Third Internacional Conference
AGRICULTURE AND FOOD
IN AN URBANIZING SOCIETY
17 - 21 SEPTEMBER 2018 |PORTO ALEGRE | BRAZIL

Assessing Urban Food Policies: integrating methodological approaches

LYA PORTO

Third Internacional Conference
AGRICULTURE AND FOOD
IN AN URBANIZING SOCIETY
17 - 21 SEPTEMBER 2018 |PORTO ALEGRE | BRAZIL

Public Action Analysis: the influence of social and institutional arrangements on service-delivery for Urban Agriculture

LYA PORTO

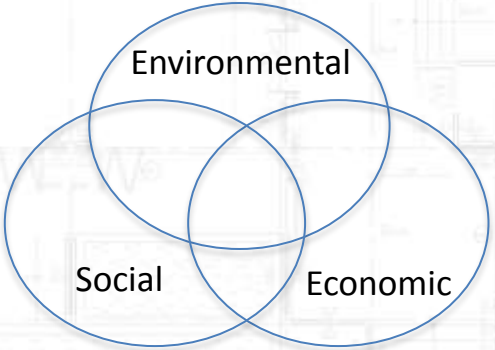
Urban Agriculture has become an important public issue

Considering that,
Universities and international organizations conducted several research action on UA since the 1990's finding its multiple impacts

And considering that,

- 132 cities signed the Milan Urban Food Policy Pact in 2015
- UA and Food Policies are important strategies for the Sustainable Development Goals 2015-2030, the United Nations Urban Agenda and different municipal policies

Urban greening
Microclimate
Biodiversity



Poverty alleviation
Food security
Community building

Income generation
Local economy
Marketing

How cities are organizing themselves to support Urban Agriculture?

Which social and institutional arrangements are they working on?

How can we evaluate its results?

Theoretical baseline: *Cognitive analysis of public action*

<u>An approach to analyze</u>
Multiple organizations action
Inter-subjective construction

<u>Where</u>
- Social construction of reality
- Mobilization of meanings and networks
- Strategies and actions to deal with problems

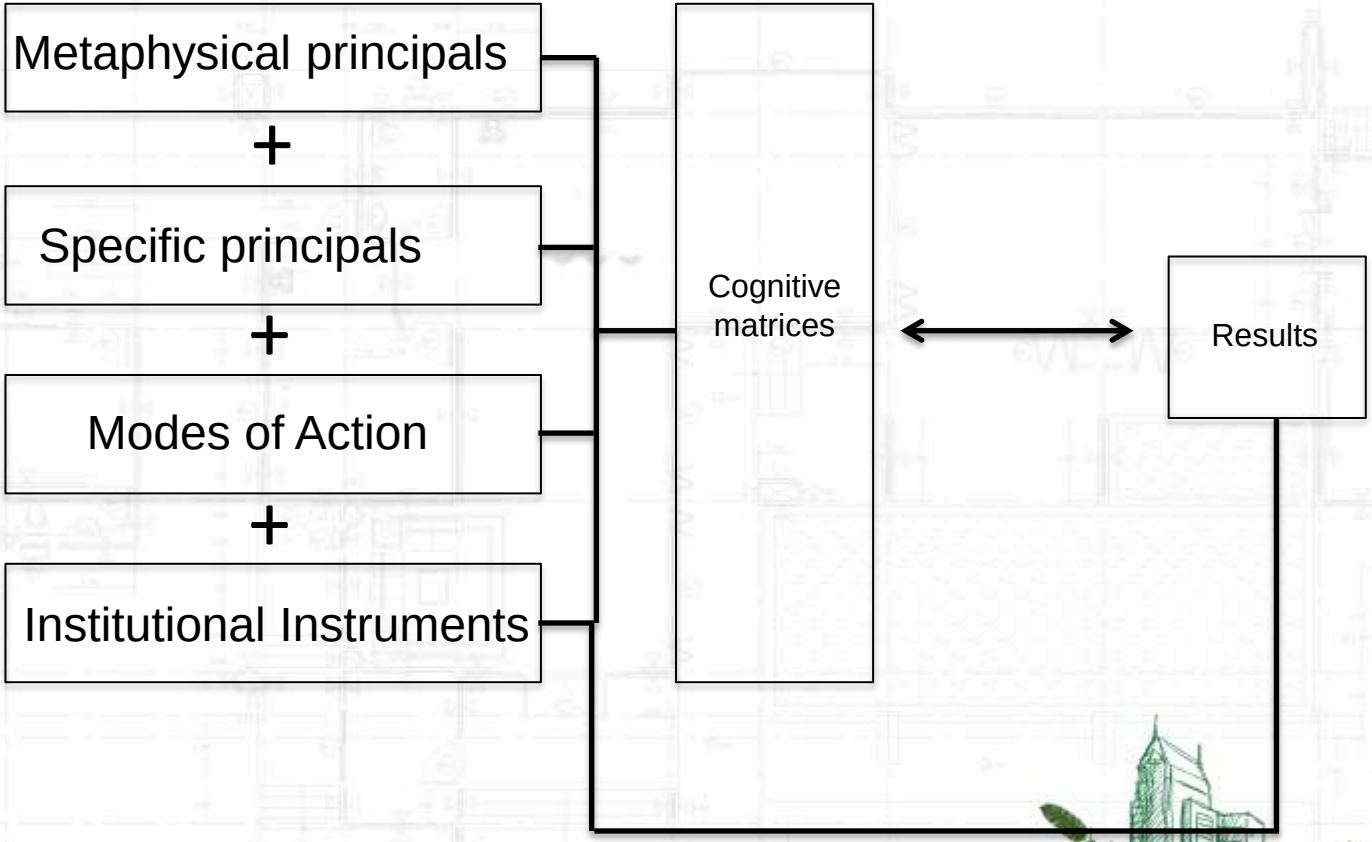
Occurs at the same time by multiple organizations

Theoretical Framework – Cognitive analysis of public action

Articulation between ideas, norms, agents and institutions form cognitive matrices

Pierre Muller – Interrelationship between agents and structures of meaning (public actions are not only strategies of problem solving, but constructions of interpretations of the world)

Yves Surel – Cognitive matrices and paradigms (belief systems and referential systems, which in turn involve the interrelationship between 'worldviews', identity mechanisms, principles of action, methodological prescriptions and practices)


Metaphysical principals
+
Specific principals
+
Modes of Action
+
Institutional Instruments
Cognitive matrices
Results

Analytical Model for Urban Agriculture Public Action

Adaptions and application

Past, Present and Future Perspectives

Metaphysical principals, specific principals modes of action

Historical Assumptions
Local Context
Types of Urban Agriculture
Ideas
Networks
Modes of action

Institutional Instruments

Legal status of UA
State budget of UA
Inclusion of UA in Food Plan
Inclusion of UA in Urban Plan
Inter-sectorial Committee for UA
Participation spaces for UA

Results = Service-delivery

Access to land
Credits and Funding
Education and Technical Assistance
Access to markets
Management of risks
Promotion of ecological technics for farming
Integration of composting and UA

Tipologia da Ação Pública de Agricultura Urbana

Analysis of 21 cities built by 2 dimensions

Evaluation of state structures
Evaluation of service delivery for Urban Agriculture

Why were they considered as different dimensions?

Institutional Aspects

Legal status of Urban Agriculture

Existence of a specific public budget

Inclusion of Urban Agriculture in the Food Security Plan

Inclusion of Urban Agriculture in the Urbanization Plan

Existence of an Inter-Sectoral Committee for UA public policies

Instruments and chanels of participation for UA public policies

Service-delivery - Results

Access to land

Credits and financing

Education and technical assistance

Marketing support

Risk management

Articulation between Composting and Urban Agriculture

Promotion of ecological production techniques

Result of institutional arrangements typologies

Marginal / Emergent / Society-driven / State or mixed-driven

Marginal

- There is little institutional support
- It's an illegal activity
- Precarious services

Analyzed cities: Harare (Zimbábue), Dar es Salaam (Tanzânia), Dakar (Senegal), Acra (Gana), Belém (Brasil)

Emergent

- Recent Institutional Progression
- Delivery of services under construction

Analyzed Cities: São Paulo (Brasil), Nairobi (Quênia), Lima (Perú), Cidade do México (México), Copenhague (Dinamarca)

Society-driven

Services are mainly organized by civil society
Little state support
There is a significant part of service-delivery listed in the typology

Analyzed cities: Nova Iorque (EUA), Montreal (Canadá), Filadélfia (EUA)

State-driven

- Well structured state instruments
- Governmental institutions may play central roles to the development of Urban Agriculture
- They fulfill a significant part of services delivery listed in the typology

Cidades analisadas: Havana (Cuba), Rosario (Argentina), Sete Lagoas (Brasil),

Mixed-driven

- Well structured state instruments
- Governmental institutions may play central roles to invest on Urban Agriculture
- They fulfill a significant part of services delivery listed in the typology and it can be implemented by governmental or Civil Society Organization

Cidades analisadas: Toronto (Canada), Vancouver (Canada)
Quito (Equador)

Cases of Urban Agriculture
Sao Paulo, Rosario and Montreal

Urban Agriculture in Sao Paulo

Crédito: Matheus Cavaliere

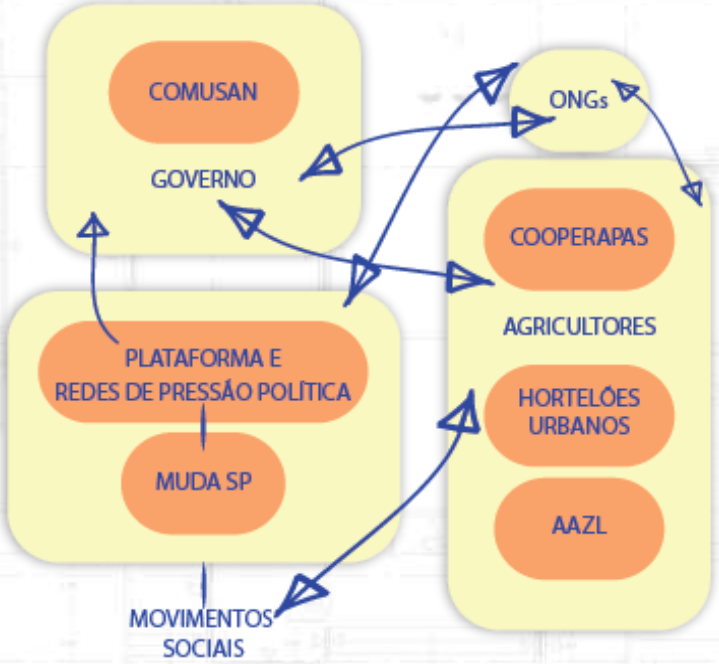
History of Urban Agriculture Public Action in Sao Paulo

Little political legitimation + lack of legal instruments	Achievement of legal instruments with little political and discursive legitimation	Achievement of legal instruments with political and discursive legitimation	Political restructuring at a time of Civil Society strengthening
1st Historical Moment (1970-1980) Emergence of community gardens and support by the State Program of community gardens realized in partnership with the municipalities as a strategy to combat hunger	**2nd Historical Moment (2004-2009)** Establishment of the Urban and Peri-urban Agriculture Program (PROAURP)	**3rd Historical Moment (2009 - 2012)** Establishment of the Good Practices Protocol. Transformation of the values related to UA as a solution for preservation of water sources and preservation areas through organic agriculture	**4th Historical Moment (2012 – present)** Strengthening of civil society around UA Restructuring of Municipal Food and Urban Policies

2012 – Plataforma de Apoio à Agricultura Orgânica
2012 – Rede Hortelões Urbanos
2013 – MUDA-SP
2015 – AAZL
2017 – União das Hortas Comunitárias

2010 – CAE Zona Sul
2011 – CAE Zona Leste
FEMA 8/10 – 2008-2017
2011 – Cooperapas
2009 - AASM

Redes de Agricultura Urbana em São Paulo



Limits and Achievements

Currently, the municipality fulfills almost all the state dimensions due to social pressures and recent institutionalizations of UA

The Municipality presents

Legalization of UA in certain spaces

Inclusion of AU in the Food Plan

Inclusion of UA in the Urban Plan

Establishment of Food Inter-sectoral Committee

Participation channels through Food and Rural Councils

Does not present permanet **public budget** to UA, although there are specific budgets for specific programs

It presents improvements in the offer of services for:

Technical assistance

UA Food Marketing

However, it presents structural failures for:

Access to land

Offer of technical courses for farmers

Management of Risks

Articulation between composting and UA

Limits and Achievements

Services and Actions

Improvement of technical assistance services for farmers, especially by NGOs

Improved support for marketing farmers in the East and South

Discontinuation of funding for Urban Agriculture projects

Lack of public budget for PROAURP

Networks

Strengthening of AAZL and Cooperapas farmer networks

Strengthening of political action networks and social participation (CMDRS / COMUSAN)

Strengthening of community garden networks (Union of Community Gardens)

Invisibility of UA in some regions

Low local articulation in some regions such as North Zone and Urban South Zone

Regions with low local articulation still access less UA projects, policies and services

Urban Agriculture in Rosario (Argentina)

Rosario – Municipal Context

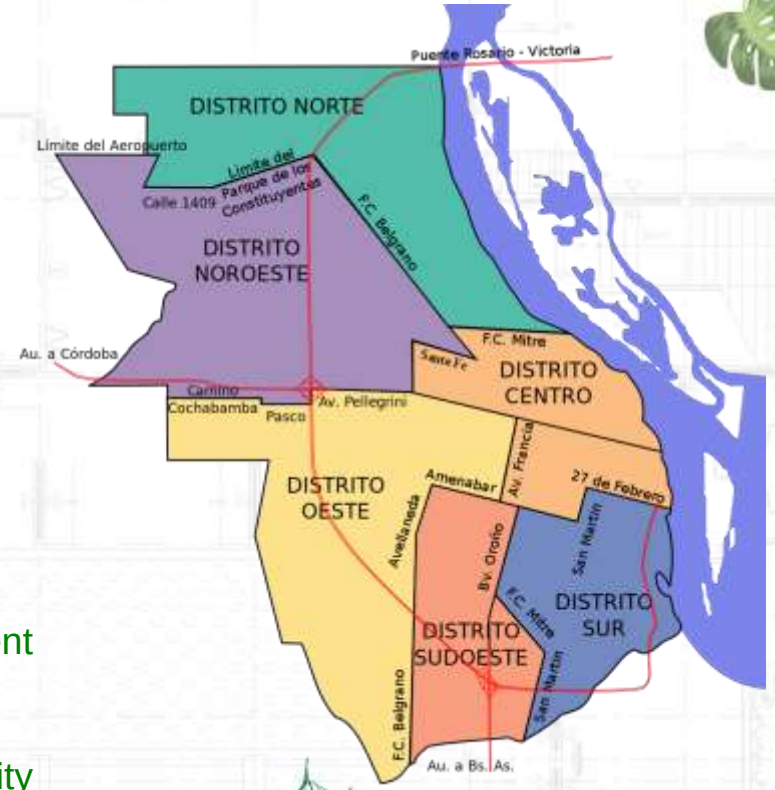
Municipality: 948 312 inhabitants (INDEC, 2010)
MR: 1,236,089 (INDEC, 2010)

6 Municipal District Centers (CMD)

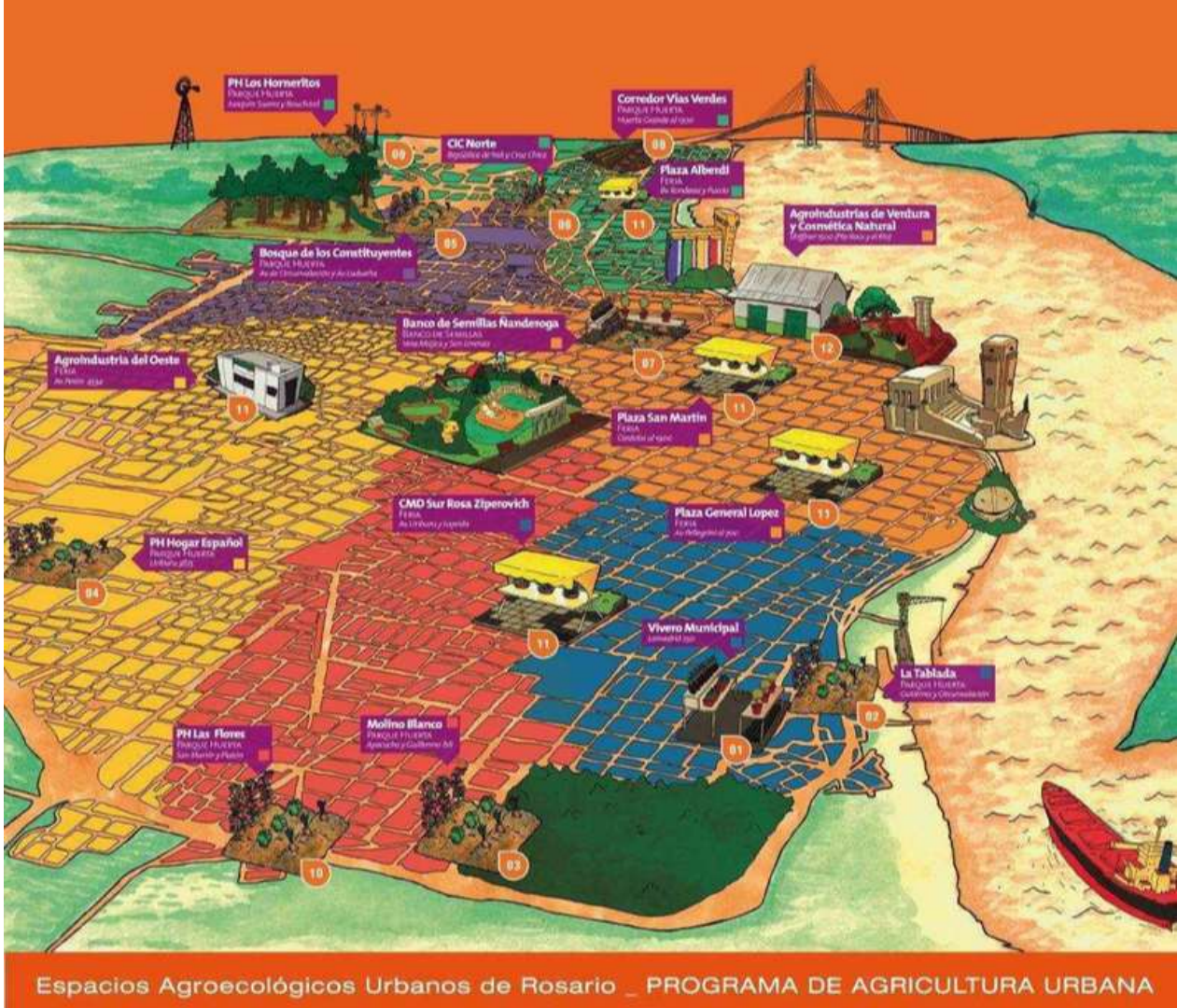
Districts present remarkable autonomy

They are responsible for the intersectoral management of social programs

Implementation varies according to the territorial reality of each district



Rosario
Types of UA



Parque Huertas

Community Gardens

Agroindustry
Foto Ilustrativa

Farms – Green Belt

Rosario – Social and Institutional Context

Municipality

implements several cross-sectoral programs related to AU

- ✓ Programa de Agricultura Urbana
- ✓ Huerta en Casa (Home Garden)
- ✓ Cinturón Verde (Green Belt)
- ✓ Rosario Emprende (Rosario Entrepreneurship)
- ✓ Nueva Oportunidad (New Opportunity)

Rosario – Institutional Instruments for UA

Municipal Urban Plan (2007-2017)

- ✓ UA is included at the Land Use and Occupancy Plan and at the Urban Development Plan
- ✓ The first specifies the allocation of public land to UA

Metropolitan Plan (2008-2018)

- ✓ It provides the implementation of a Green Belt and green corridor
- ✓ The Green corridor passes around and within the city with several gardens and farms

Rosario – Institutional Frameworks for UA

Urban Food Plan

- ✓ Plan Nacional de Seguridad Alimentaria – Pro-Huerta
- ✓ Healthy eating through self-production
- ✓ There is no Municipal Food Plan

Inter-Sectorial Committee

- ✓ One of the main guidelines of the UAP is to work with intersectoral articulations, with private and civil society organizations, as well as with the provincial and federal government
- ✓ However, there is no specific committee and intersectorality occurs only at the state level

Channels of Participation

*There is no specific channel for Urban Food or UA Policy participation, but there are participatory forums and **Participatory Budget** at the District Level*

Rosário – Estruturas de Serviços

Access to Land

- ✓ City departments worked together with the National University of Rosario to identify vacant lots and identified 36% of vacant lots
- ✓ Allocation of public lands to UA, foreseen in the City Plans (Municipal and Metropolitan)

Access to education, training and technical assistance

- ✓ Programa Rosario Emprende
- ✓ Programa Nueva Oportunidad (education and training for young people)
- ✓ 5 Parques-hortas, 2 Agroindustries, Seed Bank Ñanderoga)

Rosário – Estruturas de Serviços

Support of ecological techniques and composting

- ✓ Biodynamic, agroecology and agroforestry are the focus of UA Programs
- ✓ There is no articulation with external composting

Management of Risks

- ✓ Soils contaminated with heavy metals were identified
- ✓ The municipality used different ecological techniques for the enrichment of the soil with compost and organic matter, residues of wood, manure, etc.
- ✓ There is technical monitoring, however there is no frequent soil analysis

Rosário – Estruturas de Serviços

Access to credits and funding

- ✓ Programa Rosario Emprende

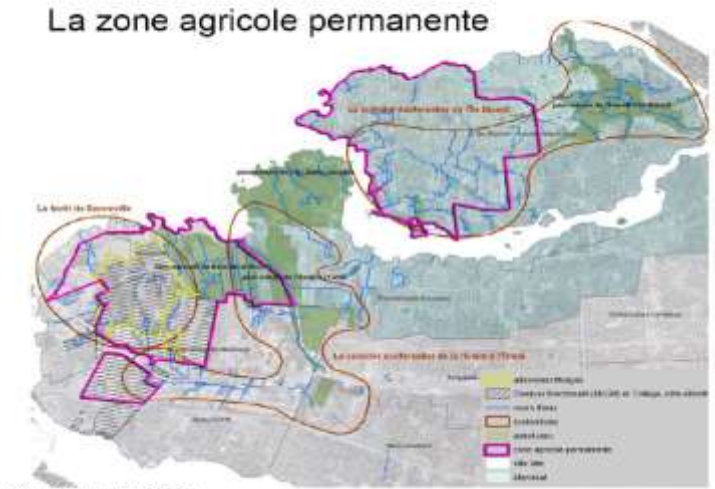
Access to markets

- ✓ There is articulation with fairs, markets and consumption groups
- ✓ City Council has created a participatory quality assurance certification (city hall, Farmers Network and consumers of Rede Vida Verde)

Montreal

Mtl:1,65 milhões (2011) 19 Boroughs
RM: 3,7 milhões (2011) 91 municipalities
ZA: 3% Mtl 58% RM

Figure 1 : Carte de la zone agricole permanente



Source : document 3.2.1, p. 10

Montreal

- Cultural tradition
- UA ideas related to leisure and civic activity
- Very decentralized administrative structure of the municipality
- International pioneer in the creation of a Community Garden Program
- Support structures built primarily by civil society at each district level

Montreal - Política de AU

Community Gardens Program (1972)

- ✓ Decentralized to the districts of Montreal (2002)
- ✓ Managed by citizens who form a Steering Committee in each garden
- ✓ There is technical assistance

Analysis and decontamination of soils were carried out by city hall and universities

Éco-Quartier Program

Implemented by NGOs directed to environmental education, community projects and collective gardens

2 Composting Centers articulated with AU

Montreal

AGRICULTURE URBAINE MTL
inscrivez votre JARDIN! DANS LE MOUVEMENT
inscrivez votre JARDIN! DANS LE MOUVEMENT
EN SAVOIR PLUS
EN CHIFFRES
300 RUCHES
1
4.1
19.2
110.9
TOTAL DE 135.16 HECTARES d'initiatives d'agriculture urbaine à Montréal
ACCUEIL | À PROPOS | NOUVELLES | RESSOURCES | J'INSCRIS MON JARDIN | JE PARTAGE MON JARDIN
Jardins individuels
Jardins à partager
Jardins d'entreprises
Jardins institutionnels
Jardins collectifs
Jardins communautaires
Houblonnières
Ruchers
Producteurs
Toute l'Ile de Montréal
Terrebonne
Blainville
Laval
Longueuil
Brossard
Map data ©2016 Google
5 km
Terms of Use

Montreal Hortas Coletivas e Comunitárias

Programa de Hortas Comunitárias – (1973 – atual)

97 Hortas Comunitárias
1700 Canteiros
8500 pessoas

Hortas Coletivas
Alternativa às longas filas de espera
Parcerias com ONGs

75 Hortas Coletivas

Crédito Fotos: Matheus Cavalière

Montreal

Compartilhamentos

Incredible Edible/ Le Mange Trottoir

Partage ta Terre/ Cycle AlimenTerre

Crédito Fotos: Matheus Cavalière

Montreal

Les Fruits Défendus

Recolhimento e distribuição de frutas da cidade

Iniciativa de coletivos da sociedade civil em articulação com o Programa de Revitalização Urbana e o Plano de Árvores Frutíferas

Crédito Fotos: Santropol Roulant

LUFA FARM

Montreal-CA

Créditos: Lufa Farm

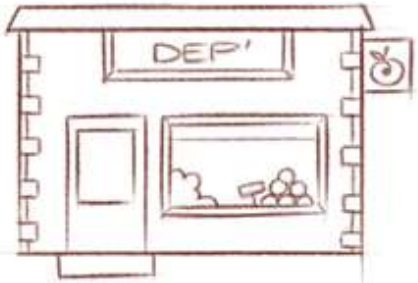
Santropol Roulant

Montreal-CA

Empresas sociais e cooperativas – o modelo “Carrefour”

Crédito Fotos:
Matheus Cavaliere

Jardins



Projet dépanneurs

Cuisines collectives

Fruixi

Bénévolat

Marché

Montreal

Éco-Quartier

Programa gere múltiplos projetos ambientais e de agricultura urbana através de organizações de bairro

Projeto Ruelles Vertes

Crédito Foto: Chris Henschel

Montreal

Economia Circular e Compostagem

- Éco-quartier
- Dois centros de compostagem e distribuição da prefeitura
- Compostagem nas hortas
- Empresa social **Compost Montreal**
- Financiamentos públicos e privados para *start-ups* na área de economia social e economia circular/Acompanhamento administrativo

Crédito Fotos: Matheus Cavaliere

Montreal

Academia

AU/Lab
Le CRAPAUD
P.A.U.S.E
Estufas
City Farm School

Crédito Fotos: Matheus Cavaliére e Lya Porto

Montreal

There are little institutional framework for UA

There is no short, medium and long term planning for UA at the municipal level (only some Districts have it)

The city is very strong in offering educational services, - marketing, risk management and articulation between composting and UA

Despite the community gardening program, it has limitations to expand access to land

Final Remarks

The research could evaluate what does cities have as institutional frameworks, how they were constructed and the relationship of these frameworks and public action/service-delivery

How "Emergent" types can improve the passage from institutional instruments to service-delivery? Is UA the most strategic issue to provide income generation for vulnerable people?

How can we evaluate and measure the impacts of public action networks for income, local economy, preventive health at the neighborhood and city level?