



Capacity Assessment of the Disaster Risk Management System in Zimbabwe



May 2017

Table of Contents

List of Acronyms.....	4
Executive Summary.....	6
1. Introduction.....	8
1.1. Context and rationale.....	8
1.2. Methodology.....	8
1.3. Definition.....	9
1.4. Assessment team composition.....	10
1.5. Data collection and analysis.....	10
1.6. Methodology for the prioritization of recommendations.....	11
2. Zimbabwe’s Disaster Risk Profile.....	12
3. Capacity Assessment Results and Recommendations.....	14
3.1. Pillar 1. Understanding disaster risk: Assessment findings.....	14
3.1.1. Understanding of key concepts.....	14
3.1.2. Risk monitoring, identification and mapping.....	14
3.1.3. Early warning – early action.....	16
3.1.4. Public awareness.....	17
3.1.5. Primary and secondary education.....	17
3.1.6. Research, training and higher/ tertiary education.....	18
3.2. Pillar 1. Understanding disaster risk: Recommendations.....	20
3.3. Pillar 2. Strengthening governance and institutions to manage disaster risk: Assessment findings.....	23
3.3.1. Legislative and policy frameworks for DRM.....	23
3.3.1.1. Draft DRM Bill (as of 2011).....	23
3.3.1.2. Draft National DRM Strategy (as of 2012).....	24
3.3.1.3. National Climate Change Response Strategy.....	25
3.3.2. Institutional framework and coordination mechanisms for DRM.....	26
3.3.2.1. National level.....	27
3.3.2.2. Provincial and District levels.....	28
3.4. Pillar 2. Strengthening governance and institutions to manage disaster risk: Recommendations.....	30
3.5. Pillar 3. Investing in resilience: Assessment findings.....	33

3.5.1.	DRM mainstreaming.....	33
3.5.2.	Financing and investment in DRM.....	34
3.5.3.	Local-level resilience building.....	35
3.5.4.	Women’s empowerment and gender equality	37
3.5.5.	Agriculture and food security	38
3.5.5.1.	The agriculture sector in Zimbabwe	38
3.5.5.2.	Legislation, policies and strategies regulating the agriculture sector	39
3.5.6.	Heath and WASH	42
3.5.7.	Human mobility	44
3.5.7.1.	Cross-border migration	44
3.5.7.2.	Internal migration.....	45
3.5.7.3.	Refugees	45
3.6.	Pillar 3. Investing in resilience: Recommendations.....	47
3.7.	Pillar 4. Enhancing preparedness for effective response, and building back better in recovery and reconstruction: Assessment findings	48
3.7.1.	Information management and communication	48
3.7.2.	Preparedness and response planning	49
3.7.2.1.	Preparedness and response coordination.....	49
3.7.2.2.	Prepositioning.....	50
3.7.2.3.	Drought preparedness.....	50
3.7.2.4.	Emergency preparedness related to migration.....	51
3.7.2.5.	Emergency preparedness in the mining sector	51
3.7.2.6.	Electrical system preparedness	52
3.7.3.	Disaster response at local level	52
3.7.3.1.	Disaster response in the Bullilima District.....	53
3.7.3.2.	Disaster response in Tsholotsho District	53
3.7.3.3.	Disaster response in Chiredzi District	53
3.7.3.4.	Disaster response in Mwenezi District	54
3.7.4.	Emergency services	55
3.7.4.1.	Fire and rescue services.....	55
3.7.4.2.	Emergency health services	55
3.7.4.3.	Mine rescue services	56
3.7.5.	Post-disaster recovery and reconstruction	56
3.8.	Pillar 4. Enhancing preparedness for effective response, and building back better in recovery and reconstruction: Recommendations.....	58

4. Ranking of Recommendations by Priority for Implementation.....	61
4.1. Top priority recommendations	61
4.2. Medium priority recommendations.....	64
4.3. Low priority recommendations.....	67

Cover image credit: CADRI Team, Capacity assessment mission, 20-31 March 2017.

List of Acronyms

AGRITEX	Agricultural Extension Services
AMA	Agricultural Marketing Authority
ARDA	Agricultural and Rural Development Authority
AU	African Union
CAADP	Comprehensive African Agricultural Development Programme
CADRI	Capacity for Disaster Reduction Initiative
CBDRM	Community-based Disaster Risk Management
CBOs	Community Based Organisations
CP	Civil Protection
CSOs	Civil Society Organisations
DCP	Department of Civil Protection
DCPC	District Civil Protection Committee
DRR	Disaster Risk Reduction
DRM	Disaster Risk Management
EDC	Department of Epidemiology and Disease Control
EU	European Union
EW	Early Warning
EWS	Early Warning System
FAO	Food and Agriculture Organisation
GDP	Gross domestic product
GIS	Geographic Information Systems
GMB	Grain Marketing Board
IACCH	Inter Agency Coordination Committee on Health
HCT	Humanitarian Country Team
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
ICT	Information Communication Technology
IM	Information management
I/NGOs	International/ Non-governmental Organizations
IOM	International Organization for Migration
MAMID	Ministry of Agriculture, Mechanisation and Irrigation Development
MDGs	Millennium Development Goals
MEPD	Ministry of Energy and Power Development
MEWC	Ministry of Environment, Water and Climate
MFED	Ministry of Finance and Economic Development
MHCC	Ministry of Health and Child Care
MHTESTD	Ministry of Higher and Tertiary Education, Science and Technology Development
MIC	Ministry of Industry and Commerce
MICIC	Migrants in Countries in Crisis Initiative
MICTPCS	Ministry of Information Communication Technology, Postal and Courier Services
MLGPWNH	Ministry of Local Government, Public Works and National Housing
MLRR	Ministry of Lands and Rural Resettlement
MMIBS	Ministry of Media, Information and Broadcasting Services
MMMD	Ministry of Mines and Mining Development
MPSE	Ministry of Primary and Secondary Education
MPSLSW	Ministry of Public Service, Labour and Social Welfare
MRDPNCH	Ministry of Rural Development and Preservation of National Cultural Heritage
MSD	Meteorological Service Department
MSMECD	Ministry of Small and Medium Enterprises and Cooperative Development
MTID	Ministry of Transport and Infrastructural Development

MWAGCD	Ministry of Women Affairs, Gender and Community Development
NCPC	National Civil Protection Committee
NFNC	National Food and Nutrition Council
NGOs	Non-governmental Organizations
OPC	Office of the President and Cabinet
PCPC	Provincial Civil Protection Committee
POTRAZ	Postal and Telecommunications Authority of Zimbabwe
RDCs	Rural District Councils
RDNS	Rapid Disease Notification System
SADC	Southern African Development Community
UN	United Nations
UNCT	United Nations Country Team
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNISDR	United Nations International Strategy for Disaster Reduction
USD	United States Dollar
VIDCOMS	Village Development Committees
WASH	Water Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organisation
ZERA	Zimbabwe Energy Regulatory Authority
ZESA	Zimbabwe Electricity Supply Authority
ZIMASSET	Zimbabwe Agenda for Sustainable Socio-Economic Transformation
ZIMCHE	Zimbabwe Council for Higher Education
ZIMSTAT	Zimbabwe National Statistical Agency
ZimVAC	The Zimbabwe Vulnerability Assessment Committee
ZINWA	Zimbabwe National Water Authority
ZNCC	Zimbabwe National Chamber of Commerce
ZRBF	Zimbabwe Resilience Building Fund
ZRCS	Zimbabwe Red Cross Society
ZRP	Zimbabwe Republic Police
ZUNDAF	Zimbabwe United Nations Development Assistance Framework

Executive Summary

Zimbabwe is particularly vulnerable to climate induced hazards such as drought, floods and cyclones that can trigger food insecurity as well as disease and pest outbreaks. Climate change has induced increasingly erratic rainfall which, combined with limited adaptive capacities, has resulted in peaks in food insecurity every four to five years. The last two consecutive years of poor rains, compounded by El Niño, have resulted in the worst drought in 35 years. The exposure to natural hazards is compounded by endemic poverty. Underlying risk drivers include rapid unplanned urbanization, construction on wetland areas, land degradation and deforestation.

The capacity assessment of the disaster risk management (DRM) system in Zimbabwe was conducted with a focus on national and sub-national capacities for DRM using the CADRI Capacity Assessment and Planning Tool for Disaster Risk Management developed by the CADRI partner agencies. The Tool supports the assessment of existing capacities of the disaster risk management system in line with the priority areas of the [Sendai Framework for Disaster Risk Reduction](#) (2015-2030).

The assessment was carried out by a multi-disciplinary team composed of approximately 20 representatives from: Department of Civil Protection (DCP), UN agencies from Zimbabwe and international experts deployed through the Capacity for Disaster Reduction Initiative (CADRI) and the United Nations Disaster Assessment and Coordination (UNDAC) system. The assessment comprised interviews with approximately 100 Government and non-Government institutions at central and local levels in 4 districts (Chiredzi and Mwenezi; Bulilima and Tsholotsho).

The assessment findings and recommendations have been structured in the present Report according to the four priority areas (entitled in this report “Pillars”) of the Sendai Framework for Disaster Risk Reduction, as follows:

Pillar 1. Understanding disaster risk

The Sendai Framework Pillar 1 is focused on the degree of awareness and understanding of DRM concepts and practices of all stakeholders involved in the DRM system at all levels. A good level of understanding of DRM at both strategic/ policy level, as well as at operational level is a prerequisite of informed decision-making on DRM in any given country.

Overall, the assessment recommendations focus on consolidating existing risk data, information, and mapping undertaking in various institutions, and at various levels (especially at the local level) with support from partners. Capacity building of key institutions, including the DCP, in various areas related to DRM emerged as a key area covering several recommendations. The reinforcement of DCP capacities in the area of capacity building, including its role in coordinating and consolidating disparate training initiatives taking place particularly at the local level was also highlighted as a key recommendation.

Pillar 2. Strengthening governance to manage disaster risk

The Sendai Framework Pillar 2 outlines the requirements of an effective legislative, policy and institutional system for DRM as enabling factors for the implementation of DRM measures.

Key assessment recommendations related to disaster risk governance in Zimbabwe focus on validating and enforcing legislative and institutional reform. It is recommended that the draft

DRM Bill be passed, disseminated and enforced, triggering measures to reinforce the institutional architecture for DRM in the country. A medium to long term recommendation is for the Government to further explore establishing a single Government entity responsible for the coordination of all aspects of multi-hazard disaster risk management (prevention, mitigation, preparedness, response, and recovery) placed within a suitable Government body that will fully allow it to exert its mandate, has adequate convening power of all relevant Government institutions and partners, and is accountable for effective implementation of its mandate. In the immediate term, however, the assessment made a set of practical recommendations for the reinforcement of existing institutions based on existing resources.

Pillar 3. Investing in economic, social, cultural, and environmental resilience

The Sendai Framework Pillar 3 is centred on the planning and implementation of structural and non-structural measures at sector level to reduce the risk arising from disasters and increase the resilience of at-risk populations.

Overall, the assessment made several recommendations regarding DRM financing and investment, for instance through DRM allocations in line ministries and at sub-national level, through the establishment of fast-track mechanisms in support of rapid disbursement of funding for disaster response operations, and through options for engaging the private sector, the diaspora, as well as tapping into climate financing.

Pillar 4. Enhancing preparedness for effective response, and building back better in recovery and reconstruction

The Sendai Framework Pillar 4 has a specific focus on structures, tools and operational capacities related to disaster preparedness, response, recovery, rehabilitation and reconstruction. When the risk of disasters cannot be reduced, transferred or managed, capacities are needed in order to prepare for, respond to and recover from the impact of disasters.

Key recommendations targeting disaster preparedness and response focus on prepositioning adequate contingency stock of emergency relief non-food items, on establishing stand-by agreements for rapid deployment of emergency aid, and on several measures aimed at consolidating disparate capacities that exist in the country that could reinforce the preparedness capacities overall.

It is expected that the assessment results and recommendations would guide national stakeholders in undertaking necessary steps in the implementation of DRM measures in line with the commitments under the Sendai Framework.

1. Introduction

1.1. Context and rationale

Zimbabwe is particularly vulnerable to climate induced hazards such as drought, floods and cyclones that can trigger food insecurity as well as disease and pest outbreaks. Floods are common in low-lying areas of the country. The Gwayi catchment in the western part of the country has the largest share of extreme flood hazard followed by Sanyati, Mzingwane and Manyame respectively. There are also areas with extreme flood hazard in Runde, Save and Mazowe catchments.

Southern Zimbabwe is frequently hit by droughts and dry spells that severely reduce crop yields. Climate change has induced increasingly erratic rainfall which, combined with limited adaptive capacities, have resulted in peaks in food insecurity every four to five years. The exposure to natural hazards and climate risks is compounded by endemic poverty. Underlying risk drivers include rapid unplanned urbanization, construction on wetland areas, land degradation and deforestation.

The last two consecutive years of poor rains, compounded by El Niño, have resulted in the worst drought in 35 years. The government declared a state of disaster in February 2016 and it is estimated that 3.3 million people required food assistance between October and December 2016¹.

In response to the UN Resident Coordinator's request to the Board of the Capacity for Disaster Reduction Initiative (CADRI)², the CADRI Partnership organized a scoping mission to Zimbabwe on 14-16 September 2016 with the objective to define the scope, thematic focus, modality and timeline of engagement of the CADRI Partnership in Zimbabwe. The scoping mission findings have informed terms of reference for the capacity assessment of the disaster risk management system in Zimbabwe. The capacity assessment achieved its objectives: (i) Providing a comprehensive multi-sectoral analysis of existing capacities, needs and gaps of the DRM system in Zimbabwe; (ii) Providing a snapshot of risk and early warning information available across government and partners; and (iii) Proposing recommendations for reinforcement of capacities. The results of the capacity assessment process are enclosed in the present report.

1.2. Methodology

The CADRI Partnership, drawing upon the diversity of expertise of its members, has supported the assessment of capacities across relevant sectors at national and local level in approximately 30 countries to date³. Over the past two years, CADRI has conducted three joint missions with the United Nations Disaster Assessment and Coordination (UNDAC) system, Zimbabwe being the fourth.

The capacity assessment of the DRM system in Zimbabwe was conducted with a focus on national and sub-national capacities for DRM using the CADRI Capacity Assessment and Planning Tool for Disaster Risk Management developed by the CADRI partner agencies. The Tool was developed in order to support the assessment of existing capacities of the disaster risk management system in any given country in line with the priority areas of the [Sendai Framework for Disaster Risk Reduction](#) (2015-2030). It is expected that the assessment results and recommendations therefore guide the Government of Zimbabwe in undertaking necessary steps in the implementation of its commitments under the Sendai Framework.

¹ Zimbabwe Vulnerability Assessment Committee, 2016 Rural Livelihoods Assessment.

² www.cadri.net

³ More can be found at: www.cadri.net.

The CADRI Tool is divided into a generic Disaster Risk Management questionnaire which is structured according to the 4 priority areas of action of the Sendai Framework (one of which is specifically focused on disaster response preparedness) and a number of sectorial modules⁴. For the Zimbabwe assessment, the Health; Agriculture and food security; Human mobility; and WASH sectors were prioritized, and the corresponding assessment tools were used. The UNDAC questionnaire complemented the CADRI tool in the area of emergency preparedness and response.



Figure 1. Sendai Framework for Disaster Risk Reduction (2015-2030)

1.3. Definition

The definition of disaster risk management used in this report is based on the international United Nations International Strategy for Disaster Reduction (UNISDR) terminology, referring to the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses⁵.

Disaster risk management actions can be distinguished between prospective disaster risk management, corrective disaster risk management and compensatory disaster risk management, also called residual risk management.

Disaster (or emergency) management, on the other hand, is defined as organization, planning and application of measures preparing for, responding to and recovering from disasters⁶. A holistic understanding of disaster risk management thus comprises: prevention, mitigation, preparedness, response, recovery and reconstruction.

In this report, the term “disaster risk management” is used interchangeably with “disaster risk reduction”.

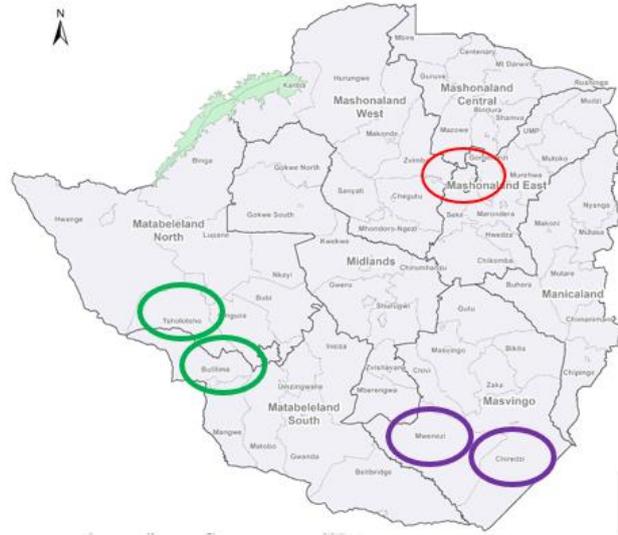
⁴ Health; Infrastructure; Agriculture and food security; Human mobility; Education; Environment; WASH; Nutrition; Climate services.

⁵ Source: UNISDR Terminology, 03 February 2017 update, available at: <https://www.unisdr.org/we/inform/terminology#letter-d>

⁶ Idem.

1.4. Assessment team composition

The assessment was carried out by a multi-disciplinary team composed of approximately 20 representatives from: Department of Civil Protection (DCP), UN agencies from Zimbabwe and international experts deployed through the CADRI Partnership and UNDAC system (experts from national and local disaster management authorities from Malawi, South Africa and Australia) (see Figure2 below).



The assessment team was divided into 4 sub-teams covering the central level (2 sub-teams) and the 4 districts (one sub-team covered Chiredzi and Mwenezi; and one sub-team covered Bulilima and Tsholotsho).

Government representatives:	<ul style="list-style-type: none"> •DCP •Provincial Representatives
UN System in Zimbabwe representatives:	<ul style="list-style-type: none"> •WFP, UNDP, FAO, UNICEF, UNFPA, WHO, UNESCO, IOM
CADRI/ UNDAC international team:	<ul style="list-style-type: none"> •UNDP/ CADRI, IOM RO, OCHA RO, FAO RO, WHO RO •UNDAC Malawi, South Africa, Australia

Figure 2. CADRI Capacity Assessment Team composition

1.5. Data collection and analysis

The assessment was a comprehensive exercise: approximately 100 Government and non-Government institutions were met at central and local levels in 4 districts (Chiredzi and Mwenezi; Bulilima and Tsholotsho) (see Table 1 below).

In addition, the assessment team also held focus group discussions with around 80 community members. The assessment analysis and recommendations are based on the views expressed by approximately 190 individuals met.

Table 1. Number of stakeholders consulted during the assessment

	Number of Governmental institutions met	Number of other institutions met (UN, IFI, bilateral, RC, I/NGOs)	Number of individuals met
Central level	21	20	110
Local level (Province, District)	52	10	82
TOTAL	73	30	192

1.6. Methodology for the prioritization of recommendations

Recommendations were categorized by urgency (how urgent is it to work on this issue) and duration (how long does it take to establish it). For duration, “short” means up to 1 year, “medium” is up to 3 years, “long” is more than 3 years.

After applying the urgency – duration criteria, recommendations were ranked in three priorities:

- Priority 1: Actions with a high urgency and a short duration could be implemented with no or minimal cost as a first step in the next year (“quick wins”).
- Priority 2: Actions with high urgency / medium duration or medium urgency / short duration could be done in a second step, in a timeframe of 1 to 3 years. Resources will need to be specifically allocated for Priority 2 actions.
- Priority 3: Actions with medium priority and medium or long duration could be done in a third step, in a timeframe of 3 to 5 years.

The prioritization exercise was undertaken by the assessment team during the capacity assessment mission through several team meetings. Based on the assessment findings and analysis, the assessment team first developed the recommendations addressing key capacity gaps. After the recommendations were articulated, they were prioritized per the methodology described above. The prioritized recommendations were presented in a national workshop convening approximately 60 individuals from the various institutions interviewed during the mission.

The prioritization of actions should be an iterative exercise whereby the plan/ framework for action can be reviewed regularly to take stock of progress against targets and re-prioritize remaining actions. It is recommended that the prioritized list of actions be complemented by a proper monitoring and evaluation system comprising timeline, baseline, targets, responsible institution(s), implementing agency, partners, required and allocated resources.

2. Zimbabwe's Disaster Risk Profile

Zimbabwe experiences a combination of natural and man-made risks, including drought, flood, HIV/AIDS epidemic, crop pest and diseases, animal disease outbreaks, diarrhoeal diseases, and landmine prevalence in North East Zimbabwe. The section below is drawn from the study entitled "Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis" (UNDP 2016).

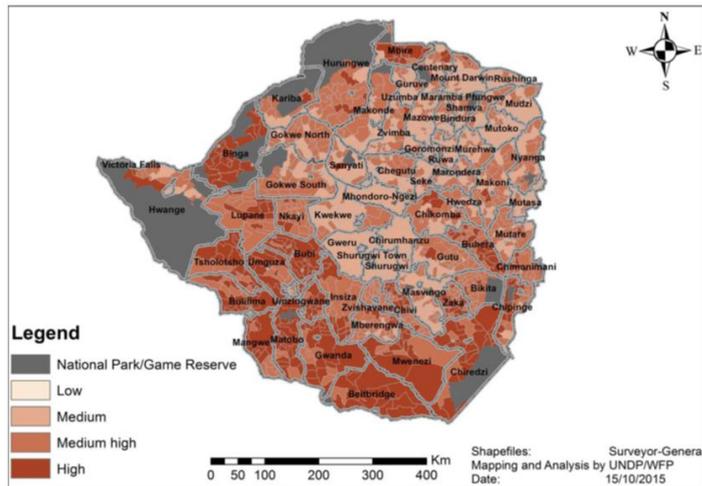


Figure 3. Prevalence of the nine hazards combined (UNDP 2016).

- Drought.** The most common hazards affecting Zimbabwe are drought and midseason dry spells. Drought has caused six of the ten worst natural disasters between 1991 and 2013⁷. Much of Zimbabwe is comprised of semi-arid agro-ecological regions IV and V, characterised by "low and erratic rainfalls and poor soils."⁸ Drought has serious implications on food security and livelihoods. Drought also impacts on water availability for domestic and industrial use and power generation affecting cities and non-agriculture sectors.⁹
- Flood.** Floods occur more frequently, usually every year, and often as a result of cyclones. Recent records also show an increase in violent storms with hail and strong winds which damage infrastructure, property and crops and cause loss of life (i.e., human and livestock). Floods tend to occur in the southern and northern low lying areas of Zimbabwe, in the paths of cyclones, in between river confluences and downstream of major dams. The frequency of floods and droughts is increasing in Zimbabwe as a result of climate change.¹⁰
- HIV/AIDS epidemic.** Although progress has been made in reducing the problem, Zimbabwe still has one of the highest HIV prevalence rates in the world at 15%.¹¹
- Crop pest and diseases.** Another set of hazards of note are the crop pest and diseases due to their effect of reducing yield in affected areas.

⁷ Government of Zimbabwe and UNCT. 2014. Zimbabwe Country Analysis: Working Document. Dated 4 November 2014, cited in UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

⁸ WFP. 2014. Zimbabwe: Results of exploratory food and nutrition security analysis, cited in UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

⁹ UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

¹⁰ Idem.

¹¹ Government of Zimbabwe and UNCT. 2014. Zimbabwe Country Analysis: Working Document. Dated 4 November 2014, cited in UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

- **Livestock disease outbreaks.** Some districts have experienced more animal disease outbreaks in the past 10 years compared to the period 1980-2000. The most common diseases among domesticated herbivorous animals include lumpy skin, rabies, diarrhoea, heartwater, anthrax, and foot and mouth. For poultry, Newcastle and coccidiosis are the major ones identified by the Veterinary Services.¹²
- **Diarrhoeal diseases.** Diarrhoeal diseases include common diarrhoea, typhoid, dysentery and cholera. The main causes of diarrhoeal diseases are limited water and sanitation facilities. Records reveal a number of outbreaks every year which affect production and in some cases lead to mortality. One of the worst outbreaks occurred in 2008 when over 11 000 were affected by cholera countrywide.¹³
- **Landmines.** The north-eastern part of Zimbabwe has a recorded 187 minefields¹⁴ and landmines are a serious threat to human and animal life in these areas. No economic or livelihood activity can be carried out in mining fields hence communities are deprived of economic and livelihood opportunities in these areas.

¹² UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

¹³ World Health Organisation, Cholera in Zimbabwe, 02 December 2008, http://www.who.int/csr/don/2008_12_02/en/ cited in UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

¹⁴ Halo Trust, <http://www.halotrust.org/where-we-work/zimbabwe>, cited in UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

3. Capacity Assessment Results and Recommendations

3.1. Pillar 1. Understanding disaster risk: Assessment findings

3.1.1. Understanding of key concepts

In terms of **understanding key disaster risk concepts**, interaction with members of the National Civil Protection Committee composed of representatives of various line ministries, I/NGOs, UN agencies showed that many members have a good understanding of disaster risk in their sectors and know what DRM means for their own area of competence. Interviews conducted with personnel of line ministries and technical departments that are regularly involved in DRM equally showed that staff have a good command of the topic as it relates to their expertise.

Awareness on DRM is less common in line ministries that are not directly involved in drought, flood or health emergency response, thus indicating a real need for further awareness raising and training on DRM concepts. For instance, interviews indicated that focal points involved in development planning at Provincial or District levels, such as the Regional Economists in charge of overseeing the development of District and Provincial Development Plans, do not receive systematic training on DRM or related issues. Targeted and systematic capacity building of key personnel involved policy making (at national level) or in planning (at national and sub-national levels) has therefore emerged as a key recommendation.

3.1.2. Risk monitoring, identification and mapping

Several **hazard/ risk identification and mapping** initiatives have been undertaken by Government with support from partners. For instance, hazard maps have been developed with support from WFP and UNDP under the Zimbabwe Resilience Building Fund (ZRBF) in 2015. These maps could be instrumental in national and sub-national planning¹⁵.

A **national agricultural hazard risk profile** was developed in 2015 by the Ministry of Agriculture, Mechanisation and Irrigation Development (MAMID) with support from FAO. The profile identifies key hazards affecting Zimbabwe, hazard geo-location, seasonality, frequency and severity, as well as community vulnerability profiles, early warning systems and community coping capacities. The hazard risk profile is a valuable tool in preparedness and early warning modelling.

The Department of Livestock and Veterinary Services of the MAMID has a **livestock disease surveillance system** for tracking imminent disasters related to livestock. The system is not robust enough, which calls for investment in skills development and adequate equipment. The department is applying GIS in mapping risks related to Foot and Mouth Disease, anthrax and rabies. Metrological data is not readily available. The existing Agriculture Information Management System needs additional financial resources for a central repository to be established and used, and for staff to be trained.

The **Meteorological Service Department (MSD)** monitors weather and climate related risks and shares information with various stakeholders. MSD oversees a network of 50 synoptic weather stations that transmit data every 30 hours, sending information to collecting centres using global telecommunication systems. Out of these, 32 are automatic weather stations (AWS). Ideally, the

¹⁵ http://www.zw.undp.org/content/dam/zimbabwe/docs/Poverty%20Reduction/UNDP_ZW_POV_Hazard-mapping.pdf?download

country should have 60 AWS covering all districts and wards. MSD has a repository of data from 1896-2012. There is however data lag of 5 years due to lack of manpower.

The **Ministry of Health and Child Care (MOHCC)** with support from WHO operates a **disease surveillance tool** to monitor disease trends. Weekly reports are produced from 1,800 health facilities and 8 provincial hospitals. The operational maintenance of the system is weak due to lack of resources. WHO also supports MOHCC with the Rapid Notification System through Rapid Health Assessments.

The **Zimbabwe National Water Authority (ZINWA)** is a parastatal institution which falls under the Ministry of Environment, Water and Climate. The ZINWA has the mandate of distributing potable water to local authorities in towns and settlements. The ZINWA also designs and builds dams, and undertakes assessment of the water status in the country. The ZINWA supplies 530 stations with water and has 342 river monitoring stations. However, not all these stations are used for flood purposes. Only 37 are used for floods purposes. The challenges faced relate to spatial resolution to scale in order to enable monitoring of small dams and reservoirs. Forecast information or outlook is used to predict hydrological conditions that can lead to extreme events. Dam levels are monitored weekly, which constitute more than 80% (149 dams) of the total storage in the country. The monitoring capacity is weak due to inadequate resources. ZINWA has linkages with the Southern African Development Community (SADC) Earth Satellite Observation Monitoring Station and a flood monitoring software is being developed by the University of Zimbabwe.

The **Ministry of Environment, Water and Climate (MEWC)** was established in 2013 and houses four technical departments: Meteorological Service Department, Water Resources Services, Climate Change and Environment, and three support departments (Finance and Administration, Legal and Internal Audit). GIS tools are available in the MEWC although not operational. The Ministry highlighted gaps in terms of available financial resources for implementation of activities. Technical competencies exist across the various units, particularly in terms of policy development.

There are programmes that promote availability of risk data and information. For example, the WFP **Seasonal Livelihood Programming** and **Community-based Participatory Planning**, which allow for stakeholders to plan and identify risks in Zimbabwe. Tools that identify risk and their frequency, and allow communities to prioritize activities are developed through such programmes. Country-wide **flood mapping** has also been completed in 2015, and the results have informed a draft Flood Risk Management Framework. It is important that the Framework be disseminated at all sub-national levels (Province, District, Ward, Village) in flood-prone areas to inform flood risk reduction, mitigation, early warning, preparedness and response.

Other examples of tools developed include the **Integrated Country Context Analysis** (2013-2014) which was developed by WFP for high risk areas. This tool is developed under the form of a calendar and is used by District Authorities for planning. The tool has been used to inform drought-prone communities of the drought cycles. Certain districts have district profiles (for example, Mwenezi), while others are still in the process of developing these profiles which are inclusive of the various risks the specific districts are exposed to.

Gender disaggregated data on disaster vulnerability and impact is still limited in Zimbabwe. The only source cited during the assessment was the report of the Zimbabwe Vulnerability Assessment Committee (ZimVAC). In addition, gender disaggregated data was made available for the people displaced by floods in Tsholotsho, one of the sites visited by CADRI capacity assessment team.

A **High Performance Computer Centre** has been established in 2014 at the University of Zimbabwe to support research. The MSD is using the high performance computers to run numerical weather models used for weather forecasting. It was pointed out that since the MSD started using the Centre, the

accuracy of weather forecasts issued by the department has improved. Improvement in the accuracy of weather forecasts is beneficial to most stakeholders as informed decisions can be made based on the forecasts.

WFP's **vulnerability assessment and mapping (VAM)** capacity is dedicated to seasonal calendar development at district level. VAM specialists also participate in the ZimVAC. WFP also promotes South-South cooperation in food security issues (school feeding programmes, rural transformation, etc.). In this context, a Center of Excellence in Brazil was invited in Zimbabwe. Similarly, an exchange between Zimbabwe and Malawi was facilitated by WFP related to warehouse receipt systems, commodity, etc.

Given the vulnerability of Zimbabwe to food insecurity, the MAMID undertakes two types of **assessments for early warning**: first and second round crop and livestock assessments (February and April) and the food balance sheet supported by COMESA. At times, the results of the Crops and Livestock assessments tend to be delayed, an aspect that mutes their role in early warning. The Food balance sheet analysis, however, sometimes fails to get good quality data especially from the private sector. This compromises the accuracy of the analysis. Trans-boundary mechanisms exist for cross border liaison and information exchange for monitoring of transboundary threats between Botswana, South Africa and Mozambique.

A current UNDP-supported project aims to develop EW messages tailored to the local level, using local languages and focused on preventive actions (drought alerts to farmers, hail storm alerts to farmers and community members).

Surveys that capture **socio-economic vulnerability** include the Demographic and Health Survey 2015 (Zimbabwe National Statistical Agency, ZIMSTAT)¹⁶, the Global Financial Inclusion (Global Findex) Database 2014 (World Bank)¹⁷, the Multiple Indicator Cluster Survey 2014 (UNICEF/ ZIMSTAT)¹⁸, 2016/17 Poverty, Income and Consumption Expenditure Survey (PICES)¹⁹, the 2016 Annual Agriculture and Livestock Survey (ALS).

3.1.3. Early warning – early action

A general early warning system is in place with the MSD disseminating information on **daily, weekly and seasonal weather predictions** through mobile phones, radio and newspapers. The gap which needs to be addressed, however, is the duration, timeliness and accuracy of the information. Information dissemination is also done by the Agricultural Extension Services (AGRITEX) officers as well as through the education system, whereby teachers inform pupils to further relay the message to their parents as not all community members have a cell phone, a radio or have access to print media. In terms of the information relayed through cell phones, the major obstacle is that most of the time the information is in English and Shona language which pose a challenge to certain communities such as the Shangani community in Chiredzi.

The Postal and Telecommunications Authority of Zimbabwe (POTRAZ) has worked on several occasions with mobile network operators to dispatch early warning or early action messages to people at risk. While there is no legal basis in place to ensure full participation of existing mobile network operators (ECONET, NETONE, TELONE) to early warning and preparedness, the results of the voluntary cooperation model have been largely positive. Not all networks are equally engaged and POTRAZ

¹⁶ Source : <http://microdata.worldbank.org/index.php/catalog/2770>

¹⁷ Source : <http://microdata.worldbank.org/index.php/catalog/2516>

¹⁸ Source : <http://microdata.worldbank.org/index.php/catalog/2527>

¹⁹ Source : <http://www.zimstat.co.zw/sites/default/files/img/publications/Finance/Income2011.pdf>

recognized that more work could be done to involve all three major networks to guarantee the widest possible coverage. Warning messages sent by mobile network providers are free of charge.

Monitoring, early warning and early action for **extreme weather events** is supported in Zimbabwe through partners such as the United Nations Educational, Scientific and Cultural Organization (UNESCO). The UNESCO Regional Office is a lead partner in the SADC Integrated Water Resources Management Initiative (SADC-WIN), a programme targeting building resilience to floods and droughts. The overall objective of the programme is to enhance livelihoods, food and energy security in Southern Africa by building resilience to recurrent extreme weather events through improved water security. The programme has four main pillars, one of which is Early warning, Hazard Mapping, Disaster Risk Management. The Early warning, Hazard Mapping, Disaster Risk Management component will include support to prediction and early-warning systems, and information sharing, particularly at community level. It will also address the shortfalls in the architecture, development and communication of early warning systems.

The MAMID uses its extension network, media and radio to disseminate early warning information to farmers. It also has an established communications person in the Ministry.

One major area that needs attention in Zimbabwe is improving early action because early warning is available but it is not translated into any meaningful preventive measures. The ZRBF is one initiative aiming at improving early action based on improved early warning (see [Section 3.5.3. Local-level resilience building](#)).

3.1.4. Public awareness

Public **awareness** activities are undertaken by a multitude of actors in Zimbabwe: DCP, the Red Cross Movement, national and international NGOs and development partners. Some NGOs, such as Dan Church Aid, have been training communities at ward level in community-based disaster risk management (CBDRM) and supported the development of DRM plans. Various NGOs have developed and have been using different training manuals in their community-based activities. In order to enhance consistency and standardization of training, the DCP with support from partners produced DRM training manuals targeting District Civil Protection Committees, schools and communities.

At the national level, DCP participates in the commemoration of the **International Day for Disaster Reduction**. The Department also organizes training programs at Provincial, District and community level. Awareness campaigns are also conducted targeting vulnerable communities. However, limited resources hamper the regularity of such events, and the full coverage of at-risk districts and communities.

The MOHCC uses various communication mechanisms to communicate health risk information to the public. This includes its network of health centres, radio and other electronic devices.

3.1.5. Primary and secondary education

The assessment team was not able to meet the Ministry of Primary and Secondary Education during the mission. However, review of secondary data and interviews with international organizations such as UNICEF provided valuable insight regarding the status of the education system in Zimbabwe.

At **legislative and institutional level**, work on aligning the Education Act with the 2013 Constitution is underway, awaiting public consultations to be held throughout the country. The Inter-Ministerial Team, led by the Ministry of Justice, Legal and Parliamentary Affairs, has been coordinating these

consultations from November 2016 to February 2017. In the absence of a finalized Education Act, relevant statutory instruments and policies that guide the development of the sector cannot be finalized. There is also a need to finalize and adopt the existing draft of the School Health Policy and to expedite the review of the Life Skills, Sexuality, HIV and AIDS Strategy (2012 to 2015) to reflect priorities for 2017 to 2020²⁰.

According to the 2016 One UN Zimbabwe Country Results Report, **primary and secondary school completion** rates increased. Children from the most disadvantaged communities have expanded access to secondary education. The equity gap in access narrowed, for instance, lower secondary gross-enrolment rates among the 10 lowest performing districts rising by almost 6 %points against the national average of 1.5 % points. While **gender parity** in access was maintained at 1.00, when it comes to pass rates, girls continued to outperform boys (Females: 45.29% and Males: 40.43%). At Early Childhood Development level, 54.0% of teachers were trained, a significant rise from the 2015 figure of 32.7%. The UN has supported the country to consolidate this process by ensuring that the education sector is able to provide quality and equitable services.

The UN, with the support of partners, distributed school improvement grants worth just over USD 9.5 million to support 3,159 of the most disadvantaged schools, benefitting over 50,000 learners by improving the learning environments for children by narrowing the equity gap in access to education.²¹

The Government of Zimbabwe has launched a program to Integrate Disaster Risk Management in the education system, which addresses the current lack of DRM content in the primary or secondary education curriculum. DCP, the Ministry of Primary and Secondary Education, and the Ministry of Higher and Tertiary Education, with support from partners, have developed a “Training Manual for Schools” and a “DRM Resource Book for Educational Institutions in Zimbabwe” which have been distributed widely, and have encouraged teachers to use in their own subject matters.

According to the Climate Change Response Strategy²², **climate change** issues are included in the mathematics, science and social sciences classes. At Primary Level, since 2014 a new Agriculture syllabus taught from Grade 4 to 7 has been developed and includes climate change. The Environmental Science syllabus that is taught at Grades 6 and 7 also includes climate change issues. The colleges will need to review the content of the carrier subjects such as Geography, Environmental Science, Physics and Civil Education and integrate climate change and DRM issues. The syllabus for agricultural colleges will also need to be reviewed.

3.1.6. Research, training and higher/ tertiary education

Higher and tertiary education, research, science, innovation and technology are regulated by the mandate of Ministry of Higher and Tertiary Education, Science and Technology. Currently there are 20 Universities in Zimbabwe, 14 of which are public and 6 are private. There are also 8 Polytechnics, 13 Teachers Colleges and 5 Industrial Training Colleges spread across all provinces. Research in DRM is being undertaken at some of the universities. One of the universities, Bindura University of Science and Technology, has recently become a Centre of Excellence in Lightning.

Curriculum development varies depending on the type of higher and tertiary institution. Universities are semi-autonomous, hence they design their own curriculum under the overall guidance of the

²⁰ Source: 2016 One UN Zimbabwe Country Results Report.

²¹ Idem.

²² Source :

<http://www4.unfccc.int/sites/nama/ layouts/UN/FCCC/NAMA/Download.aspx?ListName=NAMA&Id=162&FileName=Climate%20Change%20Response%20Strategy.pdf>

Zimbabwe Council for Higher Education (ZIMCHE). Universities such as Bindura University of Science and Technology, National University of Science and Technology, Africa University and University of Zimbabwe have disaster risk management programmes and courses within their curriculum. Some of the programmes are done up to PhD levels.

Through its department responsible for polytechnics and teachers' colleges, the Ministry revised the curriculum for **teacher training colleges** to include disaster risk management related subjects, such as health and life skills. Issues such as HIV/ AIDS are also covered. Polytechnics have a compulsory subject which deals with environmental issues. The colleges are using the "Disaster Risk Management Resource Book for Educational Institutions in Zimbabwe" in their curriculum. Teacher training colleges do not have standalone disciplines in disaster risk management but DRM is embedded in the various subjects on offer.

Training colleges have also been trained to undertake drills, such as fire drills, so that students and teachers are in a state of preparedness to know what to do in the event of a disaster. The drills are usually undertaken at the beginning of the college calendar year when new students join the colleges. Colleges are also expected to have evacuation plans in case of a disaster.

DRM courses up to Masters level are offered by certain **higher and tertiary education institutions** in Zimbabwe (e.g. Bindura University of Science Education and the National University of Science and Technology). However, the institutions are faced with financial and logistical challenges to undertake research on new methods of disaster and risk monitoring and management, as well as to undertake awareness campaigns and outreach programmes on DRM.

The **agricultural training** curricula at tertiary level includes risk reduction and prevention aspects such as use of adapted crop varieties and livestock breeds, early maturing varieties, moisture conservation techniques, drainage techniques as well as pest resistant varieties. The flow of information to relevant stakeholders is, however, constrained by the existing resource related challenges within the MAMID.

The Department of Science and Technology in collaboration with the National University of Science and Technology, is developing **technology for purification of water**. The technology is intended to be used by communities in rural areas. It would also be used to purify water when water is polluted during disasters. The ministry has also facilitated training of small scale women miners so that they undertake their mining activities in a safer environment.

The Department of Geography at the University of Zimbabwe uses **geoscience technology**. In 2008, the Department was involved in an African Union project to monitor drought in the SADC region, and has been developing flood monitoring software since 2013. The Department was contracted by SADC to do the capacity needs assessment and Spatial Flood Management Framework for Zimbabwe. The Department was also involved in the process of developing the Climate Policy for Zimbabwe which was adopted in March 2017. It assisted to develop a Drought Mitigation Strategy for Zimbabwe which was approved by MAMID and supported by FAO.

3.2. Pillar 1. Understanding disaster risk: Recommendations

Please refer to section [1.6. Methodology for the prioritization of recommendations](#) for detailed description on how the recommendations have been ranked.

Please refer to chapter [4. Overview of recommendations ranked by priority for implementation](#) to view all recommendations ranked by priority for implementation: Priority 1 (top priority) – Priority 2 (medium priority) – Priority 3 (low priority).

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
1.	Establish a dedicated information management (IM) ²³ capability within DCP through: (i) human resources (dedicated staff), (ii) technical capacities (training of the staff in IM), (iii) equipment (computers, internet connection).	SFDRR 1 and 4: Information management; Capacity building	High	Medium	1
2.	Re-activate and maintain the existing web-based platform disaster information management system (http://dcpzim.org) that could be used to collect, store and provide access to various reports and resources related to DRM.	SFDRR 1 and 4: Information management	Medium	Medium	2
3.	Ensure the hazard maps are regularly updated and located in an online database freely accessible (for instance, ZIMSTAT or http://dcpzim.org).	SFDRR 1 and 4: Hazard and risk identification and mapping; Information management	Medium	Long	3
4.	Populate existing disaster loss and damage database by digitizing existing records. Ensure linkage with ZIMSTAT databases as well as that of the University of Zimbabwe.	SFDRR 1 and 4: Hazard and risk identification and mapping; Information management	Long	Long	3
5.	Train local staff on IM (District and Provincial CP Committee member/ focal point/ future DRM dedicated staff).	SFDRR 1 and 4: Information management; Capacity building	Medium	Medium	2
6.	DCP to develop data collection, analysis, and information dissemination protocols in cooperation with relevant institutions (MSD, academic institutions, MAMID, MOHCC, ZINWA, etc.) through which relevant stakeholders can receive data and information free of charge to ensure proper early warning and early action.	SFDRR 1 and 4: Risk monitoring; Information management	Medium	Medium	2
7.	Downscaled/ Local hydro-meteorological equipment needs to be fully operational (50 stations are currently functional, which represents 30% of the necessary coverage) and feed into the High Performance Computing Centre (Department of Geography	SFDRR 1 and 4: Risk monitoring	Medium	Long	3

²³ Information management includes data collection, analysis, dissemination, storage, mapping.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
	at the University of Zimbabwe) to enhance accuracy of forecasts and early warning alerts.				
8.	Establish community-based EWS for droughts, disease outbreaks, floods, etc. through: introducing low-cost monitoring systems; incorporating relevant indigenous knowledge; training community members to monitor and send alert by mobile phone to local authorities; local authorities should be responsible for alerting the at-risk communities and key stakeholders (including from neighboring geographical, i.e. horizontal coordination).	SFDRR 1 and 4: Early warning	High	Medium	1
9.	Early warning messages by SMS, radio or other means of transmission should be tailored to each ecological or hazard-prone zone and audience (not generic), and transmitted in local languages specific to the target area.	SFDRR 1 and 4: Early warning	High	Medium	1
10.	All presently active telecommunication service providers should be used in the dissemination of EW alerts to ensure maximum coverage of local at-risk communities.	SFDRR 1 and 4: Early warning	High	Short	1
11.	ZERA/ ZESA should consistently disseminate security and warning messages for handling the electrical network and appliances in case of disasters to all levels, particularly at local level. ²⁴	SFDRR 1 and 4: Early warning	Medium	Short	2
12.	Ensure that the risk mapping for the agriculture sector conducted by MoA with support from partners is disseminated at all levels (district, province, ward, village) and used in local planning processes.	SFDRR 1 and 4: Hazard and risk identification and mapping	Medium	Short	2
13.	Make use of existing hazard maps (undertaken with support from partners in 2015) in local planning.	SFDRR 1 and 4: Hazard and risk identification and mapping	Medium	Short	2
14.	Conduct risk mapping of transboundary risks.	SFDRR 1 and 4: Hazard and risk identification and mapping	High	Medium	1
15.	Capacitate communities at village level to conduct community-based risk assessments.	SFDRR 1 and 4: Hazard and risk identification and mapping	Medium	Long	3
16.	Increase the capacity of DCP in training (dedicated section – more staff), and develop a training work plan for training to be organized across the country; DCP should have a function to coordinate locally-delivered training by partners; oversight and planning; curriculum harmonization.	SFDRR 1: Capacity building SFDRR 2:	High	Medium	1

²⁴ Such warning messages could include: stay well away from fallen powerlines; unplug all electrical appliances affected by water; do not operate electrical appliances or switches while standing in water or bare feet; have a licensed electrical contractor check or isolate any parts of your electrical installation that have been affected by water; wear synthetic or rubber soled shoes; etc.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
		Institutional arrangements			
17.	Finalize the national DRM manual, using the existing resource book for educational institutions, to be used by all Government and non-government partners delivering training at various levels to have a harmonized approach to training on DRM (DCP lead, partners provide technical assistance).	SFDRR 1: Capacity building	Medium	Medium	2
18.	Strengthen coordination capacity of CP Committees at all levels by including a module on disaster management coordination (including Camp Coordination & Camp Management) in DRM training provided to relevant members.	SFDRR 1: Capacity building	Medium	Medium	2
19.	Provide DRM training to the Regional Economists who oversee the development of Provincial/ District/ Ward/ Village development plans to make sure they facilitate the integration of DRM in these plans.	SFDRR 1: Capacity building	Medium	Medium	2
20.	Scale up DRM training for District, Provincial and Community Development Officers.	SFDRR 1: Capacity building	Medium	Medium	2
21.	Mainstream gender and social inclusion issues in DRM training.	SFDRR 1: Capacity building	Medium	Medium	2
22.	Centralize training targeting fire, rescue and emergency medical technicians at the national level.	SFDRR 1: Capacity building	Medium	Long	3
23.	Scale up awareness campaigns in risk-prone communities on DRM.	SFDRR 1: Community awareness	High	Medium	1
24.	The Ministry of Higher and Tertiary Education, Science and Technology to introduce DRM as a standalone subject in teachers' colleges.	SFDRR 1: Education/ Teacher training	Medium	Long	3
25.	Equip education institutions at all levels with the minimum preparedness and response equipment, plans and training (i.e. fire extinguishers; first aid kit; response/ evacuation plans; business continuity for education plans; etc.).	SFDRR 1: Education SFDRR 4: Preparedness	Medium	Long	3
26.	Nominate focal points responsible for safety and health in educational institutions whose role would be to continuously inform the students and teaching cadre on risk reduction and preparedness measures in the event of a disaster.	SFDRR 1: Education SFDRR 4: Preparedness	Medium	Long	3
27.	Undertake a mapping of post-graduate education courses related to DRM, and utilize the results to inform new curriculum design and development.	SFDRR 1: Education/ Post-graduate	Long	Long	3

3.3. Pillar 2. Strengthening governance and institutions to manage disaster risk: Assessment findings

3.3.1. Legislative and policy frameworks for DRM

The **legislative framework for disaster risk management** in Zimbabwe is currently guided by the Civil Protection Act of 1989. This indicates that, as far as the legal base is concerned, the DRM system in Zimbabwe is predominantly focused on civil protection and emergency management, as opposed to a holistic approach to DRM.

3.3.1.1. Draft DRM Bill (as of 2011)

A **draft DRM Bill** has been under development since the early 2000s with the intention to update and eventually supersede the Civil Protection Act. The DRM Bill has been revised on three occasions, however it is still not endorsed. The CADRI team was provided with a copy of the 2011 version of the bill. Interviewees indicated that the original 2003 version is presently the version most closely resembling any Bill likely to be put forward. The CADRI team has not been provided with a copy of the 2003 Bill.

A review of the 2011 Bill indicates that although not aligned with the Sendai Framework for Disaster Risk Reduction, the Bill as it stands provides a reasonable level of detail and covers most aspects that would normally be incorporated in a legislative document of this kind.

A few observations geared towards improving the draft Bill are worth noting:

- **Committees:** The number of committees referenced in the bill is significant although it is noted that they cover all levels of Government. Membership of these committees at all levels is also significant. At the national level for instance, the Cabinet Committee on Disaster Risk Management is listed in having 25 members from as many ministries. A review of the bill may wish to consider changing the membership of committees to representatives of relevant ministries drawn from Schedule 2, rather than include all institutions listed.
- **DRM responsibilities and functions:** Throughout the bill, the requirement for coordination is alluded to at all levels, but the first specific reference to an authority or person being directly responsible for the overall coordination of a disaster is with the Local Authority Disaster Risk Management Coordinator. This specific responsibility should also be specified at the District level and Provincial levels. The specific responsibility for coordination at the provincial and district levels could either be assigned to the Provincial or District Administrators (or their delegates) or the Provincial/ District Disaster Risk Management Coordinators. This change will ensure that in the event of more than one ward or district being affected, there is someone responsible to coordinate and prioritize support over the entire emergency. This appointment would also be responsible for the management and implementation of all aspects of disaster risk management, as determined by the Disaster Risk Management Platforms. The full range of their responsibilities should be highlighted in the bill.
- **Funding.** The 2011 Bill as it stands has significant costs associated with it in particular the requirement for a minimum of 1% of the national budget to be appropriated for the purposes of addressing disaster risk management. Due to the financial constraints presently facing Zimbabwe, this commitment may need to be amended to reflect a desired end-state but the flexibility to work towards this goal as finances allow.

- **Emergency Services.** The Bill identifies the need for both fire and rescue and ambulances services down to the local authority level. It also identifies the need for a centralized training establishment in order to maximize efficiencies and reduce costs. The introduction of the Bill however would provide an ideal opportunity to highlight the longer-term goal of creating a national fire and rescue service, incorporating ambulance services.

3.3.1.2. *Draft National DRM Strategy (as of 2012)*

A **National DRM Policy** has not yet been developed in Zimbabwe, however a “**civil protection policy statement**” exists, stating that “every citizen of Zimbabwe should assist where possible to avert or limit the effects of a disaster”.

A draft **National DRM Strategy** aligned to the Hyogo Framework for Action was finalized in 2012. The draft Strategy has three Strategic Objectives, and each Objective has several outcomes:

1. Strategic Objective 1: To enhance disaster prevention and mitigation capacity in Zimbabwe. This outcome is to be implemented through: (i) Strengthened DRM institutional and accountability frameworks, trans-boundary cooperation and enforcement of regulations; (ii) Enhanced DRM knowledge and awareness; (iii) Capacity for addressing underlying risk factors and climate change adaptation is enhanced; and (iv) Strengthened risk information and early warning systems
2. Strategic Objective 2: To strengthen national preparedness and response capacity for disaster risk management. This outcome is to be implemented through: (i) Strengthened mechanisms for developing, testing and validating contingency planning; and (ii) Enhanced coordination of response operations.
3. Strategic Objective 3: To enable affected communities to recover from disasters with strong linkages to sustainable development. This outcome is to be implemented through: (i) Improved post-disaster support services for individuals and communities; (ii) Established business continuity and recovery plans following a disaster; (iii) Strengthened mechanisms for rehabilitating, reconstruction and linking recovery to development; (iv) Strengthened mechanisms for learning from past disasters to improve future disaster prevention, mitigation, preparedness, response and recovery.

There are several ways in which the content of the draft **National DRM Strategy** could be **improved**:

- **Sendai Framework alignment.** Aligning the Strategy to the Sendai Framework for Disaster Risk Reduction, including its Strategic Objectives and Outcomes;
- **Reinforce Objectives and Outcomes.** Provide more details on the rationale for the Strategic Objectives and the Outcomes under each strategic objective, as the information provided is very brief for the ambitions of a Strategy (section 5B);
- **National indicators.** Developing a set of national and local monitoring indicators for its implementation;
- **Preparedness.** Expanding the scope of the current Strategic Objective 2 focused on preparedness to include other preparedness and response elements other than contingency planning and coordination for response (See Pillar 4 recommendations in this report);

- **Risk profile.** Placing the detailed information on the risk profile of the country from section 4 to an Annex, and develop a summary risk profile section cross-referencing the Annex. In addition, it is recommended to use the hazard maps developed with support from the ZRBF into the Annex²⁵;
- **Other strategies.** Cross reference the Flood Risk Management Framework and the Climate Change Response Strategy, as well as other sectoral strategies (i.e. environment; natural/water resource management; health; education; etc.).
- **Implementation plan.** Develop an implementation plan that can be annexed to the Strategy. Such plan would also provide a guiding framework for the implementation of DRM activities at local level by I/NGOs and entities of the Red Cross movement, which are presently taking place in a largely un-coordinated manner.

3.3.1.3. *National Climate Change Response Strategy*

The **National Climate Change Response Strategy**²⁶ provides a framework for a comprehensive and strategic approach on aspects of adaptation, mitigation, technology, financing, public education and awareness. It helps to inform Government on how to strengthen the climate and disaster risk management policies. Although Zimbabwe ratified the UNFCCC, the country has no standalone climate change policy and legislation.

The vision of Zimbabwe's Climate Change Response Strategy is "to create a climate change resilient nation while its mission is to ensure sustainable development and a climate proofed economy through engaging all stakeholders recognizing the vulnerable nature of Zimbabwe's natural resources and society". The goal of the Response Strategy is to mainstream climate change adaptation and mitigation strategies in economic and social development at national and sectoral levels through multi-stakeholder engagement.

The Climate Change Response Strategy has seven pillars. Pillar 1 is focused on Adaptation and Disaster Risk Management. The DRM component of the Climate Change Response Strategy comprises two key areas:

1. Disaster Risk Management and Social Infrastructure (Human Settlements)
 - Develop an integrated and co-ordinated approach to reducing disaster risk and to address impacts of climate change through a multi-stakeholder approach.
 - Enhance early warning systems and capacity of hydro-meteorological services to advise on weather related impacts on new infrastructure as well as mitigation of potential damage to existing infrastructure.
 - Review and update policy and by-laws on building standards and codes to make them adaptive to climate change.
 - Invest in climate resilient social infrastructure.
 - Enhance community resilience to climate change.
2. The Role of the Meteorological Services in Climate Change
 - Strengthen the capacity of the National Meteorological and Hydrological Services to carry out research on climate change through improved data collection and management, and climate modelling.

²⁵ Available here : <http://www.zrbf.co.zw/galleries/30/hazard-maps>

²⁶

Source : <http://www4.unfccc.int/sites/nama/layouts/UN/FCCC/NAMA/Download.aspx?ListName=NAMA&Id=162&FileName=Climate%20Change%20Response%20Strategy.pdf>

- Strengthen the documentation of and tapping into indigenous knowledge systems to complement scientific knowledge for climate change forecasting and early warning systems.
- Establish an enabling framework for sharing and disseminating information on climate change (i.e. at provincial, district and ward levels) in the country.

Zimbabwe's Climate Change Response Strategy provides a good example of climate change and climate risk management integration. The future National DRM Strategy should consider the activities outlined in the Climate Change Response Strategy, and complement it, so that the two Strategies reinforce each other at implementation level. DCP should establish closer links with the department in charge of the rollout of the Climate Change Response Strategy in the Ministry of Environment, Water and Climate, and vice versa. A focal point in this department should attend the National CP Committee meetings.

3.3.2. Institutional framework and coordination mechanisms for DRM

The **institutional framework** for DRM in Zimbabwe is guided by the Civil Protection Act of 1989. Currently, the institutional system comprises the following structures:

- National Civil Protection Committee;
- The Department of Civil Protection;
- The Food and Nutrition Council;
- The Zimbabwe Vulnerability Committee;
- Provincial Civil Protection Committee;
- District Civil Protection Committee.
- Emergency Services Subcommittee;
- National Food and Water Subcommittee;
- National Epidemics and Zoonotic Crisis Subcommittee;
- National Resource Mobilization Subcommittee.

Disaster risk management activities in Zimbabwe are predominantly focused on response. Currently, disaster response is divided among two **coordination structures** anchored in two different institutions:

- The National Civil Protection Committee, mainly responsible for flood response and other rapid-onset disasters of natural or man-made origin. The National Civil Protection Committee comprises representatives from all line ministries, NGOs, and International Organizations. The DCP, under the Ministry of Local Government, Public Works and National Housing, plays a secretariat role to the National Civil Protection Committee. More details related to its role and functioning are provided in the section below.
- The National Food and Nutrition Council (NFNC), under the coordination of the OPC, oversees drought management and response. The NFNC works closely with the MSD, which provides early warning information, and the MAMID, which is the implementing arm of drought management and response activities.

Increasingly, experience from various countries shows that division of mandates for DRM generally, and disaster response specifically, across various institutions can hamper effectiveness of interventions and efficiency in using limited human, financial and technical resources. For this reason, a key recommendation emerging from this report is for the Government to consider bringing more cohesiveness in the institutional architecture and coordination mechanisms for DRM. The Government is encouraged to further explore establishing a single Government entity responsible for the

coordination of all aspects of multi-hazard²⁷ disaster risk management (prevention, mitigation, preparedness, response, recovery and reconstruction) placed within a suitable Government body²⁸ that will fully allow it to exert its mandate, has adequate convening power of all relevant Government institutions and partners, and is accountable for effective implementation of its mandate.

3.3.2.1. National level

The **DCP** in the **Ministry of Local Government, Public Works and National Housing** is mandated to coordinate disaster risk management in the country through the Civil Protection Act of 1989. Despite its important mandate, DCP has a lean staff structure composed of a Deputy Director acting as Director, five technical officers, and support staff (driver, personal secretary). In addition, the convening power of DCP with respect to other ministries or departments is at times be limited by some considerations including inter-ministerial hierarchy. The DCP lean structure and hierarchical level makes it difficult for the Department to effectively undertake their coordination role of DRM activities in the country.

The Civil Protection Act of 1989 does not provide for **decentralized structures of DCP**, nor does it make provisions for the CP Committees at Ward and Village levels. However, the draft DRM Bill does make these provisions.

The **National Civil Protection Committee** is a multi-stakeholder committee with a role in multi-sectoral *coordination* having representation from government, non-governmental organisations, United Nations agencies and other development partners and the academia. It is also responsible for providing policy direction on the implementation of disaster risk management activities in the country.

Most Government Ministries interviewed during the assessment are members of the **National Civil Protection Committee**, although the level of representation appeared to vary. While some departments had permanent focal points on the Committee, others appeared to assign ad-hoc focal points to attend meetings of the Committee.

The assessment has also found that certain relevant stakeholders at national level have not been attending meetings of the National Civil Protection Committee. Some did not know that they have a role to play in disaster risk management. This means that their expertise has not been used in dealing with disaster risk management issues in the country. It may also be difficult for such stakeholders to integrate disaster risk management in their sector due to the lack of involvement. DCP should ensure that all relevant stakeholders are part of the National Civil Protection Committee, and that meetings of the Committee are organized regularly (not only in emergency situations).

The Ministry of Local Government, Public Works and National Housing has several other departments in addition to DCP, including Urban Local Authorities, Valuation and Estates Management, Finance and Administration, Architecture and Physical Planning. The **Department of Urban Local Authorities** is responsible for urban local authorities which comprise city, municipality, town councils and local boards. Rural authorities are overseen by the Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage. There are 32 urban local authorities in the country. The department's responsibility is to ensure that there is sound local government through the provision of services to the public. Its mandate is provided by the Local Authorities Act.

²⁷ Small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters, caused by natural or manmade hazards as well as related environmental, technological and biological hazards and risks (as per Sendai Framework definition of risk).

²⁸ Good practice from various SADC countries includes placement of a national DRM agency at supra-ministerial level. For instance, in Zambia, the Disaster Mitigation and Management Unit (DMMU) is located in the Office of the Vice-President; in Malawi, the Department of Disaster Management Affairs (DoDMA) is located in the Office of the Vice-President; in Namibia, the Directorate Disaster Risk Management (DDRM) is located in the Office of the Prime Minister.

Urban local authorities have a role to play in disaster risk management through their responsibility of providing fire and ambulance services. The department monitors and assesses the delivery of services by urban local authorities through service level bench marking. The department also facilitates collaboration between urban councils and other stakeholders, such as mines which are within the councils' jurisdiction. Urban local authorities are members of the National, Provincial or District Civil Protection Committees depending on their location. There is also a committee system within the councils which require strengthening so that they are better prepared for disasters.

Disaster risk management capacity in the **urban councils** is limited. Only 7 city councils, for example, have got fire engines. The rest of the councils don't have fire engines and other basic response services and equipment. There is limited capacity and knowledge in general disaster risk management in urban councils. As such, there is not much being done in terms of risk reduction and disaster preparedness before disasters occur.

The **Department of Physical Planning** in the same Ministry is responsible for spatial planning and development control. It is governed by the Regional and Country Planning Act. The enforcement of the Act and regulations is limited, which resulted in land being utilized inappropriately and by consequence in risk being further created (e.g. construction in wetlands).

The **Zimbabwe Red Cross Society (ZRCS)** existed as a branch of the British Red Cross for 49 years until it was established by an act of Parliament, the Zimbabwe Red Cross Act Chapter 30, in 1981. In 1983, it was recognized by the International Committee of the Red Cross and became a member of the International Federation of Red Cross and Red Crescent Societies. ZRCS operates in all the provinces in Zimbabwe. At present, there are 120 branches, many at ward level. ZRCS is a permanent member of civil protection committees at all levels. The ZRCS network currently comprises 22,000 members. ZRCS aligns to the existing Government structures. However, the lack of a clear and comprehensive DRM policy and related Government DRM structure reduces the effectiveness of the work undertaken by the ZRCS on DRM locally.

3.3.2.2. Provincial and District levels

Institutionally, DCP does not have officers at Provincial and District level and relies on the **Provincial/ District Administrators** and **Provincial/ District Committee** members. It was mentioned that Provincial/ District Administrators have explicit DRM roles in their terms of reference. Other committees are active in all parts of Zimbabwe, such as the Drought Relief Committees or the Community Development Committees. These committees are formed by the same members as the CP Committees.

In terms of coordination, the **Provincial/ District Civil Protection Committee** is responsible for coordinating disaster risk management activities at provincial level. It is chaired by the Provincial Administrator and comprises all government line ministries and departments, non-governmental organisations, urban councils, etc. The assessment has revealed that there is space for improvement in terms of the regularity of meetings and available capacities within the Committees. There is also a need to involve the NGOs more and their role in the coordination structure should be clear.

Committee meetings are usually held quarterly and can be called upon as and when there is need and in the event of a disaster, there is usually an inter-sectoral response. Some good examples of coordination exist when responding to disasters, for example by having a joint registration of beneficiaries where Government and development partners use a single register of beneficiaries.

Notwithstanding the existence of these committees, there is need to strengthen the coordination between district, provincial and national Government institutions, as some processes become bureaucratic even if a disaster is looming. Furthermore, even though structures exist, the resources to manage risk are limited in Zimbabwe and the district level structures do not have sufficient resources that would enable them to respond effectively, e.g. transport or personnel to access wards, which are difficult to access due to the poor road network.

The **Village Development Committees (VIDCOMS)** are the lowest level institutions in the country, but currently do not have the mandate to work actively on DRM. The mandate of VIDCOMS should therefore be expanded to include DRM issues. Many partner organizations are establishing DRM committees at village and ward level, which are not aligned with Government institutions.

The **Red Cross Movement** (including the national Red Cross Society, ZRCS) and international and local **non-governmental organisations** (I/NGOs) are key stakeholders in the DRM system in Zimbabwe. Some of their interventions include social protection (e.g. village savings, loans and cash transfers), preparedness activities (e.g. development of contingency and disaster risk management plans), school based disaster risk reduction and capacity building. The NGOs work at District as well as Ward level. They attend meetings of the District Civil Protection Committee and participate in its activities.

The NGOs work with different government ministries and departments such as Ministry of Agriculture, Ministry of Gender, Women Affairs and Community Development, Ministry of Local Government, Public Works and National Housing, Ministry of Public Service, Labour and Social Welfare, Ministry of Environment, Water and Climate and DCP, among others. Most NGOs undertake vulnerability assessments in their areas of operation before they start implementing a project. For instance, Care Zimbabwe indicated that it has benefited from the Zimbabwe Resilience Building Fund and is implementing a 3-year project which will be completed in 2019.

3.4. Pillar 2. Strengthening governance and institutions to manage disaster risk: Recommendations

Please refer to section [1.6. Methodology for the prioritization of recommendations](#) for detailed description on how the recommendations have been ranked.

Please refer to chapter [4. Overview of recommendations ranked by priority for implementation](#) to view all recommendations ranked by priority for implementation: Priority 1 (top priority) – Priority 2 (medium priority) – Priority 3 (low priority).

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
1.	Short term: Enhancing capacity of DCP based on current mandate (civil protection/ emergency preparedness and response): In the short term, increase capacities of the DCP at the <u>central level</u> in terms of staff, technical capacity, and resources.	SFDRR 2: Institutional arrangements	High	Medium	1
2.	Short term: Enhancing capacity of DCP based on current mandate (civil protection/ emergency preparedness and response): In the short to medium term, reinforce <u>sub-national</u> capacities for DRM by employing dedicated technical staff to cover DRM issues (direct supervision by Provincial Administrator/ District Administrator and technical supervision by DCP). <i>This recommendation can be implemented in a phased approach:</i> 2.1. Post the dedicated DRM staff in high-risk Provinces and Districts; 2.2. Identify existing staff to act as DRM Focal Points until dedicated DRM staff can be sourced in the remaining Provinces and Districts; 2.3. Post the dedicated DRM staff in all remaining Provinces and Districts.	SFDRR 2: Institutional arrangements	Medium	Medium	2
3.	Medium term: Establishing coherent all-of-government approach to DRM in all its aspects (prevention, mitigation, preparedness, response, and recovery): Government to further explore establishing a single Government entity responsible for the coordination of all aspects of multi-hazard ²⁹ disaster risk management (prevention, mitigation, preparedness, response, and recovery) placed within a suitable Government body ³⁰ that will fully allow it to exert its mandate, has adequate convening power of all relevant Government institutions and partners, and is accountable for effective implementation of its mandate. The structure of this institution should also provide for an Emergency Operations Center to be activated in the event of a disaster.	SFDRR 2: Institutional arrangements	Medium	Medium	2
4.	Medium term: Establishing coherent all-of-government approach to DRM in all its aspects (prevention, mitigation, preparedness, response, and recovery): Government to conduct a work force	SFDRR 2: Institutional arrangements	Medium	Medium	2

²⁹ Small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters, caused by natural or manmade hazards as well as related environmental, technological and biological hazards and risks (as per Sendai Framework definition of risk).

³⁰ Good practice from various SADC countries includes placement of a national DRM agency at supra-ministerial level. For instance, in Zambia, the Disaster Mitigation and Management Unit (DMMU) is located in the Office of the Vice-President; in Malawi, the Department of Disaster Management Affairs (DoDMA) is located in the Office of the Vice-President; in Namibia, the Directorate Disaster Risk Management (DDRM) is located in the Office of the Prime Minister.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
	study or functional review to determine the necessary functions and number of additional staff required for the new entity ³¹ .				
5.	The technical DRM Focal Point or dedicated technical DRM staff at Provincial/ District level should assist the Provincial/ District Administrator in coordinating DRM (prevention, mitigation, preparedness, response, and recovery), including at Ward and Village level to avoid fragmentation or duplication of efforts.	SFDRR 2: Coordination	High	Short	1
6.	National, Provincial and District CP Committees should meet regularly to discuss and agree on DRM issues (not only in case of disasters) to ensure that prevention, mitigation, preparedness, response and recovery activities are carried out properly.	SFDRR 2: Coordination	High	Short	1
7.	Use the structures for DRM coordination for climate change adaptation planning and coordination as well.	SFDRR 2: Coordination	High	Short	1
8.	Ensure that the Provincial Administrator or delegated staff coordinates emergency response in the event of an emergency affecting more than one District.	SFDRR 2: Coordination	High	Short	1
9.	Ensure that the District Administrator or delegated staff coordinates emergency response in the event of an emergency affecting more than one Ward.	SFDRR 2: Coordination	High	Short	1
10.	Review the current thematic focus of the existing sectors and ministerial responsibilities to ensure inclusiveness of all key sectors/ thematic areas ³² . This will supersede the existing sub-committees.	SFDRR 2: Coordination	Medium	Medium	2
11.	Revise the draft DRM Bill to align it to the Sendai Framework for Disaster Risk Reduction (holistic DRM approach as opposed to CP/ emergency response) and to integrate provisions for the proposed institutional structure that is manageable within existing national resources.	SFDRR 2: Legislation	High	Short	1
12.	Develop the DRM Policy in line with the above and revise the Strategy for its implementation.	SFDRR 2: Policy	Medium	Short	2
13.	Pass/ Endorse the revised DRM Bill and DRM Policy and commence implementation in support of an effective DRM system in Zimbabwe.	SFDRR 2: Legislation and policy	High	Medium	1
14.	Disseminate DRM Act and Policy at all levels (national, district, province, ward, village), so that all stakeholders are aware of their roles and responsibilities in DRM.	SFDRR 2: Legislation and policy	Medium	Medium	2
15.	Implement the Climate Change Response Strategy (which has a component on DRM).	SFDRR 2: Strategy	High	Long	2
16.	Develop and disseminate the Flood Risk Management Framework (based on the flood risk mapping conducted in 2016) at decentralized levels in flood-prone areas to inform preventive and preparedness actions.	SFDRR 2: Strategy	Medium	Medium	2
17.	Conduct research to strengthen the knowledge base on the link among environment, human mobility and climate change risk to inform the formulation of national policy on DRM and climate change planning.	SFDRR 2: Policy	Medium	Short	2

³¹ Functions should at a minimum include those included in the current draft of the DRM Bill.

³² For instance: Agriculture; Food security; Health; Nutrition; Education; Shelter and camp coordination; WASH; Protection; Logistics and communications.

The following recommendation is relevant for Pillar 2 of the Sendai Framework, as well as for Pillar 1, where it has been presented. Please refer to section [3.2. Pillar 1. Understanding disaster risk: Recommendations](#) as well.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
1.	Increase the capacity of DCP in training (dedicated section – more staff), and develop a training work plan for training to be organized across the country; DCP should have a function to coordinate locally-delivered training by partners; oversight and planning; curriculum harmonization.	SFDRR 1: Capacity building SFDRR 2: Institutional arrangements	High	Medium	1

3.5. Pillar 3. Investing in resilience: Assessment findings

3.5.1. DRM mainstreaming

Development planning in Zimbabwe is guided by the National Development Plan entitled **Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET)** (2013-2018)³³, under the oversight of the Office of the President and Cabinet and benefitting from the technical expertise of the Ministry of Macro-Economic Planning and Investment Promotion. The guiding vision of ZIMASSET is “Towards an Empowered Society and a Growing Economy”. The strategic priorities of ZIMASSET are clustered in four themes: (i) Food Security and Nutrition; (ii) Social Services and Poverty Eradication; (iii) Infrastructure and Utilities; and (iv) Value Addition and Beneficiation.

In 2017, a **ZIMASSET Acceleration Plan 2017-2018** has been developed to support the implementation of the plan over the last biennium. Also in 2017, a concept note for the new development plan (from 2019 onwards) is being developed by a technical inter-ministerial working group coordinated by the Department of Economic Planning and Coordination. ZIMASSET and forthcoming processes are said to support the implementation of international and regional agreements, such as the 2030 Agenda (SDGs), the AU Africa Vision, the UNFCCC agreements, and other AU and SADC policies and planning frameworks. The ZIMASSET development processes are supported the UN, led by UNDP. DRM and climate change issues have not featured highly in the current ZIMASSET. It is, however, intended that these should be given priority in the next phase of the plan.

The Ministry of Macro-Economic Planning also oversees the “**domestication**” of ZIMASSET at decentralized levels. Each local authority (Province, District, Ward, Village levels) is responsible for developing its local development plan, in line with the broader strategic lines set out in ZIMASSET. The Ministry oversees this process through its **Regional Economists** who are placed at Provincial level; each Officer covers 2 Provinces and is responsible to guide local authorities at all decentralized levels down from the provincial level to develop local development plans, to review and to monitor their implementation. The Regional Economists report directly to the Ministry of Macro-Economic Planning. They participate in the Provincial Civil Protection Committee. However, the Ministry noted that the Regional Economists have not received training on DRM.

The **Diaspora Directorate** sits in the Department of Economic Planning and Coordination of the Ministry of Macro-Economic Planning and Investment Promotion. The Department is responsible for policy-making and monitoring of diaspora-related activities. The Department leads the finalization of the National Diaspora Policy supported by the International Organization for Migration (IOM). A few examples of projects identified as a priority by communities through CBDRM approach and implemented using local community participation complemented by diaspora contributions are available. There is an opportunity to facilitate establishment of schemes for mobilization of diaspora financial remittances into community-level resilience building programmes linked to CBDRM planning initiatives as well as adaptation, land rehabilitation and to form a safety net for households vulnerable to climate change, environmental degradation and natural disasters.

The principal development assistance engagement document of the Government and the UN System is represented by the **Zimbabwe United Nations Development Assistance Framework (ZUNDAF)**. For the period 2016-2020, the ZUNDAF is focused on both providing development assistance and addressing residual humanitarian needs. In its first year of implementation, the impact and scale of the El Niño-induced drought necessitated a large-scale humanitarian response through the

³³ Source : <http://www.herald.co.zw/wp-content/uploads/2014/01/Zim-Asset.pdf>

Humanitarian Response Plan (April 2016 to March 2017). Investment in strengthening community resilience is a key priority in order to reduce underlying causes of vulnerabilities and avert future crises.

In terms of other development initiatives with **international partners**, a USD 2.7 billion Interim-Poverty Reduction Strategy Paper was developed with support from the EU, the World Bank and UNDP and with technical support from the UN and launched in September 2016. An Inclusive and Sustainable Industrialization Programme was developed and jointly signed by the Ministry of Finance and Economic Development and UN with a budget of Euro 20.7 million expected to be mobilized.

3.5.2. Financing and investment in DRM

Government budget is managed through the Budgets Department of the **Ministry of Finance and Economic Development** which has a mandate to consolidate and analyse budget requests submitted from state institutions, communicate approved budgets, and monitor the implementation of approved budgets. For each line ministry, the Ministry of Finance receives and then approves an “envelope” budget. Each line ministry is then responsible to distribute the allocated budget among its departments based on existing rules and regulations. Line ministries can also address additional budget requests that need to be justified. The Ministry of Finance can then use the reserve budget to address these requests.

In 2017, the DCP under the Ministry of Local Government, Public Works and National Housing has received an **annual regular budget** of USD 286.000 (representing 0,004 per cent of the Ministry allocated budget). This amount is not adequate for the implementation of DRM activities. The funds are also not used for early recovery interventions or rehabilitation of damaged infrastructure. However, there are times when funds are used for rehabilitation if a donor specifically indicates that the donation should be used for rehabilitation.

To **respond to the 2017 floods**, the DCP requested an additional amount for the flood response, and received USD 1 million additional allocation from the Ministry of Finance. The Ministry of Finance mentioned that a reserve of USD 35 million is available in the Treasury for extra-ordinary budget requests, including for disaster response.

The Ministry of Finance also indicated that funding requests for disaster preparedness or response activities that various line ministries other than the DCP would require need to be sent through the DCP, and not by line ministries themselves.

Local authorities’ budgets are separate from central Government budget; these being composed of local revenue. If local authorities estimate that their current budgets are not sufficient, the Ministry of Local Government, Public Works and National Housing issues “borrowing limits” which are calculated depending on the population of that specific District. When a disaster occurs at urban authority level, the urban council is responsible for disaster response. If the magnitude exceeds the urban council’s capacities, the urban council submits a request for assistance to DCP, which can make use of the National Contingency Fund (or request additional funds to the Ministry of Finance).

Urban councils do not have a budget for disaster risk management. They are, however, expected to implement disaster risk reduction activities using their normal funding. Due to the lack of a budget line for disaster risk management, there is more focus on response than risk reduction. In the event of a big disaster, support for response is provided by the DCP.

The **MAMID** has a budget specific financial support for drought mitigation.

Since a peak in **Official Development Assistance (ODA)** to Zimbabwe was attained in 2012, levels of assistance³⁴ have waned and plateaued in the past years, from over USD 1 billion in 2012 to USD 788 million in 2015³⁵. Top donors include, in descending order: US, UK, the Global Fund, EU, Germany, Sweden, Australia, Denmark, Norway, Switzerland, GAVI Alliance and Japan.

Despite waning ODA levels, the **UN System programme expenditure**³⁶ in Zimbabwe is around USD 400 million per year, the third largest UN development portfolio globally, after Afghanistan and Nigeria.

As far as disaster risk insurance is concerned, Zimbabwe has signed an agreement with the African Risk Capacity (ARC)³⁷, which is a Specialized Agency of the African Union that helps member states improve their capacities to plan, prepare and respond to extreme weather events and natural disasters.

3.5.3. Local-level resilience building

UNDP with funding from European Union and UK Aid launched the **Zimbabwe Resilience Building Fund (ZRBF)** in 2015 to support resilience building activities in most vulnerable districts. The ZRBF is intended to support interventions to building resilience of rural communities through a combination of interventions addressing the relations between hazards, existing social practices, poverty, agriculture and food security and their impact on health, nutrition and access to basic services³⁸.

The ZRBF implementation programme includes three outputs: (i) Application of evidence in policy making for resilience through setting up an independent base of evidence for programme targeting and policy making (including M&E) and promoting capacity assessment and building of central and local government partners to improve application of evidence; (ii) Increasing the absorptive, adaptive and transformative capacities of at-risk communities; (iii) Applying a crisis modifier, namely through the rollout of timely and cost effective response to emergencies through existing safety nets and other relevant programmes.

Three Consortia with a total of 12 member organizations were selected to implement projects in 9 prioritized districts targeting 400.000 people³⁹. ZRBF has committed USD 11.9m in contracts under Output 2 during second quarter of 2016. The disbursements under these contracts will be distributed over a lifespan of 36 months, based on the individual consortia's work plans. The ZRBF seeks to invest in resilience building activities and disbursed over USD 1,520,972⁴⁰ to three consortia with a total of 12 member organizations for work in Binga, Bubi, Chiredzi, Kariba, Mbire, Mwenezi, Nkayi, Umguza and Umzingwane.

The main counterparts of the ZRBF are: MAMID; DCP; the Food and Nutrition Council of Zimbabwe; Department of Social Welfare under the Ministry of Labour, Public Service and Social Welfare; Ministry of Water, Environment and Climate. Institutional capacity assessments have so far been conducted for MAMID in 9 districts where the ZRBF is operating.

³⁴ For all thematic areas/ sectors, not only related to disaster response/ resilience.

³⁵ Source : 2016 One UN Zimbabwe Country Results (page 7).

³⁶ For all thematic areas/ sectors, not only related to disaster response/ resilience.

³⁷ <http://www.africanriskcapacity.org/>

³⁸ The ZRBF was inspired by the drought relief fund in Kenya as well as another related programme in Ethiopia.

³⁹ The ZRBF will be expanding to 9 – 12 more districts which will be approximately one third coverage of rural districts in Zimbabwe.

⁴⁰ With resources being significantly lower than budgeted, there is need to re-focus programmes and projects to adjust the targets for more focused interventions, either by target group or geographical area.

USAID is supporting resilience initiatives of USD 100 million through Amalima and Enhancing Nutrition, Stepping Up Resilience and Enterprise (ENSURE) programmes⁴¹ that are covering 8 districts. ZRBF is not operational in any of these districts to avoid duplication. USAID, among other donors, is supporting resilience building also through WFP's Productive Asset Creation programme (PAC). In 2016, WFP reached approximately 95,000 beneficiaries through its PAC and is planning to reach approximately 113,000 in 2017.

The Matabeleland South Disaster Risk Management Project is an example of **integrated community level disaster risk reduction project** aimed at increasing the resilience of communities to the impact of cyclical and repetitive extreme weather phenomena (drought and floods). The goal of the project was to reduce the risk of disaster and improve preparedness against the effects of catastrophic drought and flood events in Zimbabwe. The project was implemented jointly by the Catholic Relief Services, Caritas Masvingo and Caritas Bulawayo in Matabeleland South.

The Matabeleland South Disaster Risk Management Project was designed to strengthen community, district, and provincial capacities to prepare for and mitigate hydro-meteorological hazards by developing a culture of risk assessment and contingency planning, coupled with improvements to livelihoods systems and community WASH practices that increase their resilience to extreme weather events. Empowerment of women facilitated access to, and control of, resources in a way that was instrumental to improving community resilience.

The project was able cumulatively work with 44,607 household members (20,886 males, and 23,721 females). The project used the CBDRM approach to deliver training, knowledge and strengthen community capacity on risk planning, an effective and inclusive methodology that saw 11,135 (5,599 males and 5,536 females) household members participating in this sector and this formed the entry-point of the project with all other activities building onto this. As a result, 322 DRR committees were formed and trained on CBDRM in the two districts that resulted in improved disaster coordination and relaying of disaster information. These committees established 322 community based DRR plans and these ward plans were compiled by representatives from the various villages during community DRR training workshops.

The project helped establish two Early Warning Systems (EWS) for Matobo and Beitbridge districts for any type of disaster with 500 mobile phones. Forty district-level officials consolidated the DRR and management plans into the District DRM plans and were also involved in the training of participants and consolidation of the 322 Ward plans in the two districts.

In terms of disaster and risk literacy most DCPCs have adequate competencies, but some work still needs to be done at the lower levels. Major gaps relate to lack of resources for the District Civil Protection Committees in terms of all aspects of DRM.

A UNDP-funded project on **Supporting Enhanced Climate Action for Low Carbon and Climate Resilient Development Pathway** seeks to strengthen community resilience and adaptation to climate change through an integrated climate change adaptation and disaster risk management approach, which is gender sensitive and inclusive and sets the basis for climate change mitigation efforts at national, subnational and grassroots levels. Resilience building activities include wetlands management, gully reclamation, reforestation and holistic land management.

⁴¹

<https://www.usaid.gov/sites/default/files/documents/1866/Zimbabwe%20Baseline%20Study%20Report%2C%20June%202015.pdf>

CBDRM planning processes have been piloted in more than 10 districts in Zimbabwe by the DCP with support from IOM, CRS, IRC and other stakeholders. The CBDRM processes were based on 8 participatory steps: situational analysis, hazard assessment, vulnerability analysis, capacity assessment, hazard impact prioritization, strategy mapping and visioning, disaster resilient action planning and monitoring and evaluation. The CBDRM interventions aim to empower communities to better cope with and prevent disasters. With increased knowledge and counter measures of existing hazards, communities learnt that they could come up with effective coping and mitigation strategies.

Another CBDRM approach has been rolled out by World Vision targeting **early warning and preparedness** activities in 25 community based projects in the country⁴². The CBDRM approach has been replicated from the GERANDO Model (Gestão de Risco a Nível da Comunidade). Activities targeted development of community members' capacities in scientific and traditional EWS, identification of local capacities, identification of vulnerabilities and shocks / hazard identification. After the identification process, community members are trained to come up with mitigation plans that will be activated to reduce the impact of both slow on set and sudden on-set disasters.

3.5.4. Women's empowerment and gender equality

Women's leadership and participation in decision making in the public and private sectors has generally remained low, although women's representation in Parliament in the 2013 elections increased from around 17% to a critical mass of 35%, due to the special measure in the Constitution.⁴³

Violence against women continues to be major challenge with 50.8% of women having experienced violence in their lifetime. Zimbabwe has the highest teen age pregnancy rate⁴⁴, with 33% of annual marriages being child marriages. In 2016, Zimbabwe's constitutional court declared the practice of child marriages as unconstitutional.⁴⁵

Implementation of gender equality and women's empowerment agenda in Zimbabwe is regulated by the following policy documents:

- The National Gender Policy (2009-2013) and the Revised National Gender Policy (2014-2019), which comprises a requirement of gender mainstreaming in all line ministries, including in relation to DRM;
- The Broad-based Women's Economic Empowerment Policy (2012-2017);
- The Community Development Policy (2014-2019), which is still in draft.

Gender equality and women's empowerment agenda is placed with **Ministry of Women's Affairs, Gender and Community Development**. The Ministry has relatively extensive capacities at both central and decentralized levels. At central level, the Ministry comprises three technical departments: Women's empowerment (Director, Deputy D, 5 officers), Gender (Director, Deputy D, 5 officers), and Community development (Director, Deputy D, 3 officers). Capacities of the Ministry at decentralized levels are in all 10 Provinces of the country through a Provincial Community Development Officer and an Administrative Officer for the Ministry; in all 73 Districts through District Community Development Officers and 146 Community Development Officers (2 per District). At ward level, there are 1,505 Ward Development Coordinators (in some cases, one WDC covers two wards).

⁴²<http://www.wvi.org/disaster-risk-reduction-and-community-resilience/publication/gerando-community-based-risk-reduction>

⁴³ Source: 2016 One UN Zimbabwe Country Results Report (page 3).

⁴⁴ According to UNFPA, contraceptives are 100% funded by external donors.

⁴⁵ Idem.

The Ministry contributed to the development of a module on “Mainstreaming Gender in DRM in Zimbabwe” for the DRM training manual for schools, led by DCP with support from partners. The Ministry is represented on the ZimVAC process and contributes towards data collection and review of the reports. UN Women is also supporting the participation of the Ministry in this process. In terms of capacity building, the Ministry has an annual training calendar that target Ministry staff at all levels, but also women and women’s groups.

UN partners have supported the Ministry in undertaking certain activities: UNDP and UN Women supported the development of the above-mentioned policy documents, while the United Nations Population Fund (UNFPA) supported the training of 43 participants from 3 Provinces in gender-based violence and safety audits in disaster situations, and funded provision of dignity kits after the Tsholotsho floods (targeted 150 women – out of 850 affected population).

There are 6 independent associations targeting women at National and Provincial levels: women in trade associations, women in agriculture associations, women and skills development associations, women in commerce associations and women in health associations.

The **Zimbabwe Gender Commission** is an independent body created in 2014 based on a Constitutional requirement to monitor the implementation of gender related issues by all institutions in Zimbabwe. The Commission is currently staffed with a Commissioner and technical advisors. At the time of the assessment, the cadre was not fully in place.

3.5.5. Agriculture and food security

3.5.5.1. The agriculture sector in Zimbabwe

Agriculture is the most important economic sector in Zimbabwe, contributing to about 70% of the employment and 13% of the annual gross domestic product (GDP)⁴⁶. Recently, agricultural **productivity** has been decreasing, particularly for small grains and maize crops. Previously controlled prices of maize and other commodities led commercial farmers to switch to non-price controlled cash crops, such as tobacco and cotton⁴⁷. The lack of support services, credit, limited access to inputs such as seeds and fertilizer contribute to low agricultural productivity in rural areas⁴⁸.

Frequent natural disasters such as droughts and floods have further exacerbated poverty levels since rain-fed agriculture as the predominant economic activity of the country is vulnerable to climatic variability. The most common hazards affecting rural Zimbabwe are drought and midseason dry spells. **Drought** has caused six of the ten worst natural disasters between 1991 and 2013⁴⁹. Much of Zimbabwe is comprised of semi-arid agro-ecological regions IV and V, characterised by “low and erratic rainfalls and poor soils.”⁵⁰

⁴⁶ Government of Zimbabwe and UNCT. 2014. Zimbabwe Country Analysis: Working Document. Dated 4 November 2014, cited in UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

⁴⁷ UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

⁴⁸ IFAD. Rural poverty in Zimbabwe. <http://www.ruralpovertyportal.org/country/home/tags/zimbabwe>.

⁴⁹ Government of Zimbabwe and UNCT. 2014. Zimbabwe Country Analysis: Working Document. Dated 4 November 2014, cited in UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

⁵⁰ WFP. 2014. Zimbabwe: Results of exploratory food and nutrition security analysis, , cited in UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

Given Zimbabwe's heavy reliance on rain-fed agriculture and livestock, drought has serious implications on food security and livelihoods. Drought also impacts on water availability for domestic and industrial use and power generation affecting cities and non-agriculture sectors⁵¹.

MAMID with support from FAO undertakes several projects including the control of anthrax; black leg and rabies in rural areas; trans-boundary mechanisms for surveillance (e.g. with Botswana, South Africa and Mozambique); agriculture information systems (AMIS); risk mapping for Foot and Mouth Diseases and other transboundary diseases; production of the Newcastle vaccine and vaccines for tick borne diseases which aim at building the resilience of farmers to livestock diseases. Other resilience and adaptation-focused projects focus on forest management and climate smart agriculture through the promotion of conservation agriculture and drought tolerant small grain and legume crops in order to enhance the resilience of communities to drought. **AGRITEX** has been promoting the use of appropriate risk reduction interventions ranging from promotion of appropriate crops and varieties to vaccination of livestock and other domesticated animals against transmissible diseases.

Resilience building initiatives are promoted by development partners in areas prone to drought through activities such as irrigation and water harvesting, both of which are being promoted through programmes such as Food for Asset and the Zimbabwe Resilience Building Fund. Due to limited resources, interventions at community level are, however, still at a small scale and particularly focused on small dam construction or silt traps.

Crop and livestock **transboundary pests and disease risks** pose a serious challenge to agriculture and food security in Zimbabwe. This is evidenced by the recent outbreak of Fall Armyworm, a new pest to the country and the Southern African region. Lying in the migratory path of wild birds, Zimbabwe is currently threatened by a potential threat from the Highly Pathogenic Avian Influenza which has broken out in parts of East Africa. Capacity in terms of early warning, information flow, as well as laboratory diagnostic and services is limited. These require to be enhanced through training, exposure and linkages to universities and regional centers of expertise.

Land degradation is current in many villages and the communities are not aware of the extent of the risks posed by land degradation. The main cause of land degradation is mainly carelessness as there is lack of respect of recommended agriculture practices. Villagers still practice upstream agriculture and are not repairing contour ridges as there is a general lack of sense of belonging by community members.

3.5.5.2. Legislation, policies and strategies regulating the agriculture sector

Agriculture and food security in Zimbabwe is guided by several direct and cross-sectoral national policies that are aligned to regional frameworks and protocols such as the Comprehensive African Agricultural Development Programme (CAADP), SADC and COMESA Food and Nutrition Frameworks.

In terms of legislation, the following acts regulate the agriculture and food security sector in Zimbabwe:

- **The Grain Marketing Act (1966)** established the Grain Marketing Board (GMB) and provides guidelines that ensure that relevant parastatal reserve around 500000 metric tons grain equivalent as strategic reserves to cushion the country during emergencies. The GMB however faces challenges in meeting its capacity due to the low production levels that Zimbabwe has been facing for a couple of years. Structural constraints such as limitations in access to inputs by farmers, lack of credit facilities, and challenges in accessing cash as well as the aggravating impact of drought and floods contribute to the decline in the country's production capacity.

⁵¹ UNDP 2016. Mapping of Selected Hazards Affecting Rural Livelihoods in Zimbabwe. A District and Ward Analysis.

- The **Agricultural Finance Act (1971)** regulates the financial affairs of the Agricultural Finance Corporation, now AGRIBANK.
- The **Agricultural Marketing Authority Act (1967)** provides for the establishment of the Agricultural Marketing Authority (AMA) to regulate, supervise, develop and administer the marketing of agricultural products.
- The **Agricultural Research Act (1971)** provides for the establishment of the Agricultural Research Council with a mandate to review and promote all aspects of agricultural research in Zimbabwe. The act provides for the development of crop varieties and livestock breeds that are appropriate to meet particular needs (e.g. resistant to certain stress risk factors such as drought as well as pests and diseases). Full implementation of the provisions of this act is however constrained by financial challenges.
- The **Agricultural and Rural Development Authority (ARDA) Act (1971)** outlines the functions and duties of ARDA, including to plan, co-ordinate, implement, promote and assist agricultural development in Zimbabwe.
- The **Control of Goods Act (1954)** enables the President to provide for the regulation of the distribution, disposal, purchase, sale, and the wholesale and retail prices of any commodity, manufactured or otherwise, and of any animal or poultry specified by the President by order, for the control of imports into and exports from Zimbabwe. The provisions this Act and related regulations can thus be evoked in certain situation in order to avert a potential disaster.
- The **Farmers' Licensing and Levy Act (1971)** provides for the licensing of farmers, as well as for the payment and collection of levies on certain agricultural products.
- The **Farmers' Stop-order Act (1964)** provides for the registration by farmers of stop-orders and special stop orders binding their crops and the proceeds thereof.
- **Fertilizers, Farm Feeds and Remedies Act (1953)** provides for the registration of fertilizers, farm feeds, sterilizing plants and certain remedies.
- **The Food and Food Standards Act (1971)** provides for the sale, importation and manufacture for sale of food in a pure state; for prohibiting the sale, importation and manufacture for sale of food which is falsely described. This an important act that minimizes risks associated possible threats from products of sub-standard quality.

Various **policies and strategies** provide sectoral guidance to the Government on specific aspects of agriculture and food security. Zimbabwe has many other agriculture related policies dealing with specific aspects, such as regulation, production, service provision, quality assurance, importation, exportation of agricultural products and marketing. These agricultural policies and strategies synergize with higher policy objectives, such as ZIMASSET. ZIMASSET has programmes dedicated to food and nutrition security. Some of the policies and strategies regulating the sector include:

- The **MAMID's Comprehensive Agriculture Policy Framework (2012-2032)** is the successor to the Zimbabwe Agriculture Policy Framework (1995-2015). This policy highlights role of agriculture in the livelihoods of people as well as its contribution to the Zimbabwean economy. The policy focuses on increasing productivity and production as well as minimizing risks from crop losses through the application of improved technologies to improve national food security.
- **The National Policy and Programme on Drought Mitigation** provides a guide for local level structures (provincial and district) to obtain financial assistance from foreign organizations at for early warning and drought monitoring sentinel sites.
- **The Zimbabwe Drought Risk Management Strategy and Action Plan (2017–2025)** is designed to provide a framework and guidance to support the implementation of suitable drought mitigation practices and interventions. In order to be able to provide an appropriate framework for mitigating the effects of drought, this strategy is based on a number of principles derived from the national policy on drought management and related national documents.

- The **Food and Nutrition Security Policy (2011)** informs the establishment and strengthening of national structures, mechanisms and capacities that move beyond narrow technical interventions to facilitate multi-disciplinary, broad-based collaborative approaches for addressing food and nutrition security in Zimbabwe. It is underpinned by eight non-negotiable principles and Principle 7 is related to DRM: To reaffirm that relief, recovery and development are not sequential but can and should occur simultaneously and places risk reduction and the mitigation of shocks as central, particularly in the context of climate change.
- **The Second Science, Technology and Innovation Policy (2012)** aims to develop innovative approaches that facilitates scientific and technological contributions to the country's development agenda at micro and macro levels. The policy provides for the use of scientific early warning systems and breeding for specific needs such crop and livestock that are tolerant to climate risks such as drought. It also stresses the need to monitor and mitigate threats to the environment, such as pollution and carbon emissions.
- **The Water Policy** provides guidelines for water use and management including for WASH. The policy recognizes the need to put in place micro level mitigation measures to strengthen the capacity of high risk communities to adapt climate change through use of appropriate resilience building technologies and techniques. Among other aspects this policy takes into account the impact of the economic melt-down of the late 2000s and puts focus on guidance to recovery through a number of objectives: (i) to arrest the continued deterioration of the water and sanitation assets; (ii) to develop practical fast-track strategies to achieve recovery of services; (iii) to re-establish the confidence of consumers and water users through the restoration of affordable services; (iv) to clarify institutional functions, responsibilities, and accountability; and (v) to restore the financial viability of Water service institutions.
- **The Irrigation Policy** provides guidelines for the country to increase its irrigation capacity so as to minimize risks, to increase production and productivity and to enhance crop diversification. Implementation of the policy is however hampered by degradation of key irrigation infrastructure, inadequate farmer skills as well as the lack of capital to maintain and undertake irrigated farming.
- **The Forest Policy (2016)** recognizes the multiple functions of and interests in forests and is meant to ensure that they contribute effectively to national development; local economies and environmental protection, including climate change adaptation and mitigation.
- **The draft policy on post-harvest management** provides guidance on storage infrastructure and hermetic facilities. The policy provides guidance on ensuring that the harvested crop is stored and protected in a way that reduces risks from biotic and non-biotic factors. It aims to ensure the preservation of both quantity and quality of produce after harvest.
- **The Energy Policy** looks at sustainable energy issues and incorporates climate change related issues in energy, the environment and agriculture programmes.
- **The Agriculture Marketing and Pricing Policy** provides guidelines on the Agricultural Marketing and Pricing Policies address food security challenges.
- **The National Livestock Development Policy** is aimed at stimulating sustainable development in the sub-sector in order to increase availability of animal-source foods at affordable prices and therefore improve food and nutritional security, enhance employment opportunities, improve rural and national income by improving market prospects for producers and scaling up profit margins.
- The **Zimbabwe Agriculture Investment Plan (2013-2017)**⁵² was designed to increase the production, productivity and competitiveness of Zimbabwean agriculture.

The cohesiveness and effective implementation of these policies would result in a less risky operating environment for agriculture and food security in the country. Most of the policies however do not

⁵² <http://extwprlegs1.fao.org/docs/pdf/zim152671.pdf>

specifically refer to Disaster Risk Management, this perhaps on account of the relatively new nature of the DRR/DRM concept to the development and humanitarian arena in the country.

FAO supports several programmes related to agriculture and food security in Zimbabwe, for instance:

- Forests Sustainably Managed for Communities, Environment and Shocks Resilience;
- Increased Household Food, Income and Nutrition Security Through Commercialization of an Integrated and Sustainable Smallholder Livestock Sector in Zimbabwe.

Zimbabwe has made strides in re-distributing land, however successful utilization of the land will require improvement in access to inputs, credit and working produce markets. The country's production is focused on maize but there is need to diversify by increasing capacity in other enterprises include small grains, small livestock, livestock and small scale value chain addition. This will increase the food security and income base of the vulnerable rural populations. Farmer risks from shocks will need to be reduced through a multi-faced approach that increases the resilience of high risk communities to shocks like drought, floods, pest and diseases. There is need to improve risk surveillance systems in order to inform decision making. Other approaches could include integrated soil management, conservation agriculture, irrigation, water harvesting and effective rangeland management.

Command agriculture is an approach embarked by government to resuscitate the sector. It advocates for great involvement of government in the agricultural sector through support to agricultural inputs, credit, markets and other services for specific crop commodities and farmers. While this could play an important role in stabilizing agriculture and food security in the country. There are however concerns in terms of long term sustainability.

3.5.6. Heath and WASH

In terms of **institutional structure**, the Department of Epidemiology and Disease Control (EDC) in the MOHCC coordinates the management of and response to disease outbreaks and other health related emergencies. Within MOHCC, other departments are involved in emergency response, such as Environmental Health Services, Nutrition, Malaria, Child and Adolescent Health, Pharmacy and Administration departments.

The main **health sector coordination structure** for disease outbreaks is the Inter Agency Coordination Committee on Health (IACCH), chaired by the Director, EDC, and with WHO assuring the secretariat. The IACCH membership includes government ministries including local authorities, UN and NGOs. The Taskforce meeting on Epidemic Prone Diseases is a body whose members are representatives from provinces, local authorities and the private sector. The information generated from this body feeds into the IACCH for resource mobilization and response.

Several legislative acts form the **legal foundation of the health system** in the country. The Public Health Act has provisions for a wide array of public health issues. The Heath Services Act guides the organization of the health system. The public health system of the country operates at primary (rural health facility), secondary (district level), tertiary (provincial level) and quaternary (Central or National) levels and in line with Primary Health Care principles. Primary health care facilities offer the most basic health services, while more complicated cases are referred to higher level institutions until the quaternary level, which offer the most specialized services. There are six (6) quaternary level institutions throughout the country. The total number of health facilities, which include all levels, are about 1,720. Government ambulance services are normally used to refer emergency patients from one level to the other. There are however several private ambulance services that augment government ambulances.

Zimbabwe has a number of **health policies and strategies**, such as the National Health Strategy, Nutrition Strategy, Malaria Control Strategy, among others. The MOHCC has a National Health Strategy and an Emergency Preparedness and Response Plan. The EPR Plan is however outdated and needs to be reviewed. The implementation of the strategy is, however, limited by availability of resources. Several preparedness planning instruments have been developed by MOHCC, notably:

- National Preparedness and Response 5 Year Plan;
- Cholera response plan;
- Typhoid fever response plan;
- Ebola preparedness and response plan;
- Yellow Fever Response Plan;
- Pandemic Influenza Preparedness and surveillance.

The **Rapid Disease Notification System (RDNS)** is a surveillance tool used for the identification of disease outbreaks. A cell phone based SMS software, the Front Line SMS is used in the RDNS. The District Health Information System (DHIS 2) is used to collect all relevant health information from all health facilities in the country. The EDC department has established the National Health Emergency Operating Centre, which is a central point where all information pertaining to the emergency event is received and analysed, event priorities are determined, strategies are developed and critical resources are assigned for tactical operations. This operation centre is, however, still not fully established due to a shortage of resources. The MOHCC recommends that a particular health event be declared a state of emergency, or state of disaster, depending on the magnitude, and the President of Zimbabwe does the declaration.

The EDC coordinates **disease outbreaks** and emergencies in collaboration with UN, NGOs, other departments within the ministry and other government ministries including local authorities and the private sector. Rapid Response Teams were established at national, provincial and district levels to support emergency response at those levels. Ward health teams are established to support disease outbreak response at community level, and the rural health centre coordinates the ward health team activities. The health sector is well linked with and are members of National Civil Protection Committee.

WHO provides technical guidance and updates on new developments regarding disease outbreaks and emergencies in the region and globally. WHO support includes the provision of essential supplies, equipment, training and services (including related logistic support) when needed to address serious, immediate threats to public health and the required assistance is not assured from other sources.

There is a budget line for disease outbreaks and disaster management though not adequate to carry out preparedness and response activities. Inadequate resources, both HR and financial, make it difficult for EDC to coordinate preparedness and response activities. In the health sector, external funding currently constitutes over 50% of the total health spending in the country⁵³.

Coordination for WASH is ensured by the Ministry of Environment, Water and Climate. Emergency Response and Preparedness for WASH interventions are implemented with a focus on addressing prevailing unsanitary living conditions, such as substandard sanitation, inadequate water supplies and poor hygiene practices, which make the at-risk people especially vulnerable to communicable disease outbreaks, in order to protect human life and health. Water Treatment (PoUWT) of drinking water before consumption is considered as an important prevention measure for disease control, among others. Water quality assessment, maintenance of functional sewerage systems and the improvement

⁵³ Source : 2016 One UN Zimbabwe Country Results Report (page 35).

of solid waste management systems are the key measures to prevent disease outbreaks, in addition to interventions targeting water safety and hygiene practices.

The provision of clean portable water is an important element of building the resilience of communities and households to diseases. ZINWA has played a key role in scaling up the number of people with access to clean water as well as in renovation of water infrastructure which is depleted in many cities and towns. Ensuring that water supply systems are functional should be a priority in resilience building for communities. There currently an estimated 7500 small dams in Zimbabwe.

3.5.7. Human mobility

3.5.7.1. Cross-border migration

Zimbabwe is considered a country of origin, transit and destination for irregular migrants in mixed migration flows.

- **Country of origin:** As the economic situation deteriorated, migration became a common coping strategy for Zimbabweans in search of better employment opportunities. The country has seen an accelerated movement of both professionals and semi-skilled workers migrating to neighbouring countries (South Africa and Botswana) and further afield (Canada, the United States, the United Kingdom, Australia and New Zealand). Despite the risks, households from Zimbabwe's southern districts bordering South Africa continue to use irregular migration as a livelihood coping strategy. An estimated 4 million Zimbabweans are believed to have migrated from Zimbabwe.
- **Country of transit:** Being the last country before South Africa, Zimbabwe is dealing with increased flows of irregular migrants including from Somalia, Ethiopia, Eritrea, Burundi, Rwanda, Democratic Republic of Congo, Uganda, Cameroon, Nigeria, Malawi and Ghana, who are intercepted by the authorities and detained for immigration regulation violations.
- **Country of destination:** Approximately 400,000 migrants (mainly from SADC region) are living in Zimbabwe.

The Government, with assistance from IOM, is working on developing comprehensive and coherent legal, institutional and policy framework to strengthen its capacity for effective **migration management**. Coordination mechanisms such as Inter-Ministerial Committee on Migration, Provincial Development Committee, Rural District Development Committees and land allocation Committees have been established and play an important role in the management of humane and dignified returns for migrants as well as support to the management of sustainable reintegration.

The establishment and strengthening of **Inter-Governmental Cross Border Migration Management Stakeholder Forums** between Zimbabwe and South Africa, Zimbabwe and Zambia to the North, Zimbabwe and Mozambique to the East plays an important role in improved cooperation between governments on issues of unaccompanied minors, Third Country Nationals and other migrants in mixed migration flows. The moratorium signed between South Africa and Zimbabwe, which regularize the stay of Zimbabwean labor migrants in South Africa is coming to an end in December 2017. The fate of over 200,000 Zimbabweans who have been allowed to work in South Africa on the basis of this Special Permit is unclear as there is uncertainty if the permit will be renewed and thus risk of the country being confronted with massive returns of migrants, facing the longer-term consequences of unemployment, loss of remittances, and other re-integration challenges.

At operational level, IOM, in close coordination with the Government and relevant Embassies in Harare, is undertaking various activities to tackle migration issues such as: providing humanitarian and protection assistance for returned Zimbabweans from South Africa and Botswana, direct assistance to

vulnerable stranded migrants including through the provision of assisted voluntary return to several countries; reintegration support to Zimbabwean Victims of Trafficking (e.g. from Kuwait).

However, there are limitations when it comes to **migration flow monitoring data and analysis** that highlights the factors driving migration (e.g. economic, social, environmental, climate change etc.), for ensuring evidence-based data is used for designing strategies to address the root causes of migration in a comprehensive and holistic way.

3.5.7.2. Internal migration

In Zimbabwe, rapid and slow onset disasters cause internal displacement. The mobility consequences of the Tokwe Mukosi flooding disaster and the recurring floods in the Zambezi valley and other districts including Tsholotsho, Mt. Darwin, Mbire, Chipinge, Chiredzi and Muzarabani, are a few recent examples of how disasters result in large-scale population movements.

Rural to urban migration is also on the rise due to drought as people search for alternative livelihoods. However, many urban areas in Zimbabwe do not have the capacity to sustain increased inflows of people. Such rural-urban migrants end up in the city's slums, earning the bare minimum in the informal sector, if any. The slums are severely overcrowded and lack basic necessities such as proper drainage systems, resulting in water logging during the rain seasons and lack of services such as electricity, safe drinking water and proper sanitation facilities which implies a serious health hazard. Most residents of such slums also face the constant fear of eviction, given that most of the slums are located on privately owned land, with women especially vulnerable to exploitation and abusive practices.

The rapid urbanization and ad hoc expansion of settlements in urban areas are compromising living conditions and the safety of people residing in informal settlements and there is a need to build urban resilience in informal settlements through disaster risk reduction measures targeting existing hazards at shelter and settlement level.

Currently there is no system in place to regularly monitor and track population movement and their mobility induced evolving needs in order to inform timely and ensure a targeted multi-sectoral DRR response and programming.

3.5.7.3. Refugees

Currently 10,493 refugees are being hosted in Zimbabwe. Most refugees are from DRC but from several other countries as well. For instance, the cessation of status of Rwandan refugees comes into force at end of 2017, but the refugees are reluctant to return to their country of origin and local integration doesn't seem to be an option.

Due to encampment policy in Zimbabwe, most refugees (app. 90%) are living in Tongongara refugee camp in Chipinge District. However, about 10% are living in urban areas, involved in informal businesses. Tongongara refugee camp was established in 1984, in a flood prone area. There is no specific early warning, contingency plan or DRM trainings targeting the refugees, but the refugee camp and refugee populations are part of the relevant district plans and local DRR coordination structures.

The **Zimbabwean Refugee Committee** under the Ministry of Labour, Public Service and Social Welfare⁵⁴ and managed by a Commissioner for Refugees assigned to oversee the implementation of the Refugees Act. The United Nations High Commissioner for Refugees (UNHCR), the UN Refugee

⁵⁴ <http://www.mpssw.gov.zw/>

Agency, assists the work of the Ministry under its mandate to protect and support refugees and asylum seekers. It is assisting the refugees through a multi-sectoral approach (shelter, food assistance, WASH, camp management, education, health etc.) and working with several partners. The 2017 UNHCR budget is USD 2.5 million, which is not sufficient. There are issues when it comes to facilities at camp (e.g. shelters) and many refugees are vulnerable and in need of improved services. While overall options for self-reliance are rather limited, some livelihoods initiatives targeting both refugees and local communities living in the area are on-going.

In addition to the refugees living in the camp, about 5,000 Mozambican nationals are at the border, hosted within communities, out of which 800 are relocated to the camp. UNHCR doesn't encourage the Mozambicans to move to the camp as they have freedom of movement while living in the border areas. In addition, UNHCR doesn't have sufficient resources for providing support to this additional caseload. An inter-agency assessment at the border has been carried out and an inter-agency appeal under development. Currently, no tripartite agreement for repatriation of Mozambican nationals is in place.

3.6. Pillar 3. Investing in resilience: Recommendations

Please refer to section [1.6. Methodology for the prioritization of recommendations](#) for detailed description on how the recommendations have been ranked.

Please refer to chapter [4. Overview of recommendations ranked by priority for implementation](#) to view all recommendations ranked by priority for implementation: Priority 1 (top priority) – Priority 2 (medium priority) – Priority 3 (low priority).

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
1.	Scale up community-based DRM initiatives to build resilience of at-risk communities.	SFDRR 3: Community resilience	High	Medium	1
2.	Scale up water security measures in drought-prone and flood-prone areas by encouraging investment in such measures ⁵⁵ .	SFDRR 3: Community resilience	High	Medium	1
3.	Build urban resilience in informal settlements through disaster risk reduction measures targeting existing hazards at shelter and settlement level.	SFDRR 3: Community resilience	High	Medium	1
4.	Funding for DRM: Provide adequate funding for DRM at national level in line ministries, and at sub-national level (provincial and district level as well as for urban councils).	SFDRR 3: Funding and investment	High	Medium	1
5.	Harmonize various planning processes and formats at all levels (Village, Ward, District and Provincial) to integrate them: M/L/3 <ul style="list-style-type: none"> - Ensure that standard planning formats are used for development plans; contingency/ preparedness/ response plans; - Build the capacities of DCP at central, provincial and district levels to oversee all planning processes and products related to DRM done at various levels 	SFDRR 3: Planning processes	Medium	Medium	2
6.	Diaspora: Facilitate the establishment of schemes for mobilization of diaspora remittances into community-level DRM programmes. Existing projects that pilot these schemes could be replicated/ upscaled.	SFDRR 3: Funding and investment	Medium	Medium	2
7.	Private sector engagement: Create a platform for public-private partnerships for resilience and risk reduction.	SFDRR 3: Funding and investment	Low	Long	3
8.	Climate change funding opportunities for climate risk management: Seek and source funding for climate risk management using climate change funding mechanisms.	SFDRR 3: Funding and investment	Medium	Long	3

⁵⁵ Such measures could include: water harvesting, boreholes, dams, water reuse, etc.

3.7. Pillar 4. Enhancing preparedness for effective response, and building back better in recovery and reconstruction: Assessment findings

3.7.1. Information management and communication

A **web-based Disaster Information Management System** (www.dcpzim.org) has been developed with support from IOM to serve as the information management (IM) platform for the Government. The platform was designed to allow real time receiving and dissemination of disaster information, ability to edit data and generate graphs, summary reports and maps, thematic and trends analysis. The platform is hosted and managed by DCP. However, it is currently not operational due to lack of resources for the renewal of the annual subscription.

DCP and Local Authorities⁵⁶ have been trained and equipped on the use and the overall administration of the system. However, as the platform is un available, skills to maintain and update it are not used. The assessment has revealed that a large number of institutions and partners are not aware of the existence of the platform. A key recommendation will be to reactivate the platform, engage institutions and partners in providing the necessary data and information, and use it accordingly. Currently, the DCP structure does not include dedicated IM expertise, which should be an area of improvement in the future.

POTRAZ is in the process of setting up two **dedicated emergency numbers** (112 and 911) that will be managed at the national level. The effort is aimed at streamlining the disaster management telecommunications system. Previously, a multitude of emergency numbers were active throughout the country, which mostly could only be reached by landline communication means. The future emergency numbers will be accessible from both landline and mobile communication networks (including through internet providers with call capability) and will be available as of September 2017. The Harare Central Police will manage all incoming calls at national level. To share the burden of incoming emergency calls, POTRAZ has plans to set up a similar system in Bulawayo in 2018. Such a distribution between the north and south of the country should ensure a faster and more timely response to emergency calls. The mission established that the new emergency call center at the Harare Central Police will not include a geolocation functionality for people calling in an emergency by mobile phone. While such functionality has certain privacy concerns if not adequately installed, global best practices have shown that geolocation has the potential to save lives by ensuring rapid and targeted response.

In 2012, POTRAZ purchased **satellite phones** for each district civil protection committee. However, the satellite phones are often not operational before or during emergency situations due to lack of satellite coverage to where the phone is located. POTRAZ would be keen to gradually build up its knowledge on the most appropriate set-up/blue print for disaster management centers, as related to room layout, communication equipment, computers, etc. In the current climate, no funds have been allocated for setting up such centers and without external support, this initiative will be difficult to implement in the near future.

⁵⁶ Midlands Province; Mashonaland Central Province; Masvingo Province; Manicaland; Mbire District; Muzarabani District; Mt Darwin Province; Chipinge District; Mwenezi District; Tsholotsho District; Gokwe North and Gokwe South.

The Zimbabwe Parliament did not yet ratify the Tampere convention⁵⁷, which provides and facilitates the import and usage of emergency telecommunication equipment during emergency situations by relief agencies. POTRAZ recognized the importance of this convention and the need to ratify it at earliest opportunity.

3.7.2. Preparedness and response planning

3.7.2.1. Preparedness and response coordination

The **institutional structures** for DRM are established at all administrative levels of the country. Civil protection committees form the backbone of the country's preparedness and response coordination structures, with committees existing at national, provincial, and district levels. The committees bring together all relevant ministries and other Government institutions that have a role to play in emergency response (see [section 3.3.2](#) for more detail). While the system of civil protection committees is well organised, it lacks the capacity to effectively respond. Human, logistical and material resources required to undertake effective emergency preparedness, early action or immediate response activities are seriously lacking. Emergency response coordination is a key responsibility of the civil protection committees; however, the absence of resources significantly limits the timeliness and effectiveness of such coordination efforts.

The dual **disaster response coordination structure** split among the National Civil Protection Committee chaired by DCP for flood and other sudden-onset disaster response, and the National Food and Nutrition Council chaired by OPC for drought management and response present a set of challenges, particularly for institutional cohesiveness, and efficient use of resources at all levels in the context of extremely limited availability of such resources (see [section 3.3.2](#) for more detail).

In response to large-scale emergencies in Zimbabwe over the past decade, the international community set up a **humanitarian coordination structure** consisting of several components. At the top of the preparedness and response coordination structure stands the Humanitarian Country Team (HCT). The HCT consists of representatives of NGOs, the Red Cross Movement, development partners and UN agencies in Zimbabwe. The HCT meets at head of agency level to discuss issues related to preparedness and response coordination. At a more technical level, the HCT is supported by technical sectors (agriculture & food security, early recovery, health & nutrition, protection, and water, sanitation & hygiene (WASH)). The sector coordinators discuss mutually relevant issues at inter-sector meetings chaired by the UN Resident Coordinator's Office. Similarly to the challenges faced by the Government of Zimbabwe, the international humanitarian coordination structure is limited in resources, which hampers a more robust preparedness and response coordination of the international partners in support to the Government of Zimbabwe.

For the 2015/16 El Nino-induced drought, the Office of the President and Cabinet and the UN Resident Coordinator jointly hosted four Multi-Stakeholder Consultative Meetings and two Provincial Drought Response Consultative Meetings, which provided a platform for comprehensive overview of humanitarian needs and gaps and ensured coordinated, multi-sectoral approach to planning and response.

⁵⁷ The Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations) is a multilateral treaty governing the provision and availability of communications equipment during disaster relief operations, particularly as regards the transport of radio and related equipment over international boundaries.

Emergency Preparedness and Response Coordination Structures

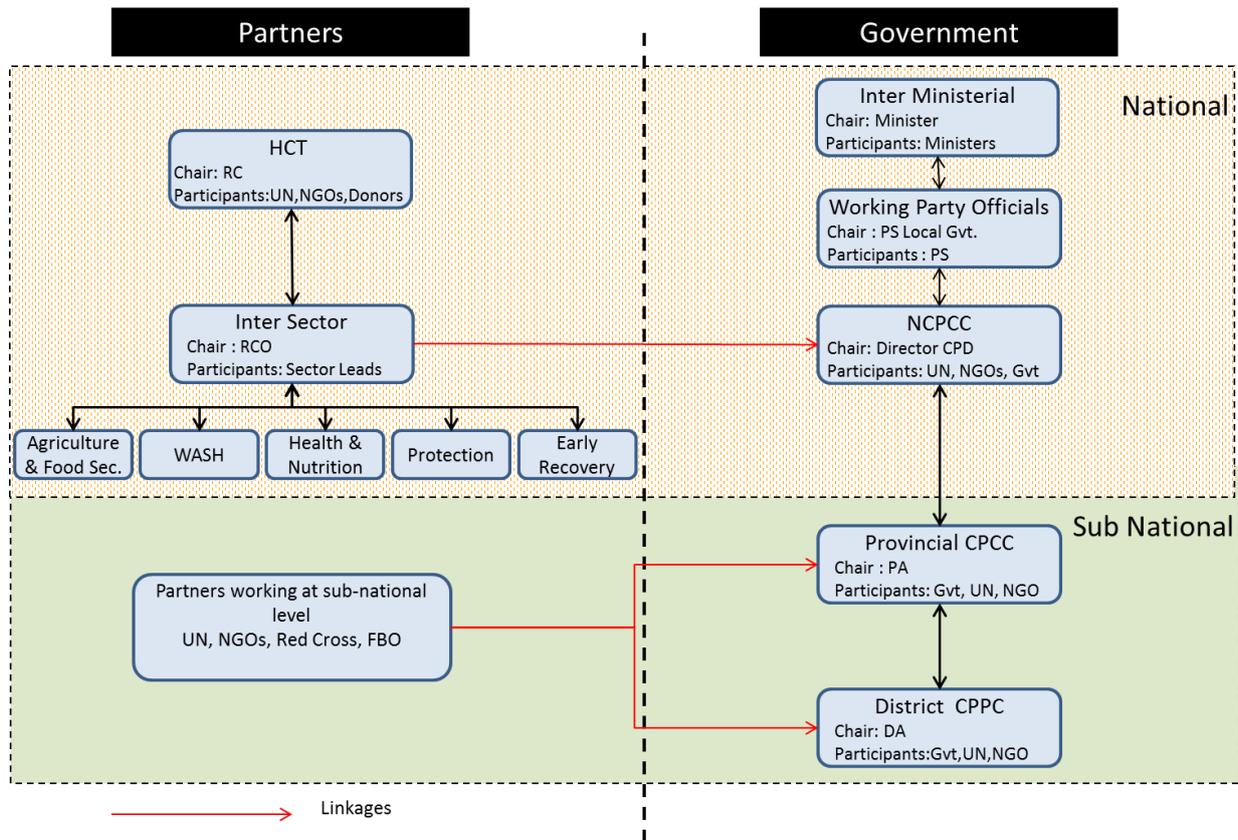


Figure 4. Coordination structures for emergency response in Zimbabwe. Source: National Contingency Plan 2016/2017.

3.7.2.2. Prepositioning

In terms of **warehouse facilities**, there are no permanent warehouses at national, provincial and district level. It was noted that the Department of Valuation and Estates Management in the Ministry of Local Government, Public Works and National Housing provides office accommodation to government institutions. This includes provision of warehousing facilities for the DCP for storing relief supplies. Such warehouse facility is currently being identified. At the time of the CADRI assessment, the Government received 14 trucks of emergency relief aid from Namibia. Not having a proper warehouse, the Government relied on warehousing facilities of UN agencies or NGOs.

3.7.2.3. Drought preparedness

During the El Nino drought of 2015/16, an estimated 4.8 million Zimbabweans suffered food and nutrition insecurity. The Drought Policy as well as other related legislation governing entities like the MSD, National Food and Nutrition Council (NFNC), Water, Environment and Climate Services provide the framework for better management of drought in the country. The NFNC under the OPC is responsible for drought response. The MSD provides early warning information and the MAMID is expected to take an active role in getting farmers to adopt the necessary adjustments to their cropping. The lack of resources, however, limits the effectivity of extension officers to reach out to farmers.

3.7.2.4. Emergency preparedness related to migration

Zimbabwe is part of a regional Migrants in Countries in Crisis Initiative (MICIC)⁵⁸ and IOM is currently conducting a study on Situational assessment of spaces of vulnerability prone to crisis/ disasters and existing contingency plans in Zimbabwe. The findings from the study will be presented at a workshop planned jointly with SADC DRR unit in May 2017 in which DCP is invited to participate which will be followed by a MICIC roll-out in Zimbabwe at the end of 2017/ 2018. MICIC global initiative and relevant training tools focus on including foreign nationals in emergency preparedness (including contingency plans), response and recovery plans to help states systematically address the vulnerability of migrants in emergencies.

3.7.2.5. Emergency preparedness in the mining sector

All mining and quarrying operations in the country are supposed to have **emergency preparedness plans** that match the scale and complexity of the enterprise, the nature and extent of potential hazards and the degree of risk. The development of an emergency plan is aimed to ensure the safety of employees and people in surrounding areas.

The following four steps are followed in developing an emergency preparedness plan: analysing the risk; assessing requirements for resources and services; allocating responsibilities; and specifying action details for emergency responses. Since the development of an emergency preparedness plan is mandatory in Zimbabwe, inspectors from the ministry assess mines to check whether the plans have been developed.

Apart from formal mining, **small scale mining** is also common in the country. Some of the small scale miners engage in mining without the requisite knowledge and skills. The Ministry has been undertaking awareness campaigns, outreach programmes and training targeting specific groups to build their capacity in mining and sensitise them on the hazards and risks associated with mining so that they can operate in a safer environment. They have been collaborating with the School of Mines, Ministry of Higher and Tertiary Education, Science and Technology and the MOHCC to undertake the training and awareness campaigns.

The assessment has found that there is limited capacity to deal with a mining disaster of a big magnitude which could have far reaching impacts beyond the mine boundaries. There is limited knowledge and skills in mining amongst small scale miners which exposes them to different risks.

⁵⁸ <https://micicinitiative.iom.int/>

3.7.2.6. *Electrical system preparedness*

In terms of **electrical system preparedness**, the Zimbabwe Power Company⁵⁹ (subsidiary body of the Zimbabwe Electricity Supply Authority, ZESA⁶⁰) assesses risk for its power stations and develops emergency response plans and business continuity plans. The plans are reviewed annually and the Company undertakes simulation exercises at its power stations to ensure that the stations are in a state of preparedness to deal with disasters should they occur. The assessment of risks and development of plans also applies to the Zimbabwe Electricity Transmission and Distribution Company which is responsible for evacuating power from power stations and distributing it to customers.

The interruption of electric service caused by natural disasters could lead to devastating economic losses and the blackouts during a disaster could severely affect the response, the dissemination of relevant warnings and could also increase the security risks for affected populations. For this reason, it is important that ZESA and its subsidiary bodies consider natural disaster preparedness and response measures in order to protect both the power system performance and safety of the population. In addition, issuing early warnings to clients ahead of extreme weather events, such as cyclones or storms, should also improve the preparedness levels in case of a major disaster.

ZESA experiences vandalism of its equipment such as transformers, some of which are located in remote areas. There have also been cases of electrocution when people were trying to vandalize the equipment, as a result of illegal connections, and when power lines fall to the ground during a heavy storm. The company, therefore, undertakes awareness campaigns of the general public to sensitize them about the dangers of electricity and appealing to them against vandalizing the equipment which can lead to loss of lives. ZESA also specifically targets communities close to power stations to sensitize them about risks at the stations so that they know what to do in the event of a disaster.

3.7.3. *Disaster response at local level*

At the **onset of an emergency**, an ad-hoc Civil Protection Committee meeting will be held to discuss the response plan at the appropriate level (District/ Provincial). Information on the emergency and related response is provided through the existing structures in the communities, as well as to the provincial and national authorities. While the information flow at district level is considered to be sufficient, it often takes a long time to trigger action on early warning or emergency response from the higher levels.

Overall, **disaster response coordination at community level** is rather weak as it takes a long time for communities to get assistance when a disaster strikes and there are no ward-specific civil protection committees. Awareness campaigns are also limited and action is usually taken when the disaster has already occurred, e.g. cholera or malaria outbreaks in the hard-to-reach wards.

The huge distance between wards and the poor road network hampers effective response. The air force response is usually fast, although it will often have to deal with competing demands. The Civil Protection Act does allow for Government officials to commandeer vehicles and other resources during a disaster situation.

⁵⁹ The Zimbabwe Power Company is a subsidiary of the Zimbabwe Electricity Supply Authority (ZESA), along with Zimbabwe Electricity Transmission and Distribution Company; ZESA Enterprises and PowerTel Communications. The Zimbabwe Power Company is responsible for power generation in Zimbabwe. It has five power stations which are located in different parts of the country so that if there was a disaster at one station, it would not have to affect other stations.

⁶⁰ ZESA undertakes inspections of its subsidiaries to ensure that the DRM plans are up to-date. It also compiles a risk register of the entire electrical network and installations. Zimbabwe power supply is interconnected to the Southern Africa Power Pool. This ensures availability of adequate power in the country even though they produce less than the demand.

The CADRI capacity assessment team conducted the local capacity assessment in the following 4 districts prone to floods and drought:

- Bulilima District, where around 40 households have been severely affected by floods but no people displaced;
- Tsholotsho District, where 190 households (859 people) have been displaced by floods;
- Chiredzi District, which is prone to floods; and
- Mwenzezi District, which is prone to drought.

3.7.3.1. Disaster response in the Bullilima District

Bulilima District is located close to two river confluences and thus at risk of flooding. While flood warning alerts are disseminated nationally through SMS, these have not been specific to certain areas. As such, the flood has not been considered as a threat by local community if it has not affected it. Water level monitoring systems are not in place at community level and the floods caught the communities unprepared and resulted in damage and loss for these communities.

The on-going humanitarian support is limited, and is mainly in the form of food assistance. There is no proper registration and demographic breakdown of affected population, which translates into discrepancies between community and local authorities when it comes to the number of affected people and to their specific vulnerabilities.

3.7.3.2. Disaster response in Tsholotsho District

Historically, **Tsholotsho** District has a background of being flood prone, with an estimated population at medium to high risk of over 6,000 people and high risk of over 1,500 people. Currently, 859 people were displaced due to flooding and additional 100 people were affected by flooding but not relocated. The affected population was served by the Sipepa Rural Health Centre which has a catchment population of 6,068 people and Tsholotsho District Civil Protection Committee chaired by the District Administrator, with support from the local leadership was leading the coordination of the Sipepa response. Technical sub committees were established in Tsholotsho for the following sectors: Shelter & NFI, Camp Coordination and Camp Management, Health and Nutrition, Wash and Environment, Food Security, Education, Protection and Security. While government authorities were leading the sectors, extremely limited humanitarian assistance was provided directly by the Government. The emergency response relied heavily on the support provided by UN, NGOs and donors, including private donations.

Information on camp population, demographic data (including gender and age breakdown) as well as vulnerabilities were collected, thus ensuring an evidence-based emergency response. Priorities for the response were identified through a multi-sectoral inter-agency assessment. An action plan for addressing the gaps was developed taking into account the Sphere standards in humanitarian response⁶¹.

3.7.3.3. Disaster response in Chiredzi District

Chiredzi District is also a flood-prone area of Zimbabwe. Several river systems coming from other regions cut across this district. The district has no means to harvest the water flowing across its territory. Communities are often cut off during or after flooding as a result of inaccessible roads. No institutionalized early warning system for flood water run-off exists in upstream neighbouring districts.

⁶¹ <http://www.sphereproject.org/>

Although contingency plans exist in this district, incomplete or isolated reports are submitted during disasters especially from ward level. A Chiredzi District risk assessment was completed in 2012-2013, and risk profile is used by local authorities in development planning, as well as by NGOs in targeting their interventions. Awareness and training activities are carried out at household, village and ward level.

The Chiredzi District Civil Protection Committee ensures disaster response coordination. Informants indicated that information is cascaded down to household level through the media, councillors and traditional leaders. Situation reports are generally submitted through the Provincial Administrator. The District Administrator can also call upon the Defense Force during disasters. It was noted that information sharing, communication structures as well as an HOD platform exists. The district has a map illustrating resources and contact details for its different areas.

It was reported that no early warning was provided from health authorities related to the recent malaria outbreak following the floods in Chiredzi (February-March 2017 and ongoing).

3.7.3.4. Disaster response in Mwenezi District

Mwenezi district is a drought-prone district situated in southern Zimbabwe. Most the households in Mwenezi depend on agricultural production, like livestock rearing and subsistence farming. However, the small amounts of rainfall and infestations of harmful insects often result in failed crops. The district is serviced by a network of mostly gravel roads. During the rainy season, these roads often get washed away, which results in restricted access to outlying wards. Most places are accessible only by four-wheel-drive vehicles, hampering a timely response.

Drought is a long-term and slow-onset hazard that is dealt with by the MAMID through its AGRITEX workers who regularly visit drought-prone wards and inform and educate the communities on how best to avoid failed crops or how to address pests. Harvesting, conservation farming and irrigation water projects are implemented. Community members assessed the work undertaken by AGRITEX as satisfactory, but often do not possess sufficient resources to implement the proposed actions. The infestation that destroyed many crops in this district could not be properly treated, as it was not immediately clear what type of pest it was. AGRITEX was only able to provide the right advice on how to combat this particular pest after much of the crop was already damaged.

During the flood season, Mwenezi DCPC acted immediately upon receiving early warning message regarding upcoming rains and the potential for serious flooding. Information provided by the central and provincial levels was relayed effectively to ward council heads where relevant. The DA also reached out to upstream districts to get a good understanding of the potential for flooding. A school located in a flood-prone zone was pre-emptively evacuated. While the information flow is considered throughout the district to be sufficient, the authorities and communities encountered major obstacles in organizing the response. In particular, the lack of vehicles and adequate means of communication hampered an effective response to the flood-stricken wards. Many roads were washed away, severely restricting access to affected communities. At the time of the mission, several wards were still not reachable. The district does not have any stockpile of emergency relief items and relies on donations from the private sector or aid agencies.

3.7.4. Emergency services

3.7.4.1. Fire and rescue services

Fire and rescue services in Zimbabwe is a responsibility completely decentralized with each local authority being responsible for the provision of fire and rescue services in accordance with their own needs and affordability. Each fire and rescue service also incorporates the local authority's ambulance service, although local authorities without a fire service may still have an ambulance capability, normally located within the primary health facility. Over the period of the assessment, teams visited fire and rescue stations at the town level (Plumtree) as well as Harare's primary fire station.

The initial **training** for a fire fighter in Zimbabwe is four months at the completion of which the individual can be utilized as a fire fighter. In order to be fully qualified, however, it normally takes 2-3 years to complete the necessary additional modules. The initial training programme can only be conducted by the three largest fire services (Harare, Bulawayo and Gweru) due to the resources required. All other local authority trainees can, however, be trained by one of these services on a cost recovery basis. The same applies for specialist courses which are also conducted by the larger services. On interview, it was apparent that due to nationwide financial constraints, the number of fire fighters across the country actually being trained is minimal yet these numbers continue to be trained across the three largest fire services. Significant savings and efficiencies could be achieved by centralizing fire and emergency medical service training in a single location.

The range of **equipment** available to fire services across the country is extremely varied with little standardization observed. This is primarily the result of all fire equipment presently in service having been donated by international fire services rather than through a domestic purchase schedule. The age and capability of the equipment observed also varied considerably. Significant savings could be made in both maintenance and training with a greater level of standardization.

All fire fighters within the country are trained to the same **competencies**, however, the significant variation in the number and types of responses undertaken has a major effect on the ongoing skill development and retention. A station such as Plumtree which has five officers which responds to the occasional car accident does not provide the same experience and exposure as a station the size of Harare. Small stations also prevent individuals from advancing in seniority which will ultimately deprive a service of quality leaders. It can also have an impact on morale over the longer term. A process that allows individuals to serve in other services, on secondment or exchange would help rectify this.

The present system where local authorities are responsible in total for their fire service has significant shortfalls especially in regards training, maintenance and professional development. Zimbabwe should consider the formation of a national fire service, funded centrally, but with financial support from the authorities utilizing the fire service.

The Zimbabwe Police through the Aqua section have some capacity in search and rescue in water, and collaborate with the Zimbabwe National Army and Fire Services. They, however, do not have adequate equipment such as boats and diving kits.

3.7.4.2. Emergency health services

Health services across Zimbabwe are generally provided down to the district level with varying levels of health facilities and services being provided. In most circumstances, districts also have an ambulance service with officers trained to the level of an Emergency Medical Technician (EMT).

Although the capabilities of district **medical facilities** vary, in many cases all but the most basic cases are transferred to larger regional hospitals, in particular the Parirenyatwa Hospital in Harare, due to a lack of medical stores at the district level. Distribution of medical supplies down to at least the district level would help alleviate the strain on Parirenyatwa Hospital as well as reducing transport costs and minimizing disruption to the patients. The hospital does not keep strategic reserves of medicine.

Parirenyatwa Hospital is one of Zimbabwe's six tertiary referral hospitals and has 1,000 beds and 16 operating theatres, although of those a number are not in operation due to resource shortfalls. Of main concern in this area is that neither of the two Emergency Department Operating Theatres are operational which can result in significant delays in emergency patients getting to surgery.

The hospital has well prepared contingency plans in place such as mass casualty incidents, however, the implementation of the plans and the treatment of casualties is likely to be hindered due to resource limitations.

The hospital is equipped to undertake almost all types of procedures with only extremely complicated and unusual cases needing to be undertaken in other countries. The hospital is equipped with a number of laboratories although the age of the equipment (a general observation across the hospital with most equipment being 10-15 years old) means that rapid processing of specimens is not possible. In the event of a disease outbreak or the need to identify blood groups in the event of mass casualty incidents for instance, this delay could be problematic. Another factor that may influence the outcome of a mass casualty incident is the availability of blood. The collection and storage of blood is the sole purview of the National Blood Bank. Although a national institution, the system running in Zimbabwe is such that hospitals utilizing the blood, must pay for it. There is some concern, expressed by the hospital, that in the event of a mass casualty incident, insufficient funding would be available to purchase the required blood. Ideally the National Blood Bank would be resourced sufficiently so as not to be required to charge for blood, but failing this, an agreement should be made that blood can be utilized on account (The National Blood Bank was not interviewed during this assessment).

A general observation of medical staff at both the district and national level is that the staff are dedicated, professional individuals who are doing an excellent job considering the resource constraints they are facing. It was, however, suggested that the staff establishment requires to be reviewed. The skills of the medical staff are reported as being current, however, they are unable to use those skills to their full capacity due to the available equipment not being of the standard required for many modern medical practices. It was also recommended that services such as dialysis needs to be decentralized. A programme of identifying essential equipment that needs replacing and a concerted effort to source this equipment, through purchase or donation, should be undertaken.

3.7.4.3. Mine rescue services

The Zimbabwe Chamber of Mines has established **mine rescue teams**, comprising of highly trained mine rescuers. The teams are deployed to undertake mine rescue operations when an emergency occurs at a mine. They use equipment which was purchased by government and the mining industry. Each mine also has experts who assess an emergency when it occurs and determine whether it can be handled by the mine itself or there is need to request for the mine rescue team.

3.7.5. Post-disaster recovery and reconstruction

Processes to support durable solutions for IDPs affected by floods are on-going and are mainly focusing on their **relocation** to areas not prone to floods rather than building back-better measures or build embankments and drainages for protecting the community at risks. Some displaced people are

refusing to move due to various reasons but no surveys for collecting their views to inform the relevant durable solutions plans are available. At the same time, lack of standard national guidelines for (re-) construction of shelters especially in flood prone areas as well as guiding principles for good site selection practices or studies regarding other risks (including health, malaria) applicable for proposed relocation sites may result in relocation of IDPs to other disaster prone areas.

In Tsholotsho, a **relocation plan for all the flood prone areas** was developed⁶². In addition, support has been provided by partners for the construction of basic infrastructure, improving access to adequate basic social services, and developing a recovery livelihood support framework for the affected communities. These initiatives aim not only to provide proper response and recovery assistance to affected communities, but also to address internal displacement in a comprehensive manner.

The Zimbabwe National Roads Administration is instrumental in the **rehabilitation of roads**. Currently, 92 road authorities exist within the country. The accessibility of the road network impacts on humanitarian assistance. A key concern indicates that legacies from previous disasters exist whereby infrastructure which was destroyed are still not completely rehabilitated. To address post-disaster rehabilitation of roads, the Government of Zimbabwe has a “work for food” programme.

⁶² However, no actual plans were made available at the time of the CADRI mission.

3.8. Pillar 4. Enhancing preparedness for effective response, and building back better in recovery and reconstruction: Recommendations

Please refer to section [1.6. Methodology for the prioritization of recommendations](#) for detailed description on how the recommendations have been ranked.

Please refer to chapter [4. Overview of recommendations ranked by priority for implementation](#) to view all recommendations ranked by priority for implementation: Priority 1 (top priority) – Priority 2 (medium priority) – Priority 3 (low priority).

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
1.	Stand-by agreements for rapid deployment of emergency aid.	SFDRR 4: Preparedness	High	Medium	1
2.	Funding for Disaster Response: Guarantee availability of cash reserves that may be rapidly disbursed through fast-track mechanism in support of disaster response operations.	SFDRR 4: Funding and investment	High	Short	1
3.	Preposition adequate contingency stock of emergency relief non-food items centrally in Harare that could be dispatched to affected areas ⁶³ .	SFDRR 4: Preparedness	Medium	Medium	2
4.	Government to consider adopting a phased approach ⁶⁴ to the declaration of a national emergency to ensure that relevant support and request for assistance are done in a timely manner (this needs to be spelled out in future legislation).	SFDRR 4: Preparedness	Medium	Medium	2
5.	Adequate emergency medical services (facilities, human resources, equipment and medicines) need to be provided to Provincial/ District health establishments to minimize referrals to the national hospitals.	SFDRR 4: Preparedness	Medium	Medium	2
6.	Efforts should be made to support relevant institutions with the necessary basic response equipment so that they can be in a state of preparedness to deal with disasters (fire and rescue equipment).	SFDRR 4: Preparedness	Medium	Long	3
7.	Government to consider the creation of a National Fire and Ambulance Service to improve fire and rescue services and increase cost efficiency.	SFDRR 4: Preparedness	Medium	Long	3
8.	Implement low-cost build-back-better measures as part of flood risk management best practice rather than relocation wherever feasible. ⁶⁵	SFDRR 4: Reconstruction	Medium	Long	3
9.	Develop standard national guidelines for (re-)construction of shelters especially in flood prone areas as well as guiding principles for good site selection practices. Conduct relevant training and awareness campaigns at community level.	SFDRR 4: Reconstruction	Medium	Long	3

⁶³ This will be a cost-effective measure that can be taken in the short/ medium term, which would be preferable given the current resource and logistical constraints.

⁶⁴ A phased approach would allow Government institutions and partners to undertake early action

⁶⁵ For instance, use brick and concrete house base to protect mud houses from regular flooding or build embankments and drainages for protecting communities at risk. If relocation is necessary, identify relocation sites based on study as some of these may be also risk-prone (including to health hazards, for instance recent Malaria cases).

The following recommendations are relevant for Pillar 4 of the Sendai Framework, as well as for Pillar 1, where they have been presented. Please refer to section [3.2. Pillar 1. Understanding disaster risk: Recommendations](#) as well.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
1.	Establish a dedicated information management (IM) ⁶⁶ capability within DCP through: (i) human resources (dedicated staff), (ii) technical capacities (training of the staff in IM), (iii) equipment (computers, internet connection).	SFDRR 1 and 4: Information management; Capacity building	High	Medium	1
2.	Re-activate and maintain the existing web-based platform disaster information management system (http://dcpzim.org) that will be used to collect, store and provide access to various reports and resources related to DRM.	SFDRR 1 and 4: Information management	Medium	Medium	2
3.	Ensure the hazard maps are regularly updated and located in an online database freely accessible (for instance, ZIMSTAT or http://dcpzim.org).	SFDRR 1 and 4: Hazard and risk identification and mapping; Information management	Medium	Long	3
4.	Populate existing disaster loss and damage database by digitizing existing records. Ensure linkage with ZIMSTAT databases as well as the University of Zimbabwe.	SFDRR 1 and 4: Hazard and risk identification and mapping; Information management	Long	Long	3
5.	Train local staff on IM (District and Provincial CP Committee member/ focal point/ future DRM dedicated staff).	SFDRR 1 and 4: Information management; Capacity building	Medium	Medium	2
6.	DCP should put in place data collection, analysis, and information dissemination protocols in cooperation with relevant institutions (MSD, academic institutions, MAMID, MOHCC, ZINWA, etc.) through which relevant stakeholders can receive data and information free of charge to ensure proper early warning and early action.	SFDRR 1 and 4: Risk monitoring; Information management	Medium	Medium	2
7.	Downscaled/ Local hydro-meteorological equipment needs to be fully operational (50 stations are currently functional, which represents 30% of the necessary coverage) and feed into the High Performance Computing Centre (Department of Geography at the University of Zimbabwe) to enhance accuracy of forecasts and early warning alerts.	SFDRR 1 and 4: Risk monitoring	Medium	Long	3
8.	Establish community-based EWS for droughts, disease outbreaks, floods, etc. through: introducing low-cost monitoring systems; incorporating relevant indigenous knowledge; training community members to monitor and send alert by mobile phone to local authorities; local authorities should be	SFDRR 1 and 4: Early warning	High	Medium	1

⁶⁶ Information management includes data collection, analysis, dissemination, storage, mapping.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
	responsible for alerting the at-risk communities and key stakeholders (including from neighboring geographical, i.e. horizontal coordination).				
9.	Early warning messages by SMS, radio or other means of transmission should be tailored to each ecological or hazard-prone zone and audience (not generic), and transmitted in local languages specific to the target area.	SFDRR 1 and 4: Early warning	High	Medium	1
10.	All presently active telecommunication service providers should be used in the dissemination of EW alerts to ensure maximum coverage of local at-risk communities.	SFDRR 1 and 4: Early warning	High	Short	1
11.	ZERA/ ZESA should consistently disseminate security and warning messages for handling the electrical network and appliances in case of disasters to all levels, particularly at local level. ⁶⁷	SFDRR 1 and 4: Early warning	Medium	Short	2
12.	Ensure that the risk mapping for the agriculture sector conducted by MoA with support from partners is disseminated at all levels (district, province, ward, village) and used in local planning processes.	SFDRR 1 and 4: Hazard and risk identification and mapping	Medium	Short	2
13.	Make use of existing hazard maps (undertaken with support from partners in 2015) in local planning.	SFDRR 1 and 4: Hazard and risk identification and mapping	Medium	Short	2
14.	Conduct risk mapping of transboundary risks.	SFDRR 1 and 4: Hazard and risk identification and mapping	High	Medium	1
15.	Capacitate communities at village level to conduct community-based risk assessments.	SFDRR 1 and 4: Hazard and risk identification and mapping	Medium	Long	3

⁶⁷ Such warning messages could include: stay well away from fallen powerlines; unplug all electrical appliances affected by water; do not operate electrical appliances or switches while standing in water or bare feet; have a licensed electrical contractor check or isolate any parts of your electrical installation that have been affected by water; wear synthetic or rubber soled shoes; etc.

4. Ranking of Recommendations by Priority for Implementation

Recommendations were categorized by urgency (how urgent is it to work on this issue) and duration (how long does it take to establish it). For duration, “short” means up to 1 year, “medium” is up to 3 years, “long” is more than 3 years.

After applying the urgency – duration criteria, recommendations were ranked in three priorities:

- **Priority 1 – or Top priority for implementation:** Actions with a high urgency and a short duration could be implemented with no or minimal cost as a first step in the next year (“quick wins”).
- **Priority 2 – or Medium priority for implementation:** Actions with high urgency / medium duration or medium urgency / short duration could be done in a second step, in a timeframe of 1 to 3 years. Resources will need to be specifically allocated for Priority 2 actions.
- **Priority 3 – or Low priority for implementation:** Actions with medium priority and medium or long duration could be done in a third step, in a timeframe of 3 to 5 years.

The prioritization of actions should be an iterative exercise whereby the plan/ framework for action can be reviewed every 6 months to take stock of progress against targets and re-prioritize remaining actions. It is recommended that the prioritized list of actions be complemented by a proper monitoring and evaluation system comprising timeline, baseline, targets, responsible institution(s), implementing agency, partners, required and allocated resources.

4.1. Top priority recommendations

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
1.	Establish a dedicated information management (IM) ⁶⁸ capability within DCP through: (i) human resources (dedicated staff), (ii) technical capacities (training of the staff in IM), (iii) equipment (computers, internet connection).	SFDRR 1 and 4: Information management; Capacity building	High	Medium	1
2.	Establish community-based EWS for droughts, disease outbreaks, floods, etc. through: introducing low-cost monitoring systems; incorporating relevant indigenous knowledge; training community members to monitor and send alert by mobile phone to local authorities; local authorities should be responsible for alerting the at-risk communities and key stakeholders (including from neighboring geographical, i.e. horizontal coordination).	SFDRR 1 and 4: Early warning	High	Medium	1
3.	Early warning messages by SMS, radio or other means of transmission should be tailored to each ecological or hazard-prone zone and audience (not generic), and transmitted in local languages specific to the target area.	SFDRR 1 and 4: Early warning	High	Medium	1
4.	All presently active telecommunication service providers should be used in the dissemination of EW alerts to ensure maximum coverage of local at-risk communities.	SFDRR 1 and 4: Early warning	High	Short	1
5.	Conduct risk mapping of transboundary risks.	SFDRR 1 and 4:	High	Medium	1

⁶⁸ Information management includes data collection, analysis, dissemination, storage, mapping.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
		Hazard and risk identification and mapping			
6.	Increase the capacity of DCP in training (dedicated section – more staff), and develop a training work plan for training to be organized across the country; DCP should have a function to coordinate locally-delivered training by partners; oversight and planning; curriculum harmonization.	SFDRR 1: Capacity building SFDRR 2: Institutional arrangements	High	Medium	1
7.	Scale up awareness campaigns in risk-prone communities on DRM.	SFDRR 1: Community awareness	High	Medium	1
8.	Short term: Enhancing capacity of DCP based on current mandate (civil protection/ emergency preparedness and response): In the short term, increase capacities of the DCP at the central level in terms of staff, technical capacity, and resources.	SFDRR 2: Institutional arrangements	High	Medium	1
9.	The technical DRM Focal Point or dedicated technical DRM staff at Provincial/ District level should assist the Provincial/ District Administrator in coordinating DRM (prevention, mitigation, preparedness, response, and recovery), including at Ward and Village level to avoid fragmentation or duplication of efforts.	SFDRR 2: Coordination	High	Short	1
10.	National, Provincial and District CP Committees should meet regularly to discuss and agree on DRM issues (not only in case of disasters) to ensure that prevention, mitigation, preparedness, response and recovery activities are carried out properly.	SFDRR 2: Coordination	High	Short	1
11.	Use the structures for DRM coordination for climate change adaptation planning and coordination as well.	SFDRR 2: Coordination	High	Short	1
12.	Ensure that the Provincial Administrator or delegated staff coordinates emergency response in the event of an emergency affecting more than one District.	SFDRR 2: Coordination	High	Short	1
13.	Ensure that the District Administrator or delegated staff coordinates emergency response in the event of an emergency affecting more than one Ward.	SFDRR 2: Coordination	High	Short	1
14.	Revise the draft DRM Bill to align it to the Sendai Framework for Disaster Risk Reduction (holistic DRM approach as opposed to CP/ emergency response) and to integrate provisions for the proposed institutional structure that is manageable within existing national resources.	SFDRR 2: Legislation	High	Short	1
15.	Pass/ Endorse the revised DRM Bill and DRM Policy and commence implementation in support of an effective DRM system in Zimbabwe.	SFDRR 2: Legislation and policy	High	Medium	1
16.	Scale up community-based DRM initiatives to build resilience of at-risk communities.	SFDRR 3: Community resilience	High	Medium	1
17.	Scale up water security measures in drought-prone and flood-prone areas by encouraging investment in such measures ⁶⁹ .	SFDRR 3: Community resilience	High	Medium	1
18.	Build urban resilience in informal settlements through disaster risk reduction measures targeting existing hazards at shelter and settlement level.	SFDRR 3: Community resilience	High	Medium	1

⁶⁹ Such measures could include: water harvesting, boreholes, dams, water reuse, etc.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
19.	Funding for DRM: Provide adequate funding for DRM at national level in line ministries, and at sub-national level (provincial and district level as well as for urban councils).	SFDRR 3: Funding and investment	High	Medium	1
20.	Stand-by agreements for rapid deployment of emergency aid.	SFDRR 4: Preparedness	High	Medium	1
21.	Funding for Disaster Response: Guarantee availability of cash reserves that may be rapidly disbursed through fast-track mechanism in support of disaster response operations. (Also in SF Pillar 4)	SFDRR 4: Funding and investment	High	Short	1

4.2. Medium priority recommendations

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
1.	Re-activate and maintain the existing web-based platform disaster information management system (http://dcpzim.org) that will be used to collect, store and provide access to various reports and resources related to DRM.	SFDRR 1 and 4: Information management	Medium	Medium	2
2.	Train local staff on IM (District and Provincial CP Committee member/ focal point/ future DRM dedicated staff).	SFDRR 1 and 4: Information management; Capacity building	Medium	Medium	2
3.	DCP should put in place data collection, analysis, and information dissemination protocols in cooperation with relevant institutions (MSD, academic institutions, MAMID, MOHCC, ZINWA, etc.) through which relevant stakeholders can receive data and information free of charge to ensure proper early warning and early action.	SFDRR 1 and 4: Risk monitoring; Information management	Medium	Medium	2
4.	ZERA/ ZESA should consistently disseminate security and warning messages for handling the electrical network and appliances in case of disasters to all levels, particularly at local level. ⁷⁰	SFDRR 1 and 4: Early warning	Medium	Short	2
5.	Ensure that the risk mapping for the agriculture sector conducted by MoA with support from partners is disseminated at all levels (district, province, ward, village) and used in local planning processes.	SFDRR 1 and 4: Hazard and risk identification and mapping	Medium	Short	2
6.	Make use of existing hazard maps (undertaken with support from partners in 2015) in local planning.	SFDRR 1 and 4: Hazard and risk identification and mapping	Medium	Short	2
7.	Finalize the national DRM manual, using the existing resource book for educational institutions, to be used by all Government and non-government partners delivering training at various levels to have a harmonized approach to training on DRM (DCP lead, partners provide technical assistance).	SFDRR 1: Capacity building	Medium	Medium	2
8.	Strengthen coordination capacity of CP Committees at all levels by including a module on disaster management coordination (including Camp Coordination & Camp Management) in DRM training provided to relevant members.	SFDRR 1: Capacity building	Medium	Medium	2
9.	Provide DRM training to the Regional Economists who oversee the development of Provincial/ District/ Ward/ Village development plans to make sure they facilitate the integration of DRM in these plans.	SFDRR 1: Capacity building	Medium	Medium	2
10.	Scale up DRM training for District, Provincial and Community Development Officers.	SFDRR 1:	Medium	Medium	2

⁷⁰ Such warning messages could include: stay well away from fallen powerlines; unplug all electrical appliances affected by water; do not operate electrical appliances or switches while standing in water or bare feet; have a licensed electrical contractor check or isolate any parts of your electrical installation that have been affected by water; wear synthetic or rubber soled shoes; etc.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
		Capacity building			
11.	Mainstream gender and social inclusion issues in DRM training.	SFDRR 1: Capacity building	Medium	Medium	2
12.	<p>Short term: Enhancing capacity of DCP based on current mandate (civil protection/ emergency preparedness and response): In the short to medium term, reinforce sub-national capacities for DRM by employing dedicated technical staff to cover DRM issues (direct supervision by Provincial Administrator/ District Administrator and technical supervision by DCP).</p> <p>This recommendation can be implemented in a phased approach: 2.1. Post the dedicated DRM staff in high-risk Provinces and Districts; 2.2. Identify existing staff to act as DRM Focal Points until dedicated DRM staff can be sourced in the remaining Provinces and Districts; 2.3. Post the dedicated DRM staff in all remaining Provinces and Districts.</p>	SFDRR 2: Institutional arrangements	Medium	Medium	2
13.	Medium term: Establishing coherent all-of-government approach to DRM in all its aspects (prevention, mitigation, preparedness, response, and recovery): Government to further explore establishing a single Government entity responsible for the coordination of all aspects of multi-hazard ⁷¹ disaster risk management (prevention, mitigation, preparedness, response, and recovery) placed within a suitable Government body ⁷² that will fully allow it to exert its mandate, has adequate convening power of all relevant Government institutions and partners, and is accountable for effective implementation of its mandate. The structure of this institution should also provide for an Emergency Operations Center to be activated in the event of a disaster.	SFDRR 2: Institutional arrangements	Medium	Medium	2
14.	Medium term: Establishing coherent all-of-government approach to DRM in all its aspects (prevention, mitigation, preparedness, response, and recovery): Government to conduct a work force study or functional review to determine the necessary functions and number of additional staff required for the new entity ⁷³ .	SFDRR 2: Institutional arrangements	Medium	Medium	2
15.	Review the current thematic focus of the existing sectors and ministerial responsibilities to ensure inclusiveness of all key	SFDRR 2: Coordination	Medium	Medium	2

⁷¹ Small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters, caused by natural or manmade hazards as well as related environmental, technological and biological hazards and risks (as per Sendai Framework definition of risk).

⁷² Good practice from various SADC countries includes placement of a national DRM agency at supra-ministerial level. For instance, in Zambia, the Disaster Mitigation and Management Unit (DMMU) is located in the Office of the Vice-President; in Malawi, the Department of Disaster Management Affairs (DoDMA) is located in the Office of the Vice-President; in Namibia, the Directorate Disaster Risk Management (DDRM) is located in the Office of the Prime Minister.

⁷³ Functions should at a minimum include those included in the current draft of the DRM Bill.

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
	sectors/ thematic areas ⁷⁴ . This will supersede the existing sub-committees.				
16.	Develop the DRM Policy in line with the above and revise the Strategy for its implementation.	SFDRR 2: Policy	Medium	Short	2
17.	Disseminate DRM Act and Policy at all levels (national, district, province, ward, village), so that all stakeholders are aware of their roles and responsibilities in DRM.	SFDRR 2: Legislation and policy	Medium	Medium	2
18.	Implement the Climate Change Response Strategy (which has a component on DRM).	SFDRR 2: Strategy	High	Long	2
19.	Develop and disseminate the Flood Risk Management Framework (based on the flood risk mapping conducted in 2016) at decentralized levels in flood-prone areas to inform preventive and preparedness actions.	SFDRR 2: Strategy	Medium	Medium	2
20.	Conduct research to strengthen the knowledge base on the link among environment, human mobility and climate change risk to inform the formulation of national policy on DRM and climate change planning.	SFDRR 2: Policy	Medium	Short	2
21.	Harmonize various planning processes and formats at all levels (Village, Ward, District and Provincial) to integrate them: M/L/3 <ul style="list-style-type: none"> - Ensure that standard planning formats are used for development plans; contingency/ preparedness/ response plans; - Build the capacities of DCP at central, provincial and district levels to oversee all planning processes and products related to DRM done at various levels 	SFDRR 3: Planning processes	Medium	Medium	2
22.	Diaspora: Facilitate the establishment of schemes for mobilization of diaspora remittances into community-level DRM programmes. Existing projects that pilot these schemes could be replicated/ upscaled.	SFDRR 3: Funding and investment	Medium	Medium	2
23.	Preposition adequate contingency stock of emergency relief non-food items centrally in Harare that could be dispatched to affected areas ⁷⁵ .	SFDRR 4: Preparedness	Medium	Medium	2
24.	Government to consider adopting a phased approach ⁷⁶ to the declaration of a national emergency to ensure that relevant support and request for assistance are done in a timely manner (this needs to be spelled out in future legislation).	SFDRR 4: Preparedness	Medium	Medium	2
25.	Adequate emergency medical services (facilities, human resources, equipment and medicines) need to be provided to Provincial/ District health establishments to minimize referrals to the national hospitals.	SFDRR 4: Preparedness	Medium	Medium	2

⁷⁴ For instance: Agriculture; Food security; Health; Nutrition; Education; Shelter and camp coordination; WASH; Protection; Logistics and communications.

⁷⁵ This will be a cost-effective measure that can be taken in the short/ medium term, which would be preferable given the current resource and logistical constraints.

⁷⁶ A phased approach would allow Government institutions and partners to undertake early action

4.3. Low priority recommendations

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
1.	Ensure the hazard maps are regularly updated and located in an online database freely accessible (for instance, ZIMSTAT or http://dcpzim.org).	SFDRR 1 and 4: Hazard and risk identification and mapping; Information management	Medium	Long	3
2.	Populate existing disaster loss and damage database by digitizing existing records. Ensure linkage with ZIMSTAT databases as well as the University of Zimbabwe.	SFDRR 1 and 4: Hazard and risk identification and mapping; Information management	Long	Long	3
3.	Downscaled/ Local hydro-meteorological equipment needs to be fully operational (50 stations are currently functional, which represents 30% of the necessary coverage) and feed into the High Performance Computing Centre (Department of Geography at the University of Zimbabwe) to enhance accuracy of forecasts and early warning alerts.	SFDRR 1 and 4: Risk monitoring	Medium	Long	3
4.	Capacitate communities at village level to conduct community-based risk assessments.	SFDRR 1 and 4: Hazard and risk identification and mapping	Medium	Long	3
5.	Centralize training targeting fire, rescue and emergency medical technicians at the national level.	SFDRR 1: Capacity building	Medium	Long	3
6.	The Ministry of Higher and Tertiary Education, Science and Technology to introduce DRM as a standalone subject in teachers' colleges.	SFDRR 1: Education/ Teacher training	Medium	Long	3
7.	Equip education institutions at all levels with the minimum preparedness and response equipment, plans and training (i.e. fire extinguishers; first aid kit; response/ evacuation plans; business continuity for education plans; etc.).	SFDRR 1: Education SFDRR 4: Preparedness	Medium	Long	3
8.	Nominate focal points responsible for safety and health in educational institutions whose role would be to continuously inform the students and teaching cadre on risk reduction and preparedness measures in the event of a disaster.	SFDRR 1: Education SFDRR 4: Preparedness	Medium	Long	3
9.	Undertake a mapping of post-graduate education courses related to DRM, and utilize the results to inform new curriculum design and development.	SFDRR 1: Education/ Post-graduate	Long	Long	3
10.	Private sector engagement: Create a platform for public-private partnerships for resilience and risk reduction.	SFDRR 3: Funding and investment	Low	Long	3
11.	Climate change funding opportunities for climate risk management. Seek and source funding for climate risk management using climate change funding mechanisms.	SFDRR 3: Funding and investment	Medium	Long	3

	Recommendation	Topic/ Sector	Urgency	Duration	Priority
12.	Efforts should be made to support relevant institutions with the necessary basic response equipment so that they can be in a state of preparedness to deal with disasters (fire and rescue equipment).	SFDRR 4: Preparedness	Medium	Long	3
13.	Government to consider the creation of a National Fire and Ambulance Service to improve fire and rescue services and increase cost efficiency.	SFDRR 4: Preparedness	Medium	Long	3
14.	Implement low-cost build-back-better measures as part of flood risk management best practice rather than relocation wherever feasible. ⁷⁷	SFDRR 4: Reconstruction	Medium	Long	3
15.	Develop standard national guidelines for (re-)construction of shelters especially in flood prone areas as well as guiding principles for good site selection practices. Conduct relevant training and awareness campaigns at community level.	SFDRR 4: Reconstruction	Medium	Long	3

*****END OF REPORT*****

⁷⁷ For instance, use brick and concrete house base to protect mud houses from regular flooding or build embankments and drainages for protecting communities at risk. If relocation is necessary, identify relocation sites based on study as some of these may be also risk-prone (including to health hazards, for instance recent Malaria cases).