



REPORT TO: CITY MANAGER
TO BE REFERRED BY THE OFFICIAL TO MAYCO VIA THE RESILIENCE AND FUTURE
PLANNING SECTION 79 COMMITTEE [AFTER CONSIDERATION BY CITY MANAGER]

1. ITEM NUMBER

2. SUBJECT

**FEEDBACK ON THE INTERNATIONAL TRIP UNDERTAKEN FROM 6 TO 12 APRIL 2025
TO ATTEND THE AFRIFOODLINKS CITY EXCHANGE TO LISBON, PORTUGAL**

ONDERWERP

**TERUGVOERING OOR DIE INTERNASIONALE REIS VAN 6 TOT 12 APRIL 2025 VIR DIE
BYWONING VAN DIE AFRIFOODSLINK-STADSUITRUILBESOEK IN LISSABON,
PORTUGAL**

ISIHLOKO

**INGXELO ENGEMVA KOHAMBO OLUYA PHESHEYA/NGAPHAYA KWEEBHODA
ZOMZANTSI AFRIKA OLUTHATYATHWE UKUSUSELA NGOWE6 UKUYA KOWE12
KUTSHAZIIMPUZI 2025 LOKUZIMASA UTSHINTSHISELWANO LWEZIXEKO LWE-
AFRIFOODLINKS ELISBON, EPORTUGAL**

LSU - R3319

3. EVENT SUMMARY

EVENT DETAILS	
CITY EXCHANGE	Afrifoodlinks City Exchange to Lisbon, Portugal
PURPOSE	The purpose of the travel was to learn from partner cities Lisbon (Portugal), Arusha (Tanzania) and Lusaka (Zambia)) in relation to their food systems and in particular, food markets.
DATE	6 to 12 April 2025
VENUE	Events (site visits and presentations) were not held in a specific venue and included visiting the Lisbon Municipal offices and food gardens and food markets accross the city.
TOTAL COST TO THE CITY	R12 983.12
CITY	Lisbon
COUNTRY	Portugal
ATTENDEE DETAILS	
NAME AND SURNAME	DESIGNATION
Tamsin Faragher	Principal Professional Officer
PROVIDE SUMMARY OF HOST ORGANISATION / CITY	
The city exchange was held as part of the ongoing AfriFOODLinks programme, so whilst Lisbon was the host city, the trip was sponsored by AfriFOODLinks, an ICLEI Africa initiative. ICLEI is partner organisation of the City of Cape Town.	

4. OBJECTIVE

The reason for the visit to Lisbon was to deepen the official's understanding of other cities' food systems, market infrastructure and management through site visits and engagement with local officials, including officials from Arusha and Lusaka.

Exposure to other city markets is beneficial to understanding Cape Town's markets, particularly in relation to opportunities for improving infrastructure and management. Interactions with officials from other African cities are also valuable for sharing learnings and building new ways of working. These learnings have the potential to influence and inform market and informal trade policy processes, Cape Town's food systems work more broadly and, especially, work related to improving food environments such as food markets and trading areas.

Knowledge gained will be shared with City stakeholders undertaking related policy, infrastructure, and project work. There are opportunities to deploy these learnings in the ongoing food systems and markets work, including developing trading guidelines and a market management policy or guideline for the City. In these ways it is possible to improve the city's market and trading spaces and, importantly, food and nutrition outcomes; in addition to meeting the City's ambitions to become a city of high quality markets and trade spaces that supports informal economic activity.

5. OUTCOMES

The city exchange objectives were met in the following learnings with proposed resolutions; including but not limited to food systems governance, infrastructure for flexible food market activations, food gardens as green infrastructure and the role of public private partnerships

(PPPs) in delivering municipal market services. Each outcome is unpacked under the following headings: learning, relevance and proposed action.

1. Food systems governance

Learning: Lisbon Metropolitan's Food Strategy demonstrated the potential for private sector buy-in and active partnering in the strategy development as well as via implementation by operating municipal markets, owning and operating food banks and developing food gardens. Their governance layers across spheres of government and includes a regional food council, at its highest level.

Relevance: Cape Town's food systems private sector actors are engaged via (1) the Economic Development and Investment Department's Growth Coalition; (2) Food Systems Working Group (FSWG); and (3) an MOU with the Consumer Goods Council of South Africa (CGCSA). Invitations to the FSWG are rarely accepted and participation by large retailers at the FSWG engagements has been poor, and the MOU with the CGCSA has yet to be activated, resulting in private sector partnering currently being weak. Current attempts at governance leadership of Cape Town's food system is limited to local government. A broader, regional platform that includes key 'food sheds'¹ could be beneficial, particularly for managing and mitigating risk.

Proposed resolution: Engage with the CGCSA to activate the MOU and determine more effective methods of engagement between City and private sector to enable active partnering.

2. Infrastructure for flexible food market activations

Learning: 'Feira do Relógio' Market - Lisbon Municipality enables and facilitates the use of a part of a large roadway for a Sunday market. Enablement is by providing toilet facilities, electrical points, water and wastewater access. Farmers and producers (dairy, meat etc.) travel up to 300km to use the market, which supplies high quality, but affordable, locally specific produce, some of which is otherwise unavailable.

The roadway is used for vehiculars from Monday to Saturday, demonstrating an innovative approach to providing market facilities that operationalises flexible infrastructure.

Relevance: The City has difficulty providing infrastructure services for markets and typically develops markets for a singular function. The 'Feira do Relógio' Market demonstrates a completely different, yet successful, approach that includes supplying services.

Proposed resolution: Share this example with related departments (transport, water, wastewater, electricity, planning and urban design) to demonstrate other ways of working and thereby influence their thinking around their roles and possible intersections/opportunities to collaborate in improving market infrastructure and services.



3. Food gardens as green infrastructure

¹ A 'food shed' refers to the geographical area that supplies a particular town/city with food.

Learning: Lisbon and Cascais Municipalities both recognise the limitations of using food gardens only for food security and rather also operationalise them for green infrastructure activation and building community cohesion. Food gardens and vineyard development on municipal land (including schools) has gained traction within the Lisbon Municipality because it has proven to be cheaper than developing parks, whilst still delivering park outcomes. Vineyards are included in the strategy as a way of recognising the heritage of Portuguese agriculture. Both municipalities have established municipal agencies to successfully develop and operationalise food gardens.



Relevance: Proponents in the City often promote food gardens for economic development and food security. This framing has resulted in difficulties locating the role of food gardens organisationally. The City has a Green Infrastructure Programme and food gardens could be instrumental in its implementation. Alternatively, an agency model could be considered for green infrastructure implementation, including food gardens. The City has not compared the cost of park development versus food gardens. Conducting this comparison may provide the basis for better decision-making around food gardens.

Proposed action: Explore the potential of the City adopting a similar cost-effectiveness comparison approach and seeking to develop food gardens in a way that provides other co-benefits. Seek to partner more actively with the Western Cape Government Education Department around developing new food gardens and supporting existing food gardens at and / or for use by schools.

4. Role of PPPs in delivering municipal market services

Learning: The Lisbon Region Supply Market (MARL) is operated by Sociedade Intaladora de Mercados (SIMAB), a public-owned company (PPP) that includes agricultural association ownership. The market represents a €250 million investment (1993) that is currently debt-free and generating positive results. Public ownership has been key to ensuring that markets serve the public good, whilst the commercial approach provides financial sustainability. The large district market includes a variety of options from large to small retail, thus providing small producers direct access to markets. SIMAB operates a network of 4 district wholesale markets across Portugal as well as internationally in Portuguese language countries e.g. Angola.



In addition to operating markets, they also provide consultancy services by advising on infrastructure development for wholesale and municipal markets; manage a food bank and provide solar energy. The solar plant was built 20 years ago and at the time, was the largest in Europe. A private company operates the plant, which supplies the market.

SIMAB plays an active role in advising the municipalities regarding municipal market development and management; potentially supporting the Food Strategy's intention to develop a network of markets.

The Lisbon Metropolitan Food Strategy (FoodLink) includes 7 actions², such as the development of a metropolitan market network.

FoodLink³ aims to transition the current food system to a more sustainable and resilient food system. Comprised of a network established in 2022, the focus is on connecting local producers, businesses, and government entities to promote food security, healthy eating, and local food systems. Key aspects include supporting local markets, promoting social agriculture, and educating the public about sustainable food practices.

Relevance: Cape Town's Fresh Produce Market (CTFPM) was upgraded by and is operated by a privately-owned company. The market successfully supplies significant portions of Cape Town's formal and informal sector fresh produce needs. The operator's role has been limited to the Epping market site. The MARL example demonstrates how a district-scaled market can successfully include multiple-scaled opportunities within one facility and perform a positive role in supporting the development of municipal markets. The public-owned nature of SIMAB is, however, key for simultaneously ensuring that the interests of the public good are met (affordable food) and that the business operates sustainably. Lisbon Metropolitan and Cape Town's markets operate differently. The Lisbon Food Strategy emphasis on developing a network of markets could be a useful idea for Cape Town to explore because of the potential resource optimisation potential.

Proposed action: Investigate the CTFPM development plans and explore the potential for City support of developing a food market network between market operators including both public and private sector stakeholders; and invite SIMAB representative to present to the Food Systems Working Group.

Future possible outcomes are:

- Support via ICLEI Africa's market fund for the development of food markets;
- Potential partnerships with Soko Team cities in developing EU Funding Application proposals.

6. ACTIONS REQUIRED and STAKEHOLDERS TO BE CONSULTED

The follow-up actions are:

1. Private sector partnerships

- Determine more effective methods of engagement between City and private sector stakeholders to enable active partnering.

Stakeholders to be consulted: Economic Development and Investment.

2. Infrastructure for flexible food market activations

- Share the Lisbon example with relevant departments (transport, water, wastewater, electricity, planning and urban design) to demonstrate other ways of working and thereby influence their thinking around their roles and possible intersections/opportunities to collaborate in improving market infrastructure and services.

Stakeholders to be consulted: Urban Mobility (public transport and transport planning); Department of Water and Sanitation, Sustainable Energy Markets, Spatial Planning and Environment (metropolitan and district planning, urban design), Recreation and Parks, and Economic Development and Investment.

3. Food gardens for green infrastructure activation

² FoodLink actions are: Advocating for EU framework for local food policies; Promoting sustainable Public Food Procurement; Local Food Policy Training; Public Land for Local Food Policies; Showcasing the role of regional and national actors in supporting local food policies; Selecting indicators for urban food systems; Build bridges and synergies between local authorities and relevant regional strategies

³ FoodLink is only available in Portuguese and for this reason, as not been included as an annexure.

- Explore the potential of the City adopting a similar cost-effectiveness comparison approach and seeking to develop food gardens in a way that provides other co-benefits.
- Seek to partner more actively with the Western Cape Government Education Department around developing new food gardens and supporting existing food gardens at and / or for use by schools.

Stakeholders to be consulted: Environmental Management, Economic Research, Recreation and Parks; Social Services, Climate Change team, Catchment Management

4. Role of PPPs in delivering critical municipal services

- Investigate the CTFPM development plans and explore the potential for City support of developing a food market network between market operators including both public and private sector stakeholders; and
- Invite SIMAB representative to present to the Food Systems Working Group.

Stakeholders to be consulted: CTFPM, Economic Development and Investment

7. IMPLICATIONS

7.1 Constitutional and Policy Implications No ☒ Yes ☐

7.2 Environmental implications No ☒ Yes ☐

7.3 Financial Implications No ☒ Yes ☐

7.4 Legal Implications No ☒ Yes ☐

7.5 Staff Implications No ☒ Yes ☐

7.6 Risk Implications No ☒ Yes ☐

7.7 POPIA Compliance

☒ It is confirmed that this report has been checked and considered for POPIA Compliance.

The City has a contract in place with Izani Embassy Joint Venture for the safe-keeping of Traveler's personal information as required by the POPI Act.

8. RECOMMENDATIONS

It is recommended that:

- The feedback report on the trip to the Afrifoodlinks City Exchange to Lisbon, Portugal undertaken by Ms. Faragher between 6 and 12 April **be considered and noted.**

AANBEVELING

Daar word aanbeveel dat:

- Die terugvoeringsverslag oor me Faragher se Afrifoodlinks-stadsuitruilbesoek aan Lissabon, Portugal van 6 tot 12 April 2022 **oorweeg word, en dat daarvan kennis geneem word.**

IZINDULULO

Kundululwe ukuba:

- **Makuthathelwe ingqalelo kwaye kuqwalaselwe** ingxelo engemva kohambo loTshintshiselwano lweZixeko lweAfrifoodlinks oluya eLisbon, ePortugal oluthatyathwe nguNksz Faragher phakathi kweye6 neye12 kuTshaziimpuzi.

9. GENERAL DISCUSSION

This Lisbon city exchange is opportune considering the City's nascent markets policy and strategic work. Food markets play an important role in both African and European cities. Through AfriFOODLinks activities, it has been possible to sense-check assumptions and gain exposure to other ways of working that could improve the City's food market offerings.

From the exchange, it is apparent that infrastructure investment and good market management are key to favourable outcomes. This includes providing cold storage onsite, establishing organic waste removal systems and designing facilities to enable operational ease. The site visits in Lisbon emphasised the role of local government in providing not only market spaces, but market spaces for a range of scales that include smaller producers. Cape Town's small producers experience difficulties accessing markets and, because of limited access to infrastructure, there are high levels of organic waste. Both issues could be addressed through greater access to services and infrastructure. Interestingly, Black Soldier Fly processing plants for organic waste that are highly prevalent in Cape Town, are not prevalent in Lisbon, reinforcing local research that suggested that Cape Town has a competitive advantage because it is more advanced in establishing this industry. Lisbon is seeking to increase the extent of localized food production to mitigate the current risk associated with high levels of imported food. This focus emanates from COVID-19 when Lisbon's food supply chains collapsed. During this time, the usual 6 000 daily MARL customers (district market) were unable to access the market, bottlenecking the distribution of fresh produce and causing shortages.

Identifying and protecting agricultural land within the metropolitan area (across 18 local municipalities) is a feature of the Lisbon Metropolitan Food Strategy, adopted in April 2025. Cape Town's agricultural areas would benefit from similar focus and access to locally produced compost, which would further support the requirement to reduce organic waste to landfill.

Strategic food systems differences between Cape Town and Lisbon lie in the interpretation of 'resilience'. In the Lisbon Food Strategy, resilience is limited to climate adaptation and food value chains. The City's approach includes these elements, but also actively investigates how the system changes as it responds to a shock or stress thus identifying vulnerability. The City expands the interest beyond climate change and includes social disruptions such as taxi strikes and civil unrest. Another difference lies in the City's approaches to spatial planning and food systems. In Cape Town, stakeholders recognize the relationship between food access, health and spatial decisions, in addition to the multi-dimensional ecological role that agriculture plays. The Lisbon Food Strategy only refers to the latter.

Even though the City has been implementing its Food Systems Programme since 2020, there were few opportunities to share the City's experience beyond engaging with the two Lisbon Municipality representatives, which counters the notion of an 'exchange'. This feedback was provided to the organisers.

10. ANNEXURES

Annexure A – Programme

Annexure B - Presentations

FOR FURTHER DETAILS, CONTACT:

DATE	5 May 2025		
NAME	Tamsin Faragher	CONTACT NUMBER	(021) 400 4996
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DIRECTORATE	Future Planning & Resilience	FILE REF No	
SIGNATURE :			

EXECUTIVE DIRECTOR

GARETH MORGAN

The ED's signature represents support for report content and confirms POPIA compliance.

COMMENT:

SIGNATURE:

NAME

DATE

MANAGER: INTERNATIONAL RELATIONS

DR. DENVER VAN SCHALKWYK

SIGNATURE:

DATE

COMMENT:

☐ REPORT COMPLIANT WITH THE PROVISIONS OF COUNCIL'S DELEGATIONS, POLICIES, BY-LAWS AND ALL LEGISLATION RELATING TO THE MATTER UNDER CONSIDERATION.

LEGAL COMPLIANCE

☐ NON-COMPLIANT

NAME _____

TEL _____

DATE _____

COMMENT:

Certified as legally compliant based on the contents of the report.

CITY MANAGER

☒ NOTED

☒ REFER TO THE MAYORAL COMMITTEE VIA THE RELEVANT SECTION 79 COMMITTEE

DATE _____

COMMENT:
