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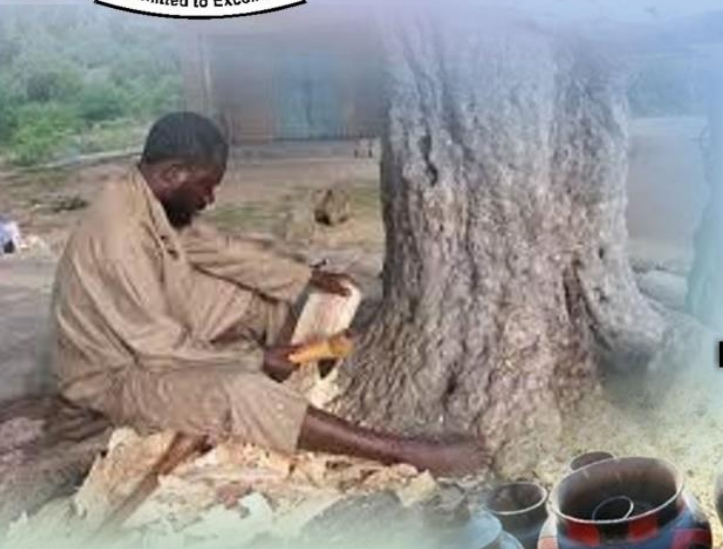

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The purpose of the *Kuveza neKuumba - Zimbabwe Ezekiel Guti University Journal of Design, Innovative Thinking and Practice is* to provide a forum for design and innovative solutions to daily challenges in communities.

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Advancing the New Urban Agenda through Promoting Urban Agriculture: The Case of Masvingo City, Zimbabwe

AVERAGE CHIGWENYA[1] AND SAMSON GWAMURE[2]

Abstract

The New Urban Agenda is a new development agenda that seeks to introduce a new approach to development. It aims for innovative and transformative approach to development. Urban planning in many cities of the Global South has been lagging in terms of planning for realities in these cities. As a result, planning has not been able to cover emerging land uses, especially those that have been as as result of human response to poverty. This research aims to examine how urban agriculture has been incorporated in Masvingo City. A mixed methods approach is adopted in which both qualitative and quantitative methodologies are used. Interviews were done with key informants and field observations were done in areas practising urban agriculture. The research found out that despite widespread practice of urban agriculture, Masvingo City is not innovative to include urban agriculture in its development agenda.

Keywords: Urban poverty, Urban food sufficiency city resilience, sustainable city, food security

INTRODUCTION

The new urban agenda is a call for new approaches to urban planning which takes consideration in city realities. It calls for

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inclusivity to address needs of low-income groups. The reality in many cities, especially of the Global South is that there is generally rapid urbanisation resulting in urbanisation of poverty. This calls for new planning approaches that address emerging urban challenges such as urban informality, unemployment, shrinking livelihood options and food security. These are some of the challenges that contemporary urban planning should solve. Planning in cities of today it must not be as usual, but needs to be innovative and accommodative of various urban social and economic issues coming up because of urbanisation of poverty (Hussain and Hanisch, 2014; UN-Habitat, 2015). Urban poverty is fast becoming a permanent feature of the cityscape and people have been responding to it in various ways. Urban agriculture is one option which people in cities have adopted to address food shortages. However, it has been happening in an uncoordinated and haphazard manner. Urban agriculture is not recognised by city statutes, hence are illegal. A new planning framework is, therefore, needed to help support some emerging land users. It calls for a new planning approach to address these new urban issues. A new urban agenda will avert pending urban disasters and create liability, sustainability, resilience and safety in cities. The article explores urban agriculture practices in Masvingo City, to examine practice, effects on people and city environment. It also explores how urban planning interventions can incorporate urban agriculture in line with demands of the New Urban Agenda which calls for resilience, safety and inclusive urban planning. It also calls for recognition of plurality in urban areas and planning for this plurality as a way of promoting multicultural urban societies. In terms of planning, the New Urban Agenda calls for adaptive planning based on city-level assessments. These city-level assessments should then inform city development interventions.

LITERATURE REVIEW

Contemporary cities are facing a myriad of challenges that include rapid urbanisation, urbanisation of poverty, food security, dwindling livelihood opportunities from the formal sector and an ever-growing prevalence of informality. Rapid urbanisation is threatening food security and cities are grappling with ever-increasing populations in dwindling livelihood opportunities. Urbanisation is estimated to result in a doubling of the urban population to about 6.4 billion by 2050 (*ibid.).* Cities of the Global South are experiencing fast urbanisation processes, for example, Africa is estimated to have more than 40% of its population living in cities and this calls for more innovative planning to adequately plan for increased populations (Gubic and Baloi, 2019).

Another problem associated with rapid urbanisation is food security, where 80 million people in cities are living on less than US$1.25 per day and nearly one out of nine people are going to bed hungry every day (UNDP, 2015). Africa is the worst effected by rapid urbanisation (Foeken, 2005). Foeken (*ibid.*) further argues that cities are hard-pressed by urbanisation of poverty as economies are failing to support people's livelihoods. The twin problems of rapid urbanisation and declining economic opportunities are making lives in urban areas very precarious. Hovorka (2004) also observes that livelihood opportunities in cities are fast dwindling because of failure of the formal sector to offer sustainable livelihood opportunities. This therefore calls for a new planning theory that will plan for livelihoods of urban poor for sustainable and resilient city.

Prevalence of poverty in many cities calls for a paradigm shift in the way cities are planned and managed to address emerging city problems of poverty, food security and other vulnerabilities that are coming up because of rapid urbanisation (Huchzermeyer, 2011). Contemporary cities are ever evolving

making traditional planning systems difficult to deal with the changing environments. These cities can no longer pretend that its business as usual and must change to address emerging urban issues (Roy 2005; 2009; UN, 2010a, 2010b; Huchzermeyer 2011. Mehaffy and Haas (2020) further argue that contemporary cities are self-evolving organisations, calling for innovative planning to address challenges. Such innovations will result in sustainable and just cities. Contemporary cities have become too diverse that traditional planning approaches are no longer effective in addressing emerging urban issues such as urban poverty (UNDP, 2010a, 2010b; 2015;).

The urban population is expected to double to 6.4 billion by 2025 which has a very strong bearing on food security in contemporary cities. It calls for innovative planning to ensure safety, resilience and sustainability in cities. It, therefore, calls for a food production and distribution system that can improve food security and avert food insecurity in cities (Quon, 1999; Hovorka, 2004; de Bon *et al.,* 2010; Hussain and Hanisch 2014; Chaminuka and Dube, 2017). Improved food security and poverty alleviation among urban dwellers can be achieved by adopting urban agriculture. Vulnerability of urban dwellers is worsened by constant price hikes and lack of sustainable livelihoods from the formal sector (Foeken, 2005; Adedeji and Ademilayi, 2009; de Zeeuw *et al.,* 2011). Urban agriculture can, therefore, be a viable option to alleviate this vulnerability. Brown and Jameson (2000) argue that cities of today are facing multifaceted urban problems and chief among them is collapsing food distribution systems which has increased vulnerability of urban dwellers. De Bon *et al.* (2010) argue that unprecedented growth of cities has triggered a new form of agriculture called urban agriculture which has been playing an important role in sustaining households in cities. Urban agriculture can be taken as a livelihood diversification strategy to reduce vulnerability of city dwellers. Livelihood diversification

through urban agriculture can improve nutritional intake of urban dwellers and thereby contribute to city sustainability and resiliency (Hovorka, 2004; Foeken, 2005; Adedeji and Ademilayi, 2009; Moyo 2013).

Foeken (2005) adds that city households that have adopted urban agriculture are nutritionally better off than those that do not. Urban agriculture, therefore, ensures food security in cities (Kokera, 2012; Foeken, Moyo, 2013; Chaminika and Dude, 2017). Urban agriculture ensures city sustainability because it is a source of food and income for more than 80% of households (Quon, 1999; Hovorka, 2004; Simatele *et al.,* 2012; Hussain and Hanisch, 2014). In Zimbabwe, urban agriculture has been found to contribute to household income and food security and it is contributing 15% of household income, and by 2007, it was contributing 27% of maize consumption in all cities (Kokera, 2012).

In cities where urban agriculture has been well planned, it is playing a very important role in managing land degradation, river siltation and general environmental degradation. Agronomic practices such as composting degradable waste can be a very useful way of reducing city waste. Re-use of waste can effectively contribute to environmental city sustainability (Quon, 1999; Foeken, 2005; Pearson *et al.,* 2010; Kokera, 2012; Shawn, 2017). Pearson *et al.* (2010) argue that urban agriculture can play a very critical environmental enhancement factor such as reducing urban heat, carbon sequestration and reducing urban waste. It turns unsightly urban landscapes into green belts, thereby improving urban lives (Smit and Nasr 1992; MicClintock 2010). Smit and Nasr (1992) argue that urban agriculture produces products that do not need packaging which contributes to reduced waste from packaging materials. They further argue that most urban agriculture practices contribute to waste recycling, thereby turning urban waste into

an important resource that can be used in productive agriculture.

When urban waste is turned into this important agricultural resource, urban agriculture can, therefore, be a useful tool in transforming urban waste into food and jobs (Smit and Nasr, 1992; Smit *et al.,* 1996). Urban agriculture, therefore plays, an important role in providing environmentally healthy and ecologically sustainable communities. Golden (2013) argues that urban agriculture creates safe and liveable urban spaces because it reduces landscapes that are prone to vandalism and crimes. In addition, urban agriculture, through composting of degradable waste, can sterilise toxins caused by infectious bacteria, thereby helping to create safe and liveable spaces (Brown and Jameton, 2000; Urban Harvest, 2007). Brown and Jameton (2000) argue that urban agriculture integrates three important city facets of food security, urban greening and environmental efficiency. It plays an important role in reducing city environmental footprint by creating green corridors in environmentally sensitive landscapes such as flood-prone and earthquake-prone areas (de Zeeuw *et al.,* 2011).

The New Urban Agenda is a new planning approach introduced with the specific aim of attaining Sustainable Development Goal (SDG) Number 11 which has a specific focus on changing ways of managing cities to achieve sustainable development goals. At the United Nations Conference on Housing and Sustainable Urban Development (Habitat III), in Quito, Ecuador, it was realised that cities are critical vehicles in attaining sustainable development goals; hence a new focus on urban planning was introduced to challenge the traditional planning approach which is now lagging behind contemporary city demands. The New Urban Agenda aims to deconstruct planning theory, which is inherently traditional and a straight-jacket approach to city development. Traditional planning approaches do not recognise

city diversity, hence the need for inclusive approach. This new approach demands cities to plan for realities obtaining in their cities (Barret *et al.,* 2016). In many cities, there are many issues that have elevated themselves to planning issues but are rarely on city development agendas.

The New Urban Agenda, therefore, calls for a just city, where city diversity is included in the city development agenda. It also promotes ethical cities, i.e. cities that are just and inclusive (Barret *et al.,* 2016; Schindler 2017; Cohen and Habron 2018). Hague (2018) argues that the New Urban Agenda is a challenge to conventional planning approaches because they are sterile in addressing challenges in contemporary city. Traditional planning thinking and practices are characterised by neo-liberal hegemony which excludes livelihoods of the poor. The Agenda calls for inclusive planning, where all city livelihood options are included in city development agenda. This will create sustainable and resilient cities. The ever-evolving cities have resulted in many new urban issues raising themselves to the city's development agenda, but traditional planning systems are not recognising them. This is not sustainable as livelihoods of other city dwellers are excluded in city development agenda. Contemporary planning approaches need to be innovative to include all emerging issues (Roy, 2005, 2009; Hague, 2018; Huchzermeyer, 2011). Roy (2009) further calls for a new planning theory that recognises livelihoods of the poor, dominating the urban landscape. Traditional planning practices are inherently regulatory, where statutes and procedures have created a planning hegemony. This planning approach devalues non-statutory initiatives by excluding them from development, creating vulnerability among the urban poor (Hague, 2018, Robin *et al.,* 2019).

Rauw and de Roo (2016) further argue that development strategies need to be restructured to promote organic and core-

evolving city. This creates cities that are responsive to city demands. This will result in equitable development which will, in turn build sustainable and inclusive cities (Watson, 2016, Okraszewska *et al.,* 2019; Valencia *et al.,* 2019). Okraszweka *et al.* (2019), argue that the New Urban Agenda deals with upcoming land uses that are coming up because of rapid urbanisation, thereby positioning cities to promote social, economic and environmental functions. The Agenda, therefore, challenges traditional planning thinking and practices which is characteristically sectoral non-collaborative. The New Urban Agenda, therefore, is trying to include the city's marginalised groups in development to alleviate poverty and ensure prosperity for all (Watson, 2016). It is an edge that aims to improve food security, access to nutrition and promotion of livelihoods for sustainable and inclusive cities. Cities in the Urban Agenda strive to meet needs of marginalised groups by including them in city development (Caprotti *et al.,* 2017; Garshagen *et al.,* 2018). Garshagen *et al.* (2018) further argue that the New Urban Agenda is responding to rapid urbanisation that has resulted in social rifts and economic exclusion. It is a drive towards a new planning theory that is committed to addressing public interest and upholding interests of city's disenfranchised groups (Caprotti *et al.,* 2017). Cities should be places for all diversity and should be celebrated, rather than oppressed, and institutions should be built to uphold inclusivity, diversity and plurality (*ibid.*).

The New Urban Agenda recognises that cities are evolving self-organising structures which calls for innovative planning to cope with these self-organising processes (Rauw and de Roo, 2016, Mehaffy and Haas, 2020). Rauw and de Roo (2016) argue that contemporary cities are becoming more complex and uncertain, so traditional planning approaches are failing to cope with these uncertainties. It calls for a planning approach that

moves away from predetermined outcomes to adopt adaptive planning which supports the city's capacity to respond to ever-changing city circumstances. When cities are innovative, they are geared to address current urban challenges for sustainable and resilient cities. Cohen and Habron (2018) further argue that the New Urban Agenda focuses on equity, a robust approach to city governance which ensures more sustainability outcomes.

RESEARCH METHODOLOGY

The research adopts a mixed methods approach to the inquiry, where both qualitative and quantitative methods are used. The methodology enables research rigor as it allows compensation of weakness of one methodology by strengths of other. For example, the qualitative methodology is rich in data which allows for better explanation of issues, while quantitative methods give statistical rigor. Qualitative methods used include in-depth interviews with city's key informants. These key informants were from Masvingo City, civic organisations and government officies. These were purposively selected targeting people with full information on the history of urban agriculture in Masvingo City. These interviews were complimented by field observations, done through transact walks in Masvingo City to assess impacts of urban agriculture on the environment. There is also a search of literature on documents which are used in managing urban agriculture in the city. These documents included all regulatory frameworks, newsletters and city by-laws. These documents were collected from municipal offices. Questionnaire was the main instrument used to gather quantitative data and these were administered to randomly selected respondents who were into urban agriculture. They were self-administered to 150 respondents. Data collected from questionnaires were analysed using a computer package called SPSS and data were analysed to produce frequency tables,

graphs and charts. Thematic analysis was done to analyse qualitative data, where data from in-depth interviews and field observations were categorised into emerging themes from data.

FINDINGS

This section presents the research results and discusses them at the same time in line with the above introduces concepts.

Urban agriculture in Masvingo City is widely practised where people utilise every available open space to cultivate crops. Nearly every household is practising some form of urban agriculture, e.g. growing vegetables, maize, sweet potatoes, livestock rearing, planting trees and other crops which gives them access to various nutritious foods. Urban agriculture is done either on or off the house stand. On the stand, agriculture is where people grow crops on their designated housing stand. They utilise space left by building lines to grow vegetables and fruit trees that give them fruits and shade during hot seasons. They grow vegetables, such as onions, cabbages, carrots and sometimes sugarcane. These spaces can be rotated to grow maize during rainy season.

Off-plot agriculture is where people exploit city's open spaces to grow various crops. These open spaces are usually areas designated for future city development, preserved areas such as marshy, sloppy and other degraded areas. Urban agriculture in Masvingo City is also utilising road shoulders and spaces reserved for recreational facilities to cultivate crops. Most of the sites where urban agriculture is practised, are not designated by the city for such purposes, hence are regarded as illegal activities. They are characteristically unplanned and haphazard as people utilise whatever available space to plant their crops. There is, however, a social understanding among plot-holders to the effect that whoever clears the land first, has the social right

to own that land until the city authorities moved them away. This contract is socially binding and respected among practitioners. For example, if someone fails to utilise this piece of land in one season, no one will grab that land without prior consent from the first occupier. In the event that the owner of that land is moving out of the area, he/she can cede that right to any person of choice. The sizes of off-stands range from as small as 20m^2 to about 500m^2. Table1 shows the plot sizes utilised for urban agriculture.

Table 1: *Plot sizes Utilised for Urban Agriculture in Masvingo City* (Survey 2024)

Plot Size (m^2)	Percentage
Below 20	21
20- 100	34
100-400	27
Above 500	20

Land ownership rights are only socially defined, hence not secure, because local authorities can override these rights whenever they want the land. Sometimes, the local authority slashes the grown crops or choose to put such spaces to development and in all cases plot-owners are not compensated. This kind of ownership makes these plot-holders vulnerable to the dictates of city. For example, some people lost their pieces of land to new residential developments in Mucheke and Rujeko high-density residential areas. The insecure land right among practitioners in urban agriculture is a major hindrance to effective and sustainable urban agriculture (de Bon *et al.,* 2010; Lovel, 2010).

Social arrangements, therefore, do not give these practitioners safe rights to land for effective urban agriculture. These limited

rights. Therefore, limit investment into these pieces of land for effective production. Lovel (2010) further argues that access to land for urban agriculture is more difficult in low-income residential areas as people have very small pieces of land, which affects sustainable agriculture. Secure land tenure can lead to secure and sustainable livelihoods (Smit *et al.,* 1992). The unplanned nature of urban agriculture in Masvingo City, where people are cultivating every available piece of land, including road shoulders and on drainage infrastructure, makes it a dangerous practice in the urban environment.

Some people even grow their crops at road intersections, which makes it difficult for drivers to negotiate these intersections, leading to frequent road accidents. For example, the junction of Chasura and Makuva Streets is very dangerous during the rainy season. Other people cultivate on riverbanks disregarding environmental regulations which stipulate that there should be no cultivation within 30 metres of riverbanks. Some are even going further and divert river courses so that they create land for cultivation which results in of siltation and pollution of water bodies. Mucheke River has been invaded by the evasive water hyacinth weed which is threatening the river's aquatic life and this is a result of eutrophication which promotes the growth of such weed.

Despite a few environmental problems associated with urban agriculture, people in Masvingo City are benefiting a lot from these activities. Families grow crops and fruit trees which enable them to access nutritious foods. Many households depend on urban agriculture for vegetables, fruits, maize and other nutritious indigenous crops such as *muboora*, *munyemba, magogoya* and sweet potatoes. Table 2 shows households that depend on urban agriculture for various food crops.

Table 2: *Households Growing and Depending Urban Agriculture in Mucheke High-density, Masvingo* (Survey, 2024)

n=100

Crop	Households growing (%)	Households Producing and depending on their Produce (%)
Vegetable	97	86
Maize	75	27
Fruits	100	10
Sweet Potatoes	75	45

Most households are fully dependent on urban agriculture for their vegetables (86%), while (27%) and (10%) are fully dependent on urban agriculture for maize and fruits, respectively. This shows that urban agriculture is significantly contributing to food security (Quon, 1999, Hovorka, 2004; Lovell, 2010). Some households (27%) were able to produce enough maize for the whole year. One respondent said:

> '.... my piece of land ...has been allowing me to harvest more than half a tonne of maize yearly and this is enough to a year's food supply ...'

Urban agriculture has, therefore, been very important in producing food which is enabling households to alleviate poverty, thereby helping in creating a sustainable and resilient city (Bryld, 2003; de Bon *et al.,* 2010; Shan 2017). Contemporary cities are characterised by a myriad of crises which include economic stagnation, food insecurity, lack of livelihoods and urbanisation of poverty. These vulnerabilities can be averted by adopting urban agriculture (Adedeji and Ademilayi, 2009; de Zeeuw *et. al.,* 2011; Simatele *et al.,* 2012). Urban agriculture allows households to access food at low prices because food can be accessed without incurring other attendant costs such as transport and packaging, thereby

contributing to sustainable cities (Quon, 1999; Hovorka; 2004, Foeken, 2005; Frayne *et al.,* 2014).

Urban agriculture in Masvingo City faces many obstacles from the city's legal framework. Urban agriculture is not included planning of the city, hence these are illegal activities. The city is still using old pieces of legislation which criminalise urban agriculture. The prohibition of urban agriculture in contemporary cities does not auger well with dictates of the New Urban Agenda which calls for cities to plan for what is obtaining in their areas of jurisdiction (Roy, 2005; 2009; Huchzermeyer, 2011; Robin *et al.,* 2019).

Rapid urbanisation has resulted in increased urban poverty and food insecurity which calls for integration of urban agriculture to alleviate food insecurity and poverty in contemporary cities (Okraszewska *et al.,* 2019; Robin *et al.,* 2019). The New Urban Agenda calls for city planning that realises new urban challenges and plans to alleviate them. Contemporary cities are no longer sterile entities but are ever evolving, bringing new challenges that require new solutions. Food security in cities of today is a critical urban issue which requires attention to create sustainable, safe and resilient cities. It calls for planning that addresses pressing needs of the city (Barret *et al.,* 2016; Hague, 2018). Hague (2018) further argues that there is neo-liberal hegemony in cities of today that excludes livelihoods of the urban poor. This planning hegemony has failed to take opportunities presented by urban diversity.

Traditional planning approaches, which have dominated the planning landscape, are directed mainly by rigid statutory planning which are rarely reviewed to reflect contemporary urban issues. Statutory planning, therefore, regards all activities outside operating statutes as illegal. In this way,

planning ceases to be a conduit to deliver sustainable development but is now merely regulatory (Watson, 2016; Garshagen *et al.,* 2018; Hague, 2018; UN, 2010a; UN 201b). Contemporary cities become so diverse which calls for innovative planning to integrate all activities that support livelihoods of urban dwellers (Huchzermeyer, 2011; Watson, 2016; Cohen and Habron 2018). Urban agriculture in Masvingo City has grown to be a critical livelihood option which calls for inclusion in the city's development agenda. There are more than 97% households that grow vegetables and more than 75% growing maize (Table 1), meaning that urban agriculture has elevated itself to a critical urban issue justifying it to be integrated in city planning. Integrating urban agriculture will help to reduce vulnerabilities associated with food shortages in the city. Maize production from urban agriculture ranges from 20kgs to 300kgs per season per household (Table 3), giving a household food supply of 1-12 months that which can help in food security and a sustainable city (Gubic and Baloi, 2019).

Table 3: *Maize Production from Urban Agriculture in Masvingo City* (Survey, 2024), n = 100

Maize Production (kg)	Percentage (%)
Below 50kgs	12
51- 100kgs	24
101-200kgs	56
More than 200kgs	8

Gubic and Baloi (2019) further argue that Africa is leading in the rate of urbanisation, where 40% of its people are living in cities and this requires systems that support urban agriculture to ensure sustainable and resilient cities.

As argued by the operating master and local plans, there is no provision for urban agriculture in the City of Masvingo, other than the agricultural plots in the Morningside area planned

during the colonial era. This omission means that urban agriculture is generally not allowed in the city. This obtains despite Masvingo City being a signatory to the 2002 Nyanga Declaration which calls for promotion of urban agriculture for food-security in cities. The declaration calls for integration of urban agriculture in city-wide development for sustainable and resilient cities.

The declaration says:

> … All local authorities are to develop appropriate incentives and other policies necessary for growth of urban agriculture, mainstream urban food security within their operations and promote collection and dissemination of information on urban and peri-urban agriculture activities in their territorial planning areas …'

It is now more than 20 years after the declaration, and Masvingo City still does not have any by-laws, policy or any conscious attempt to operationalise urban agriculture. They still rely on the Regional Town and Country Planning Act (RTCPA), which prohibits agricultural activities in the city. Urban agricultural, therefore, remains outside city's operating statutes. Asked why they do not have any legal framework that supports urban agriculture, the city said they are still drafting the by-laws. They said:

> '…there is a draft by-law that seeks to operationalise urban agriculture … but it's not yet finalised….'

The city, therefore, remains guided by the 1996 which that criminalised urban agriculture in undesignated city spaces. Excluding urban agricultural activities in the development of the city has resulted in people grabbing whatever vacant land available in the city. People are cultivating ecologically fragile areas such as wetlands and dangerous sites such as road shoulders and road intersections. Figure 1 shows cultivation of maize and sweet potatoes on top and in the drainage ways in Mucheke high-density Suburbs.

Figure 1: *Cultivation of maize on drainage infrastructure in Mucheke high-density suburb* (Fieldwork, 2024)

Drainage ways are silted and this is likely to cause blockages and flash floods in the area. One respondent in the low-lying areas of Mucheke high-density residential area said that they always experience flooding every rainy season because of blocked drainage ways and is causing structural damage to his property. He said:

> '…. we always experience floods in this area because the drainage ways are always blocked …. now my perimeter wall has given in due to flooding…. Next is my house…'

The city also does not have spaces where land can be leased to prospective farmer for growing of crops and rearing of animals despite illegal proliferation of such activities in the city. Urban agriculture is emerging to be a strong option to reduce urban poverty that therefore calls for its integration in cities (Husain and Hanisch 2014; Quon 1999; Honorka 2004; Frayne *et al.,* 2014). A new planning system that challenges the status quo is

therefore needed, where cities plan to incorporate realities obtained in their cities rather than just sticking to rigid planning statutes and procedures that stifle city development and resiliency. Planning in The New Urban Agenda call for justice, resiliency, inclusivity and sustainability of the city (Hague 2018; Barret *et al.,* 2016; Gubic and Baloi 2019; Vlencia *et al.,* 2019; Watson 2016; Okraszewska *et al.,* 2019; Robin *et al.,* 2019).

The RTCPA and the Environmental Management Act (EMA) remain the two important acts used by Masvingo City to prohibit urban agriculture. The RTCPA prohibits agriculture in residential, commercial or public spaces or the use of properties for agricultural activities. Which means activities such as production, storing, curing, grading and packaging of agricultural products are prohibited (Government of Zimbabwe, 1972). It does not allow any use that is not in master or local plans. This is reinforced in Statutory Instrument 216 of 1994 which outlaws any agricultural activities in the city. Agricultural activities, as argued by Statutory Instrument 216 of 1994, are not allowed because their waste is not compatible with conventional waste collection systems (Government of Zimbabwe, 1994). Statutory Instrument 216 says:

> '... all waste discharged should be discharged into sewage system of local authority ....'

The EMA prohibits all agricultural activities in protected areas such as wetlands and riverbanks (Government of Zimbabwe, 2002). The *Town Planning Handbook* in Zimbabwe also prohibits urban agriculture. As argued by the handbook, agricultural activities are not allowed in residential areas even under special consent (Government of Zimbabwe, 2005). These prohibition orders are no longer tenable in the New Urban Agenda which supports livelihoods that create resilient, safe and sustainable cities. Contemporary cities are facing a myriad of problems that are undermining food supply systems and, in

such situations, urban agriculture can play a critical role in availing food to households facing food insecurity. In Asia, more than 80% of households rely on urban agriculture for their food (Brown *et al.,* 2000). In Kampala, Uganda, more than half of the urban land is utilised for urban agriculture (Urban Harvest. 2007).

In Blantyre, Malawi, more than 65% of households are involved in urban agriculture and this provides income and food security and contributes to economic growth (Frayne *et al.,* 2014). Urban agriculture is, therefore, a survival strategy for the urban poor, who are most affected by worsening economic crisis (Smit *et al.,* 1992; Adedeji and Ademilayi, 2009; de Bon *et al.,* 2010; de Zeeuw *et al.,* 2011; Simatele *et al.,* 2012). Livelihoods of the poor should be pillars of planning in the New Urban Agenda. Planning should focus on including all city activities in the city's development agenda to cater for the diversity of a contemporary city. This will create resilient, equitable and sustainable cities (Caprotti *et. al.*, 2017; Cohen and Habron, 2018; Garshagen *et. al.,* 2018; Hague, 2018; Valencia *et al.,* 2019).

The New Urban Agenda focuses mainly on SDG Number 11, where cities are said to be crucible players in attaining SDGs of reducing hunger and creating people-driven development (UN, 2015; 2017; 2010a; 2010b). Urban agriculture is a critical livelihood option for the urban poor as it improves access to nutrition and household food security, hence the need for integration into the urban development agenda (Moyo, 2013; Frayne *et al.,* 2014,). It also helps the urban poor to meet their needs (Garshagen *et al.*, 2018). Hague (2018) further calls for deconstruction of statutory and procedural planning which has failed to include the needs of all urban dwellers, to adopt more responsive planning that addresses changing needs of people. He argues that the colonial pieces of legislation have failed to deal with the problem of rapid urbanisation which has resulted

in urbanisation of poverty. These statutes have kept urban planners out of touch with the realities in their cities (Simatele *et al.,* 2012).

CONCLUSION AND FUTURE DIRECTION

Urban agriculture in Masvingo City has remained outside the city's planning framework as the city has not done anything to promote it. It is, however, widely practised in the city, despite lack of a legal framework to support it. This is contrary to the provisions of the New Urban Agenda which calls for cities to be innovate and proactive in their planning for issues that have elevated themselves to the city's planning agenda. The fulfilment of the New Urban Agenda in line with issues of urban agriculture, therefore, is a pipe dream. The widespread occurrence of urban agriculture in Masvingo City demands inclusion in the city's planning and management system. There is also need to review some of the regulatory instruments to reflect contemporary issues in urban planning. The city has remained guided by out-dated pieces of legislation that exclude other urban planning issues such as those of food security and urban poverty. Masvingo City has not consciously moved forward to support urban agriculture in line with demands of New Urban Agenda. The city has remained guided by old statutes which have since been overtaken by events. These statutes are limiting development and growth of urban agriculture for sustainable and resilient cities.

The New Urban Agenda calls for proactive planning, a planning system that is abreast with the ever-changing urban environments. It calls for innovative planning for the ever-changing urbanity. Some cities, such as Bulawayo, have operating policies on urban agriculture which shows how the city is responding to new urban issues. The Masvingo City legislative framework is prohibitive to activities of urban agriculture, but such livelihood options have proved to be

cornerstones of city resilience and sustainability. Many people are into urban agriculture in Masvingo City as they are growing vegetables (97%), maize (75%), fruits (100%) and these crops are proving handy in supporting household food security. Some households are self-sufficient in vegetables (87%), maize (27%) and fruits (100%), products of illegal urban agriculture. However, Masvingo City's legislation remains rigid and prohibitive and reforms are taking too long to be implemented. The city is, therefore, failing to plan for the needs of its citizens. The city needs to realise that urban agriculture is the livelihood strategy for many urban dwellers, hence there is need to include them in the development agenda. If urban agriculture is included in the city's planning system, proper ways of undertaking urban agriculture are implemented for its sustainability.

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