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URBAN – RURAL LINKAGES FOR FOOD: RELATED OPPORTUNITIES AND CHALLENGES IN BOTH MUNICIPAL PLANNING AND GOVERNANCE OF THE FOOD SYSTEM; IN CASE OF ADDIS ABABA CITY AND ITS HINTERLAND, ETHIOPIA

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ABSTRACT

Kibrom Fesseha Tesfay, Urban – rural linkages for food: related opportunities and challenges in both Municipal planning and Governance of the food system, in case of Addis Ababa city and its hinterland, Ethiopia.

Due to the concrete data derived from research on urban population dynamics and growth, Addis Ababa has emerged as one of the rapidly expanding cities in East-African region. Based on projections by the Ethiopian central statistical authority in 2007, the city now accommodates approximately 25% of the entire population of the country. Additionally, the city has experienced significant physical expansion, where it has engulfed surrounding farmlands, forests, quarries, and even rural villages. Because of these demographic and landscape changes observed in recent years, the agricultural region, particularly the significant portion responsible for vegetable production, has been pushed back within a 90-kilometre radius. Manifestation of the urban population growth typically in small and medium towns (61-64%) has affected the consumption pattern. These towns consume the produce from the rural farms before it reaches big cities like Addis Ababa (Lize, 2017). According to official reports (2021) of Addis Ababa city municipality; poor infrastructure to transport and store the harvest, limited market opportunities for local producers, uncoordinated efforts in management, and lack of significant incentives to the farmers become some of the major reasons for the poor accessibility, and price hiking on food and food related items in the city. The ever-growing population size of the city has also created a stress on the already known food supply and accessibility problems.

According to the official reports of the city administration, the data on price increase on food items reaches 42% (April 2021), unlike the other goods, which was 23%. The price increase on food related items were much higher as anticipated, key informants has revealed that the price of key staple food “*Teff*” has doubled itself in mid-2023. Considering insignificant changes in income of the residents, higher inflation rate, and a bunch of political and socio-economic problems in the last few years; it would be a big blow to many of the families in that city. Both the legislations by the city council in 2018 and

2021 to establish an agency/council to regulate the ‘school feeding program’ and regulation of market functionality respectively, were critical in terms of stabilizing market volatility and food safety.

According to this study, there were misunderstanding among the stakeholders’ regarding how to resolve the existing urban food problems. Key informants from Addis Ababa city and Meki¹ town administrations’ and other stakeholders believed that the urban food issue could only be solved by the interventions made in the rural areas. However, in recent years, we have observed an increase in agricultural production but still more than a quarter of the population of the country in general, and Addis Ababa city in particular were food-insecure. Besides, the federal government spend over 600 million dollars in order to buy grains every year, just to fill the gaps. Therefore, this brings us to the point that something was missing which can bridge the link between an increase in food production, and still significant portion of the population living in a highly food insecure environment.

This study was part of the growing body of studies concerning the role of urban planning and regional integration in shaping urban food system, with a specific focus on Addis Ababa city and the town of Meki. Institutionalization of the urban food sector and having viable policies on this regard could be considered as a springboard and a major step in the process. Main components of the policy may include, but not limited to, institutionalization of the urban food sector, participation of stakeholders on real terms, supporting the urban and rural farmers through creating market access and other incentives, and adopting innovative and technologically supported solutions could improve the poverty level of cities. The core point of this research lays on the investigation of the thoughts and discourse of Addis Ababa city administration in connection to its hinterland on some of the ‘key pillars’ in the establishment of the urban food policy or system of governance.

According to this survey, 41.2% of the stakeholders have never participated in any key decision-making process regarding the urban food issue. Only 11.8% have witnessed that they have previously participated in such decisions. Besides, 50% of those taking part in the decision making believe that their comments and suggestions were not incorporated. This was partly against the city administrations claim that the municipality, in our formal discussions with the officials, assume they were taking “spaces of deliberations” on the urban food agenda. In the town of Meki, the local administration has lower level of awareness on this regard; they consider it as if they were sharing their power to someone, which they do not normally interested on.

¹ Meki is a small town found in the East-Shewa zone of the Oromia regional state.

All the stakeholders considered the urban – rural linkages as vital. The problem lay on figuring out the key issues, which need to be addressed. Besides, the urban – rural linkages were not well defined, and to some extent, used interchangeably with the notion of urban agriculture.

The data collected on stakeholder’s priorities in key municipality’s agenda also reveal employment generation should be the main agenda (33.3%). The second priority was urban food management and regulatory activities, which counts to 25.9%. Service provisions also had significant backing which was 14.8%. On top of this, stakeholders were asked about their involvement in creating citizen awareness; the data depicts that 70.6% had ‘never’ or ‘rarely’ participated in any activities. Accessibility to city budget information were also ‘highly dissatisfied’ or ‘dissatisfied’ by 48% of respondents. The data regarding accessibility of public procurement information also reveal that 64.7% were in ‘dissatisfied’ or ‘highly dissatisfied’ category. Finally, 41.2% of the stakeholders reveal that they were ‘dissatisfied’ regarding their participation on urban development plan and projects concerning food issue.

As a case building, this study has attempted to assess the ‘school feeding program’ of the Addis Ababa city administration, as an initiative towards the bigger goal of the city, which was poverty reduction. According to the results of the KAP survey, this program has let stakeholders to participate. Significant portion of the stakeholders (64%) know the program well. The data also reveal, this program reduces dropout rates by 40.8%. 76% of the respondents said, it reduced economic burden of families.

As continuation of its efforts, the current city administration took concrete steps in funding program’s/projects. These projects were directly related to urban food resilience; sustaining the urban agriculture; legislation of a policy for the establishment of a council/agency at the city level; creating market ventures for local and nearby producers; strengthening linkages, and financing unions and consumer cooperatives. These interventions definitely improve the livelihood of the city residents, and as a result reduce poverty.

In line with this, Addis Ababa city has won the eighth Milan Urban Food Policy Pact global forum award on sustainable diet and nutrition, in October 18, 2022. The city won the accolade for its ‘school feeding program’ best practice. However, they still need to exert more efforts on strategic approach to the agenda, mainstreaming the activities of the urban food issue in the city master plan, and institutionalization of the sector.

Empirical research on food policy councils was limited (Larissa Calancie, 2017). Despite the growing policy interest and support, there were limited research into food initiatives as an urban economic development strategy, and both municipalities should work with academic and research institutes.

Initially, in this study, the researcher chose an ethnographic approach as a methodology of this specific research. However, the researcher was obliged to use a 'mixed methodology' in order to cope with the problems encountered at field level. This has been done in consultation with the supervisor, and the details has been stated in section 5.2 of this document. Both qualitative and quantitative data has been collected by using different tools ranging from observations, KAP surveys, seminar and scorecard, questionnaires, and key informant interviews. The research highlights the importance of the legislation of the urban food policy, which standardises the urban food activities, and in return, food accessibility and sustainably.

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One of the challenging moments of working on this project was the war in my country. First, I was trapped in the war zone for more than four months during my field visits. Second, my family members still live in the active war area, an area without communication services, and under total siege. I was not able to communicate with my family for 16 months. During this period, I was highly depressed and pass through desperate times. The only chance I had to check for their safety were through my former colleagues working for UNICEF and WFP. Therefore, special thanks also goes to my kids namely Niftalem kibrom, Tsion kibrom, and Leul kibrom for their love and encouragement.

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LIST OF ABBREVIATIONS

CBOs	Community based organizations
FAO	Food and agriculture organization
FDRE	Federal democratic republic of Ethiopia
KAP	Knowledge, attitude, practice
NGOs	Non-governmental organizations
SANHANES	South African National Health and Nutrition Examination survey
UFP	Urban food policy
WB	The World Bank

1. INTRODUCTION:

The quest for food security has been and still be the biggest agenda in the Global South in general and the sub-Saharan African countries in particular. For instance, in Ethiopia, the major concern of the governments' in the last millennium were on how to improve the agriculture sector and feed the ever growing population of the country (IFPRI, 2019). Each government has tried to adopt its own policy and strategy ranging from the introduction of agricultural intensification programs through the introduction of mechanization and agricultural extension programs focusing on individual farmers. According to the World Bank (2019) report, (cited: (FAO, 2008), it is estimated that one third of the urban residents were poor, and it makes a quarter of the world's poor. The problem was severe when we took solely the situation of the sub-Saharan African countries. Different reports reveal the existence of the problem in a significant magnitude but the figures vary accordingly. Taking individual countries, there are high levels of food insecurity in South Africa towns and cities. The SANHANES survey found national prevalence of households at risk of hunger to be 28% and experiencing hunger, 26%. The equivalent figures in urban informal areas were 32% and 36% respectively (Battersby J, 2015). Despite this, there was little policy attention to urban food insecurity. The national policies and programs continues to view the issue of food insecurity as predominantly rural in its nature. The main response of local governments and municipalities were promoting the urban agriculture as a means to improve urban food security.

This interest has been in place only in recent years, thinking within a systemic approach to food that also involves issues such as food sovereignty, food security and food democracy and that sees an active role for cities (Battersby and Haysom, 2019).

The reason for this was, only few studies has been commissioned in the Global South though the problem was there hugely, and in most cases, non-governmental organizations carry out the surveys. Based on the research done by (Wurwarg, 2014), it appears that international organizations and NGOs, as opposed to the municipal government, were implementing the majority of food security initiatives in Addis Ababa. Municipalities were not autonomous, they cannot make bigger policy decisions by themselves; they usually depend on the federal government for new policy legislations and interventions.

Recently, the growing attention and recognition of the food issue as a major urban concern, led towards growing concern by stakeholders to involve and understand the context and solve the problem accordingly.

Though the centerpiece of this study were not directly related to computation of population projections, presentation of population trend analysis could be huge part of this study as population growth affects the food supply issue directly. In the last few decades, our world has witnessed a huge population growth.

The increase in population have manifested significantly in an increase in the number of urban population as compared to its rural counterpart. The year, 2009, could be considered as a milestone that the number of world urban population turns its rural counterpart. Based on (UNPD, 2014), by 2050, about 66% of the world population is projected to be in urban (Ketema A, 2015). In particular, it was estimated that the percentage of the population living in the major urban centers of the various countries of Africa have risen from 32% in 1990 to 39% in 2010, this growth was also expected to reach 50% around 2030 (United Nations, 2015). However, recent studies seem to indicate that this dynamic was even more accelerated and that a majority of the urban population in Africa has already been reached in 2015 (Moriconi-Ebrard et al, 2020).

Recent reports are coming with more data' that, the continuous increase in population has led to the rapid expansion of urban settlements (Wertheim-heck, 2018). The rapid increase in population has also affected the environment and the urban food in Africa (Crush J, 2016). Indeed, there was a strong correlation between population density and food availability. This has been explained by the fact that urban sprawl reduces available watersheds and agricultural land, causing an increase in energy demand and generating large amounts of polluting waste (IPPC, 2022).

Majority of the people in the urban centers rely on non-agricultural activities for their livelihoods, the unemployment rate was also high which will cause the urban poor less access to cash (Abadi N, 2018). With the soaring price of food items, it will make it difficult to buy enough food for the significant portion of the people, which leads them to huge vulnerability towards poverty.

The firm population growth will brought additional stress to our current food systems; how do we make sure all these people have access to a sufficient amount of food, which must also be of good quality (Baker L, 2008). The vast majority of the urban dwellers depend on services and other forms of non-agricultural activities for their livelihood, and in this sense, it makes it challenging to feed the ever-growing number of urban population (Crush J, 2016). Besides, since 2008, the world has witnessed that the residents of urban areas both at the Global North and South, are highly susceptible to slight policy changes on food and highly vulnerable to natural and man-induced problems to the food world, which can have impacts on the price, accessibility, and health aspects (Baker L, 2008). This was because, the urban residents depend on cash income to purchase food, they need infrastructures for transport and accessing the food, and they need regulatory procedures in order to get enough and nutritious food (Abadi N, 2018).

On top of this, recently in Addis Ababa, people move back and forth from its surrounding towns and rural villages in an attempt to search jobs (Crush J, 2016). According to unofficial reports of the city

administration of Addis Ababa, more than one-million people gets-in and out of the city on a daily basis. This situation poses burden in the service delivery and transport sector of the city, which also have effects on the food sector. Feeding such a large system is particularly complex and, in fact, food insecurity in Addis Ababa has reached extremely critical levels; a study conducted in some of the capital's neighbourhoods, estimates that 74.9 per cent of the city's population has difficulty obtaining food on a frequent basis and, above all, is unable to get sufficient nutrition (Birhane et al, 2014).

This thesis investigates the collaborative planning between the city administration of Addis Ababa and the local administration of Meki town area, specifically in relation to food issues and the governance of the food supply chain. Here, the issue is to explore the potential challenges they face in terms of setting priorities and interests, putting proper communication matrix, resources soliciting, and creating regulatory framework. Proper management of the urban food sector were manifested in terms of strengthening the urban – rural linkages, provision of incentives to different actors working in the sector (from urban farmers to local producers), legislating workable policies and strategies, and provision of technical and financial support. In fact, loose interaction between city of Addis Ababa and its hinterland affected the urban food supply in terms of creating poor accessibility and an increase in food prices. According to our discussions with the city municipality experts, the price increase on food items was 43% for the month of June/2022, which is significantly higher than the 32% price increase on other items. The report also reveal that the volatility nature of the food prices in the city of Addis Ababa is much higher than the estimated national average, which is less than 20%. In this regard, there were different short-term actions taken by the city administration but they brought minimal impacts in real sense.

In the last two decades, food security research has traditionally focused on rural areas, almost automatically giving the impression that an increase in smallholder farmer productivity will result in the final food security solutions (Lize, 2017). The issue of food has been and still be the biggest concern of the Ethiopian government. According to (IFPRI, 2019), the prevalence of hunger is highest in Sub-Saharan Africa, which is 22.3%. The African Food Security Urban Network (AFSUN), in 2012, found that 57% of households residing in the poorest neighbourhoods of major African cities were severely food insecure and only a reduced 17% could be considered completely secure in terms of accessibility and purchasing power (Crush J, 2016).

Besides, there were no prior such studies which have assessed how the planning unit in municipalities address the issue of improving urban – rural linkages for food in their plan. The urban food planning field of action brings together scholars of cities and urban policies, the dynamics of land use and

urbanisation, agri-food production, the rural world, and critical food studies, in order to connect the different thematic knowledge and give light to a series of active policies on several levels (Dansero et al, 2017).

In fact, Addis Ababa has been under numerous studies related to urban agriculture, food price hiking, and other food related problems. Unplanned or inadequately managed urban expansion leads to rapid sprawl, pollution, and environmental degradation, together with unsustainable production and consumption patterns (UN, 2014). The issue was similar in Ethiopia's case, as the result of unplanned urbanization, many of the cities including Addis Ababa, are still growing in alarming pace; expanding to the surrounding peri-urban and rural settlements by engulfing farmlands and residential areas. According to the CSA (2007) report, only 20.7% of the population of Ethiopian lives in urban areas, and this is among the lowest even in the sub-Saharan African countries. However, the prospect of urbanization is higher in the years to come. The census also reports that the Addis Ababa population were 2.72 million in 2007, and projected to grow to nearly 3.433 million in 2017; the main causes of the population growth are the natural one and mainly in-migration from different angle of the city. Besides, in Ethiopia, the population living in cities expected to grow from 15.2 million in 2012 to 42.3 million by 2034, corresponding to an annual growth of 5.4% (World Bank, 2015). However, consistent with many African cities, the population fluctuates seasonally as people move between agricultural and urban areas (Larsen, 2019).

Here the issue was, though many of the migrants from the rural come to the urban areas in search of employment opportunities' and better services, what they encounter is different. The cities like Addis Ababa were not generating enough employments, not only for the rural migrants but also to their residents. In this sense, the urbanization in the cities were not accompanied with the expansion of industries, not creating multiple jobs. Instead, urbanization resulted more from population pressure, natural resources exploitation, climate change, and conflicts, political or ethnical tensions (Bloom, 2008). So far, the focus of the city municipality was not clear on the agenda of regulating the population flow in both ways, and the mode of urban – rural interaction. Many suggests that, unless it is regulated and controlled in any way, migration of rural people to urban areas in an alarming rate will continue to create problems mainly on the urban food supply and security. This situation in turn is making more burdens to the existing urban problems.

Therefore, the issue that how the municipality and the local administration in its surrounding respond to this kind of problems was vital. How they function together in terms of planning, mutual support, and governance of the food sector matters a lot. Understanding the functionality of Addis Ababa and the

surrounding local administration on this issue was a big milestone to sustainably improve the sector. Hence, it gives a space to describe the gap on this matter.

The main objective of this study was to investigate and analyse how the municipalities develop a plan in a more participatory way, and what was their approach to address the issue of urban food in terms of gearing the activities pertinent to the subject as core point of the plan. The study were linked to the international context by identifying and incorporating global patterns and trends; the experiences in policy and collective decision making; adding-up best practices; and by sharing the local context to the international community as a basis for further study. That is why the researcher adopt a holistic approach. How do they understand the essence of stakeholder participation in real terms; the importance of prioritizing the food issue; if there are also initiatives to improve the sector in terms of both institutionalization and launching different projects and programs to reach the needy. On top of this, the study evaluates applicability of the urban food governance package on that context, and identify which stakeholders are important and more relevant.

The research questions emanate:

- i) Defining the ‘enabling environment’ for urban – rural linkages concerning the urban food issue;
- ii) Investigating the practice and magnitude of stakeholders participation in urban food planning;
- iii) Current initiatives and launched projects/programs by the Addis Ababa city administration to strengthen the linkages

Part of the research questions were derived from the following key words: i) attitude ii) perception and iii) relevance; of stakeholders which may extend from the auspices of the impact of poor planning on the urban food sector.

The thesis will have three major finding sections. The fieldwork was carried out in Addis Ababa city municipality and the local administration of Meki town. The data were collected in the period of February – June/2021. Each article will respond to a specific topic, which are either: i) perception of stakeholders towards including the food issue at the core of municipal planning, their thoughts regarding transparency and responsibility; ii) the major challenges in urban – rural linkages concerning food; iii) the achievements and setbacks towards realizing the full-fledged urban food policy in Addis Ababa city.

The findings of this study could contribute something to the literatures of the urban food governance in the Global South and the importance of involvement of multiple actors in the process. Besides, the food security issue is not only a factor of increasing production; it entails a number of activities to sustainably improve the sector. The analysis of the data have paramount importance in guiding/framing the

prevailing situation. Elements that can improve the urban – rural linkages are analysed. Lessons learnt in the process shows that the sustainability of the urban food supply and accessibility rely on strengthening the linkages, joint planning, and institutionalization of the sector. Moreover, the KAP surveys on certain projects launched by the Addis Ababa city municipality emphasized on the importance of supporting marginalized communities and children through a direct food support including the school feeding program and the urban safety nets.

2. BACK GROUND:

2.1. *Fieldwork area and the definition of key words*

- “Definition: urbanization, urbanization refers to a growth in the proportion of a population living in urban areas and the further physical expansion of already existing urban centres’ (Samson, 2009).”
- Definition of a city: an ‘urban centre’ with an established municipality or with a population size of 2000 or more inhabitants, in which 50% of the labour force are primarily engaged in non-agricultural activities (FDRE, 2008).
- Food security can be defined as being when “all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life” (FAO, 2008).

In Ethiopia, food shortages, price hiking on food items, and the food security conditions are always at stake arguably affect cities and towns. One of the famous theory on the causes of famine and food insecurity in developing countries was developed by Nobel laureate Amartya Sen that was called ‘the entitlement approach’ (Nayak P, 2005). This approach gives much emphasis to people’s entitlements or their ability to access the resources and capabilities necessary to meet their basic needs, particularly food. According to Sen, there are a number of factors that cause famine other than lack of food availability. Lack of resources, inequality and social disparities, and availability and access to food were the major entitlement failures that can lead to famine. This approach highlights the importance of addressing not just the food production, but also the underlying factors that limit people’s access to food. Another study also shows the devastating changes in ‘climate’, witnessed in the last 50 years be inevitably one of the major causes of famine and drought (Garcia R, 1981). According to the report, the occurrence of a fatal famine in the Sahel region (late 70’s), and later expanded to the Eastern part of Africa (early 80’s), was the result of environmental degradations.

The poverty conditions of urban Ethiopia are much worse than the sub-Saharan; apart from a recent developments, the history of Ethiopia has been highly attached to famine and continuous drought (Famine in Ethiopia: of Wars, 2013). To this end, there was a great debate that the major cause of food insecurity was not clearly stated yet. Some literatures reveal that ‘mismanagement’ of resources, high rate of unemployment, insufficient income, and now poor purchasing power of the money are the main causes of food insecurity in urban areas. In fact, in the last two years, we have witnessed the effects of war on creating shortage of food supply and significant price increase on food items. Policy wise, the

Ethiopian government pledges working on import substitution but still the country is dominantly an import-oriented one. For instance, in 2022, the country spends more than half a billion USD to purchase and import wheat. Significant portion (more than 60%) of Ethiopia's wheat imports were from Ukraine and Russia. However, due to the war in between these countries, and the souring of food price all over the world, it has brought significant price increase in food items. According to the government of Ethiopia's official reports, the price increase on food items reaches 42%, apart from the increase for other items that was at 23%.

2.1.1. Addis Ababa:

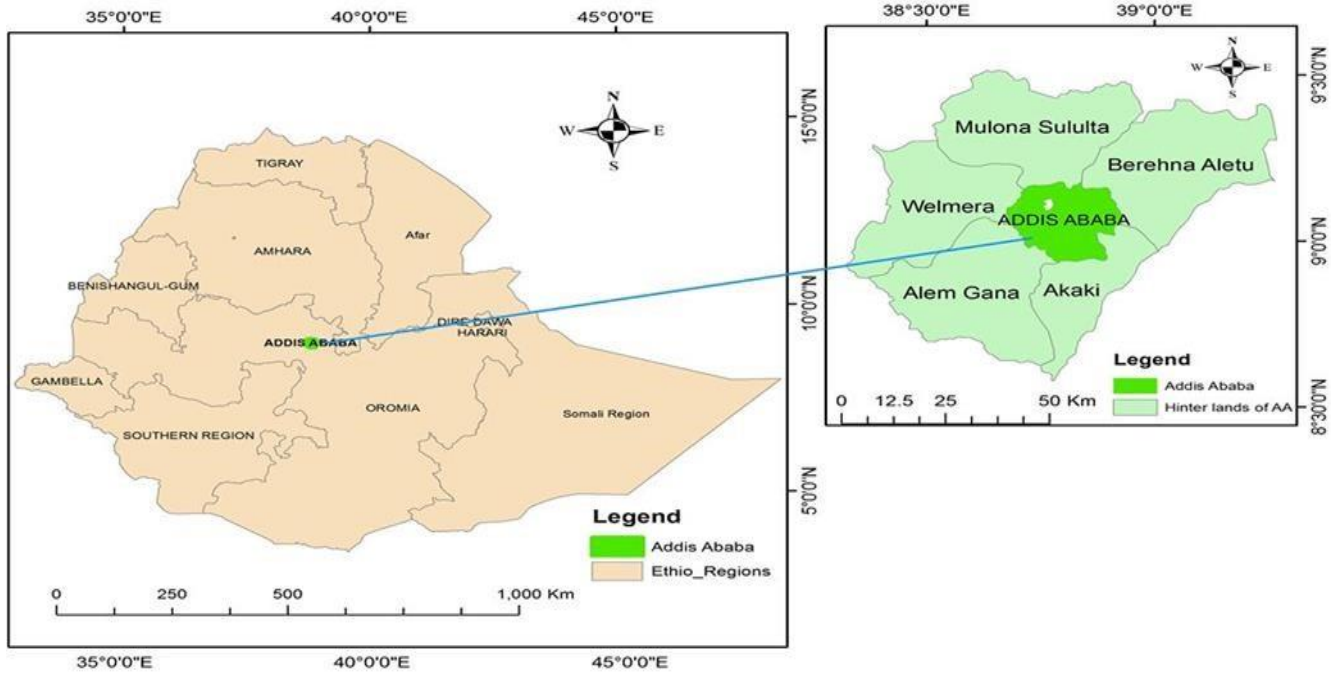
Although Ethiopia is the second most populated African country, it is one of the continent's least urbanized countries. According to the CSA (2017) projection, only 20.7% of Ethiopian residents live in urban settlements. The Ethiopia Census of 2007 reported that 2.72 million people lived in Addis Ababa; and that report projects the current population of Addis Ababa to be 3,433,999 residents. This is the largest city in the country and the major reasons mentioned for its growth are in-migration and natural population growth. However, consistent with many African cities, the population fluctuates seasonally as people move between agricultural and urban areas (Larsen, 2019). According to (Larsen, 2019), between 2006 and 2016, every additional person increased the urban area by 0.014 ha. Approximately one-quarter of the Addis Ababa population is hungry (Wurwarg, 2014). This is unlike the fact that the city is a hub for more than 60% of the country's economy.

Addis Ababa city administration is one of the two cities in Ethiopia, which were administrated by their own unique charter. The constitution of the Federal Democratic Republic of Ethiopia stipulates that the residents of Addis Ababa have full power of self-government. The bill for the proclamation were endorsed in 2003. According to the hierarchy, the city council have the highest say in legislating policies and overall regulation of the city activities. Under the proclamation, the city government have eight objectives, and none of them has directly mentioned the urban food issue. However, the Ethiopia's government pledges spending more than 59% of its budget on poverty reduction; it was highly unlikely to see the issue of 'food' directly linked with the organizational structure of governmental offices and bureaus. For instance, the city administration of Addis Ababa have more than 17 bureaus (their number fluctuates every year), and none of them have direct responsibility to the improvement of the urban food sector. In terms of structure, the Bureaus have bigger mandate and budget than the offices and agencies. The agency for food security and developmental safety net, and office of urban agriculture are two of the most relevant offices to the urban food sector. These offices were mainly supported by non-

governmental organizations and they receive little support from the city administration, in terms of financing projects and programs.

As mentioned earlier, the focus of this study is the Municipality of the city of Addis Ababa and the local administration of the nearby vegetable producing area (Meki town area). The vegetation was found within 90-160 kms range from the city of Addis Ababa, to the Eastern Shewa zone direction. The study describes the connection that the municipality have with major stakeholders that may include CBOs, NGOs, consumers, producers, the academics, business community, other governmental offices, and people in the informal chains of the business.

The major reason for taking these two administrations for the study were to explore how the city administration of Addis Ababa strives to work collaboratively with local administrations in its hinterland mainly to solve its food supply and accessibility problems. During the field study period, there were 10 cooperatives and 2 unions in the locality of Meki town, which were supplying vegetables, fruits and grains to the capital city. The volume of the supply from these villages were not mentioned in any of the previous studies reviewed. The level of interaction between the municipalities should be analysed, and lessons need to be incorporated in the joint strategic plan of both administrations. On top of this, the problem of urban food insecurity was not only the result of unimproved production neither only the sole responsibility of municipalities. Recently, we have observed that the price of the main grain (Teff) has increased by 100% in the city of Addis Ababa despite the fact that production of wheat and Teff had shown an increase same season. The main reason for this are current domestic and foreign events. Internally, there were dramatic increase of transportation costs due to an increase in oil prices; instability induced due to continuous war and ethnic based violence; and poor policy support by the government on marketing and encouraging local producers. Ethiopia was also affected by the war between Ukraine and Russia, as the country were one of the huge importers of wheat from these countries, and we can take it as an external influence. For this reason, active participation of different actors is highly demanded. Hence, the perspective of this research lays on how the administrations' understand the importance of involving different actors; opportunities for both the producers and consumers; lessons from wheat production program in Oromia regional state'; and compile the role of councils and task force directly supervised by the mayor Addis Ababa, and responsible to look after the urban food issue.



Map 1: Map of study area (map source: own compilation)

Considering the food region and food sovereignty of the city Municipality of Addis Ababa, the boundaries of the city has gone way far than 300 kilometres, which makes Meki town and its surrounding farmlands in its realm. Local farmers around the town of Meki were the major suppliers of vegetables to city; and even to export purposes. These farmers has organized themselves under 10 cooperatives and 2 unions. In fact, the distance between the city and the farm areas ranges between 50 – 90 kilometres. Farmers of the hinterland get their seeds, fertilizers, pesticides, and other chemicals from the city. Their bigger market was also the city of Addis Ababa. The economic interaction was high. Therefore, we can say that they were highly interlinked and interdependent. Besides, in times of drought and consequently poor harvest, the farmers move to the peripheries of the city to work mainly in the construction sector as masons and daily labourers”. The social and economic interaction is high and the future prospects to growth is viable as far as the interaction being harnessed by introducing workable policies and strategies by the administrations.

More than 80 percent of the urban residents in general were believed to be dependent in the market for food supply (Wurwarg, 2014). In fact, it does not mean that the people were dependent on supermarkets; we have all kinds of markets including the large public open markets, large shops, roadside vendors, and track shops mainly for vegetables. Teff was the major staple food in Ethiopia. In developing countries like Ethiopia, the cost of food items was increasing from time to time, and it was becoming a serious

issue recently. This were partly due to the increase in the cost of transport services both from rural to urban areas and the cost of importing goods from international markets. It was expected that urban food insecurity could keep increasing (Smith, 1995).

Urbanization in the developing world in general is progressing much faster than in developed countries, which may reach 3% or even 4% a year (Soubbotina, 2004). Addis Ababa is expanding from time to time in order to accommodate the ever-increasing land demand for industry, residential, commerce and other purposes. The city represents nearly 23% of the urban population of the country. The city has been expanding horizontally, and it has engulfed many peri-urban areas (Gete, 2007); the effect of urbanization in terms of forest and soil degradation, decline in agricultural production, agricultural community displacement, and squatter settlement. In this case, the impact of urbanization and globalization can be evaluated in terms of the changes in the livelihoods of the communities.

Data from the Ministry of Agriculture, Ethiopia, denotes that the country has to harvest some 6.5 million tons of wheat per year to meet the demand. Currently, the country produces 2/3 of the required amount (4.6 million tons) of wheat from nearly 4.2 million households on 1.7 million hectares. Besides, data from the international maize and wheat improvement centre shows that annual imports to satisfy Ethiopia's demand for wheat cost over 600 million USD, and expose national food security to volatile global food price shift for grains.

Still the world debates are much on the improvement of production and distribution aspects; and the Ethiopian government was much into it. Though the government is exerting multiple efforts to improve the productivity, still it is 2.7 tons of grains per hectare, which is well below the global standards. In fact, there are efforts by the government to increase productivity of the agricultural sector. According to press release from the Prime Minister Office, 28% of the country's arable land has been cultivated with the help of mechanized farming system. It also states that 45% of the total land has been included in cluster farming systems by merging small landholder farmers. Many experts in the economic sector are sceptical on the achievements of this project. Apart from the vicious cycle of food production and distribution, which includes the management of the whole system were gaining importance recently.

In general, when we examine the livelihood aspect of Ethiopia, the agriculture sector makes the biggest economic share of the country. The sector employs more than 90 percent of the population but unable to feed the whole year neither the urban residents nor the farmers themselves. It has been estimated that over 40% of non-agricultural workers, mainly in urban areas, in Ethiopia are employed in the informal sector, as of 2004 (UNDP, 2007). The average land holding size of the farmers is less than a hectare,

very small to feed an average family size of 4.9 – 7, coupled with the unproductivity nature of the land due to over exploitation of the land without significant investment for years. Given the dependency of majority of the country’s workforce on agriculture as a sector (85%), the abundance of arable land, the focus on “agricultural-led industrialization” in government policies, substantial international support for food security, the country’s reputation as a water-rich region and its resilient society with a strong culture of adaptation and mitigation, it is widely agreed that the country should not rely on imported cereals. However, it is concerning that according to the UNICEF’s report in 2023; over 32 million people in Ethiopia are currently in urgent need of food assistance.

In several cities, political concerns about food security have led local institutions to develop urban food policies (Marsden. T., 2012). In some areas, increasing the productivity rate doesn’t solve the problem of availability of food; and in another case, small agricultural land size can offer a good production but still there was food insecurity in both ways. Nevertheless, recently in some areas of the global north, cities who have managed their food supply starting from the planning aspect has shown a relatively stable food security patterns. Unequal distribution of power in the food system propelled calls for food democracy, the essence of which lays in the redistribution of power with in the food system (Booth S, 2015). Though, the policy initiatives regarding food is a recent phenomenon, many of the cities in the global south, were also working on food security, afforestation, urban agriculture, and other activities which will help to enhance food supply to the urban residents. Recently, there were a project launched by the support of the European Union on ‘African food cities’, in which, its focus was to organize partners and improve food and nutrition in African cities (InCiTiS, 2023). In fact, in Ethiopia’s context, the plan is prepared in a more disorganized way.

On top of this, when we examine the Ethiopian economy as a whole, we can see from the policies that the major focus of the government is the rural areas. It emerges from the central notion like ‘agricultural led industrialization’, and has been and still being implemented for the last three decades. Until the last decade, the urban areas where not the focal point, though the decisions are made from these centres. It is only in recent years that the government has devised an urban food security packages including the ‘urban safety nets’, which is put in place in order to minimize the severe poverty conditions in some of the major cities like Addis Ababa, and narrowing the economic inequalities among citizens. In general, We can say that Ethiopia has poor policy towards ‘urban food systems’, creating links among urban and rural settlements through well designed policy. Besides, it has to be implicit that food is the agenda of many relevant stakeholders, and work together to create a conducive system. Cities (municipalities) and town planning offices have not worked hard to have viable plans that can create strong ties among them,

and taking the food business at the epic of their agenda. Short food supply chains, strong rural – urban linkages, and local production have the potential to minimize food related problems such as inadequate nutrition, volatile food prices and food waste (Van de Griend, 2019).

Recently, Ethiopia has faced political instability, the question of self-governance is everywhere, and people loose sense of land ownership. The country with the most arable land in Africa, but dependent on imports for food. The policy concerning urban-rural linkages should generate diverse jobs, which can involve the farmers and urban residents. In general, the service sector holds the biggest share of the economy especially in cities like Addis Ababa. The sector hires considerable portion (more than 52%) of the work force.

Municipalities in Ethiopia are implementing an integrated development plans in order to achieve sustainable developments, narrow the ever growing inequalities among residents, and addressing the most vulnerable groups in terms of improving their livelihoods. Regarding the target areas of this research, Addis Ababa city has an integrated Master plan; and the town of Meki has an action plan. According to key informants, the city of Addis Ababa had difficulty to implement its master plan that was endorsed by the city council back in 2016/17. The plan was under the auspices of ‘master plan of Addis Ababa city and its hinterland’. In fact, the administration was unable to implement the plan because of the popular opposition movement by the Oromo youth. In fact, the Federal Government imposed the plan without consultation of communities, and it missed its objective though it comes with a development agenda for the local people (Aberra Degefa, 2019). Prior to this plan, the city was engulfing vast farmlands of the surrounding Oromia regional state, and the Oromo youth assume this plan was meant for land grabbing. This condition has created a big instability in the country and has brought regime change in 2018. In fact, the city administration of Addis Ababa has revised the plan recently, and its implementation could have paramount importance in defining the boundaries of the city and creating collaborative efforts with its surroundings. For the town of Meki, the action plan only serves to regulate their land use targets.

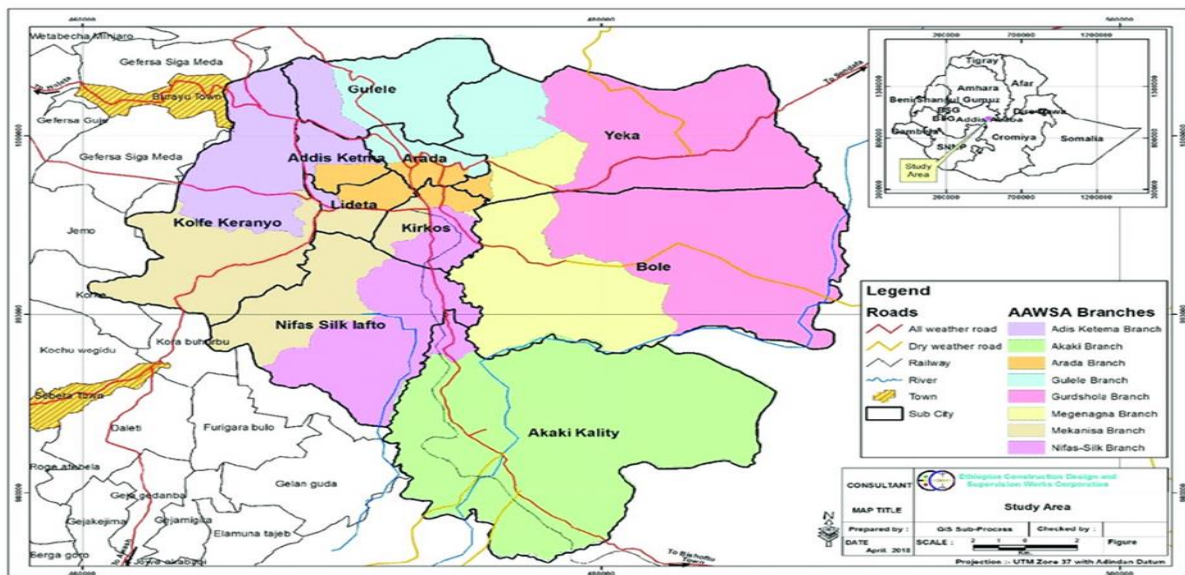
The key role that the municipalities play today in reducing poverty has paramount importance. We can see from the ‘vision’ and ‘mission’ statement of the city that the main goal of the administration is to make the city more liveable, middle income earning residents, and icon for good governance. Improved service delivery by the municipality facilitate in increasing income of residents (van Tilburg, 2009).the municipality is, we can say, an important organization which enhance the creation of jobs and markets, which will improve the resilience of its residents and improve food security.

Table 1: Addis Ababa city population by sub-cities

S.N	Sub-Cities	Area	Population	Density
1	Addis Ketema	7.41	271,644	36,659.1
2	Akaki Kality	118.08	195,273	1,653.7
3	Arada	9.91	225,999	23,000
4	Bole	122.08	328,900	2,694.1
5	Gullele	30.18	284,865	9,438.9
6	Kirkos	14.62	235,441	16,104
7	Kolefe Keranio	61.25	546,219	7,448.5
8	Lideta	9.18	214,769	23,000
9	Nifas Silk-Lafto	68.30	335,740	4,915.7
10	Yeka	85.46	337,575	3,950.1
11	Lemi Kura	N/A	N/A	N/A

Source: Addis Ababa city administration website, <https://cityaddisababa.gov.et>, 2022

Figure 2: Map of Addis Ababa by sub-cities



Sources: Addis Ababa city administration web, bing.com/images, 2022

Addis Ababa city is a chartered city with an elected city council. Recently, the city added one new sub-city² (lemi Kura) and now comprises 11. Being the capital of the country and the seat for international organizations like the economic commission for Africa and the African Union, the city now attracting many businesses and investments. The city constitutes more than 60% of the country’s economy; it is also a hub for industries and services. The city owns rails, and it has road network to all directions of the country. The city administration pledge food security as its main agenda and vows to include the food security issue at the centre of the municipality’s agenda. A quarter of its population lives in poverty. For this, the city introduces different packages in order to alter the situation and improve the livelihoods of the poor. Intensifying urban agriculture, expanding urban safety nets, creating market ventures, provision of incentives to local producers are among the activities that the city municipality is working hard. The main sources of livelihood in the city are manufacturing, services and public jobs. Continuous increase in population and the high rate of unemployment has deteriorated the living conditions. Still, food security is the main agenda of the city municipality. Even though, the economy of the city is growing from time to time; the percentage of the people living in poverty is not improved much. The city could be a business centre for the horn of Africa, at least, in the coming few years. Nevertheless, there are challenges including the ever-growing living cost. The city may not be liveable if the price increase for basic services and mainly food items continue this way. The municipality has to exert efforts to work in collaboration with stakeholders to improve this. The introduction of “voluntary groups” mainly in the food supply to the needy is the experience need to be adopted from other cities. There is a strong sense of giving culture in Ethiopia in general; so, the city administration can use it to establish sites like “food for destitute”.

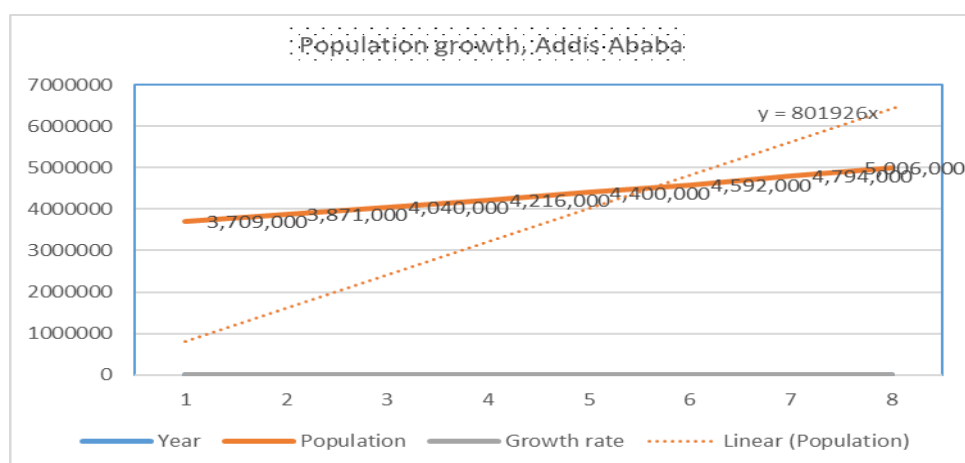
Table 2: population growth of Addis Ababa city

Year	Population	Growth rate
2014	3,709,000	4.36%
2015	3,871,000	4.37%
2016	4,040,000	4.37%
2017	4,216,000	4.36%
2018	4,400,000	4.36%
2019	4,592,000	4.36%
2020	4,794,000	4.40%
2021	5,006,000	4.42%

Source: United Nations, World Population Prospects, 2022

² Sub – city: According to the definition given in the proclamation of Addis Ababa city administration; it is an administrative area, third tier of government in the city administrative structure; function as a municipality with in the area allotted to it in accordance with the principle of decentralization.

Figure 3: Population growth trend of Addis Ababa city



Source: United Nation population projection, 2022

Meki town is found in the East Shewa zone of Oromia regional state. It is the administrative centre of Dugda woreda. Different data sources reveal different numbers but the average population size of the town is nearly 50,000 – 60,000. The town was found about 127 km from Addis Ababa, on the way to Zway. The villages of this town area the main sources of vegetables and fruits for the capital and even for the export market. There are a number of cooperatives and unions, whom are actively engaged in the export market of vegetables.

Therefore, the activities mutually shared by the two municipalities and the major gaps in their characteristics gives us the ground to analyse the planning culture and collaborative work towards common goal in the food security sector. In this case, the researcher is not comparing the two municipalities, but looking into their nature of planning and its inclusiveness nature. The strong bond in terms of consumer – producer link for essentials and demand – supply for industrial materials and agricultural inputs. The growing of costs related to agricultural inputs (seeds, fertilizer, chemicals and pesticides, transport, labour, and consequences of climate change) has affected the producers in recent years. The accessibility problem, the price hiking specifically on food items (up to 43%), poor availability due to poor infrastructure, role of intermediaries, and poor governance of the sector in general has affected the consumers in the city. Therefore, the analysis of the changes in both municipality, how they both perceive the importance of collaborative planning and introduction of governance/system in order to bring lasting impact in the reduction of food insecurity.

2.2 What are the changes commonly affecting both municipalities

In this study, the focus is on how the city municipality addresses key problems like the urban food issue in its plan. It could be measured by the degree in which the urban food issue is given priority in its

strategic plan and how does the city council perceive the existing problems; and how do they plan to support the sector by legislating and adopting policies. Besides, the study observes how the city municipality involve key stakeholders in the business. Here the question is, do both city administrations sees the collaborative planning as an important tool to get collective and sustainable gains or do they see it as a challenge. Much of the urban poor is vulnerable to price shocks and usually short of income due to unemployment rate (Nero, Kwapong, Jata, & Fatumbi, 2018). Cities are already the centre of much of the problems related to food. Currently, the food issue is more of an urban problem as the number of urban residents is increasing from time to time. Besides, according to UNFPA (2007), the urban share of the world will increase from 44 percent to 56 percent in less developed countries by the year 2030 (Mulugeta M., 2013). Besides, the effects of globalization, and consequences of environmental degradations are adding fuel to the existing problems. This will affect both communities in terms of their social wellbeing, economic benefits, and the ecosystem.

The focus of bilateral and multi-lateral donors to solve the food security issue in urban areas is to work on ‘rural re-vitalization’ (IFPRI, 2019). Considering the ever-increasing population size of the city of Addis Ababa, every plan in this regard should focus considering the urban components. The policies should focus on urban – rural revitalization, not on rural only. The model of cooperation has to be in such a way that everything was geared in to the governance aspect. In the last fifteen years, the practice of urban agriculture is widely practiced in the peripheries of the city of Addis Ababa. Poor households practice the sector in general. The main objective of the families involved in this sector was for own consumption. In recent years, reports from the urban agriculture office reveal that the market importance of urban agriculture producers is growing. The city administration of Addis Ababa has also taken bold steps to convert inner city vacant posts and other public places designated for urban agriculture. This is critical because it helps motivate others to involve in this sector as the administration continues to avail land for that purpose. In line with this, the researcher’s knowledge on the study area regarding the value of land reveal that exercising urban agriculture is not beneficiary, considering the value of land. Considering both the urban and rural areas, under the auspices that creating strong linkages under a well-established food system, we can create a healthy integration on this phenomenon. Urban agriculture is important, but considering the magnitude of the food related problems in cities and taking lessons from experiences, it was not something that you can rely on. There has to be some sort of legislations in which households in urban settlements can exercise agricultural activities in their home, vicinity, and public places both for their own consumption and for the ecology.

2.2.1 The trend of planning in both administrations: The approach on local development,

The clear changes observed in the last 5 - 10 years, especially in Addis Ababa city municipality was that planning process was becoming the centre of focus to approach the overall development programs and projects in the city. The city was expanding alarmingly, and the city administration has tried to address the effects of land grabbing and expansion to neighbouring localities by endorsing a master plan. The city municipality of Addis Ababa has already realized the impact of the fast population growth in recent years and has explicitly mentioned as its main concern as the food issue is concerned. In fact, the major concern of the city, as per its plan, is the food security. Every activities that the municipality exert is towards fulfilling the gap in the supply and demand of the food issue, at least the city envisioned to create a food secured society.

However, in both cases, though they believe the importance of planning and involvement of relevant stakeholders in the process; the practice is still poor. The perception in planning follow a top-down approach. Experts in governmental offices and even members of the city council adopt this planning modality.

Therefore, the consequences of poor planning in the sense of not involving relevant stakeholders, not based on robust data, and poor consideration of the benefits of strong linkages makes it complex to address the urban food issue and depend on range of factors; mainly to governance of the system. For both municipalities, proper planning have vital role to solve their major concerns in the urban poverty reduction path. Hence, their perception on governance of this complex sector and inclusiveness of all actors in the plan has significant impact in the alleviation of poverty in these areas.

Eventually, there will be questions about whether to retain the prevailing planning method or adoption of the recent approaches on planning (participatory), which can define the extent in which both municipalities are prepared to solve the problem of urban food.

The main objectives of the city municipality of Addis Ababa, as stated in its mission statement, is to create a liveable city with significantly reduced poverty. The city believes that the support of donor organizations in improving the urban food sector was as a crucial activity. The researcher has consulted the annual plan of the urban agriculture office for the city, the main objective of the office were stated as create as many as jobs to poor families and improve their food access. It was not easy to confirm but it was reported that in the end of the year 2022, there were more than 80,000 households' involved in urban agriculture in the city. The report does not include the specific benefits that the households gain in terms of assets and level of food security; it was stated qualitatively as the families were improving

their wellbeing. In African countries, 40% of urban dwellers are said to be engaged in some sort of agricultural activity and this rises to 50% in Latin American countries (Alberto Z. Luca T., 2010). To achieve its targets, the city works on expanding urban agriculture (which was insignificant in terms of its outputs), and creating employment opportunities for the urban poor and its rural counterpart, increase their purchasing power, provision of technical and financial supports to local producers, and introduction of different incentives and projects. In fact, the existing trend in this regard was both administration involve hugely in supporting the sector during election times. The support focus on expanding urban agriculture and re-enforcing the marketing system but still in a limited way. Besides, many of these who have access to incentives about urban agriculture were people affiliated with the ruling political party.

In fact, there are perceptions among experts of the municipality that they still see the issue of food in urban areas as the duty of the rural residents. In addition, planning experts in both municipalities included in this study reveal that working on urban agriculture and regulating the market prices are the major solutions for the urban food accessibility problems. In fact, in principle, they all agree on the importance of exercising joint planning in both municipalities. However, the practice is almost non-existent.

On top of this, the accessibility problems regarding vegetables and the ever-increasing prices of the essentials was attributed towards the global effect than the domestic one.

This study has followed and investigated on how city municipalities has tried to address the urban food problems in their planning. What should be the role of the stakeholders in this regard? The major finding of this study was framing the urban food issue at the centre of the city's integrated development plan; systematic governance of the sector; and stakeholder involvement in decision-making could solve the problem in a more efficient way. The role of the municipalities should be on facilitating the platform for all actors to play. Besides, the urban food issue can also be effective if the public - private sector takes the responsibility and government bodies involve much on devising workable policies and regulatory.

2.3. Perception on the importance of inclusiveness, prioritization of the 'food' issues on municipal planning,

Cities that have successfully addressed their food system challenges through effective land use planning have implemented various activities. These include adopting a comprehensive approach to planning, involving stakeholders in decision-making process, enhancing urban-rural linkages by establishing open marketplaces, and allotting land for urban agriculture. Additionally, these cities have focused on developing infrastructure and amenities to support the food system, engaging a wide-range of individuals in decision making, and institutionalizing the sector through the implementation of new policies and strategies. On the other hand, research policy papers on the role of rural-urban linkages and continuum

have greatly contributed to better understanding of the multiple interconnections among spaces, peoples and activities (Marocchino, 2018). This hampers the food security of urban dwellers and thus urban sustainable development; thus coordinated food policy actions are required that consider the different stages in urban food supply (Smit, 2016). On top of this, cities have threshold, having multinationals from outside investing in gross-market distribution was reasonably interesting but at the same time, creates many problems for small retailers in food distribution (Smit, 2016).

Though the main agenda of the city administrations was poverty reduction; the concept of inclusion of the urban food issue in the municipality planning, in case of Addis Ababa city, was more of rhetorical. Besides, you cannot think of the proper planning and inclusion of actors in the town of Meki. Like much of the cities of the Global South, the plan mainly focus on spatial aspects, as land was the main source of income for the administration. Both municipalities use to neglect and under estimate the value of putting the food sector at the core of their planning practice. There are offices having their main objective coined with food security and safety nets. These offices were donor dependent and receive less budget and attention from the respective administrations.

According to the initial assessment of both municipalities, their concern were the establishment of a separate office and involvement of non-governmental organizations in the sector in terms of funding and aid, to tackle the food problems. In fact, they have established a number of projects since 2018, including the ‘school feeding’ program; provision of incentives to urban and rural producers; in case of Addis Ababa city, establishment of a council/agency and a task force led by the mayor to deal with the urban food problems. The measures were taken in order to tackle the ever increasing price of food items in the last three years and it reached at a level of all time high (42%). In fact, the Addis Ababa city Municipality has officially won the 2022 best example award by Milan Urban Food Policy Pact through implementing the ‘school feeding’ program, which embraces more than half a million-school children as beneficiaries. There are still critical concerns regarding the continuation of the school feeding program. The institutional capability of the agency looking after this program is under scrutiny, the budget issue is not clear yet, and linkages with local producers were not defined and strengthened. Therefore, the prize given to the administration could motivate to take further concrete steps.

The major pillar of the urban food system, strengthening the governance part, were not seen as a major concern in both municipalities. There were efforts in case of Addis Ababa city municipality to establish an agency/council which looks after the school feeding program but still not fully functional. Besides, the mayor has established a task force that has the mandate to regulate the prices in the food market.

The interventions are more of a scattered, project based and non-systematic. We can say, most of them are a quick fix/response towards the public cry on the volatility of the food prices and supply shortages; and not something that can sustainably solve the root cause of the urban food problem.

“In recent years, the living cost in Addis Ababa city is skyrocketing. A quarter of the city population lives in poverty. If it continues this way, it could become a major security concern (male, AA)”

According to key informants, in 2020 the city council has given due attention for the alleviation of urban poverty and has taken concrete steps. The administration has also realised that all the interventions made in a disorganised manner will not help in a sustainable way. They began to experience the weight of the responsibility, and were persuaded to back the sector by setting up institutions that operate directly within the field.

In general, the perceptions were distorted and the practices are mal-functional. If this continues this way, the residents will still be vulnerable to the volatile nature of the food prices. This creates inequalities in living standards and could have consequences on the health of the city.

The city of Addis Ababa could be the home for the wealthy, like Lagos in Nigeria. Because, we know that the average spending of families on food was nearly 60% of their monthly income. We have seen also, the price increase on food items for the month of April/2022 is nearly 43% (Addis Ababa city municipality, 2022). This gives us the picture that residents are obliged to increase their spending on food to 70-80% of their income. This makes it more difficult for poor and middle-income households, as many of them have other burdens like the house rent and school fees.

2.4. Urban food governance research in target areas:

There were few studies in the late 1900s, which look at the sectoral shift in rural areas over time, with the greatest being in food processing and repair industries (Bricas N., 1985). Similarly, this source had revealed that firms that expanded with only reinvested profits were apparently more successful in generating high levels of economic profits than those that had access to outside funds. This theory could be contested currently considering the high demand for financial and material support by small and medium scale industries participating in the urban food sector. However, the urban food governance issue was a recent science and developed in the global north. It was a recent phenomenon in the global south. In fact, there were several studies on aspects of urban – rural linkages; types of staple foods in the city; prospects of urban agriculture; price volatility in food items etc; in case of Addis Ababa. However,

you cannot find studies in a more organized way in terms of urban food governance. As a matter of fact, I had a discussion with one of the prominent professors in this regard, professor Tegegn Gebreegziabher, Addis Ababa university, department of Geography and Environmental studies, on October 19/2020; he was pioneering the studies in urban food planning in a more concise way. In his remarks, the topic has been attracting many scholars, and has a vital role in shaping food security in urban context.

There has been changes in the socio-economic sphere of the country in general, and its impacts are widely seen in the city of Addis Ababa. As a nation, Ethiopia is an import-oriented country and it purchases a \$ 600 million worth of grains (mainly wheat) in 2021. The country import much of the grains from Ukraine and Russia. Therefore, it has been difficult to import grains this year because of the war between these two countries. The civil war in the northern region of the country, the ethnic clashes everywhere, and the impacts of Covid-19 have had their impacts of the availability and accessibility of food in the city. In order to adapt the ill fate of poverty, Addis Ababa city has benefited from the new policy arrangement of the productive safety net program. The program was designed to link relief to social security and development.

Nevertheless, the combined effect of high unemployment rate, and less income of majority of families create complex challenges for the urban residents in securing their food demands, which entails significant impact on the livelihood of the residents.

In many cities in the global south, the key challenge municipalities possess was their excessive focus on the land issue and infrastructure in their planning. Master plans have long been criticized by critical thinkers who have argued in favour of strategic, collaborative and relational forms of spatial planning that can more adequately respond to local needs and realities, especially in the context of global south (Philip H., 2023). Though poverty reduction and the creation of liveable city are the ‘mission’ statement of the city of Addis Ababa and the town of Meki, integration of the key urban food related activities in their plan in a more consolidated way was still at an infant stage.

Today, the key strategies adopted by the municipalities to ease the food related problems are more of reactive in style. Usually, the activities were implemented in times of public anger and they stay for a short period. In fact, there are a number of on-going projects and may improve the sector upon the resumption of their proper functioning.

In general, every activities to improve the urban food sector were conducted mainly by the city municipality. The role of the stakeholders is minimal. The decisions are top-down and in most cases they brought short lived solutions, not sustainable impact.

2.4.1 Key issues not included in the municipal plan and consideration of the governance aspect

In recent years, studies were focusing on the complex nature of the urban food security issue and different studies has tried to address on the challenges of urban poverty, and in many cases in a more fragmented way. Significant number of the studies in Addis Ababa address the issue of urban food supply and accessibility from the perspectives of price volatility, increase in production, urban – rural linkages, and implementation of projects. Whereas, literatures in general reveal the multi-faceted challenge of the sector and its complexity. The knowledge and perception between the Global North and south on the techniques and methods to improve the urban food system by creating institutions, has a gap. In fact, there is no one size fit solution for the problem and cities in the Global South could invent their own methods to address their challenges. Communities in Ethiopia have unique techniques of food preservation, and adaptation by food sharing. In this case, families could not be affected easily by price shocks.

Policies adopted by the city municipality should consider grass-root level knowledge and attitude as the implementation of such policies and strategies is more likely to be accepted, and bring sustainable solutions.

This thesis address the gap that the city municipality have in terms of incorporating the food issue at the core of its own plan, perception of key stakeholders on this, involvement of stakeholders on decision making, and the practice so far entertained to introduce some sort of ‘urban food governance’ by institutionalizing the sector. This was be framed within critical realism. This gives us to adopt the holistic approach and may include important processes and challenges in the study areas. The study focus on how the municipality of Addis Ababa try to address the challenges about food security in the city by deeply looking into the process.

The word ‘governance’ has been used in many socio-economic, political and administrative spheres repeatedly, it is the logical way to scrutinize “the interactive relationship between and within government and civil society actors in cities” (Rakodi, 2004, p. 320).

“Food governance: the issue of food is beyond the processes involved between the production and waste management, and even continuing the cycle. The management and the consideration of the role of different actors involved in the food sector is the main agenda need to be clearly understood”.

Currently, cities are engaged in improving the quality of life for their residents. Municipalities have to integrate their projects for maximum outcome and create a conducive environment for its people. This can be expressed in terms of fair living costs/affordability. Still, the urban food problems are real and

their impact will stay for a considerable period. Understanding the magnitude of the problem, involving actors of similar interest in devising the solution, taking lessons from prior best practices may signify practicality of the angle from which we see the problem and its remedies.

This thesis adopts a unique approach to investigate and share its recommendations on how to realise sustainable urban food systems, by looking on the governance element of the urban food sector in connection to challenges and the measures taken. The study may include discussions, observation within the context of the practical realm. To this end, as briefly noted in Cabannes (2003), authorities and policy designers in Ethiopia should note adopt guiding principles, which are required for urban/peri-urban agricultural policymaking.

3. REVIEW OF LITERATURE: Gaps on the Municipal urban food planning and governance; summary and synthesis; interpretations; create links;

In this section, the researcher has summarized literature review results of topics, which are relevant to the thematic area of the study. The review has been organized in three broader categories. The researcher has tried to discuss on the purpose and focus of the literature review as an introduction. This section emphasized on the timeliness of the topic, and the gap in literature. The main body of the literature review comprises several key components. Firstly, it involves summarizing and synthesizing the information gathered from various sources, exploring both the similarities and differences between them. Secondly, it involves analysing and interpreting the findings, aiming to gain deeper insights into the topic. Thirdly, it critically examines how stakeholder participation and governance vary from one city to another. Additionally, it establishes connections among the different sources to ensure consistency in the arguments presented. Finally, it draw conclusions that highlight how the research directly addresses the issue at hand and mentions potential contributions to the existing knowledge on the subject.

3.1 Introduction

The issue of urban food policy and study is also a contemporary science, which is getting much attention from hundreds of worldwide cities, and attracting more professionals to contribute their part. Besides, in several cities, political concerns about food security have led local institutions to develop urban food policies (UFPs) (Moragues-Faus A., 2017). However, the emergence urban food alliances constitute a new phenomenon that is currently under scorched (Moragues-Faus A., 2017).

According to (Smit W, 2016), Africans have knowledge gaps in urban governance and food systems. Recently, several studies has been conducted regarding the urban food issue in the developing world. The increase in volume of studies in Africa was a promising one, since the major problems regarding food insecurity could predominantly be defined on how African cities and villages were structured. In spite of the attention given to that sector in terms of conducting studies, the area of focus was still running with significant gaps. Many of the literatures consider that the root cause of poverty was coined with the decrease in production (Abay, 2011). Unlike what we have seen in the global north, that the role of governance has on improving the overall system of the urban food sector by improving the supply and affordability side. Secondly, many of the literatures are direct assimilation of the approaches and methods of the global north (Smit W, 2016). In the global south, communities have different mechanisms of adaptation and mitigation techniques, in times of drought and subsequent food shortage, which were not addressed in literatures. Third, innovation in agricultural sector and agro-processing were not emphasized on literatures. On top of this, the modality through which aid are delivered to

African countries should be transparent. It is hard to trace for ordinary citizens but there is high speculations that many of African leaders buy weapons through aid. So far, what does research say on the link between subsidy to local farmers being and micro finances? Aid money to address directly to local farmers? What could be the possible role of chain super markets in major cities? Can cities legislate policies that allows multi-lateral organizations to directly subsidize chain supermarkets and local producers to bring immediate relief on stabilizing food prices, especially in cities like Addis Ababa? This action can improve the market for local producers and activities of urban agriculture.

The urban population of Africa has been growing rapidly, from an estimated 203 million in 1990 to an estimated 401 million in 2010 (UN-Habitat, 2014). During this period, the proportion of Africa's population living in urban areas was estimated to have increased from 32% in 1990 to 39% in 2010, and expected to reach 50% by the year 2030s (UN-Habitat, 2014). There is also another estimation that in sub-Saharan Africa, 50% of the population will live in urban centres by 2040, while globally half of the population already live in cities today (Karg & Drechsel, 2018). Much of the population growth within the urban spectrum lays on the small and intermediary cities. They account for 2/3 of the population growth. In fact, there were differences among nations; and among regions of Africa in terms of the level of urbanization and the definitions, they give to urban settlements. Public policy need to become more city-centric because a majority of the world's population is now classified as 'urban' (UNFPA, 2008). City governments and urban mayors the most effective political agents for getting things done at a time than central governments locked under certain ideological spirals.

In most cases, these small towns in Africa have no even well-articulated development plans, which implies, they are less likely to implement any policies and strategies in order to improve their food systems. Therefore, there has to be a room in which, we understand all these conditions before the cities and towns devise strategies to improve their food security. Urban food systems have increasingly been recognized as a topic that needs to be better understood in order to address issue of urban food security and poverty (Smit W, 2016).

In line with this, cities are emerging as key transition spaces where new food governance systems are being fashioned. These range from multilevel governance contexts, where public support from both national and local levels nurtures the food security agenda through 'conscious policy making' such as the case of Belo Horizonte, to cases where local food movements liaise with private interests to create new markets and influence municipal policies (Moragues-Faus & Kevin John Morgan, 2015). We have also similar experience in Addis Ababa, Ethiopia, where the city municipality introduced the "school feeding program" and serving more than half a million of school children. In fact, there is no guarantee that the

program will proceed, as it was not supported by viable policies and guided by institutions. It is like a charity work so far. Cities are now key food policy actors around the globe, uncovering pitfalls and the potential of urban food systems, and at the same time reasserting their responsibility to shape a more sustainable and just foodscape (Moragues-Faus A., 2017).

In this regard, cities in Africa need to address the ever-increasing urban population immediately. Because, the challenges will increase with time as the population increase is related to land, urban infrastructures and services. Taking the African perspective, the implementation of decentralization in this continent has, however, been very uneven and partial (UN-Habitat, 2008). It has been argued that the hasty and partial decentralization of public authority has often resulted in local governments' that are weak, disorganised, inadequately staffed and under resourced. The differences in the implementation of the structural adjustment programs have brought burdens to the poor community. For instance: water supply in urban areas is one of the key ingredients of the food issue. In Nigeria, after the 1990s, this service has been privatised and the process disadvantaged poor people, who are unable to pay for the services (UN-Habitat, 2008). The water supply service was run by public entities in Ethiopia; the service delivery is poor but affordable by the urban poor, according to the opinion of residents. Hence, there were a quest if cities in Africa should consider income inequalities across segments of as one criteria for service delivery pricing.

Taking the lessons we have as an input and through continuous research, the governance of urban food systems can potentially be improved. There has been surprisingly little work examining the existing processes through which urban food systems were governed. This is particular concern in Africa where there is high rates of urban population growth and high levels of urban food insecurity. There are complex rules and processes shaping food systems in Africa, and researchers need to know about how these formal and informal regulatory systems operate if we are to improve access to markets and thus enhance urban food supplies and secure income and livelihoods.

Taking individual countries, there were high levels of food insecurity in South Africa towns and cities. The SANHANES (South African National Health and Nutrition Examination survey) survey found national prevalence of households at risk of hunger to be 28% and experiencing hunger, 26%. The equivalent figures in urban informal areas were 32% and 36% respectively (Battersby J, 2015). Despite this, there is a little policy attention to urban food insecurity. The national policies and programs continues to view the issue of food insecurity as predominantly rural in its nature. The main response of local governments and municipalities were promoting the urban agriculture as a means to improve urban food security. Integrated development plans of many municipalities in Africa consistently frame urban

food production as their main approach to alleviating the problem of food security; but does not provide an adequate response to the urban challenge. There is however little evidence to support the continued promotion of urban agriculture as the only local governments response (Battersby J, 2015). Understanding the scope, efficiency, and limitations of African urban food systems becomes significantly important as the agriculture continues to be exposed to demographic, political and economic pressure (Karg & Drechsel, 2018).

The urban food system should be seen with the overall realm of development agenda of the cities. It is highly linked to the availability of infrastructure and amenities as well. Though the physical accessibility of food is secured, the urban residents need energy sources and sanitation facilities. Which gives us the impression that the urban food system is not a separate entity, it has to be dealt with the overall development endeavour of the cities and be part of the urban planning process.

The degree, to which, city mayors' work jointly with the local administrations around them varies across African countries. The influence of the elders and traditional leaders need to be assessed as it is highly linked with land issues in many of the local administrations'. The availability of key actors could govern the urban food systems were not available equally in all the cities. For instance, availability of big supermarket chains across African cities highly differ. The same is true to the number of international donors for funding, and NGOs promoting food security and market promotion. This needs further investigations as it helps a lot to create the sustainability. In addition, the settlement patterns of cities also matters most, in some African cities like Nairobi, Kenya, the informal settlers' of the city counts nearly 60%; and in case of Addis Ababa, Ethiopia, the informal settlement counts about 30%. Significant portion of the community living in squatters implies that population have no infrastructures, amenities and markets where they can access their food easily. The governance lens is to recognize that there are important actors out there, understand and involve them. Therefore, urban food planning in cities across Africa should focus on the situational analysis of each city and it has to be distinct.

3.2 The link between urbanization, population growth trend and the urban food issues

Still Africa is the least urbanized continent (37.1%) when compared with the most developed continents including Europe (72.7%), and North America (79.1%) (Pravitasari, 2015). Even, some urban experts say that leaving population threshold as a parameter, and taking only availability of urban facilities as criteria, the urbanization rate for Africa could be lesser, and we can see an increase in the global north.

However, urbanization in the developing world in general is progressing much faster than in developed countries, which may reach 3% or even 4% a year (Soubotina, 2004). There are many causes believed to be bringing the fast urban growth rates in the global south, the reasons are similar in many of the

countries; to mention some, rural-urban migration, economic growth and development, technological change, and rapid population growth are the major ones (Marsh, 2000).

Population projection is the key component of planning for developmental programs intervention. Many of the development partners now a days working with governments and other institutions, are highly curious about the population growth of different regions of the planet. They even are highly concerned population growth rate of the Global South, in today's mentioning. According to (Galarza Sanchez N, 2015), urban population in less developed countries are expected to increase by 2.35 billion, or 18 times the expected increase of 130 million in developed countries, between the period of 2015 and 2050. According to the same report, it seems that urbanization is the culture of the developing world, it was estimated that more than 30% of the urban growth would be in the sub-Saharan African countries, and 25% in the Indian sub-continent.

So far, we are witnessing that all the development agendas, directions, and even the resources that the developing world are gaining are directly from the developed nations. The system that we have today works through the bilateral, multilateral organizations and multi-national corporations. Therefore, it is customary that the developing nations will desire the same mode of development endeavours from the global north. This by itself will require huge amount of resources and vast land, in order to implement. It has been estimated that if the developing world copy the western life style – in terms of demands for food, forest products and energy – extra two planets are needed other than the actual we are using. Therefore, it is paramount important that the developed world should use resources efficiently, and the developing countries to stick mainly on good planning in cities, for food in this case (Van de Griend, 2019). Similarly, the world population continuous to grow and projected to reach 9.6 billion in the coming thirty years and the global food demand is projected to increase between 70 and 100 percent, depending on future per capital income. The size of the land that the world is using right now will not be enough to generate a produce that will satisfy the food demands of the growing population. That is why the world is using a junk of fertilizers and forestlands to improve production. Though production was improved, it come with a heavy cost of environmental hazards. Here, the main question is the sustainability issue of the methods employed. In fact, a number of studies has suggested the implementation of a wide spectrum of sustainable techniques in which most of them focus on ecology, the energy sources, governance, and the use of socio-cultural endeavours.

When we examine the occurrence of the rate of urbanization, particularly in Africa, the growth rate is high in small and intermediate cities. Urban centres with fewer than 300,000 people accounted for almost 60% of urban growth in Africa between 2000 and 2010 (IFPRI, 2019). The African landscape, mainly

the agricultural land, is highly driven by population growth rate and customer's preferences. There is a shift from dominantly cereal, root and tuber based food to more nutritious diet richer in animal-based protein (Drechsel, 2018). The United Nations states that, nearly 70% of the urban residents will live in Africa and Asia, by the end of 2030; this means that the rapid population growth in Africa will have a profound impact on the lives of large segments of the world's population (Larsen, 2019). Besides, according to UNFPA (2007), the urban share of the world will increase from 44 percent to 56 percent in less developed countries by the year 2030 (Mulugeta M., 2013). The World bank also estimates that one third of all urban residents are poor, which represents one quarter of the world's total poor at present (FAO, 2008).

Ethiopia is one of the least urbanized countries in the world. The country was the second largest in Africa in terms of population size. According to the CSA (2007) report, 2.72 million people live in Addis Ababa; and the agency estimated the number would increase to more than 3.4 million. Addis Ababa is the largest and the capital city of the country, the fast growth of the city was attributed by both immigration and the natural increase. There are two different but close estimations on the rate of urban population growth; MoFED (2006) estimated that urban population would grow by 4.4% and the UN-HABITAT (2007) at the rate of 3.98%. Consequently, nearly 42.1% of the total population is expected to live in urban areas by the year 2050. Reports from the ministry of urban development reveal that there are more than 900 urban centres in Ethiopia; it is difficult to give the precise number as many small and intermediate towns are emerging every year. In fact, the data from central statistical authority of Ethiopia is merely impossible to rely on. Because, the census data was conducted in 2007 (16 years ago); we were using the projections published by this office as a major source of data. Addis Ababa is expanding from time to time in order to accommodate the ever-increasing land demand for industry, residential, commerce and other purposes. The city represents nearly 23% of the urban population of the country. The city has been expanding horizontally, and it has engulfed many peri-urban areas; many have documented (Ex. Melesse, 2005; Gete, 2007) the effect of urbanization in terms of forest and soil degradation, decline in agricultural production, agricultural community displacement, and squatter settlement. In this case, the impact of urbanization on peri-urban environment and livelihoods were evaluated as like any development intervention effects.

According to the World Bank report, Ethiopia is still one of the poorest countries of the world, ranked 164/187 in 2017. In addition, the Ethiopian government report shows that 23.5% of its population lived below poverty line. Still, the country aspires to be one of lower middle-income nations by 2025 (Larsen, 2019).

With the exception of the thriving urban centres, the rural areas have experienced a decline since 1950 and are projected to reach their lowest point in the coming years. Based on UN (2014), currently the population of the rural area is around 3.4 billion and is expected to decline to 3.2 billion by 2050. The growth trend in urbanization has shifted from the Global North to the South; many of the agglomerations are now in Africa and Asia. It was also manifested in the medium sized urban centre, mainly from 0.5 to 1 million people. One of the reasons that the rural areas are diminishing in size is the continuous urban expansion into the peripheries. This expansion usually have benefits and problems attached to it. We have been witnessing that rapid and uncontrolled growth of urban areas has been a source of problems in developing countries. It was related to the expansion of urban sprawls, urban degradation, and deforestation and create a congested way of living particularly for the urban poor. The urban food problem by its very nature is very complex, and the solutions are with wide-spectrum and contextual. For example, according to the city administration of Addis Ababa city for the year 2023, the influx of people towards the city is one of the major causes for the increase in price of food items. This could not be the case in developed countries where their population size is diminishing.

Sometimes, it is difficult to dichotomize the roles of urban and rural areas; there is no clear-cut definition on the separate functions of both. Some urban characteristics appear in rural areas, both physically and socio-economically. Both agricultural and non-agricultural activities takes place side by side in the adjacent areas of the urban centres, while the urban physical development extends beyond city administrative boundaries (Pravitasari, 2015).

According to (Nero, Kwapong, Jata, & Fatumbi, 2018), urbanization have massive implication on food security of cities in many developing countries. By 2030, it was projected in Africa that about 3% and 9% agricultural lands and food production would be loss respectively. Situations like this turns farmlands in to built-up areas, and left many of the farmers jobless and become burdens even to the urban residents. Besides, this kind of unregulated urban expansion will affect the urban forest coverage, and the number of agricultural labour force. This was the main reason why we have millions of farmers who were very dependent on food aid. Indeed, the severity of food security in urban areas was greater than in rural areas; however, various sources present different perspectives on this matter. Addressing these, challenges require locally relevant knowledge, supportive policies, and optimal physical and social environment. Similar experience from Ouagadougou, Tamale city shows that, the city's land use has increased 2.5 times between the years 2000 and 2015 (Drechsel, 2018).

There is a move to improve the productivity rate and end hunger by the year 2030, according to the targets of the sustainable development goals. Similarly, the African Union summit at Malabo, Equatorial

Guinea, in 2014 adopted the declaration to end hunger by doubling agricultural productivity by 2025. However, there were evidences that by only increasing the productivity rate, you cannot reduce the poverty conditions especially in urban areas. Much of the urban poor is vulnerable to price shocks and usually short of income due to huge unemployment (Nero, Kwapong, Jata, & Fatumbi, 2018). This implies that the poor (majority) have no sufficient income to buy its own food. Many of the cities in the developed world have started to engage in some sort of urban plans for food.

Though, the full-fledged urban food policy was first adopted by the city of Milan in 2014/15, more than 170 cities worldwide has followed this initiative and have tried to have some sort of urban food plans. The local food plans are technically different in comparison to the Milan urban food policy pact. These countries who have signed the Milan food policy pact constitutes about 450 million people, and the issues they were concerned with were around food procurement, urban food production, economic development, food access, the environment, and food recovery. The urban food policy is supposed to bring more equitable, just and sustainable urban food systems. Participation of private sector, civil society and other interested groups in order to improve the food availability, affordability and sustainability issues were mandatory by the policy. Eventually, the issue of urban food security were gaining attention because of the high rate of unemployment in urban centres', infrastructure decaying, and issues of urban environment (Maxwell, 1996). We can appreciate the contribution of Wiskerke (2009), on the concept of "new food geographies", based on the triangular conceptual framework of short food supply chains, the revolution of public procurement, and urban food strategies.

In countries undergoing development such as Ethiopia, food security was associated with insufficient food availability and inadequate production unable to meet the community's needs (Battersby J, 2015). Usually, countries strive to coup with their food insufficiency through improving their farm production and in some cases by engaging in urban agriculture. In fact, urban agriculture were usually implemented for dual purpose, including for subsistence and commercial. However, the urban agriculture is effective but it lacks the sanitation as it was planted in swamps. Recently, due to the adverse effects of the climate change and unplanned urbanization, productivity has been declining. This makes it difficult for the urban dwellers to access food sustainably; and coupled with the high magnitude of influx of people from rural to urban areas exacerbate the problem.

Developing countries were also severely affected by volatility in global food prices. After the food crisis of 2007/8, when the need for fertile land for food production become evident, the fear of politically unstable conditions due to the dependence on volatile food imports generated much of the immediate demand for land in that period. The so-called "rush for land" was caused by investors' worldwide

acquiring land for agriculture and resource extraction, much of it in the global south, increasing the food insecurity of these countries (Mazzocchi C, 2018). In line with this, the problem highly influences the urban residents, as they are highly dependent on consumption and the availability of market. Besides, the land market has been soaring since the last decade for agricultural purposes due to many Western and Middle East investors were rushing in taking agricultural land on the name of food production. In Ethiopia, we can take as an example the ‘Saudi Star’, displacing many farmers from their farmland, creating minimal employment opportunities as the company were hiring Indians, producing rice for export standard, and the local people like a land grabbing levelled this. This coupled with the political instability and highly prevalent corruption makes it difficult to have well planned agriculture.

Scholars, therefore agree that including food security in urban policies is thus necessary to support sustainable urban development (Smith, 1995). Thus, the reimbursements of public involvements in urban food security planning entail a necessary capacity in public institutional networks so numerous progressive effects can result.

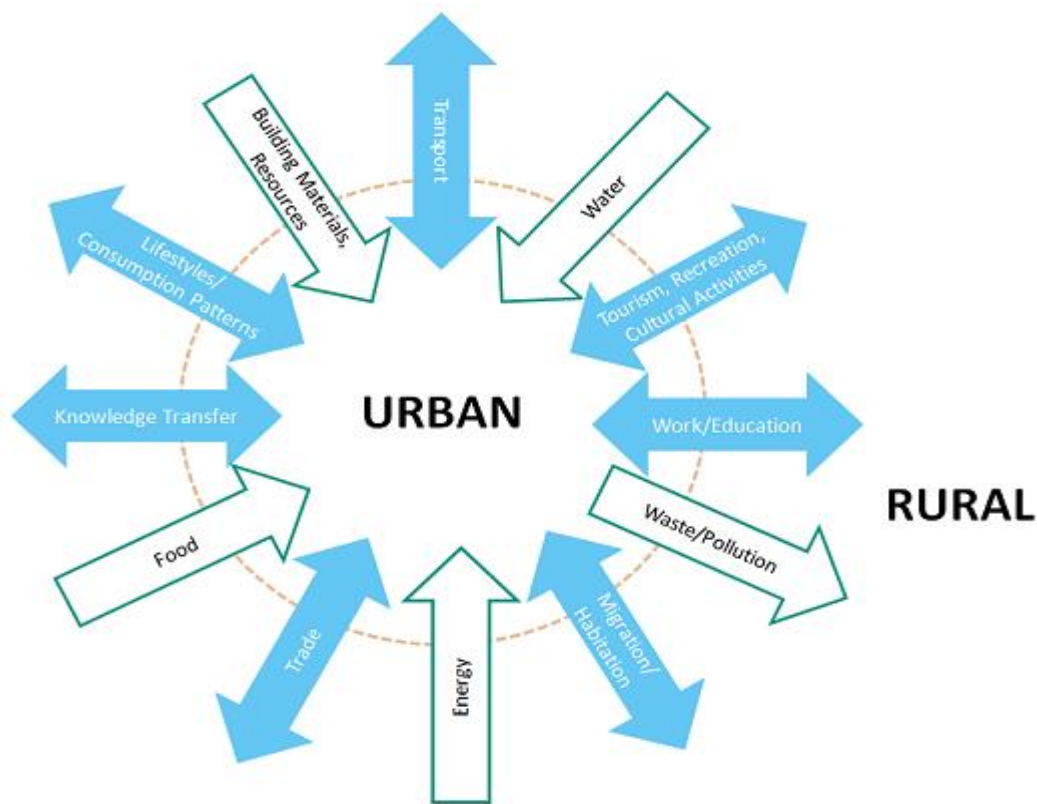
3.3 Urban – rural linkages and its effect on urban food

Planning has been in favour of the urban centres for many years. Cities are the seat of governments, centre of excellence and technology, and the residence of urban planners. This gives it advantage over its rural counterpart. The problem of most development theory and practice based on the dichotomy between urban and rural settlements were reflected through the division of policies along spatial and sectoral lines, with urban planners concentrating on urban nodes with less attention to the rural nodes. This has created a huge rural-urban migration, which consequently increase urban poverty (Ayuk-Nkem A., 2017). According to the UN-HABITAT (2010), the following features can characterize urban – rural linkages. Normally, agricultural products flow from the rural areas to urban centres both for local and international markets. Manufactured goods and other services also flow from cities and towns to villages to fulfil the needs of rural dwellers. The linkage also involves the movement of people both ways and could be temporary or on permanent basis. Rural people migrate to urban areas to get governmental services, which includes justice and administration. Besides, they look for banking and other financial services. The urban residents also flow to rural areas in search of land for investment and housing purposes; and to strengthen their social ties (social cohesion). These spatial flows overlap with inter-linkages between sectors both at the household level and at the level of local economies and include backward and forward linkages between the agricultural, manufacturing, and service sectors (Mulongo, Erute, & Kerre, 2010).

This gives us the impression that in order to create a progressive and sustainable local economy, the integration of urban and rural areas are mandatory. City region food systems (CRFS) through wide engagement across sectors that enables policy frame enacted that achieve increasingly sustainable food systems (Blay-palmer A. et al., 2018). Especially, in countries like Ethiopia, where the technological advancement of the enterprises at the city and town level are not much sophisticated, the need for inputs from the surrounding rural areas is really significant. To a wider level, this creates more of ‘pro-poor’ regional economic growth and integration (Lukatelli S. and Peta, 2011).

Like the colonial cities in Africa, cities and towns in Ethiopia have weak integration. The concentration of more than 60% of the economy of the country in the capital clearly depicts less diffusive nature of the economic activities. This creates huge gap between the rural and urban residents’ in terms of economic growth, which can also be intricate into the general wellbeing. Given the rapid urbanization across Africa, particularly in Ethiopia, it has become essential to strategize for this unprecedented urban growth by enhancing the linkages between urban and rural areas. This approach can foster a more regionally integrated economy and promote social cohesion.

Figure 3: Urban – rural linkages matrix



Sources: www.ecologic.eu, 2020,

3.4 Urban food governance and the need for urban food policy and scientific justifications

Governance could be one of the words which were dominantly used in the last thirty years by governments, development collaborates (both the World Bank and the IMF), and even local administrations.

Definition: the word ‘governance’ has been used in many socio-economic, political and administrative spheres repeatedly, it is the logical way to scrutinize “the interactive relationship between and within government and civil society actors in cities” (Rakodi, 2004, p. 320).³

Apart from the food business, the essence of governance has been widely practiced in the political arena as a tool for expanding democracy through engaging the wider public and civic societies. In all senses, the manifestation of governance is to open participation of all the stakeholders in different activities, which will have an impact on decision-making. According to (Booth S, 2015), the inequalities in power in food systems has propelled the need for democratization of the food business, which in turn lays in the distribution of power within the food system. In this sense, it leads us to the concept that people will fairly benefit from the available food systems. The concept of food democracy gives us the alternative food systems that can improve the already established system, which was totally controlled by few corporations. Here, we have to take in to consideration that global food policies were governed by global markets, and by trade agreements between states and corporation. Recent experiences from cities like Venice shows the importance of developing strategies for developing healthier and more sustainable urban food systems (Coppo G. et al., 2017). Considering the huge flux of tourists to that city and related huge demand of healthy food, the urban food system were given considerable attention and a strategic approach were adopted by the city for boosting impactful changes in the urban food system.

Based on the research done by (Wurwarg, 2014), it appears that international organizations and NGOs, as opposed to the municipal government, are implementing the majority of food security initiatives in Addis Ababa. Municipalities are not autonomous, they cannot make bigger policy decisions by themselves; they usually depend on the federal government for new policy legislations and interventions.

The best outcome of this research, if it gets one, is to investigate the loops regarding the integration of the food agenda in the city and regional planning; and recommend integrating food in to multi-scalar and city/town wide planning, and endorse it as a policy document. On the other hand, research policy papers on the role of rural-urban linkages and continuum have greatly contributed to better

³ Definition: the word ‘governance’ is a logical way to scrutinize “the interactive relationship between and within government and civil society actors in cities” (Rakodi, 2004, pp. 320).

understanding of the multiple interconnections among spaces, peoples and activities (Marocchino, 2018).

Multinational food production companies play an important role in governance of urban food systems (Smit, 2016). Though, there are no as many as study results on the governance aspect of food mainly in East Africa, even the existing papers focus on the major cities and supermarkets; they ignore the importance of civic society and other community based organizations. For example, in Ethiopia, we can take the involvement of cooperatives, unions, small and micro enterprises, Iqub (local saving institutions), NGOs, and civic society, as a major input to strengthen the governance aspect of food. Though the practice of urban food governance seems recent, many developed countries has passed through this. North America has tried setting up food policy councils in an attempt to coordinate various governance actors in ensuring that urban food systems promote food security (MacRae and Donahue, 2013). However, there are fewer examples in the global south; Belo Horizonte is the best example so far. In general, the governance of food systems in Africa cities happens in an uncoordinated and unintegrated way. This clearly depicts that there is a strong need for the study of the issue in a holistic approach.

The experiences gained from other fields, and even with the food sector where some cities in the Global North have exercised, involvement of many actors in the decision making have vital importance in developing sense of ownership among the stakeholders' and results in sustaining the system. Especially, in the global south, governance is a very important component of the food sector. As we may know, many of the responsibilities for the urban food component were dispersed in different and non-connected offices. The decisions were made arbitrarily and there was no consensus most of the time. This hampers the food security of urban dwellers and thus urban sustainable development; thus coordinated food policy actions are required that consider the different stages in urban food supply (Smith, 1995). Different cities adopt different strategies in order to improve their food supply issue; some focus on the improvement of their productivity, others on the involvement of as many partners as they can, others also focus on the supply chain mainly with the transport and distribution. The organized way of handling the food business is still a secret for many of the cities in the developing countries. The issue of whether and how a city government should influence and intervene in the agricultural sector currently remains unsolved in the literature, and the type and amount of resources to be used should be considered (Cohen and Reynolds, 2014). The degree of interaction between the governmental actors and non-governmental organizations should be clearly stated out in the policy making process regarding the urban food supply.

In many ways, people have agreed that one way of exercising some democracy in the food business is through the installation of governance mechanism like the urban food policy, including the formation of food policy councils. According to (Hawkes & Halliday, 2017, p. 9), as stated in (Van de Griend, Duncan, & Wiskerke, 2019), urban food policy has been defined as “concerted action on the part of city governments to address food related challenges”. The active cooperation among the governmental and non-governmental actors is highly appreciated. Similarly, we can take this as an example, the Milan urban food policy pact (signed in 2015), signed by 183 countries, explicitly agree to “civil society and the private sector have major roles in feeding the cities”. Similarly, Addis Ababa city has recently engaged to the full commitment of the Milan Urban Food Policy Pact; and even recently won a prize by its much-applauded ‘school feeding’ program.

Belo Horizonte could be considered as one of the best experience from Brazil. In the 1990s, the local government launched a food security program, the three main thrusts of which were: to prevent malnutrition by assisting poor households and individuals at risk; working with the private sector to ensure increased accessibility, affordability and quality of staple foods and fruit and vegetables; and increasing food production and supply (Rocha, 2001). There have been some tentative steps towards developing urban food system strategies in South Africa, but, in general, the governance of urban food systems in African cities happens in an uncoordinated and unintegrated way (Smit, 2016).

Recently, there are a number of critical research questions raised and among them are, can we increase food production to feed everyone? How can we do it in a more sustainable way? How much land, water, and forest resources can we use that our current and future food demands will be granted sustainably. The following justification will explain why the study is interested in the urban food policy, emphasizing in the linking of urban food governance and the land use aspect. Besides, in this specific study, the researcher wants to fully understand the existing urban – rural land use planning mainly for urban agriculture; urban food governance process in the municipality and the competing interest of urban governance actors in order to be able to collaboratively design interventions to improve urban food security in the city and its hinterland.

It is widely believed that the policies and strategies followed by a given country will affect directly and indirectly all the development activities going on. According to (Smit, 2016), Africans have knowledge gaps in urban governance and food systems. Many of the cities in Ethiopia have some sort of plans (structural, master, developmental or action plans), but they are not inclusive of all the basic components of a plan. The plans totally focus on the land ‘physical’ issue; they have little rooms for soft component. The effects of urban governance on the creation of viable urban food systems could be explained in

many ways. The impacts are immense and working on every spot may produce a very fruitful return. Due to poor governance, the urban food system can be affected in the areas of production, distribution, retail, and safety of food. The simple fact is, unless the land use plan of a given urban centre includes land allotment for urban agriculture, the productivity reduces. Furthermore, it is crucial to examine the process of displacement faced by farmers, as this can yield suggestions for sustainable development.

When we examine the history of urban planning for food, it is quite a recent phenomenon. Many of the urban planning literatures still ignores the food issues. It was in the early 20th century that the issue of food began to get attention by urban planners and architects, especially with the garden city movement. The garden cities addressed key elements of the food system, including production, distribution, consumption and waste recycling (Marocchino, 2018).

The increasing global population will inevitably affect the entire food cycle, spanning from production to waste management and recycling processes. According to several studies, the world's population is projected to surpass nine billion by 2050 (Lize, 2017). The price fluctuations observed in food commodities over the past two decades serve as a signal to carefully assess the sector. Notably, the urban food crisis of 2008 and 2012, characterized by rising prices and environmental degradation, serve as pertinent examples. In this context, it can be argued that governments should prioritize urban centres, considering the significant migration of rural residents to these areas and the substantial evidence indicating higher food security issues in urban rather than rural regions. In addition, urbanization by itself entails the expansion of urban areas towards the rural part engulfing agricultural lands and turning them in to different purposes ranging from residential to investments. This will affect the production, and could be the reason for many farmers loss their appetite to stay in the agriculture sector and migrate to urban areas. Hence, they are creating burdens directly and indirectly to the urban food supply accessibility and consumption. The quantitative approach that aims at increasing agricultural production and finally the availability of food is therefore not sufficient and other food security components are equally important (Capone et al., 2016). The focus on natural causes for food shortages therefore has shifted to societal causes, as food accessibility problems are often anchored in social, political and economic characteristics of a society (Pinstripe-Andersen, 2009).

The continuous increase in population has led to the rapid expansion of urban settlements (Wertheimheck, 2018). Actually, cities and towns expand to their nearest peri-urban and rural settlements. Many of them end up engulfing the farmlands and even the residential areas. One of the major reasons that the urban centres' are expanding is, the search for residential land to accommodate the ever-increasing population flow from rural areas and small towns. As the number of people coming to urban centres'

increases, the food demand will also increase. Considering the livelihood, majority of the people in the urban centres' rely on non-farm activities, and they are engaged in services and industries. The urban dwellers demand for food is increasing from time to time as their number is still on the rise. This makes it very difficult, even under normal circumstances, to feed all the urban population, especially in the global south. According to (FAO, 2015a, 2015b), the number of undernourished people has declined in the last decade globally but still 793 million people suffer from hunger. Though, the issue of urban food policy is a recent phenomenon, it is gaining much attention to date because as many international researchers proved, food is much of the urban problem than that of the rural and it will continue in the upcoming decades.

According to UN-HABITAT (2010), the urban population of Africa is expected to surpass 50% by the year 2030. Additionally, a significant proportion of urban residents inhabit highly distressed areas, including slum settlements, contributing to the substantial population increase. Mostly characterized by poor living standards and engagement in informal employment, their income remains insufficient to meet daily human needs.

In the last one hundred years, the history of Ethiopia is much of the history of civil war, drought, and subsequent famine and hunger. We can take as an example the situation of the mid-eighties that puts a black spot in the Ethiopia's history, which the country was taken as a cradle of famine. Its name has been, once inscribed in the Mac Millan dictionary, as the country of example for famine. Different studies have given different reasons for the prevalence of drought and famine all over the country. Today it is recognized that these famines are largely a result of mix of droughts, resource mismanagement, and conflicts and wars (Famine in Ethiopia: of Wars, 2013). Before the coming of the Ethiopian people revolutionary democratic front (EPRDF) in 1989, the country was under the military rule, and much of the policy and strategy were under inquiry. During this military junta rule, the country was surviving much from foreign food aid. The issue lay in not only the absence of adequate infrastructure and logistics to distribute food aid across the entire country but also in the government's preference for major cities like Addis Ababa, which served as the political epicentre, rather than the rural settlements. Although there has been notable progress in addressing the food crisis in recent years, the nation continues to grapple with persistent food related challenges even after the demise of the Marxist regime. For instance, the country experienced sudden food price hikes in the last two decades. The rising food prices were related to an overall food crisis on the world market (Alem and Soderbom, 2012).

According to the World Bank's estimation, one-third of all urban residents are poor, which represents one quarter of the world's total poor at present (Baker, 2008; FAO, 2007). This means that, considering

the ever increasing urban population, much efforts has to be done in order to serve the urban people with sufficient, accessible, affordable, healthy, and sustainable way.

The issue of food is not something that we can simply grasp it. The food business is a very complicated one and unless it is carefully handled, it will not be solved easily. In developing countries like Ethiopia, where the infrastructure is not there, taking only the transport facility can affect the whole issue of the food supply and distribution. The cost of supplying and distribution of food will increase in the near future (Mulugeta, 2010). Recently, due to the spread of the COVID19 all over the continents, people have been obliged to stay and work from home. Almost all the businesses, service providing institutions, and even the governmental offices have been closed at this moment. It is quite common to see people buying and storing more food at their home, as they are not certain what will happen next. Though, we assume that countries of the developed world have a well-organized food system; it seems now that was not enough. Due to the contagious nature of the disease, people declined to go out; therefore, an alternative food network system has to be devised, which may include the vast usage of food supplements and very cheap and effective house-to-house delivery system (highly supported with the drone technology).

The Ethiopian agriculture sector shows some decline since 2000 and contributes 47 percent of the GDP (UNICEF & WFP, 2009). The mere reality is that the Ethiopian economy is largely agrarian. According to the same report, the agricultural sector generates around 93% of the job opportunities, directly or indirectly. It has been estimated that over 40% of non-agricultural workers (largely in urban areas) in Ethiopia are employed in the informal sector, as of 2004 (UNDP, 2007). Though the country's economy is highly dependent on agriculture sector, the production do not still cover the rising demands of its own people. The country imports huge volume of cereals for domestic use. We can infer from this that a country improving its economy, which is highly dependent on agriculture, but still could not feed its citizens due to several reasons needs to be well studied. Ten-year (2021-2030) development plan of the country reveal that the country's average domestic product (GDP) grew by 9.2%. This is one of the highest in the world, and the plan depict that the government aspire to register a two-digit growth in the near future. When the economic growth performance is disaggregated into major economic sectors, agriculture, industry, and services have respectively registered an average annual growth rate of 5.3%, 17.2%, and 9.7% (FDRE Planning and development commission, 2021). These figures have huge impact especially in the agricultural sector where more than 80% of the population of the country directly engaged on for livelihoods. Many of the data sources on urban poverty agree that a quarter of urban

residents live in poverty. It is a myth to see similar data year after year even if the economic growth trajectory seems improving.

In fact, the current Ethiopian government has been and still be implementing different food security packages and programs, both in the rural and urban settings. Unofficial reports of the governmental organizations reveal that the safety net program has improved the living conditions of the rural poor, and it was successful in the sense that the economic gap (widening inequalities) has been reduced. Though, the flourishing of many unplanned small and medium towns, emerging as a result of in migration, have become the pin of all the urban problems. These towns are not at the centre of the political attention of the federal government, they are still worsening the governance and management of food security. Besides, many of the residents of the urban hinterland works in the city as daily labourers and petty traders; these former farmers become burdens for food in the city. It has been noted that food is more and more an urban problem (Roberts J, 2004). Besides, it has to be noted that if the food security strategy of a given country is depending on improving agricultural production, it is going to be a national wide plan and needs much attention from the national government. Nevertheless, we have to see also due to the fast urbanization process, there is a huge demand for consumption also.

3.5 How does the urban food policy perceived in Ethiopia? The experiences, if any?

The land use policy stands as a crucial aspect of Ethiopia's administrative, social, and economic framework, persisting as a central point of contention in the country's political discourse. Various research and studies conducted in Ethiopia indicate that land tenure insecurity curtails land rights, diminishes incentives for productive land investments, and restricts land transferability. Consequently, these factors impose significant limitations on agricultural development and the management of natural resources (USAID, 2004).

Ethiopia's national land policy has been further clarified by proclamation No. 89/1997, "rural land administration." The law have a number of articles in it, and defines the scope of the individual land use rights, and states that such rights can be leased and bequeathed. The land rights cannot be sold but the improvements on the land can be sold or exchanged. Based on the 1997 land administration proclamation, it gives the right to regional governments to administer the rural land. This includes the assignment of holding rights and the distribution of landholdings. The federal government gives important guidelines for the regional governments to adopt while designing regional laws. According to the "poverty reduction strategy", every farmer who wants to have farming livelihood is entitled for free agricultural land. The regional governments are responsible to implement this strategy and to protect the right of farmers, the land should be registered and user certificate should be given (USAID/Ethiopia,

2004). However, these conditions starts to be more of rhetoric than something implemented at a ground level. With the expansion of cities and towns at an alarming rate, the policy supporting land ownership by the federal and regional government's farmlands has been grabbed in the name of developments. Consequently, farmers refuse to work on long-term investment on their land. In many occasions, farmers were not even ploughing their land on a regular basis. They rather focus on engaging in construction works in towns and cities as masons, carpenters, and even daily labourers. Temporary and permanent movements of farmers to cities and towns creates more burdens to the ever-increasing unemployment rate. This condition have a multi-faceted effect on the residents of the urban poor. In the last three years, we have observed that there were a significant increase in livelihood expenses, which includes a huge price increase in food items and house rent. Being the largest city in the country, Addis Ababa has been affected by this issue. More than a quarter of its population lives below a dollar per day; the price increase for food items for the last month were 43% which is huge compared to the other items which was (23%). Besides, it was not even easy to access Teff (main grain) and purchase in the market. *Teff* is the most important crop serving millions of people as a staple food in Ethiopia (Abay, 2011). Doris (2002) reported that teff contains 11% protein and is an excellent source of essential amino acids, especially lysine, the amino acid that is most often deficient in grain foods. Teff contains more lysine than barley, millet, and wheat and slightly less than rice or oats. He further mentioned that teff is also an excellent source of fiber and iron, and has many times the amount of calcium, potassium and other essential minerals found in an equal amount of other grains. He also noted that teff is nearly gluten-free. The market for *Teff* was totally dominated by few brokers, and there were problems with the increase in transport costs due to instabilities everywhere. Hence, in order to ease the situation, the city administration has been taking different measures, which includes obliging farmers to sell their harvest directly to the government, and the administration sells it back to the community through cooperatives; it has also denied the entrance of people coming from the biggest regional states by establishing different check-points.

This could give the city administration a temporary relief but the problem with accessibility and affordability of food items could go beyond, and even become a threat for the central government. The demonstrations and riots in neighbouring countries like Kenya and Sudan were initiated with similar cause.

This gives us the impression that cities and towns in general and the city of Addis Ababa in particular needs to establish some sort of a system. Now a days, the urban food problems in the global north and some countries in the global south, were solved through systemic approaches. The established systems

were supported by viable policies and strategies. In fact, there were a number of projects launched by the city administration of Addis Ababa, which were supposed to improve the urban food supply part. The ‘school feeding’ program were one of the projects with a success stories. More than 600,000 schoolchildren (public schools) were beneficiaries of this program. The city was also building bigger markets in each sub-city in order to create easy access to local producers. There were also activities related to providing incentives to local producers and people involved in urban agriculture; establishment of an agency (2018) which looks after the accomplishments of the school feeding program; and a task force led by the mayor was organized to tackle the price increase on food items. However, the school feeding program has brought a remarkable relief to the families and children on fighting starvation and creating conducive environment at the schools; still the city administration needs fundamental changes in building a system that can avert the existing pitfalls in sustainable urban food governance and beyond. The system should consider local context and appreciate the local knowledge, apart from directly adopting policies of the global north.

A common example in Ghana is that traditional chiefs transfer agricultural community land for non-agricultural purposes, also to third parties (IFPRI, 2019). In Japan, farmers are entitled to their land under a certain conditions, they were obliged to cultivate their land properly and their main occupation should be in agriculture.

Empirical evidences suggests that urban agriculture accounts for an average of 15 to 20 percent of the world’s food production. A survey conducted in developing countries shows that 30% of urban households participate in urban agriculture, and it goes up to 50% when only the low-income households were considered (Koscica, 2014). According to the same report, lack of land in city is the most common argument against urban agriculture and its potential to provide food security for the urban poor.

3.6 Food security conditions in Ethiopia, particularly in towns and cities

Food security can be defined as being when “all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life” (FAO, 2008)⁴. According to FAO, there are three elements concerning food security and these are availability, accessibility, and utilization (the nutritional value).

When we compare the prevalence of poverty regionally, it is always the Global South, which have dominated the race. According to global food policy report (2019), Africa south of the Sahara counts for

⁴ Food security can be defined as being when “all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life” (FAO, 2008)

22.3%, and South Asia 15.1%. According to the World Bank estimates, because of the food crisis in 2008, nearly 100 million people fell back to poverty. Because of these kinds of experiences, it is common for policy makers to assume there is a close correspondence between rural poverty and food insecurity through anti-poverty programs.

The topic of food insecurity in Ethiopia was the history of the country as a whole. Especially, in the last 100 years, since the country established a modern government system, the country has been through a number of droughts and famines. The famines were considered as the result of droughts, but it is now investigated that poverty was the result of mix of droughts, resource mismanagement, and sustained wars. Regarding religion, Ethiopia is predominantly characterized by its adherence to the Christian orthodox faith (62%). The teaching of this religion exert a substantial impact on the societal upbringing and socio-economic fabric. It is imperative to thoroughly examine the roles of various religions, as they have the potential to positively contribute to the country's transformation (CSA, 2008).

Ethiopia is a country hit by recurrent droughts every 10 years. The severe famine caused by drought in mid 1980s were one of the dark side of poverty in Ethiopia, and have killed thousands of people and animals (Ethiopian government portal, 2016). The brutal communist regime by then where exercising a failed policy on agriculture and food security. For instance, the city of Addis Ababa were favoured in terms of internal food distribution. But, even after the fall of the Marxist regime in 1991, the country was not freed from hunger. Ethiopia has been vulnerable to the financial shocks happened to the rest of the world in 2008 and 2011, the rising of the food prices were related to the overall food crisis on the world market, as the country was one of the huge importers of grains (Alem, 2012).

According to the World Bank estimates, one third of all urban residents are poor, which represents one quarter of the world's total poor at present (Baker L, 2008). Here, the major concern is to provide the huge portion of the urban poor with sufficient and healthy food in a sustainable manner. The issue is more than improving the productivity, the ever-growing price of supply, distribution due to the increase in transportation cost, affects the food insecurity in cities, and this is going to happen for the coming years (Mulugeta, 2010). According to the unofficial reports of the city administration of Addis Ababa, in the last two years, the price of transport has increased by 150-200%. This affects the price of food items to increase almost by 50% this year. The ever increasing in migration, poor management of the urban food sector, the rise of transport costs, and poor marketing system will hamper the existing problems, which will result the city of Addis Ababa to be one of the most expensive cities in Africa.

According to the Addis Ababa city administration, urban agriculture core process owner, the city practices some sort of agricultural activities, and they have depicted that more than 80,000 households

with an average family size of 7 supplements their livelihoods from this sector. Besides, the city administration believes that the sector can generate enough jobs, support the most disadvantaged groups of the community, and it can play its part in improving the urban ecology system by managing the wastewater. In fact, the municipality allots land for urban agriculture, but were not in a planned manner and usually were attached to election periods and supporters' of the ruling party.

The experiences shows that 60 percent of food consumed by low-income groups in Harare are self-produce. It was proved also that children from low-income but practicing urban agriculture perform better than their counter part. Besides, urban farmers generally eat more vegetables than non-urban farmers of the same wealth class (Mulugeta, 2013). Urban agriculture in Addis Ababa is commercial in its nature but it is still product specific.

To this end, as briefly noted in Cabannes (2003), authorities and policy designers in Ethiopia should note that they have to work on these basic principles before formulating urban agricultural policymaking. (i) intra-municipal committee formulation and discussion with the public on how to incorporate urban agriculture on the municipal land use plan and use regulation; (ii) production of guidelines and regulations on how to use the land and water; and (iii) introduction of planning and management tools on registration of land and space (if any) under cultivation (Mulugeta, 2013).

3.7 The experiences in regard to urban food governance and planning, prospects to strengthen urban – rural linkages

The matter of food governance encompasses a wide-ranging concept and should not be viewed solely as a project-level intervention. It does not even constitute a one-time action or intervention. When cities are engaged in governance of food supply, the approach should be holistic in its nature; they raise topics other than production, which may include distribution, social equity, health, waste management, and related which can lead them to sustain the process. We can see this in mega cities like New York, “when we buy a salad, we might not think about all the people and places that were involved in its creation” (The New York City Council, 2013).

Indeed, cities are emerging as key transitional spaces where new food governance systems are being fashioned. These range from multilevel governance contexts, where public support from both national and local levels nurtures the food security agenda through ‘conscious policy making’ such as the case of Belo Horizonte (Rocha, 2001), to cases where local food movements liaise with private interests to create new markets and influence municipal policies (Carey, 2013). These new ‘spaces of deliberation’ can take a number of different institutional forms, including food policy councils (eg, North America), food boards (eg. London), food partnership (eg. Brighton), and the like (Moragues-Faus A, 2013). These

spaces has created a space for mutual dialogue and partnership in creating more conducive environment in establishing viable food systems in a sustainable manner. Besides, when we are talking about the food governance, we have to give emphasis and much attention on the alliance between the public sector actors (the state) and civil society organizations. Besides, it has been seen in many governance arena that the involvement of the mass in policy making decisions will have a paramount importance in execution of the policy at ground level properly. It creates sense of ownership among the society members, and creates democracy in the process of food supply system.

One of the poverty reduction strategy could be strengthening the urban - rural linkages by all means, to enhance the regular supply of food in to cities and towns, and inputs counter wise. The urban- rural linkage refers to constant and necessary flows of people, capital, goods, services, and information between urban and rural areas⁵. The movements and interactions include diverse aspects as population and human capital, investments and economic transactions, governance interaction, environment and amenities, products and services, and information and data. The boundaries are in most cases unknown and we have a continuum landscape where the people of the urban and rural areas interact continuously. This fluidity has given rise to conceptual and analytical debates about whether talk of the rural (in the singular) is still useful (jablonski et al., 2019). In connection with this, we know that the land value in urban areas is getting higher and higher, and in some extent, it is difficult to exercise urban agriculture owing to the value of the land. However, at the same time, there is a need from urban residents to have fresh fruits and vegetables, and produced with in a short distance. We can also create strong ties between the urban and rural areas and device an economic strategy where the rural area can rely on the food business as its own main strategy of development.

In most cases, the urban - rural linkages were considered beneficial mainly to the rural residents. Significant portion of communities believe that without the urban residents, productivity of the rural farmers is nothing, people link it totally to the market opportunities. In Ethiopia's case, there were a strong believe that urban areas are employment opportunities for rural migrants, and farmers are more beneficial from the cities and towns. There was urban bias, not only in the planning process but also in every stage of the food system. In fact, this clarification have a different look when we take it to the Ethiopian context, the urban-rural linkages are not well defined and planned, the benefits of both sides of the dichotomy is not clear. Therefore, it has to be well studied and documented in such a way it could help future relationship concerning food management and establishing sustainable food systems. It's not

⁵ The urban- rural linkage refers: to constant and necessary flows of people, capital, goods, services, and information between urban and rural areas

only the rural areas which were supposed to be the food producers, urban households are also part of the production process. This could be at individual, public and communal farms level, by using rooftops, backyards, and village free spaces for temporary urban agriculture. The issue was when we think of urban - rural linkages in Ethiopia, we totally focus on urban agriculture, but it is more than that. Even recently, it has been a growing science that the local and regional developments were mainly created by creating market interaction and providing different incentives at the governance level, which will strengthen the sustainability of the food system. It has been noted, the demand for urban dwellers to purchase food produced locally is growing, but the growing prices of land market become an obstacle. Therefore, municipalities and local governments are working on infrastructure building so that local producers can deliver their produce to the consumers in urban areas easily. Despite the growing policy interest and support, there were a limited research into food initiatives as a rural economic development strategy.

Although, there were slight differences among regions within the sub-Saharan African countries, it could be wise enough to take examples; Lusaka government looks urban agriculture as a rural activity (Ayuk-Nkem A., 2017). “Whose practice within the city boundary was inappropriate and detracts from the modern image of the city”. The African cities involve in urban agriculture ones they realize they are in an economic decline (Frayne et al., 2014). In many cases, urban agriculture was considered as an activity that is practiced in times of economic crisis, and usually take as a means of survival for the urban poor. However, many studies reveal that the practice were also exercised by the middle and upper class urban dwellers. This all discernment on urban agriculture is happening not because the practice is not important, but rather the activities were not accomplished based on plan. Organization of urban farmers can play an important role in promoting and supporting urban agriculture. In Dare’Salaam for example, the activities of urban farmers’ associations include “joint production on communally held property and serving as a loan or finance agency for their members” (Schmidt et al., 2015).

However, different authors have come with different views regarding the relationship between urban agriculture and urban food security; significant number of literatures support the importance of activities of urban agriculture but with some preconditions like the availability of land for the poor households’, extension services and different inputs, access to credits, and marketing opportunities by the local government. Cites like Cape Town, have developed urban agriculture policies which attempt to support low-income households’ participation in urban agriculture (Smit, 2016).

Finally, there is a recent motive, or we can call it rhetoric, of “local” and “zero food miles”, which states how much the food consumed in cities and towns were locally produced. We can discuss this in terms of the advantages and disadvantages in many aspects.

3.8 Favourable conditions in this regard; in terms of policies, strategies, and international support

Many of the African countries, including Ethiopia, cover considerable portion of their annual budgets from international partners and the banks. As an instance, in 2019, there were intentions to secure over 10% of the budget from foreign project financiers and more than 20% from aid sources. The role of aid organizations were vital in supporting millions who are in need of immediate food support. According to WFP (2023) brief report on Ethiopia’s situation, the country has faced conflict, displacement, and droughts over the past few years that has attributed to growing food insecurity. The report also reveal that there are 15.1 million people in need of emergency food assistance as of August 2023. There is chronic malnutrition among children of 6-59 months old (41%). Recently, press release from the federal government of Ethiopia reveal that donor are covering 70% of the demands for food all over the country. The government has left this sector to donors and global financiers. According to the global food policy report (2019), the World Bank, FAO and other organizations who are actively working in the food business, has compiled this report. This report emphasizes on “rural revitalization” as a transformational tool for countries who wants to achieve the sustainable development goals by 2030. The international community has also supported the document and support for SDG2 on “zero hunger”. Improving the food system can touch many of the targets of sustainable development goals-2. For instance, we can mention that changing the system can create access to more nutritious food and affordable (SDG-2). The sector could create more jobs that are decent for women and the youth. Reduce inequalities and uplift many out of poverty (SDG 1, 5, 8, & 10). This could allow people to enjoy better health (SDG-3). It could use water and energy in a more sustainable way (SDG- 6 & 7). Improve industries and infrastructure through innovation (SDG-9), and create sustainable cities and communities (SDG-11). Produce and consume food responsibly and reduce waste (SDG-12); contribute to climate action (SDG-13). Utilize our rivers and seas as well as land sustainably (SDG-14, 15). Achieve a more peaceful and just world (SDG-16), where efficient partnership can be built for all (SDG-17). In connection with this, there are various perspectives that allow us to see environmental governance as a central point to how we manage our relationship to the biophysical world and its processes and cycles (Philip McMichael, 2011). Finally, the UN secretary general has called a food system and sustainability summit in 2021, to discuss this topic at the highest level, which shows how the world is concerned on sustainability and access of food supply, and how it can shape the future of the world. In this sprit, all African governments signed the 2014 Malabo declaration, which allows countries to improve their performance on

agricultural activities to improve poverty and food security outcomes. The actions are many but to mention some: increase investment in agriculture, local support to farmers, create market ventures, and work towards enhancing resilience to climate change.

In the last decades, several studies has been conducted on the food security area, and the results are encouraging. Content analysis of various food strategies and plans, over 150 selected international declarations and more than 30 food charters covering the last 40 years brought understanding on the links between food and urban planning (Marocchino, 2018).

Some of the most notable regional policy developments of 2018 were in Africa. In January, leaders at the African Union Summit underscored their commitment to the Comprehensive Africa Agriculture Development Program (CAADP) and the Malabo Declaration, by tracking the Scorecard, progress will be monitored across 43 indicators (Global food policy report, 2019). In line with this, Ethiopia approved a food and nutrition policy in November and began mainstreaming nutrition into several agricultural subsector strategies, including extension, horticulture, and postharvest strategies. The Ethiopian demographic and health survey (DHS) carried out in 2005 showed that 47 percent of children under five were stunted. Similarly, 27 percent of all women of childbearing age were found to suffer from chronic energy deficiency (FDRE, 2008).

We have also some of the best examples in urban food governance, like the Belo Horizonte in Brazil and Quito in Ecuador. Many scholars has documented the health benefits of food, the municipal understanding of food security and participatory urban food planning, and considering food security as a holistic concept.

Being the critical resource in Ethiopia, the issue of land and its management needs special attention (USAID, 2004). When we examine the ‘land use’ aspect in Ethiopia, USAID supported land administration and nurture development has conducted an assessment in collaboration with its counterpart in Ethiopia. The purpose of the assessment was to give technical assistance needed to implement a program intervention aiming at increasing security of tenure and land rights. Land use in Ethiopia does not emphasize its social and economic suitability and safeguarding of natural resources and without being guided by prudent planning and coordination. Exploiting of the land is affecting various sectors of the economy such as agriculture, forest, livestock, water resources, energy and mining, and wildlife and tourism, causing severe degradation of natural resources and worsening food insecurity. Wastage of resources due to poor planning and exploitation brought crisis on the socio-economic fabric of the people. Recommendations from the workshop on ‘Land Use Policy in Ethiopia’, conducted by USAID (2015), under the Land Administration to Nurture Development (LAND) Project;

the Ministry of Agriculture and Natural Resources brought the imperative and urgent need for formulating a comprehensive national land use policy and developing and implementing a sector ally integrated national land use plan to the attention of the Prime Minister's office. As a happy coincidence, this has been in the mind of the Advisor to the Prime Minister on Environment and Basin Development, who has been tasked to play a coordination role. Recognizing the gravity and urgency of the situation, the Prime Minister's office gave the green light for formulating a national land use policy and for preparing a national land use plan by establishing an 11-member ministerial committee to guide and oversee this task which has begun in earnest (Gebeyehu Z, 2017).

The land administration and use proclamation is supposed to provide a legal framework based on which regions enact their own land laws. Because the Federal Proclamation gives little emphasis to land use plans, regions were not directed to have expanded and detailed laws on land use planning. As a result, regional laws also provide very few provisions on guiding and regulating land use (Gebeyehu Z, 2017).

Different studies shows that Ethiopia has been allocating land for different purposes in order to improve further its economic development, but without planning. The country mainly focused to expand investment in agricultural activities, mainly for companies; realization of transformation to industrialization; and improving the infrastructure, and has been allocating land unregulated and unplanned way. In this way, prime agricultural land were taken for industries, settlements and other urban activities. Hence, the situation helps government officials understand the problem and have keen to see the importance of land use planning.

The city of Addis Ababa were not exceptional on this. The city were growing fast horizontally by engulfing significant portion of the farmlands of the surrounding Oromia regional state. Arguably, there were hitches on the implementation process during displacement of farmers' from their farmlands that includes unfair compensation and rarely provision of trainings on how to re-integrate with their new roles, as urban dwellers. Consequently, people living in the surroundings of the city of Addis Ababa refuse to accept the master plan with the aim of integrating the city with its hinterland and beyond. This agenda were even politicised, created riots all over the country, which hugely costed the country in terms of economy, and further extends to instability and social crisis. Eventually, plans have to be endorsed in consultation to stakeholders, and the community at large.

The recently released Plan for Accelerated and Sustained Development to End Poverty (PASDEP) emphasizes that urban development is going to play a more central role in the next phase of Ethiopia's development, and in PASDEP itself, that it has been in the past. The growing concern on urban poverty

was cited as one of the reasons behind the mounting interest on urban development (World Bank Group, 2008).

3.9 The challenges and the gaps need to be addressed

For a number of reasons, the issue of urban food and urban – rural linkages should be the priority agenda of governments, local level administrators, and stakeholders. The ever-increasing urban population makes municipalities give significant attention to urban food issue. In Ethiopia, much of the population growth within the urban spectrum lays on the small and intermediary cities. They account for two-third of the population growth. In fact, there are differences from nation to nation and among each regions of Africa in terms of the level of urbanization, and the definitions, they give to urban settlements. Therefore, public policies need to become more city-centric because a majority of the world’s population is now classified as ‘urban’ (UNFPA, 2008). City governments and urban mayors the most effective political agents for getting things done at a time than central governments locked under certain ideological spirals. The major challenge here could emanate from the misperception of policy makers and governments. For instance, the core of the Ethiopian policy lays on ‘agricultural led industrialization based economy’, agriculture was taken as the backbone of the whole economy. In line with this, there is a strong believe by the public officials that the solving the food security problems lays on increasing production. There was a strong association between food security and an increase in productivity of rural farmers. They do not even realise the production increase in the last 10-15 years but still a quarter of the population live in poverty. According to the international donors report, more than 22 million people in Ethiopia need immediate food aid. This is typically the result of recurrent drought, civil war, Ukraine – Russia war and the ever-growing price of grains worldwide, and coupled with poor planning. Therefore, the Ethiopian government should give focus to proper planning and consider municipalities to be part of solutions when it comes to improving the food security in urban areas.

Similarly, the situation is observed in various regions of Africa where smaller towns lack a well-defined framework. This absence of structure can potentially have a detrimental impact on the implementation of policies and strategies devised by the central government. Consequently, when developing food security plans, it is crucial to take into account the specific capacities of towns and cities, ensuring that the approach is contextualized accordingly. Urban food systems have increasingly been recognized as a topic that needs to be better understood in order to address issue of urban food security and poverty (Smit W, 2016). In fact, studies in urban agriculture and urban food policy are limited, if not inexistent (Tefera M., 2010).

Furthermore, cities are gradually developing into significant spaces of transition where novel food governance systems are being shaped. These systems encompass various levels of governance, with public support from both the national and local levels playing a crucial role in fostering the food security agenda through international policy-making (Moragues-Faus & Kevin John Morgan, 2015). Though at project level, we had similar experience in Addis Ababa, Ethiopia, where the city municipality introduced the “school feeding program” and serving more than half a million of school children. Cities are now key food policy actors around the globe, uncovering pitfalls and the potential of urban food systems, and at the same time reasserting their responsibility to shape a more sustainable and just foodscape (Moragues-Faus A., 2017).

In this regard, cities in Africa need to address the ever-increasing urban population immediately. Because, the challenges will increase with time as the population increase become a factor of land, urban infrastructures and services. Taking the African perspective, the implementation of decentralization in this continent has been uneven and partial (UN-Habitat, 2008). It has been argued that the hasty and partial decentralization of public authority has often resulted in local governments’ that are weak, disorganised, inadequately staffed and under resourced. The differences in the implementation of the structural adjustment programs have brought burdens to the poor community. For example: water supply in urban areas is one of the key ingredients of the food issue. In Nigeria, after the 1990s, this service has been privatised and the process disadvantaged poor people, who are unable to pay for the services (UN-Habitat, 2008). The water supply service is run by public entities in Ethiopia, and relatively, they are affordable by the urban poor. Hence, service provisions in urban areas of Africa should consider the differences and inequalities in income among cities and towns.

Taking the lessons we have as an input and through continuous research, the governance of urban food systems can potentially be improved. there has been surprisingly little work examining the existing processes through which urban food systems are governed. This is particular concern in Africa where there is high rates of urban population growth and high levels of urban food insecurity. There are complex rules and processes shaping food systems in Africa, and researchers need to know about how these formal and informal regulatory systems operate if we are to improve access to markets and thus enhance urban food supplies and secure income and livelihoods.

Taking individual countries, there are high levels of food insecurity in South Africa towns and cities. The SANHANES survey found national prevalence of households at risk of hunger to be 28% and experiencing hunger, 26%. The equivalent figures in urban informal areas were 32% and 36% respectively (Battersby J, 2015). Despite this, there was little policy attention to urban food insecurity.

The national policies and programs continues to view the issue of food insecurity as predominantly rural in its nature. The main response of local governments and municipalities were promoting the urban agriculture as a means to improve urban food security. Integrated development plans of many municipalities in Africa consistently frame urban food production as their main approach to alleviating the problem of food security; but does not provide an adequate response to the urban challenge. There was however little evidence to support the continued promotion of urban agriculture as the only local governments response (Battersby J, 2015). Understanding the scope, efficiency, and limitations of African urban food systems becomes significantly important as the agriculture continues to be exposed to demographic, political and economic pressure (Karg & Drechsel, 2018).

The issue of urban food policy and study is also a contemporary science, which is getting much attention from hundreds of worldwide cities, and attracting more professionals to contribute their novel ideas. Besides, in several cities, political concerns about food security have led local institutions to develop urban food policies (UFPs) (Moragues-Faus A., 2017). However, the emergence urban food alliances constitute a new phenomenon that is currently under scorched (Moragues-Faus A., 2017). According to (Smit W, 2016), Africans have knowledge gaps in urban governance and food systems.

The urban food system should be seen with the overall realm of development agenda of the cities. It is highly linked to the availability of infrastructure and amenities as well. Though the physical accessibility of food was secured, the urban residents need energy sources and sanitation facilities. Which gives us the impression that the urban food system is not a separate entity, it has to be dealt with the overall development endeavour of the cities and be part of the urban planning process. This implies that urban food security and the issue of urban – rural linkages require multi-discipline.

The degree, to which, city mayors' work jointly with the local administrations around them varies across African countries. The influence of the elders and traditional leaders need to be assessed as it is highly linked with land issues in many of the local administrations'. In addition, the settlement patterns of cities also matters most, in some African cities like Nairobi, Kenya, the informal settlers' of the city counts nearly 60%; and in case of Addis Ababa, Ethiopia, the informal settlement counts about 30%. Significant portion of the community living in squatters implies that population have no infrastructures, amenities and markets where they can access their food easily. The governance lens is to recognize that there are important actors out there, understand and involve them.

4. EXPECTED RESULTS, CONTRIBUTIONS, AND POLICY IMPLICATIONS OF THIS RESEARCH

The research has the potential to greatly enhance our understanding of how the city municipality of Addis Ababa and its surrounding administration are implementing the national policy for integrated development, food governance, and collaborative planning. The findings from this study could be instrumental in shedding light on their contributions in these areas. The area of collaboration emanates from the research question. The null hypothesis was plan synergy and interdependency between municipalities in planning and other activities does not have a positive effect on the accessibility and affordability of urban food. It gave us the whole picture of the system as it fully functions, stakeholders' taking their part. In this case, the city municipality taking the leading initiative to endorse bills regarding the establishment and functioning of urban food governing body/council; and have clearly defined areas of collaboration between the municipalities. Some of the activities need to be addressed by both administrations are market diversification, allow market to decide the price of food items and not the brokers; and activities like technical, financial and material support.

The study has depicted vital significance of the urban food policy/system and urban food governance in assuring food availability in urban areas. In Ethiopia's urban context, though it was not well studied; the literatures from other similar countries in the global south depicts that accessibility of food was not only the function of its availability and affordability. Governance of the system is highly cherished and the cities must have distinct institutions, which are responsible to govern the food business, and facilitate all the inputs including the allotment of land for different purposes of urban agriculture. Cities must have food councils, or agencies, which is directly responsible for the overall functioning of the food system, and involvement of all the stakeholders in the business mainly in the decision-making area. The role of cooperatives in stabilizing market volatility, in cities like Addis Ababa, is vital. By improving the governance system, cultivating the involvement of the producers and suppliers, the community at large, professional associations and local initiatives, policy makers and practitioners', and other concerned bodies, we can improve the availability and accessibility of food in the urban areas with fair price. The expansion of supermarkets in big cities, and encouraging vendors to fully operate could also have a paramount importance in terms of employment generation and accessibility by the poor. Therefore, creating better accessibility and affordability for food will improve the living standard of the poor and the middle-income group of the population in the given setting. Generally, instead of the decisions made regarding the food issues are dispersed everywhere, and many of them are controlled by the informal

structures like the brokers; it will have an approach where the decision are first discussed by the relevant stakeholders, reach in to consensus, and finally implemented as rules and regulations by the agency/council for this purpose. Every citizen has the right to get sufficient and healthy food, according to the human rights definition of the United Nations.

5. CONCEPTUAL FRAMEWORK

Results of my discussion with key stakeholders from the council members of Addis Ababa city administration and members of the standing committee for socio-economic cluster reveal that the biggest assistance they were receiving in the last 2-3 decades were accompanied with induction of policies. As a cascade, the policies has helped the administration to take huge steps towards improving the living standard of the people in an impoverished status, and devised some critical programs to support the needy. For instance, the introduction of urban safety-net program; endorsement of the policy and strategy bill for improving the urban food and nutrition; endorsement of city level bill for establishing an agency which looks after the activities of the ‘school feeding program’; and establishment of task force to regulate and stabilize the market system in the city. Mode of transfer of the policies were the conventional one, which includes policy transfer, adoption or diffusion.

In relation to this matter, the researcher has highlighted the existence of evident gaps in comprehending and synthesizing these policies, thus hindering their effective incorporation as guiding principles in municipal plans. These planning gaps have become apparent in various cities and towns in Ethiopia, leading to the omission of essential components in the planning process. The plans totally focus on the land ‘physical’ component; they have little rooms for the social issues, which may include activities to support the economically marginalised community by creating opportunities and narrow the gap in living standard. It has been explicitly argued in studies about the paramount importance of efficient resources utilization in the developed world, and good planning in cities and towns of the developing world (Van de Griend, 2019). Therefore, the researcher worked to see to what extent does the planning process in Addis Ababa city and the town of Meki were inclusive. The inclusiveness were not only measured in terms of the degree of participation of the stakeholders, but also, in terms of the richness and depth of the concepts entertained in the plan. In addition, the researcher has examined the extent by which the variables were interdependent. The following diagram clearly illustrates how the variables in the study were interwoven and how the changes in one variable affects the other. As we have seen in the literature, the price volatility on food items, availability and accessibility are highly affected by war, participation of stakeholders on planning, improving the governance, and availability of infrastructures. The following diagram shows the cause and effect relationship among variables (mediator variables), which has been dealt through the collection of data of different sources.

Figure 3: The relationship among the variables of the research



Sources: own manipulation, 2022

According to the researcher’s observations, informal conversations with the experts from the planning department of the Addis Ababa city administration revealed that the enhancement of urban food has been specifically addressed through urban agriculture. Additionally, in further discussions with planning experts and government officials at the agency for food security and developmental safety net office, it became evident that they intentionally delegated the responsibilities related to urban food issues as a primary task for non-governmental organizations. Based on the research done by (Wurwarg, 2014), it appears that international organizations and NGOs, as opposed to the municipal government, are implementing the majority of food security initiatives in Addis Ababa. We encountered a significant deficiency in comprehending the urban food sector as a whole and the involvement of non-governmental entities in this context. Governmental offices must take on a robust leadership position and bear accountability for the shortcomings within the sector.

The urban food issue is more than improving the productivity; the ever-growing price of supply, distribution due to the increase in transportation cost, affects the food insecurity in cities, and this is going to happen for the coming years (Mulugeta M. , 2010). This was the situation in Ethiopia in general and the city of Addis Ababa in particular. The transport cost has been tripled in the last five years (2018 – 2023); and has affected the price goods and services. In the last three consecutive years (2019 – 2023),

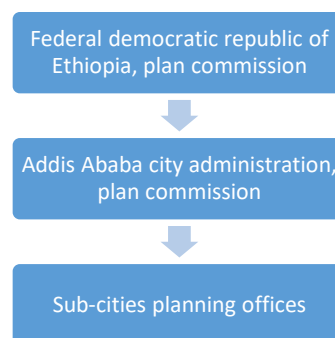
the price increase on food items increase from 7% to 42%, affecting millions of middle and low-income households in Addis Ababa. The increase has a huge difference when we see the price increase on other items to be at 23%.

In both municipalities, though they believe the importance of planning and involvement of relevant stakeholders in the process of urban food planning as a vital component; the practice is still poor. The perception in planning follow a top-down approach. Experts in governmental offices and even members of the city council adopt this planning modality. Therefore, the consequences of poor planning in the sense of not involving relevant stakeholders, not based on robust data, and poor consideration of the benefits of strong linkages makes it complex to address the urban food issue and depend on range of factor, mainly to governance of the system.

Aligned with this perspective, the Ethiopian development plan spanning from 2021-2030, crafted by the country's planning commission, acknowledges the substantial development challenges currently faced. The agency recognizes the widening economic disparities between urban and rural areas. Additionally, there has been a recent slowdown in economic growth, potentially exacerbating political pressures within the country (FDRE planning and development commission, 2021).

The ten-year development plan for Ethiopia establishes fundamental guiding principles and outlines key pillars for development. Within its national development vision, objectives, and strategic pillars – specifically pillar 2 – the development asserts the commitment to provide essential economic and social services, such as food, clean water, health, shelter, education, and other basic necessities, to everyone regardless of their economic status. This commitment is particularly significant for cities like Addis Ababa, where over a quarter of the residents live below poverty line; and families spent more than 40% of their monthly income on house rent.

Figure 3: The planning process, a case-cade from to down



Sources: own manipulation, 2022

In addition, there were no previous studies conducted in both target areas regarding planning for urban food, and by involving stakeholders. Therefore, investigation of the gap concerning the subject matter is timely and worthy. According to (Booth S, 2015), the inequalities in power in food systems has propelled the need for democratization of the food business, which in turn lays in the distribution of power within the food system.

This study wants to address two critical issues i) how the municipalities are responding to the complex problems and challenges of the urban food, sustainably; ii) how municipalities are applying the prevailing policies, strategies, and approaches for their benefits. The urban food issue always come with multifaceted problems and there is no one size fit solutions. The adoption, inclusion of different ideas, policies and strategies rely on the political willingness and level of awareness by actors in the government sector and beyond. However, there is only limited knowledge on the magnitude of how the relevant actors were working together and their degree of interaction. In response to this gap, this study focused on the process of the development of a system that helped to govern the urban food sector, and thereby offers a broader foundation for the legislation and adoption of a full-fledged urban food policy.

5.1 Critical issue

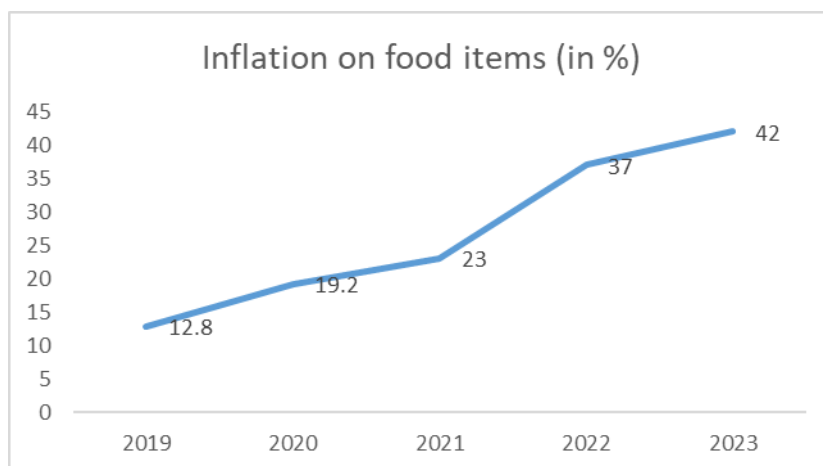
The conceptual definition of the research began from the conception that in the last fifteen years, Ethiopia as a nation has shown a continuous growth in economic and social terms. Different literatures, including reports of the World Bank and international monetary fund, have approved this reality in a series of their recent reports. The country's core policy is 'agricultural led industrialization'. Every other policy is legislated in line with the core theme; and strive to achieve the country's wider development realm. The development endeavour has been explained in terms of the increase in infrastructure, utilities, and other forms of governmental services. In fact, the fruits were not benefiting every segment of the population. The inequalities in economy is growing from time to time; especially in urban areas, the price of food is rising sharply.

'High food inflation rate has been an incessant menace the government has not been able to shrug off over the past three years. Data showed that food inflation has been increasing considerably over the past three years. The annual average food inflation between July 2018 and June 2019 was 12.8 percent. That figure rose to 19.2 between July 2019 and June 2020. With the monthly inflation rate since July 2020 predominantly being above 23 percent, the average for the first ten months between July 2020 and April 2021 is nearly around 23 percent.' (Sintayehu, 2021: online)

The surge in price increase on food items has continued; it is becoming difficult for poor households and those families with a fixed income. The services both from the government and the private organizations

are still poor, unemployment is at its peak, coupled with poor innovative nature of the population; the poverty conditions were not improved much. The ever-growing price of supply, distribution due to the increase in transportation cost, affects the food insecurity in cities, and this is going to happen for the coming years (Mulugeta M., 2013).

Figure 3: The increase in price on food item, Ethiopia



Sources: Addis Ababa city administration, unofficial reports, 2023

Moreover, the urban population in Ethiopia is steadily increasing. Historically, Ethiopia had one of the lowest urban population shares globally. However, a significant shift is anticipated in the coming years. Official data from the Ethiopian central statistics agency projected a tripling of the urban population to reach 42.3 million in 2037, with annual growth rate of 3.8%. However, analysis for this report suggests an even faster urbanization rate, approximately 5.4% annually. As of 2022, Addis Ababa’s urban population were estimated at around 5,215,780, with slightly more than half living in the city area. (UNFPA, 2013). The city enjoys a decent economic growth rate (above 8.3%, annually), but still there is huge economic disparities among the residents which needs to be addressed.

According to the World Bank (2005), poverty assessment report in Ethiopia, 46% of the urban population was poor in 1999. The analysis suggests a slightly higher concentration of urban poverty in small and medium towns, which is 69%. The remaining 31% of urban poor live in major towns. These all data concludes that the issue of poverty is still the big issue in Ethiopia’s towns and cities, and needs to be investigated in every angle until the root causes were identified and improvements conceded.

When we examine the characteristics of this research, we come to the point that this study incorporates three distinctive full-fledged sections. The methodology that the study employed were a synthesis of both qualitative and quantitative techniques. The data that was derived were in real time from actual observations in natural settings and collection of data through structured and semi-structured

questionnaires. There were an in-depth analysis of all data collected so that there were no inconsistency associated with it. The research has raised clear questions on the subject matter, with a clear target, manageable tasks guided by the specific research problem. The research questions may extend on the effects of poor municipal planning on weak urban rural linkages; and the impacts of launching of different projects and programs to support all the actors involved in the urban food system, accountability and transparency. The research rest on certain critical assumptions, and required the collection and interpretation of data in an attempt to resolve the problem that initiated the research.

The data analysis aimed at the creation of new concerns and considerations using the current store of knowledge. One way or another, the findings of this research increase the current stock of knowledge and by the generated facts and assumptions, concepts and proper understanding of the subject matter. This research had a clear purpose, which extends from the need for legislation of urban food policy, to assessing the major causes for poor participation of stakeholders. The findings were helpful for the municipality and local administrations to take concrete actions, which will further improve the livelihoods of residents. The research methodology was designed in an attempt to disprove the hypothesis in which the urban planning mainly in regard to considerations of urban-rural linkages and urban agriculture, rapid urbanization, transparency and participation, and urban food system/governance, have no effect on soaring price and accessibility of food items.

The hypothesis were designed in such a way that it was researchable and the findings can be able to replicate in other setting. The inferences drawn were be both subjective and objective in their nature, and the researcher be impartial when interpreting the results. The findings were generalized and applicable to entire relevant population/other municipalities and their hinterlands.

Initially, the research were supposed to employ an ethnographic methodology, as this tool allow the researcher have enough time and space to observe the situation at the field level. However, the researcher used mixed methods as the ground level reality changed a lot because of the war between the federal government and its aliens and the Tigray regional state (civil war). The regional states were formed by ethnic federalism approach. Language and ethnicity are one of the prominent features in establishing these regions. More than 90% of the regional states are found in the peripheries, and we had distinct features including specific names that you find it on specific regions, and personal identity cards that depicts you belong to a specific region. To come to the point, my proper name is one of the names that you find it either in my region or in Eritrea. My personal ID card was also from my region (Tigray). Therefore, I encountered difficulty even accessing some of the governmental offices, and even Addis Ababa University. Eventually, as a solution, in consultation with my professor, I adopted mixed

methodology. The researcher used scientific instruments like standard questionnaires, checklists, informant interviews, focus group discussions, and even seminar workshops; he has also took part in the Addis Ababa city municipality for three months observing how the planning process goes. In fact, they had only one meeting during that period, and were helpful in shaping my subsequent move.

As a conceptual framework, the researcher believed that the issue of food availability mainly in urban setting, was and still is a very complicated area of study, and it needs careful reading and deeper understanding to solve it properly. Different sources reveal that an increase in production and even food availability nearby does not guarantee food consumption by urban poor. The system/process has to be governed properly, in which the stakeholders from availability of land, incentives, inputs, processing, transporting, packaging, distribution, regulation, consumption, waste management, and sustaining (restoration) needs organized decisions. However, recent phenomenon, bureaucracy, in municipalities are creating problems; food become scarce due to all these reasons.

Figure 4: Conceptual framework of the project as a whole



Source: UN – HABITAT, 2019

6. METHODOLOGY (Design and methods)

Given that the primary focus of this study revolves around the impact of inadequate urban planning on the connections between urban and rural areas, as well as on the food security conditions of a selected city and its surrounding regions, the researcher first provides a widely accepted definition of food security.

In this study, the researcher employed a mixed methodology in order to address the topic in a holistic approach. The researcher employed synthesis methods to complement the field consultations in gathering and analysing data. In this method, the author review secondary sources consolidate structured and semi-structured interviews with stakeholders', key informant interviews to examine the difference in priorities, assess internal contestations and capacity. The researcher's initial data collection approach were ethnographic, which helps understand how the municipal planning process proceed, how the agendas were set, the participation process, decision making and availability of institutions. However, due to the circumstances at ground level, the researcher in consultation with the supervisor, made a little twist on the methodology. Both agree to conduct surveys at projects levels. The survey were conducted to fill the gaps, mainly created due to the communication barriers because of the war in Tigray and the ethnicity of the researcher as being a Tigraway. The researcher has employed the KAP (knowledge, attitude and practice) survey in order to grasp the knowledge, attitude, and practice of stakeholders' on urban food related projects. This survey is representative survey conducted on a particular population to identify the level and changes in attitude, knowledge and practice towards a certain topic (Ramen H, 2014). Primarily, the researcher chosen ethnographic methodology because it was one of the prominent methodologies in studies related to public policy, bureaucratic organizations, and public administration. This research methodology helped the researcher to know and understand the overall situation of the issue under investigation.

From the very outset, with the early studies by Bronislaw Malinowsky and Franz Boas, ethnography was a project with humanistic ambitions 'that already contain ontologies, methodologies and epistemologies' (Leulseged, 2012). This methodology is still appropriate when a researcher wants to know a certain phenomenon and an effort to understand a situation deeply and wants to be part of the research process. Besides, this methodology follows an abdicative logic of inquiry, which depend on observing certain phenomenon to formulate general laws. In this context, the researcher closely assessed the situations in both administrations, in which, they made decisions regarding the urban activities and the way they accomplish their planning process, mainly for the improvement of the urban food sector. Abduction

leads to an iterative and recursive process of doing research: as puzzles began to be solved, they generate new puzzles and surprises.

This research methodology was very rich, in the sense, the gap between the researcher's expectations and the real experiences from the field were wider. The other issue was also, the researcher understood how it was complicated to give priority for the urban food system in the municipal urban planning. Therefore, this methodology were useful to understand the complexity in both municipalities.

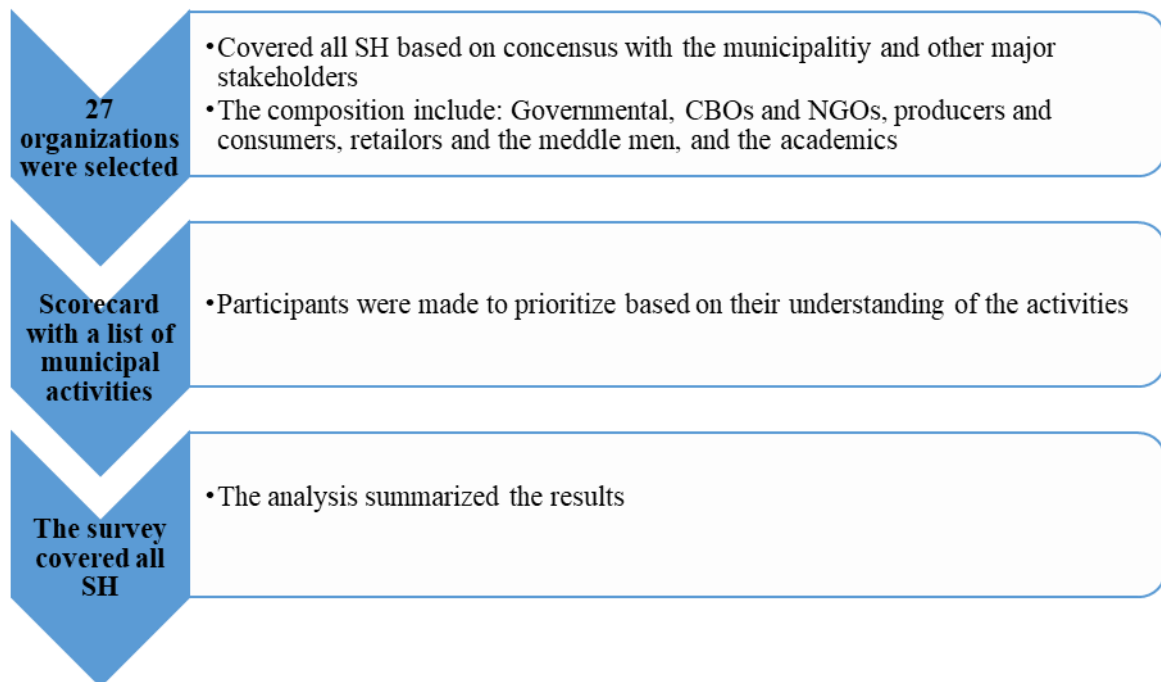
The researcher interacted with the peoples actions both at the municipality and outside at the field level. This created initial sensibilities from the very beginning; the researcher were closely monitoring the tools, as they were complex and could have taken the research outside of its scope. In this case, the study applied improvisation technique in order to re-assess the process. The change in methodology at field level was one of the results of the improvisation process. Besides, the researcher engaged himself in the situation for three months, and had the opportunity to attend a few meetings.

The people under study were experts, practitioners, decision makers, CBOs, NGOs, enterprises, professional associations, civic organizations, and the wider public; they were the best informants as they had the knowledge. Through complete observation and the overall understanding of the issue, the researcher made a meaning outcome and suggested the best way of inclusion of urban food governance in the municipality's plan, collaborative planning among the local administration and the city, and as its own distinctive feature. In the path of the study, the researcher encountered with a series of facts, which are the result of keen observation, experiences and shared knowledge, the researcher changed this in to one meaningful thought based on reflexive thinking.

The methods and tools that the researcher has employed under the auspices of ethnographic methodology were, studying artefacts', observation and talking. This allowed the researcher to be more flexible in its approach, and followed the lead informants. The researcher observed every other process in the urban planning section; asked questions to know the process and gain clarifications on spot. That could be the reason why ethnography was often goes by the name of 'participant observation'. Since the researcher was dealing with public administration and policy issue, the standard required participating a little and observing a lot. During the fieldwork period, the researcher had very important informants in the municipality. The interviews were semi-structured and structured ones; they were more of a conventional type. Finally, consultation of organizational charts, policy documents, internal memos, and minutes of meetings, written speeches, and plans for reorganization, web pages and the like were mandatory.

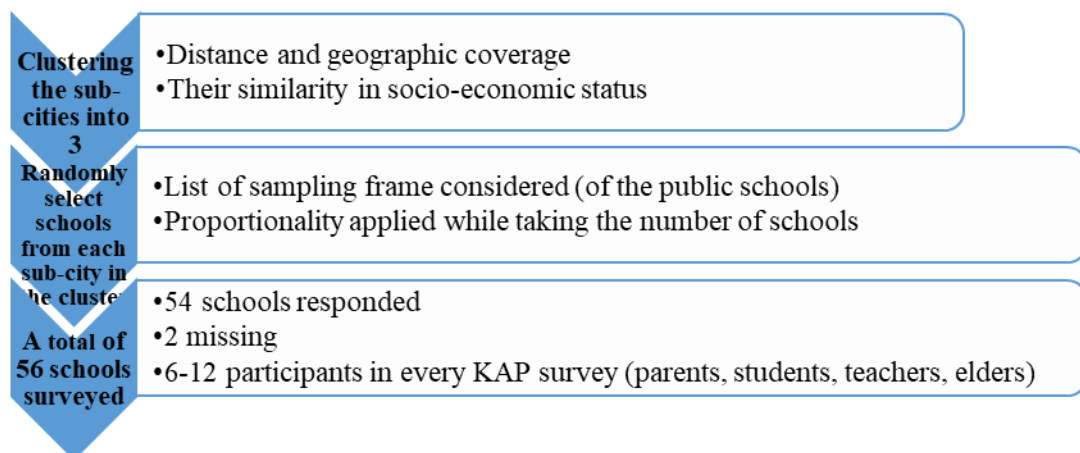
6.1 Sampling techniques employed and the sampling procedure

Figure 5, Scorecard survey: stakeholder's prioritization of the food issues in the municipality planning agenda; scorecard,



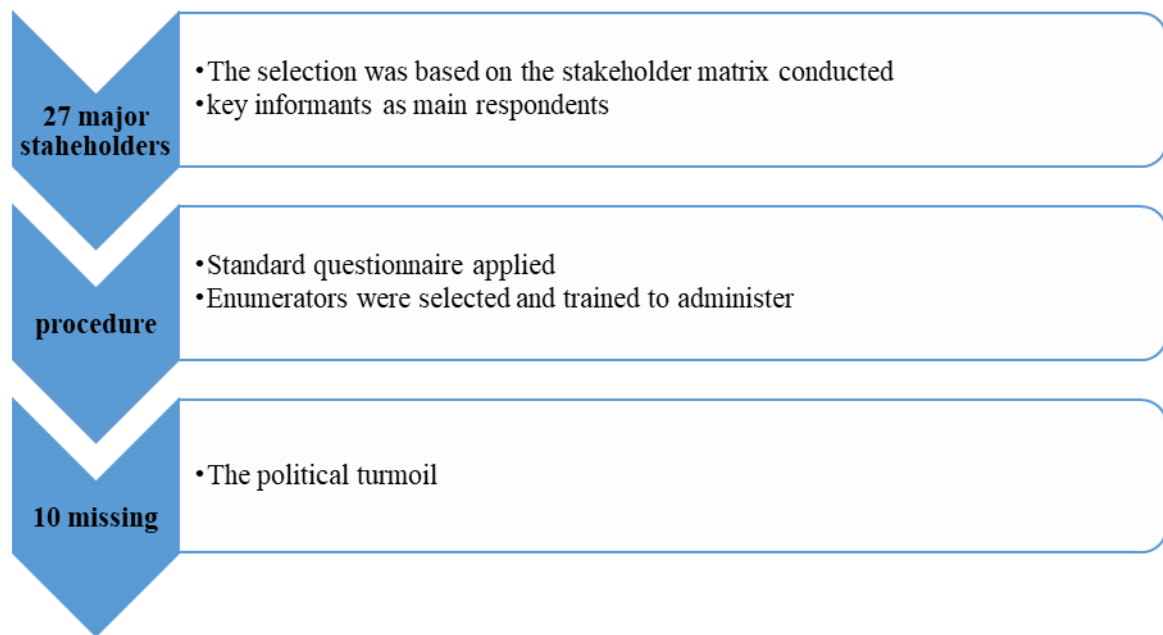
Sources: own compilation, 2023

Figure 6, KAP survey: to explore perception of key informants' on Addis Ababa school feeding program; includes 17 questions.



Sources: own compilation, 2023

Figure 7, Stakeholder's perception survey: satisfaction survey on participation in decision-making, empowerment and voicing, and transparency (access to public domain); Linkert scale mode, part – 1: on satisfaction, participation, empowerment, and voicing; part – 2: on accountability and responsibility,



Sources: own compilation, 2023

The researcher have started writing the research findings starting the very begging of the field area. He kept field notes and diaries as part of the long process of developing the research, writing thus also as an important analytical tool. This final document was produced by building from the pieces of incidents, documentation of a series of minutes, document consultation, and interviews. Bridging and connecting data generated from different sources, and building up on them, were the main task of the researcher in report writing. The final report encompass analysis of both the results of the survey and the observations and interviews. Most of the information collected by the researcher and taken as his field notes, quotations' from interviews from informants, descriptions, and survey were the empirical data.

In connection with this, the study's main concepts were used to better understand the empirical reality under investigation, and they were used to create insights in to the social situation that has to be analysed. Consequently, the research has attempted to find a balance between understanding the situation under investigation, and the more general practices at the organizational levels. In fact, like any other research methodologies, ethnography also have its own weak points in which the findings can be influenced by the prior knowledge and experience of the researcher. However, in this specific research, it was considered as a positive point in which the experiences and reflections of the researcher were taken as an input to the findings. The researcher took due consideration on the importance of the guidelines and procedures regarding the ethical side and relationship with people at the field level.

As mentioned earlier, this particular study encompass Addis Ababa city (mainly the municipality) and Meki town, as area of study. The findings gave a brief report in which the municipality and the local

administrations will use it to legislate policies. The results of the study had a spill over effect on other cities and towns of Ethiopia. The instruments used by the study are four, which includes:

1. Participant observation, FGDs, and key informants
2. Structured and semi-structured questionnaires
3. Case studies (school feeding program)

The major tool was participatory observation in the municipalities for a given period of time. In addition, interviews and KAP surveys were conducted with experts in the municipalities, and those who assumed to have the knowledge. In fact, the researcher had well planned schedule for the field visits. In discussion with the representatives of the city municipalities, the researcher had outlined the following list of stakeholders, considered in the study:

Table 3: list of stakeholders

S.N	Name of stakeholders	S.N	Name of stakeholders
1	City mayor (1)	2	Municipal land administration departments (3)
3	Municipal land use planning section (4 - from land use, urban expansion, urban agriculture, and environmental protection and urban forestry)	4	City level office of urban agriculture (1)
5	Land development and management bureau (2)	6	Road and transport bureau (1)
7	Trade bureau (one person)	8	Small and micro-enterprises development bureau (2)
9	City management office (one person)	10	Plan commission (one person)
11	Agency for regulation of food and medicine (2)	12	Urban development and environmental protection standing committee of the city council (2)
13	Professional associations for economic and environment and forest	14	Local initiatives (advocators for forest and food for all), NGOs, CBOs, etc
15	Urban agriculture farmers, traders, and consumers,	16	The focus group discussions will consider the participation of all categories of the population (disabled, veterans and other minorities),
17	Chamber of commerce for the city, and big supermarket chains [if any],	18	

Source: Own survey and compilation, 2021

In-depth interviews were carried out with a total of 27 experts and officials representing the above-mentioned offices and organizations. These interviews gave as a broader spectrum of ideas regarding the subject matter. Besides, KAP surveys were conducted in 56 public schools in Addis Ababa city, which have the school feeding program. This helped the researcher to know the initiatives that the city administration was taking in order to improve the livelihoods of families, and how the beneficiaries and other stakeholders perceive the program. First, the researcher divided the 11 sub-cities into three clusters based on homogeneity. Each cluster was also represented by one sub-city, as a sample. Then, schools were selected from the three each sub-cities by employing simple random sampling technique. Besides, the researcher has employed a 'card score' technique in order to collect data on how the stakeholders' prioritise the issue of food in municipal planning. Before contacting participants of the research, the researcher met representatives of the city municipality of Addis Ababa, Ato Dereje Kassa, deputy head for cabinet affairs in the office of the mayor. The researcher briefed the official and his colleagues about the contents of the study. The official witnessed that the study was important for the city and wrote us a recommendation letter, which helped us at least to manage the barriers on our path.

The type of data that the researcher was looking for were wider and covers mainly on the areas of urban food governance and planning. First and foremost, the researcher was interested in the process planning particularly at the municipalities level. The researcher visited the field areas twice. The first visit was in October 2020; and the second between the months of February – June 2021, for a duration of three months. The database was checked for missing data and outliers. All values outside the calculated range were considered outliers (Hoaglin I, 1987). The data was then analysed using SPSS version-16. For the qualitative, the researcher categorized each response through their theme, interpretation and patterns.

Eventually, the methodology applied on this study helped to understand the process of planning in both settings. The selection of the participants was made in consultation with the representatives of the municipalities', and was complemented with my literature. In this regard, there could be bias and the researcher took full responsibility. Every research has limitations and weaknesses but in this specific study, they were outweighed by the strengths.

6.2 Limitations

In fact, the journey of data collection was not easy. The initial plan was to conduct two field trips for the reconnaissance and actual data collection. However, during the first field trip, the researcher was trapped in a brutal war between the regional state of Tigray and the Ethiopian federal forces and its allies. This war claimed the death of hundreds of thousands including civilians; more than 2 million internally displaced people; more than 100,000 reported rapes; death of hundreds of thousands as a result of famine

and lack of medicine; and in March 11, 2021 Secretary Blinken officially levelled the war as to the extent of ‘Ethnic cleansing’ (CNN, March 22/2023). During these four and half months, everything were dark. The regional state were under total siege from the Ethiopian troops, Eritrean soldiers, and Amhara militias. Every governmental services and utilities were under blockade. There were a couple of clear occasions where I can lose my life by the bullets of the Ethiopian army. After the allied forces fully controlled the Tigray regional state, at least temporarily, they resumed an air transport to Addis Ababa. For me, it was a difficult decision to leave my kids behind in Mekelle and travel to Addis Ababa for the collection of data. As part of my key informant interviews, I went to Addis Ababa University to meet a professor from the department of geography and environmental studies. According to my previous assessment, this professor had good reputation on studies related to my research theme. Initially, I was not allowed to enter the premises of the campus because of my identity card. In Ethiopia, every regional state has its own unique identity card. On the middle of the war, every Tigrayan were levelled as the supporter of the guerrilla fighters in the region, and federal security forces started arbitrary arrest of ethnic Tigrayans’ all over the country. Therefore, in order to meet the professor, I was obliged to show my Italian residence permit (Permesso di Soggiorno) and managed my task. On top of this, it was even more difficult to communicate government officials in many of the city administration bureaus and offices. For this, I have consulted my professor and adopt mixed methodology, which allows me to conduct surveys by using questionnaires and different platforms. In fact, I was arrested twice, and in one of the incidents, I was taken to one of the concentration camps in Tulu-dimtu town. This town is situated in the Oromia regional state and 50 kilometres outside of Addis Ababa city. I paid a ransom for the police for my release. They do not want to charge you because everybody were innocent. Our ethnicity was our crime. The police took me from the hotel I was staying. The hotels were obliged to hand the list of daily guests staying in every hotel. In the form, there was an inquiry for ethnicity. Taking this as a database, the police were arbitrarily arresting ethnic Tigrayans’ all over. In both occasions, I stayed for five days in jail.

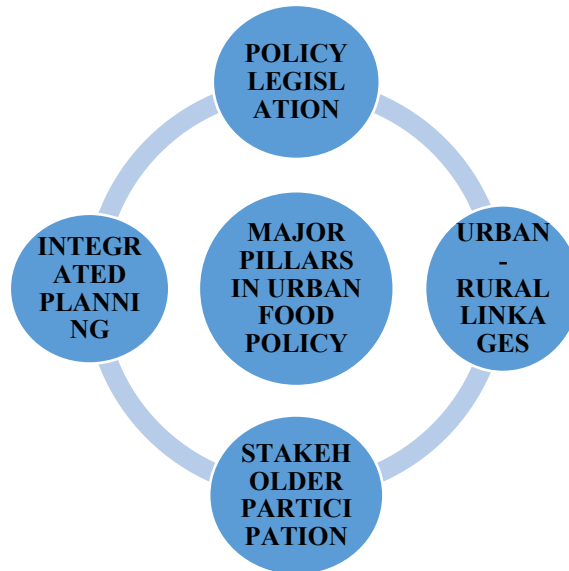
With all obstacles, I managed to overcome the problems because of two reasons. First, I quickly consulted my professor and revised the methodologies for data collection. Hence, I managed to employ mixed methods, which allows me to seek different sources. I have also hired enumerators, which were non-Tigrayan origin. Besides, I accurately foresaw the occurrence of this war three years ago, submitted during the preparation for this PhD program, and explicitly mentioned it.

Despite disruptions at the field level, the researcher endeavoured to implement various adaptation mechanisms. These challenges provided valuable life lessons, emphasizing the importance of maintaining faith during times of uncertainties.

7. RESULTS (Presentation of research)

The findings were organized in such a way that their presentation matches the contents of the subject under investigation. The study used mixed methods in order to collect the data, and the data collected were made to fit the four major pillars of the urban food policy.

Figure 5: major pillars in the urban food policy realm

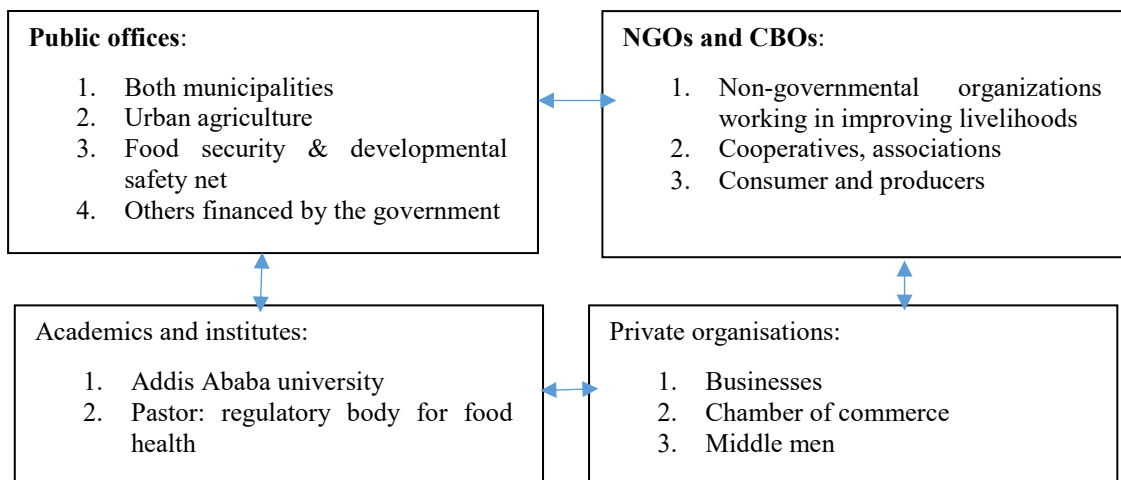


Source: own compilation, 2022

7.1 Composition of respondents (key informants)

The respondents in this category were made to fall in to four major components. This was based on literature, degree of their influence, and their type. The following diagram clearly shows the matrix.

Table 4 : Composition of target groups of the study, in category



Source: own survey and compilation, 2021

7.2 composition of respondents (KAP survey)

In order to examine how the city municipality of Addis Ababa has been functioning towards eliminating the food shortages in the city, the researcher were interested and took the initiative to study the ‘school feeding program’ as case building. For this purpose, 56 schools were selected from three sub cities. In each school, a KAP survey was conducted. The group size of the survey ranges 8 – 12. The following table illustrates the composition of the participants in the survey.

Table 5 : Composition of participants in the KAP survey

N.B	Category	Number of participants
1	Teacher	2
2	Parents	3
3	Local area leaders	2
4	Students	4
5	Service providers	1

Source: own survey and compilation, 2021

7.3 composition of the stakeholders mainly participated in the ethnographic survey:

Throughout the fieldwork period, the researcher visited various offices and organizations. As outlined in the methodology section, encountering challenges in assuming the participant observer was acknowledged. In response, the researcher successfully navigated these obstacles by implementing a strategy of conducting key informant interviews.

Table 3 : Composition of participant stakeholders, key informants

NB	List of major stakeholders	Number of participants
1	Addis Ababa city administration, office of cabinet affairs	1
2	Addis Ababa city municipality, planning section	4
3	Meki town municipality, planning section	1
4	Addis Ababa city, bureau of urban agriculture	1
5	Agency for cooperatives, Addis Ababa city	1
6	Addis Ababa city, bureau of trade and industry	1
7	Addis Ababa city, bureau of education	1
8	Addis Ababa city, Agency for food security and urban safety net	1
9	Addis Ababa chamber of commerce	1
10	Non-governmental organizations	3
11	Civic organizations, the academics	2
12	Cooperatives' and unions (1 from AA, and 2 from Meki)	3
13	Producers	2
14	Consumers	2
15	Traders and middle men	2
16	Addis Ababa city, small and micro enterprises office	1
		27

Source: own survey and compilation, 2021

7.4 Perception of stakeholders on participation in decision-making, transparency, and accountability; in urban food related projects

Table 6: Stakeholders participation in decision-making

participation in decision making

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Never	7	41.2	41.2	41.2
	rarely	5	29.4	29.4	70.6
	sometimes	2	11.8	11.8	82.4
	always	2	11.8	11.8	94.1
	i don't know	1	5.9	5.9	100.0
	Total	17	100.0	100.0	

Source: own survey and compilation, 2020

Table 7: How often participated, if invited

if invited, how often participated

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	rarely	4	23.5	40.0	40.0
	sometimes	2	11.8	20.0	60.0
	always	3	17.6	30.0	90.0
	i don't know	1	5.9	10.0	100.0
	Total	10	58.8	100.0	
Missing	System	7	41.2		
Total		17	100.0		

Source: own survey and compilation, 2020

Table 8: any comments and suggestions incorporated

if participated, any comments and suggestions

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	never	3	17.6	30.0	30.0
	rarely	1	5.9	10.0	40.0
	sometimes	2	11.8	20.0	60.0
	always	3	17.6	30.0	90.0
	i don't know	1	5.9	10.0	100.0
	Total	10	58.8	100.0	
Missing	System	7	41.2		
Total		17	100.0		

Source: own survey and compilation, 2020

Table 9: How often your comments and suggestions incorporated

how often your comments and suggestions incorporated

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	never	3	17.6	30.0	30.0
	rarely	2	11.8	20.0	50.0
	sometimes	1	5.9	10.0	60.0
	always	3	17.6	30.0	90.0
	i don't know	1	5.9	10.0	100.0
	Total	10	58.8	100.0	
Missing	System	7	41.2		
Total		17	100.0		

Source: own survey and compilation, 2020

Table 10: Participation to raise awareness on urban food

participation to raise citizen awareness on urban food

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	never	6	35.3	35.3	35.3
	rarely	6	35.3	35.3	70.6
	sometimes	4	23.5	23.5	94.1
	i don't know	1	5.9	5.9	100.0
	Total	17	100.0	100.0	

Source: own survey and compilation, 2020

Table 11: Transparency on city budget while financing urban food related projects

accessibility to city budget info

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	highly satisfied	3	17.6	17.6	17.6
	satisfied	6	35.3	35.3	52.9
	dissatisfied	2	11.8	11.8	64.7
	highly dissatisfied	5	29.4	29.4	94.1
	no info	1	5.9	5.9	100.0
	Total	17	100.0	100.0	

Source: own survey and compilation, 2020

Table 12: Accessibility of public procurement

accessibility of public procurement

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	satisfied	6	35.3	35.3	35.3
	dissatisfied	3	17.6	17.6	52.9
	highly dissatisfied	8	47.1	47.1	100.0
	Total	17	100.0	100.0	

Source: own survey and compilation, 2020

Table 13: Info development plan and other projects on food

info on urban dev plan and projects on food

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	highly satisfied	1	5.9	5.9	5.9
	satisfied	8	47.1	47.1	52.9
	dissatisfied	1	5.9	5.9	58.8
	highly dissatisfied	6	35.3	35.3	94.1
	no info	1	5.9	5.9	100.0
	Total	17	100.0	100.0	

Source: own survey and compilation, 2020

7.5 Prioritization and inclusion of urban food issues in municipal planning, by stakeholders

Table 14: Sex composition

Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	21	77.8	77.8	77.8
	Female	6	22.2	22.2	100.0
	Total	27	100.0	100.0	

Source: own survey and compilation, 2022

Table 15: Type of organization respondents represent

Type of organization

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Gov al	13	48.1	48.1	48.1
	NGOs_CBOs	8	29.6	29.6	77.8
	Prod_Cust	6	22.2	22.2	100.0
	Total	27	100.0	100.0	

Source: own survey and compilation, 2022

Table 16: Prioritization of municipal activities

Municipal activities

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid				
Infrastructures	1	3.7	3.7	3.7
Services (edu_health)	4	14.8	14.8	18.5
Utilitis	2	7.4	7.4	25.9
Urban food management and regulatory	7	25.9	25.9	51.9
Employment generation	9	33.3	33.3	85.2
Democratization and justice	4	14.8	14.8	100.0
Total	27	100.0	100.0	

Source: own survey and compilation, 2022

7.6 Observation of stakeholders on projects/programs launched in the city, to support the needy

Table 17: How long have you known the school feeding program?

S.N	Description	Frequency	percent	Valid cumulative (%)
1	Less than six months	2	3	3
2	Six months_one year	18	33	36
3	One to two years	34	64	100
4	Other, specify	-	-	

Source: own survey and compilation, 2022

Table 18: What do you think about the importance of such program?

S.N	Description	Frequency	percent	Valid cumulative (%)
1	Reduce immediate hunger	16	29.1	29.1
2	Improve nutrition & physical	3	5.7	34.8
3	Increase enrolment	4	7.5	42.3
4	Reduce dropout	22	40.8	83.1
5	Jobs for single mams	6	11.2	94.3
6	Support local agriculture	3	5.7	100
7	Other, specify	-		

Source: own survey and compilation, 2022

Table 19: What are the benefits of the program for families of the students (multiple response possible?)

S.N	Description	Frequency	percent
1	Reduces economic burden	41	76
2	Gives time families to support kids in academics	25	46
3	Creates work space	15	28

4	Reduce work load for school girls	35	65
5	Enhance love and affection among family members	5	9
6	Other, specify	-	-

Source: own survey and compilation, 2022

Table 20: Is the food nutritious and accessibility for all?

S.N	Stakeholders	Description		Frequency	percent
		Nutrition	Accessibility		
1	Teachers	52	108	52	48
2	students	134	162	134	82.7
3	Parents	82	82	82	100

Source: own survey and compilation, 2022

7.7 Institutionalization of the urban food system, status review

One of the most frequently discussed topics during the interviews was how the city administration collaborates with local and international organisations, NGOs and informal groups. In particular, it became clear that the city government recognises the importance of collaborating with actors involved in the different spheres related to food production and distribution. Moreover, some policy-makers stated that the policy sphere in which these organisations cooperate could range from planning to policy formulation, from regulation to quality control, from funding requests to direct control of the system.

In fact, such a structured system generates questions in terms of political autonomy; given the intermingling of public actors and private partners. However, given the contingency of the particularly negative phenomena affecting cities, including the inefficiency of the food chain and the difficulty in supplying despite the quantities produced; it was widely recognised that local governments need to allow participation of the relevant actors.

To regulate these partnerships, specific protocols have been established between the parties involved. The Urban and Peri-urban Agriculture Policy and Strategy for Addis Ababa prepared by the Addis Ababa City Trade and Industry Development Bureau (Delelegn, Mulugeta, 2018) offer a relevant example. The plan primarily addresses the sustainability of the urban food system from a governance point of view and defines the structuring of policies, putting the city in charge; independence on programme content and objectives was thus ensured, and as it is produced in collaboration with multilateral donors and local NGOs, the economic sustainability of the project was confirmed. This participation of actors help to sustain the sector and become more resilient (Pede E, 2015).

Thus, in the Ethiopian capital, processes were in place to make the urban food policy a tangible goal and, to complete it, the government intends to harness resources from bilateral and multilateral organisations on the one hand, and encourage the participation of private entities, non-governmental organisations and other stakeholders to improve the urban food system on the other.

In line with this, the discussions made with representatives of Addis Ababa city administration, three senior advisors to the deputy mayor, witnessed that the municipality has taken critical steps to regulate and administer the school-feeding program. The decision made by the city council in December 14, 2019, during the reign of the then deputy Mayor Takele Uoma, has enabled the establishment of an ‘agency/council’. The decisions by the cabinet of the city was taken as a bold step and the aim of the agency is to sustainably run and regulate the students feeding program in schools run by the city municipality and its allays. According to unofficial reports of the city administration, the agency has started serving breakfast and lunch to more than 300,000 students all across the city public schools; the program also has multi-faceted benefits including generating employment to more than 10,000 mothers and unemployed girls. The support also includes school materials including uniforms, books and utensils to more than half a million students in 2020. The efforts were to support the already struggling families in the city whom are fighting the ever-increasing living cost of the city, almost a quarter of the residents were believed to be under sever poverty.

The important resolution made by the city council was; it vested both the decision-making on the agency regarding handling of the budget allotted by the municipality for the school feeding program, and even soliciting fund from donor organizations. The new agency was accountable to the mayor’s office.

Similarly, in order to resolve the problems related to price hiking on food items, the city mayor has established a task force responsible directly to the mayor, and vested with a responsibility of regulating the market and accessibility of the urban food. There were also important steps taken by the city municipality in establishing linkages with the hinterlands and even tried to support local farmers in terms of discounted fertilizers, subsidy, and provision of selected seeds.

8. DISCUSSION, IMPLICATION, CONCLUSION AND SOME INSIGHTS

8.1 Discussions

From the literatures, we have seen that the population growth trend in Addis Ababa city and the nearby town were worrying. The huge influx of people from the neighbouring regions to Addis Ababa was creating extra pressure to the already existing food security problems in the city. The urbanization process and the land use management needs to be re-assessed by the administrations. Both official and unofficial reports from the city stakeholders reveal that the food security conditions in the city was worsening. Recently, the city has observed a huge change in the price of food items. The price of one of the major staple food (*Teff*) has increased by 100% in less than six months, according to informants. Besides, it showed a significant decrease in availability. The gaps in supply and demand of food and food related items in the city were mainly because of long supply chains and poor market system. These conditions were hampering the survival of the low and middle-income households. As we can see from this document, nearly a quarter of the population in the city lives in poverty. The food insecure segment of the population was more than that, considering the living standard and quality of life. There were clear indication that the city had to invest more on improving the urban food sector. Urbanization resulted more from population pressure, natural resource exploitation, climate change, conflicts, and political or ethnical tensions (Bloom et al. 2008; Hender-son et al. 2014; Gollin et al. 2016). These days, food systems faces major challenges associated with longer and less transparent distribution chains (Vitterso G., 2019). The grain, vegetable, and fruits markets in Addis Ababa were mainly dominated by few individuals, and even pass through a long chain. In terms of policy, Ethiopia is literally a capitalist country, which gives market owners to tag their own price. The involvement of the intermediaries were also very significant in the food related business. Coupled with the ever-souring transportation cost, the price of food items become very volatile, unpredictable, and ever increasing. Therefore, this area needs special attention from the policy makers and administrators to fight the real urban food agenda for its sustainability.

A study conducted in Africa also suggested that the problem of most development theory and practice based on the dichotomy between rural and urban settlements was reflected through the divisions of policies along spatial and sectoral lines, with urban planners focusing on urban nodes than the rural one. This biased move has widened the gap in terms of development, and as a result, people tend to migrate to urban areas in search of better life that ultimately create burdens on cities and towns. Planning at regional level were suggested to improve the urban rural linkages that can bring a positive impact in the supply chains (Agbortoko A., 2016). Food policy is not only for food security purposes but also the

policy is required to meet the public health standards' of a given region and sustainability objectives (De Schutter O, 2020).

Considering the role and the structure of governments, cities in most of the developed world are becoming centres' for food policy planning. This process hugely helps to secure goals, which includes food access, food security, and fostering the socio-economic development (Jablonski B. et al., 2019). In fact, the inclusiveness of the urban food agenda is still at a bay even in developed countries. The development of articulated urban food policy is still in its infancy in Switzerland (Moschitz H., 2018).

Recently, there has been changes and the municipalities were taking initiatives to improve the urban food sector. In fact, the changes has brought some relief to the community but the changes were usually short lived. Usually, the administrations act when the magnitude of the problem seems to affect their political power. This situation gave us the impression that the interventions were not made based on a collaborative plan, and with full consent and genuine participation of the stakeholders. In fact, studies conducted in ten cities in Germany regarding the role of different actors in urban food policy (level of involvement in municipal food projects) reveal that urban food policy activities are still very fragmented and often based on individual activities within the administration (Doernberg A. et al., 2019). US cities, like many across the global south and global north, are experimenting with public policies to create more just and environmentally sustainable food systems (Raja S. et al., 2018).

Therefore, we can infer from the prevailing conditions that authorities must legislate viable policies and strategies in a right way in order to improve the urban food sector. A study on similar agenda emphasizes the need to implement and reinforce mechanisms that deliberately politicize participation in multi-stakeholders, notably by clearly distinguishing between states and other stakeholders, as well as between categories of non-state actors (Duncan J, 2018). Food policy councils are an embodiment of food democracy, providing a space for community members, professionals and government to learn together, deliberate and collectively devise place-based strategies to address complex food system issues (Bassarab K. et al., 2019). In line with this, the city administration has to introduce policies regarding family planning, and strict regulation of urban residents with defined space (land) to engage in urban agricultural activities. Because, we have observed recently that the city administration of Addis Ababa were blocking people from entering the city. However, the city administration has reasoned out that the huge influx was politically motivated; in fact, the ground level reality depicted that huge unemployment rate and poor stability were the major reasons for the migration of the people towards he city. Because of the obstruction, transportation services were interrupted, and it has created untidiness in the supply of grains and vegetables. Eventually, both administration need to take measures to stabilise the unfair price of food items and create access to the ever-growing demands for food by the urban dwellers. Sustainable

food systems are fundamental to ensure food security. In order to ensure sustainability, the food system activities need to be reconstructed, and the construction should began locally (FAO., 2020).

One of the key issue, which needs to be addressed by the city administration, was, the establishment and strengthening of institutions, and agencies, which implements the existing policies and strategies. The urban food issue by its nature involves a number of stakeholders. In 2018/9, the city administration, led by the deputy mayor at that specific time, has endorsed a proclamation by the city council for the establishment of an agency, which can run and control the day-to-day activities of the school feeding program. Besides, this organization was supposed to involve the inputs of private and public entities that have the influence on the proper implementation of the program. Two of the most important strategies for food governance in urban development: a governance approach to stimulate participation, and representation in a complex, unequal, and rapidly changing context; and a reflection on how local food strategies can drive global sustainability (Crivits M. et al., 2016). According to the survey conducted on stakeholders, 41.2% has said they have never participated in a key decision making event, and 29.4% rarely. Only 11.8% responded that they have participated in decision-making. The respondents were also asked if their comments were incorporated, 50% does not feel like their comments and suggestions were incorporated unlike the 30% who feel the opposite. Therefore, we can say that the initiatives by the city administration in the establishment of an organ was good, showing interest at least to let participate some of the key stakeholders was also encouraging. However, the figure reveal that the city needs a lot to improve. In the town of Meki, the researcher has observed that the town cabinet had low awareness on the importance of participating the stakeholder, mainly cooperatives. In some instance, they considered participation as sharing their decision-making role to others, which they do not usually accept. Eventually, the city administrations have to take bold steps in the establishment of a board or some sort of arrangement suitable for them, which allow stakeholders representation and strengthening collaborative effort to improve the urban food issues. Due to the all sorts of problems in the global socio-economic and environmental aspects, sustainability transitions of the food systems has been increasingly emphasized (Berner S. et al., 2019). This gives the impression that local food supply of cities and their surrounding regions, as local food is considered a contributing factor towards a more sustainability, resilient, and just urban food systems. Local decision makers should facilitate cooperation among stakeholders in the urban food system in order to promote food from regional sources within the envisaged area.

According to the discussions with key informants, the urban rural linkages were considered beneficial, mainly to the rural farmers. Significant portion of communities believed that productivity of the rural farmers was nothing without the urban residents. People link it totally to the market opportunities. In

Ethiopia's case, many believe that urban areas were employment opportunities for rural migrants, and farmers were more beneficial from the cities and towns. In fact, this clarification have a different look when we took it to the Ethiopia's con-text, the urban-rural linkages were not well defined and planned. The benefits of both sides of the dichotomy was not clear. It was not only the rural areas, which were supposed to be the food producers; urban households also need to be part of the production process. It could be in the form of individual, public and communal farms by using rooftops, backyards, and village free spaces for temporary urban agriculture. In the study area, there was a tendency to link the issue of urban rural linkages to urban agriculture only; but the issue was more than that. Recently, it has been a growing science that the local and regional developments were created by creating market interaction and providing different incentives at the governance level that will strengthen the sustainability of the food system. In recent years (since 2018/9), the city administration of Addis Ababa was taking bold steps to strengthen the urban – rural linkages in terms of improving the food supply to the city. The initiatives and the supports were great. It includes with the preparation of 100 plots of land for urban agriculture clusters; more than \$12m direct support to rural farmers to help bring their produce directly to the consumers; more than \$12m direct support to the children of peri-urban and rural farmers in terms of educational material; incentives to the farmers on pests, seeds, and agricultural equipment. In fact, all these activities were done by the willingness of the mayors'; it was not something done by a working system. Despite the challenges cities face regarding creating sustainable food supply systems, there is a lack of coordination and political coherence (Mazzocchi G, 2020). Therefore, the municipality and local governments of the surrounding rural areas must work in order to have an institution, which can take care of all the process in terms of creating viable linkages.

Despite the growing policy interest and support, there were limited research into food initiatives as an urban economic development strategy, and the administration has to encourage researchers on this field. In addition, different studies shows that Ethiopia has been allocating land for different purposes in order to improve further its economic development, but without proper planning. The country mainly focused to expand investment in agricultural activities, mainly for companies; realization of transformation to industrialization; and improving the infrastructure, and has been allocating land unregulated and unplanned way. This implied, prime agricultural land were taken for industries, settlements and other urban activities. Displaced farmers began to starve, which puts the country under huge instability. Consequently, the demonstrations in 2018 by the youth, mainly in opposing the implementation of integrated master plan between the city of Addis Ababa and its hinterland, brought a change in the regime of the country. The public anger destroyed almost every commercial agriculture sites, mining companies,

governmental owned development projects, and beyond. Hence, the situation helped government officials understand the problem and have keen to see the importance of land use planning.

One of the key areas of intervention, which needs to be addressed to further strengthen the urban – rural linkages and sustain the urban food system, was the market issue. The city administration of Addis Ababa was convinced that legislation of regulatory framework for the market functionality was critical in the city both in terms of stabilizing the ever-fluctuating prices on food items, and its safety. Creating market ventures in all corners of the city by building market sheds so that local farmers from the hinterland and within the city can sell their products directly to the consumers. Eventually, under the new legislation by the city council, the city administration has commissioned the construction of ten big markets one in each of the sub-cities in order to modernize and create access both to the local producers and consumers. According to the sources from key informants', a new legislation has been endorsed which emphasizes the food safety and nutrition. On top of this, the administration was strengthening cooperatives and unions financially so that they can directly supply food items to the city. The municipality was trying to break long market chain and the involvement of mediators/brokers. These efforts need to be supported by technologies. Especially for cities like Addis Ababa, which is a diplomatic centre of Africa, an economic hub for the country, vibrant and registering fast population growth; this city requires 'SMART' planning. This smart city-planning concept should capture the grass-root level innovations, and local level decision-making. Review material and finding from European project argues that smart technology can be an important part of the solution to city food challenges but in combination to social innovation to enable flexible modes of governance that are inclusive, technologically and socially-oriented and linked to specific city-region context (Maye D., 2019).

As a case building, the researcher has collected data on 'school feeding program'. According to the researcher's observation, this area was one of the key projects where the city Municipality of Addis Ababa has let stakeholders to participate. Project were in place since 1992, and many actors has been involved including teacher's associations, non-governmental organizations, local NGOs. The current program has its own unique feature and it covers all governmental schools, initially it was fully funded by the government/administration but recently the program has attracted the interest of private entities and non-governmental organizations. The daily ration for every student in the program was 16 birr (equivalent to \$0.35). The food preparation and the service provision were given to women who have organized themselves in associations. In an average, there were about three associations in each school. They serve the students with a menu, and the government pays them accordingly.

A KAP survey has been employed in primary schools owned by the government. According to the data gained from bureau of education, Addis Ababa, there were 237 government run primary schools in the

city, in 2018/9. In fact, the schools owned by private entities and non-governmental organizations were by far greater in number which was 558. Participants of the KAP survey were asked about their knowledge regarding the school feeding program; significant portion (64%) of the respondents have known the program in the last 1 – 2 years, and 33% in the last six months to one year. This shows that significant portion of the society have a good knowledge on the program. Respondents were also asked about the importance of the program in general, 40.8% responded as reduce dropout rates, and 29.1% as reduce immediate hunger. Parents participating in the survey were also asked about the benefits of the program for them, their response reveal that 76% said it could reduce economic burden, and 65% responded as it reduced workload for pupils, and 46% as gives the families time to support their kids in academics. Finally, participants of the survey were asked for their attitude regarding the nutrition and accessibility of the program. All the respondents reveal that the program was 100% accessible by students in the governmental schools, no exceptions. Regarding the nutrition level, 48% of teachers and 82.7% of students believed that the food was nutritious. The researcher was keen to know the reason why the schoolteachers feel the nutrition was this low. The response from our discussions were they do not feel like rice was as nutritious as other food staffs, and the main ingredient was rice.

In general, we can strengthen the linkages by planning for an open market places, building infrastructures, amenities; government will have enough resources by creating strong partnership with the donors and other stakeholders. The government can reduce its expenditure on subsidizing inputs for farmers as they were working with investors and supposed to have enough working capital. The government is supposed to endorse viable policies for the establishment of micro finances for availability of loans, and legislate policies to give privileges for those investing on agricultural export items (like duty free machineries and equipment's).

8.2 Implications

The contribution of this research could be vital in understanding how the municipality and the local administrations of its hinterland were implementing the national policies and strategies concerning poverty reduction in urban settings. The ten years (2021-2030) national development plan has depicted eradicating poverty and creating access to sufficient food for every citizen as one of the key pillars of the government. Every plan of action by municipalities and local administrations should be seen with this perspective. This helps us to see how the system in municipality and local administrations works, the initiatives they were currently taking and look into the future prospects of the sector. In this case, the city municipality taking the leading initiative and bill regarding urban food governance and land for

urban agriculture were endorsed at city level; by creating market diversification, allow the prices of basic food items to be decided by the market itself and not by intermediaries.

The study has depicted vital significance of the urban food policy/system and urban food governance in assuring food availability in urban areas. There was a room now in both municipalities to appreciate and step-up towards institutionalization of the sector. Both believed that there has to be a system, which is responsible to govern the food business, and facilitate all the inputs including the allotment of land for different purposes of the urban agriculture. The existing offices, which includes the urban agriculture and urban food safety nets, may contribute something but cannot solve the complexity of the urban food agenda. Cities must have food councils, and or agencies, which could directly responsible for the overall functioning of the food system, and involvement of all the stakeholders in the business mainly in the decision-making area. By improving the governance system, cultivating the involvement of the producers and suppliers, the community at large, professional associations and local initiatives, policy makers and practitioners', and other concerned bodies in decision-making, we can improve the availability and accessibility of food in the urban areas. Generally, decisions regarding the urban food issue should not be made arbitrarily. However, the existing reality revealed it was controlled by the informal structures like the brokers. Therefore, there should be an approach where the decisions are first discussed by the relevant stakeholders, reach in to consensus, and finally implemented as rules and regulations by the agency/council for this purpose. Besides, other cities and towns can follow the footsteps of these administrations. Therefore, the sector demands immediate and concise policy.

8.3 Conclusions and some insights

Based on the findings of the study, Addis Ababa city administration, particularly the municipality, made diligent efforts to achieve the goal of establishing a city that is secure in terms of food supply. This commitment arises from acknowledging the extent of the issue and recent practices seen on prioritizing it on the administration's agenda. Besides, the city had started working on the key four pillars of the urban food sector. The city was trying to adopt one of the key pillars in the national development plan of the country, creating a food secured society regardless of their income level by 2030, by expanding different project level interventions. Though the city was not looking in to the holistic approach of the urban food system, it has already exercising some sort of policy and regulations. Addis Ababa is progressively recognising the importance of systemic work on food, and it has been verified that numerous experiences are already in place or will soon be initiated regarding a greater guarantee of food

accessibility in the city, with numerous efforts being made to consolidate the urban-rural network for a better and more widespread distribution of locally produced food.

With the mayor's initiative, the city have already started strengthening rural and urban farmers; different incentive packages are in place to capacitate actors involved in the urban food sector. Establishment and implementation of programs like the school feeding programs were also the key steps towards the realisation of social and economic balance among the poor and the rich. Besides, legislation of marketing policy at city level which can stabilise the ever-increasing price of food items. However, there were gaps in terms of the key aspects of the municipality work, which include strengthened joint planning with stakeholders, and their involvement in key decision-makings. The focus of the plan integration could be on viable food supply chains, building strong rural – urban linkages, improve local production, regulate marketing, build green economy, and reduce food wastage (Van de Griend, 2019).

Eventually, though this research has consistently filled in some of the gaps in the literature on food in Addis Ababa and linkages with its hinterland, some points remain to be further explored. Above all, the type of role that chained supermarkets and vendors will play within the emerging Urban Food Policy needs to be better understood. Therefore, further quantitative studies on the interests and objectives that the mentioned actors may have within a local UFP were called for. The following points can be considered as policy recommendations by the researcher, which could ultimately improve the food system and its governance.

- Public bodies should stick with the recently released Plan for Accelerated and Sustained Development to End Poverty (PASDEP), which emphasizes that urban development, was going to play a more central role in the next phase of Ethiopia's development, and in PASDEP itself, that it has been in the past. The growing concern on urban poverty was cited as one of the reasons behind the mounting interest on urban development (World Bank Group, 2008).
- The city administration should harness the resources both from bi-lateral and multi-lateral organizations; encourage participation of private entities, CBOs, and other stakeholders to improve the urban food system.
- In general, donors at all levels should start to implement programs and projects, which can directly reach the farmers and other non-governmental actors. This may include in terms of subsidizing their inputs, direct financial assistance through micro finances, and subsidizing chain supermarkets to operate in big cities like Addis Ababa. In fact, I fully understand the policy barriers by governments in Africa; they need to receive every penny from donors to their hands.

However, we have witnessed recently that the Ethiopian government were using donor's money to purchase machine guns.

- In the last four years, we have observed that ill governance and poor land use planning in the city of Addis Ababa has really hit badly the stability of the country. This emanates from the unplanned land grabbing by the city from the hinterland and nearby rural farmlands of the neighbouring region. Therefore, the city has to take enough lessons while building its relationship with surrounding local administrations.
- Harnessing the fruits of establishment of strong linkages with the surrounding producers is one of the key areas that the city need to work on. During the first year encounter of the covid-19 pandemic, the producers had hard time to sell their produce. Transport was halt, there were no food processing factories nearby, and even it is hard to get big stores with air conditions. Hence, the farmers had tough time and has to be addressed in conjunction.
- Legislation of viable policies and strategies, and creating institutions, which can implement and regulate programs and projects, of the urban food system are the key.
- Strengthening the already launched projects like the 'school feeding program', provision of land for urban agriculture, incentives, financing unions and cooperatives in order the local produce directly reach the consumer could be the plausible projects' which have paramount importance for the establishment of a good urban food system in the country as a whole.
- Expand use of digital platforms to connect the stakeholders and exchange data and information.
- Eventually, various experiences suggest that urban and regional food system planners need to go beyond their professional boundaries and promote a holistic and multidisciplinary approach using the multifunctional character of the food sector.

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10. Annexes: Questionnaires

9.1 Stakeholder's satisfaction on participation survey

A. Informed consent and confidentiality of interviews

Hello, Mr./Mrs _____

I am from the University of Politecnico di Torino and Turin, currently working on my PhD research project. The thematic area of my research is in the urban food issue, which extends in to exploring the sustainability, resilience, governance, and measuring perception of the stakeholders regarding the sector. The project is at the beginning stage, and based on the survey, I want to gauge the degree of participation of stakeholders', their satisfaction level, and voicing regarding decisions made by the Addis Ababa city administration about improving urban food availability, accessibility, and overall governance of the sector. The interview will take about an hour and half. All the information we obtain will remain strictly confidential and your answers and name will not be revealed.

This is not to evaluate or criticize you, so please feel free to give a specific response. I am not expecting you to give a specific answer; I would like you to answer the questions honestly.

Do you agree to participate in this interview?

Yes ___ No ___ If yes, continue to the next question; if no, stop the interview.

Do you have any question before we start? (Answer questions).

May I start now?

Questionnaire no. 2: CSO, CBOs, NGOs, public offices, private businesses, consumers, academics

Date:	
Start time:	
End time:	
Enumerator's name:	

Supervisor's name:	
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Part A: Sample identification and respondent characteristic

1. Region:	
2. City:	
3. Kebele:	
4. House number:	
5. Name of contact person:	
6. Name of organization:	
7. Contact telephone:	
8. Organization's detail:	
8.1 form of organization	Example: NGO

Part B: Participation, empowerment, and voicing

1. Please indicate the response that describes your experience regarding participation in public meetings concerning urban food issues, and voicing the concerns of your organization in forums organised by the city administration.

Aspects of participation and voicing during 12 months preceding this survey	Please indicate your response to the following aspects of participation and voicing, 1. Never 2. Rarely 3. Sometimes 4. Always 0. I don't know/no information
1. How often have your organization been invited to public meetings in the identification, planning, decision making, and implementation of projects regarding urban food issue in the last 12 months?	1 2 3 4 0
2. If invited , how often has your organization participated in public meetings indicated in number "1" above?	1 2 3 4 0
3. If participated , have you provided comments and suggestions for the improvement of urban food supply, accessibility, waste management and overall governance of the sector in the city?	1 2 3 4 0
4. If you have provided comments , how often were your comments and suggestions been incorporated in the planning and implementation of	1 2 3 4 0

projects in the city regarding improving the urban food (production, distribution, accessibility, market ventures, incentives, technology, and waste management)	
5. How often has your organization participated in sessions organized to raise citizen’s awareness on participatory urban planning processes and encourage them to exercise their constitutional rights , to effectively participate in matters that directly affect them, for example, the urban food issue?	1 2 3 4 0

Transparency and accountability: access to public-domain information

Type of public-domain information	How satisfied are you with accessibility of the following public information? 1. Highly satisfied 2. Satisfied 3. Dissatisfied 4. Highly dissatisfied 0. I don’t know
1. Accessibility of city administration’s annual budget information regarding improving the urban food issue,	1 2 3 4 0
2. Accessibility of city administration’s annual audit report regarding execution of projects meant for improving the urban food issue,	1 2 3 4 0
3. Accessibility of public procurement (bids), for example, purchase of food for universities and correctional facilities in the city,	1 2 3 4 0
4. Information about urban development plans and projects in regard to urban food issue,	1 2 3 4 0
5. Transparency and accountability of local public officials in service delivery	1 2 3 4 0

9.2 Perception on urban food projects and programs

Knowledge:

1. How long have you known the ‘school feeding’ program?

- Less than six months
- Six months – one year
- One to two years
- other specify _____

Preliminary analysis:

- 1. Knows**
- 2. Doesn't know**

2. Does it cover all school-attending students?
 - Yes
 - No
3. Does the program also covers private schools?
 - Yes
 - No _____
4. Have you ever known such school feeding programs before?
 - Yes
 - No _____
5. What do you think about the importance of such programs?
 - reduce immediate hunger
 - improve nutrition and physical conditions of students
 - Increase school enrolment
 - reduce drop-out rates
 - create jobs for single mams
 - improve local agriculture
 - other, specify _____
6. How many times in a day that the students receive meal in school?
 - Ones per day
 - Twice in a day
 - Three times per day
 - I do not know
7. Do you think that the meal provided to the students is sufficient for proper functioning?
 - Yes
 - No _____, if your answer is no, please provide explanations below,

-
8. If your answer for Q.7 is yes, why do you think the food provided is sufficient for the school kids?
 1. Because the food provided has all the nutrients that the kids need for proper functioning
 2. The food provided in schools is better than the food that we provide at home
 3. Our kids are happy by the services
 4. Other, _____
 9. What are the benefits of the school feeding program for the family (host family) of the schoolchildren?
 1. It reduces the economic burden for the family
 2. Gives more time for the family to focus on supporting the kids on academic issues
 3. Creates work space
 4. Reduces work load for school girls
 5. Enhance love and affection among the family members
 6. Other, _____
 10. Many times, it was reported that there were interruptions in the school feeding program; do you realise that?
 1. Yes
 2. No
 11. If your answer to Q.10 is 'yes', please tell me different ways in which the services can be delivered properly?
 1. Creating a platform which allows direct participation of stakeholders
 2. The government has to finance the program, and other donors have to take their part
 3. Community contribution is key here, parents have to contribute something as 'matching fund'
 4. There has to be a separate entity/agency which governs the overall activities of the program
 5. Other, _____

Attitude

12. In general, how good do you think the program in terms of nutrition and accessibility?
 1. Not good

2. You are not sure

3. Good

If 'not good', can you tell me the reasons why it is 'not good'? _____

13. Based on your perception, how difficult is it to prepare and feed a schoolchild solely on family income?

1. Not difficult

2. So-so

3. Difficult

If difficult:

Can you tell me the reasons why it is difficult? _____

14. Still based on your perception, how good do you think the schedule of the school feeding program, for example, feeding the school kids on demand?

1. Not good

2. You are not sure

3. Good

If not good,

Can you tell me the reasons why it is not good? _____

15. After the start of the school feeding program, how confident is your kid?

1. Not confident

2. Ok/so-so

3. Confident

Practice

16. Do you think that involvement of all the stakeholders, including parents, could improve the service?

1. Yes

2. No

If yes,

Explain your roles in the school feeding program, _____

17. Some children do not have breakfast before going to school and are hungry in class. What is the consequence for children of not having a breakfast and being hungry at school?

Probe if necessary:

What problems can children have if they do not eat before going to school?

1. Children have short attention/have low concentration/cannot study well/do not do as well at school as they should
2. Other
3. Don't know