

First French Report

(Region of interest : Clermont-Ferrand)

WG 2 - Urban Agriculture Europe: governance models and policy contexts

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31 October 2012

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Introduction

This short report aims to describe the “forms” of urban and periurban agriculture (UPA) seen in Clermont-Ferrand and the on-going French public policies affecting UPA.

The work was structured as follows: the first part discusses materials and methods used to describe the UPA and to interpret the “continuum”; the second part provides a brief review of institutional level of territorial organisation and Public Policies supporting UPA; the third part presents the representative forms of UPA in the Clermont-Ferrand urban region, the fourth part presents a summary table which shows schematically the form of UPA providing the normative reference and actors involved in its management. It presents some cases study to explore the different modes of governance.

1- Materials and Methods

We assume that:

- urban agriculture would be defined as well according to an extended definition (including farming, rural-urban interface) and a limited definition (urbanites engagement with agriculture);

- a framework for analysis of UPA and PP will evolve along a continuum: from urbanites engaging in agriculture to agriculture in urbania.

Urbanities in Agriculture

Agriculture in Urbania

1 2 3 4 5 6 7 8 9 10

The "continuum" has been interpreted both as regards the links between (urban/rural) actors and the degree of professionalism on farming. Therefore consider the gradient with respect :

- On the one hand: A greater or lesser interaction of farmers and agriculture with consumers and the city

- On the other hand: A level of professionalism (from citizens cultivating their garden as a hobby / part-time job /entrepreneurs producing for the global market).

Ten “forms” of UPA have been found by a discussion between different researchers of WG2.

So, the two poles are:

- At the point 1: urban actors interested in gardening
- At the point 10: farmers who produce and sell their products in the global market but that develop their activity around cities.

So a “continuum” between all forms of agriculture may be an expression of different links between "actors" and/or an expression of different degree of professionalism (professional, hobby, part-time, recreational, educational, etc.) on farming. To interpret the continuum in a comparable way, we decide to provide a grid of analysis (see paragraph 4) where are indicated:

- **Ten “forms” of agriculture (horizontally):** for each form of agriculture, we will describe its features and provide some quantitative and quality elements based on the available information,
- Various **elements** that may characterize the mode of governance and ongoing public policies supporting each form of UPA.

Some case studies from Clermont-Ferrand urban region are selected in order to describe the form of UPA and identify the public policies supporting them.

The analysis has been conducted at the Clermont-Ferrand urban areas. Thus, UPA forms seen are located as well in the inner city and the peripheral urban area. We have chosen the urban region level because we considered that we could better understand the greatest number of UPA forms. In addition, the municipal level is neither relevant nor very representative of French realm to investigate the public action and policies on UPA.

2- Institutional Level of Territorial Organization and Public Policies supporting UPA

Whereas there are no public policies (at municipal, regional or national level) that directly support UPA, it is useful to analyse public policies that can be related to UPA (education, food, health-care etc.) and that can affect the different “forms” of agriculture. Considering the large number of policies and programs affecting UPA we decided, according to others researchers of WP 2, to identify some case studies in order to describe the forms of UPA and detect the public policies supporting them.

But to understand the specificities of French public policies related to UPA, it is useful as well to examine the different levels of public policies:

The National Level

In relation with UPA, the State has a compulsory jurisdiction on providing laws concerning agriculture in general (including food issues) and town and country planning. Based on the analysis of case studies we identified some national policies affecting UPA, for example the encouragement of public procurement or management and protection of the agricultural land. The first depends on a law on Agriculture, the second on country and town planning.

The public procurement system and the enhancement of the short supply chain are regulated at the national level through the **National Food Plan** and several laws. The laws are the 967/2009 and 788/2010¹, concerning the environment (Loi Grenelle 1), which provide that the 20% of product for the public procurement should be organic and produced in sustainable way and the law 874/2010² (Loi Grenelle 2) concerning the agricultural sector which specify that one of the State’s goal is to reinforce public procurement through short supply chain or local foods involving farmers or an organization of farmers. Then the National Food Plan provides the development of short supply chains and the enhancement of supply of products locally produced for the public and private procurement.

Otherwise, UPA support can be found at the town and country planning policies or in some sectoral laws tackling the protection of agricultural lands (near the city and far from it)

The first example can be done through the law called SRU (*for Solidarité et renouvellement urbain*: Solidarity and urban renewal), which aimed to apply sustainable cities principles. It thus, develops a new device in 2000 for a sustainable spatial planning (called SCoT for Schéma de coherence territoriale: territorial coherence scheme). SCoT are applied to inter-municipal co-operation level (between cities and its peripheral areas) and aim to combine different issues at the urban region level (urban development, transports, environment, agriculture, economic development, etc) through planning. And often, agricultural issues are mixed with urban development ones within a SCoT.

The second example can be seen through the law LOA (for Loi d’orientation agricole: agriculture orientation Law) of 1999 that create the possibility for a municipality to zone its agricultural lands. These areas called ZAP (Zone agricole protégée / protected agricultural zone) involve agricultural lands who present a general interest because of its production or geographical situation.

Regional Level

Despite agriculture is not a compulsory jurisdiction of the region, the regional council is operating within agricultural matters through the devolution of economic development and regional planning. The Auvergne Region supported the setting up of a platform for providing organic products to public offices and canteens. The region has its own organic agriculture plan (called Plan bio 2008-2010), which aimed to develop organic production in the region. It is based on the 214-E measure of French rural development program (support for existing farms). These actions even if it doesn’t target UPA can include it when farms are located near the urban area.

Departmental Level

Although agriculture is not compulsory jurisdiction of the Department, the General Council of the Puy-de-Dôme Department develop a sustainable agricultural policy supporting a quality, environmentally, friendly and adds value farming based on the values of solidarity between people and territories.

Incentives adopted by the Assembly of the Department revolve around 4 directions:

¹ Loi n° 2009-967 du 3 août 2009 de programmation relative à la mise en œuvre du Grenelle de l’environnement (1) ; LOI n° 2010-788 du 12 juillet 2010 portant engagement national pour l’environnement (1). Loi Grenelle 2

² LOI n° 2010-874 du 27 juillet 2010 de modernisation de l’agriculture et de la pêche

i / Supporting autonomy of farms and contribute to economic viability; ii / Promote environmentally friendly farming practices ; iii / Promote optimal management of agricultural land, iv / Promote short supply chains and local production quality.

The Department spends annually more than 2 millions for agriculture. For many years, the General Council assists farmers to turn to quality and local production, to create local markets and value-added for the farmers.

The General Council supports local producers through aid for the transformation and commercialization of products investments. It also contributes to the emergence of new chains of collective distribution in the form of short supply chain, obtaining evidence of quality and product promotion.

A department can contribute to the protection of peri-urban agricultural land through PAEN (périmètres de protection et de mise en valeur des espaces agricoles et naturels périurbains: protection perimeter of peri-urban agricultural and natural lands).

Urban regional Level

At this level, the SCoT devices are implemented (see above).

Municipality Level

At this level, the ZAP device can be implemented (See above)

3- Description of UPA Types of Clermont-Ferrand urban region

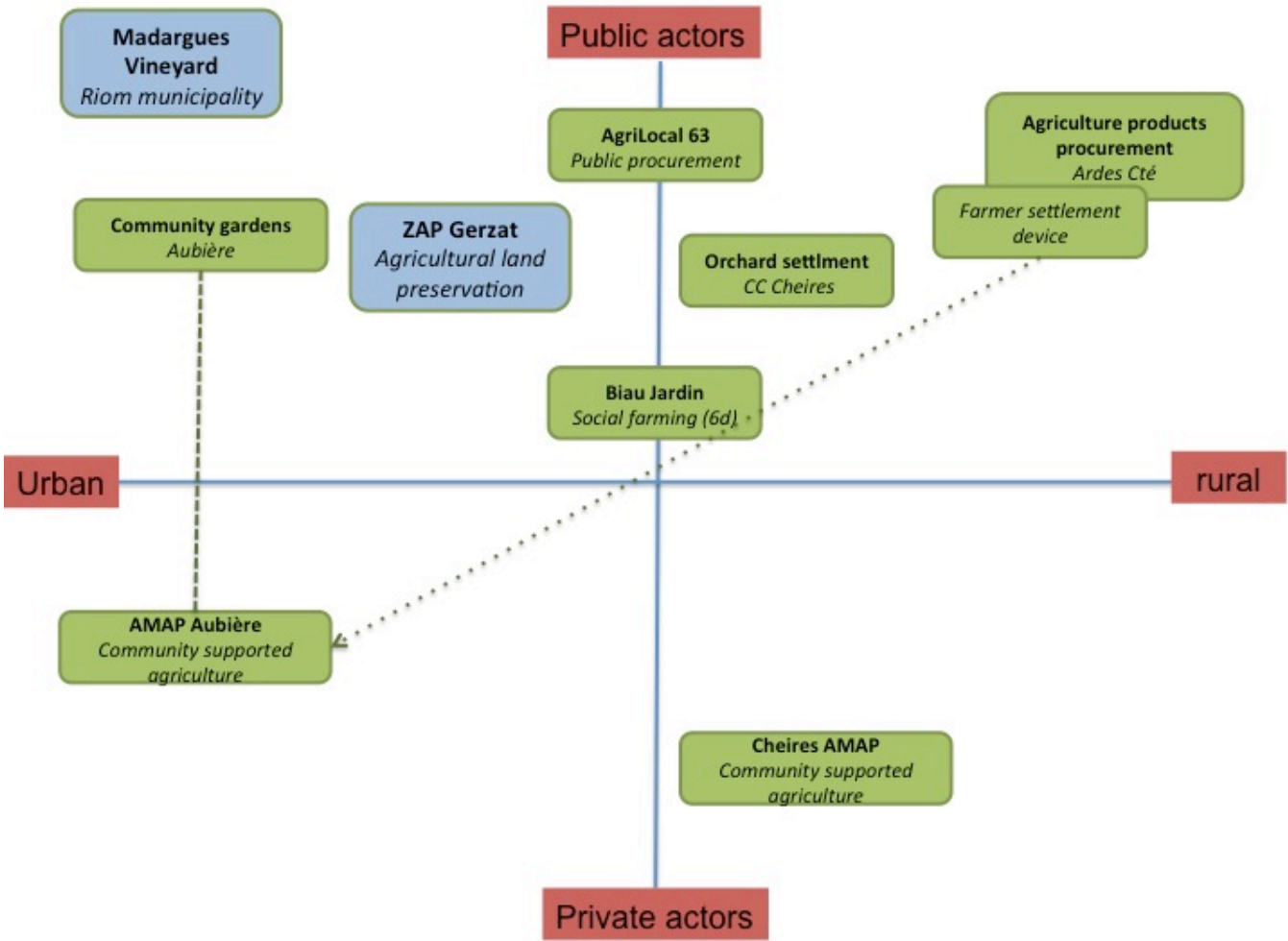
Ten forms of agriculture have been identified in accordance with the Italian and Swiss researchers.

In the Clermont urban area, we didn't find some of them as agro-quarter or vertical gardening (or rooftop farms).

The UPA types identified within the urban region of Clermont-Ferrand had been reported in the following chart.

We report the type according the different actors involved, whether there is mainly public actors or private one. The position on the vertical axis is related to degree of involvement. When it is central, we assume that we have a kind of balance between both public and private actors participation. The second axis reflects the geographical position of different form of UPA according to an urban rural gradient. So UPA can involve agriculture functionally linked to the city and located around it. It also shows that in some case we have urban actors and related public policies and in some other cases there are rather peri-urban and rural ones.

The table presented bellow describe the main features of UPA forms seen within the Clermont-Ferrand urban region.

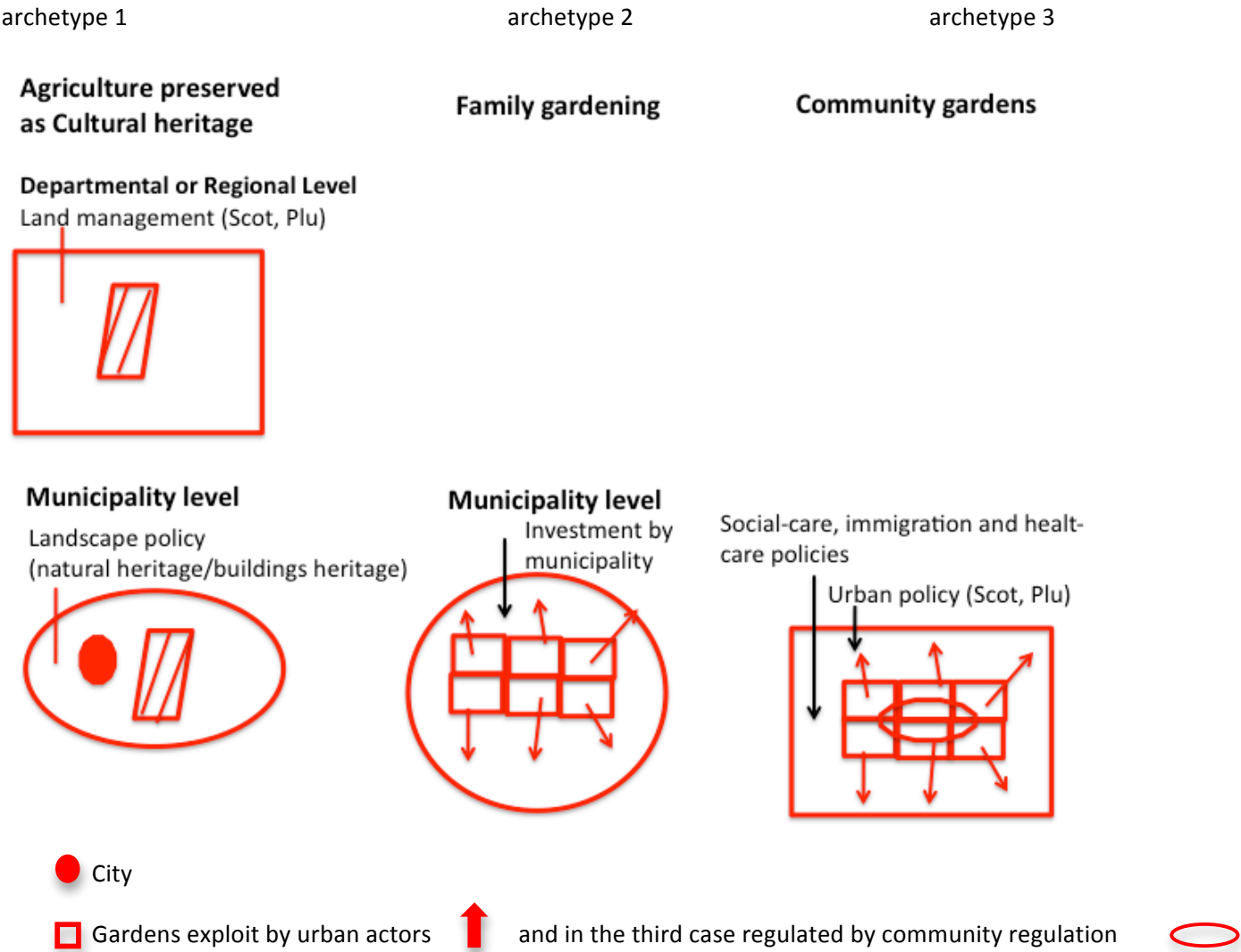


Forms of UPA	Agriculture preserved as Cultural heritage	Family gardening	Community Gardening	Vertical gardening/ roof top farms	Agro-quartier	Agro-Parc	Agriculture of proximity (form of agriculture selling services)			Agriculture oriented to local market	Periurban agriculture	Agriculture oriented to global market
Typologie of relation							Community Supported Agriculture	Public procurement	Social Farming	Public procurement	Short food supply & traditional local products (apples)	Conventional agriculture based on ong" distribution channels
Case study Clermont-ferrand urban region	Madargues Vineyard	No example have been identified	"Jardin pour tous"	No example have been identified	No example have been identified	No example have been identified	The association Cheires AMAP (Association for the Preservation of peasant agriculture) was created following the conference on "Food and Environment" organized by the Association Aquaveyre in February 2008. So a group of interested people was formed to establish a system of purchase of quality food, produced locally and in a sustainable way.	Public delivery of agricultural local products at ARDES	The Biau Jardin , founded in 1997, is a social insertion enterprise which produces and sells organic vegetables. The surface is 14 ha of which 6 hectares of vegetables.	Agrilocal63 is a device created and developed by the Department of the Drôme in partnership with the Chamber of Agriculture of the Drôme. It is a internet platform that thanks to an original module of automatic geo-localisation of the chain, Agrilocal organizes a direct link between public and producers located in the same area. Agrilocal63 platform is implemented in the department of Puy-de-Dome.	Orchard planting at St-Sandoux	ZAP of Gerzat : Protecting agricultural lands by zoning
Text/laws			Currently, there is no law voted concerning community gardens in France. A law text has been proposed in 2007. The « Sentat adopted it but it is still studied by the national assembly. 2007. Still, the municipal centre of social action (CCAS) has (according to the law on social action and family) to coordinate general actions of social development with public and private institutions. The C.C.A.S. has to give information, to direct and to back deprived people living in the municipality.				The « AMAP » term is recorded from 2003 to the INPI as a French brand by Alliance Provence Association. The use of the mark requires the respect of the AMAP Charter, published in May 2003 by the same association. The AMAP was created by the law 1901.	- National Food Plan - Law on the reinforcement of inter-municipal co-operation: (Social action devolution)	The Biau Jardin is a SCIC created by the law 2001-624 of 17th of July, 2001	- National Food Plan - « Grenelle » Laws 1 and 2 - Law on agricultural modernization	Law on the reinforcement of inter-municipal co-operation: (Spatial planning devolution)	The Agricultural Orientation Law of 9th July 1999.
Localisation	Riom Municipality		Aubiére				Aydat Municipality	Ardes Communauté	Gerzat Municipality	Departement of Puy-de-Dome	Les Cheires	Gerzat Municipality
Institutional Level	Municipality		Municipality				Municipality	Inter-municipal co-operation level	Europe and Region	Department	Inter-municipal co-operation level Municipality	Municipality
Space of action (ex. bassin consumation)	Municipality		A plot of land inside the city				The basin of consumption and the basin of production are greater than the municipal boundary.	Consumption area between Issoire and Ardes (urban area of Clermont-fd and its hinterland)	The basin of consumption is the Agglomeration of Clermont but the area of production is Gerzat Municipality	Local market considering as Puy-de-Dome Departement	Municipality of Saint-Sandoux	Global or local market
Sectori of public policies	Landscape protection and cultural heritage		Social action through the municipal centre of social action				The analyzed case is not supported by public policy but municipality can be of support in some cases	Social action of the Inter-municipal co-operation level: support for deprived people	European Public Policy supporting work integration of deprived people	Conseil General of PUy-De-Dome (Agricultural and Forestry sector)	Spatial planning of the Inter-municipal co-operation level: preserving landscape and agricultural activities around orchards in valleys	Land use / Urban Planning
Tools or devices	The municipality buy agricultural		Kitchen garden, Orchards, educational gardens are open to volunteer wishing to give				Structure: - the association has a charter to be deposit in the prefecture of the Puy-de-Dome;	Ardes Communauté with the expertise of CIVAM association implemented a	Structure : - The Biau Jardin is a Cooperative Society of Collective Interest, which	Structure : It is an internet platform (http://www.agrilocal63.fr/) where the producers and	Municipality buy private agricultural lands Inter-municipal co-	The councilors of Gerzat create an Agricultural Protected Area (ZAP), on west part of

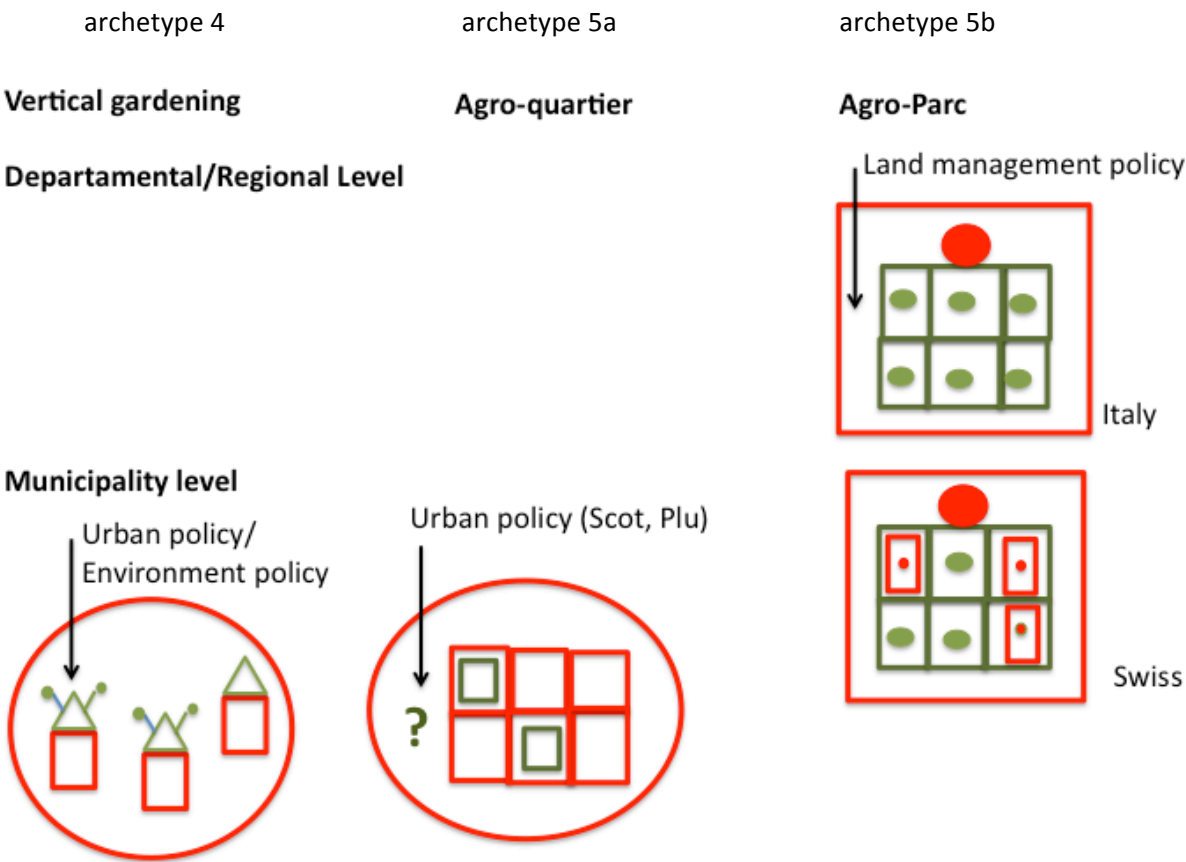
	lands (vineyards) and rent it to a farmer. The farmer pay the rent by providing wine bottles to the municipality (used at reception or institutional events)		help to cultivate the plot. Grown vegetables are given out to deprived people.				-the association is administered by a Board of Directors elected and different commissions that develop different activities (cultural, recreational, educational). Management: - The producers sign an agreement with the association in order to define the economic, ethical and social commitments.	delivery service for local products. Ardes communauté carry products from producers to the territory, manage the stocks, organize orders and distribute through its inter-communal social action service. The device is related to a current action concerning the delivery of meals to elders (social service developed by Ardes Cte)	includes 180 members belonging to different categories (individuals, associations, 3 local authorities) participating with financial quotas ; - the Gerzat municipality gives a logistical support and maybe purchasing the lands and creating a ZAP Marketing : - The Cooperative sells his production through a point of direct sale based on farm headquarter and around 30 points of baskets delivery. - The consumers sing an agreement with the cooperative and pay in advance (monthly) for their baskets. Financial Assistance : -from Europe through FSE fund in order to integrate on work disadvantaged people and to CAP fund integrate the agricultural income ; -from the general council (Conseil General) to make investments ; Management : -Clermont Agglomeration helps by providing a person who works for the framing and the work insertion	buyers are geo-localised in a database to enable comprehensive nearby supply. The buyer visualizes on a map the geographic location of potential producers establishing itself the distance (10, 20, 30 km, etc.). Each supplier has a free personal space to promote its products and its enterprise. Management : The Puy-De-Dome Departement create and implement the platform	operation level provide equipments (plants, anti-hail device, ...) And seeks for public funding (region, State and the department). In this case local actors have created an "orchard reserve" that plays a major role on conservation of ancient species of apple. It plays a role of an educational orchard as well since 2003.	municipality, in order to protect the cultivated land under urban pressure. It was done in the framework of the review of planning document and of Agenda 21. The ZAP is a jurisdictional status of long-term protection of agricultural lands to urban pressure (30 years at least). The ZAP is a tool to protect the land but not assure the economic rentability. ZAP is usually taken in the consideration of documents falling on the revision of urbanism at intermunicipality (SCOT) or municipality (PLU) level. Protected agricultural areas are defined by prefectural and attached to the local development plan (PLU). Once defined the limit of ZAP, the perimeter can be removed. To change it, is a necessary to have a reasoned decision of the state representative and a favorable opinion of the chamber of Agriculture or the Departmental commission of agriculture orientation
Public Actors	Municipality		Municipality				No support	Ardes Communauté with funds from : Auvergne Region, State Through National Food Plan and Leader program funds	Partners of Society : Gerzat municipality, Clermont Communauté and Conseil Général.	Conseil General and the Public Institution involved in the purchase of products through the platform.	Inter-municipal co-operation level Municipality Naturals spaces local association	Municipality of Gerzat, SAFER, Chamber of Agriculture
Private Actors	Farmer exploiting vineyard		AMAP Aubière Association for disabled people.				Producers/Consumers	Producer association (« terroir dans l'assiette ») CIVAM (Agriculture promotion in rural area Association)	850 members, 9 people fixed-term contract (full-time and for 2 years maximum), 2 apprentices and 7 permanent employees. There are also 20 volunteers in order to manage the point of delivery.	10 000 producers or retailers of agricultural products	None (the operation seeks to support a farmer wishing to settle and develop an organic production with orchards)	Farmers
Issues	Preserve lands for wine production, landscape and lived environment		Deprived people Education Access to food				-Promote a local and organic farming; - create a direct link between farmers and consumers ; -guarantee more rentable incomes.	To support local agricultural production To give access to fresh and quality local food to dependant people in particular (i.e. elders), dwellers, second homes and tourist in general. To promote a fair-trade local economy To sustain local employment	The issues are both economically, developing organic agriculture, and social, allowing people to work integration.	-guarantee an access to quality and healthy diet ; -link the consumers with the producers and also guarantee more rentable incomes to farmers.	To sustain local production of apples through organic farming, To preserve landscape and the living environment, To create economic activities, To provide short food supply within the territory,	Limit the soil consumption; preserve agriculture

4. UPA organization forms (archetypes):




We schematize the forms of agriculture in order to represent graphically the functional and spatial relationships between cities and agriculture and also the relationships between the actors underling their urban and/or rural origins. We propose these archetypes that could be implemented and developed for the others case studies (other countries participating to COST). May be the archetypes could help to better explain and show the differences between different states case studies (ex. Agro-parc) and better explain the “continuum” and the linkage between urban and rural actors and spaces. We propose that the other teams text it. The first three forms present a strong implication of public policy and actors. In the first case the public policy of landscape protection (first case) guarantee the maintenance of traditional agricultural landscape with public (top) or private (down) owners. The second and the third cases concerning private or public gardens exploited by urban actors who have gardening practices in their own land or in the public land submitted to public regulation to using the space.



The three cases below show a more interaction of rural actors and a major degree of professionalism on farming.



Buildings (case on the left) or urbanised areas (case on the centre)

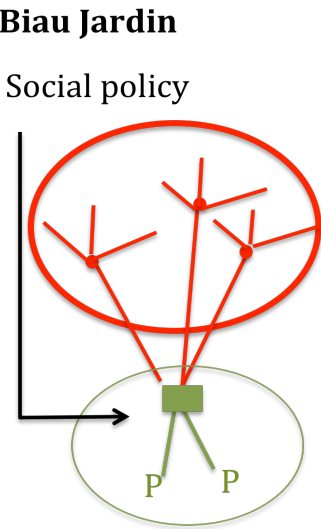
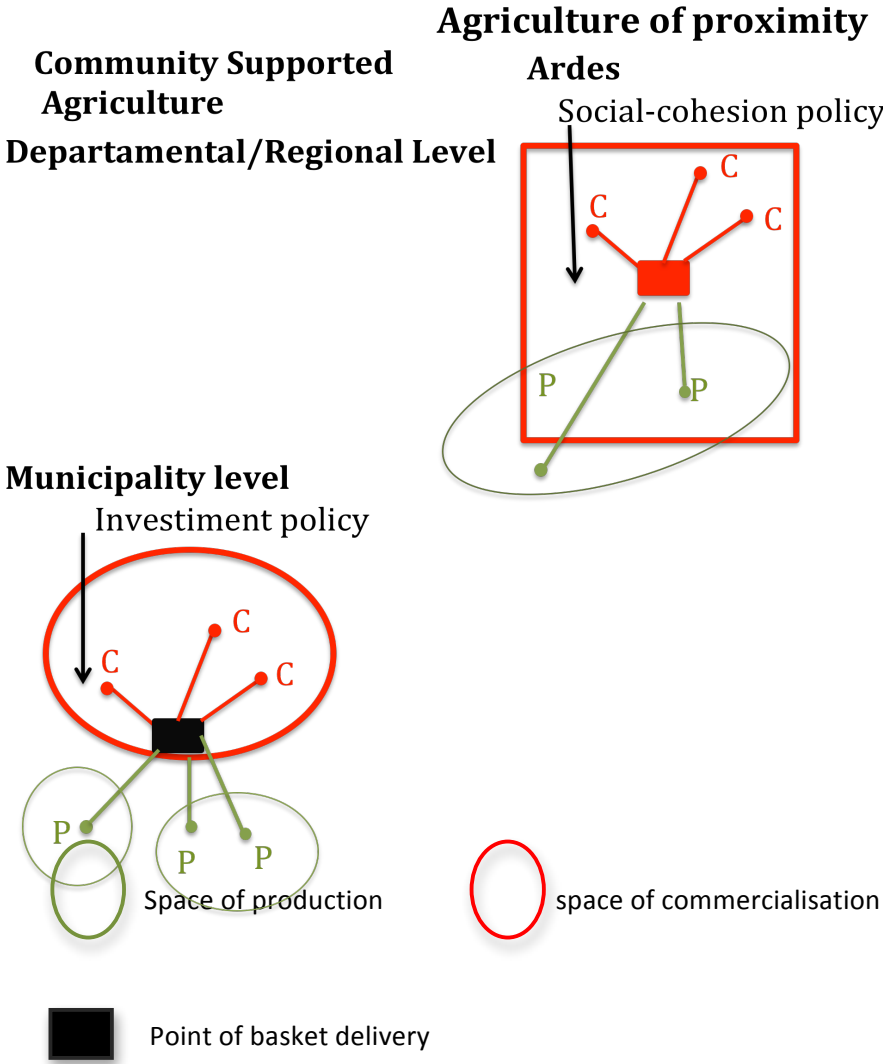
-  Gardening or farming area on the rooftop
-  Agricultural areas exploit by farmers
-  Areas farming by urban actors

The three case studies bellows represent agriculture of proximity, then an agriculture that sells services to the city and the urban actors. These schemes represent the possible linkages between consumers (C) and producers (P) and the possible farming products delivery and commercialisation. These schemes indicate also the spatial extension of basin of production and commercialisation (inside or outside of municipality boundaries).

archetype 6a

archetype 6b

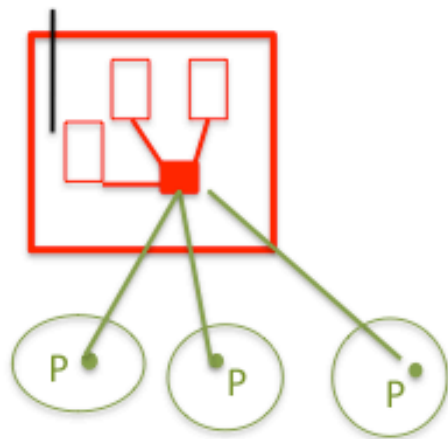
archetype 6c



These three forms of agriculture are less close to the city and the citizens both spatial and functional aspects. There is a disconnection between urban and agriculture in the last one (but could develop some new forms of interactions)

Archetype 7

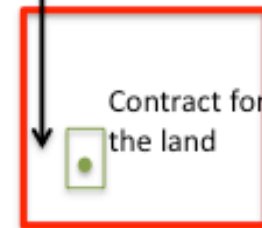
Agriculture oriented to local market



archetype 8

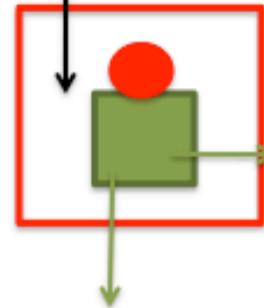
Periurban agriculture

Territorial development policy,
Land management,
Sustainable development



archetype 9

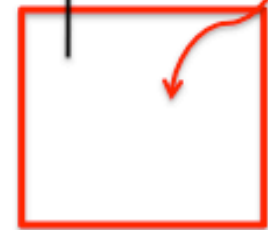
Urban, Land
management,
agricultural and
environmental policies



archetype 10

Agriculture oriented to global market

Market



CAP

