

GAP ANALYSIS

of The Legislative, Policy, Institutional,
and Crisis Management Frameworks for
Disaster Risk Management in Zimbabwe



ABOUT GREEN GOVERNANCE ZIMBABWE TRUST

Green Governance Zimbabwe Trust (GGZT) is a youth-based public interest civil society organisation working in Zimbabwe to promote sustainable environmental management. The organisation is involved in community advocacy, policy advocacy, litigation and quality research designed to promote governance in the management of natural resources, biodiversity, and their outliers. GGZT serves as a hub for information, providing an outlet and platform for debate and discussion for communities, policymakers and other interested stakeholders on environmental issues. Our main objective is to challenge and change climate and environment-related problems by identifying, educating and empowering all Zimbabweans to engage actively and participate in all environmental and climate processes as citizens, environmentalists and leaders.



Green Governance Zimbabwe

Every effort has been made to verify the accuracy of the information contained in this report. All information was believed to be correct as of 11 August 2023. Nevertheless, GGZT cannot guarantee the accuracy and completeness of the contents, nor can it accept responsibility for the consequences of its use for other purposes or in other contexts. Contributions to this report by authors external to GGZT do not necessarily reflect its views.

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ACRONYMS AND ABBREVIATIONS

AGRITEX	-	Agricultural Technical Extension Department
CAT	-	Climate Action Team
CBDM	-	Community Based Disaster Management
CSO	-	Civil Society Organisation
DCP	-	Department of Civil Protection
DfID	-	Department for International Development
DM	-	Disaster Management
DRMCP	-	Disaster Risk Management and Civil Protection
DRM	-	Disaster Risk Management
DRR	-	Disaster Risk Reduction (also known as Mitigation)
EMA	-	Environmental Management Agency
EMA	-	Environmental Management Agency
EM	-	Emergency Management
FGD	-	Focus Group Discussion
GESI	-	Gender and Social Inclusion
GGZT	-	Green Governance Zimbabwe Trust
GoZ	-	Government of Zimbabwe
HFA	-	Hyogo Framework for Action
INGOs	-	International Nongovernmental Organisations
KII	-	Key Informant Interview
MLGPW	-	Ministry of Local Government and Public Works
MoHCC	-	Ministry of Health and Child Care
MoWYA	-	Ministry of Women and Youth Affairs
NPCPC	-	National Civil Protection Committee
NCPF	-	National Civil Protection Fund
NDDP	-	National Devolution and Decentralisation Policy
NGOs	-	nongovernmental organisations
NIDM	-	National Institute of Disaster Management
OAG	-	Office of the Auditor General
OCHA	-	United Nations Office for the Coordination of Humanitarian Affairs
PWDs	-	People with Disabilities
RDC	-	Rural District Council
RINA	-	Zimbabwe Rapid Impact Needs Assessment
SADC	-	Southern African Development Community
SDCs	-	School Development Committees
SRH	-	Sexual and Reproductive Health
STDs	-	sexually transmitted diseases
UNECE	-	United Nations Economic Commission for Europe
UNICEF	-	United Nations Children's Fund
UNISDR	-	United Nations Office for Disaster Risk Reduction
USAID	-	United States Agency for International Development
VFU	-	Victim Friendly Unit
VIDCOs	-	Village Development Committees
WADCOs	-	Ward Development Committees
ZESN	-	Zimbabwe Election Support Network
ZimStat	-	Zimbabwe National Statistics Agency
ZRP	-	Zimbabwe Republic Police

FOREWORD

It is with great pleasure that Green Governance Zimbabwe Trust presents this comprehensive research report titled “Gap Analysis of The Legislative, Policy, Institutional, and Crisis Management Frameworks for Disaster Risk Management in Zimbabwe.” This research has been conducted with support from ActionAid Zimbabwe, as part of the Strategic Partnership Agreement 2 (SPA II) project. The findings and insights presented in this report are a testament to the dedicated efforts of Green Governance Zimbabwe Trust and ActionAid Zimbabwe in unravelling the intricate web of disaster risk management in Zimbabwe.

In a world marked by increasing climate variability and a rising frequency of disasters, the need for robust and adaptive disaster risk management frameworks cannot be overstated. This research provides a critical examination of the existing legislative, policy, institutional, and crisis management frameworks in Zimbabwe, shedding light on both their strengths and areas that demand urgent improvement.

As ActionAid Zimbabwe, our commitment to social justice, poverty eradication and gender equality resonates deeply with the objectives of this research. We firmly believe that communities must be at the centre of disaster risk management processes, and this report echoes that sentiment. By delving into the experiences, perspectives, and recommendations of diverse community members, the research captures the heartbeat of those directly affected by disasters and climate change-induced emergencies. What sets this research apart is its thoroughness in addressing not only the policy and institutional gaps but also the lived realities of the youth, women, persons with disabilities, and marginalized groups. By giving voice to their stories, this report bridges the gap between theoretical frameworks and the tangible challenges faced by communities on the ground.

The findings presented in this report provide a roadmap for action, a blueprint for reimagining disaster risk management that is inclusive, responsive, and community driven. It is our hope that policymakers, government agencies, civil society organizations, and stakeholders alike will draw inspiration from these insights and work collectively to translate them into meaningful change. We extend our heartfelt appreciation to Green Governance Zimbabwe Trust for their relentless dedication in conducting this research. Their commitment to rigorous inquiry and community engagement is commendable and aligns seamlessly with our vision of a just and equitable Zimbabwe.

As we navigate the ever-evolving landscape of disaster risk management, let this research serve as a guiding light, illuminating the path toward a more resilient and empowered Zimbabwe. Together, we can forge a future where disasters are met with informed action, where communities are fortified against adversity, and where the principles of justice and equity prevail.

ActionAid Zimbabwe

EXECUTIVE SUMMARY

The need to strengthen their resilience to climate variability and prepare for future climatic changes has never been so urgent and apparent as now. The absence of a fit-for-purpose climate disaster management framework threatens the perpetuate poverty and prevent the achievement of local and national level development goals. Climate resilient development is designed to ensure that local economic growth, poverty alleviation, and empowerment of marginalised societies can be sustained in a changing climate. It is imperative to “climate-proof” policies and institutions; but most importantly, it is key to understand the and address the current vulnerabilities that in a way that anticipate and adapts to future changes.

This research outlines the main ways in which Zimbabwe can become more climate resilient. It is informed by recent climate disasters that have often exposed the lack of policy and institutional preparedness that is required to strengthen the country’s disaster risk management system.

Making Climate resilience to development planning

Disaster risk management and climate change adaptation falls under the ambit of climate risks; with the former being short term and the later long term. To artificially separate the two can lead to inefficiencies and duplication. Further, short term measures to reduce current risks can even increase vulnerabilities. Therefore disaster risk needs to take into account not only current but future climatic changes, while adaptation can benefit from the longer established risk management institutions, regulations, infrastructure and practices. While improving the links between the two fields is key; government and development partners should facilitate finance for building climate resilience, strengthen the link between risk-sharing and risk-reduction, and in creating a package of regulation and economic instruments that encourages risk reduction.

Linking climate change adaptation and disaster risk management

Disaster risk management and climate change adaptation falls under the ambit of climate risks; with the former being short term and the later long term. To artificially separate the two can lead to inefficiencies and duplication. Further, short term measures to reduce current risks can even increase vulnerabilities. Therefore disaster risk needs to take into account not only current but future climatic changes, while adaptation can benefit from the longer established risk management institutions, regulations, infrastructure and practices. While improving the links between the two fields is key; government and development partners should facilitate finance for building climate resilience, strengthen the link between risk-sharing and risk-reduction, and in creating a package of regulation and economic instruments that encourages risk reduction.

Building blocks for coherent action

Integrating development planning and climate resilience requires immense institutional commitment resourcing and political will. A conducive and enabling environment also needs to be in place to transform plans into action and sustain progress over time. For Zimbabwe, the way to achieve this is determined by the following building blocks:

- A strong evidence base is needed to make a case for action and help establish priorities. This will require continuous research, good analysis and understanding of historical trends and projections of future changes.
- Building capacity of local level institutions is key, given their placement and responsibilities to take adaptation measures
- A functional institutional structure that facilitates central coordination and encourages the active engagement of all relevant actors. This helps ensure that climate resilience translates into sectoral and sub-national action.
- Sufficient financing for the delivery of national resilience objectives is key through combining effective and transparent use of domestic and international resources
- Monitoring, evaluating, learning and adjusting approaches are need to up-to-date feedback on lesson learnt and policy design

Our efforts to move a climate-resilient development trajectory should not be hampered by uncertainty! Instead this should motivate us into being flexible, experimental and research-based. “We need to cross the river by touching the stones”

Nyasha Frank Mpahlo

Executive Director (Green Governance Zimbabwe Trust)

ABSTRACT

The following is an analysis of gaps in the legislative, policy, institutional, and crisis management frameworks for disaster risk management (DRM) in Zimbabwe. The report was done to contribute to policy dialogue into the drafting of the proposed Disaster Risk Management and Civil Protection (DRMCP) Bill by the Government of Zimbabwe (GoZ). The contributions are made from the perspective of the Green Governance Zimbabwe Trust (GGZT), a youth-based public interest civil society organisation (CSO) working in Zimbabwe to promote sustainable environmental management. In this instance, GGZT tables this analysis to facilitate policy advocacy for the youth from the communities in Chimanimani and Chipinge Districts of Zimbabwe, which have been profoundly affected by climate change-induced disasters. The analysis is comprised of a review of existing literature on the subject, as well as views gleaned from two focus group discussions (FGDs) conducted with representatives of three wards from both districts.

Briefly, GGZT has through this report illuminated the current reactive approach and lack of proactiveness in the current framework for DRM. It has also shown that affected communities currently experience the DRR framework as externally driven and top-down, excluding their input, coupled with their lack of knowledge regarding the relevant legislative and policy framework. The perception of exclusion in the framework and in practice extends to concerns over GESI, mainly impacting women, the youth, and people with disabilities (PWDs). In the process of assisting affected communities in the recent past, the DRM framework perpetuated existing inequalities, and abuse of vulnerable groups demonstrating the need for urgent reforms. These findings are important because affected communities experienced a heavy toll through the loss of human life, property, infrastructure, and livelihoods which continue to haunt them to this day. Meanwhile, the affected communities are not aware of the opportunity to contribute towards the review of the legislative framework for DRM. GGZT therefore takes this opportunity to bridge the gap between policymakers, the state, and citizens (particularly the youth) for sustainable solutions to the impacts of climate change in Zimbabwe.

Apart from assessing the legal and institutional framework for DRM, the research identified several potential avenues for the leading entities in DRM to enhance the inclusivity and diversity of perspectives guiding the strategic direction of DRM planning and coordination. Some of them exist in the country's national strategies and plans as well as the GoZ's plans to make changes to the current framework.

Based on this assessment's findings several recommendations are made in this report by way of suggested principles for GoZ to include in the drafting of the proposed DRM Bill, including possible collaborative actions between the authorities and affected communities for proactiveness, effectiveness and inclusiveness in practice.

BACKGROUND AND FOCUS

The GGZT commissioned a study focused on Zimbabwe's legislative, policy, institutional, and crisis management frameworks for disaster risk management. As a youth-based public interest CSO, GGZT plays a critical role in challenging existing climate and environment-related problems, by identifying, educating, and empowering young people to engage meaningfully in all environmental and climate processes as citizens, environmentalists, and leaders.

This study focused on the policy and institutional gaps toward achieving a holistic structural response to the climate change realities affecting communities in Zimbabwe today. The outputs of this process will contribute towards a deep and widespread understanding among young people of their role in creating an enabling environment for the implementation of feminist and green economic alternatives. This transformation is required to improve their livelihoods and build resilience to climate change-induced shocks and stresses.

As regards the context of this activity, GGZT is implementing a youth-focused climate justice project in Zimbabwe. It will have an added responsibility of ensuring the availability of information on Climate Justice and capacitating the youth (especially young women) to push for their advocacy issues in Chimanimani and Chipinge Districts of Zimbabwe. Furthermore, in June 2022 the government announced plans to introduce the aforementioned DRMCP Bill following approval by Cabinet of the principles for the same. GGZT, therefore, hopes to contribute meaningfully to the development of that legislation in line with its organisational objectives.

The elements of this study are based on the following objectives in the GGZT's terms of reference:

- Summarise the existing legislative, policy, institutional and crisis management frameworks for disaster risk management in Zimbabwe.
- Identify gaps in this framework in relation to:
 - the extent to which it is proactive or reactive.
 - the ability of the Department of Civil Protection (DCP) to implement its functions effectively.
- Critically analyse the existing hierarchy in Zimbabwe's crisis response process in terms of:
 - the direction of influence of various players
 - the extent to which it is gender responsive and socially inclusive
- Based on the outputs of the preceding elements, propose principles to be included in the proposed DRMCP Bill, in line with GGZT's organisational objectives.

METHODOLOGY AND LIMITATIONS

The study was based on qualitative analysis of both primary and secondary data. Qualitative research is “the study of the nature of phenomena”, including “their quality, different manifestations, the context in which they appear or the perspectives from which they can be perceived” (Philipsen and Vernooij-Dassen, 2007, in Busetto, Wick and Gumbinger, 2020, p.1). It emphasises the collection of words rather than quantification in the collection of data (Bryman, 2012). This approach was picked as the researchers aimed to understand and interpret social phenomena such as the perspectives, experiences, and meanings of individuals and institutions in the topic of DRM. Also, it was considered to be useful in studying small groups such as those targeted in this study since it enables in-depth exploration of their thoughts, opinions, and attitudes.

The secondary data was gleaned from a desk study of existing literature. This involved examining existing purposefully sampled documentation from various sources, to assess what is currently known about DRM in Zimbabwe, enabling the identification of policy and institutional gaps in the existing framework insofar as GGZT and its stakeholders are concerned. Any information that could not be derived from the literature formed the primary data, which was gathered from two focus group discussions (FGDs) carried out by the researchers facilitated through GGZT’s Climate Action Teams (CATs) in Chipinge, Mutema, Ward 3 on 19/07/23 and Chipinge, Ngorima Wards 21 and 22 on 20/07/23.

The study employed purposive sampling of participants identified through the CATs who are familiar with the context. Individuals who have relevant knowledge or experience related to the research topic such as community leaders and youth were also picked. The CATs ensured diversity within the group based on their knowledge of the communities they operate in, to capture a range of perspectives, as well as align with the mission of the organisation (see Table 1 for Profile of participants). The research team managed to establish rapport with the participants as it comprised 1 man and 1 woman for the facilitator and transcriber roles respectively to avoid bias. The facilitator used a pre-designed interview guide (see Annex 1) to ensure that all participants are asked the same questions. The use of FGDs enabled the researchers to ask participants the reasons why they feel the way they do as promoted in Bryman (2012).

Table 1 Profile of FGD Participants

Description	Group 1	Group 2
Location and date	Chipinge, Mutema, Ward 3 (19/07/23)	Chimanimani, Ngorima Wards 21 and 22 (20/07/23)
Participants	Total: 16 Women – 12/ Men – 4 Marital status W (10 married, 2 single), M (4 married)	Total: 20 Women 12/ Men 8 Marital status W (9 married , single 3), M (6 married, 2 single)
Disabled	0	1

The researchers adhered to strict ethical guidelines in conducting the FGDs. Prior informed consent was obtained from all participants, who were made aware of their rights to withdraw from the study at any time. Their privacy and confidentiality will also be protected. The data from the FGDs and literature were processed using a deductive coding frame, and thematic analysis of the transcribed discussions to identify key themes and patterns.

The conceptual framework includes several ideas underlying this study. First is disaster risk reduction (DRR) which is “the systematic development and application of policies, strategies and practices to minimize vulnerabilities, hazards and the unfolding of disaster impacts throughout a society, in the broad context of sustainable development” (UNISDR 2004, in Coppola, 2015. P269). For clarity’s sake, DRR is a component of disaster risk management (DRM) which Coppola (2015) reveals as an umbrella term that includes disaster risk reduction (DRR) and disaster management (DM), also known as emergency management (EM).

A second, significant concept that underlines this study is that of citizen participation, defined by Fox and Meyer (1995, p.20) as “the involvement of citizens in a wide range of administrative policy-making activities, including the determination of levels of service, budget priorities and the acceptability of [a broad range of] projects, to orient government programmes toward community needs, build public support and encourage a sense of cohesiveness within society” (emphasis ours). In the context of the topic, the idea of citizen participation aligns well with the framework of Community Based Disaster Management (CBDM) which “is an approach that seeks to actively engage at-risk communities in the identification, analysis, implementation, monitoring, and evaluation of disaster risks to reduce their vulnerabilities and enhance their capacities” (National Institute of Disaster Management, NIDM, 2018).

A third, concept is that of Gender and Social Inclusion (GESI). GESI is a method of analysing how specific demographic groups are impacted by policies, programs, and other interventions (DfID, 2009). These groups may suffer the impacts of discrimination (exclusion) because of their characteristics, such as gender, age, disability, ethnicity, race, religion, HIV status, or even where they live among numerous other things (DfID, 2009). Such discrimination and exclusion occur through social, economic, and political structures and actions (DfID, 2009). The structures and actions in the topic can include Zimbabwe’s current DRM framework therefore this study also had an eye on any inclusivity gaps in inclusivity.

Regarding limitations, the scope of the study was limited to a few Wards in each of the districts where GGZT operates (Chipinge Urban and Rural have 8 and 30 respectively, whilst Chimanimani has 23). Furthermore, the research team revised its original plan of conducting four FGDs (two in each district) due to limited resources, unanticipated logistical hiccups, and time constraints, as well as ongoing election campaigns. Briefly, in Ward 3 Mutema, the research team managed only one FGD due to time constraints

having arrived in the afternoon from Mutare where the fieldwork trip was launched. In Chimanimani, the team had to combine participants from the two groups (Wards 21 and 22 Ngorima) into one FGD. This was in response to last-minute rescheduling after finding out on the day that the FGD venue (in Ward 21) and time clashed with two concurrent electoral rallies, with some of the proposed participants from Ward 22 included. The groups were combined since both are located a considerable distance from Chimanimani Urban where the research team had been based. A separate FGD for Ward 22 would have required an extension of the scheduled time, with budgetary implications for the study.

This study also used geographic data on yearly temperature changes to illustrate the occurrence of climate change in both districts. However, the data does not show conditions at exact locations (i.e., drilling down to ward level), so micro-climates and local differences will not appear including any differentiated impacts between wards in the study. Furthermore, Cyclone Idai is used as a main case study of climate-induced disasters since it impacted the country much more deeply than other natural disasters which are nonetheless acknowledged in passing. It would also have been helpful to carry out a detailed review of the approved principles of the DRMCP Bill, but beyond the information contained in a Cabinet press briefing paper, these were not publicly available for analysis. Finally, the report acknowledges that there may be significant improvements in the DRM framework in response to concerns raised by key informants, which were not documented or identified during the research process. This limitation is inherent in any research project that relies on secondary data sources and interviews.

THE FINDINGS

Climate Change Realities in Chipinge and Chimanimani.

A meaningful discussion of gaps in the legislative, policy, institutional, and crisis management frameworks for DRM must be grounded in the geography and demographics of the areas under focus.

As regards the geographic dimensions, Mutema, Ward 3 in Chipinge, and Ngorima Wards 21 and 22 in Chimanimani (hereafter the three Wards) are located in areas significantly impacted by climate change resulting in frequent natural disasters. Chipinge District in Manicaland Province has experienced multiple climate change-related crises, notably cyclone-induced floods, landslides, and heat waves (Chatiza, 2019). The floods and landslides resulted from the Cyclone Idai disaster that occurred in March 2019. Also located in Manicaland Province in the Eastern Highlands, Chimanimani District has experienced several climate change-induced crises in recent years, and this also includes Cyclone Eline (2000), Cyclone Japhet (2003), and Freddy (2023) in addition to the aforementioned Cyclone Idai (Reuters on VOA, 2019; Chatiza, 2019; Agritex, USAID and FAO, 2000). The district has also experienced drought caused by irregular rainfall patterns and prolonged dry spells in the region (Meteoblue.com 2023). Chimanimani has also experienced land degradation linked to deforestation, resulting in soil erosion and increased vulnerability to floods and landslides leading to deaths and destruction of properties (Chatiza, 2019; Reuters on VOA, 2019; Environmental Management Agency - EMA, 2019, in Munsaka, Mudavanhu, Sakala, Manjeru and Matsvange, 2021).

As Figures 1 and 2 below show, the dashed blue line representing the linear climate change trend measured between 1979 and 2023 shows that Chipinge and Chimanimani are getting warmer due to climate change (Meteoblue.com 2023). The lower part in both graphs shows warming stripes, whereby each coloured stripe represents the average temperature for a year - blue for colder and red for warmer years (Meteoblue.com 2023) with a dramatic increase in the frequency of warmer years apparent

Figure 1 Yearly Temperature Change in Chipinge

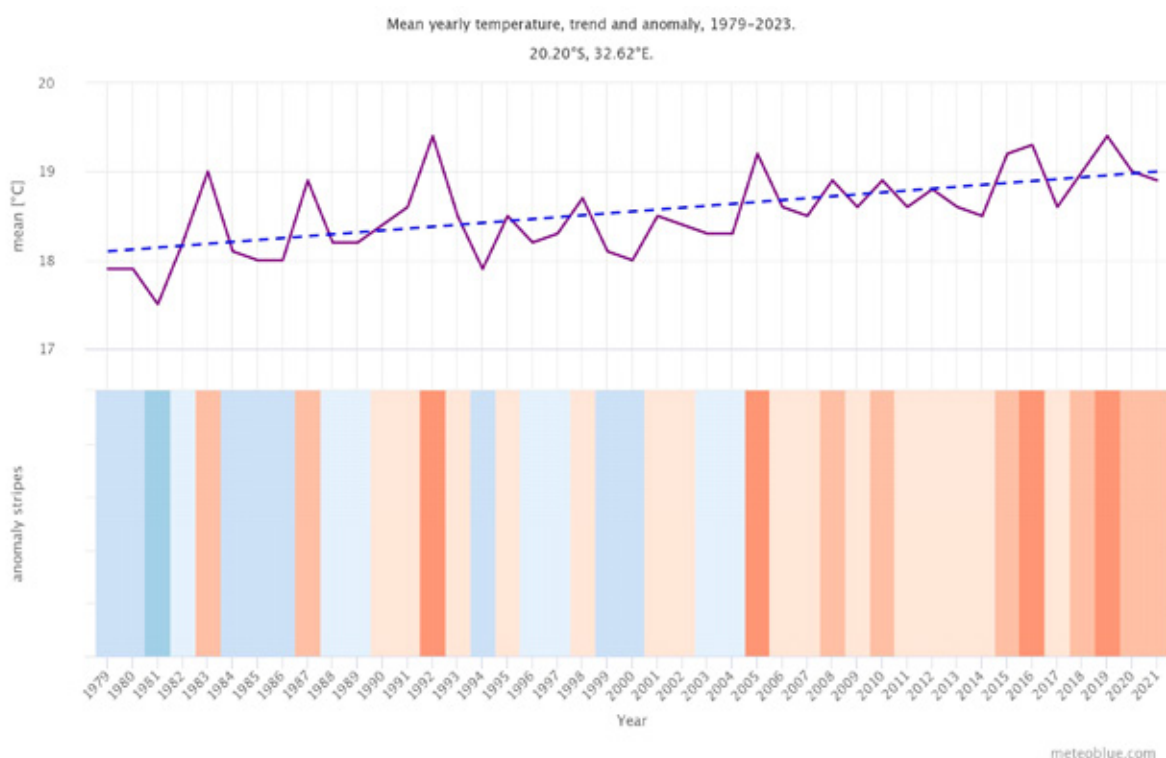
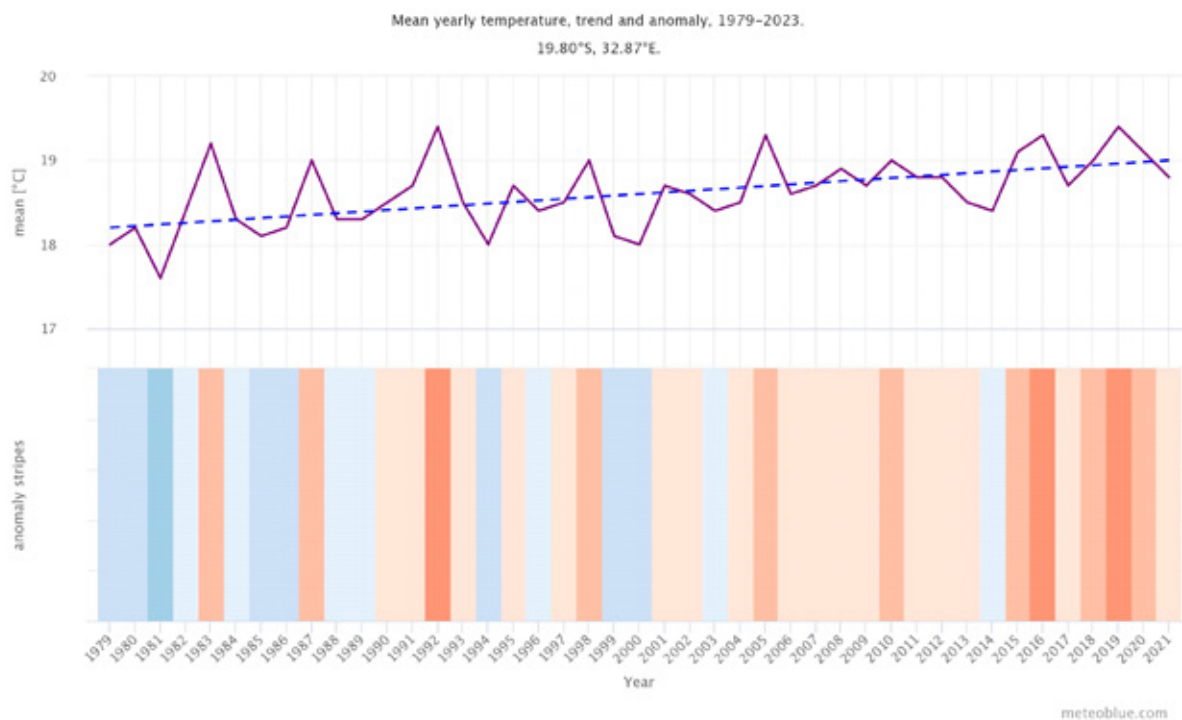


Figure 2 Yearly Temperature Change in Chimanimani



(Source: Meteoblue.com 2023)

The aforementioned climate change-induced natural disasters in both areas under discussion have significantly impacted their environment, economy, and the well-being of their populations. The 2022 Zimbabwe Population and Housing Census Preliminary Report on Population Figures gave Ward 3 Chipinge Rural District a population of 11,644 (5,215 male and 6,429 female). Ward 21 Chimanimani on the other had 8,332 (3,960 male and 4,372 female) (ZimStat, 2022). Exact figures of individuals affected by climate change-induced disasters over time in the three Wards were not available, but to give some perspective using aggregates from one climate-induced disaster (Cyclone Idai) as an illustration, "... 20,002 households (61.5%) or 100,106 people (74.2% of the 2012 population) in Chimanimani and 18,330 households (28.3%) or 91,658 people (30.7% of 2012 population) in Chipinge were affected " (Government of Zimbabwe - GoZ, 2019 in Chatiza, 2019). Furthermore, of the 347 total deaths recorded in Cyclone Idai, 251 were resident in Chimanimani (GoZ, 2019 in Chatiza, 2019)

Figure 3 Selected contributions from the FGD on Lived Climate Change Realities

<p>There was deforestation in the mountains reducing windbreaks which is now a huge problem. We are near the Indian Ocean so now frequent great winds are affecting us negatively.</p>	<p>There are mineral salts (Munyafu) in the soil which rose to the surface [during Cyclone Idai]</p>	<p>I know if climate impacts us negatively, I should make adjustments to my area e.g., turn to cultivate small grains vs maize, and initiate income generating projects.</p>
<p>We [the youth] understand things better. We try to advise our elders to change crop choice, but they refuse, believing in what they have always practiced, resulting in poor harvests.</p>	<p>Early marriages are on the rise due to hunger. Children subsequently fall for gold planners and foreign-based Zimbabweans (Majonijoni).</p>	<p>Women are more affected when it's hot because children get stomach pains (Chinyamukaka) vomiting and diarrhoea and they are caregivers</p>

Participants from both FGDs demonstrated good knowledge of the concept of climate change with most of them rating themselves relatively high with this knowledge. They were able to explain how climate change caused by increased greenhouse gases leads to extreme weather conditions such as cyclones, heavy rains, extremely warm or cold temperatures, and droughts which negatively impact ecosystems in which humans and other organisms (flora and fauna) live. Each group, therefore, cited vivid examples of climate change manifestations using their lived experiences. They highlighted altered rainfall patterns and water shortages, extreme weather events and pests and diseases as evidence of climate change. They were also clear on the cause-effect relationship between climate change, and the disasters they induce such as collapsed infrastructure, food insecurity, pests, and disease epidemics including heat-related illnesses such as heatstroke and dehydration. Impacts included the altered physical and chemical properties of soil; reduced agricultural land (hectarage); changed crop cycles; sub-optimal crop and livestock yields and the damage/loss of food stocks.

Over and above the disasters caused by climate change, they were unanimous in highlighting knock-on impacts of a social nature. Briefly, they highlighted increased gender-based violence (GBV), and conflict/lack of social cohesion as the community struggled to recover. They also reported an intensification of existing gender-based vulnerabilities and inequalities within the community - leading to exploitation and abuse, and early child marriages.

Participants were also conscious of the differentiated nature of climate change-induced impacts on specific demographic segments. They therefore highlighted the fact that women's caregiver roles were severely strained; with an intensification of gender-based discrimination and bias (e.g., school dropouts); increased time poverty (as women now take longer travelling to water sources); disproportionate vulnerability to the physical effects of natural disasters (particularly in the area of health due to limited access to sexual and reproductive health (SRH) during disasters resulting in unplanned pregnancies; sexual exploitation and abuse (i.e., from individuals serving some institutions who were tasked to assist them) and attendant marriage breakdowns. They said that fatherless children from sexual exploitation have posed significant economic and sociocultural problems for them.

Men were reported as also suffering health-wise, with some contracting sexually transmitted diseases (STDs) from partners infected through sexual exploitation. Furthermore, low incomes from reduced yields have given rise to desertion of spouses and even divorce. The reduced arable land and altered rainfall patterns resulted in their dependence on small fields and competition in irrigation zones that yield low produce and income. People with Disabilities (PWDs) have also been disadvantaged by shrinking livelihood opportunities as some are immobile and face challenges of accessibility in the disaster-impacted environment. Indeed, their disability heightens their vulnerability and reduces their resilience to continuing adverse climate change effects.

Apart from vividly describing their challenges, participants in the FGDs also demonstrated knowledge of mitigation and adaptation concepts and practices such as agricultural ecology, among other things. Overall, the depth of their knowledge and their consciousness over their impacted social stability indicates the existence of communities with clarity over the contribution of climate change to their daily challenges, and the ability and willingness to articulate their own ideas on alleviating them.

THE FRAMEWORKS FOR DISASTER RISK, AND CRISIS MANAGEMENT IN ZIMBABWE

The Civil Protection Act of 1989 (hereafter the CP Act) which the DRMCP Bill seeks to replace, is the main legislation governing disaster management at present. The CP Act creates the institutional framework for DRM in Zimbabwe, including its main funding arrangement, the National Civil Protection Fund (NCPF) whose resources for the development and promotion of civil protection come from the Treasury, through an appropriation by Parliament. The President declares a state of disaster with a situation falling within parameters clearly defined in the Act and this is communicated to Parliament through the Minister heading the Local Government and Public Works (MLGPW) at the legislature's next sitting. Over and above the CP Act the literature reveals numerous other pieces of legislation (national and local) that influence disaster management directly and indirectly, and Figure 4 below summarises them using Munsaka et al, (2021) and Misi (n/d).

Figure National and Local Legislation for DRM in Zimbabwe

National level policies:

The Constitution of Zimbabwe (Amendment No. 20 of 2013);

Civil Protection Act (Chapter 10:06);

Police Act, Cap 11:10

Public Health Act Cap 15:17

Rural District Councils Act (Chapter 29:13);

The Regional, Town and Country Planning Act, Cap 29:12

Urban Councils Act Chapter 29:15.

Traditional Leaders Act (Chapter 29:17);

Provincial Councils and Administration Act (Chapter 29:11);

Housing Standards Control Act (Chapter 29:08),



**THERE'S NO HARM IN HOPING FOR THE BEST AS
LONG AS YOU'RE PREPARED FOR THE WORST.**

STEPHEN KING



Examples of local-level policies:

the Chimanimani Rural District Council Environment Policy (Resolution number C3090),

and the Chimanimani District Climate Change Response and Watershed Management Policy (Resolution Number C3331)

(Source: Munsaka et al, 2021; Misi n/d)

Leading the institutional framework is the MLGPW which oversees the implementation of the CP Act through the operations of the 'Civil Protection Organisation' as it is known in the Act. Oversight over this institution is carried out by the National Civil Protection Committee (NCPC) and its subcommittees in line with the CP Act. This Committee, which is comprised of the Director of Civil Protections; representatives of various ministries, representatives of the defence forces, correctional services, and civil aviation; a representative of local fire brigades; the Zimbabwe Red Cross Society – as well as three other appointees of the Minister (MLGPW) who have relevant experience in civil protection matters. A scan of the literature also reveals that the Committee and its officers are also commonly called the Department of Civil Protection (DCP) although the supportive legislation does not refer to it as such (Chatiza, 2019; Veritas, 2021).

Over and above the DCP and its officials, numerous other local institutions play a role in Zimbabwe's DRM system [in line with the aforementioned legislations] with international actors from the region and beyond playing a supportive role in creating a multi-sectoral and inter-disciplinary network of actors (Chatiza, 2019) (emphasis ours). In line with this, the Act enables various public officers and committees to preside over the planning and implementation of civil protection at defined provincial and local area levels. These actors are charged by the Act, with the responsibility of preparing civil protection plans for their areas, specifying practical actions to be undertaken by various stakeholders in the event of disasters occurring.

In the context of the topic, the respondents engaged in the FGDs unanimously expressed a lack of knowledge regarding the legislative and policy framework that governs DRM. It is plausible therefore to assert that they may lack complete clarity over the corresponding institutional framework created by these legislations and policies as well as their roles in contributing to the DRM process.

POLICY AND INSTITUTIONAL GAPS IN THE CURRENT FRAMEWORK FROM A GGZT PERSPECTIVE

The Extent of Proactiveness in the Existing Framework

Various themes were gleaned from the literature regarding gaps in the framework in terms of its proactiveness versus reactivity in preparing communities in the two Wards for effective DRR. Firstly, several authorities on the subject (Munsaka et al, 2021; supported by Chatiza, 2019) exposed the gap of the lack of financial and human resources, including the necessary infrastructure and equipment from their study of Cyclone Idai impacts in Chimanimani. This according to Munsaka et al (2021) is despite the district having had a disaster preparedness plan in place as is expected of every district for DRR. The lack of financial resources was caused by the absence of reserve funds for preparing for and responding to disasters, and dependence on the Treasury signifying the over-centralisation of the national framework (RINA, 2019 in Munsaka et al, 2021; Mavhura, 2016 in Munsaka et al, 2021). Even then, Chatiza (2019) reveals that allocations of the DCP as a % of the ministry budget fell from 1.11% in 2012, declining dramatically to a mere 0.08% in 2017, only rising to 0.19% in 2018 demonstrating low prioritisation. The lack of human resources was characterised by the deployment of untrained officials by GoZ to affected communities.

Secondly, Munsaka et al (2021) highlights the challenge of the poor citing of human settlements by local authorities. In the context of this topic, it is plausible to assert that this limited proactiveness of the framework because the relevant institutions failed to correctly assess the vulnerability of communities based on their physical location. Natural hazards do not occur uniformly, and this is particularly important in the context of climate change which has differentiated impacts across the globe depending on the region or locality. This means that DRR plans should be tailored to suit specific locations. Insights from Coppola (2015) would suggest that challenges emerging from the location of communities vulnerable to climate-induced disasters can be dealt with through land development plans, flood ordinances, building codes and zoning. This strengthened by Chatiza (2019) who in reviewing the impacts of Cyclone Idai cited spatial planning, settlement development, enforcement of regulations and access to geospatial information during disaster response periods as ongoing areas of concern. He further laments the paucity in strongly regulating the construction of rural homes in Zimbabwe, characterised by the lack of technical support by relevant local authorities and the allocation of land to people by traditional leaders, in areas predisposed to disasters (Chatiza, 2019).

A third insight gleaned from the literature relates to the perceived low levels of knowledge among local-level public officers tasked to train communities about climate change hazards in Chimanimani corresponding with low levels of knowledge in their target groups (Munsaka et al, 2021). In the context of the topic, adequate levels of knowledge reduce communities' vulnerability to the adverse effects of natural disasters; therefore, the lack of expertise observed in Chimanimani indicates a deficiency in the proactiveness of the existing framework. Linked to the issue of low levels of knowledge was the observation that the current communication system was considered to be generic and not tailored to the needs of local communities (Gwimbi, 2007 in Munsaka et al, 2021). Fourth in the area of proactiveness of the framework is the lack of local disaster management committees which led to the community in Chimanimani becoming fatally unprepared for Cyclone Idai (Munsaka et al, 2021).

Overall, the literature points to a national disaster management system that is more reactive than proactive, geared instead toward response (Mudavanhu & Collins, 2017 in Munsaka et al, 2021; RINA, 2019 in Munsaka et al, 2021; Chatiza, 2019). What is more startling in the literature, is the revelation that various challenges that Zimbabwe faces in achieving effective DRR have been

known for some time and that the implementation of the relevant institutional reforms has been delayed since 2011 when a bill to reform the system was initially introduced (Chatiza, 2019). The literature would also suggest that this turnaround is somehow linked to, and complicated by the delayed implementation of devolution which is guaranteed by the 2013 constitution (Chikukwa 2019, in Chatiza, 2019). This includes aligning the DRM legislation to the 2013 constitution, as well as global frameworks such as the Hyogo Framework for Action (2005–2015), and the Sendai Framework for Disaster Risk Reduction (2015–2030) explained in Figure 5 below, which have also not yet been done (Chatiza, 2019).

Figure 5 The Significance of Global DRR Frameworks

According to Coppola (2015) the field of disaster management has been in a state of flux with new developments emerging rapidly from the mid-twentieth century. Initially focusing on civil defence because of the threat of air raids and nuclear attacks, it has evolved over time (mainly out of necessity to address natural disasters) to focus on national-level emergency management systems. Several pioneering countries therefore created national-level disaster management structures through the appropriate legal and institutional frameworks, and allocation of resources.

The United Nations (UN) has played a leading role in globalising these developments into standards, starting with the adoption on 11 December 1987 of General Assembly #4/236, and establishing a special office in Geneva to coordinate related disaster management activities. Since then, the UN has rallied nations around the world to cooperate through several 'rounds' of discussions and resolutions on disaster management to promote internationally coordinated efforts on reducing the impacts of natural disasters. Without repeating the outputs of every deliberation and resolution since December 1987, it is noteworthy in the literature above that various analysts raise concern with Zimbabwe lagging behind the adoption of the Hyogo Framework for Action (HFA) (2005-2015) and the Sendai Framework for Disaster Risk Reduction (2015–2030), negatively impacting the degree of proactiveness and effectiveness of Zimbabwe's DRR frameworks.

The HFA was adopted by 168 countries in 2005, committing them to a 10-year plan to take a more comprehensive, holistic approach to DRR (Coppola, 2015). This would be implemented along 5 pillars as follows:

- “Ensuring that DRR is a national and a local priority with a strong institutional basis for implementation;
- Identify, assess, and monitor disaster risks—and enhance early warning;
- Use knowledge, innovation, and education to build a culture of safety and resilience at all levels;
- Reduce the underlying risk factors; and
- Strengthen disaster preparedness for effective response at all levels.” (Coppola, 2015, p.11)

The UNISDR created a standard set of comprehensive indicators against which regions, nations, and local governments could plan for and measure their actions, called the HFA Monitor (Coppola, 2015).

As regards Sendai the successor to the HFA, countries met in 2015 Japan, at the Third World Conference on Disaster Risk Reduction, the successor to the HFA to adopt the Post-2015 Framework for Disaster Risk Reduction (Coppola, 2015). Sendai basically sets for priority areas for action, namely:

- “Understanding disaster risk;
- Strengthening disaster risk governance to manage disaster risk;
- Investing in disaster risk reduction for resilience;
- Enhancing disaster preparedness for effective response, and to “Building Back Better” in recovery, rehabilitation and reconstruction.” (UNECE, 2023)

Beyond launching the National Devolution and Decentralisation Policy (NDDP) in August 2020 GoZ has not advanced the implementation of devolution. The NDDP “seeks to bring Government closer to communities and make it more accessible as a way of enhancing responsiveness, accountability, and participatory governance over local development agendas” (GoZ, 2020, p.3) as well as channelling funds to less developed regions in the country. However, GoZ is yet to enact laws to create the Provincial Councils which are part of the architecture necessary for the implementation of devolution (ZESN on Kubatana, 2020). This is despite the launch of the National Devolution and Decentralisation Policy (NDDP) by the government in August 2020, which “seeks to bring Government closer to communities and make it more accessible as a way of enhancing responsiveness, accountability and participatory governance over local development agendas” (GoZ, 2020, p.3). This paper therefore contends that the over-centralisation of the national framework highlighted in RINA (2019) and Mavhura (2016) above, as well as the poor local level capacity highlighted in Munsaka et al (2021) above can be addressed through the full implementation of devolution.

The aforementioned gap in financial resources by these institutions was according to FGD participants subsequently borne by survivors who helped their neighbours with food and shelter but were not compensated or recognised by various nongovernmental organisations (NGOs) and other agencies that came to the aid of communities. This impact was especially felt by those who had no savings or had lost all expected income when the crops and livestock were washed away in the fields. Using Cyclone Idai as an example, the FGDs also echoed the idea that government institutions were more reactive than proactive,

claiming that they only came forward with assistance after the extreme weather event had occurred. Examples given were the Civil Protection Unit, AGRITEX, the Ministry of Health and Child Care (MoHCC), the Victim Friendly Unit (VFU) of the Zimbabwe Republic Police (ZRP), Department of Social Development (MLGPW) and the Chipinge Rural District Council (RDC).

THE EFFECTIVENESS OF THE DEPARTMENT OF CIVIL PROTECTION

The literature presents somewhat mixed perspectives on the effectiveness of the entity collectively known as the DCP, noting that it includes various stakeholders working across disciplines, sectors and levels, intervening on different aspects of DRR. Acknowledging that the handling of a single climate-induced disaster cannot provide a full, objective picture of the effectiveness of the DCP, this assessment highlights Chatiza (2019) in particular who noted several good practices, and innovations in the manner in which Cyclone Idai was handled implying effectiveness on specific things. For example, where Cyclone Idai is concerned, he lauds public empathy and mobilization, proactive immunizations against cholera and measles, private sector support and direct participation, reassignment of budget allocations towards relief and recovery, government transparency and communication with the public on activities and funding and mainstreaming of psychosocial support, counselling, social and child protection and innovations in the delivery of health services (Chatiza, 2019).

Notwithstanding these positive examples, the lack of financial resources cited by Munsaka et al (2021) above contributed to the failure of the relevant institutions to implement aspects of the disaster preparedness plan for Chimanimani such as disaster drills and simulations, which meant that they didn't play their role of training local communities to deal with possible danger. As a result, the closure of schools (e.g., Charles Lwanga School) and the provision of information and evacuating communities to higher ground prior to Cyclone Idai was not done (Chatiza, 2019), further testimony of the lack of effectiveness of the system. This poor planning is echoed in the Office of the Auditor General (OAG) report on usage of disaster relief funds for Cyclone Idai, which highlighted the lack of updated disaster management plans; no simulations to ready local communities for possible threats; poor database management for volunteers, equipment, and suppliers; the slow disbursement of funds and delayed distributions (OAG in Veritas, 2021; OAG, 2021).

Chatiza (2019) further asserts that the performance of public sector institutions across the four key phases (1. Immediate pre-disaster, 2. During the disaster, 3. Immediate aftermath and 4. Recovery period) was generally inadequate, mainly due to low capacity in their starting (pre-disaster) position (Chatiza, 2019). Furthermore, "Cyclone Idai stretched Zimbabwe's relatively lean DRM institutional framework. It exposed capacity and policy gaps around coordinating responses, civil and social protection, humanitarian assistance, development planning and management, and settlement and land policies (Chatiza, 2019, p.19). This strengthens the position above that the institutional framework was more reactive than proactive in dealing with Cyclone Idai.

Some of the themes above are echoed by both FGD participants who unanimously expressed a lack of preparedness and knowledge of suitable responses and positive coping mechanisms for dealing with the climate-induced disasters they experienced. FGD participants revealed that prior to Cyclone Idai there was no public outreach and communication on the looming disaster. The description by FGD participants of having experienced Cyclone Idai as a "sudden death in the family" raised shortcomings in the efficacy of the DCP in its role of educating people about imminent disasters. The lack of awareness in Chipinge District as highlighted in the corresponding FGD also brings to light the lack of an early warning system on the part of the institution which could have mitigated the loss of lives and property before Cyclone Idai, as compared to Cyclone Freddy (2023) where timely warning was given in contrast. Their positive acknowledgment of prior warnings that were given just before Cyclone Freddy occurred demonstrates that the development of systems, structures, and communication channels can be improved for effective DRR.

HIERARCHY IN ZIMBABWE'S CRISIS RESPONSE PROCESS FROM THE GGZT PERSPECTIVE

Since the objective of this paper is to support GGZT's inputs into the proposed legislation, a brief analysis of the status quo with the hierarchy in the country's DRM using their institutional, youth-centred perspective is included here. This aligns with NIDM, (2018) above, which promotes the active engagement of at-risk communities through the ideals of CBDM.

THE DIRECTION OF INFLUENCE OF VARIOUS PLAYERS

In line with the NIDM (2018) on CBDM above, effective DRM should be implemented using a multi-sectional and multi-disciplinary approach at the planning, prevention, response and recovery stages. Bearing this in mind this study assessed the current direction of influence of various players in DRM. In line with GGZT's youth and feminist-centred perspectives, it juxtaposed the current direction of influence of key players, to the opportunities available for the inclusion of multiple players in the DRM framework.

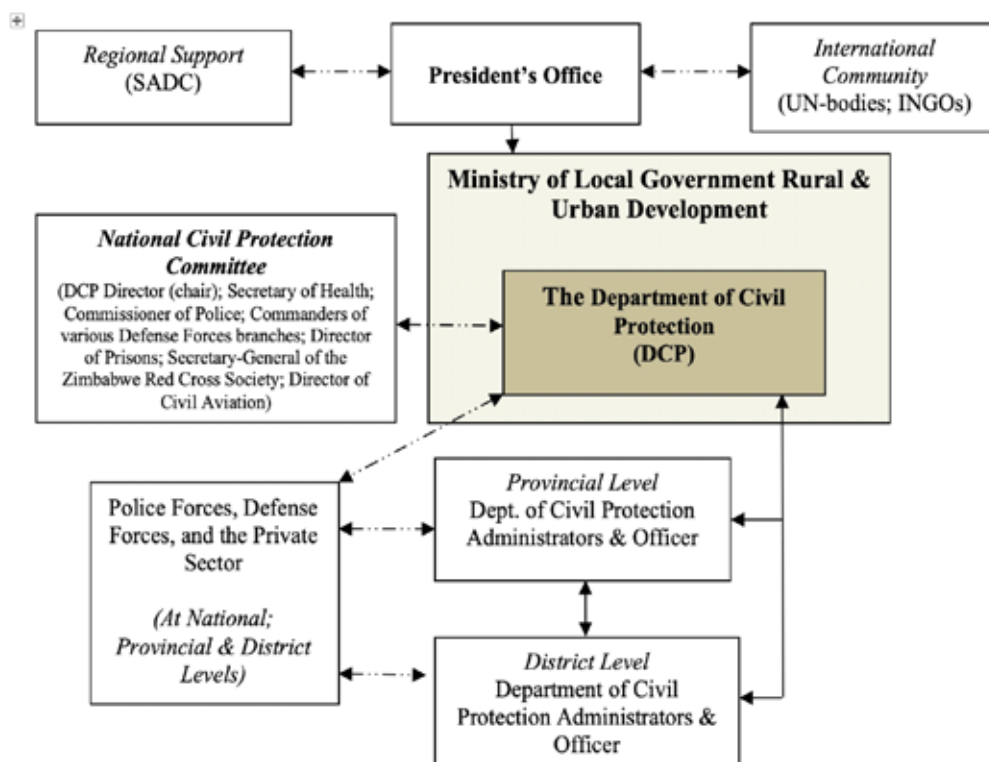
FGD participants were asked whether the youth were involved in the crafting of local disaster management plans, cited in the current Act, as well as the extent to which existing plans were made available to them. They were unanimous in expressing their exclusion from the process of crafting these plans. Participants in all FGDs perceived the operations of DRR as being largely "foreign planned and 'top-down initiatives' that come with ready-made plans; with no room for input from locals in terms of ideas or the workforce to implement them. The research team realised in the FGDs that participants used the term foreign broadly to mean 'non-local' both in reference to aid workers and other officials from within and outside Zimbabwe. Implementation was also described as excluding the youth because only clan elders (i.e., the Chief and Headmen) and select key figures such as religious

leaders were the main ones included. Notwithstanding the fact that they will be victims of climate change-induced disasters who may also require assistance in the immediate aftermath and recovery phase, participants also asserted that they were also overlooked in favour of non-residents in the rebuilding of damaged infrastructure post-crisis.

A scan of several schemas prepared by various sources such as the United Nations Office for the Coordination of Humanitarian Affairs - OCHA (2004), Chikoto & Sadiq (2012), and Chatiza (2019), showing the parts of the existing DRM architecture and how they coordinate with each other was done. All of them save for Chikoto & Sadiq (2012) in Figure 6 below cannot be replicated here for economy of space, to graphically illustrate their similarities and differences. However, Chikoto & Sadiq (2012), and Chatiza (2019) are similar in depicting the disaster management structure being led by the Executive at the top, the Committee in the middle then district and area-level structures at the bottom. Chikoto & Sadiq (2012) have the President's Office at the apex collaborating with regional structures such as (SADC) and the international community (via UN bodies and international NGOs). Chatiza (2019) in contrast has the international community only making an input at the ministerial level. The OCHA (2004) is perhaps unique in having Parliament at the apex through its legislative role, with the Executive below it, and the Cabinet playing a policymaking role. No matter the differences in how these structures are led at the apex, they all strengthen the idea of a 'top-down' approach in the direction of influence prevailing in the current DRR process which no doubt feeds perceptions by the grassroots of limited participation.

This paper asserts that input by international NGOs in the process (in addition to the private sector) may add an extra layer of complexity to the coordination of the DRR framework because they all have their own policy and institutional arrangements to adhere to. Testimony of this is the numerous policy 'handbooks' and DRR country plans published by various humanitarian organisations. This might explain the sentiment by FGD participants, of experiencing disaster management as "foreign-planned" and 'top-down', presenting challenges for local communities to make an input. This also presents the risk of GoZ accounting more to external parties like donors, as opposed to its citizens due to donor dependency caused by the resource challenges summarised above. In the most ideal situation, deeper involvement of locals in DRR would help them to contribute the knowledge and understanding of their communities in the process, foster a sense of ownership and empowerment within the community, and enhance the effectiveness and sustainability of interventions.

Figure The Structure of Zimbabwe's Emergency Management System



(Source: Chikoto & Sadiq, 2012 p.9)

In addition to the above, an analysis of the current CP Act shows that provincial and area planning committees are specified to include persons from government ministries, local authorities, statutory bodies and such NGOs whom the Director, after consultation with the Minister, considers having a general responsibility for carrying out functions associated with or related to civil protection, or which have resources and services for carrying out civil protection measures. (GoZ, 2001, p.5). Where there is potential for local involvement in the Act is in reference to 'volunteers' who can apply to assist local area committees, but even then, the legislation is silent on where these volunteers should be drawn from. This lack of specificity of the legislation in guaranteeing local communities' involvement in the planning and execution of DRR in their areas may result in their limited input to, and ownership of the process.

Zimbabwe's National Climate Change Response Strategy which was adopted in July 2014 and officially launched 19 November 2015 includes a strategy to develop an integrated and co-ordinated approach to reducing disaster risk and to address impacts of climate change through a multi-stakeholder approach (GoZ, Ministry of Environment, Water and Climate, 2014). Impliedly this recognises the multiplicity and diversity of players, which might turn the direction of influence from the perceived top-down approach expressed in the FGDs to bottom-up. Critically, the strategy reveals that "The Department of Civil Protection has incorporated decentralised arrangements for the co-ordination of national, provincial, district and community-level disaster risk management initiatives in the Disaster Risk Management Bill and Policy" (GoZ, Ministry of Environment, Water and Climate, 2014, p.50). Unfortunately, similar to the proposed DRMCP Bill the Policy mentioned in the Strategy was not available for analysis in this paper.

Overall, one goal in the principles for the DRMCP Bill announced through the 7 June 2022 Cabinet press briefing paper, is to promote citizens' involvement in managing the multiplicity and severity of disasters and associated risks (GoZ, in Veritas, 2022). This goal resonates well with the values of CBDM and is indeed a positive statement of intent by GoZ, to include local citizens in the implementation of DRR.

THE EXTENT OF GESI IN THE EXISTING FRAMEWORK

The literature revealed the existence of male-dominated DRM structures, risking the failure to respond effectively to women's and girls' specific needs during disasters such as Cyclone Eline (Chikukwa in Chatiza, 2019; Munsaka et al, 2021). The literature also highlights disproportionate impacts of nature-induced disasters on women and children (i.e., GBV, increased burden of unpaid care work, physical abuse, rape and sexual abuse, lack of privacy and safe spaces at emergency shelters, negative coping mechanisms and orphaned children), which were all sentiments echoed in the FGDs.

The Civil Protection Act (2001) makes no mention of gender mainstreaming as an imperative concern. It is drafted in gender-neutral terms and makes no specific mention of the need to incorporate gender parity in staffing to ensure gender equality. Part IV Section (2) however makes room for the inclusion of other Ministries such as that of Women's Affairs which gives room for the inclusion of gender in the planning process. Overall, the Act falls short of adopting an inclusive outlook as it does not call for gender parity in the composition of officers and members in planning committees. It makes no provision for citizenry participation and is largely an external, top-down/hierarchical structure with the overall influence of power and access to resources determined by the Minister.

The bill previously introduced in 2011 (the Disaster Risk Management Bill, 2011) to replace the Civil Protection Act has no evidence of GESI analysis in the selection of representatives in the DRM Committees. As regards gender mainstreaming, the bill failed to specifically mention gender mainstreaming in its proposed approach to address DRM. On inclusivity measures local actors are only mentioned in the Village DRM Committee, betraying a welfare approach to participation as only traditional leaders are included at the ward level with government officials. Resource allocation in the 2011 bill is monolithic in nature, failing to appreciate the varying categories of people found in society. There are no provisions on citizenry participation in the management of resources.

A previous section has already highlighted the observation by Chatiza (2019) that allocations of the DCP as a % of the ministry budget have been dwindling. Viewed from a GESI lens, the prevailing reduced allocations towards the DCP will disproportionately affect vulnerable groups, increase the risk of their vulnerability, and exacerbate existing inequalities and ultimately challenges in emergency response and post-disaster recovery efforts. Viewed against this backdrop, the release of the 2023 National Gender Responsive Budget Statement was an important development that saw the inclusion of gender responsiveness in national budgeting. There is an emphasis on resilience-building allocations of different categories of people in relation to poverty alleviation in the form of social protection. DRM is covered in relation to agricultural-related climate proofing i.e. Pfumvudza/Intwasa to reduce poverty among vulnerable households and not to prevention and mitigation of non-agricultural-related disasters.

Youth involvement and support within the institution's programmes were cited in the FGDs as being at a scale of 0/10 on involvement in planning as plans were readily established. The main factor cited by the participants which undermined their impact on the DRR process was the active exclusion of the youth by the institutions responsible. The youth lamented being disadvantaged in building resilience due to the disproportionate focus on clan elders as representatives in aid programmes from donors and the government. The exclusion of the youth not only reduces the opportunity to help build their resilience in the face of future disasters but also undermines its capacity to respond to the needs of marginalized groups including women and PWDs in turn weakening their relevance and mandate.

The reported lack of participation in the development of disaster management plans by FGD participants contrasts sharply with how the youth perceive themselves, in terms of their capacity to contribute meaningfully and effectively towards the management of climate change-induced emergencies or disasters. Both FGDs highlighted the potential of the youth and women to positively contribute to DRR, suggesting high levels of efficacy. Participants highlighted the youth's capacity to be educated, retain information and train others on disaster response as they did in the implementation of GoZ's 'Pfumvudza' cropping programme and their ability to be engaged in manual labour where needed. They emphasised their potential to aid in the quick and effective spread of information during advocacy, early warning and response programmes due to their appreciation and exposure to diverse media channels including Information and Communication Technologies (ICTs).

Specific roles for young women in DRR cited in the FGD mostly fall in the social and economic spheres of life showing that four years after the crisis, they locate their role mainly in the 'Recovery' aspect of Disaster Management (DM) linked to natural disasters. As a recap, DM is broken down by authorities like Coppola (2015) into 4 phases, namely, Mitigation (aimed at

eliminating/reducing the probability of occurrences of disasters), Preparedness (making plans or implementing activities, or installing systems), Response (the activities following a disaster) and Recovery (activities in the long term to normalise life of those affected). Women in the FGDs therefore emphasised their involvement in immediate recovery as well as activities required to recover long-term, since climate-change-induced disasters had reduced the productivity of their habitats with knock-on impacts on their livelihood. In this regard, they described their involvement in building resilience through by in diversified economic activities such as Loan clubs (Mukando) and existing forms of community mobilisation and organisation such as Village Development Committees (VIDCOs), Village Development Committees (WADCOs), Church clubs and School Development Committees (SDCs).

Youth participants in the FGDs highlighted their potential to diagnose and articulate their unique problems which may evade local clan elders and other individuals who are cherry-picked to lead or participate in disaster response structures and initiatives. They explained this in their ability to understand inter-generational problems since they were the ones who had young children in addition to taking care of their elders. Female participants gave examples of the failure of older women most often menopausal who failed to appreciate the unique SRH needs of young women. The specific challenges faced by PWDs have been highlighted above.

The literature did however turn up several national strategies and policies for GESI and related concerns in DRM. Among several objectives, the Zimbabwe's National Climate Change Response Strategy (GoZ, Ministry of Environment, Water and Climate, 2014) aims to mainstream gender, children and youth, people living with HIV and AIDS and other vulnerable groups into all climate change interventions. If followed through, this creates platforms where citizens are included in the planning, design and implementation of interventions thereby creating a bottom-up approach to DRM.

The National Gender Policy (The Republic of Zimbabwe, Ministry of Women Affairs, Gender and Community Development, 2017) is a major instrument crucial to GESI in DRM as it sets the direction on gender issues, raising the need and putting in place mechanisms for gender mainstreaming in all development interventions. Zimbabwe's Climate Change Gender Action Plan (GoZ, Ministry of Environment, Climate, Tourism and Hospitality in Industry in Partnership with the Ministry of Women Affairs, Community, Small, and Medium Enterprises Development, 2023) recognises and highlights that women and men are users and impacted differently by climate information thus the need for gender-responsive and sensitive climate change interventions. It therefore calls for the involvement of women in training and decision-making bodies.

Zimbabwe's National Strategy to prevent and Address GBV 2023- 2050 (GoZ, Ministry of Women Affairs, Community, Small and Medium Enterprises Development, 2023) is the implementing mechanism derived from the aforementioned National Gender Policy, which aims to prevent and address Gender Based Violence (GBV) and provides a guiding framework for GBV implementers on preventing and responding to GBV in a comprehensive way. In line with the topic, it recognises the exploitation of women in past DRM interventions more, so it identifies that women of differing identities e.g. the disabled, are disproportionately subjected to abuse and exploitation during disasters. It therefore aims to address and prevent future abuse by responders. The strategy addresses GBV in DRM in its 9.3 Strategic Focus Area 3: GBV in Emergencies, Humanitarian, Disaster and Conflict Situations and highlights it as one of the focus areas for the next 7 years. It adopts a bottom-up approach in the inclusion of community in design, implementation and monitoring of GBV interventions.

The National Youth Policy 2020- 2025 (GoZ, Ministry of Youth, Sport, Arts and Recreation 2020) is critical in highlighting the different identities of the youth that may be rendered invisible by the erroneous perception of their segment as a monolithic group. It also calls for youth mainstreaming in all governance structures thereby ensuring youth participation and amplifying their voices in the design, planning, and implementation of interventions and emphasising a bottom-up approach to DRM. Its approach to DRM is however limited to environmental protection.

The Guidelines for the Preparation of Gender Responsive Budgets issued by the Ministry of Finance and Economic Development (MoFED) in May 2021 to support policymakers, policy and technical advisers, decision-makers as well as programme and sub-programme managers and implementing agencies, as well as stakeholders to promote and accelerate gender mainstreaming through the Public Financial Management (PFM) system. In this regard, there is an opportunity to progressively increase the allocations to the DCP, albeit in a manner that recognises the differentiated needs of various vulnerable groups in climate change-induced disasters.

Finally, the National Disability Policy 2021, is a landmark policy that shows the government's recognition of PWDs in Zimbabwe. In the context of the topic, it highlights that most DRM initiatives are silent on disability and calls for disability mainstreaming in interventions (GoZ, Ministry of Public Service, Labour and Social Welfare, 2021). It therefore calls for the formulation of a strategic plan or guidelines for the protection and safety of persons with disabilities within the context of risk (source.). Most importantly it asserts that "Committees of Disaster Risk Management must comprise persons with disabilities, including women with disabilities, and parents and guardians of children with disabilities at all levels." (GoZ, Ministry of Public Service, Labour and Social Welfare, 2021, p.54)

CONCLUSION

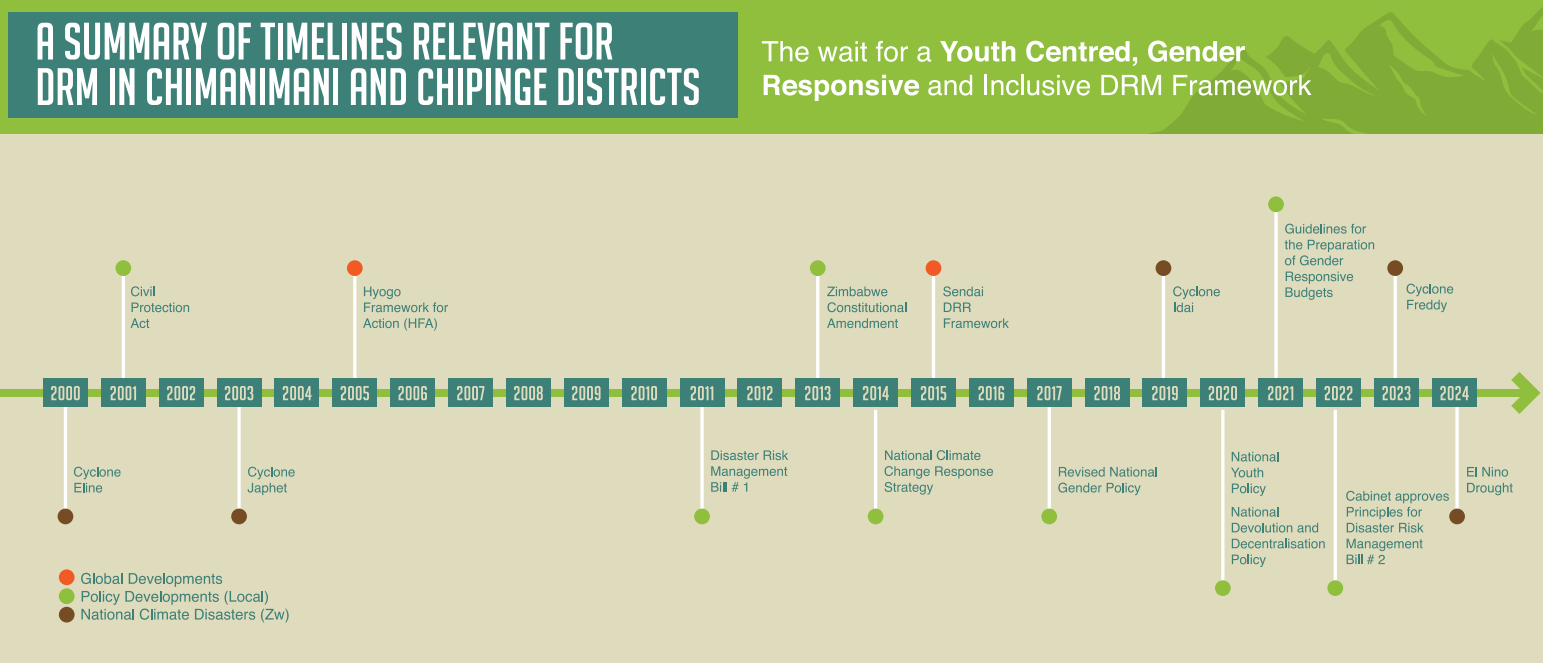
The literature in the study has shown that the current framework for DRR is largely reactive rather than proactive in preparing communities to prevent, cope with or recover from naturally induced disasters. This perspective is confirmed by the affected community in the study, in terms of their experiences with previous disasters, in particular, tropical cyclones. The main factors contributing to this include but are not limited to financial and human resource constraints; poor planning for and siting of human settlements; low levels of knowledge among local public officials (resulting in low levels of risk awareness and preparedness in communities); ineffective communication (both in terms of infrastructure and messaging) and dysfunctional community-level DM structures.

Notwithstanding the challenges facing the country's DRR framework, there are some good practices and innovations noted in the manner in which various stakeholders across sectors, and in affected communities mobilised to deal with past natural disasters. However, the evidence leans heavily towards ongoing capacity and policy gaps in pre-disaster capability, particularly in terms of coordinating responses, civil and social protection, humanitarian assistance, development planning and management, and settlement and land policies and poor funding of technical departments and agencies. Many of these challenges require urgent reforms to policies and institutions to be addressed, a fact that has been known for some time. However, the actual implementation of the relevant recommendations is still pending over a decade since the process began indicating some binding constraints, or possible clash of interests at policy levels.

The affected communities are unaware that the government intends to review the legislative framework for DRR. There is, therefore, a risk that any new legislation resulting from a consultation process that does not include them meaningfully will perpetuate the same fatal deficiencies of the existing framework. The stated intent by the GoZ to legislate for increased citizen involvement in DM however presents an opportunity for affected communities to be involved in the future

Affected communities generally experience DRR as externally driven and top-down, limiting their input. As a result, the existing framework does not tap into the desire of young men and women to be meaningfully involved in DRR efforts targeted at their communities. The current assistance is given in a manner that perpetuates existing gender, cultural, and social inequality; and abuse of vulnerable groups by entities expected to assist them. These and other factors justify a process of harvesting the inputs of affected groups, such as women, the youth, and PWDs in making an input in the proposed successor legislation.

Figure 1 A Summary of Timelines Relevant for DRM in Chimanimani and Chipinge Districts



RECOMMENDATIONS

Recommended Principles for the DRMCP Bill

Based on the foregoing analysis, this paper proposes that the following elements be included in the proposed DRMCP Bill, in line with GGZT's organisational objectives.

Table 2 List of Recommendations

Issue	Principle
Lack of coherence between different DRR legislations and institutions, and slow implementation of reforms	<p>Enhanced DRR Framework</p> <ul style="list-style-type: none"> • Complementarity between national and local legislation and alignment with global best practices • Seamless coordination and collaboration among partners • Alignment with international standards • Seamless linkages of the DRR framework with the devolution agenda
Sexual exploitation and abuse of disaster victims	<p>Protecting vulnerable groups</p> <ul style="list-style-type: none"> • Strict Code of Conduct for DRR organizations and their personnel • Screening and selection process for personnel and volunteers • Mandatory training and capacity building • Accountability and whistleblower Protection mechanisms
Reactive DRR framework	<p>Proactive DRR framework</p> <ul style="list-style-type: none"> • Comprehensive and specific disaster risk assessment of districts with the highest incidence of climate change-induced disasters • Scientific and accurate disaster risk assessment of human settlements • Functional systems for DRR
Over-centralization of the national DRR framework	<p>Community-Based Disaster Management</p> <ul style="list-style-type: none"> • Leverage devolution for the implementation of DRR for proactiveness • Improved levels of local-level knowledge among local-level knowledge on climate-induced hazards
Issue	Principle
Lack of consultation and inclusivity in DRR initiatives	<p>Inclusive and Consultative DRR Framework</p> <ul style="list-style-type: none"> • Inclusion of the youth and mainstreaming of gender in line with the National Climate Change Response Strategy • Inclusion of PWDs on DRM committees in line with the National Disability Policy • Training and capacity building of stakeholders on differentiated impacts of disasters • Inclusive decision-making processes • Gendered data collection for accurate profiling of beneficiaries (including gendered M&E frameworks) • Tailor-made initiatives for groups based on gender, age, and ability/disability • Local recruitment of volunteers

RECOMMENDATIONS FOR CONCERNED DRM STAKEHOLDERS IN CHIMANIMANI AND CHIPINGE

- Initiate community outreach programmes to address knowledge gaps in the current legislative and policy framework that governs DRM, the current local disaster management plans, and any improvements made based on experiences with past disasters
- Develop a mutually agreed monitoring and evaluation (M&E) framework of the state of preparedness of local-level structures and plans
- Conduct a GESI analysis of the proposed DRMCP Bill when it is gazetted, as well as assess the proposed implementation of decentralised arrangements for the coordination of national, provincial, district, and community-level disaster risk management initiatives
- Use the knowledge from the analysis of the bill to provide local communities with feedback, and consult them to facilitate their active participation in Parliament's outreach for the DRMCP Bill
- Lobby for the full implementation of devolution in line with the constitution, as a mechanism to reverse the over-centralization of the national DRM framework and facilitate citizen participation in resilience to climate change-induced disasters.
- Carry out effective dialogue and consultation with the youth to decide their most appropriate and effective role in the DRM phases of addressing climate change-induced crises to leverage their strengths
- Engage clan elders to deepen understanding of the generational political disaffection among the youth, and facilitate dialogue between the groups to address the perceived lack of youth representation, the failure to address contemporary issues effectively, and eliminate the sense of disconnect between the youth and traditional governance systems
- To facilitate ongoing gender budget analysis to address gender-specific needs, ensure gender equality, empower women and enhance the effectiveness of DRM interventions monitor

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APPENDICES

Appendix 1 FGD Facilitation Guide

<p>Part A Introductions [10 minutes] Facilitator to:</p> <ul style="list-style-type: none"> • Introduce GGZT and its mission vision • Summarise the objectives of the exercises • Get informed consent from participants to participate in the FGD • have their responses recorded • Give individual participants the opportunity to withdraw from the FGD at any point 	<ul style="list-style-type: none"> • Mese maiswa munhaurirano dzeGreen Governance Zimbabwe Trust (GGZT) kuti tiwane maonero enyu pamusoro pehurongwa hwekuchengetedza nharaunda nevanhu kubva kunjodzi muZimbabwe. • GGZT inoda kuti maonero evechidiki apinzwewo muhurongwa hwekudzivirira njodzi dzakasiyanasiyana munyika, kunyanya idzo dzinokongerwa nekushanduka kwemamiriro ekunze (climate change). • Hurukuro dzedu padonzvo iri nhasi dzichatora awa rimwe. • Hapana anomanikidzwa kupa pfungwa dzake padonzvo iri. Pfungwa dzenyu dzichabatanidzwa nedzevamwe uye hatizodomi mazita evanhu vanenge vatipa mawonero avo. • Zvichabuda muwongororo iyi zvichanyoreswa gwaro ratichapa kuruzhinji pachena, munguva pfupi inotevera • Panguva ino tinokumbira mvumo yenyu kuti murambe muri m=sangano uno uye kunyora pfupiso yenhaurirano ichaitwa.
<p>Part B Priming the participants [10 minutes]</p> <ul style="list-style-type: none"> • How do you rate your understanding of climate change? • Each participant gives their individual understanding of the topic. • Afterwards, all agree on a working definition of climate change to be used in the meeting • Can each of you illustrate the evidence of climate change which you have experienced in your community? • How do you rate your understanding of climate change-induced emergencies/disasters? • Each participant gives their individual understanding of the concepts • In your own understanding, what is the relationship between climate change and natural disasters? • How has climate change impacted your community in general • In view of the testimonies you have given, are there unique impacts of climate change that affect the youth, men & women, and PWDs differently? If yes kindly elaborate 	<ul style="list-style-type: none"> • Mese mune udzamu hwakanyanya zvakadii, pamusoro pedonzvo kana nhaurirano dze kushanduka kwemamiriro ekunze? • Itsanangudzo ipi kana kuti Definition, yatingabvumirana tese sevechidiki, kutsanangura kushanduka kwemamiriro ekunze? • Chii chatingashandisa munharaunda medu, seumbo kana chiratidzo chekushanduka kwemamiriro ekunze? • Mese mune udzamu hwakanyanya zvakadii, panhaurirano dze njodzi dzakasiyanasiyana, dzinokongerwa nekushanduka kwemamiriro ekunze? • Mukunzwisisa kwenyu, hukama huripo pakati penjodzi dzinowira nharaunda kana vanhu - nekushanduka kwemamiriro ekunze huri pai? (kana kuti climate chanje inokonzera njodzi nenzira dzipi?) • Chii chamakasangana nacho kana kuti mhuri dzenyu munharaunda yenyu, maererano nekushanduka kwemamiriro ekunze? • Tichitarisa uchapupu hwamapa, pane here kukanganiswa nenjodzi idzi kunobata vechidiki, zvakanyanya kudarika vamwe? • Ko pane kukanganiswa kwakanyanya kurereka vanhurume, vakadzi, nevakaremara zvakasiyana nevamwe vanhu here? Tipeiwo tsanangudzo
<p>Part C Awareness of the existing policy and institutional framework [10 minutes]</p> <ul style="list-style-type: none"> • Do you have any knowledge and understanding of policies which govern the management of climate change-induced emergencies/disasters in your area? [participants to name the acts etc.] • institutions that help citizens to manage climate change-induced emergencies/disasters in your area? [participants to list the institutions.] • Are you aware of plans to review legislation governing the management of disasters? 	<ul style="list-style-type: none"> • Mese mune udzamu hwakanyanya zvakadii, mukunzwisisa mitemo yehurongwa hwekuchengetedza nharaunda nevanhu kubva kunjodzi muZimbabwe? Tipeiwo tsanangudzo. • Mese mune udzamu hwakanyanya zvakadii, muruzivo rwemadhipatimendi anofambisa hurongwa hwekuchengetedza nharaunda nevanhu kubva kunjodzi muZimbabwe? • Mune ruuzivo here maererano nechirongwa chakaparurwa muna 2022 chekuvandutsa kana kushandura mitemo wekufambiswa mabasa ekuchengetedza nharaunda nevanhu kubva kunjodzi muZimbabwe – (Disaster Risk Management and Civil Protection Bill?)

Part D - The role of the youth in managing climate change-induced emergencies/disasters and the direction of influence [20 minutes]

- To what extent do the relevant departments engage in public outreach and communication to encourage and mobilise public participation in the process of planning mitigation and response plans? i.e., through public awareness campaigns and community-based early warning outreach programmes
 - To what extent does the public influence the crafting of frameworks for Disaster Risk Management in Zimbabwe through a participatory process or mechanism?
 - In your view, how well was the community in general prepared to deal with the climate change-induced emergencies/disasters you mentioned?
 - Each participant to give reasons/evidence for their response
 - What role has the youth played in the past to manage the climate change-induced emergencies/disasters which you mentioned?
 - Was the youth involved in the crafting of local disaster management plans? To what extent are the existing plans made available to them?
 - Is there a specific role for young women in the management of emergencies/disasters? Please give evidence (testimonies)
 - Which public departments or agencies did the youth interact with in the management of those disasters?
 - To what extent do these institutions demonstrate support for the youth's participation in the management of climate change-induced emergencies/disasters?
 - In your view, do youth have the capacity to contribute meaningfully and effectively towards the management of climate change-induced emergencies/disasters?
 - Mention the factors that influenced the impact or lack of impact which the youth had/have
 - In view of governments' plans to review legislation governing the management of disasters what would you like to be included in the upcoming Bill?
- Mapazi kana kuti madhipatimendi akakodzera atambotaura, anotora here matanho ekupa veruzhinji ruzivo, uye kuvakurudzira kuti vapinde muurongwa hwemabasa ekuderedza njodzi dzinokonzera nekushanduka kwemamiriro ekunze?
 - Ruzhinji runopesvedzera kusvika papi pakunyorwa kwemagwaro ezvirongwa zvekugadzirira njodzi idzi?
 - Nharaunda yenyu yakange yakagadzirira zvakadii kuderedza njodzi dzamataura dzinokonzera nekushanduka kwemamiriro ekunze? Nemawonero enyu, zvirongwa zvaive zvakatarwa kare here kana kuti zvakazouya njodzi yavepo?
 - Vechidiki vakaita basa rei pakuderedzwa kwenjodzi dzamataura? Tipeiwo tsanangudzo.
 - Vechidiki vanechikamu chavanopinda here pakunyorwa kwemagwaro ezvirongwa zvekugadzirira njodzi? Tipeiwo tsanangudzo.
 - Pane here basa remadzimai echidiki mukutungamira kwemabasa ekuderedza kana kugadzirira njodzi idzi? Tipeiwo tsanangudzo.
 - Vechidiki vanosangana here kana kuvaka ukama neMapazi kana madhipatimendi anofambisa zvirongwa zvekuderedza kana kugadzirira njodzi?
 - Mapazi aya anoratidza here chido chekushanda nevechidiki mjukufambiswa kwebasa ravo?
 - Nemawonero enyu, vechidiki vanogona here kubatsira zvine mutsindo uye zvinobudirira, muzvirongwa zvekuderedza kana kugadzirira njodzi? Tipeiwo mifananidzo emabasa amungaita. Pane zvinhu zvingawedzera kana kuderedza kubatsira kungaitwa nevechidiki muzvirongwa izvi? Tipeiwo mifananidzo
 - Sevechidiki, mungade here kuti pfungwa dzenyu dzipinde muurongwa utsva hwekufambisa mabasa ekuderedza kana kugadzirira njodzi dzinokonzera nekushanduka kwemamiriro ekunze??

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