

Re-imagining sustainable food planning, building resourcefulness: food movements, insurgent planning and heterodox economics

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**Re-imagining sustainable food planning, building
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Proceedings of the 8th Annual Conference of the
AESOP Sustainable Food Planning group

Edited by Chiara Tornaghi

Coventry: Coventry University

Introduction

This book is a collection of draft papers of approximately a third of the conference papers presented at the 8th Annual Conference of The Sustainable Food Planning group, held at Coventry University, on the 14-15 November 2017.

After seventeen years from its early conceptualisation, and ten years on from its institutionalisation (Van der Valk and Viljoen 2014), sustainable food planning is a thriving transdisciplinary research and policy field bringing together policy makers, academics, and practitioners across the globe. Food charters, food strategies and food policy councils have multiplied, 'alternative food networks' have gained significant and growing shares of the food market and new forms of localisation of food production, including urban agriculture, are gaining ground and becoming central components of new food policy strategies.

Yet, the scale and speed of the 'food' crisis make us see these achievements as modest and utterly inadequate. Urban food poverty and malnutrition, and the related use of food banks, are on the rise even in some of the wealthiest countries of the world; the most vulnerable populations in both the global North and South are unshielded by austerity politics, food-commodity speculation, land grabbing or staple food price rises. Diet-related diseases (such as diabetes and obesity) are growing at alarming rates among children in the supposedly 'well-fed' countries of the world. We still waste between 30% and 50% of the food we produce while millions of farmers and land workers growing our food across the globe are struggling to make a living. And the environmental impacts of our food 'regime' and diets are devastating.

Planning for sustainable food production and food provision is more than ever urging us to look for more effective, equitable and just approaches that radically change not only the way we grow food, but the very core of our living space.

This 8th annual conference of the AESOP sustainable food planning group was dedicated to discussing ideas, approaches and practices that can help to re-invent food planning in light of the need to build *a resourceful, agroecological, urbanism*. Inspired by a seminal paper from Derickson and MacKinnon (2013), we use the term 'resourceful' as a particular way of intending the concept of 'resilience': an urbanism that creates the conditions for its inhabitants to control the means of their social reproduction, to have a say on, or directly control, the resources for their own survival; a space where land, water and nutrients serve the needs of the people (rather than profit), while respecting the ecosystem. A 'resourceful' urbanism creates living conditions that enable people to be resilient while at the same time challenging the root causes of the crisis that require us to look for resilience.

With 'agroecological' we explicitly refer to practices aligned to 'peasant agroecology' and the agroecology movement: a way of cultivating the soil, managing ecological relations and disposing of the produce that respects the environment and is based on cultural and social arrangements inspired by solidarity and mutuality.

By 'urbanism' we refer to more than just buildings, zoning or planning. We refer to ensembles of the built environment and its regulation, the material infrastructure and the collective arrangements (for food provision, waste collection, land management, urban design, housing, energy and so forth) that are in place and to which we are all subjected. We include the urban, the peri-urban and the rural realm, and reflect on their mutual interconnections and dependencies.

While food has entered the planning agenda more than a decade ago, a resourceful and agroecological *urbanism* – which is more than closing metabolic loops through urban agriculture – is yet to be fully articulated (for a research and action agenda on this, see C.M Deh-Tor's article, in the RUAF Urban Agriculture Magazine No. 33, 2017). An urbanism in which food is not the latest 'fix' to be added as a new way to market, but rather a key and long forgotten component around which new and just social arrangements, ecological practices and ways of life must be reinvented.

The presentations were organized in six main tracks:

TRACK 1 – AGROECOLOGICAL URBANISM

This track included contributions that addressed theoretical re-conceptualisations of urbanism (and its peri-urban and rural surroundings) in relation to food planning. This included also discussions on the interlink between new and old urban and agrarian questions; critical discussions on planetary urbanisation, post-suburbia, insurgent urbanism; new ontological and epistemological definitions of urbanism; and the relation between daily experiences and urbanism.

TRACK 2 – POLITICAL PROCESSES

This track collected contributions focused on political processes and strategies, including pathways for radicalising and/or steering local, national or global agri-food strategies; experiences of people's led urban food policies and planning; justice and rights-based legal challenges; urban-based food, water and land access movements; experiences linking agrarian and urban food sovereignty movements; community self-organisation.

TRACK 3 – RESOURCEFUL LAND MANAGEMENT

This track included, for example, contributions that discussed land reforms and land tax; common good land use; regulation or incentives that turns urban vacant spaces into food producing sites; regulation of private property rights in relation to land depletion and environmental degradation; innovative waste and nutrients management in urban areas; land and water rights; urban metabolism; innovative and radical ways to reshape urban-rural links.

TRACK 4 – AGROECOLOGICAL PRACTICES

This track included contributions focused on a number of agroecological practices, including for example experiences that experiment with food producing and socio-environmentally just urban agriculture, urban agroforestry, urban permaculture, organic indoor production, rooftop and vertical growing, edible public space; foraging-enabling urban planning and design; urban water management; etc.

TRACK 5 – POST-CAPITALIST ECONOMICS

In this track we have included contributions that discuss post-capitalist economics, including food de-commodification, solidarity and shared economy, micro-farming, urban patchwork farms, community kitchens, food commoning and conviviality, alternative currencies, new urban commons sharing food, housing, and livelihoods, etc.

TRACK M – ALTERNATIVE METHODOLOGIES

This track was created after the call for paper, and collected a number of contributions with the potential to contribute to the reflexivity of scholars and activist (and their various hybrids), help re-positioning, de-colonising and generating novel approaches to food planning. They include provocative contributions around the role and transformative power of the performing arts, videos/films, sensory approaches, taste/smell, and deeper visceral/bodily interconnections with nature, the soil, and food.

On behalf of the conference organising team, I hope you will find this book useful.

Chiara Tornaghi (book editor, conference host and group Chair)
Coventry, 21st December 2017

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The Turin food System toward a Metropolitan Food Policy: An Actorial Perspective

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1. URBAN FOOD POLICIES: AN ACTORIAL PERSPECTIVE

The awareness of the urban nature of food related issues (Pothukuchi and Kaufmann, 1999) brought cities to be identified as main drivers of the global food system, as particularly exposed to the downturns of the current food system (Morgan and Sonnino, 2010) and as specific scales of the food system and scales of action of Urban Food Planning (Pothukuchi and Kaufmann, 2000).

Many cities in the last decades started to develop Urban Food Policies aiming at planning and managing sustainable urban food systems, and at guaranteeing high quality, healthy and accessible food to city dwellers and city users (Moragues Faus and Morgan, 2015).

Starting from the first seminal papers, like those by Pothukuchi and Kaufmann (2000) and the more recent one by Morgan (2006), the contributions to the 20 years old debate on Urban Food Planning have explored this very specific typology of urban policies according to different perspectives, often basing on findings from case studies and from comparative analysis.

Some more theoretical contributions reflected on the potential role of Urban Food Planning in the urban agenda (Morgan, 2009; Sonnino, 2009) and in its relationships with the tendencies of the global food system and its multi-scalar articulations (Morgan and Sonnino, 2010; Sonnino, 2016).

Other contributions focus on more specific issues connected to Urban Food Planning, such as sustainability (Viljoen and Wiskerke, 2012), the spaces and scales of food planning (Born and Purcell, 2006; Tecco et al., 2017), the relationships between the grassroots movements bottom-up push for food planning and its translation into institutional policies (Mendes, 2008; Reed and Keech, 2015), the models and the institutional bodies for the governance the urban food system and the implementation of Urban Food Policies (e.g. Food Policy Councils, Food Commissions, etc.) (Rocha and Lessa, 2009; Moragues-Faus and Morgan, 2015).

Starting from the consideration of Urban Food Policies as specific local public policies (Moragues-Faus and Morgan, 2015), this contribution tries to investigate the development of food policies in the city of Turin (Piedmont, Italy), describing its chronological evolution (see Calori et al, 2017) and focusing on the role that the actors of the food system played in the process.

The purpose of this attempt is to enrich the theoretical debate and the empirical investigation about food policy development, trying to highlight its important role of integration of sectoral policies and engagement of different types of actors in the food governance.

Few scholars so far analyses the development of urban food policies with an actors-based approach and basing on theoretical frameworks of public policy analysis.

The probably more interesting reference so far is Caraher et al (2013). The authors draw from the Walt and Gilson's policy triangle (1994) and from the Kingdon's (2003) three streams of policy development (problem formation and recognition; the formation and refining of policy proposals; politics) to describe and analyse 'who' has been involved in the development of food policy in Victoria (Australia), 'how' and 'why', focusing on the role of one actor: the Food Alliance.

As Lang et al. (2009) outline, though, the process of definition of a food policy is less linear and comprehensive than other policy making processes, where the relationships between problems, strategies and objectives are more clear, and in many cases food policy issues and implementations are still early stage.

This is clear in the case of Turin, where different processes started, in the lapse of few years, with the aim of engaging the actors of the food system for the development of a participatory food policy and/or the establishment of a food commission/council.

Referring to the three streams of policies of Kingdon (2003), we can say that the actors of the process of food policy development has so far stopped at the step of the problem formation and recognition and to the bottom-up suggestion of some possible solutions by the actors, but it is still lacking of a political taking charge of the process by institutional policy makers.

In this paper we will thus analyze and comment the arena of actors involved - more or less actively - in this various processes, described in the next paragraph, aware of the fact that we are considering only the first steps of the complex process bringing to the implementation of an Urban Food Policy.

2. URBAN FOOD STRATEGIES IN TURIN (ITALY)

Situated in the north-western area of the country, Turin is the fourth biggest Italian city in terms of population, counting 900,000 inhabitants, with numbers rising to almost 1.5 million in the densely urbanized metropolitan area. In the last decades, the city has undergone a physical and symbolic post-industrial transformation, with a remarkable re-invention process of the city's image, which experienced its turning point in the 2006 Winter Olympic Games (Dansero and Puttilli 2009). The post-fordist Turin is being characterized by a multiple identity, where beside surviving industrial activities, a new profile of the city progressively emerged, based on assets like cultural tourism and where gastronomy and food-related events play a very important role. Turin belongs to a territorial system where food is a mature economic, social and cultural asset, which contributes to regional development that is increasingly based on high quality food production (wine, chocolate, nuts, cheese, etc.) or food and wine tourism and food-related events (e.g. Terra Madre, Salone del Gusto, CioccolaTò, etc.), which are gradually replacing heavy industries in the economic system and in the symbolic representations (Vanolo, 2015) of an area which goes far beyond the limits of the Turin metropolitan area, including high-quality rural regions, such as Langhe, whose wine production related cultural landscape was inscribed in the UNESCO World Heritage List in 2014.

The food system of Turin is characterized by a general high-level of accessibility to fresh and healthy food (only in the city, 42 open-air markets selling fresh groceries are daily organized), by a still strict relationship between some consumers and producers (about 300 farmers come to town to sell their products everyday) and by a high number of grassroots practices somehow connected to the aim of having a more sustainable food system. Food seem in fact to play an important role in the social and political activism of many citizens of Turin, as witnessed by the many practices and projects aimed at imagining, planning and practicing a new model for the food system, based on new relations between people, urban space, natural environment and food (Bottiglieri et al. 2016).

Even if within a positive context, starting from the awareness of the existence of weaknesses, inequalities and unsustainable practices, three different processes - initiated almost concurrently during the past years - constitute the main elements of the road toward the definition and implementation of a food policy for Turin. None of them, though, led so far to any official operational document or to the adoption of a real UFP.

The first is the working table Torino Capitale del Cibo (Torino Food Capital) launched in 2014 by the public-led association Torino Strategica within the third Strategic Plan Torino Metropoli 2025, which defines the vision and plans for the future of Turin's metropolitan area, and currently at a stop, due to the changes in the local government of Turin. The main aim of this table was to put food in the debate about the strategic planning of the metropolitan area, especially by the creation of a Food Commission, deemed as the combination of Food Policy Council and business hub, in view of developing and managing a metropolitan food system designed to ensure better quality and be more sustainable, fair, resilient and competitive.

The second is Nutrire Torino Metropolitana (Feeding Metropolitan Turin): a participatory process managed by the Città Metropolitana (the former Province of Turin) and the University of Turin, that in 2015 involved a wide selection of actors of the food system (more than 200) in the participatory definition of a local food agenda, as a first step towards launching a food strategy for this area.

The third is the European project Food Smart Cities for Development (FSCD) funded by the Development Education and Awareness Raising (DEAR) Office of the European Commission, which had as one of its expected outputs the creation of a Food Policy Council. The project formally ended in December 2016, but the Council has not been established yet.

These three processes feature different scales of action (from the provincial to the municipal scale), different leading actors and different specific aims. However, they share a general methodology and the general objective to involve a wide selection of actors and stakeholders of the food system in the process

of definition of the priorities of a possible UFP and the institution of a governance structure for the food system.

The three processes involved many stakeholders, representing the whole food chain, in a participatory path that alternated moments of wide participation (e.g., round tables organised by the NTM initiative), with smaller meetings involving a selection of stakeholders. Despite the current lack of a food plan for Turin, the three processes share a project designed to constantly evaluate and monitor the food system with participatory methodologies. The project is the Atlante del Cibo, a platform developed by a multidisciplinary network of researchers from the main local universities (University of Turin, Polytechnic of Turin, University of Gastronomic Science) (Dansero et al, 2015).

3. METHODOLOGY

A review of the main approaches to the actors of a process highlights the great variety of perspectives with which we can approach this theme, among which we can mention those of a predominantly geographic nature linked to the territorial action of subjects (Dematteis, 2001; Gumuchian et al., 2003; Di Méo e Buleon, 2005; Salone, 2005), those focusing on governance processes (Rhodes, 1997), on participation (Ciaffi and Mela, 2006), on the role of actor-networks (Latour, 2005), on the definition of (Freeman et al., 2007) or on public policies decision-making processes (Dente, 2014).

The main methodology used for the actors-network analysis is inspired to the theoretical frameworks proposed by the Italian political scientist Bruno Dente, whose works mostly focused on the investigation of policy making processes and on the role of the involved actors.

Dente (2014) defines as the actors of a process only those who actively act in the process, avoiding a too wide notion of actor - confused with those of stakeholder - as well as a too narrow one, which sees as actors only those who have legal titles to take part in a decision-making process.

While not reaching the extreme of methodological individualism, it is well present in this research the awareness of the importance of the role of individuals acting within collective actors. Individual actors can express action logics that goes beyond the ones of the organizations they belong to and in the name of which they participate in the process. It is important to expect and consider these logics to avoid incomplete interpretation of territorial and policy development processes (Gumuchian et al, 2003; Dansero, 2013).

Starting from this definition of actor, we have analyzed the actors involved in the first phases of the process of food policy development in Turin in two main steps.

First, we mapped two main categories of actors of the process: (a) those who are actively leading the food policy development and (b) those who - even if not explicitly aiming at developing an urban food policy - are involved in practices participating in increasing the environmental sustainability and the social justice of the food system, identifying in food a field of political, social and cultural action.

Second, we analyzed the food arena actors using some of the categories proposed by Bruno Dente (2014), concerning:

- The typology of actor, defined according to the logics of action showed in the process. From this perspective, Dente identifies five typologies of actors: **political** actors, who base their claim of intervention in decision-making on the fact that they represent citizens, **bureaucratic** actors, whose intervention is based on the consideration that legal rules give them a specific responsibility in the decisional procedure and the formal competence to intervene; bearers of **special interests**, who base their claim of intervention on the fact that the choice among the possible alternatives directly influences their interests, meaning they totally or partly bear the costs, and/or draw benefits from it; bearers of **general interests**, who, even without any political or legal legitimation, base their intervention on the premise they represent subjects and/or interests that are not structurally able to act directly; and **experts**, who have the necessary knowledge to structure the collective problem and/or to find the most appropriate alternatives to solve it.

- The resources of action used by the actors. They can be, according to Dente, political, related to the consensus that an actor can have; economic, concerning the amount of money and other goods an actor can provide for the functioning of the process; legal, defining the limits and the characteristics of the

behavior of the actors; knowledge, referred to the amount of information, skills and knowledge an actor can provide for addressing the process.

- The objective of each actor. They can be content-related goals, regarding the problem itself and/or the solution to adopt; or process-related goals, when the alternative solution they prefer is not chosen according to its capacity to meet the needs at the basis of the decisional process, but for the consequences it has on resources and on other participants' positions

For what concerns the sources of data for this article, they have been drawn from existing reports and documents and complemented by authors' direct experience, knowledge and involvement in the current stages of the processes of food policy development.

4. FINDINGS AND DISCUSSION

As we can see in the table 1, the main actors involved in the processes of definition of the Turin food policy are four institutional subjects: the Metropolitan City and the Turin Municipalities, the Association "Torino Strategica" and the University of Turin.

The Metropolitan City of Turin is one of the most active actor involved in the processes. Despite this, it has a really few direct food and nutritional skills, which have further diminished since January 2016, with the transition to the agricultural and mountain expertise area to the Regione Piemonte. However, some Sectors (such as the Mountain and Rural Development, Valorization on Typical Products) have been engaged as promoters of many specific projects (such as those related to public procurement and school meals, but also to the promotion of the short chain, the regeneration of neighborhood markets) for several years. This has sedimented knowledge, but especially strong relationships with local stakeholders, in particular producers, processors, distributors. With this background, the Metropolitan City has played a key role in the food policy process, in terms of promoting and organizing events, and involving actors. However, it should be stressed that this role should not be attributed to the Metropolitan City as a whole, but to the commitment of a single official.

The Municipality of Turin enters into food policy processes as an active subject, in different ways and timings. This is also due to a political turnover of the June 2016 election. In this light, it is possible to identify a first phase under the previous administration, where the Municipality did not have a direct role in the food policy process but only through the Association "Torino Strategica". This association, involved in the elaboration of the Third Strategic Plan Torino Metropoli 2025, has included among the strategic actions the ronde table called "Turin Capital of Food" with the aim of building a future vision for the city based also on food as an asset of economic development, excellence, national and international competitiveness.

In the second phase, however, thanks to the participation of the City of Turin in the Food Smart Cities project, the Municipality has taken a more direct role in the processes. First of all including right to food, in the Statute of the City, but also through the organization of workshops and cultural events. After the change of political administration (from democratic party PD to Five Stars Movement), the City informally expressed the interest to create a Food Commission, but still (August 2017) without any formal commitment.

Finally, the University of Turin is perhaps the actor most widely involved in the different food policy development processes. Since the first embryonic process (Turin Smile), the University has been actively involved in the various processes, always with a directive role, playing the role of expert and of stakeholder of the food system. The University (together with the Polytechnic of Turin and the University of Gastronomic Sciences) is also working on the food system assessment, with a project of participatory observatory of the food system called Food Atlas (Atlante del Cibo di Torino Metropolitana).

As we can see in the Table 2, which represents a non-exhaustive photograph, we have found more than 80 actors actively involved in practices, projects and actions aimed at enhancing the horizons of environmental sustainability, social justice and the local economy of the Turin food system. In general terms, these actors are, above all, associations and subjects of the third sector. About thirty, approximately, are actors who deal specifically with food; most, on the other hand, are subjects whose

work is not directly related to food, but that they see a resource, a vehicle to achieve sustainability goals in its multiple dimensions. Among this actors an important role is played by Slow Food, which has not its headquarters in Turin but in Alba, one hour from Turin. Slow Food is strictly linked anyway to Turin, where it organizes, together with Turin municipality and Piedmont Region the mega-glocal event of Terra Madre-Salone del Gusto. Slow Food also took part to many of the processes highlighted before.

Fig. 1 Main processes towards Turin food policy

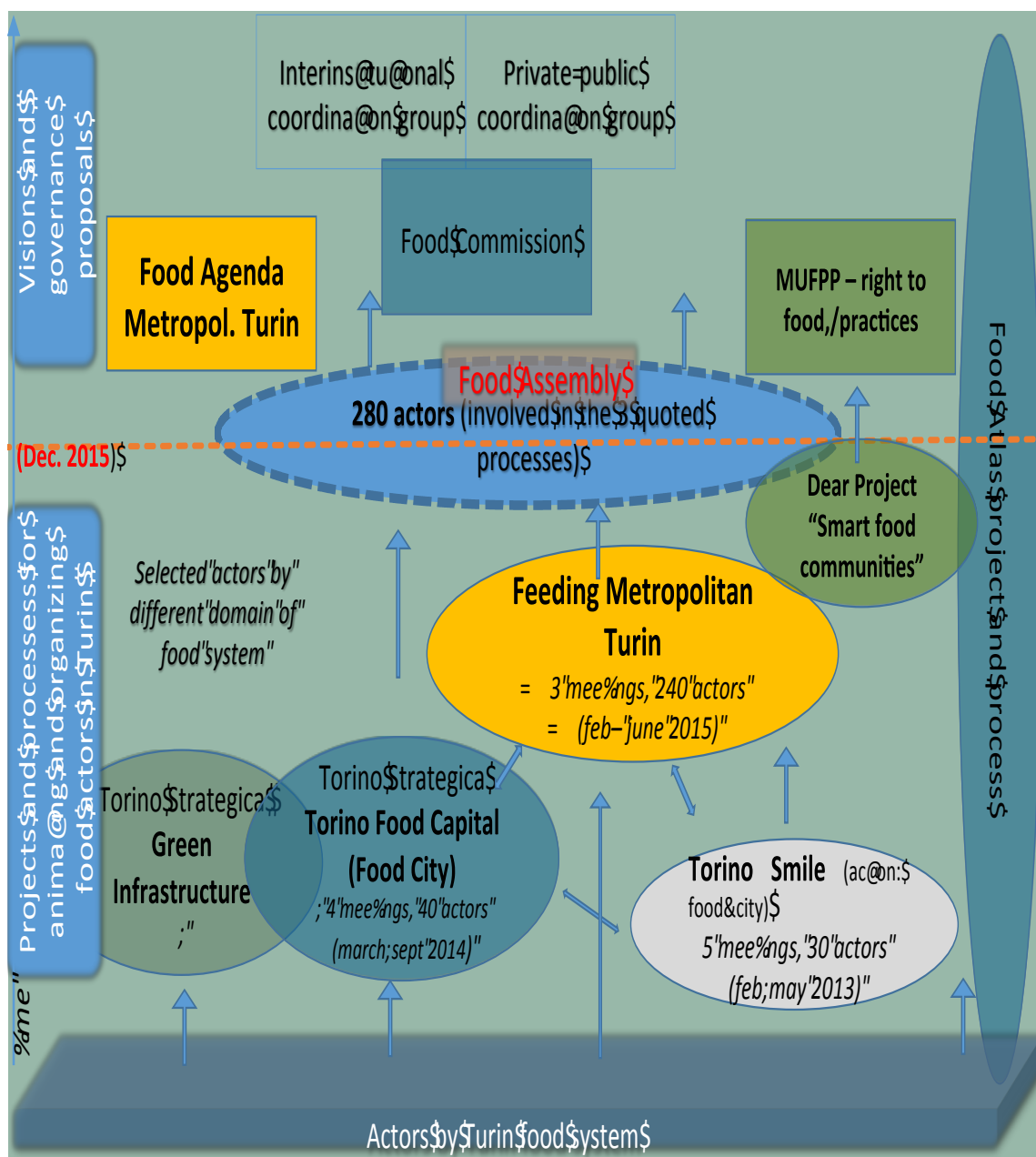


Fig. 2 Main actors involved in processes towards Turin food policy

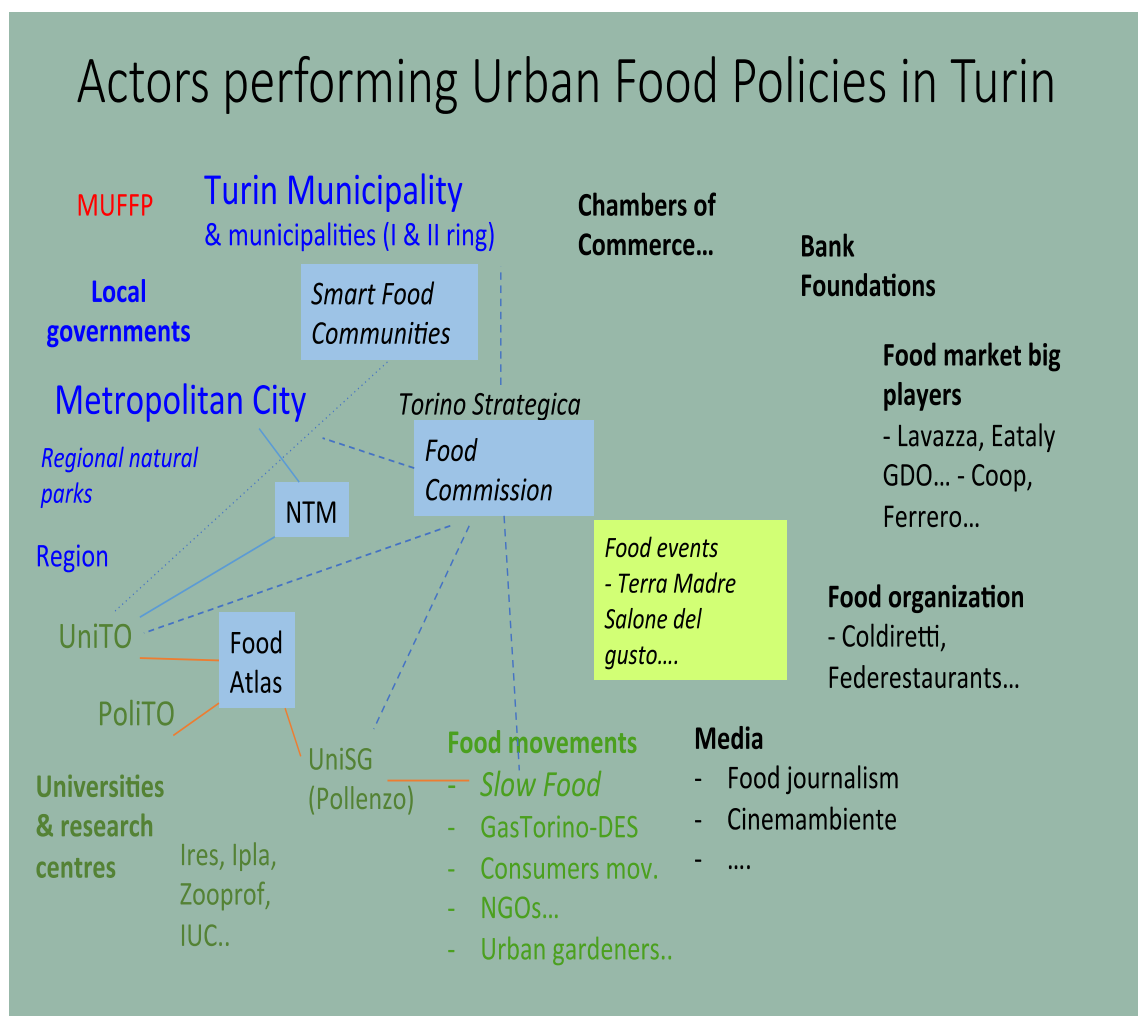


Table 1 - Actors actively involved in a processes of a Turin Food Policy

PROCESSES TOWARDS THE TURIN FOOD POLICY		
	Type of actors	Processes involved in
Metropolitan City of Turin	bureaucratic actors,	TAVOLO TORINO CAPITALE DEL CIBO NTM
City of Turin	bureaucratic actors,	SMILE DEAR
University of Turin		SMILE TAVOLO TORINO CAPITALE DEL CIBO NTM DEAR

Table 2 - Active stakeholders involved towards a more sustainable food system

ACTIVE ACTORS TOWARDS A SUSTAINABLE FOOD SYSTEM		
Sustainability		
Food aid and food surplus redistribution		Banco Alimentare Caritas, Cooperativa Snodi, Associazione Liberi tutti Associazione Con Moi Associazione Eufemia Associazione Terza Settimana Equoevento
Catering and economic activities involving disadvantages people		Cooperativa Ecosol Caffè Basaglia Cooperativa Meeting Service Dinamo Coop Gruppo Spes Cooperativa sociale Terra Mia onlus Cooperativa Animazione Valdocco
Soup kitchens		ARCI Torino Charity and churches Caritas Croce Rossa
Critical consumption		GAC – Movimento Consumatori GAS Cooperativa Isola Cooperativa Mondo Nuovo Cooperativa Johar Cooperativa Glocandia Cooperativa Il Ponte Food Hub To Connect Germogliato Genuino Clandestino
Food and school (educational programmes, educational farms, school gardens)		ITER Laboratorio Chimico della Camera di Commercio di Torino
Public procurement, school canteens		
Urban gardens		Comitato Urban Barriera Associazione Parco del Nobile Associazione Volontari in Rete Associazione Innesto Coefficiente Clorofilla Comunità di Mirafiori onlus. Agesci Abilitutti, KJ+, Jonathan, Orti Alti, Associazione Ciclobus, Dipartimento di Neuropsichiatria Infantile ASL TO2, Associazione

	Casematte, Associazione Mondoerre. Associazione URBE Uno di Due Onlus Istituto per l'Ambiente e l'Educazione Scholé Futuro Onlus Orti Alti e Studio 999 Urban Rigeneration Cooperativa Synergica Residenza Dorho Caritas Diocesana Architettura Senza Frontiere Cooperativa Carapace Associazione GAPS Cooperativa Agridea, Ristorante Le Fonderie Ozanam.
Agricoltura periurbana	Comitato Agritorio
Food distribution	SMAT Torino
Apicoltura	Associazione Urbees
Food culture	Conservatoria Cucine Mediterranee Convivia Slow Food Torino Associazione Les Petites Madeleines AIAPP Associazione Italiana Architettura del Paesaggio Piemonte Valle d'Aosta, Alta Parella Tedaca Bellarte. AGAPE Associazione Gastronomica Peruviana Centro Latinoamericano para el Desarrollo Rural
Health	Centro di Epidemiologia del Piemonte
Local economy	Coldiretti Amis 102 Last Minute Sotto Casa Massimo Cento

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