



Sub-Regional Workshop “Feeding Cities in the Horn of Africa”

Addis Ababa, Ethiopia

7 – 9 May 2002

Final Report

organized by:

Addis Ababa City Government
and

Food and Agriculture Organization of the United Nations (FAO)

under the auspices of:

World Bank Horn of Africa Food Security Initiative
and

FAO Food Supply and Distribution to Cities Initiative



June 2002

Background and Introduction

In 1996, participants in the World Food Summit defined food security as existing “*when all people, at all times, have physical and economic access to sufficient, safe, and nutritious food to meet their dietary needs and food preference for an active healthy life*”. The Horn of Africa is one of the poorest regions of the world where malnutrition and hunger are acute problems for a large part of the population. “The Greater Horn of Africa region has suffered more than its share of Sub-Saharan Africa’s food insecurity. In the early 1990s close to 50 percent of the population was estimated to be chronically food insecure, with a significant proportion of the population dependent on food aid...Infant and child mortality rates in the Greater Horn of Africa region are among the highest in the world. It is estimated that over 50 percent of this mortality is directly linked to undernutrition.”¹

Cities in the Horn of Africa are growing rapidly for example [Addis Ababa](#) is growing at about 4 percent per year², [Kampala](#) is growing at 4.76 percent³ annually and Khartoum City at 4.04 percent⁴ per annum. It is estimated that their populations could double over the next seven to ten years. This growth, in many cases caused by high levels of rural-urban migration compounded by civil strife, is being accompanied by an increase in the number of urban households living in poverty. Poor urban families often have difficulty in purchasing the food they need, sometimes spending as much as 60-80 percent of their income on food. Due to acute poverty in the Horn of Africa, it is estimated that 50 percent of the population of the cities of the region is food insecure. The extent of this urban food insecurity and the possible interventions being taken to alleviate it are not sufficiently appreciated by central and local government institutions nor by the international community.

City and Local Authorities (CLAs) have a key role to play in the alleviation of hunger and food insecurity. They are responsible for developing sound policies and programs related to social and economic development, the provision and management of infrastructure related to food delivery such as markets and abattoirs and regulations concerning the urban land market, which directly influence the availability of space to grow and distribute foodstuffs.

A [sub-regional workshop on “Feeding Cities in the Horn of Africa”](#) was organized by the Addis Ababa City Government and FAO in Addis Ababa from May 7 to 9 2002. The workshop was undertaken as a follow up to the UN Inter-Agency Task Force on Long Term Food Security, Agricultural Development and Related Aspects, led by the Food and Agriculture Organization of the United Nations (FAO)⁵. This Task Force was initiated in April 2000 and identified food security for the urban poor as one of its focus areas. The workshop, funded by the World Bank-FAO Cooperative Programme as part of its Horn of Africa Food Security Initiative, convened official representatives from Djibouti, Ethiopia, Kenya, Sudan and Uganda.

[Workshop participants](#) included ministers of agriculture, mayors, city executives, urban planners and municipal officers. In addition, representatives from various NGOs and development and funding agencies were also present. The sub-regional workshop was

¹ USAID, 1997

² Welcome Speech of the City Governor of Addis Ababa, Ato Ali Abdo, May 7 2002.

³ Study of Food Supply and Distribution Systems to Kampala City, Uganda. Vincent E. Edoku, 7 May 2002.

⁴ Feeding Cities in the Horn of Africa, The Case of Khartoum City. HE Dr Faisal Hassan Ibrahim, Minister of Agriculture State of Khartoum, 7 May 2002

⁵ See “The elimination of food insecurity in the Horn of Africa: a strategy for concerted government and UN agency action,” [Final Report](#), 30 September, 2000.

preceded by a daylong session on [6 May 2002 with the Addis Ababa City Administration to discuss food supply and distribution to Addis Ababa](#).

The objectives of the workshop were to:

- identify the major urban food supply and distribution challenges facing Horn of Africa cities and the role that city and local authorities (CLAs) can play;
- prepare a multi-year plan of action to strengthen the capacity of CLAs in enhancing urban food security;
- facilitate South-South and North-South collaboration and technical assistance partnerships.

The workshop concluded with the [signing of the Addis Ababa Declaration](#) by the Mayors, their Deputies and Government Officials who participated in the workshop held in conjunction with a [press conference](#). Other outputs included workshop conclusions and recommendations as well as an agenda for action encompassing potential concrete deliverables as well as suggestions for partnerships, exchanges, investment and technical cooperation projects.

Summary of the Keynote Speeches

[Mayors and other officials](#) present agreed that cities in the Horn of Africa are experiencing high rates of growth. Rates for growth are estimated to be between 3 and 5 percent per annum. This growth is due to high urban birth rates but also to rural-urban migration (which accounts for as much as 40 percent of the cities' growth). The emphasis in the past has been on improving conditions in rural areas to reduce migration to urban centres. These interventions have failed largely due to unforeseen disasters (droughts, floods and civil wars) and to the attraction of prospective employment in cities.

Rapid population growth is leading to an increase in the number of families living on or below the poverty line. Approximately 50 percent of city dwellers in the Horn of Africa are food insecure and malnourished. This deteriorating nutritional status undermines the physical and cognitive development of children and weakens the capacity of the urban workforce. The increasing poverty and food insecurity in the cities of the Horn of Africa is leading to an urban crime wave. The links between urban poverty, food insecurity and crime are especially significant when one considers that more than half the population of Africa will be urban by 2020.

Food insecurity is a result of lack of income, weak purchasing power and poor food distribution systems. The demand for basic foodstuffs in cities in the Horn of Africa could double in the next decade, putting strains on the infrastructure involved in food supply and distribution. There are too few markets and those that do exist are overcrowded and ageing rapidly. Waste disposal is also inadequate. Deteriorating water and sanitation infrastructure is leading to increasing hygiene and health problems.

As cities grow, so must their capacity to supply food to their burgeoning populations. Approximately 40 percent of the city population is involved in urban and periurban agriculture (UPA) providing as much as 10 percent of the food supply; however, urban expansion is taking place on valuable arable land.

Hence, the major challenges facing cities in the Horn of Africa are:

- How to feed a rapidly growing population, a large proportion of it at or under the poverty line?
- How to ensure the safety of the food distribution network?
- How to effectively manage the waste created?

- How to increase the productivity of UPA including improving technical and financial support?
- How to create a safety net for the old, sick, disabled and the poor?

[Papers](#) presented by officials to workshop participants acknowledged that CLAs need to play a major role in developing an urban food strategy through sound planning. This role would involve:

- improving and expanding infrastructure (roads, markets, water supply and waste management);
- encouraging the various stakeholders (food vendors and urban farmers) to form associations and participate in the planning process;
- improving institutional strength (within the city council), capacity building (especially market management) and public health and food safety matters;
- recognizing UPA as an important component of a national poverty reduction scheme and thus encouraging appropriate utilization of land within the city to produce food;
- creating food safety nets to assist the food insecure;
- implementing the necessary regulations and zoning to facilitate all the above.

The private sector should also play a role in the planning and implementation of an urban food security strategy and should be encouraged to invest in infrastructure.

Workshop Declaration

DECLARATION

Feeding Cities in the Horn of Africa

We the ministers, mayors, city managers, representatives of governments and cities and local authorities in the Horn of Africa, meeting together with participants from international and non-governmental organizations, at the sub-regional workshop on “Feeding Cities in the Horn of Africa”, organized by the Addis Ababa City Administration in conjunction with the Food and Agriculture Organization of the United Nations in Addis Ababa on 7 to 9 May 2002,

recognize:

- the right of access to adequate and healthy food for all in our rapidly growing cities;
- that CLAs play a key role in enhancing access to food for vulnerable groups;
- that food supply and distribution involves many actors whose responsibilities are currently fragmented and uncoordinated and suffer numerous constraints;
- that partnerships and networking with and among stakeholders at the local, national and international levels offer significant opportunities for the transfer of knowledge and technologies for improved urban food security.

We further acknowledge the need to:

- enhance food security in our cities;
- provide an enabling environment for sustainable livelihoods in our cities;
- give greater priority to urban food security in regional, metropolitan and urban planning;
- gain information on food supply and distribution activities in our cities, including the role of women, youth and neighbourhood associations;
- develop multisectoral policies, strategies and programmes for urban food security;
- involve the private sector and other actors in the design and implementation of urban food security policies;
- review and revise laws, bylaws and regulations to promote effective food supply and distribution activities;
- increase and encourage effective public and private investments to promote access to safe and adequate food;
- encourage income-generating opportunities to increase the incomes of the urban poor;
- monitor environmental and health risks related to food production, marketing and processing and take appropriate action to reduce them;
- engage in effective collaboration and partnerships with all concerned institutions and actors, including inter-city exchanges;
- ensure that urban food security is adopted as part of the agenda of international *fora*, particularly the forthcoming “World Food Summit – five years later”.

Addis Ababa, Ethiopia, 10 May 2002.

Workshop Conclusions and Recommendations

Workshop participants acknowledged that alarming levels of poverty and associated hunger are accompanying rapid growth in cities in the Horn of Africa. The right of access to adequate and healthy food for all is, unfortunately, not presently being ensured. Particularly in urban areas, food security means people having gainful employment, and it is essential to raise the incomes of the urban poor through the creation of viable livelihoods. In support of this, there is a need to foster investment in the urban economy and its food-supplying hinterland resulting in more efficient food supply and distribution systems (FSDS). The availability, safety and affordability of food must be enhanced. This enhancement will require sound policies and programmes, which need to be formulated in close collaboration with all concerned public and private stakeholders.

Conclusions

Workshop conclusions can be classified into six main themes. Participants acknowledged the importance of the following key areas as central to food supply and distribution to cities in the Horn of Africa:

1. Administrators and planners at city, metropolitan and regional levels need to give higher priority to food security. Specifically, there is a need for specific food supply and distribution policies. This requires information gathering and sensitization leading to effective policy development and implementation. There is also a need for institutional strengthening, particularly for urban and regional planners to incorporate FSD activities and requirements into plans;
2. Production of food in urban and periurban areas needs further attention. Programmes are required to strengthen this sector and to mitigate negative impacts both actual and potential;
3. There is a need for sound investment decisions in infrastructure (roads, markets, slaughterhouses, etc); a need to ensure their appropriate management and maintenance and a need to create conditions for enhancing private investments. This should also include investments in the development of social capital to enable poor urban dwellers to gain employment and become food secure.
4. Microenterprises in the “informal” food sector – often taking the form of fresh and cooked food retailing in the street – must be recognized as important to both food supply and distribution and as livelihoods for impoverished city dwellers, particularly women;
5. Promotion of private associations. Consultation with all stakeholders thereby encouraging their participation in decision making and leading to the establishing of sound, transparent and accountable governance practices;
6. The need for more opportunities for cooperation and exchanges between Horn of Africa cities as well as with other CLAs to build local capacity in the area of improved food supply and distribution to cities.
7. The poorest elements of the city populations, especially the old, infirm, handicapped, internally displaced persons and the growing number of HIV/AIDS orphans, may need to have their well-being protected through safety net mechanisms aimed at ensuring basic nutrition.

Recommendations

The general recommendations of the workshop are as follows. Particular suggestions for action are included in the Agenda for Action.

Prioritizing, Information, sensitization and policy formulation/implementation

The lack of priority given to food security by CLAs is partly due to a lack of information. The lack of sensitization about effective food supply and distribution systems (FSDS) to cities and urban food security in general leads to either an absence of policy or weak policy formulation and implementation at both local and national levels. Workshop participants recommended undertaking training and sensitization activities for their own staff as well as for other stakeholders. This sensitization process would include making FSDS a high priority, reviewing legal and institutional frameworks to promote FSD activities, monitoring FSDS, particularly the health and environmental aspects and, finally, engaging in capacity building exercises to design and implement strategies and programs to improve food security.

Urban and periurban food production

Cities in the Horn of Africa are often located in very fertile areas known for their suitability for agricultural and horticultural production. Livestock production is also an activity that takes place in cities of the region. Workshop participants recommended taking steps to ensure the long-term sustainability of the urban food supply and the mitigation of negative impacts associated with it. CLAs should create policies and set aside land to encourage urban food production.

Investment in Infrastructure

Participants agreed that cities in the Horn of Africa are in desperate need of an overhaul in their infrastructure to meet both present and future requirements. The consensus was that there is a shortage of adequate markets and slaughterhouses; that transportation linking central business districts to markets and roads linking rural food production sites to urban areas need to be upgraded and even built. Workshop participants recommended that land should be set aside for this infrastructure and that the capacity to manage such infrastructure needs to be enhanced. It was agreed that provisions for this infrastructure need to be created in CLA and central government budgets and that private sector investment needs to be encouraged. Creating an enabling environment for private investment and the consequent generation of employment is a critical element of this.

Microenterprises, the “informal” food sector and street foods

Food sold and processed in microenterprises – often thought of as part of the “informal” sector and taking the form of fresh and cooked food retailing in the street – was acknowledged by workshop participants as a source of affordable foodstuffs as well as an important livelihood for the urban poor, particularly women. It was therefore recommended that this sector be recognized, consulted and supported through appropriate policies and programs. At the same time, participants advocated bearing in mind the proper management of the potential health, hygiene and environmental impacts of these activities as well as the need to regulate the congestion of roads and footpaths.

Stakeholder participation and governance issues

Participants acknowledged the need to set up constructive dialogues with all stakeholders in the urban food system, particularly those groups who have not been traditionally consulted such as microentrepreneurs in the informal food sector. The building of rapport between stakeholders, if done effectively, can result in effective collaboration and partnerships between all concerned institutions and actors in the FSDS. All stakeholders ought to be invited to participate in the development of urban policies and strategies and in their

implementation. The end result of this approach is the fostering of transparent and accountable governance systems, which are an essential part of creating an enabling environment for the formulation of investment prospects with respect to food supply and distribution systems to cities.

Cooperation, exchanges and capacity building

Workshop participants acknowledged the need to increase and encourage effective public and private investments in order to promote access to safe and adequate food for all city dwellers. They also urged the exploration of public-private partnerships for investment and activities to improve food security in their cities. Finally, workshop participants suggested that cities in the Horn of Africa need to undertake more frequent exchanges amongst themselves as well as with representatives from CLAs in other regions, both North and South.

Protecting the most needy

Participants recognised that, in situations of extreme stress, the most vulnerable parts of the population might need targeted nutritional support. They urged great caution in the use of food aid, so as to ensure that it does not distort local markets. However, there is potential for asset creation to benefit households and the community at large using food- or preferably cash-for-work.

Agenda for Action

Preamble

Given the rapid rate of urbanization in the Horn of Africa, the importance of efficient FSDSs should be recognized by all stakeholders as a means of adequately feeding cities and as an important determinant of food security for the urban poor.

Highlights

The actions of central governments, and CLAs as well as of international and donor agencies ought to focus on four key types of interventions that will contribute to making urban food security and related food supply and distribution systems a policy and planning priority:

- (i) information collection, dissemination and sensitization of key stakeholders as to the importance of FSDS to cities;
- (ii) policies and programs – including targeted food aid – that focus on meeting the immediate needs as well as the long term well-being of the most vulnerable and malnourished urban dwellers, particularly women, children, the disabled and those afflicted by diseases like AIDS.
- (iii) providing adequate infrastructure, in areas such as transportation and markets, to meet both present and future urban food needs;
- (iv) policy development and program implementation to assure an integrated and effective planning of FSDS to cities.

All of the above interventions require technical assistance, financing and investment mechanisms and the consultation and inclusion of all relevant stakeholders as part of the decision-making process.

From a substantive standpoint there are three areas that require attention in cities of the Horn of Africa given the region's acute poverty and chronic food insecurity:

- (i) Given the acute poverty and malnutrition in Horn of Africa cities, targeted food aid is needed to ensure the short-term food insecurity of the most vulnerable urban dwellers. However, food aid programs should be designed with the objective of improving the medium and long-term development of household assets and sustainable livelihoods.
- (ii) Income generation to enable poor city dwellers to purchase necessary foodstuffs is central to alleviating malnutrition. Development of long-term viable livelihoods is therefore a key area requiring attention.
- (iii) "Informal" food microenterprises such as street foods are both an important source of affordable food and a source of income to Horn of Africa urban dwellers. Consequently, this sector must be recognized for its contribution and included in decision making but, at the same time, made more efficient, competitive, hygienic and effectively managed in order to mitigate conflicts over the occupying of urban public spaces.
- (iv) Furthermore, the pressure put on land and water by the urbanization process puts urban and periurban food production increasingly at risk. This situation requires increased attention to maintain suitable land for food production while, at the same time, avoiding potentially negative environmental impacts, such as those associated with the raising of livestock.

The following table summarises some of the main action items for various actors in short, medium and long-term time frames.

	Short Term	Medium Term	Long Term
Central Governments	Information dissemination; express or confirm political commitment	Data collection; provide expertise and funding; organise expert consultation meetings	Allocate financing for infrastructure; assist in land acquisition; grant funding
City and Local Authorities	Enforce food hygiene standards; include food issues as part of technical sub-committees	Provide interim land use for UPA; formulate and adopt by-laws to protect agricultural land	Provide sites for infrastructure; Engage in consultative exercises with urban stakeholders
Private Sector	Form linkages to local government for outsourcing, technical and managerial training	Provide financing to food microenterprises; assist with marketing and production inputs	Make arrangements with CLAs for the development and management of market facilities
International and Donor Agencies	Provide assistance for the formulation of food security policies, programs; competence training for local government staff	Capacity building for the institutional, organizational and managerial aspects of UPA	Frameworks for statistics collection; assistance with long term food security and FSDS planning

Possible actions for central governments

As far as information collection, dissemination and sensitization is concerned, central governments should:

- use existing agencies to provide fora for awareness about food supply and distribution issues and as a means of discussing and resolving cross-cutting issues, such as urban-rural linkages;
- provide timely data on poverty, vulnerability, market supply and prices that can be used by government officials at all levels as well as the private sector;
- provide expertise and funding for background surveys and studies on food marketing.

Concerning infrastructure provision, central governments should:

- ensure that sectoral financial allocations are made that allow urban-rural linkages to be facilitated, such as assembly market development and feeder road maintenance;
- assist in acquiring land for infrastructure and market sites and enhance local government's capacity to manage such infrastructure;
- provide design assistance and grant funding for essential infrastructure, such as main road access.

With respect to policy development and program implementation, central governments ought to:

- revise school system/curriculum to support development of livelihood-related skills;
- limit the use of food aid in cities to that which fosters household asset creation and request such aid in rural areas only when rural linkages are dysfunctional.

With regard to UPA, central governments should:

- express or confirm political commitment towards UPA, recognise the sector and integrate it in the agricultural development planning as complementary to rural agriculture;
- undertake case studies to assess the suitability and comparative advantages of UPA activities, crops and production systems;
- organize expert consultation meetings to elaborate technical guidelines for sustainable intensified production systems and develop adapted services (extension and credit).

On food microenterprises, particularly street foods, central governments are urged to:

- build capacity at the local level to more effectively engage with, organize and plan for the future needs of the informal food sector (IFS) and micro, small and medium enterprises (MSMEs) by collecting relevant information (such as national statistics) on the urban food sector, including the IFS and by coordinating the activities of relevant ministries with respect to the urban informal food sector such as the Department of Labour, Social Welfare, Status of Women, etc.

Actions by CLAs

Concerning information gathering, dissemination and sensitization of key stakeholders:

CLAs should take care to keep accurate records on aspects of the FSDS that come under their jurisdiction and endeavour to build their capacity to track sectors that are relatively poorly or understudied.

From the point of view of infrastructure, CLAs should:

- provide sites within urban master plans for appropriately located wholesale market and retail outlet facilities, including those for fresh perishable crops and livestock;
- provide for the multiple use of land in the short and medium-term land use plans prepared by the councils. Examples might include areas used during the day for parking and as street food markets at night;
- include in short and long-term budgets provision for essential market infrastructure, such as access roads, sewage treatment, water supply, drainage and solid waste management;
- review the extent to which it is feasible that investments in market development and the market management system itself might be privatized or outsourced;
- review present mechanisms for collecting market fees with a view to introducing more transparent and cost-effective methods;
- recognize in the location of sites and the design of formal and informal marketing infrastructure the need to consult with and take into account the special needs of all sections of the community. These might include women's trading groups, cooperative producer's marketing groups, itinerant urban hawkers and small-scale traders;
- ensure that environmental, hygiene and food quality standards are realistically enforced.
- consider the judicious use of food- or cash-for asset creation as part of a coherent safety net mechanism

With respect to policy development and program implementation, CLAs ought to:

- include FSD issues as part of the agenda of issues that are considered by the council's technical subcommittees;
- review the city's institutional structure, including municipal bylaws and other legislation, with a view to developing a comprehensive and cohesive approach to food security;

- enhance or create the municipal capacity to identify and prepare viable public sector investment projects, as well as public-private partnerships in support of food security;
- encourage the forming of stakeholder associations and consumer groups that will actively participate in the process of policy and strategy development and in their implementation.

With regard to urban and periurban agriculture (UPA), CLAs should:

- allow for the temporary licensing of land uses for urban agriculture;
- formulate and adopt by-laws to safeguard and protect land with good agricultural potential including the monitoring for food safety and environmental impacts.

With respect to the informal sector and food microenterprises, city and local governments should:

- gain knowledge about the sector by collecting better statistics, conducting case studies, sharing information between cities and learning about “best practices” in the region as well as innovative policies for engaging the sector;
- recognize the importance of the IFS and MSMEs with the aim of organizing the sector (e.g. helping establish trading associations), providing services (such as space, water, waste management and microfinance), streamlining regulations, helping make the sector safer and more hygienic and planning for needed infrastructure in the future.

Actions by the Private Sector

In general, the private sector can and should:

- involve itself with the provision of effective technical and managerial training;
- participate in the management of sustainable solid waste management facilities, including recycling plastic waste and composting organic materials;
- enter into partnership and outsourcing agreements with local authorities for the development, management and maintenance of wholesale and retail market facilities.

The private sector can also:

- provide support to existing marketing forums (chambers of commerce, trade associations, consumer and women’s organizations, farmer groups and market committees) in forming linkages to local government;
- facilitate private sector involvement by entering into partnership agreements with local authorities for the development, management and maintenance of market facilities.

With respect to urban and periurban agriculture, the private sector can:

- provide services (extension and credit) and inputs (supplies, equipment);
- promote a participatory approach for farmers’ training and organizing;
- participate in promotional activities for on-farm research and demonstration programmes.

With respect to the informal sector and food microenterprises, the private sector should:

- provide (micro)financing, training and (micro)insurance and help develop associations;
- raise awareness and disseminate information;
- assist with marketing and provide production inputs (raw materials, etc.).

Actions by international organizations, donors and priority areas for North-South and South-South cooperation

Technical cooperation among CLAs, both North-South and South-South, needs to be developed to better understand urban food security challenges and to address specific food supply and distribution (FSD) constraints⁶. Cooperation can take various forms as outlined below:

CLAs and central governments may seek assistance from international and donor agencies to:

- facilitate meaningful exchange of experiences between authorities for the formulation of urban policies and strategies designed to improve food security in cities (food production, rural-urban linkages, urban food distribution).
- provide competence training for local government staff in the survey and design of FSD interventions. The scope of this training might include land use planning for urban food supply, market location, transportation requirements, solid waste management and environmental issues, etc. International organisations could disseminate appropriate training material and establish linkages to engineering/planning training institutions in the region and assist in providing training for market managers by disseminating appropriate training material and by establishing linkages to management institutions in the region.

With respect to UPA the principal requirements for technical assistance relate to:

- capacity building for the institutional set up as well as for the organizational and managerial aspects of multisectoral UPA initiatives including the formulation of UPA master plans and the technical and professional capacity building to define and implement intensified and sustainable production systems adapted to the urban environment;
- creating an “inter-city group on UPA” to exchange information on valuable experiences available within the sub-region of the Horn of Africa, which would facilitate partnership initiatives. Subject specific technical subgroups can be established with the aim of producing outputs over a specific time. Areas identified for sub-regional cooperation include: UPA management issues, recycling of waste water and organic materials for reuse in UPA, micro-credit provision and capacity building for technical staff;
- FAO, in conjunction with SIUPA (Strategic Initiative on Urban and Peri Urban Agriculture) and IDRC (International Development Research Centre) can provide for training and awareness creation for decision makers through regional training workshops;
- SIUPA, perhaps in conjunction with FAO and other international agencies, can support national research projects to validate adapted production technologies for UPA.

Regarding food microenterprises and the informal sector, international and donor agencies can:

- provide a framework for collecting statistics and other information on the IFS;
- create occasions for dialogue between CLAs and urban stakeholders in the informal food sector;
- design and implement programs related to improving awareness of and attitudes toward the informal food sector;
- assist in transferring strategies to engage and provide services to food microenterprises;
- provide technical assistance to find solutions for mitigating the negative impacts of the sector
- foster exchanges and study tours to help CLAs learn from one another and gain knowledge about best practices;

⁶ FAO in the context of its UPA programme will be available to address requests for information and technical assistance channelled through the FAO Representative offices in the respective countries.

- identify the most vulnerable microentrepreneurs in the IFS (such as women and children) and assist in the design of programmes that target them;
- undertake North-South, South-South cooperation between CLA representatives and obtain technical assistance to, specifically, learn how to dialogue with the IFS and undertake exchanges, site visits and study tours to learn about the sector in various cities. This will build the municipal government's capacity to more effectively provide services, sensitize other stakeholders and design viable project proposals regarding the informal food sector for presentation to donors and financing agencies.

Workshop Reports⁷

A1. Promoting Public and Private Investment in Food Security

The group recognized the fundamental right of all people to access to safe and adequate food. The municipal authorities, under the concept of subsidiary, have a crucial role to play in realizing this right. Their overarching objective should be to increase and encourage public and private investment to promote access to food. Access to food in cities is primarily a function of income and employment, and therefore, creating an enabling environment for sustainable livelihoods in their cities is essential.

As a crucial element of the enabling environment for investment, the group emphasized the importance of good governance at the municipal level, including accountability and transparency. The core functions of the municipality in this respect should include: the formulation of a sound food and nutrition policy and strategy for the city; the provision of such basic services as water, housing, sewage disposal, basic education, health services; the fair administration of taxation and the formation of appropriate legislation with respect to areas such as land tenure. The municipal authorities need to invest in the systematic gathering, analysis and dissemination of information on poverty vulnerability as well as on market supply and prices.

The private sector needs to be encouraged by the local authorities to create jobs through a variety of investment incentives, transparent and secure access to land, and a secure city. The dire poverty and food insecurity situation in cities in the region cannot be ignored, and therefore the municipality has a responsibility to administer prudent safety net operations in collaboration with donor agencies. In some instances this may include public asset creation through such means as food for work, cash for work and employment generation schemes.

As the demand for food in the cities increases, it will become increasingly urgent to invest in rehabilitating and expanding markets and their associated infrastructure, including roads, water supply and sanitation.

In an enhanced climate for investment, the private sector has a potentially important role to play in improving the food security situation. While first and foremost, this will include creating jobs, it may also include investment in transport and storage, and perhaps, even, market development. However, such investments will occur if they can be seen to be profitable. In addition, an environment conducive to the emergence of micro-financing institutions that will enable small entrepreneurs to invest in petty trade, small-scale processing, and other small enterprises, including urban agriculture. In some situations it may be advantageous to facilitate public/private partnerships to invest in waste disposal, water management, market management and information.

A2. Urban and Periurban Agriculture and Livestock

In the countries of the Horn of Africa, UPA, including livestock raising, is definitely a component of the urban food security strategy. It is of particular importance to the urban poor. Unfortunately, UPA is still and essentially an informal sector, which needs full political recognition and commitment.

⁷ These workshop reports have been slightly edited for grammar, spelling and punctuation.

The sustainable management of UPA is in the hands of a range of stakeholders for which the municipalities and local authorities have to take a leading role. However, the co-ordinating mechanisms are currently not operational and need further strengthening.

Management plans for UPA are required as a tool to implement a multisectoral strategy. Within this context the comparative advantages of different activities and crops and production systems are to be assessed. Plans for UPA should be included in the urban land use planning and bylaws should be required to ensure protection and use of arable land for UPA related activities including the monitoring for food safety and environmental impact.

There is a need for further investigation about the symbiotic effects and re-use of wastewater and recycling of organic waste. The successful and sustainable development of UPA will require services and technologies adapted to the urban environment. This includes mitigating the negative impacts of livestock in the cities and management of urban animal husbandry.

There are interesting experiences available within the sub-region of the Horn of Africa, which could be usefully shared among the cities. It was suggested that an “inter-city group on UPA” be formed to exchange these experiences and build partnerships. This exchange should be complemented by subject specific technical subgroups with the aim of producing outputs over time.

A3. Food Supply and Distribution Issues in Planning at Regional, Metropolitan and Urban Levels

The group reviewing these issues was primarily comprised of mayors, planning officers and other officials from local government. What was immediately apparent from the group discussions was that there are marked differences between the municipalities in Horn of Africa. Firstly, in the way that their city boundaries were defined, which affected the extent, that urban agriculture was possible within municipal areas. Secondly, in how the spatial planning systems operate, which was influenced by questions such as their colonial histories, traditions and current political systems. Notwithstanding these differences, the planning systems themselves were not seen as constraints to including FSD issues meaningfully in the planning approaches used by the local authorities. Land availability, unlike cities in other regions, was also not seen as a constraint to effective land use and structure planning.

The main issues included ensuring that existing planning mechanisms and instruments were used more effectively, including reviewing and modifying building bylaws and market regulations. The main means to achieve effective planning is to ensure that constructive dialogues are set up. Dialogue needs to be between local authorities with common food marketing problems, within local authorities to resolve potential technical issues and with trade and other private sector organizations to ensure their full participation in the design and implementation of appropriate FSD interventions. Training and sensitization of local government staff, including urban planning, public health, trade standards, community development, engineering and environmental specialists will also be an essential part of achieving these changes. International development partners, such as FAO, may be able to facilitate both the dialogues and the training of staff.

B1. Enhancing Urban Food Security through Food Aid Interventions

It was recognized by the participants that urban food security is a complex issue, and hence it should be seen within the framework of urban livelihoods/poverty. The whole issue of urban poverty is complicated by the pandemic of HIV/AIDS. It is also exacerbated by gender inequalities.

The participants identified the main challenges of urban food security that need to be addressed in the coming ten years. These include limited access to food by poor and

vulnerable groups mainly due to weak purchasing power. This fundamental problem is exacerbated by high population pressure mainly due to rural-urban migration, high prevalence of HIV/AIDS, insufficient mother and child care, inadequate civil participation and weak political representation of the poor in decision making and inadequate and poor urban infrastructure, facilities and services.

Participants also suggested that it is high time for city and local governments, concerned central government agencies and private sector organizations to work together towards addressing the above issues systematically. In this regard, several issues are important. These are the thorough analysis of the problem dynamic within the urban livelihoods framework; involvement of the concerned agencies; South-South and South-North collaboration for sharing experiences, knowledge and information; enabling the municipalities to own and lead the process and looking for alternative interventions that are complementary. It was agreed that as the problems are so intertwined, many and complex, the actions to be taken couldn't rule out any intervention modality by cities/local, national, international levels of government and organizations, food-aid, cash, etc.

Food aid contributes to urban food security when properly targeted as a programming resource, incentive and safety net. Food for work interventions should be linked with household asset creation and construction and maintenance of urban infrastructure, facilities and services. As food aid alone would not help to overcome the problems, it was noted that food aid should be complemented with cash and other non-food items for the maximum benefit. Food aid should play an important role in increasing availability and reducing market strains in urban centres.

Finally, the session concluded by highlighting that urban poverty, HIV/AIDS and gender are serious challenges of cities and local governments now and will continue to be so in the coming ten years. It is time for municipalities/ city administrations to take initiative, responsibility and ownership in the process of enhancing urban food security in partnership with other concerned government, non-government, UN and donor agencies. It was also recognized that there is a place for targeted food aid interventions in urban environment, particularly for the poorest and vulnerable groups who are at most risk.

B2. Wholesale Markets and Retail Outlet Development

The small group reviewing these issues consisted of planning officers and other officials from local government and from Habitat Nairobi. The main issues affecting wholesale markets and retail outlets were reviewed. However, the largest part of the group discussions was concerned with a number of main issues that included the provision of land, who should be involved with the management of markets and their financing. The basic conclusions of the discussions were that:

- The location of new wholesale markets would need to take account of the market's relationship to production areas, the main access road system and the present and future location of urban consumers with particular emphasis on the needs of the poorer sections of the community.
- There are socio-economic impacts and difficulties of relocation of markets and what happens to casual staff, such as porters, employed around existing markets. These need to be recognized in the design of facilities.
- The extent to which the private sector could be involved with wholesale market development will vary substantially. In many cases, local authorities need to be concerned with initiating the process, including acquiring sites and providing basic infrastructure.

- Methods of collecting market revenues, such as the use of a volume related costs are not always very efficient and tend to lead to corrupt practices. A review of these practices is needed.
- A special approach should be used in addressing the issue of urban hawkers.

The work group was able to make clear recommendations regarding the need to provide appropriate sites and infrastructure for marketing facilities. The essential involvement of the private sector was recognised, but the exact form of their involvement or partnership would vary substantially between the different cities in the region. As with the previous workshop on planning (A.3) the group recommended that the sensitization of local government staff in the management and design of markets is essential. The group also believed that international development partners, such as FAO, could usefully facilitate both the training of staff and the improving the participation of market users in the planning, design and management process.

B3. The Informal Food Sector and Small Enterprise Development

Participants in the group included planners, administrators, representatives from CLAs and social scientists. We began by brainstorming on the information and data currently available on the IFS in various Horn of Africa cities. Participants shared information on their various cities, based primarily on first hand knowledge, as systematic data are seldom available. The group acknowledged the importance of the IFS and food microenterprises for urban food security as a convenience to consumers and as a livelihood, particularly for women. Congestion related to street foods and hygiene of the food is a recurring concern. There are varying degrees of state regulation of the IFS ranging from the licensing of food “kiosks” in Nairobi to the absence of regulation of hawkers in Kampala. Home-based food microenterprises are generally not of concern unless there is a public complaint about hygiene, waste or noise. Looking ten years to the future, CLAs have concerns about increasing congestion, health risks and the need for regulatory measures.

The group then went on to identify various stakeholders related to the IFS and the specific role that can be played by CLAs to more effectively deal with the sector. Municipalities ought to license food outlets, particularly those that are more established and “professional” and should assure the health and safety of the food sold. In return, the IFS and MSMEs can expect more streamlined regulations, access to services such as space and water (for which they are often willing to pay) and, by becoming more organized, can benefit from access to credit, social protection and more affordable access to raw materials. CLAs ought to see the advantage of providing a nurturing and enabling environment for food microentrepreneurs as a step toward enhancing urban food security through access to inexpensive food and livelihoods for the impoverished urban population. Through proactive dialogue with the sector, it is possible to find and develop win-win solutions to improve a sector that is clearly a permanent feature of Horn of Africa cities.