing a framework for **good city governance** for food and nutrition security.

3.2.3 Ownership

Given the above, the leadership for developing a comprehensive food and nutrition security programme for Cape Town should be in the city government. Support from the city's new mayor is essential, and a champion (either the mayor or someone close to her) must be identified. As a next step, a **food and nutrition security strategy for Cape Town** could be developed, based on a clear vision of a food and nutrition secure city. A world-class city should not tolerate food insecurity among its population.

It is essential, however, that the food and nutrition security strategy for the city has a **focus on social justice**. Cape Town is a very segregated city, with the majority of the poor living in townships far away from the city centre and its well developed areas, and thus not visible in the city centre. During our brief encounters with people living in Khayelitsha (the largest township) and Philippi, people in the townships don't have a sense of belonging to Cape Town. They feel disenfranchised, ignored by the city government. Their connection is more with the provincial government (Western Cape Province). But these are the people who must be the main beneficiaries of a food and nutrition security strategy. These are also the people who must have a say on what is mostly needed in their communities and what quality programmes and services mean to them. A successful strategy will have to earn the trust and support of people in the townships.

It is also essential that this vision is understood, shared and supported by a large coalition of politicians, academics and civil society in the city. Unfortunately, we could not identify any significant, broad-based food movement in Cape Town which could provide this support. While there are a number of food security initiatives in the city, they are still very scattered, isolated from each other. There is a need for the formation of a forum, some space within which all these stakeholders can gather regularly to be informed about each other's initiatives and the creation of possible opportunities for collaboration. An incipient networking effort is being formed around the issue of urban micro-farming/emergent farmers/urban agriculture. But this is recognized by all involved as just one part of a much broader framework for food and nutrition security.

One possibility in regards to a network would be the creation of a **Cape Town FoodLab**. The Cape Town FoodLab would bring together diverse stakeholders (from academia, government, private sector, and organized civil society) to share and discuss their perspectives on key food security issues in Cape Town. Through this process, the Cape Town FoodLab could inform the city government on developing a food and nutrition security framework. Such network would not just encompass food groups and stakeholders, but should also welcome anti-poverty and human rights organizations.

3.2.4 Risks

1. The **lead** for developing a food and nutrition security system for Cape Town could lay with **someone else other than the government**. Based on the experiences of Belo Horizonte, the private sector cannot ensure the food and nutrition security in the city as the analysis of the reasons for food insecurity were due to market failures, and food security is to be seen as a public good. Only the city will be able to fully address the comprehensive, systemic nature of the problem.

2. The identification of a visionary, charismatic and politically assertive champion fails.
3. The political dynamics among different groups in the city are not carefully considered. While the Democratic Alliance (DA) is now in power both at the city and at the provincial level, many of the poor and their representatives see the African National Congress (ANC) as their political leaders. The city government must be aware of these sensitivities and seek the support of local community leaders such as the Community Development Forums in each township. Without earning the trust of the communities, well-intended projects may be undermined due to past political allegiances.
4. The fragmentation of food security initiatives. This leads to duplication of efforts and wasteful competition for resources. Coordination by the city, through establishing a framework for a food and nutrition security system for Cape Town, would minimize such risk. The city can support and strengthen ongoing activities which fit in the framework in a value-added approach.
5. Existing initiatives of the city are not considered sufficiently. It is important to recognize the efforts in the area of food security which the city has already made some progress in the past few years (such as in urban agriculture). They need to be transferred into a broader framework for food and nutrition security.
6. Implementation of individual projects without the consensus on the overall strategy. Isolated projects with support from some groups would not be sufficient to address the systemic nature of food and nutrition security and even undermine other ongoing efforts.

3.2.5 Recommendations

1. Initiate the collaboration of key city departments. The key city departments need to work together in developing a *comprehensive* food and nutrition security strategy for Cape Town. Such strategy should address aspects of food access for lower income populations and at-risk groups (e.g., infants, pregnant and nursing women, school children, youth, the elderly) in the townships, but also issues of sustainable food production and distribution. Partnerships with organizations such as the Khayelitsha Development Forum and the Baphumelele Waldorf Association in Khayelitsha could accelerate the implementation of some initiatives.
2. Support the formation of networks and fora for regular discussion of food issues in the city (such as a Cape Town FoodLab). These could provide the necessary advice and support for government initiatives, and create the basis for a broad-based food security movement.
3. Education at all levels: starting at school (nutrition education to avoid obesity, bad eating habits, etc); training of teachers to do adequate / better nutrition education; community nutrition education. Schools in the townships might be the ideal place for such activities.
4. Promotion of urban agriculture. Continue the support for the City's urban agriculture initiative as part of a strategy that contributes to a broader food and nutrition security system.
5. Develop an official Cape Town – Belo Horizonte partnership for sharing experiences.
6. Develop pilot projects which would apply the principles (focus on social justice, quality of services) of the Belo Horizonte and consider the experiences made in the townships. More in-depth analysis of these possibilities is required, but suggestions could include: 1) a series of *Abastecer*-style stores in partnership with small food retailers; 2) a *direct from the country* initiative to support small emerging farmers; 3) the development of a city team to deliver food and nutrition education workshops; 4) consideration of a Popular Restaurant in a township; 5) working with the provincial Department of Education to improve the school feeding programme in Cape Town. For a start, a Popular Restaurant could be established in one of the townships as they operate more or less as a city in itself having communal space, banks, schools, meeting points, etc.

7. Creation of an exchange platform to coordinate local initiatives. To some extent, **popular restaurants** exist already in the form of “community kitchens”. They are however driven by private initiatives, and further topped up / supported (however in unsustainable ways) by different donors (mainly international NGOs or private initiatives (e.g. “Friends of WARMTH”). So far, they focus on special groups and seem not to be open to everybody. A coordination platform provides information about existing initiatives and facilitates the allocation of support by the municipality and donors. This would result in a more reliable planning for the operating institutions.
8. Creation of a committee to set and control quality standards. The concern for good quality services could be taken up by a common committee that sets the standards and controls them.
9. Implementation of a cost benefit analysis considering the various elements of the food security system.
10. Pilot projects are to be developed within the framework of the South Africa Integrated Food Security Strategy (IFSS), following its five broad pillars:
 - Production and Trading: urban agriculture; straight from the country; *abastecer*
 - Income opportunities: urban agriculture; straight from the country & *abastecer*: creation of markets and distribution networks for local produce; training for the food sector (bakeries, restaurants, catering, food industry);
 - Nutrition and food safety: city-promoted education workshops
 - Safety nets and food emergency: School meals; popular restaurant; food banks
 - Information and communication: the Cape Town FoodLab; training, education, workshops
11. Integrating the *abastecer* concept in super markets. Supermarkets are motivated to set up specific space where a number of vegetables and fruits are sold at a set price.
12. Implementation of the “straight from the field concept”. This will have a positive impact on small scale farmers and emerging farmers as they currently are not integrated into the market and seek marketing possibilities. Procurement rules of popular restaurants could also –like in Belo Horizonte – reserve a certain percentage of food to be bought from small scale and emerging farmers.
13. Maintain urban agriculture in Philippi. The Philippi horticulture area is currently under big pressure; there are plans to use the area for low cost housing and industrial zones. The question is whether and how much space will remain agricultural land, as part of the Cape Town Metropolitan Open Space System (CMOSS) and which potential an intensive urban agriculture will have for an urban food security system. Even if the area will be declared for construction and industry, space for urban agriculture must be secured. A south-south exchange with India and Brazil in this regard could help clarifying this question.

3.3 Necessary steps / activities

According to the City of Cape Town External Relations department, *the City actively encourages the creation of partnerships and agreements with key local and international stakeholders to boost knowledge sharing (via best practices), stimulate the local economy and empower communities via joint projects. The ultimate objective is to add value to the lives of Cape Town’s residents.* It is with this in mind that the following steps/activities are suggested:

1. Meeting and exchange between the new mayor of Cape Town Patricia de Lille and the former mayor of Belo Horizonte Patrus Ananias (the convinced and convincing champion of the programme and later Minister of Social Development and Fight against Hunger in Brazil) together with the elected mayor of Belo Horizonte. This person should be invited to the next Southern Af-

rica FoodLab meeting. At a later stage, if the city decides to get involved in a food security system and wants to get first hand experiences, technical staff from Cape Town can go to Brazil to learn more about the different instruments.

2. Strengthening the collaboration of key city departments to work together in developing a *comprehensive* food and nutrition security strategy for Cape Town.
3. Creation of a platform and facilitation of its members. The platform must include all stakeholders working in food and nutrition security. Facilitation helps in working out the working modalities for the further elaboration of the FNS system and the future role of the different stakeholders in advising the city of Cape Town. In case, due to high work load, there is not enough capacity at the municipality, an external facilitator could be of help to set up and coordinate all activities around the generation of a food security system. Once the system is elaborated, a decision should be made about a body to support the design of appropriate instruments and monitor the implementation, similar to the Belo Horizonte secretariat for Food Policy and Supply.
4. Using local initiatives and projects to link potential pilot projects with available knowledge and resources. E.g. a popular restaurant could be located in Khayelitsha in partnership with local players in the community, such as the Baphumelele Waldorf Association and the Khayelitsha Development Forum that is currently supported also as a KfW (Kreditanstalt für Wiederaufbau, German Development Bank) financed project.
5. Initiate a partnership between Belo Horizonte and Cape Town to exchange and discuss the questions of implementation of instruments and their implication on the city policy and the society as a whole.
6. Realisation of a feasibility study to further explore on concrete aspects of the implementation of the instruments in view of developing pilot projects and to support the decision making process by the city government and administration. The study should provide insights on the context, available and necessary information, including a cost – benefit analysis for selected instruments.
7. Enhancing current discussion fora that address problems of food and nutrition security to sensitise key actors on the issue. This could be based on the Southern African FoodLab, currently managed by Prof. Milla McLachlan); the Belo Horizonte model could be included as a discussion topic in one of the next meetings.
8. Development and implementation of training and sensitization modules for different stakeholders. Elements of food and nutrition security, the role of different departments within the city administration and all other stakeholders must be tackled. This will certainly strongly enhance the knowledge on food security of the city administrators, decision makers, and multipliers (teachers, journalists). The co-workers of the AFSUN (African Food Security Urban Network which is based at the University of Cape Town) are due to their contacts and research activities in Cape Town extremely valuable resource persons. They will contribute substantially to the awareness creation and training of the various stakeholders, as also the Southern African FoodLab can do.

The momentum that the mission has created needs to be used.

3.4 Project approach draft

Taking the above mentioned recommendations and necessary steps, a possible project could look like as follows:

3.4.1 Working title

Strengthening the institutional and human capacities to develop and implement a food and nutrition security system in African urban centres using the example of Cape Town

3.4.2 Project objectives

The Cape Town's city administration is capacitated to develop an urban food and nutrition security system, to determine and implement relevant measures including all relevant actors within the city and the province. The project is regarded as a model for other African large cities in conceiving an urban food and nutrition security system.

The specific objectives include:

- Promotion of exchange of knowledge between Belo Horizonte and Cape Town and initiating a mutual learning partnership
- Strengthening the institutional and human capacities for designing and implementing an urban food and nutrition security system
- Cape Town specific, adapted components to implement the food and nutrition security system are available (such as popular restaurants, school feeding, special markets, co-operations, etc.)
- Experiences from the collaboration with Cape Town are available for initiating and implementing urban food and nutrition security systems in other African large cities.

3.4.3 Content focus

The focus will be laid on supporting the design of the processes for the development and implementation of the food and nutrition security system. This includes specifically:

- Awareness creation and training of the city administration and all stakeholders in the area of urban food and nutrition security (human capacity development)
- Design of an urban food and nutrition security system concept based on the Belo Horizonte experiences
- Creation and operationalisation of a consensus taking into account all stakeholders for selecting and implementing a Cape Town specific mix of components
- Promotion of peer exchange and learning for the implementation of urban food and nutrition security systems.

3.4.4 Methodology and procedures

Trainings (short term) in form of classroom training, blended learning to create awareness, insight and knowledge at the level of decision makers at municipal and provincial level in the components of an urban food and nutrition security system.

Meeting and discussions with the initiator Patrus Anais in Cape Town with the mayor and the governor of the Western Cape Province to encourage and motivate them to pursue food and nutrition security as a major objective.

Study tour to Belo Horizonte of a delegation consisting of representatives of the municipal and provincial government to visit the components of the Belo Horizonte's food and nutrition security system and to discuss possible political implications on-site.

Facilitation of the process of developing an urban food and nutrition security system for Cape Town

Coaching of the members of the possible round table in their decision and implementation of the consensus and the components of the urban food and nutrition security system.

Dialogue events in form of round tables, workshops to exchange experiences, derive transfer possibilities for other African large cities.

Exposure / short term stay of staff of the middle management of the city administration to visit the components on-site and to have an intense exchange on questions of practical implementation of selected components of an urban food and nutrition security system.

Pilot projects integrated in ongoing programs (e.g. KfW project in Khayelitsha) to test a popular restaurant (and eventually other components).

Accounting for the past through documenting and analysing the experiences made with regard to procedures, processes, and results.

3.4.5 Institutions and partners

- Cape Town city administration
- Belo Horizonte city administration
- Western Cape Province administration
- World Future Council
- Southern African FoodLab

Other partners and resource institutions:

- African Food Security Urban Network (AFSUN)
- African Centre for Cities (ACC) of the University of Cape Town (UCT)
- Local NGOs (as indicated in the stakeholder analysis)

4. Belo Horizonte as a model approach for other African cities?

“As the developing world becomes more urban and as the locus of poverty shifts to cities, the battle to achieve the MDGs will have to be waged in the world's slums.”(UN 2006)¹²

Half of mankind lives in cities. UNFPA in its 2007 report on *The State of World Population* talked about the “Unseen Dramas of the Urban Poor”¹³: Hundreds of millions live in poverty in the cities of low- and middle-income nations, and their numbers are sure to increase in coming years. Urban advantages and the urban potential for poverty reduction are often consumed by mismanagement and bad governance. Development agencies have only recently begun to appreciate that they need new interventions to attack the roots of growing urban poverty.

The mission looked into the food security system of Belo Horizonte and investigated into possibilities of applying a successful approach in a similar situation in Africa, i.e. Cape Town. The city administration of Cape Town expressed its interest to learn from Brazil, a country that faces similar development challenges. The study shows that the experiences can be applied in other African cities that have similar constellations.

¹² United Nations 2006: Implementation of the Outcome of the United Nations Conference on Human Settlements (Habitat II) and Strengthening of the United Nations Human Settlements Programme (UN-Habitat): Report of the Secretary General (A/61/262), para. 8. New York: United Nations.

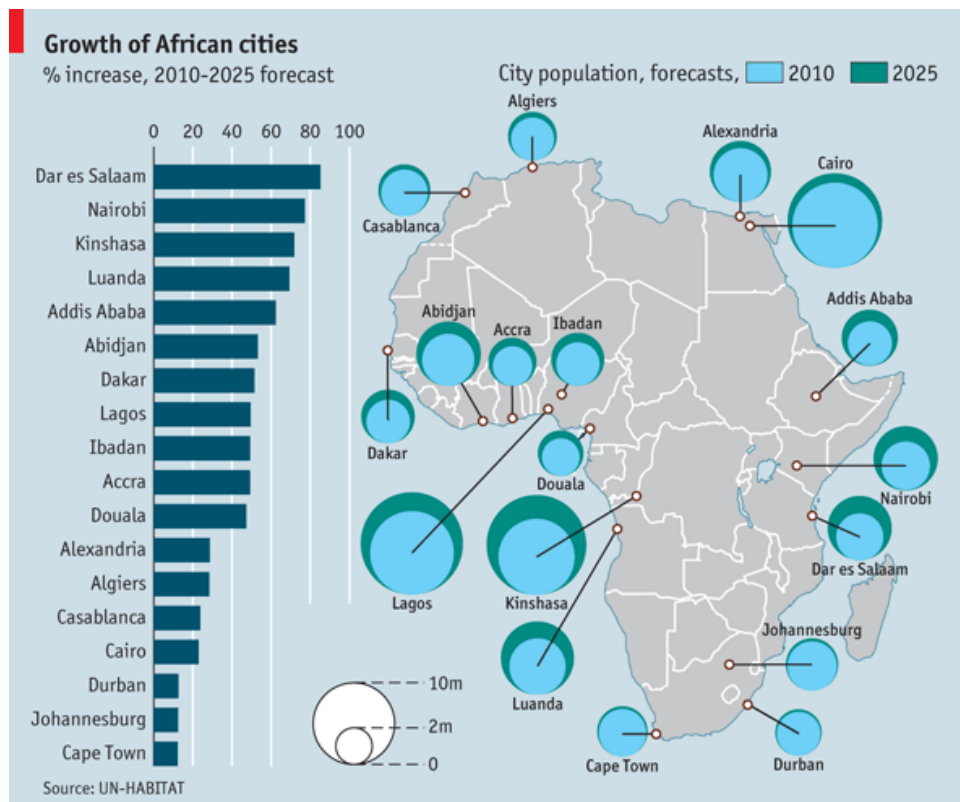
¹³ UNFPA 2008: State of World Population 2007. Chapter 2: People In Cities: Hope Countering Desolation. The Unseen Dramas of the Urban Poor. http://www.unfpa.org/swp/2007/english/chapter_2/index.html , accessed: 8/11/2011.

AFSUN is already collaborating with 11 Metropolitan areas in Southern Africa, including Cape Town: Blantyre / Malawi, Durban-Pietermaritzburg / SA, Gaborone / Botswana, Harare / Zimbabwe, Johannesburg / SA, Lusaka / Zambia, Manzini /Swaziland, Maputo / Mozambique, Maseru / Lesotho, and Windhoek / Namibia.

A partnership with AFSUN and WFC with its lobbying capacities could be an ideal partner for transferring the experiences. GIZ, in collaboration with WFC could work on elaborating transfer possibilities. Contacts with the cities are already established, workshops have been hold, data on food security are partly available.

The need for cities to be concerned about food security and to develop a holistic approach for the metropolitan areas will become more pressing. The UN habitat predicts an important increase of population for a number of cities in Southern Africa as mentioned in Fig. 6, and where just cities with the highest predicted increase of population are mentioned. All these growing metropolitan areas, and in general all other growing urban centres in Africa will certainly face challenges of food security – either already now or in future. It might be wise to address the issue as early as possible.

Fig. 6: Growth of African cities



Source: The Economist online, Dec 13th 2010

(http://www.economist.com/blogs/dailychart/2010/12/urbanisation_africa, 6/8/2011.)

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- Rocha, C. & Lessa, I., 2009 Urban Governance for Food Security: The Alternative Food System in Belo Horizonte, Brazil. *International Planning Studies* 14 (4): 389-400.
- Swartz, A.M., 2009: An evaluation of the school feeding programme as a service delivery mechanism to improve academic performance of needy learners in Bonteheuvel. Master thesis at the Cape Peninsula University of Technology, Cape Town. CPUT Theses & Dissertations. Paper 143, http://dk.cput.ac.za/td_cput/143.
- Swilling Mark, 2006: Sustainability and infrastructure planning in South Africa: a Cape Town case study. *Environment & Urbanization*, 18 (1): 23-50.
- Webb, Patrick; Rogers, Beatrice 2003: Addressing the "In" in Food Insecurity. USAID Office of Food for Peace. Occasional Paper No.1, February 2003.
- Weingärtner, Lioba 2009: The Concept of Food and Nutrition Security. In: Klennert, K.: Achieving Food and Nutrition Security. Actions to Meet the Global Challenge. A Training Course Reader, Feldafing, pp 21-51.
- WFC 2009: The City that Beat Hunger. Video documentary about the comprehensive Belo Horizonte Food Security Programme and its effects; <http://www.worldfuturecouncil.org/3751.html>.

5.2 Material

Agri informatics (GIS solutions for Agriculture), 2008: Agricultural Assessment of the Philippi Horticultural Area, Durbanville.

(This study deals with the expected impact a rezoning will have on the agricultural activities and agricultural resource base of the Philippi Horticultural Area.)

African National Congress (ANC), 2011: 2011 Local Government Manifesto. Together we can build better communities, Marshalltown.

(The manifesto summarizes the different policies, which the ANC will approach to local government, i.e.: creating the conditions for economic growth and job creation; town planning and making the rules for development; etc..)

Auswärtiges Amt der Bundesregierung (AA), 2011: Deutschland und Afrika. Konzepte der Bundesregierung, Berlin.

(Germany's cooperation with Africa covers much more than crisis management and development cooperation. It relies on the opportunities and potential of the continent and its people. It focuses on six key areas of their values and interests: peace and security; good governance; economy; climate and environment; energy and natural resources; education and research.)

Baphumelele Halfway House: Baphumelele Waldorf Association Business Plan FY 2011 to FY 2014, Cape Town.

(Baphumelele is a Xhosa word with the meaning "progress", this business plan shows the mission and vision of the NGO and describes a new project in the Philippi Horticultural Area.)

Battersby, Jane, 2011: Urban Food Security in Cape Town: Report on the findings of the AFSUN Food Security Survey (Draft Version), Cape Town.

(Findings and interpretation of the AFSUN Food Security Survey focused on the following key resources: enough food to eat, b) enough clean water for home use, c) medicine or medical treatment, d) electricity for their home, e) enough fuel to cook their food, and f) a cash income.)

Battersby, Jane: Beyond the food desert: Finding ways to speak about urban food security in South Africa, Cape Town.

(This paper considers the potential applicability of the "food deserts" in developing an appropriate conceptual framework for the South African context.)

Battersby, Jane: Urban food insecurity in Cape Town, South Africa: A critical assessment of the operation of the formal and informal food sectors, Cape Town.

(This paper describes the dimensions of food insecurity in Cape Town and then examines how households access food. This paper advocates for a food systems approach that validates and supports the role that the informal sector plays in urban food security.)

Bayette Development Consulting, 2008: Philippi Farms Project. Socio-Economic Assessment, Cape Town.

(This study reports according to the urban dynamics about the historical development of the Philippi settlement, the socio-economic profile and some possible development scenarios for the future.)

Chappell, Michael Jahi, 2009: From food security to farm to formicidae: Belo Horizonte, Brazil's Secretaria Municipal de Abastecimento and biodiversity in the fragmented Atlantic rainforest, A dissertation submitted in partial fulfillment of the requirements for the degree of Doctor of Philosophy (Ecology and Evolutionary Biology) in The University of Michigan, 2009.

(The objective of this work is to understand how SMAB formed, how it has achieved its present successes, and whether or not its connection with local farmers has generated differences in biodiversity in the agro ecological landscape.)

City of Cape Town (CoCT), 2007: Urban Agricultural Policy For The City Of Cape Town, Cape Town.

(Purpose of the policy, primary objectives of the policy, scope of the policy, definition of urban agriculture; the vision and objectives for urban agriculture; policy directives; institutional framework; implementation strategy by the City.)

City of Cape Town (CoCT), 2008: Statistics, Cape Town.

(Different figures and tables on several indicators.)

City of Cape Town (CoCT), 2009: State of Cape Town 2008: Development issues in Cape Town. Strategic Development Information and GIS Department, Cape Town.

(The key objective of the State of Cape Town Report is to provide an up-to-date snapshot of the most pertinent issues influencing the city. It highlights some of the opportunities and challenges facing the city within an international, national and local context, and serves as a basis to inform discussions on the choices that the City of Cape Town (City) needs to make in relation to urban management issues; indicators: urban growth, environment, economy, housing, transport, infrastructure and services, crime, health and social development, governance.)

City of Cape Town (CoCT), 2010: City of Cape Town State of the Environment Report 2009, Cape Town.

(2009 has been a significant year for environmental management in Cape Town. The City of Cape Town Environmental Agenda 2009 - 2014 was adopted. The Environmental Agenda emerged out of a review of the City's Integrated Metropolitan Environmental Policy (IMEP), which found that specific goals and targets for environmental management were required in order for the City to begin to see real changes take place. This report focuses specifically on environmental and ecological indicators such as: air quality, biodiversity, solid waste, water, etc..)

City of Cape Town (CoCT) 2011: City of Cape Town. Council Overview. A comprehensive guide to Council's structures, finance, governance, directorates and planning, Cape Town.

(Overview of the City of Cape Town; Political and administrative structures; Finance and budget; Governance; The City's directorates; Plans, frameworks and strategies i.e.: Integrated Development Plan, Cape Town Spatial Development Framework, City Development Strategy, Draft Economic and Human Development Strategy.)

Conrad, Julian, 2008: Philippi: Silica and sand potential and groundwater conditions, in: GEOSS Report No: G2008/ 02-01, Stellenbosch.

(This report discusses the future development plans of the Philippi area. The area to the south of the Philippi horticulture area has been investigated in terms of the silica content of the soils that occur there by the Council for Geoscience. In addition the vegetation cover of the area has also been evaluated and the Cape Flats area is known to be underlain by a significant aquifer. These factors need to be considered when assessing the future plans.)

Crush, Jonathan; Frayne, Bruce, 2010: The invisible crisis: Urban Food Security in Southern Africa. Urban Food Security Series No. 1. Queen's University and AFSUN, Kingston and Cape Town.

(This paper first examines the emergence of food security as a central development issue on the global and continental stage, arguing that rural bias is being reproduced and perpetuated in international, regional and national policy agendas. The "invisible crisis" of urban food security refers to the marginalization and silencing of the voices and plight of the urban poor. The second section examines global and regional trends in urbanization and the dimensions of urban poverty and food insecurity in Southern Africa. The final section of the paper presents a new program for addressing food security issues in African towns and cities.)

Crush, Jonathan; Frayne, Bruce 2010: The State of Urban Food Insecurity in Southern Africa. Urban Food Security Series No. 2. Queen's University and AFSUN, Kingston and Cape Town.

(This paper begins with an overview of the growing importance of urbanization in Southern Africa. It then discusses the methodology used in the AFSUN Survey. Basic demographic information on the urban poor follows. Then the paper presents and discusses the survey findings, focusing on the following questions:

What are the levels of food insecurity amongst poor urban households? b.) What is the relationship between poverty and food insecurity? c.) Where do the urban poor get their food? d.) What factors influence urban household food insecurity?)

Crush, Jonathan; Frayne, Bruce, 2010: Pathways to Insecurity: Urban Food Supply and Access in Southern African Cities. Urban Food Security Series No. 3. Queen's University and AFSUN, Kingston and Cape Town.

(This paper discusses the differences and opportunities between the formal and informal sector in regard to food supply and accessibility within urban areas.)

Crush, Jonathan; Hovorka, Alice; Tevera, Daniel (2010): Urban Food Production and Household Food Security in Southern African Cities. Urban Food Security Series No. 4. Queen's University and AFSUN, Kingston and Cape Town.

(The survey provides an overview of the current state of urban food production in the poorer areas of Southern African and insights into the role of urban food production as a food source for the urban poor. The survey shows that across the region rates of participation in urban food production in poor urban communities are currently quite low, with some variation between cities. Even more significant is the fact that very few households derive income from the sale of home-produced food.)

Crush, Jonathan; Frayne, Bruce; Drime, Scott; Caesar, Mary, 2011: The HIV and Urban Food Security Nexus. Urban Food Security Series No. 5. Queen's University and AFSUN, Kingston and Cape Town.

(This survey provides an overview of the influence of HIV and AIDS on agricultural systems and rural household food security.)

Democratic Alliance (DA), 2011: Local Government Manifesto 2011.

(The manifesto summarizes the different policies, which the DA will approach to local government, i.e.: creating the conditions for economic growth and job creation; town planning and making the rules for development; etc..)

Drimie, Scott; Ruysenaar, Shaun, 2010: The Integrated Food Security Strategy of South Africa: An Institutional Analysis. Agrecon 49(3): 316-337.

(In this papers it is argued that there is a disjuncture between the institutional response mechanism in South Africa's strategy and the complexity of food insecurity nationally.)

dvrpc, 2010: Food System Planning. Municipal Implementation Tool # 18.

(This brochure is specifically meant for local governments and provides local governments with the tools and resources to conduct local food system planning. DVRPC scanned food system planning efforts across the USA, and identified a few common goals.)

Fakir, Saliem, 2011: Food Insecurity: Who Will Save Us, the Smallholder or Large-scale Farmer?, in: <http://www.sacsis.org.za/site/article/677.1>

(A short discussion about the beneficiaries in regard to food security of South Africa's and reform policy.)

Food and Agriculture Organization of the United Nations (FAO), 2008: Integrated Food Security Phase Classification. Technical Manual Version 1.1, Rome.

(This manual provides technical guidance on the use of the IPC for FSAU analysts and technical partners. It contributes to on-going global efforts to standardize core elements of humanitarian analysis and response (e.g., the SMART, Benchmarking, Needs Analysis Framework, Humanitarian Tracking Service, and Sphere Project).)

Food and Agricultural Organization of the United Nations (FAO), 2002: The State of Food Security 2001. Rome.

(This report draws on the ongoing work carried out by FAO and its international partners in monitoring the nutritional status of populations worldwide, in analyzing the vulnerability of populations and in providing real world examples of how communities can be enabled to better their own lives. As a contribution to the inter-

agency Food Insecurity and Vulnerability Information and Mapping Systems (FIVIMS) initiative, it illustrates the role that such enhanced systems can play in helping to build a less vulnerable, more food-secure world.)

FoodBank South Africa, 2010: Hope Against Hunger, an assessment of agencies supported by the FoodBank South Africa. Study conducted from August to October 2010.

(Hope Against Hunger is a report compiled from detailed statistics gathered during an assessment of all FoodBank South Africa's 1059 agencies conducted from August to October 2010.

It is the first detailed review by FoodBank South Africa of who its agencies are, their food needs and how these agencies serve their beneficiaries.)

Frayne, Bruce; Battersby-Lennard, Jane; Fincham Robert; Haysom, Garrett, 2009: Urban Food Security in South Africa: Case study of Cape Town, Msunduzi and Johannesburg. Development Planning Division Working Paper Series No.15, DBSA: Midrand.

(Within the context of the broader survey data in Southern Africa, this paper focuses on the research outcomes for the three South African cities of Cape Town, Msunduzi and Johannesburg.)

Gesellschaft für Technische Zusammenarbeit (GTZ), 2007: "The Human Right to Food: A New Opportunity in the Fight Against Hunger" Documentation of the Conference on the Right to Food on January 30 2007 at GTZ-Haus, Berlin, Eschborn.

(Discussion paper of a international meeting about "The Human Right to Food and possible ways towards its "implementation; it also gives some examples of implementations, i.e.: experiences with the multi-stakeholder approach to the Right to Food in Guatemala.)

Greer Love, Kristin, 2003: The Constitutional Right for Food in the Republic South Africa: A Critical Examination of the History of Section 27 and an Evaluation of its Enforcement.

(This paper examines the provision of the right of access to "sufficient food" through the evaluation of the efficacy of enforcement mechanisms for Constitutional entitlements.)

Haddad, Lawrence; Ruel, Marie T.; Garrett, James L., 1999: Are Urban Poverty And Undernutrition Are Growing? Some Newly Assembled Evidences, in FCND Discussion Papers No.63, Washington.

(This paper reviews available literature on these issues and presents newly assembled data that suggest that the absolute number of poor and undernourished in urban areas is increasing and is accounting for an increasing share of overall poverty and malnutrition.)

Harrison, James Adriaan, 2007: Philippi Farms Baseline Report On Vertebrate Fauna. For The Environmental Partnership, Cape Town.

(A baseline/scoping report on the vertebrate fauna of the Philippi Farms. It describes the diversity of vertebrate species on site, and discusses their conservation significance. It identifies the habitats on site and discusses their significance for vertebrate animals. It also identifies opportunities to promote conservation and best practice in land management. At the end it makes recommendations for appropriate development planning.)

Heinrich Böll Stiftung: Food Security in Africa, in: Perspectives. Political analysis and commentary from Africa, 1.11.

(By looking at case studies from Ethiopia, Kenya, Nigeria and South Africa, the authors in this issue of Perspectives examine some of these complex problems and suggest appropriate measures for ensuring food security, fighting hunger and promoting sustainable approaches to natural resources management.)

Kennedy, Gina: Food Security in the context of urban sub-Saharan Africa, in: FoodAfrica, Internet Forum 31 March – 11 April Internet Paper for Food Security Theme.

(Based on the fact of the rapid increase in urbanization and the need of poses new and different challenges for food security in Southern Africa, this report deals with three fundamental components of food security availability, access and utilization , which differ in a urban and rural contexts and across urban socio-economic groups.)

Klennert, Klaus, 2009: Achieving Food and Nutrition Security. Actions to Meet the Global Challenge. A Training Course Reader, Feldafing.

(A holistic understanding of the complex nature of Food Security and Nutrition, categories of causes, different levels of actors and the variety of intervention to tackle either acute or chronic food insecurity in urban and rural areas, provided by several experts in the field of Food Security.)

Koch, Josee, 2011: The Food Security Policy in Context in South Africa, in: International Center for Inclusive Growth, Country Study No. 21, Brasilia.

(The IFSS should be explored further in order to deepen the understanding of policy directions and priorities on food security. The analysis in this report leads to an overall conclusion that the IFSS is an excellent strategy on paper and a relevant framework for different stakeholders, but in reality it lacks implementing power and is therefore not used to its full potential.)

Labadarios, D.; Steyn, NP.; Maunder, E.; MacIntyre, U.; Gericke, G.; Swart, R.; Huskisson, J.; Dannhauser, A.; Vorster, HH.; Nesmvuni, AE.; and Nel, JH., 2005: The National Food Consumption Surveys (NFCS): South Africa, 1999., in: Public Health Nutrition: 8(5), 533–543.

(The aim of the National Food Consumption Survey (NFCS) in South Africa was to determine the nutrient intakes and anthropometric status of children (1–9 years old), as well as factors that influence their dietary intake.)

Lukangu, Gustao, 2005: Factors Influencing Smallholders Participation In Agricultural In Southern Niassa, Mozambique, Submitted in fulfillment of the requirements for the Degree of Doctor of Philosophy in the Discipline of Community Resources School of Agricultural Science and Agribusiness Faculty of Science and Agriculture University of KwaZulu-Natal Pietermaritzburg.

(The main research hypothesis of this study was that: smallholders would participate in agricultural markets when their wealth status was high, when they had enough available household labour and when cash crops were profitable." Four main hypotheses were investigated and broadly discussed.)

Martinez, Steve, et al., 2010: Local Food Systems: Concepts, Impacts, and Issues, ERR 97, U.S. Department of Agriculture, Economic Research Service, Washington.

(This comprehensive overview of local food systems explores alternative definitions of local food, estimates market size and reach, describes the characteristics of local consumers and producers, and examines early indications of the economic and health impacts of local food systems.)

MBB Consulting Engineers Incorporated, 2004: Business Plan Complied by the Operator for the proposed Philippi Market. Final Report, Stellenbosch.

(This document is the final business plan for the proposed Philippi Market by the City of Cape Town. The proposed Philippi Market's aim is to provide a significant improvement to the generally poor living conditions of the Cape Flats, and Philippi East in particular, while at the same time stimulate a new supply base of fresh produce by the emergent farming sector of the Western Cape.)

Meade, Birgit, Valdes, Constanza; Rosen, Stacey, 2004: Brazil's Food Security and Food Assistance Programs to Reduce Poverty, in: Food Security Assessment / GFA-15 / Washington.

(Hunger in Brazil, according to its government, is caused by the insufficient incomes that limit access to food for more than a quarter of the population. Due to the nutritional deficiencies of this segment of the population, successive Brazilian governments have implemented a range of food assistance, anti-poverty, and wellbeing programs over the past 50 years. With the help of the USDA-ERS Food Security Assessment (FSA) model, food availability and access are evaluated based on food production and imports trends.)

Nontembeko, Poswa, 2008: Characteristics of Households Living in Poverty. Strategic Development Information and GIS Department. City of Cape Town.

(The main aim of this report is to highlight the characteristics of households living in poverty in Cape Town through analyzing some government measures in alleviating poverty and legality around poverty, annual household income, housing status, health, women and children poverty, education status and access to basic services.)

Novik Warshawsky, Daniel, 2011: Urban Food Insecurity and the Advent of Food Banking in Southern Africa. Urban Food Security Series No. 1. Queen's University and AFSUN, Kingston and Cape Town.

(The first section of this report therefore examines the evolution of food banking in North America and the research on its functioning and efficacy. The next section reviews the transplantation of this model to South Africa in the last five years and the emergence of FoodBank South Africa. Finally, the paper discusses a case study of FoodBank Johannesburg. The report concludes with a discussion and recommendations on the potential of food banking for resolving the "invisible crisis" of food insecurity in Southern African cities.)

Randall, Ian, 2011: CAADP Working Group on Non State Actor participation. Guidelines for Non State Actor participation in CAADP processes.

(Comprehensive African Agriculture Development Programme (CAADP) is Africa's plan to boost agricultural productivity and thereby tackle poverty and hunger. Section 1 provides clarity on the role of Non State Actors in the CAADP process. Section 2 examines the country-level. Section 3 examines the regional level and highlights any functions, processes or structures that do not simply replicate the country-level. Section 4 examines the role of Non State Actors at the continental level and outlines the structures and processes for participation.)

Rocha, Cecilia ,2001: Urban Food Security Policy: The case of Belo Horizonte, in: Journal for the Study of Food and Society, Vol. 5, No. 1, Summer 2001, pp.36-47.

(Overview about an urban, local and government program for Food Security Systems, different components of the program in Belo Horizonte and role model for other cities.)

Rocha, Cecilia and Lessa, Lara, 2009: 'Urban Governance for Food Security: The Alternative Food System in Belo Horizonte, Brazil', International Planning Studies, 14: 4, 389 - 400.

(Description of main program components, 15 years SMAAB; strengths and current challenges by a government-driven FSN-Program.)

Rocha, Cecilia, Aranha, Adriana, 2003: Urban Food Policies and Rural Sustainability – How the Municipal Government of Belo Horizonte, Brazil is Promoting Rural Sustainability.

(Overview about the governmental driven program on Food Security, with special focus on promotion and sustainability of rural production and livelihoods.)

Souza, Darana; Chmielewska, Danuta, 2011: Public Support To Food Security In India, Brazil And South Africa: Elements For A Policy Dialouge, in: International Center for Inclusive Growth, Working Paper No. 80, Brasilia.

(The aim of this paper is to identify and examine critical issues and good practices in order to reveal relevant points for knowledge sharing among the three countries. Acknowledging that the national situations considered here are marked by specificities and complexities, this paper does not aim to analyze them fully or to deepen each aspect of the policy and programming contexts. Rather, it seeks to point out some key areas that could be taken into consideration in possible exchanges of knowledge on public food-security interventions among the IBISA members.)

Swartz, Andrew Mervyn, 2009: An evaluation of the school feeding programme as a service delivery mechanism to improve academic performance of needy learners in Bonteheuwel. Master thesis at the Cape Peninsula University of Technology, Cape Town. CPUT Theses & Dissertations. Paper 143, http://dk.cput.ac.za/td_cput/143.

(The research investigated whether the school feeding scheme is being implemented effectively and efficiently. This implies that it was necessary to determine: The current status of school feeding in Bonteheuwel (an area close to the airport of CPT); whether it adequately meets the needs of needy learners; and If the current scheme is found to be inadequate, what can be done to improve the situation?)

Swilling Mark, 2006: Sustainability and infrastructure planning in South Africa: a Cape Town case study. Environment & Urbanization, 18 (1): 23-50.

(This paper highlights the importance of considering ecological sustainability issues in any city's infrastructure plans and investments. It reviews the South African government's current and planned investment in urban in-

frastructure, both to enhance economic growth and to contribute to poverty reduction, and what this implies for Cape Town. It highlights the lack of attention given to ecological issues and the dangers of assuming that the resources will be available to support it, and that prices for fresh water, fossil fuels and food will not rise. It also points to Cape Town's large ecological footprint (comparable to that of Canada, per person) and its heavy dependence on non-renewable resources, especially oil – which means that every oil price rise transfers money from the Cape Town economy to national and global financial circuits.)

The Freshwater Consulting Group: Philippi Farms Baseline Assessment Wetlands Component, Cape Town.

(This survey summarizes a site investigation of the extent and characteristics of wetlands within the Philippi Horticultural Area, provides input into the Conceptual Development Framework from a wetland conservation and management perspective.)

Turok, Ivan, 2001: Persistent Polarisation Post-Apartheid? Progress towards Urban Integration in Cape Town, in: Urban Studies, Vol. 38, No. 13, 2349–2377, 2001.

(The paper examines the progress made since 1994 to reduce the deep social and spatial divisions in South African cities, focusing on the impact of current development trends in Cape Town.)

Unicity Commission: Building a unified City for the 21st. Century. A summary of the proposed service delivery and institutional change proposals for the term of office of the new City of Cape Town, Cape Town.

(The main elements of the approach can be summarized in 10 point: 1. ensuring development impact, 2. partnership and joint effort, 3. best value services - the foundation of city success, 4. financial sustainability, 5. responsive and accountable political leadership and governance, 6. an administration structured to deliver at both a unicity and local level, 7. A Human Resource system and culture that encourages high performance, 8. modernized management systems, 9. e-Government, 10. a phased transformation journey.)

United Nations Children's Fund (UNICEF), 2010: Progress for Children. Achieving the MDGs with Equity, Number 9, New York.

(This data compendium presents a clear picture of disparities in children's survival, development and protection among the world's developing regions and within countries. While gaps remain in the data, this report provides compelling evidence to support a stronger focus on equity for children in the push to achieve the MDGs and beyond.)

United Nations Office of the United Nations High Commissioner for Human Rights special procedures assumed by the Human Rights Council, mandate of the special Rapporteur on the Right to Food, 2011: Mission to South Africa from 7 to 15 July 2011, Preliminary Observations and Conclusions.

(The aim of the mission was to review the policies that South Africa is implementing in order to realize the right to adequate food as recognized in international law. The situation of food insecurity; the legal framework; the policy framework; food availability; the role of urban and peri-urban agriculture.)

Webb, Patrick; Rogers, Beatrice, 2003: Addressing the "In" in Food Insecurity. USAID Office of Food for Peace. Occasional Paper No.1, February 2003.

(This paper, commissioned to support the development of the Office of Food for Peace's new Strategic Plan, analyzes the implications of these trends in poverty and malnutrition for USAID food security programming. The paper argues for a conceptual shift that explicitly acknowledges the risks that constrain progress towards enhanced food security, and addresses directly the vulnerability of food insecure households and communities. Enhancing peoples' resiliency to overcome shocks, building people's capacity to transcend food insecurity with a more durable and diverse livelihood base, and increasing human capital will result in long-term sustainable improvements in food security.)

Western Cape: Socio Economic Profile: City of Cape Town 2006.

(Cape Town is largely regarded as the economic heartbeat of the Western Cape Province, accounting for 76,5 per cent of the province's economic activity, with key economic indicators underpinning the performance of the province. This survey shows different statistics of the economic growth of the Cape Town Metropolitan Area.)

World Future Council (WFC), 2009: The City that Beat Hunger. Video documentary about the comprehensive Belo Horizonte Food Security Programme and its effects;

<http://www.worldfuturecouncil.org/3751.html>

(The policy of Belo Horizonte secures access to food through provision of free school meals and subsidized meals in designated restaurants, improved food distribution in poor parts of the city and support of local production.)

6. Annexes

6.1 ToRs

Terms for the Feasibility Study

The survey will predominantly be carried out by experts in Cape Town. Reporting is to be done in English and German.

The survey primarily covers the following tasks:

1. Meetings and discussions of the project idea, the intended effects and the objectives to be held with the responsible persons for the project at GIZ and WFC
2. A preliminary study on supporting as well as impeding factors with the introduction, implementation and support of the Belo Horizonte food security programme has to be carried out in regard to the ruling social, economic and infrastructure framework conditions. Extensive groundwork is available and should be used. This will be the basis for the assessment of the framework conditions in Cape Town.
3. Survey of the relevant data and framework conditions in Cape Town: social, spatial, demographic, ecological, economical, traffic engineering, political and educational.
4. Details of the food security measures which are already carried out in Cape Town
5. Identify and assess the social organizations which are already committed to food security in Cape Town.
6. Assessment of the political commitment of local government in Cape town and the support by the parties
7. Identification of possible partner organizations as well as regionally available experts and institutions for the later programme implementation.
8. Outline of the programme application
 - a. Objectives as well as indicators of the project and measures
 - b. Details of the intended effects of the project with respect to the envisaged target groups, the Millennium Development goals and the programme for action 2015 of the Federal Government with verifiable indicators
 - c. Incorporation of the project approach into the German contribution to the main focal area
 - d. Presentation of the facilitators and target groups of the project and further education measures (further education needs, willingness/interest to cooperate)
 - e. Description of suitable further education measures for these facilitators (content, duration, means of implementation and location)
 - f. Presentation of the suitable training and study methods
 - g. Short presentation of the political implementing agency and program-/ project partner including possible partner contributions
 - h. Presentation of possible co-operations with strategic partners as well as PPP partners
 - i. Presentation of possible project risks and suitable measures to minimize these
 - j. Estimate of the budget needs
9. Time frame for the implementation of the project.
10. Estimate of the introduction and implementation costs for Cape Town Government and development partners

Beyond this there should be preparation and facilitation of a sharing and planning session in Cape Town to present and discuss the Bello Horizonte concept and to give information on the feasibility study to the identified stakeholders.

Draft terms of references for the consultants

CONSULTANT 1 (LEAD CONSULTANT)

a) Tasks

- Elaboration of report structure
- Elaboration of feasibility study and ensuring timeliness of report (maximum 30 pages, English and German version)
- Coordination of all consultants involved in the expertise
- Interviews with identified stakeholders
- Preparation, facilitation of the sharing and planning session
- Supervision of intern (content-wise)

b) Requirements

- Experiences in urban agriculture
- Knowledge and experiences with the GIZ capacity development instruments
- Knowledgeable about the institutional set-up of the Western Cape Province
- Fluent in German and English language

CONSULTANT 2

a) Tasks

- Preliminary study on supporting as well as impeding factors with the introduction, implementation and support of the Belo Horizonte food security programme in regard to the ruling social, economic and infrastructure framework conditions.
- Presentation of the Belo Horizonte approach during the sharing and planning session specifically:
 - o Main features
 - o What to adapt
 - o Conditions of success
- Interviews with identified stakeholders
- Verification of suggested measures with regard to their feasibility based on the experiences made in Belo Horizonte
- Contribution to the final report in collaboration with other consultants
 - o support in development of the report structure
 - o assessment and analysis of data, stakeholder analysis, interviews
 - o feedback specifically regarding the feasibility and prerequisites / conditions of success of suggested measures in view of the Belo Horizonte experiences

b) Requirements

- Experiences with the Belo Horizonte approach, measures; (if possible involved in the development and implementation of the system for some time)
- Experiences in developing food security related curricula

LOCAL RESOURCE PERSON

a) Tasks

- Local resource person for urban food security issues and network in Capetown
- Advise intern and consultants on situation and stakeholders in regard to urban food security issues in Capetown
- Guide intern in his activities on the ground

- Discusses and comments findings with team

b) Requirements

- Ongoing on-site research activities in the topic of the study
- Well established network links in Capetown and above
- Knowledge of the Bello Horizonte case

INTERN

a) Tasks

- Briefing with German consultant and GIZ, WFC
- Literature research / compilation of material regarding the Belo Horizonte approach and summary of key points
- Inventory of available data and sources of information characterizing the food and nutrition situation of the community members of Cape Town
- Research on an overview of administrative set-up of Cape Town, different functions of the various bodies and their responsibilities and relationship concerning food security, capacity building, urban gardening, city planning
- Identification and elaboration of a list of ongoing food (and nutrition security) related programs/initiatives in the community of Cape Town; collection of information material and persons related to these projects / initiatives
- Identification of legal frame conditions influencing food security, the introduction of the Right to Food and related groups within the community
- Assessment of stakeholders / networks in the food and nutrition security field in the community of Cape Town
- Identification of interview partners for the interviews with the two other consultants
- Organizational set-up for team of consultants
- Participation and documentation of interviews with identified stakeholders
- Support of the sharing and planning session
 - o Support in the physical preparation of room, material
 - o Ensuring documentation of discussion results (photos, collection of ppt, taking notes of contributions, discussion points)
 - o Drafting short report
- Support of proposal writing
 - o Compilation of suggested measures
 - o Checking the German translation of the report
 - o Compiling the annexes

b) Requirements

- Knowledgeable in and experienced with the SA community structure
- Working independently



6.2 Working schedule

DATE	TIME	ACTIVITIES	PERSONS INVOLVED
17/4/11-22/5/11		Contact with UCT, literature research, stakeholder analysis	Andreas
23/5/11		Arrival of consultants	Cecilia, Maria
24/5/11	a.m.	Introduction, review of task, planning next steps	Andreas, Cecilia, Maria
	p.m.	Meeting at UCT: preparation of sharing meeting, next steps,	Andreas, Cecilia, Maria, Jane
25/5/11	10.00-14.00	Meeting with stakeholders: Introduction to the Belo Horizonte Approach Identification of additional stakeholders Town appraisal	See list
26/5/11	9:30-10.00	Meeting with Susan Parnell for more people to meet	Andreas, Cecilia, Maria, Susan Parnell
	10:00-13.00	Planning of stay Start of reporting	
27/5/11	11.00-15:00	Visit /drive through the township of Khayelitsha Exploration of the supermarket Kayelitsha	Andreas, Cecilia, Maria
	15:00-17.00	Visit of the Philippi farming area, interviews with emerging farmer, organic farmer	Andreas, Cecilia, Maria Naseer Sondag Sky
28/5/11	a.m./p.m.	Discussion of findings within team, report writing	Cecilia, Maria
29/5/11		Discussion of findings, report writing; Preparation of meetings with people from Stellenbosch (Monday) and the City (Tuesday)	Cecilia, Maria
30/5/11	13.00-15.00	Meeting at Tygerburg Hospital	Andreas, Cecilia, Maria, Milla McLachlan and Julia Harper
31/5/11	10.00-12.30	Meeting with city government representatives: presentation and discussion of the Belo Horizonte approach, first consequences for the city of Cape Town possible way forward	See list of participants
01/6/11	12.00-13.30	Interview with representative of the Abalimi association	Andreas, Cecilia, Maria Rob Smith
02/6/11	9.30 – 11.00	Meeting at Black Sash	Andreas, Cecilia, Maria Ratula Beukman
	14.00-15.30	Khayelitsha visiting Rosie Maghale's places and having a short interview with her	Andreas, Cecilia, Maria, Rosie Maghale
03/6/11	10.30-12.00	Meeting with the managing director of "The Big Issue"	Andreas, Cecilia, Maria, Trudy Vlok
	14.30-15.15	Meeting with the director of the Institute for Poverty, Land and Agrarian Studies (PLAAS)	Andreas, Cecilia, Maria, Andries du Toit, CWU
04/6/11		Return to Canada	Cecilia Rocha
		Editing of report	Maria
05/6/11		Editing of report, preparation of stay of GIZ and WFC responsible	Maria, Andreas
06/6/11		Report writing, literature and project research	Maria
		Arrival of Thilo, Ansgar, Jürgen	
07/07/11	a.m.	Participation in the FoodLab	Thilo, Ansgar, Jürgen, Maria, Andreas
	p.m.	Discussion of findings, first recommendations	
08/6/11	10.00-11.30	Meeting with City Administration	Jürgen, Thilo, Ansgar, Maria, Andreas + City Admin (see list)
	p.m.	Winding up, discussion of next steps	Jürgen, Thilo, Ansgar, Maria, Andreas
	21.00	Departure Maria (Germany)	
09/6/11	6.00	Departure Thilo, Ansgar (Johannesburg)	
	a.m	Meeting with responsible of Urban Agriculture of the City Administration	Andreas, Jürgen, Stanley Visser

DATE	TIME	ACTIVITIES	PERSONS INVOLVED
	17.00	Departure Jürgen	
		Report writing	
17/6/11		"Sachstandbericht"	
20/6/11		"Executive Summary"	
		Handing over of final mission report	

6.3 Stakeholder and sharing meetings

5.3.1 Presentation of the Belo Horizonte Approach (C. Rocha)

<p>Healthy Food for All Lessons from Belo Horizonte, Brazil</p> <p>Cecilia Rocha, PhD Centre for Studies in Food Security and School of Nutrition Ryerson University, Toronto, Canada May 25, 2011</p> <p><i>Sharing Meeting</i> African Center for Cities, University of Cape Town</p>	<p>Outline</p> <ul style="list-style-type: none"> • Belo Horizonte • The beginning • Main Programs • Partnerships • Challenges • Values, Trust, Legitimacy • Questions
<p>Brazil</p> 	<p>Basic Stats</p> <ul style="list-style-type: none"> • Belo Horizonte: <ul style="list-style-type: none"> • Capital of the state of Minas Gerais • Population: 2.5 million (over 5 million in the greater metropolitan area) • 59.2% drop in Infant Mortality Rate: 35.3 in 1993; 14.4 in 2005 • High HDI (over 0.8) in 2007 • High inequality: Gini index = 0.61 (2005)
<p>Belo Horizonte</p> 	<p>The Beginning</p> <ul style="list-style-type: none"> • 1993: New coalition government led by the Workers Party (PT) – Mayor Patrus Ananias • Creation of the Municipal Secretariat for Food Policy and Supply (SMAAB) <ul style="list-style-type: none"> • Centralize/coordinate food programs

Lines of Work

1. Subsidized Food Sales (Popular Restaurants; Popular Food Basket)
2. Food and Nutrition Assistance (School Meals; Preventing and Fighting Malnutrition; Food Bank)
3. Supply and Regulation of Markets (Abastecer; Worker's Convoy; Straight from the Country; Basic Basket Research; Farmers Markets)
4. Support to Urban Agriculture
5. Education for Food Consumption
6. Job and Income Generation

Popular Restaurants

- 4 Popular Restaurants (1994, 2004, 2008, 2010)
- Prices (in 2010):
 - Lunch: R\$2.00 (US\$1.20)
 - Breakfast: R\$0.50 (US\$0.30)
 - Soup: R\$1.00 (US\$0.60)
- Serve over 20,000 meals per day
- Patrons range from families to students to homeless people to retired bank clerks

Popular Restaurants



Typical Lunch Meal



School Meals Program

- Served 40 million meals to 155 thousand students in 218 public schools (2007).
- Federal funding per child/day = R\$0.22 (for food)
- Municipal government covers all other costs (infrastructure and personnel)

School Meals Program



Food Bank

- Founded in 2004
- Partnership with Municipal Secretariat for Urban Sanitation
- Selects, cleans and vacuum freezes perishable foods for distribution
- Can only distribute to charitable organizations and social service agencies (not individuals) for preparation of communal meals

Food Bank



Abastecer/Worker's Convoy

- Commercial outlets licensed with the city
- 20-25 items have the price (one price/kg for all items) set by the city (20-50% below market)
- SMAAB also monitors quality/safety
- Worker's Convoy are mobile (trucks or vans) required to serve low-income areas on weekends

Abastecer



Straight from the Country and The Country Store

- Main goal: help rural families to establish themselves in the countryside, halting rural-urban migration
- 2008: 34 producers from 8 surrounding rural municipalities

Straight from the Country



Partnership with Federal Government/ Cost effectiveness

- Zero Hunger (*Fome Zero*) strategy
- Family Grant (*Bolsa Familia*) Program
- School Meals
- Food Procurement Program

Overall cost to municipality:
less than 2% of municipal budget

Challenges

- Extreme inequality
- Overweight and obesity
- Partnerships: Food policies and programs still viewed as complementary and "expendable"

Values, Trust, Legitimacy

- Right to Food as basis for policy
- Food insecurity as market failures
- Food security as public good
- Alternative food system created and maintained by government action
- System free of corruption, and offering high quality products and good service
- Social justice as central motivation

- *"Our secret is the ethics in our work, respect for the people we serve, a philosophy of work dedicated to the neediest population of the city, those who never had access or rights to anything... We wanted to show something new, something which would be ahead of its time from a social and democratic perspective. And this was something innovative, not only for the city, but for all of Brazil. We wanted to show the country that it was possible to do something of this nature, a good public enterprise". (Carlos Henrique, Manager of the Popular Restaurant Program)*

5.3.2 Participants' list May 25th 2011

Names	Organisation/Dep.
Stanley Visser	City of CT, Dep. Economic Development, Urban Agriculture Unit
Katharine Miszewski	City of CT, Dep. Economic Development
Gareth Haysom	UCT
Milla McLahlan	Southern African FoodLab
Mike Bird	SEED
Mercy Brown-Luthango	
Louise Vaughan	Soil For Life
Nazeer Ahmed Sondag	Philippi Association
Ali Marquard	
Alan Gilberston	Food Bank
Niyemat Williams	City of CT, Dep. of Health
Christopher Josef Quintos	Energy Innovation
Cecilia Rocha	Ryerson University
Maria Gerster-Bentaya	Universität Hohenheim
Andreas Barth	GIZ intern
Jane Battersby-Lennard	UCT

5.3.3 Participants' list May 31st 2011

Names	
Stanley Visser	CoCT, Dep. Economic Development
Katharine Miszewski	CoCT, Dep. Economic Development, Urban Agriculture Unit
Armien Petersen	CoCT, Dep. of Health
Kier Hennessy	Department of Trade & Industry, Consumer protection Act
Martin van der Merwe	Director Integrated Development Plan (IDP)
Ernest Sass	
Cecilia Rocha	Ryerson University
Maria Gerster-Bentaya	Universität Hohenheim
Andreas Barth	GIZ intern
Jane Battersby-Lennard	UTC
Kate Cavett	Intern; Roof Tops Canada
Chris O'Connor	CoCT, Economic and Human Development Department

5.3.4 Participants' list June 9th 2011

Names	
Dr. Helene Visser	Health Department, Specialised Health
Stanley Visser	Economic and Human Development Department. Urban Agriculture Unit
Martin van der Merwe	Director Integrated Development Plan (IDP)
Carmen Beukers	Health Department, Specialised Health, Responsible for Nutrition
Armien Petersen	Health Department, Specialised Health
Ernest Sass	
Ansgar Kiene	World Future Council, Johannesburg
Thilo Thormeyer	GIZ, Johannesburg
Jürgen Richter	GIZ, Feldafing / Germany
Andreas Barth	GIZ
Maria Gerster-Bentaya	Universität Hohenheim

6.4 Invitation FoodLab

Join us for the SAFL meeting, 6 and 7 June 2011 in Cape Town!

8:07 pm in **From the director** by **co-chairs**

The Southern Africa FoodLab is convening a two-day meeting on June 6 and 7, 2011 at the Breakwater Campus of UCT in Cape Town. The gathering will provide an opportunity for Innovation teams to consolidate and review their activities since September last year, and to plan next steps. We will also confirm the governance arrangement and the work programme for 2011 to 2013 during the meeting. For new participants there will be an introduction to the Lab process, including a Learning Journey to formal and informal food retailers in the Cape Town area on the afternoon of 6 June.

An exciting addition to the proceedings is the first of a series of open breakfast forums on topical food security issues in South and Southern Africa. The **Breakfast Forum on 7 June** will focus on retailers' sourcing practices and how these can impact food security.

Please see the draft agenda below, and be sure to register here [SAFLJuneMeetingRegistration](#)

To apply for a bursary, please contact Tamlyn at Tamlyn.mawa@gsb.uct.ac.za

DRAFT AGENDA:

Objectives

- To consider different stakeholder perspectives on a key food security issue in South and Southern Africa during an open forum;
- To review innovation teams progress since September 2011, plan further activities, taking into account new learning from the forum;
- To introduce new participants to the Food Lab process; and
- To confirm SAFL governance arrangements and reach agreement on key aims and objectives for the period 2011 – 2013.

June 6	Creating the field
10:30	Steering Group meeting
12:30	Participants arrive, check in, and LUNCH together
13:30	Existing innovation teams: Review progress, continue working together; First-time participants: Introduction to the Lab, including Learning Journey
18:30	DINNER: Debriefing LJs and reconnecting as participants in the SAFL
June 7	Open Forum and Working Meeting
7:30 for 8:00	Open Breakfast Forum: Retailers' Sourcing Practices and Food Security . Facilitator: Christina Golino Speakers: Roelf Pienaar , Supply Chain Commercial Manager-Pick 'n Pay and Andries Du Toit , Director-PLAAS, University of the Western Cape
10:00	BREAK
10.30	Working meeting continues: Check in; New participants join existing teams or suggest and form new team(s)
11.30	Innovation teams review and plan their next steps.
12:30	Plenary discussion on work of innovation teams
13.15	LUNCH
14.30	SAFL way forward – Governance decisions
16.00	Check out

6.5 The Governance Structure of Cape Town

City council¹⁴

The City Council is the legislative body responsible for governing Cape Town. It makes and implements by-laws (local laws specially created for Cape Town) the Integrated Development Plan, tariffs for rates/services, the City's Budget and enters into service level agreements. Besides this, the Council also debates local government issues and ratifies or rejects proposals, disposes of capital assets, appoints the Executive Mayor, the Executive Deputy Mayor and the City Manager.

The City Council comprises 221 councillors. Half of the council members are elected on the proportional representation list– according to their political party's strength. The current composition and half are ward councillors.

The composition, description of their mandate as well as the "line of report" – how citizens can address and influence the city's policy is mentioned in the following parts (see The current composition of the council is as follows:

Table 2 and Fig. 7).

The current composition of the council is as follows:

Table 2: Composition of the city council – as of June 2011

Party	Name of Party	Number of Seats
ACDP	African Christian Democratic Party	3
AJ	Al Jama-ah	1
AMP	African Muslim Party	1
ANC	African National Congress	73
CMC	Cape Muslim Party	1
COPE	Congress of the People	3
DA	Democratic Alliance	135
NP	National Party of South Africa	1
PAC	Pan African Congress of Azania (PAC)	1
UDM	United Democratic Movement	1
VF+	Vryheidsfront Plus	1
Total Seats		221

Source: <http://www.capetown.gov.za/en/CouncilOnline/Pages/CouncilSeatsByParty.aspx>.

Decisions taken by the City Council are implemented by the City's executive management team.

By-laws and policies are formulated and monitored by Council's portfolio committees (otherwise known as 'section 79' committees). These meet regularly to discuss issues within their area of concern. One such example is the Homeless Agency Committee, a political oversight body that ensures that both new and old issues dealing with street people (street children, adults and street youth) are addressed and that previous and future programmes undertaken by the City in this regard are properly implemented and stay on track.

Another public interest portfolio committee is the Spatial Planning, Environment & Land Use Management Committee (SPELUM), which oversees building regulations, environmental conservation and heritage issues, amongst others.

The City's other portfolio committees are:

- Finance
- Utility Services
- Community Services
- Social Development

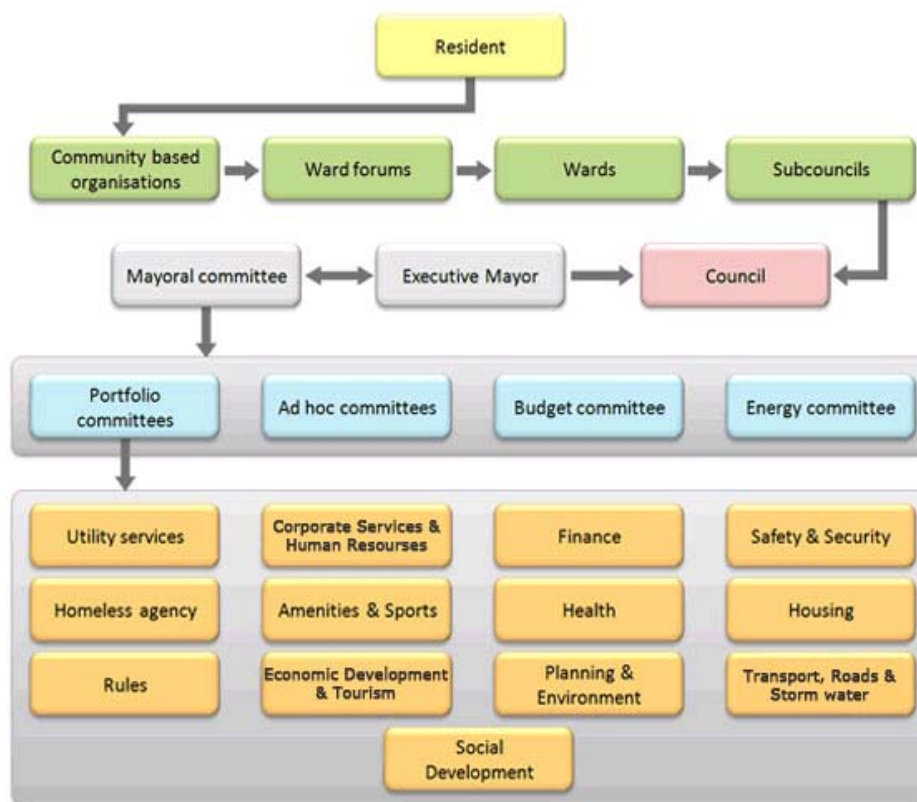
¹⁴ <http://www.capetown.gov.za/en/CouncilOnline/Pages/AboutCouncil.aspx>, accessed June 28, 2011.

- Housing
- Planning and Environment
- Transport, Roads and Major Projects
- Health
- Safety and Security
- Corporate Services and Human Resources
- Economic Development and Tourism

These committees play an oversight role and are not delegated any decision-making powers. Portfolio committees are comprised of councillors, who also represent subcouncils.

Occasionally, Council also appoints ad hoc committees, working groups and task teams to manage a specific project or projects.

Fig. 7: Reporting line



Source: <http://www.capetown.gov.za/en/CouncilOnline/Pages/AboutCouncil.aspx>.

Mayoral committee (Mayco)

The Mayco is an 11-member mayoral committee, which is composed of councillors from the city council.

Subcouncils

There are 23 subcouncils in Cape Town which are specialized decentralized governmental structures that give residents a say in local government. Their functions and powers are delegated directly to them by the City's Council. Their tasks are to watch and monitor the quality of services of health, water, wastewater and sewerage systems, roads and traffic safety services, and housing sites and services. Public participation is a vital aspect of subcouncil work. Residents are consulted via e-mails, newsletters and public meetings. Each subcouncil is responsible for keeping an up to date database

of all stakeholders in its area, including ratepayers and civic associations and works closely with community organisations.

Subcouncils can make recommendations on any matter affecting the area they represent to Council (including Mayco - mayoral committee). They can also advise Council as to the duties and powers they require. Subcouncils can determine their own procedures, subject to any directions of Council.

Cape Town's subcouncils are governed by the City's Cape Town Subcouncil By-law, 2003 and subsequent amendments thereto. Council has delegated powers and functions to subcouncils.

Wards

In order to deliver services to all residents in the metropole, the City has divided Cape Town into geographic areas called wards. These are managed by ward councilors, who are chair ward forums and interact with the City as a way of bringing their respective community's concerns to Council's attention. There are 105 wards in Cape Town.

Ward forums

A ward forum is a group of community members elected by residents to monitor the City's service delivery and bring their needs and priorities to the ward councilor's attention. They also represent interest groups from the community. In addition to the ward councilor (who is the chairperson) a ward forum has up to 20 members (in the absence of the ward councilor, the members will elect a chairperson from amongst its members to chair the meeting). Ward forum members must convey their community's needs to Council through the councilor, and report back to residents on the outcomes of discussions. The councilor takes any issues that the forum has raised to the subcouncil for consideration.

There are 105 ward forums in Cape Town - one for each ward. The forums give residents the opportunity to have a say in how Cape Town is run. They also give the City an indication of the views, needs and issues that residents feel are important in making the city work for them. The City uses ward forums to listen to residents when planning its work, and when trying to improve service delivery. Meetings are held at least four times a year and are advertised in libraries and by subcouncils.

Ward forums do not have a mandate to govern the ward. They serve in an advisory and guidance capacity only. Any resident in the ward, as well as members of interest groups, can be a member of a ward forum. Ward forum members must represent a diverse range of interests, in order to encourage debate and understanding of the needs and interests of other interest groups.

THE POLITICAL SITUATION

The City of Cape Town is one of eight metropolitan municipalities in South Africa. In 2007, the Western Cape Province counted 5.3 Mio inhabitants, an increase of 16.7% to 1996 (RoSA 2007).

Unlike in other cities, the ANC is not the dominating party. In the 18 May 2011 election, the DA won 61.09% of the 2.2 million votes cast, while the ANC won 33.03% and COPE and the ACDP won 1.36%. This means that the DA gets 78 ward seats and 57 Proportional Representation list seats, while the ANC gets 33 and 40 seats respectively. The ACDP and Cope obtained three seats each, whilst the following parties obtained one seat each: PAC, CMC, FF+, AMP, Al-Jama-al, UDM and NPSA.

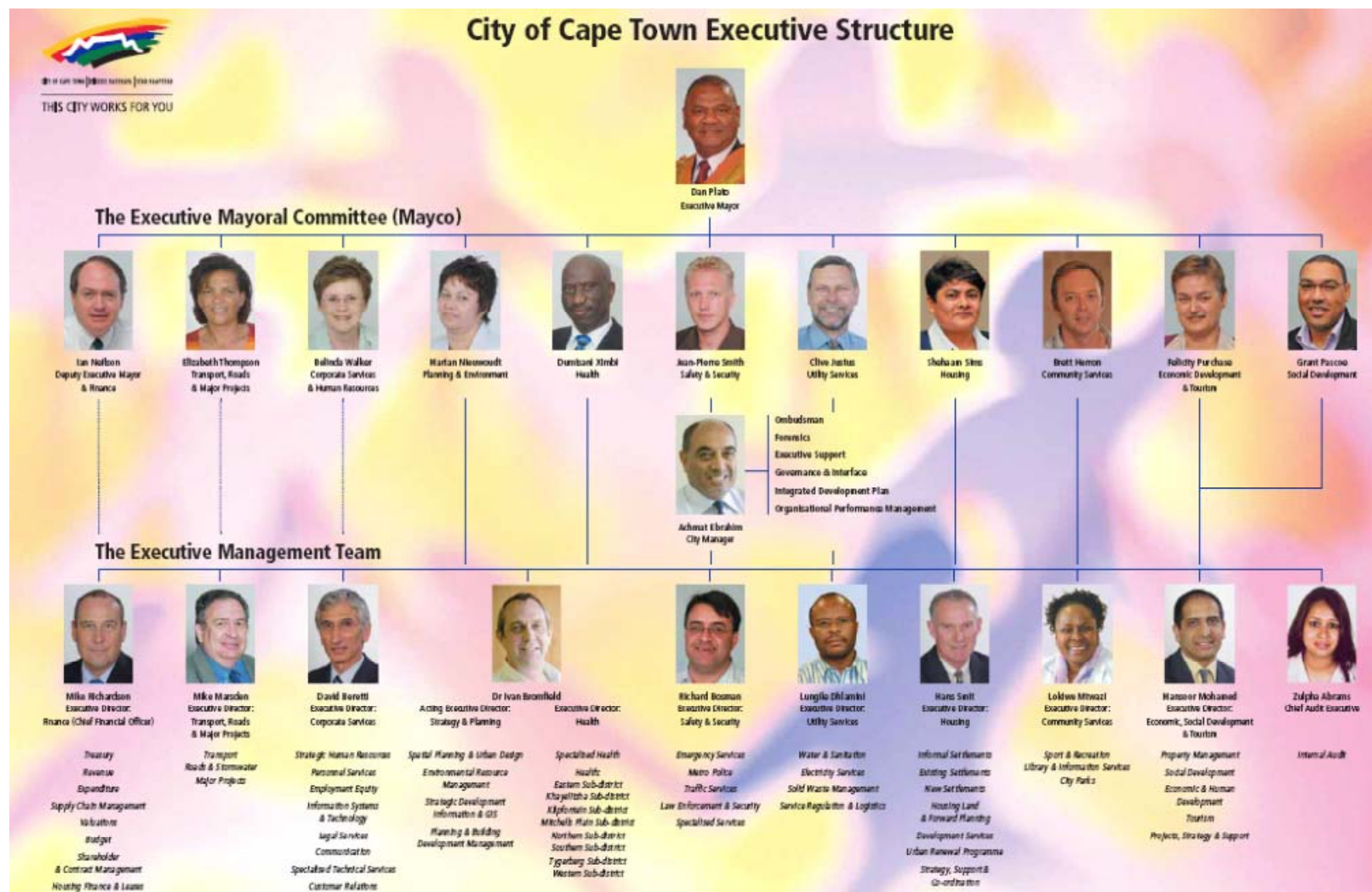
Patricia de Lille was elected the 33rd mayor of the City of Cape Town, and was inaugurated on 1st of June 2011.

CAPE TOWN – THE CITY'S ADMINISTRATIVE STRUCTURE

The city administration of Cape Town employs more than 25 000 staff (CoT 2011, 9). The eleven members of the Executive Mayoral Committee (MAYCO) are responsible for the respective departments, headed by the Executive Management Team and coordinated by the City Manager.

The executive structure shows the different departments. Discussion revealed the interest to locate the lead for developing a food security system in the department of economic and social development.

Fig. 8: The City of Cape Town Executive Structure as of March 2011



6.6 Detailed description of selected ongoing initiatives related to food security

1- URBAN AGRICULTURE

1A- URBAN FARMING PHILIPPI

The Philippi Horticulture 472 ha large area is one of the most debated places in Cape Town. It is currently zoned as agriculture area, however the city plans to build a “mini city” that later should accommodate mixed-income residential units up about 180ha, with 45ha being set aside for community facilities. The rest of the land would be used for industrial and commercial developments (Powell 2009).

Nazeer Sondag:

1 ha and business man; active in an association grouping 14 emerging farmers; 2 of them benefitted from the land programme and received 20 ha each; struggle a lot to meet the requirements and are in danger to be obliged to give back their land)

Most important problem for him: marketing his products.

Core group of the association (4 persons), have meetings once a week to talk about their problems and other issues of food sovereignty. He has a lot of business ideas (converting into organic farming; collecting organic waste from the town and making compost in a partnership with the city, etc.)

Mr. Sky: organic farmer, 3 ha, 11 employees;

Sells his products to Pick 'n Pay – where they have a special space for organic produces. For him: market seems to be ok. There are 3 more other organic farmers in the region according to him.

1B- ABALIMI BEZEKHAYA

The Abalimi Bezekhaya urban agriculture (UA) and environmental action (EA) association is operating in the socio-economically neglected townships of Khayelitsha, Nyanga and surrounding areas on the Cape Flats near Cape Town, South Africa.

The association runs training courses that use participatory methodologies and have a very practical 'hands on' approach. As most trainees cannot afford to pay the full cost, bursaries are provided according to need. Following the course, trainees receive a certificate, which increasingly paves the way to job opportunities, for example as caretakers at schools.

Target Area is the Cape Flats - including Khayelitsha, Nyanga, Phillipi-Browns Farm, Crossroads and Gugulethu. The Cape Flats are ecologically sensitive dune sand areas which contain some of the most threatened floral species within the unique Cape Floral Kingdom, a World Heritage Biome. In all their activities and projects, the association strives to conserve what is left and to renew what has been destroyed.

Some of the courses offered are: http://www.abalimi.org.za/result_03.htm

- Organic vegetable gardening courses (these promote the deep trench system, a below-ground composing technique, enabling the soil to hold water and the gardener to plant crops immediately above).
- Horticulture
- Courses for caretakers
- ILUD (integrated land use design) workshops

Participate also in the “**Harvest of Hope**”: the South African Institute of Entrepreneurship (SAIE, The Business Place Philippi, and supported by the Ackerman Pick n' Pay Foundation, created a new social

business that should support the sustainability of the community gardens in the Cape Flats area into the future. Harvest of Hope was launched at the beginning of 2008. The aim was to sell vegetables in a very direct, friendly and personal way so that farmers would benefit from a secure and fair income while customers would benefit from reasonably priced and locally produced (low carbon footprint!) organic vegetables. Customers would also have the knowledge that their money is giving people jobs and conserving the environment through local organic farming among the poor. Therefore the best market place is at schools, where parents come to fetch their children after the classes and are anxious for fresh and organic vegetables for their families.

1C- COMMUNITY GARDEN

False Bay Hospital Community Garden

2 acre piece of land growing organic food for the hospital kitchen, by members of the surrounding communities.

Community Allotment Garden Association, Cape Town

Supported by RUAF <http://www.ruaf.org/node/1180>, (article was written by Rob Small)

1D- FARMER SUPPORT AND DEVELOPMENT / Food Security Programme under the Provincial Department of Agriculture <http://www.elsenburg.com/fsd/foodsecurity.html>

The Department of Agriculture runs the Comprehensive Agricultural Support Programme (CASP) for Land Agrarian Reform and Food Security initiatives that gives grants and credits to entitled persons.

(staff list: <http://www.elsenburg.com/about/management.html>).

2- FOOD BANK

The Foodbank of Cape Town is a non-profit, charitable organization that distributes donated food to a wide variety of NGOs. The largest sources of food are for-profit growers, manufacturers, distributors and retailers who in the normal course of business have excess food that they cannot sell. After sorting and vacuum freezing, it distributes the food to NGOs that distribute the food either to needy people or that are linked to school feeding.

In Cape Town, 224 agencies are addressing 41.326 beneficiaries, 62 % to adult-serving agencies, such as (

Programs

Lunch Buddy pilot program: 1440 children on a daily basis;

“Adopted from the former Feedback Bread Buddies program, it follows a simple principle of redistribution: we are challenging students who attend a relatively affluent school to each make one extra sandwich and bring it to school. FoodBank Cape Town’s truck then collects all of them in the morning and distributes them to a beneficiary school having learners in need. In order to provide a nutritional meal, usually a piece of fruit from the warehouse is added to the lunch packet for each child.

With currently 36 donating schools, three disadvantaged schools are receiving Lunch Buddy packs, and four more fruit packs. On a monthly basis, 24 000 meals are delivered, equating to 240,000 in the annual school calendar year over 10 months. Those large numbers would not be possible without the effort of the children, families and schools vigorously participating and supporting this program, and the support of the sponsors.” <http://www.foodbank.org.za/cpt/400-lunch-buddies-starts-again-in-cape-schools>, accessed 28/5/2011.

The Premier of the Western Cape, Helen Zille was so far the most prominent supporter.

3- SCHOOL FEEDING

The National School Nutrition Programme (NSNP) is a key priority for the Provincial Government of the Western Cape. The provincial government has allocated additional funds to the Western Cape Education Department (WCED) to expand the school feeding scheme to reach more learners in poor communities in the province. The WCED planned to feed 332 287 learners in January 2009 - an increase of 129.6% since 2004/05, when the department fed 145 596 children (WDED 2009¹⁵).

In 2011/2012 the school nutrition programme will receive an allocation of R227 433 million, targeting over 350 000 learners every day. This allocation is R54 million rand more than in the previous financial year. WDED says to place special emphasis on using this money to provide more nutritious and hot meals to young, exceptionally poor and vulnerable learners (Grant 2011¹⁶).

Special data for Cape Town are not available. The most active entity in school feeding was found to be the Peninsula School Feeding Association – in addition to uncountable other smaller initiatives in the different areas of Cape Town, that are mainly associated with school garden projects or community garden projects, also implemented in pre-schools that have rather a child development focus.

Peninsula School Feeding Association (PSFA)

The Peninsula School Feeding Association (PSFA), a registered Non-Profit Organization, was established in 1958 when the government at the time discontinued the national school feeding programme. The Rotary Club of Paarden Eiland (now Table Bay), aware of the need for school feeding, called a public meeting, at which PSFA was formed.

PSFA is governed by a Voluntary Management Committee that oversees the strategic and policy framework of the organization, while the day to day operations are managed by a full time staff compliment.

For more than 50 years, PSFA has been providing meals to hungry children in primary, secondary and special-needs schools across the Western Province, including the distant rural areas.

<http://www.psfa.org.za/about>, accessed on 28/5/2011.

Financial support is given by Abercrombie & Kent Philanthropy, an organization working in awareness creation on environmental issues (“to provide long-term support for existing natural ecosystems to ensure that human populations, flora and fauna continue to survive and coexist successfully”), sponsors one meal daily for children enrolled in this program¹⁷.

Operate on a provincial level; special information on Cape Town is not available (?).

More information including menu, amount of schools served, etc., see internet link (however unclear whether the figures are national figures or provincial ones. <http://www.psfa.org.za/feeding>, accessed 28/5/2011

AVIVA

AVIVA finds volunteers to work in the School Feeding Programme at West Riding, a Primary School near Cape Town, which caters for around 300 children from 5 - 13 years of age. The majority of children come from a variety of African countries including South Africa, Zimbabwe, Malawi, Angola and the Congo. Nearly 100 of these children come to school every day without food as their parents are unable to afford this basic need. <http://www.aviva-sa.com/african-school-children-feeding-scheme.php>, accessed 28/5/2011.

¹⁵ WDED 2009: School feeding scheme sees massive expansion. Media Release, 21 January, 2009

¹⁶ Grant Donald 2011: Education Budget Vote delivered at the Provincial Legislature, Cape Town. Budget Vote of the Western Cape, Minister of Education, Donald m, March, 2011

¹⁷ http://www.akphilanthropy.org/projects/peninsula_school.cfm, accessed 28/5/2011

4- SCHOOL GARDENS

4A- FOOD TENTS

FoodTent solution to school feeding crisis (Submitted by Cape Town Green Map on Mon, 2010-03-08 11:36)

In response to an ever increasing feeding crisis in schools with feeding schemes, which often battle to source and secure supplies of nutritious food, the City's Environmental Resource Management Department's Youth Environmental School (YES) team took on this challenge.

In partnership with the [Heart Social Investments for Life](#), and with financial support from Councilor Frank Martin of Ward 19, Sub Council 22 and funding from Danida's Urban Environmental Management Programme , FoodTents were recently put up at each of the 10 previously disadvantaged schools in the Delft area. School learners, teachers, caretakers, community and church members will work together to make these food gardens sustainable. They will all receive 'Smart Living' and 'Smart Eating' training.

A FoodTent is a makeshift greenhouse made out of shade cloth and in the shape of a tunnel. It houses 330 nursery bags in which vegetables are grown. An adapted hydroponics technique is used and all that the beneficiary needs to do is water twice a day with the nutrients provided. With a FoodTent comes instructions, seedlings, grow medium, nutrients, delivery, training, sponsor banner and maintenance support for one year.

A FoodTent can be erected in 45 minutes. This revolutionary, make-shift greenhouse increases the production of fruit and vegetables significantly. They can be harvested every six weeks, feeding approximately 50 people per month. The produce from a FoodTent can be used to supplement a current feeding scheme or initiate one.

To erect a FoodTent, all that organizations need is sufficient space, access to water, a small amount of manpower and the will to feed hungry tummies. FoodTent installations also make fantastic, fun, inexpensive, easy-to-do community projects and volunteerism packages. FoodTents are proving to be extremely popular as a solution to the lack of food security in South Africa.

According to Cllr Frank Martin: "This partnership to set up these FoodTents in Ward 19 shows that the City of Cape Town is serious about its commitment to community development through these holistic greening programmes and environmental education."

The City's YES programme is an extensive, integrated ongoing youth capacity building, education and awareness programme providing a variety of projects and programmes, activities and resources to all schools in Cape Town.

The schools in the area that will benefit from this unique opportunity are Silversands Primary, Verge-noeg Primary, Rainbow Primary, Wesbank Primary, Rosendal Primary, Delft Primary, Rosendal High, Hoofweg Primary, Wesbank High and Voorbrug High Schools. This initiative also creates an opportunity for these schools to go green.

4B- SEED (<http://www.seed.org.za/>)

School's Environmental Education and Development (SEED) is a non-profit and public benefits organization operating from Mitchell's Plain in the Cape Flats. Since more than 9 years, it develops curricula across

SEED's methodology is based on a design system for sustainable living and land use called Permaculture¹⁸ that teaches a new breed of environmental ethics, with care of people, care of the earth, and

¹⁸ Permaculture, a sustainable land use design, is based on ecological and biological principles, often using patterns that occur in nature to maximize effect and minimize work. Permaculture aims to create stable, productive systems that provide for human needs, harmoniously integrating the land with its inhabitants. The ecologi-

sharing of surplus at its core. Funders of SEEDS (<http://www.seed.org.za/funders.php>) among others are The DJ Murray Trust (<http://www.dgmt.co.za/>) an foundation that works in Early Childhood Development,

5- COMMUNITY PROJECTS

PSFA community projects (http://www.psfa.org.za/projects_community, accessed 28/5/2011)

PSFA encourages community participation in school development, and the transfer of skills. To this end, PSFA continuously identifies schools at which possible income-generating community development projects can be established. PSFA assists schools in identifying parents who are unemployed and train them to become self-reliant by earning an income to improve household food security.

The following projects have been implemented successfully:

- 4 large-scale organic community garden projects;
- 5 community kitchens, where operators sell low-cost, nutritious meals to learners and the community;
- local community bakeries, where possible.

The PSFA's vision is based on the overriding principal that "You can't teach a hungry child" and they endeavor to empower and strengthen local communities in their quest for sustainable growth and development, that will help realize food security in these communities.

5A- (ORGANIC) COMMUNITY GARDEN PROJECTS

The exact number of initiatives that work in the field of community gardens is unknown. They are supported by different NGO, and civil society,

The **Abalimi Bezekhaya** Association currently supports more than 3000 micro farmers in home gardening (around 2500) and community gardening (70-100 gardens). The target area is the Cape Flats – including Khayelitsha, Nyanga, Phillipi-Browns Farm, Crossroads and Gugulethu. The community gardens in Khayelitsha are mainly located next to primary schools (Tsikarong at Bulumko School, Agora at Bulumko School, Eden at Macassar, Bambanane at Sivuyeseni primary School, Imizamo Yethu at Chris Hani high School, Vukuzenzele at Matthew Goniwe high School, Sahke at Nomsa primary School, SCAGA (Siyazama Community Garden) at Macassar). Other community gardens are located in Fezeka Gugulethu, Masithandane Gugulethu, Masibambane Phillipi, Bambanane at Sinethemba primary School.

The Cape Flats are ecologically sensitive dune sand areas which contain some of the most threatened floral species within the Cape. At the beginning, the initiative counted more than 10.000 micro farmers, however due to the charging of water and the arrival of the social security package, the number dropped; however, Abalimi's target is to have 10.000 members by the year 2014 again.

Through the programme "Harvest of Hope", the produces of 20-30 micro farmers are collected and sold in boxes (around 300 boxes/customers per week) at 21 collection points in the city of Cape Town. The micro farmers have plots at all kinds of different places, of different sizes. (Ideal size would be 500 m²) Gardeners are not only uneducated women, but also increasingly young men. Support that is given to the micro farmers: training (exchange visits, practical training).

Abalimi's calculation reveals that micro farmers participating in the project earn between 200-300 Rand per month (in addition to what they sell over the fence and to own consumption).

cal processes of plants, animals, their nutrient cycles, climatic factors and weather cycles are all part of the picture. Inhabitants' needs are provided for using proven technologies for food, energy, shelter and infrastructure. Elements in a system are viewed in relationship to other elements, where the outputs of one element become the inputs of another. Within a Permaculture system, work is minimized, "wastes" become resources, productivity and yields increase, and environments are restored. Permaculture principles can be applied to any environment, at any scale from dense urban settlements to individual homes, from farms to entire regions.

Their commercial model is the one of a social enterprise. The idea of the Abalimi is to contribute to the democratization of society and

The **Farm and Garden National Trust** was established to raise funds to spread knowledge, expertise and resources to emerging micro-farmers and gardeners nationally, funds also Abalimi.

The **PSFA (Peninsula School Feeding Association)** has set up four (4) organic community garden projects. These are situated at Acacia Primary in Parkwood Estate, Eastville Primary in Mitchells Plain, Vukukhanye Primary in Gugulethu and Die Duine Primary in Lotus River.

The **Acacia Organic Community Garden Project** was first and was started in 1999. Situated at Acacia Primary School in Parkwood Estate, it was intended to be a 10m x 10m-size garden. The garden is now approximately 3000 square meters in size.

5B- COMMUNITY KITCHENS

PSFA

PSFA has assisted five (5) schools in setting up community kitchens in underprivileged communities with the assistance of WARMTH Project and the Department of Social Development. The kitchens are situated at Kleinberg Primary in Ocean View, Acacia Primary in Parkwood Estate, Zeekoevlei Primary in Lotus River, St. Clement's Primary in Grassy Park and Die Duine Primary in Lotus River.

The kitchens are now managed by WARMTH Project. The kitchens are set up in converted freight containers. Using gas equipment, the kitchen operators cook soup, stews and other healthy food, which is sold at a low cost to the school children and the community. These kitchen operators are able to earn a living and deliver a much-needed social service to their communities.

Rosie's kitchen, Khayelitsha (<http://www.baphumelele.org.za/community-projects/rosies-kitchen/>)

Rosie's Kitchen offers nutritional and affordable lunches to the community. A plate of rice and vegetables, and sometimes meat, is available for only R2. Two local women prepare and serve the food to anywhere between 50 and 80 people each day (2009).

Five picnic tables and an overhead roof which protects from the rain and sun offer a place to sit and enjoy lunch. A garden has been installed so that the Kitchen can grow its own vegetables for the meals it serves. There are currently two vegetable beds, which are faring quite well, with plans to build at least four more.

Since a short time, the kitchen of the Baphumelele Halfway House offers meals specifically for AIDS infected children and AIDS patients in the last stage. However, due to unreliable funding, the quality of meals is quite low. Food items are partly procured by the association itself, partly donated by the FoodBank¹⁹.

WARMTH (<http://www.badlydeveloped.com/warmth/index.htm>²⁰, accessed 6/6/2011)

WARMTH (WAR against Malnutrition, Tuberculosis and Hunger) was founded in 1968 as a non-profit project under the umbrella of Catholic Welfare and Development. WARMTH provides low-cost food to the poorest communities around Cape Town. There are now 42 community-based kitchens around Cape Town and a further 10 kitchens along the West Coast, these in partnership with the Department of Social Services and Poverty Alleviation. It is often said that children are the worst victims of poverty, which is why 15 WARMTH kitchens are based in primary schools, making low-cost nutritious meals available to the most vulnerable.

From these 52 kitchens approximately 15000 low-cost meals a day are sold to those in need.

¹⁹ Ms. Rosie Mashale, personal communication, 2/6/2011.

²⁰ Figures seem to be from 2006 (latest update of the homepage)

Faith-based organizations

Churches

In the frame of their outreach programs, churches (e.g. Good Hope Metropolitan Community Church) have set up also community kitchens.

5C- (COMMUNITY) BAKERY

The Khayelitsha Bakery Company <http://khayelitshacookies.co.za/k2/>, accessed 29/5/2011

Created in 2004 the Khayelitsha Bakery Company currently employs 47 women. Women who have been on the team for a certain amount of time also can have ownership in a trust. The philosophy is that the women not only benefit from being employed and feeding their families, but can be real owners of the company and have a share in future success.

Partnership with CIRO (one of the largest coffee and beverage companies),

Learn to Earn offered this training in Khayelitsha and Hermanus until the end of 2007 and the course was sponsored by Premier Foods under the Snowflake brand. The Bake-for-Profit course was developed by Luiza Rigutto in 1996 in Cape Town where the first training course took place.

Learn to Earn has taken on the Bake-for-Profit programme and will be offering baking training on a national scale in 2009. Roché van Wyk and Ian Visser (CEO of Premier Foods), (pictured) signed the Memorandum of Understanding on 3 September 2008.

Mama Rosie's Bakery (not visited but seen from outside)

On the 7th of February 2011, The South African Whole Grain Bread Project (www.SAWGBP.com) in partnership with Off The Mat Into The World and The Colette Foundation, opened its second bakery project in South Africa at The Baphumelele Children's Home in Khayelitsha in the Province of the Western Cape.

The idea for Rosie's bakery came about when Rosalia Mashale (MD and Founder of Baphumelele) met Dan Leader (CEO of Bread Alone – USA) in Germany a couple of years ago. Dan had met Rosie on a previous occasion and had continued to keep in touch with her, however it was only when they met in Germany again that the conversation turned to opening up a bakery at Baphumelele.

The aim of Rosie's Bakery is to benefit the entire township community as well as the children at Baphumelele by making a nutritious bread product through a community run bakery. It is hoped that a better basic diet will allow for improvement in the children's ability to learn and grow. In addition to this the bakery has provided employment for members of the community.

SAWGBP partnered with MacAdams Baking Systems to design a 40 foot long self contained bakery within a shipping container. The containers are long enough to provide space for storage as well as a window through which to sell bread to the public.

The goals of the bakery are to feed the local community, ensure that any excess bread is given to local feeding programmes and other outreach projects and thirdly teach the bakers to develop a business plan to sell the bread within the local marketplace, hopefully making the bakery a viable and sustainable business. The intention is to make the bakery self sustainable within a year.

6 MARKETS AND (DIRECT) MARKETING

For the team it was interesting to find out, where food items are offered, and in what quality, and whether food items offer differ at different places. The findings are not representative, rather a result of selected, partly randomly chosen site observations, and discussed / verified with people from the UCT and other visitors and persons whom we happened to meet and see during our stay in Cape Town.

6A- SUPERMARKETS

80% of the poorer households buy their food from the supermarket. However, looking at the quality and type of food offered in different locations, differences can be observed:

- Vegetables are less fresh in township supermarkets (visit Khayelitsha on the)
- The type of meat differs: chicken wings, legs, inwards, etc. are more in offer than in a supermarket in the area of Rondebosch (white middle class neighbourhood)
- Prices are lower
- (more other food)

6B- DIRECT MARKETING AT COMMUNITY PLACES

Market within the mosque in Philippi – Nazeer reported that the members of the association he is linked to are now allowed to sell their products near the mosque.

6C- FOOD BOXES (HARVEST OF HOPE)

The Abalimi association has around 200 customers that

6D- MARKET STANDS ALONG THE STREETS

Specifically along the streets in townships or at main crossroads, market stands can be observed, selling mainly fruits and vegetables, partly

6E- MARKET OUTLETS FOR ORGANIC PRODUCTS

There is a small quantity of organically produced vegetables, and people know of about 5 organic producers who sell their products to the big supermarkets where the food is sold at separate places in the supermarket's vegetable area. The micro farmers that work in the community garden (e.g. under the Abalima program) sell their products via the vegetable boxes and over the fence to neighbors or the neighboring schools that have a school kitchen²¹

7 RESEARCH

7A- UCT – AFSUN

Programme in Urban Food Security (PUFS)

7B- PLAAS

The Institute for Poverty, Land and Agrarian Studies (PLAAS) was founded in 1995 as a specialist unit in the School of Government, in the Economic and Management Sciences Faculty, at the University of the Western Cape (UWC), Cape Town. Since then, PLAAS does research on land and agrarian reform, poverty, and natural resource management in South Africa and the southern African region. It undertakes postgraduate teaching, training, and provides advisory, facilitation and evaluation services and is active in the field of national policy development (<http://www.plaas.org.za>).

PLAAS director is an active member in the FoodLab.

8- (BROADER) EDUCATION, NETWORKING AND AWARENESS CREATION

Many of the professors and academic staff we met, but also members of the city government and some NGO representatives are (more or less active) member of networks around food security.

²¹ Personal communication by Rob Smitt, 1/6/2011

8A- SAFL – THE SOUTHERN AFRICAN FOODLAB

The Southern Africa FoodLab brings together diverse role-players with passion and influence in the regional food system (private sector, academia, civil society, NGO, community, etc.) in order to identify and pilot innovative means of enhancing long-term food security. A multi-stakeholder workshop held in Johannesburg in February 2009 was the start, at which there was widespread agreement on the need for better collaboration within and between sectors on food security issues. This workshop led to the establishment of a steering group and the development of a proposal to implement a year-long “Change Lab” process, inspired by methodologies implemented in a range of similar initiatives, including the Sustainable FoodLab. Towards the end of 2009, funding was committed by GTZ, the German development aid agency, and Reos Partners were contracted to facilitate the process.

Currently, the SAFL is co-directed by Milla McLachlan (Stellenbosch) and Ralph Hamann (UCT Business School).

8B- CHEC – CAPE HIGHER EDUCATION CONSORTIUM (<http://www.chec.ac.za/>)

The Cape Higher Education Consortium (CHEC) represents four tertiary education institutions in the Western Cape of South Africa

- Cape Peninsula University of Technology (CPUT)
- Stellenbosch University (SU)
- University of Cape Town (UCT)
- University of the Western Cape (UWC)

and pulls together researchers from different faculties working on food and nutrition security issues - and they have predominantly a rural/agricultural and nutrition focus.

CHEC is a Section 21 company (registration number 2003/003131/08) with a small secretariat and team of project leaders (currently coordinated by Julia Harper). It relies on the staff of the constituent institutions, particularly the institutional planners, to drive agreed projects and for technical assistance and development work, retaining consultants and specialists as needed.

Vision and mission: To establish the Western Cape as a strong higher education region in a restructured national system which, through systemic inter-institutional co-operation and academic programme collaboration, will be ..

- distinctively responsive to regional, national and international developments in the knowledge economy of the 21st century
- Sensitive to historical realities in promoting equity across its institutions
- Cost effective and of high quality.

The vision and mission were developed with the knowledge that the Higher Education sector was about to be restructured. Vice Chancellors of the formerly five institutions signed a public Compact at the end of 2002 in which they committed their institutions to implement this vision and to principles of behavior towards each other. The Compact is displayed prominently in the central administrations of each institution. (CPUT was formed from a merger between Cape Technikon and Peninsula Technikon.)

Currently, CHEC is managed by Julia Harper.

9- OTHERS – WHO ELSE MAKES NOISE AND IS ON THE RADAR

9A- MEDIA: THE BIG ISSUE (<http://www.bigissue.org.za>)

“The big issue” is a non-profit nongovernmental organization (NGO) that publishes a general interest magazine every 21 days. It calls itself a *“socially responsible organization which enables willing, unemployed and marginalized adults living in South Africa to take responsibility for their own lives (...)”* and equips vendors to “move on” from the project and into mainstream society. Big Issue is also a

Public Benefit Organization (PBO) in handling a job-creation programme that has organized a vendor sales operation for unemployed, homeless and socially excluded adults.

This initiative is backed-up by a social development programme that provides vendor support, including vocational, life and business skills training and guidance counseling.

With its social programme and specific vendor model, it contributes to income generation for groups of the society that are usually food insecure.

9B- BLACK SASH <http://www.blacksash.org.za/>

The Black Sash is an independent, non-governmental Human Rights organization working for justice and equality in South Africa for nearly 55 years. The collaborators help people in their struggles for social insurance and social grant, problem with pensions, service delivery, labor issues and debt and credit related problems while providing free advice and paralegal services. The NGO provides education on people's rights for free, and they *"are committed to working for a comprehensive social protection system that ensures a decent quality of life for all who live in South Africa as promised in our Constitution"*. (Black Sash leaflet).

According to a co-worker of the organization, the Black Sash does not work directly in food security (so far, the *"Right to Food was not a topic within their organization"*, however other consultations and support they give is indirectly related to food (in)security, (see above).

9C- VPUU (VIOLENCE PREVENTION THROUGH URBAN UPGRADING) <http://www.vpuu.org>

Functioning communities that are able to take up and bring forward a community's needs is essential when there are overwhelming problems in general and also related to food security.

The Violence Prevention through Urban Upgrading Programme (VPUU) is the largest German DC programme in the Western Cape. It was initiated in 2006. The BMZ supported programme which is implemented via the **KfW** is located in the biggest township Khayelitsha and seeks to develop safe and integrated sustainable communities that overcome the social, cultural, economic and institutional exclusion.

Though the project has no direct food-related objective, the Social Development as one of the instruments of the programme has supported approximately 15 food gardens as part of improving social cohesion. A second aspect of the programmes looks at supply chain development for small local shops (so called SPAZA Shops). As part of the programme a bulk buying cooperative is set up for approximately 1.000 small shops. Thirdly it is envisaged to develop a local fresh produce market in front of a train station to allow urban agricultural products to be sold directly from producer to customer.

6.7 Similarities and differences between Belo Horizonte and Cape Town

MACRO LEVEL

	Brazil	South Africa
Policy environment	Right to Food in the constitution and supported by several legal instruments	Right to Food in the constitution. Broader legal instruments still to be created.
National food security strategy	Zero Hunger strategy implemented; inclusion of programmes and actions from various public sectors	Integrated Food Security Strategy drawn up but with implementation difficulties
Support for food security initiatives	Focus on conditional cash transfers, school meals, and credit support to family agriculture	Focus on social grants
Broad food security related achievements	Reduction of poverty rates; reduction of perceived food insecurity; decline in inequality rates; reduction of undernutrition, attainment of MDG1	Reduction of national poverty rates; reduction of perceived food insecurity; decrease in inequality rates
Broad food security related challenges	Remaining high level of inequality; remaining high levels of perceived food insecurity; considerable internal disparities; rising overweight and obesity	Remaining high level of inequality; remaining critical poverty rates; remaining significant levels of perceived food insecurity; only discrete improvements in malnutrition; considerable internal disparities; significant HIV/AIDS challenges
HDI	0,699	0,597
Population	194 million	50 million
Population Growth Rate	1.2%/year	1.3%/year
Population in urban areas	86%	61%
Average annual growth rate of urban population (2000-2009)	1,8%	2,0%
Life expectancy at birth	Males = 70; Females = 70	Males = 54; Females = 55
Under 5 mortality rate	21/1000 live births (rank 98 out of 193)	62/1000 live births (rank 50 out of 193)
Infant mortality below 1 year	46/1000	48/1000
Maternal mortality rate	58/1000	410/1000
Total expenditure on health	8.4% of GDP	8.2% of GDP
Access to improved drinking water sources	97% of population	91% of population
Access to improved sanitation	80% of population	77% of population
Primary school net enrolment/attendance	94%	87%
Adult literacy rate	90%	89%
Number of small-scale farmers	800,000	40,000

	Brazil	South Africa						
Average size of small-scale farmers	18 hectares	11 hectares						
GNI (USD) per capita	8070	5770						
Population below poverty line of 1.25 USD per day	5%	26%						
Population below national poverty line	21.4%	22%						
Nutrition & Health								
% of under-fives (2003 -2009*) suffering from: stunting (WHO), moderate & severe	7	-						
% of under-fives (2003 -2009*) suffering from: wasting (WHO), moderate & severe	2	-						
% of under-fives (2003 -2009*) suffering from: underweight (WHO), moderate & severe	2	12						
Obesity rate	46.6% ²²	41.1% (m) / 58.9% (f) total ²³						
% of households consuming iodized salt, 2003-2009*	96	62						
Estimated number of people (all ages) living with HIV, 2009 (thousands), low/high estimate	460 / 810	5400 / 5900						
Mother-to-child transmission, Estimated number of women (aged 15+) living with HIV, 2009 (thousands)	-	3300						
Immunization rate ²⁴	99%	TB	DPT	Polio	Measles	HepB	Hib	
		81	69-77	70	62	67	67	

Sources: WHO, World Health Statistics 2011; Souza & Chmielewska (2011)

MUNICIPAL LEVEL

	Belo Horizonte	Cape Town ²⁵
Population	3.1 Mio (2007)	3.4 Mio (2008)
GDP per capita		
Unemployment rate		16,9%

²² <http://www.telegraph.co.uk/news/worldnews/southamerica/brazil/8204625/Brazils-obesity-rate-could-match-US-by-2022.html>, visited 22/6/2011.

²³ South African Demographic and Health Survey, http://www.nature.com/oby/journal/v10/n10/fig_tab/oby2002141t1.html#figure-title

²⁴ TB = Tuberculosis; DPT = diphtheria, pertussis (whooping cough) and tetanus; HepB = Hepatitis B; Hib = *Haemophilus influenzae* type b vaccine (prevents meningitis).

²⁵ CoCT 2009

	Belo Horizonte	Cape Town²⁵
Average income per household		1400 Rand (
HH below poverty line		38% (CoCT 2009)
Average household size		3,8 persons
Households living in informal dwellings		22,4%
Degree of food insecurity		80% (in poorer areas of Cape Town)
HIV prevalence rate		16,2% (2007)
Social aspects		High segregation due to long lasting Apartheid policy (→townships where most of the food insecure people live)