



Municipal Development Partnership

RUAF Foundation
RESOURCE CENTRES ON URBAN AGRICULTURE & food SECURITY

CITIES FARMING FOR THE FUTURE

**BULAWAYO URBAN AGRICULTURE
POLICY REVIEW AND DRAFTING
WORKSHOP**

HOLIDAY INN

6-7 DECEMBER 2006

POLICY DRAFTING WORKSHOP REPORT

Introduction

MDP and RUAF with financial support from IDRC and DGIS are implementing a program to integrate agriculture into urban development in the Eastern and Southern Africa region. The main objective of this programme is to contribute to urban poverty reduction, urban food security, improved urban environmental management, empowerment of urban farmers and participatory city governance by capacity development of local stakeholders in urban agriculture and facilitating participatory and multi-stakeholder policy formulation and action planning on urban agriculture.

The CFF project in Bulawayo has been implemented for the past one and half years. A number of activities have been accomplished and these include an inception workshop for councillors and officials, establishment of the UA stakeholder forum, MPAP training and development of action plans.

Council approved a UA policy for the city in 2000. However, this policy was developed in a non-participatory manner. Following exposure to the MPAP process, the city is desirous to review its policy and the Policy Drafting Workshop was organized against this background.

The main objective of the workshop was to provide policymakers in Bulawayo with an opportunity to review the existing policy and craft a new UA policy in a participatory manner. Specifically, the workshop aimed at:

- reviewing the existing policy
- reviewing UA policies from other cities
- identifying key UA policy issues for Bulawayo
- Selecting a committee to redraft a new UA policy for the city

The main output from the workshop was expected to be the identified major issues to be incorporated into the reviewed policy and a drafting committee to work on the revisions.

Welcome address by councillor Sibanda on behalf of the mayor. He highlighted the activities that have already been accomplished under the programme since its inception in June 2005. Activities accomplished include:

- Workshop for councillors
- MPAP Training
- Establishment of UA Stakeholder Forum
- Finalizing the exploratory study
- Development of Pilot Project
- Reviewing of impact monitoring document with ZOU
- Review of Bulawayo Action plans

The review of the current policy, it was indicated, will make Bulawayo in touch with other developed and developing countries that have embraced UA.

Presentation on key policy issues

The presentation highlighted the key issues in developing UA policies. It acknowledged that developing a UA policy is an indication that council acknowledges that UA is a major issue in the development of the city and indicates its commitment in dealing with it in an appropriate way. A UA policy also acknowledges the potential impact of UA within the community and addresses community concerns regarding it.

The presentation also dwelt on the policy formulation process in terms of the need to involve all stakeholders, the UA visioning and the validation process and approval of the policy. The key issues that Bulawayo also needed to take into account as it reviewed its existing policy include:

1. A Review of the existing situation through written reports and updating them to capturing the
 - Location
 - Types of Urban Agricultural Practices
 - Problems/constraints, opportunities and challenges to UPA
2. Definition of issues should be made within the context of Bulawayo, capturing clearly what Urban Agriculture should be addressing - key issues to be identified and addressed such as empowering community, food security, poverty alleviation, sustainable use of treated wastewater, environmental management etc.
3. What direction does Bulawayo want to take in terms of UA, including;
 - type (subsistence or commercial, on or off plot)
 - marketing strategies
 - how to make water available in cases of on-plot
4. Review of council by-laws – are they enabling or hindering UA to take place?
5. What instruments does council need to support UA?
 - Making available micro-finance
 - Search for technology
 - Raising awareness
 - Marketing strategies
 - Making land available and accessible
 - Making water available
6. Institutional set-up
 - Who in the city council will deal with issues of UA?
 - The role of the UA stakeholder forum

7. How to integrate UA to other sectors; UA to be linked to other sectors and for sectors with well developed policies could increase the chances for UA to become a success
 - Environmental issues
 - Health and nutrition
 - Use of unsanitary facilities, etc.
 - Food security
 - Waste management
8. Capacity Development: in what areas is capacity development required?
 - UA extension
 - Monitoring projects
9. For policy Development consider that UA has both positive and negative impacts
 - enhance positive impacts and mitigate negative ones

Participants were referred to UA Magazine No. 16 for in-depth discussions on some of these issues and examples. Discussions after the presentation highlighted the need for targeting. The vulnerable groups should be included in the policy i.e. women, youths and the disabled. There were also some discussions on the implications of the UA policy on other existing policies. It was emphasized that the UA policy needed to recognize the other existing policies and properly integrate these e.g. environmental issues, public health policies and local economic development policies.

Review of Bulawayo UA Policy

The presentation highlighted the background to the formulation of the UA policy. The policy was largely the work of an interdepartmental committee. There was no wide consultation with the residents. Councillors were seen as representing the views of their constituencies. The policy was adopted by the council in July 2000. The presentation then highlighted the contents of the policy – situation analysis, definition of UA, objectives, policy proposals, shortcomings of policy and proposals for amendment. Some of the identified shortcomings included:

- Lack of proper integration of UA into city plans
- Lack of revision of council by-laws to put them in line with the policy
- The need to consider gender and social inclusion aspects
- The need to adequately address issues of finance for UA
- How to deal with the negative environmental, health and other risks associated with UA
- How to transport and market UA products.

The following issues were suggested for consideration during the review of the policy.

- Policy review and refinement
- Research on various issues and problems affecting UA
- Institutionalization of UA
- Strengthening of partnerships

- Encourage active and continuous participation of the UA Forum
- Monitoring and Evaluation

Discussions after the presentation highlighted the following issues:

- Council should not be the drafter and implementer of the policy, but should involve other actors
- There is need to articulate who the beneficiaries are.
- The need to take cognizance of what was happening at national level.

Baseline Survey

The presentation on the report of the baseline survey highlighted some of the major issues relating to UA in Bulawayo. These include:

1. Access to land for UA. Issues raised under this heading include the need to involve private landowners so that they make their land available for UA. The need for a mechanism to grant title deeds or leases for UA practitioners was also discussed. It was mentioned that council was working on a lease system that would compliment the policy.
2. Water – availability and quality issues were raised. Whilst council has tried to make water available in the form of reclaimed water, the amounts were inadequate. The need for water management and water harvesting techniques was also raised. What other sources of water were available and how can these be accessed.
3. Health aspects of UA. There was need to ensure that all activities relating to UA were conducted in a healthy environment. This includes the production, harvesting, transportation, processing and marketing of UA products.
4. Finance – what sources of finance are available and under what conditions. It was mentioned that the finance houses like Agri-Bank do not discriminate against UA farmers. However the major issue is the need for a project proposal and most of the poor UA farmers are not able to produce these. It was therefore emphasized that capacity for UA project proposal writing was necessary.
5. Gender and social inclusion – the baseline report highlighted that women make up the majority of the UA farmers. There was therefore need to ensure that they are covered in the allocation of land for UA. Other groups like youths and the elderly were also mentioned as forming a large number of the farmers. Targeting such groups was highlighted as a way of ensuring that they are brought into mainstream production.

Examples of Policies from other countries

The presentation sought to provide a broad framework of how other countries had tackled the issue of a UA policy in terms of the processes and content and policy instruments used. The Cape Town, Botswana and Rosario cases were used. Processes used in Cape Town were discussed. These included the research phase, consultative phase and the approval phase. For Bulawayo it was emphasized that the research phase had been undertaken and it was now necessary to use the information produced in the baseline report to feed into the policy. The consultative phase needed to be handled via the stakeholder forum before council approves the policy. A similar approach was adopted in Botswana. A small policy drafting team was selected to finalize the policy before it was

brought before the larger stakeholder forum. Several policy instruments were in the case of Rosario to make land and other resources available for UA. These include incentives for making land and water available for UA.

Issues of content were also highlighted. All the policies had a rationale and clear objectives. They also clearly articulated the issue of policy provisions in terms of what they needed done. They also had instruments that could be used to ensure that the objectives were met.

Group Work

Participants were introduced to group work on day 2 after a brief recap of day 1. The participants had been previously asked to read the Bulawayo UA Policy overnight. They were then split into 4 groups to deal with the following issues:

Group 1	Structure of Policy Document
Group 2	Water issues
Group 3	Land Issues
Group 4	By-Laws

Each group was to identify 4-5 issues under each heading and discuss whether these were adequately covered by the existing policy before making recommendations for improvement to policy.

Structure

Format

1. Executive Summary
2. Background
 - 2.1. Introduction
 - 2.2. Definition of Terms
 - 2.3. Situation Analysis
 - 2.4. Aims and objectives of Policy
3. Rationale for Urban Agriculture
4. Challenges
 - 4.1. Infrastructure
 - 4.2. Land
 - 4.3. Water
 - 4.4. Human Resources
 - 4.5. Material Resources
 - 4.6. Financial Resources
 - 4.7. Legal and Regulatory Environment
 - 4.7.1. Existing Legislation
 - 4.7.2. Existing Policies

- 4.7.3. Institutional Framework
- 4.7.4. Health and Environmental Impacts
- 4.7.5. Socio Cultural Dimensions
- 4.7.6. Economic Dimensions

5. Policy Proposals

- 5.1. Aims and Objectives
- 5.2. Specific Proposals
 - 5.2.1. Land
 - 5.2.2. Water
 - 5.2.3. Human Resources
 - 5.2.4. Material Resources
 - 5.2.5. Financial Resources
 - 5.2.6. Legal and regulatory Environment
 - 5.2.7. Institutional Framework
 - 5.2.8. Health and Environmental Issues
 - 5.2.9. Socio Cultural Dimensions
 - 5.2.10. Economic Dimensions

6.0. Implementation Strategy

- 6.1. Urban Agriculture development Plan
- 6.2. Action Plan

7.0. Monitoring and Evaluation

Water

Current policy just mentions water issues when discussing the environmental impacts of UA in terms of a) pollution of rivers, b) promotion of the utilization of wastewater and c) identification of suitable areas for irrigation e.g. Khami and d) establishing agricultural irrigated schemes supervised by council.

Identification of Issues

- 1. Sources of water
 - i) Clean municipal water
 - ii) Borehole/wells
 - iii) Surface water – dams, rivers, rainwater
 - iv) Reclaimed/recycled water
 - v) Raw water
- 2. Harnessing of Water
- 3. Reticulation
- 4. Costs of Providing
- 5. Quality of water

Recommendations

1. Provide appropriate infrastructure for providing water for UA e.g. boreholes
2. Every farmer to seek approval from relevant authority(s) for UA water usage
3. Encourage delegated management of water sources and infrastructure and water usage
4. Encourage strategic drilling of boreholes
5. The use of raw sewerage water should be banned
6. Conduct awareness campaigns on water management
7. Promote partnerships amongst council, NGOs, private sector and government to provide funding for infrastructure for water for UA
8. Ensure quality of water standards are met
9. Provide appropriate sanitation standards
10. Gender is a cross cutting issue and should be considered in all the above issues.

Land Issues

Issues

1. Ownership of Land – not known who owns land on which UA takes place and in what quantities i.e. how much is municipal government and privately owned.
 - Security of tenure issues should be addressed
 - Inventory of land should be conducted to assess how much land is available
 - Surveys, demarcation, mapping and drafting of lease agreements should be done
2. Access to land – procedures for accessing land for UA should be clear
 - Gender issues should be considered in accessing land e.g. Botswana has a fifty-fifty policy. Policy should make provision for vulnerable people (youths, widows, elderly)
 - Policy should be clear on selection criteria of beneficiaries (transparency)
 - Policy should address the issue of responsibility at all levels
3. Guidelines on Land Usage
 - Issues on stream bank cultivation should take into account other existing laws e.g. the 30 meters buffer
 - Road side cultivation
 - Plot sizes and usage of the plots (types and numbers of animals kept, crops, fisheries)
 - Environmental management measures should be included in the policy to guide UA
4. Infrastructure necessary for successful UA
 - Boreholes
 - Waste water usage
 - Water harvesting
 - Roads
 - Mini processing plants
 - Sanitation
 - Marketing

Policy should be clear as to who provides what – council, partnerships etc

5. Administration – the policy should be clear on institutional set-up and responsibilities – creation of a UA office
6. Urban agriculture should be recognized as a land use.

BY-LAWS

Issues

1. Definition of UA – there is need to redefine it. Also need glossary of terms e.g. council, by-law
2. Need clear and categorical statement on formalization of UA
3. Control of UA – land access, where and how
4. Beneficiaries – who should be allocated land – specifications
5. Present by-laws vis UA – too many unconsolidated by-laws (e.g. public health, natural resources)
6. Bureaucracy – need for guidelines e.g. for special consent – there should be no need to wait for full council – can act on delegated authority.

Actions

1. Definition should be by council and not by interdepartmental committee. The definition should also be expanded to include marketing, processing etc.
2. The policy is formal on paper but adequacy is prohibited by by-laws – there is need to make the policy practical. Review the prohibitive by-laws and come up with clear guidelines.
3. Need positive by-laws e.g. repeal those which say ‘do not’ and come up with those that are permissive.
4. Need proper structure and institutionalization to minimize bureaucracy.
5. Policy should have guidelines on how UA should be carried out – should contain everything e.g. who, where, why, how.

Drafting Committee

After some discussion it was agreed to set up a drafting committee that could put the new UA policy for Bulawayo together. The committee comprises of the people in the table below.

Issue/Institution	Name
Land	Mr. Paul Nondo
Legal Issues	Mrs. E. Ndlovu
Health	Mr. M. Sibanda

Water	Ms. M. Mukwawa
Environment	Mr. I.J. Ncube
Finance	Mrs. F. Kachingwe
Farmers	Mr. M Masotsha
Bulawayo City Council	Mr. J.J. Ndebele
Central Government	Mr. T. S. Magura
NGOs	Mr. M. Sibanda
Tertiary Education	Mrs. C.N. Chaibva
AREX	Mr. D. Nyoni

It was agreed that other people would be co-opted as and when necessary. The committee would have its first draft ready by end of January 2007. Mr. J.J. Ndebele from Bulawayo City Council would be the Chairperson of the committee.



Participants at the Policy Workshop listening attentively.