

1/31/2020



**CITY OF MUTARE,
MANICALAND
PROVINCE, REPUBLIC
OF ZIMBABWE**

RESILIENCE FRAMEWORK OF
ACTION



FRAMEWORK OF ACTION TOWARDS BUILDING THE CITY OF MUTARE'S RESILIENCE TO
DISASTERS | N Kunjenjema, P.K Sithole, L Mujahq, B Taringa, BT. Madya



FOREWORD

The management of disasters including preparedness response and recovery is a reality that Mutare City has prioritized in its organizational structure. It is the mandate and responsibility of Mutare City and its stakeholders to mitigate the impacts of climate change disasters that result in loss of life, destruction of economic assets, and the environment so as to attain sustainable development of City of Mutare.

In its endeavour to protect the residents from the impacts of natural disasters Mutare City adopted the CityRAP tool to prepare this resilient framework of action (RFA) in order to spell out clear objectives, priority areas and action plans to be implemented in the vulnerable areas within its communities. It is the city's expectations that the RFA will increase the resilience of the beautiful and prosperous city.

ACKNOWLEDGEMENTS

The production of the City of Mutare resilient framework of action (RFA) was prepared jointly by the Council, its stakeholders and the UN-Habitat, UNDP. The stakeholders in collaboration with the focal points person engaged in a jointly rigorous process, of discussions and debates to produce the RFA.

Our sincere gratitude goes to His Worship the Mayor of the City of Mutare Councillor Blessing Tandl, Councillors, the Town Clerk Mr. Joshua Maligwa, Heads of Departments, employees and stakeholders who contributed to the preparation and finalisation of the framework of action document.

Special mention goes to the following; United Nations Regional and Local Offices (UN-Habitat) which funded the whole process and seconded technical facilitators (Mr. A Chileshe, Ms. S. Angelone and Mr. P Mutavati and UNDP (Zimbabwe Office) who provided funding for the production of the Google maps. We further appreciate the effort and commitment of the six focal point persons who carried the whole exercise from initiation to the drafting of the RFA. Special acknowledgement is accorded to the former Chairperson of the City of Mutare's Urban Resilience Focal Team, Mr. Richard Simbi. His immense contribution in guiding the team through the CityRAP process as well as in the drafting of this Resilience Framework of Action is highly appreciated and the City wishes him great success as he moves on to other endeavors.





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CHAPTER 1

The City of Mutare's Resilience Framework of Action (RFA) document is a compilation and consolidation of views and ideas from several stakeholders that came out of the City Resilience Action Planning process (CityRAP) held from August to December 2019. The CityRAP process was carried out to gather information on the state of vulnerability of the City of Mutare in order to come up with proposals for interventions targeted at reducing the vulnerability of the people, infrastructure and environment in the City. The entire process from inception was participatory and was attended by approximately 45-60 invited stakeholders at each phase which culminated in the consensus agreement of the RFA at the Golden Peacock Hotel on the 19th of December 2019.

The objective of the RFA is to develop Mutare City to be a resilient city that is prepared for disasters and is able to recover in the event of natural or human induced hazards, through consultative implementable plans of actions to develop Mutare to be a smart city that can effectively manage its environment, optimize land use planning and preservation of natural resources as detailed in section 4.0 of this document. Chapters two and three provide a insight of the build-up to the final crafting of the RFA. These chapters chronicle the processes, data collection methods and information used in generating this RFA as the same would not be complete without background information.

The CityRAP make reference to the CityRAP Tool a manual developed by the office for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) in partnership with UN-Habitat. It is an effective tool that gives

1.0 INTRODUCTION AND BACKGROUND

guidance on concise articulation of the vulnerability of affected communities while expediting the building of resilience in the wake of both natural and human induced hazards. The RFA advocate the city to incorporate and realign resilience issues with its present and future strategic plans, budgets, institutional set-ups and actions.

The preparation of this RFA was very timely since it coincided with Mutare City Council's finalization of its Disaster Management Policy. The fusion of the two documents will enhance Mutare City's planning realignment, preparedness, prevention and respond to all types of disasters.

1.1 Regional Location and Vulnerability

Mutare is the third largest City in Zimbabwe in terms of industry and is located in Manicaland Province which is 15 km from the border with the Republic of Mozambique. It lies 265km from Harare, the national capital and 283km from the nearest port of Beira, Mozambique (Refer to Figure 1 below). Mutare's proximity to the Mozambican cities of Beira, Chimoio and Manica exposes and makes it vulnerable to natural disasters such as cyclones, floods and typhoons induced from the Indian ocean.

Cyclone Idai which devastated parts of Southern Africa, Zimbabwe included in 2019 was expected to directly hit the City of Mutare but later changed its course and lost some of its intensity. In light of such serious disaster risks, it is critical to start implementing resilience measures for the City of Mutare.



Figure 1: The Location of City of Mutare
Source: Google Maps 2020

Mutare City is located in a basin surrounded by mountains spanning from the north, west, east and south. The land to the west and south (ZIMTA Park, Dreamhouse, Dangamvura and Gimboki South and Federation) is characterised by flat terrain that is prone to flooding. Sakubva the oldest township is vulnerable and prone to strong winds and flooding in the event of cyclones which is exacerbated by obsolete, poor inadequate drainage system whose carrying capacity can not cope with the City growth rate and demand. These areas have soils that are prone to erosion and are occupied by the marginalised communities who practice farming on unsanctioned areas for food supplement.



Figure 2: Location of City of Mutare in Zimbabwe
Source: Google Maps 2020

Location of the City of Mutare on the border with Mozambique

It shares common borders with Machipanda in Mozambique

City of Manica is 20km away from Mutare

Zimbabwe is one of the key countries in Southern Africa with a population of 13 million (2012 Population Census) and an urbanization rate of 36% and whose continued growth is estimated to reach 50% by 2050. This rate of urbanisation exacerbates urban challenges including those related to climate change. These challenges manifest themselves in the form of

deteriorating infrastructure, failure to provide basic services (water, sanitation, health and education), rising urban poverty and severe shortage of decent housing.

The resilience plans for the City of Mutare will incorporate the Sendai Framework (2015-2030) global context for disaster risk preparedness articles of the Paris Agreement (2016) and fuse it with the local initiatives being implemented in





Sub-Saharan African countries in reducing effects of climate change induced disasters.

African Development Bank had set aside US\$685 000 for climate change, and capacity building in Zimbabwe scheduled to commence in March 2020.

1.2 The Framework for Disaster Management in Zimbabwe

The Government of Zimbabwe takes climate change effects seriously. The country is a signatory to global protocols on climate change such as the United Nations Framework Convention on Climate Change (UNFCCC, 1992), the Kyoto Protocol (2009), the Paris Agreement (2016) and the Sendai Framework (2015- 2030). These conventions advocate for implementing strategies that reduce the social, economic and environmental (ecological) effects of climate change, while strengthening measures that improve the resilience of both rural and urban communities in the face of natural or human induced disasters.

As a result of the global commitment to deal with disasters; the Government of Zimbabwe introduced a climate change policy in 1996 which was then incorporated into the Environmental Management Act, (Chapter 20:27). Further to the foregoing the country has a National Climate Change Strategy as well as other policies such as the child friendly climate policy, the climate smart agriculture policy and the new national climate policy launched in 2018.

An Office responsible for climate change was established in the Ministry of Environment, Water and Climate. At the national level this Office is responsible for formulating policies on climate change issues including measures to reduce emission of Green House Gases (GHGs) and the management of disasters, while advocating for adaptation projects, seeking funding and playing the oversight role over the key stakeholders. As of January 2020, the

The Environmental Management Act, Chapter 20:27 and the Civil Protection Act, Chapter 10:06 are the legal instruments that deal with the management of natural hazards emanating from climate change in Zimbabwe. These legal instruments define the institutional frameworks that deal with the reduction of disaster risks as well as the implementation of adaptation and resilience projects in Zimbabwe. The hierarchy of the institutions is well defined in the Civil Protection Act as: National, Provincial and Local.

The local institutions are at the District level and chaired by the District Development Coordinator. Urban and Rural local authorities are members of the District Civil Protection Unit at the local level. The legal framework has no provision for structures that deal with disaster risk reduction at Council level and this gap prompted the preparation of the Disaster Risk Management and Climate Change Policy by Mutare City Council as well as the preparation of the RFA in order to genuinely focus on resilience planning at City level.

It is imperative to note that there are adequate policies and separate pieces of legislation that directly address disaster risk management issues in Zimbabwe. Climate change policies tend to be addressed through a variety of fragmented sectoral policies, including those related to agriculture and food security, water resource management, natural resource management and disaster risk management (Chagutah, 2010), which militates against holistic implementation and coordination.

The table below shows the institutions that deal with climate change.





Table 1: Climate Change Governance Framework

Level	Committees
National	Cabinet Committee on Climate Change
	Ministry of Environment Water and Climate
	National Climate Change Platform (multiple-stakeholders)
	Technical subcommittee on Climate Change
Provincial	Provincial Climate Change Platform
	Technical sub-committee
	Sub-Committee on Capacity Building, Resource Mobilisation, Advocacy and Awareness
Local	Local Urban and Rural (RDC) Authority Climate Change Platform
	Technical sub-committee
	Sub-Committee on Capacity Building, Resource Mobilisation, Advocacy and Awareness
	Community Based Committees (Existing Structures)
	Disaster Risk Management (refer to Table ... below)
	Fire Committee

From the above table, disaster risk management is at the lower level of the institutional framework. It is therefore imperative that the global approaches in managing natural and human induced hazards be accorded the weight they deserve. According to the Sendai Framework, the main intention is to strengthen disaster response preparedness, take action in anticipation of events, integrate disaster risk reduction in spatial plans, and ensure capacities are in place to respond to disasters including recovery at all levels. Disaster preparedness for

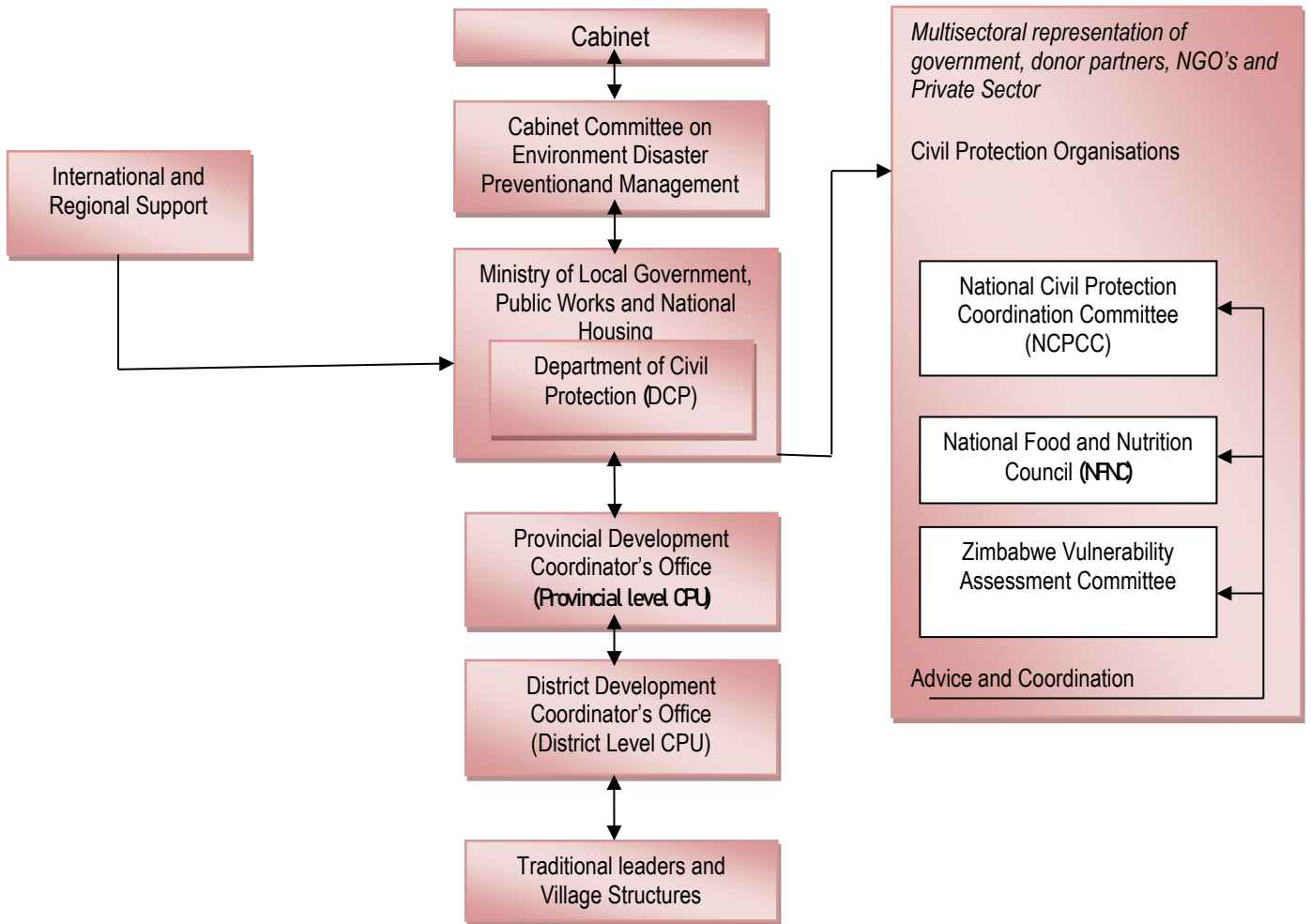
recovery, rehabilitation and reconstruction in advance is a critical component of “Building Back Better concept”.

The structure of disaster response in Zimbabwe is quite well delineated as shown in the diagram below. Nevertheless, poor coordination, top-bottom approach, resource limitations and operational incapacitation heavily militates against effective disaster risk mitigation and responses.





Fig 1: Structure of Zimbabwe's Disaster Response System



Source: Government of Zimbabwe, 2019

1.3 Understanding Climate Change and Urban Resilience

Climate change phenomena refer to the change in the state of the atmosphere caused directly or indirectly by human activities or the natural climate variability over time (Intergovernmental Panel on Climate Change: IPCC 2007). Phenomena such as global warming lead to climate change which impacts on global weather patterns such as changes in cloud cover and rainfall, melting ice and glaciers and the extinction of some plant and animal species. Climate change is a result of the emissions of greenhouse gases into the atmosphere

including carbon dioxide (CO₂), methane (CH₄), and nitrogen dioxide (NO₂). The rise in the amount of greenhouse gases (GHGs) is generally associated with a rise in the amount of radiation into the atmosphere, hence the rise in global temperature.

Climate change is a global threat to humanity and is positively correlated to the increase in natural hazards that include cyclones, flooding, landslides, severe droughts and climate related diseases such as malaria, cholera, typhoid and dysentery. Changes in rainfall patterns are common in the tropical and the sub-tropical regions, including Zimbabwe. The country is





prone to increasing droughts, flash floods and short rainfall seasons. Cities such as Harare and Mutare have become malaria zones and the scenario can be partly attributed to changes in weather patterns such as rises in average temperatures. Figure 3 below indicates rises in average temperatures for the City of Mutare.

Zimbabwe is primarily an agricultural economy and over 80% of the population depends on rain fed agriculture. Farmers in Zimbabwe have experienced reduced crop yield and lost livestock production due to climate change. Food security is now a national threat. The effects of climate change are predicted to be more severe in the coming decades. The IPCC predicted that GHGs could rise by 25-90% by 2030 and that the earth could warm by 3 degrees Celsius by 2030 thus putting pressure on human life, plant and animal species.

The above situation calls for global, national and local effort towards implementing disaster mitigation and adaptation measures to prevent and reduce disaster risks and attain some level of resilience in order to save life and prevent the extinction of some plants and animal species. Resilience is defined by the United Nations as the ability of a community to withstand shocks after a disaster and be able to bounce forward or "Build Back Better".

Urban resilience focuses on the local government capacity and preparedness to prevent and reduce the effects of man-made or natural disasters and be able to continue with normal life after a disaster. The impact of climate change and disasters is likely to be severe in urban centers due to high population density and high exposure and heavy concentration of infrastructure (UNISDR, 2017). In a move to

combat the effects of disasters several regional and national bodies are assisting local governments to prepare resilient plans and integrate disaster risk reduction issues in their short to long term development plans and strategies. UN-Habitat, the United Nations Office for Disaster Risk Reduction and the SADC Secretariat on Climate Change are working with vulnerable urban local governments in coming up with RFA.

CHAPTER 2

2.0 RESILIENCE PROFILE OF THE CITY OF MUTARE

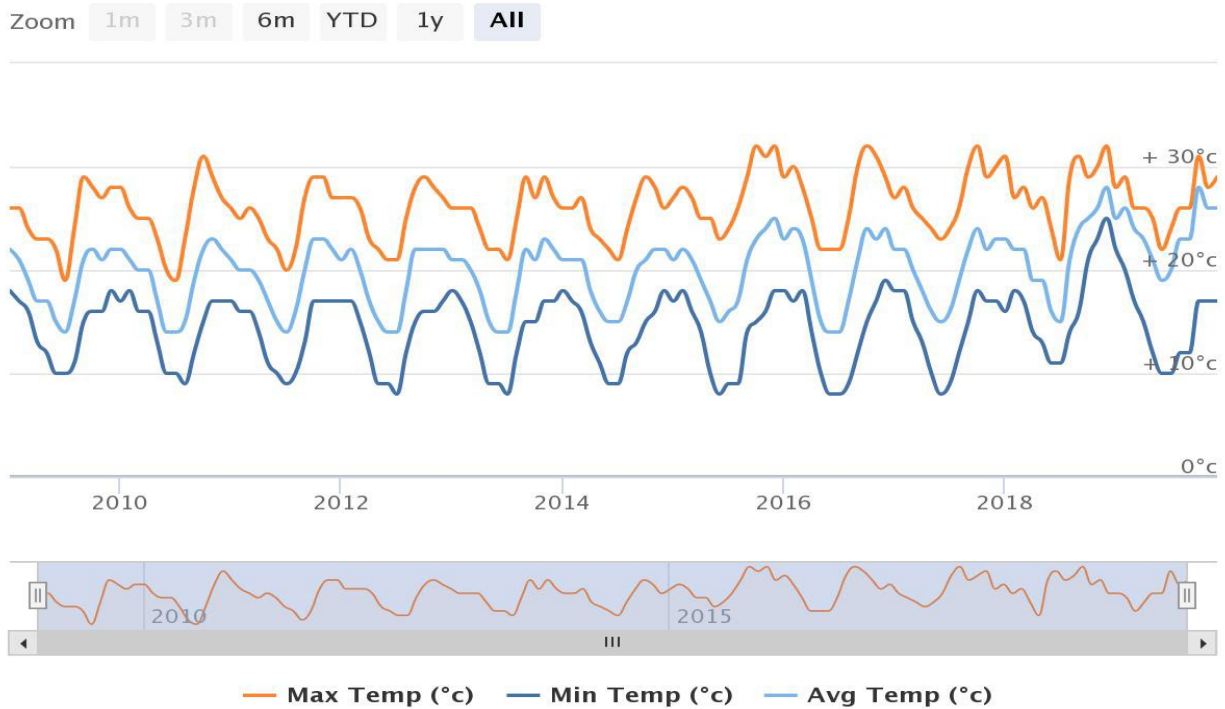
The City of Mutare was established in 1893 at Old Umtali (now Hartzel). The name "Mutare" originated from the Shona word "utare" or "nyautare" which means metal referring to gold which has abundant reserves in the area including Penhalonga where the settlement was first established. The City grew from a small village managed by a Sanitary Board in 1897 to a Municipality in 1914 and was accorded City status in 1971. The city is currently occupying 16700 hectares of land (167km²). It lies about 1120m above sea level and it enjoys moderate climate conditions.

Average temperatures used to range between 15-25 degrees Celsius. In recent times temperatures have risen to 30 degrees Celsius (Refer to Figure 3 below). The city receives moderate to high rainfall patterns ranging between 750mm to 1400mm per annum. The rainfall pattern is now highly unpredictable and there are inconsistencies in weather patterns in the regions which fall within the sub-tropics.



Mutare

Max, Min and Average Temperature (°C)



WorldWeatherOnline.com

Table 3: Average Weather in Mutare in the 2010's – Source: worldweatheronline.com

The City of Mutare has a population of 188 621 people according to the 2012 Population Census. The population is on the upward growth trend. It rose from 43 540 in 1961 to 45 610 in 1969 (average growth for period was 0.5% per annum) to 75 358 in 1982 (average growth rate was 5%) to 170 466 1992 and 188621 in 2012 (Draft City of Mutare Master Plan). Being a developing country, the youth has the largest population thus exerting pressure on social services particularly health and education. Rising unemployment and urban poverty are common and these factors increase the vulnerability of the population. The situation is further worsened by increasing urban informality and the emergence of informal settlements with no water, sanitation and basic social services. Main areas of risk in the City of Mutare relates to:

➤ Environmental Degradation and Deforestation

The City of Mutare has a rich natural resource endowment comprising of breathtaking views, ambient valleys, mountains and planes. In recent years forests are fast disappearing due to deforestation in search of firewood for energy supplement combined with the desire by the urban poor to prepare land for unregulated urban agriculture for food supplement. These practices has exacerbated environmental damage on the mountains and hills around the whole city mainly, Gomorembira, Christmas Pass Mountain Range, Nyakamete Mountain Range, Dangamvura Mountain and Sheni Mountain. Figures 4 and 5 below indicate how urban agriculture, spatial development and power outages has contributed in the depletion of trees.



Part of Gomorembira Mountain that was left bare due to land preparation for agriculture

The need for food security has affected the urban landscape through unregulated urban agriculture

Figure: 4 Effects of illegal urban agriculture on the urban landscape
Source: City of Mutare 2015



Deforestation through cutting down of trees in search of firewood

Figure 5: Rampant Cutting Down of Trees
Source: City of Mutare 2015

Rampant cutting down of trees makes the beautiful landscapes prone to climate change effects, thus increasing radiation into the atmosphere, land degradation and deprives the city of valuable green infrastructure. The extraction of pit sand and river sand for construction purposes is contributing toward land degradation and extinct plant and animal habitats in Mutare. The situation is a major cause of soil erosion and flooding that damages houses and important infrastructure for basic services (water and sewer lines).

➤ **Urban Infrastructure and Basic Services**

From 2017 to date Mutare has experienced an increase in the damage to roads, sewer and water infrastructure. Service delivery to the communities has been severely affected. Sewer and water lines on rivers crossings and streams have been washed away by heavy floods that have been rarely experienced in the last two decades. Roads, storm water drains and culverts have not been spared as most of them urgently needs repairs and upgrading incorporating the concept of building back better. There is much need to rebuild, open and provide resilient storm water drains in the whole city in order to attenuate flooding that affects



properties, people and their natural environment.

Portable water scarcity is increasing in the existing suburbs (Dangamvura, Gimboki Fern Valley and St. Joseph's). The situation is dire in new settlements (Triang of Raheen, Federation Phase One and Lot 1 Dora) and informal settlements (Mahalape) where there is no supply of municipal portable water to the extent that the affected communities are being fleeced of their income through buying water from water barons, or risk using unsafe under ground water thus increasing their vulnerability to water borne diseases.

➤ Institutional Setup and Adaptation

Mutare City Council is comprised of five Departments and the Office of the Town Clerk. Of these, no Department has autonomous responsibility for disaster risk management. This has created a challenge and limited capacity for the City to deal with early detection, preparedness, adaptation and mitigation measures to deal with effects of climate change. The city lacks capacity in terms of human and technical skills and equipment), social infrastructure (clinic, hospital, schools, emergency services) and the financial capacity to deal with severe and ever increasing shocks resulting from natural and human induced hazards.

CHAPTER 3

3.0 THE CITYRAP PROCESS IN MUTARE

3.1 Preliminary Phase

The process of transforming the City of Mutare's resilience to disasters through the application of the City Resilience Action Planning Tool commenced on the 21st of August 2019 with a preliminary meeting held between the UN-

Habitat and City of Mutare which was attended by 20 male and 12 female Council Officials.

The process was led by Regional advisor for Urban Resilience in Southern Africa, Mr. Alexander Chileshe and the Senior and middle Management of the Mutare City Council. A succinct presentation was made regarding the imperatives of urban resilience vis-a-vis climate change in the wake of disasters such as those related to Cyclone Idai which affected the Southern African region, Zimbabwe included in March of 2019. A concise summary on the fundamentals of the City Resilience Action Planning Tool was presented.



Delegates attending a crash course presentation on CityRAP.

Critical developments in the preliminary phase were the signing of the Urban Resilience Terms of Commitment and the selection of six Focal Points, each representing the City's departments which paved way for the commencement of the process. As preparation for the crash course which was scheduled for September 2019, the Focal Points were tasked with the mapping of the city's stakeholders as well as filling a background questionnaire pertaining to the City's internal profile and functions and overall political economy. These and other support documents were submitted to UN-Habitat on the 23rd of September 2019 prior to the crash course.





3.2 Phase 1 - Crash Course

The Crash Course was held from the 30th of September 2019 to the 4th of October 2019, involved multi-stakeholders drawn from selected critical sectors in the City that included Councilors, city managers, residents associations, community (residents) representatives, government departments, industry and commerce, women’s groups, non-Governmental organizations, and the youth (inclusive of the Junior Town Clerk who presented an outstanding speech on the importance of youth inclusion and participation in this process). Attendance of the crash course was high with the largest turnout occurring on day four where 41 male and 28 female participants were present.

The crash course served as a critical tool for equipping the Focal Points to undertake their duties in the CityRAP process while enlightening stakeholders regarding the programme and what was to be expected. It further highlighted a positive trend in the city’s stakeholder engagement and citizen participation.

In liaison with the Focal Points the stakeholders identified several vulnerable areas within their communities which were to be the primary focus of the CityRAP process. These were ZIMTA, Sakubva, Gimboki South, Federation, Natview Park, Mahalape and Dangamvura. Further to the foregoing the stakeholders gave a commitment to work with Council in the entire process.

A tour of the selected vulnerable communities was conducted with the aim of familiarizing the UN-Habitat team with the identified vulnerable areas.

3.3 Phase 2: Municipal Self-Assessment Community Mapping

This was a process in which focal points persons administered a self-assessment questionnaire to the six departments that makes up Mutare City Council. The basis of the Municipal self-assessment was to understand how the Local



Residents attending the community mapping exercise.

Authority perceived itself regarding the status of the City’s resilience and identify capacity gaps. The questionnaire was centered on the five urban resilience pillars covered in Phase 1. A color-coded matrix of results was developed to identify the most urgent issues that needed to be addressed to close the gaps identified and enhance resilience of Mutare City. The following observations were made from the self-assessment exercise:

- ✓ Silo operating mentality among Departments
- ✓ Communication and coordination gaps among Departments
- ✓ Financial bottlenecks and incapacitation
- ✓ Capacity building requirements (need for training and availing capital equipment)
- ✓ The exercise generated in-depth discussions and interest among Departments.

The focal points persons went on to carry out the participatory risk mapping process in





collaboration with the community members in vulnerable communities (Sakubva, Mahalape, Zimta, Natview Park, Gimboki South, Federation and Dangamvura) which were selected during the Crash Course in order to collect data and map information on the potential hazards affecting these settlements.

The participants from the selected communities included representatives of the residents, male and female (the elderly, adults, youths and the physically challenged). Stakeholders such as primary, secondary and tertiary institutions, security sector, health institutions, and religious institutions were also represented. During the process, the community members identified the main hazards and vulnerabilities and indicated where they mostly occur on each settlement's satellite image.

The findings from the community mapping showed that the selected communities were vulnerable to natural or human induced calamities as they lacked capacity to cope with shocks and stresses that may arise. The risk mapping process came out with the actual risks on the ground such as, lack of portable water and sanitation, lack of trafficable roads, poor drainage system, public lighting, lack of educational facilities, limited health services, public safety, land degradation and centralized emergency services.

3.4 Phase 3: Data Analysis and Prioritisation Workshop

The workshop was held from the 4th to the 7th of November and attended by 43 participants drawn from various stakeholders, government departments, parastatals, municipality employees, Manicaland Informal Traders Association, community members, Institutions of Higher and Tertiary Education, Engineers, Land Surveyors, Medical Doctors, special interest groups and other relevant stakeholders. A summary of detailed discussions and analysis of

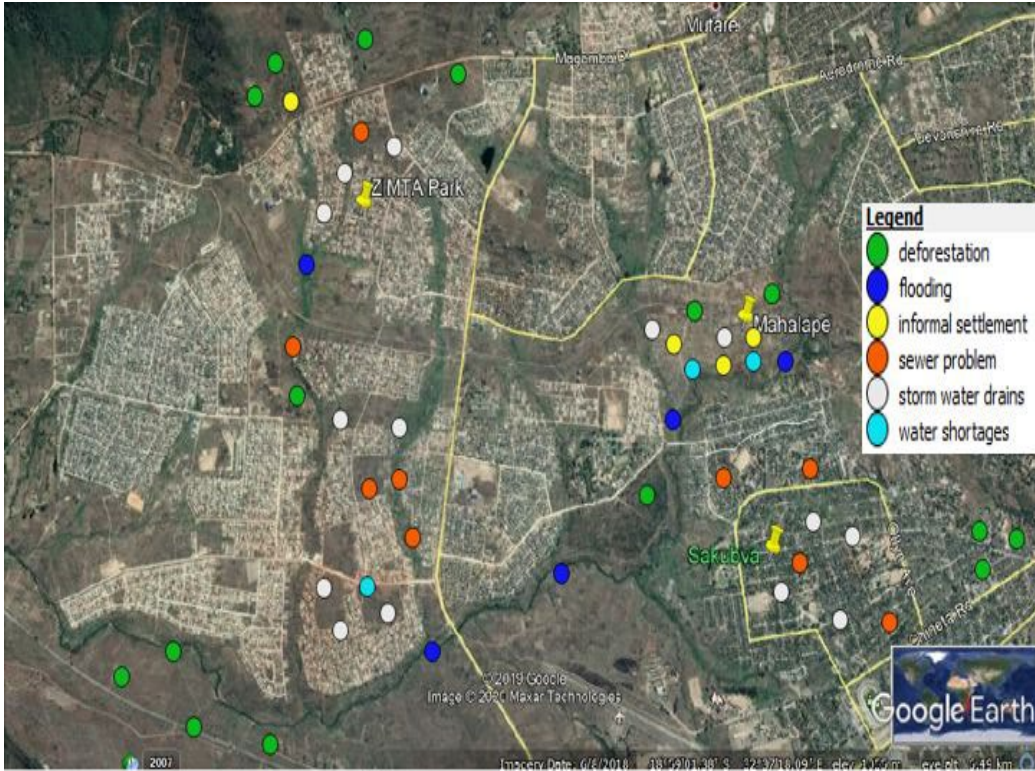
data compiled from municipality self-assessment matrices, community consultations and focus group discussions in five groups representing each thematic pillar was produced.

They identified gaps and came up with suggested possible solutions. The last day was scheduled and dedicated for all a stakeholders prioritisation workshop which had 27 male and 16 female participants. The findings from the focus group meetings were critically debated, evaluated, agreed and prioritized through color coded ratings to be considered for Mutare City Council to be resilient. This culminated in the identification and selection of six critical priority issues that were to be further articulated in detail by the Focal Point Persons to bring out the vulnerability through baseline assessment that brings out the exposure and hazards raised in the priority ratings. The following were the identified priority issues.

- a) **Resilient infrastructure and Basic Services**
- b) **Environment and Natural Resources.**
- c) **Public Safety and Security.**
- d) **Early Warning System and Disaster Preparedness**
- e) **Local Economic Development.**
- f) **Capacity Building and Enhancement.**

A validation workshop was conducted in December with 58 male and 31 female participants in attendance. It was observed that there existed collaboration and consultation between the City of Mutare and its stakeholders in fine tuning the priority areas and reviewing RFA draft. It was unanimously resolved by all stakeholders in attendance that the Focal Point Persons proceed with the crafting of the City's Resilience Action Plan.





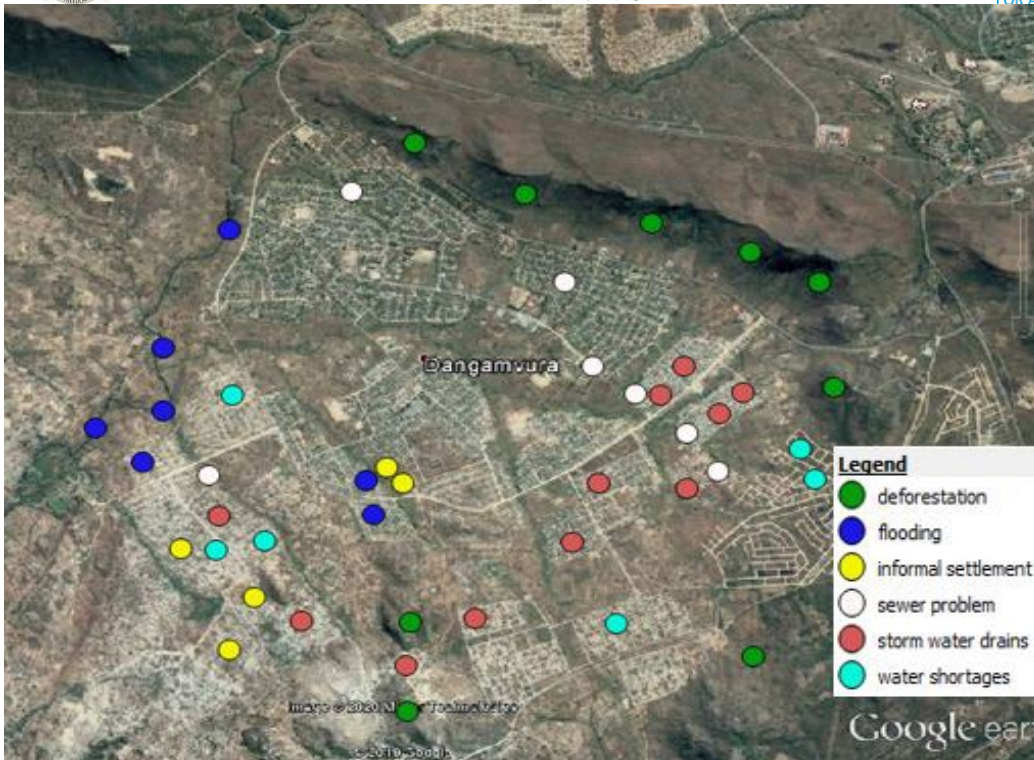


Figure 6: Mutare Risk Maps

CHAPTER 4

4.0 THE RESILIENCE FRAMEWORK OF ACTION FOR THE CITY OF MUTARE

The RFA for the City of Mutare was developed from a consultative process involving the major stakeholders in the city. A review workshop was done with stakeholders to review the RFA draft for Mutare City. The process was driven by Mutare City Council as the local governing authority. The Council is obliged and mandated to protect its citizens in terms of the disaster management framework of the country and the global responses to the prevention and mitigation of hazards with responsibilities placed on national and local governments.

The RFA is based on six (6) priority actions

- (i) Resilient Infrastructure and basic services formulated through designing, construction and commissioning of a 24 hour portable resilient water supply and sewer reticulation in Dangamvura and Gimboki.
- (ii) Public safety and security that prioritises the installation of high masts towers and street lights in Dangamvura, Federation and Gimboki that reduces vulnerability of residences.
- (iii) Establishment of an Early warning system and Disaster management that minimize the impact of disasters and disaster management through designing and construction of 2 emergency services sub stations in Chikanga and Dangamvura townships.
- (iv) Local economic development through construction and equipping of an innovation hub.
- (v) Capacity building and enhancement through implementing measures that capacitates the city for for disaster risk reduction and management of the City.





(vi)

Financial management tool formulation through procurement and commissioning of an Enterprise Resource Planning system for efficient revenue collection and debt management.

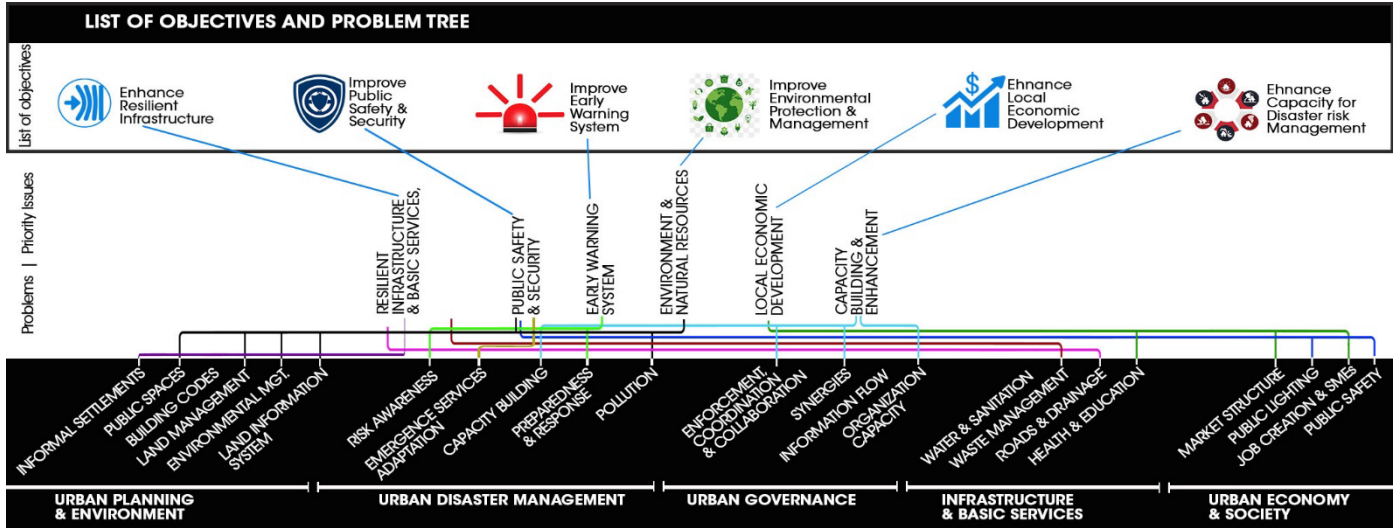


Table 1: Results of the baseline assessment conducted in Phase 4

RFA COMPONENTS \ PRIORITY ISSUES	POLICIES AND LEGISLATION	URBAN PLANS	INSTITUTIONAL SET-UP	FINANCE	EXISTING INTERVENTIONS
RESILIENT INFRASTRUCUTRE & BASIC SERVICES	2	3	2	1	3
ENVIRONMENT & NATURAL RESOURCES	3	2	2	1	2
PUBLIC SAFETY & SECURITY	1	2	2	1	1
EARLY WARNING SYSTEMS & DISASTER MANAGEMENT	3	3	2	1	1
LOCAL ECONOMIC DEVELOPMENT	2	2	2	1	1
CAPACITY BUILDING & ENHANCEMENT	2	2	2	1	3





Table 2: Identification of the Priority Actions using the results of the baseline assessment

RFA COMPONENTS / PRIORITY ISSUES	POLICIES AND LEGISLATION	URBAN PLANS	INSTITUTIONAL SET-UP	FINANCE	EXISTING INTERVENTIONS
RESILIENT INFRASTRUCTURE & BASIC SERVICES	2	3	2	1	3
ENVIRONMENT & NATURAL RESOURCES	3	2	2	1	2
PUBLIC SAFETY & SECURITY	1	2	2	1	1
EARLY WARNING SYSTEMS & DISASTER MANAGEMENT	3	3	2	1	1
LOCAL ECONOMIC DEVELOPMENT	2	2	2	1	1
CAPACITY BUILDING & ENHANCEMENT	2	2	2	1	3

PRIORITY ACTIONS	FORMULATION	0-2 YEARS	2-5 YEARS	5 -10 YEARS
Resilient Infrastructure and Basic Services	Upgrade and complete the Dangamvura water supply pipe line project Construct and connect resilient water and sewer distribution network to the City main water supply and sewer system for a 24 hour portable water access and sewer reticulation in Dangamvura and Gimboki.			
Public Safety And Security	Develop a public safety and security policy and plans for a better management of crimes in public places through installation of solar high mast towers and street lights in Dangamvura Federation and Gimboki incorporating surveillance camera and police post to reduce crimes and vulnerability in public places			
Early Warning Systems And Disaster Management	Elaborate on the importance of early warning system that incorporates city and national climate change policy and city wide disaster management plan through designing and construction of two emergency services sub-stations incorporating community radio stations and indigenous disaster communication methods in Dangamvura and Chikanga Townships and construction of emergency service road lanes to reduce emergency response time and enhance early warning alerts and disaster preparedness.			
Local Economic Development	Formulate a local economic development policy that creates a enabling environment for economic development plans and poverty alleviation through construction and equipping of a Innovation hub that promotes knowledge sharing, research and development that creates employment opportunities which improves the quality of life for the vulnerable communities			
Capacity Building And Enhancement	Retooling of mechanical workshops, water jobbing workshop, sewer jobbing workshop and electrical workshop sections with specialised tools to enhance and facilitate artisans for efficient and effective repair works on vehicles, water & sewer jobbing repair works for completion of Dangamvura water project, and construction of sewer lines in Gimboki and Dream house. Procurement of 5 refuse trucks, a grader and Dozer for repairs of Magamba, Simon Mazoredze and Aerodrome roads. Purchase of five utility light vehicles to enhance and improve revenue, &			





	debt collection. Procurement of heavy duty printer for statements to enhance efficient billing system and statement distribution.			
Finance	Synergise revenue collection, debt management and financial management activities to improve budget performance on funding resilient infrastructure and basic services, public safety and security services projects. Enhance capacity building and development of early warning system and disaster management by construction of 2 emergency services and substations incorporating community radio stations in Dangamvura, and Chikanga, area through procurement of an efficient ERP system.			

Table 3: Timeline of the identified priority actions

RESILIENT INFRASTRUCTURE AND BASIC SERVICES

Upgrading and completion of the Dangamvura water supply pipeline .Construct and connect resilient water supply and sewer system to enable a 24 hour water supply in Dangamvura and Gimboki.

ACTIVITY	INDICATORS	TARGETS	PRIORITY Short term (0-2 years)	PRIORITY Medium term (2-5) years	PRIORITY Longterm (5-10) years	LINKED TO PRIORITY ACTION	LEAD DEPARTMENT
Activity 1.1 Conduct consultative meeting with affected communities for ideas and need assessment to address risk exposure and vulnerability	Number of complaints captured in the complaints database from the communities affected	Draft an ideal programme for portable water and sewer reticulation supply within one year				01	Department of Engineering and Technical Services in collaboration with Finance Department
Activity 1.2 Source for funding to complete the upgrading of Dangamvura water pipeline project and sewer reticulation in vulnerable areas	Amount of funding secured for completion and commissioning of the Dangamvura water pipe line project	Adquate secured funding for upgrading of dangamvura water pipe line and sewer reticulation.				01	Department of Engineering and Technical Services in collaboration with Finance Department
Activity 1.3 Upgrade existing water and sewer reticulation system. Design, construct and connect the vulnerable communities to the existing water and sewer	Number of house holds accessing portable water supply and sewer reticulation services in the affected communities within 2 years	24 hour supply of portabewater and sewer reticulation in the vunerablecommunities.				01& 06	Department of Engineering and Technical Services in collaboration with Finance Department





distribution network.							
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PUBLIC SAFETY&SECURITY

Develop a public safety and security policy and plans for a better management of crimes in public places through installation of solar high mast towers and street lights in Dangamvura, Federation and Gimboki to reduce vulnerability

ACTIVITY	INDICATORS	TARGETS	PRIORITY Short term (0-2 years)	PRIORITY Medium term (2-5) years	PRIORITY Longterm (5-10) years	LINKED TO PRIORITY ACTION	LEAD DEPARTMENT
Activity 2.1 Conduct a preliminary survey on the safety of public places in the City to establish the extent of vulnerability and mechanisms required to reduce crimes	Safe and secured public places with well lite and guarded places in the affected communities	An updated plan for lightening and securitisation of public places through setting up of police posts in public places within two years				02 & 06	Department of Engineering and Technical Services in collaboration with Finance Department
Activity 2.2 Craft a city public safety and security policy and Gender policy that incorporates rehabilitation of public places	No of policies and by laws prioritising the safety and security of people in public places	Safe and secure public places with modern facilities within the City that are well lite and have adequate police post within two years.				02 & 06	Chamber Secretary department, Engineering and Technical Services in collaboration with Finance Department and Housing and Community Services Department
Activity 2.3 Set up a City gender committee and desk that incorporates focal persons in ward and communities through community gender social workers and champions	City gender committee and no of wards and community focal persons on gender awareness and education.	Community education and awareness on GBV and gender crimes					Chamber Secretary department in collaboration with finance and Health
Activity 2.4 Carry out education initiatives and advocate support from community participation on reporting cases of GBV through incentives and awareness	Reduction in the no of reported cases of GBV in public places	City residents, wards and communities that are conscious on GBV				01	Chamber Secretary department in collaboration with health and Finance





to vulnerable groups in the City							
Activity 2.5 Instal solar high mast towers and street lights in public places within the City added with security surveillance cameras	Number of safe and secure public places with high mast towers and street lights with security cameras	Well lite public spaces with surveillance camers and police post to reduce crime in public places within five years				02 & 06	Department of Engineering and Technical Services in collaboration with Finance Department and Housing and Community Services Department
Activity 206 City police in collaboration with ZRP to set up police post in public spaces for crime prevention and quick responses	No of public spaces with police posts and city police security monitoring	All public spaces to have police posts to monitor and prevention of crimes				01 & 06	Chamber Secretary , Health & Finance departments

EARLY WARNING SYSTEMS AND DISASTER MANAGEMENT

Elaborate on the importance of early warning system that incorporates city and national climate change policy and city wide disaster management plan through designing and construction of two emergency services sub-stations incorporating community radio stations in Dangamvura and Chikanga Townships to reduce emergency response time and enhance early warning alerts and disaster preparedness.

ACTIVITY	INDICATORS	TARGETS	PRIORITY Short term (0-2 years)	PRIORITY Medium term (2-5) years	PRIORITY Longterm (5-10) years	LINKED TO PRIORITY ACTION	LEAD DEPARTMENT
Activity 1 Carry out vulnerability assessment, hazard and risk mapping of the entire city and update data periodically	Intergrated City settlements that promotes maintenance, rehabilitation and restoration of natural systems and resources	Development of a disaster preparedness and contingency plan for better management of disasters which is updated periodically				06	Health, Engineering and Finance
Activity 3.1 Incorporate Spatial development plans to disaster preparedness and management plans	Number of incidents attended by the emergency services which fails to meet minimum standard response time.	Intergrate early warning and disaster preparedness systems to the spatial development of the City within				06	Department of Health Services in collaboration with Finance Department
Activity 3.2 Formulate, implement and publish regular city development programs containing measures to mitigate	Spatial developments that encourages sustainable environmental management and rehabilitation of areas affected by floods,	Climate change policy that incorporates spatial development and environmental management actions				01 & 06	Health, Housing, Engineering and Finance





climate change and adaptation	desertification and droughts.						
Activity 3.3. Construct two sub-stations incorporating community radio stations	Number of sub-stations incorporating community radio stations constructed	New construction of sub-stations prioritizing vulnerable communities within five years				06	Department of Health Services in collaboration with Finance Department
Activity 3.4 Identify and construct strategic evacuation centers and safe havens within communities city wide	No of safe haven and strategic evacuation centres constructed	Evacuation centres and safe havens constructed					Health Department , Engineering and Finance
Activity 3.5 Procurement of specialized emergency services equipment (fire tenders and ambulances), emergency relief items ie tents medicines in readiness for disaster	Number of fire tenders and ambulances procured including a functional community radio station	Improvement of disaster preparedness and response initiatives, inspiring communities to cooperate in times of disasters within two years				01 & 06	Department of Health Services in collaboration with Finance Department
Activity 3.6 Train and capacitate community members to implement disaster prevention, recovery and mitigation	No of trained personnel in wards and communities	Strengthen community capacity to recover and to deal with disaster				01 & 06	Town clerk's department, Housing, health and Chamber Secretary
Activity 3.7 Intergrate emergency road lanes for exclusive use by emergency service vehicles to existing roads plans to facilitate quick response times during disasters linked to priority action 1	No of existing roads intergrated with new construction plans of emergency service lanes	All major roads networks to incorporate emergency service lanes for exclusive use by emergency service vehicles ie police, fire tenders & ambulances					Engineering department and finance

LOCAL ECONOMIC DEVELOPMENT





Formulate a local economic development policy that creates an enabling environment for economic development plans and poverty alleviation through construction and equipping of an Innovation hub that promotes knowledge sharing, research and development that creates employment opportunities which improves the quality of life for the vulnerable communities

ACTIVITY	INDICATORS	TARGETS	PRIORITY Short term (0-2 years)	PRIORITY Medium term (2-5) years	PRIORITY Longterm (5-10) years	LINKED TO PRIORITY ACTION	LEAD DEPARTMENT
Activity 4.1 Review Local Economic Development policy and by-laws to establish opportunities and attract potential investment	Number of investors and public private partners willing or setting up investment projects in Mutare partners economic development in Mutare City.	Incorporate Local Economic Development partnerships within companies in strategic initiatives for local economic development within five years				06	Finance Department and Housing and Community Services Department
Activity 4.2 Ensure the local economic development policy is integrated in the City strategic plan to attract investors create employment opportunities and improve the lives of vulnerable communities	Employment creation opportunities and improved standard of living for the vulnerable communities	Functional LED policy that support and attract investment within two to five years				06	Town Clerks' Department, Finance and Housing and Community Services Department
Activity 4.3 Construction and equipping of an innovation hub.	New innovative ideas, researches and technological development initiatives coming out	Number of constructed and equipped innovative hubs within five to ten years				06	Department of Engineering and Technical Services in collaboration with Finance Department
Activity 4.4 Incorporate informal sector development plans by empowering informal businesses through forging ppps such as offering land for BOTs	No of Built operate and transfer businesses established	Empowerment and support of informal sector growth through partnering with Mutare City				06 & 01	Housing department, Engineering and Finance

CAPACITY BUILDING AND ENHANCEMENT

Implement measures that build capacity for disaster risk reduction and management in the city.

ACTIVITY	INDICATORS	TARGETS	PRIORITY Short term (0-2 years)	PRIORITY	PRIORITY Longterm (5-10) years	LINKED TO PRIORITY ACTION	LEAD DEPARTMENT
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				Medium term (2-5) years			
Activity .51 Assess all council policies ,procedure manuals, by laws andnational legislations that encourage capacity building enhancement	No of policies and legislations that supports capacity building	Review policies and procedure manuals that supports capacitation and help to rebuild the city to be a smart city				01 & 06	Finance Department, Chamber Secretary
Activity 5.2 Procurement of plant, vehicles and equipment to improve service delivery	Improved service delivery to residents and all stakeholders in the City	Procured 15 refuse vehicles 4 fire tenders 4 ambulances & road & construction equipment and utility vehicles				06	Town Clerks' Department, Finance and Housing and Community Services Department
Activity5.3 Formulate, & engage pppps for projects development and assistance from stakeholders.	Number of projects formed through engagement with public , private partners	Compact city developed through Sakubva urban renewal into a smart city				01 &06	Department of Engineering and Technical Services in collaboration with Finance Department
Activity 5.6 Retooling of all Engineering sections with specialised tools to enhance and facilitate completion of works and project outstanding	Numbert of specialised tools and equipment procured to enhance completion of specific works	Commencement and completion of all outstanding works and projects that requires specialised tools					Engineering department and Town clerks
Activity5.7 Skills audit and job evaluation of all council employeesto enhance human capital development	Number of training seminars required to close the identified gaps in employee skills and recruitment of critical staff to fill in vacant positions	Recruitment of critical staff to fill vacant positions with two years					Town clerks department in collaboration with finance

FINANCE

Procurement of an efficient ERP system that syneigise revenue collection, debt management and financial management activities to improve revenue collection, budget performance on funding resilient infrastructure and basic services, public safety and security services projects.

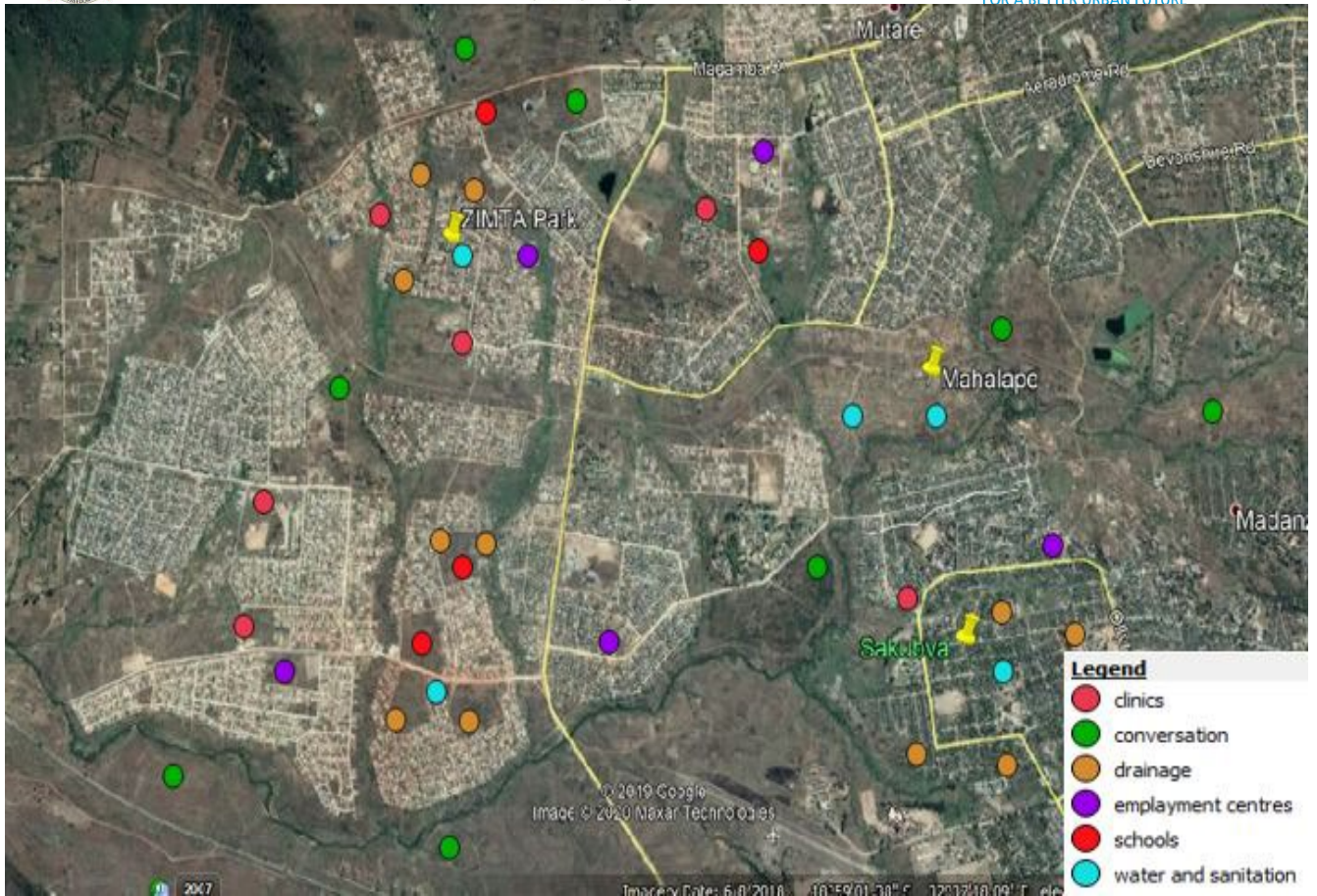
ACTIVITY	INDICATORS	TARGETS	PRIORITY Short term (0-2 years)	PRIORITY Medium term (2-5) years	PRIORITY Longterm (5-10) years	LINKED TO PRIORITY ACTION	LEAD DEPARTMENT





Activity 6.1 Carry out a SWOT analysis of the current ERP system to establish its short comings to enhance revenue collection and debt management	Weaknesses identified in the current ERP system	Produce an ideal ERP system for efficient revenue collection, debt management and financial management within two years				05	Finance Department
Activity 6.2 Highlight the benefits of the ideal proposed ERP system compared to the existing system	Identify the benefits that would accrue on migration to the proposed ERP system	Compare with the current ERP system				05	, Finance Department
Activity 6.3 Procure and instal a new ERP system that increase revenue collection efficiency and improves financial stability and capacity to self fund projects	Reduction in debtors listing and litigation cases and an increase in revenue inflows	Increased revenue cllection efficiency and ability to self fund capital projects and better management of debt by the city				05	Department Finance Department





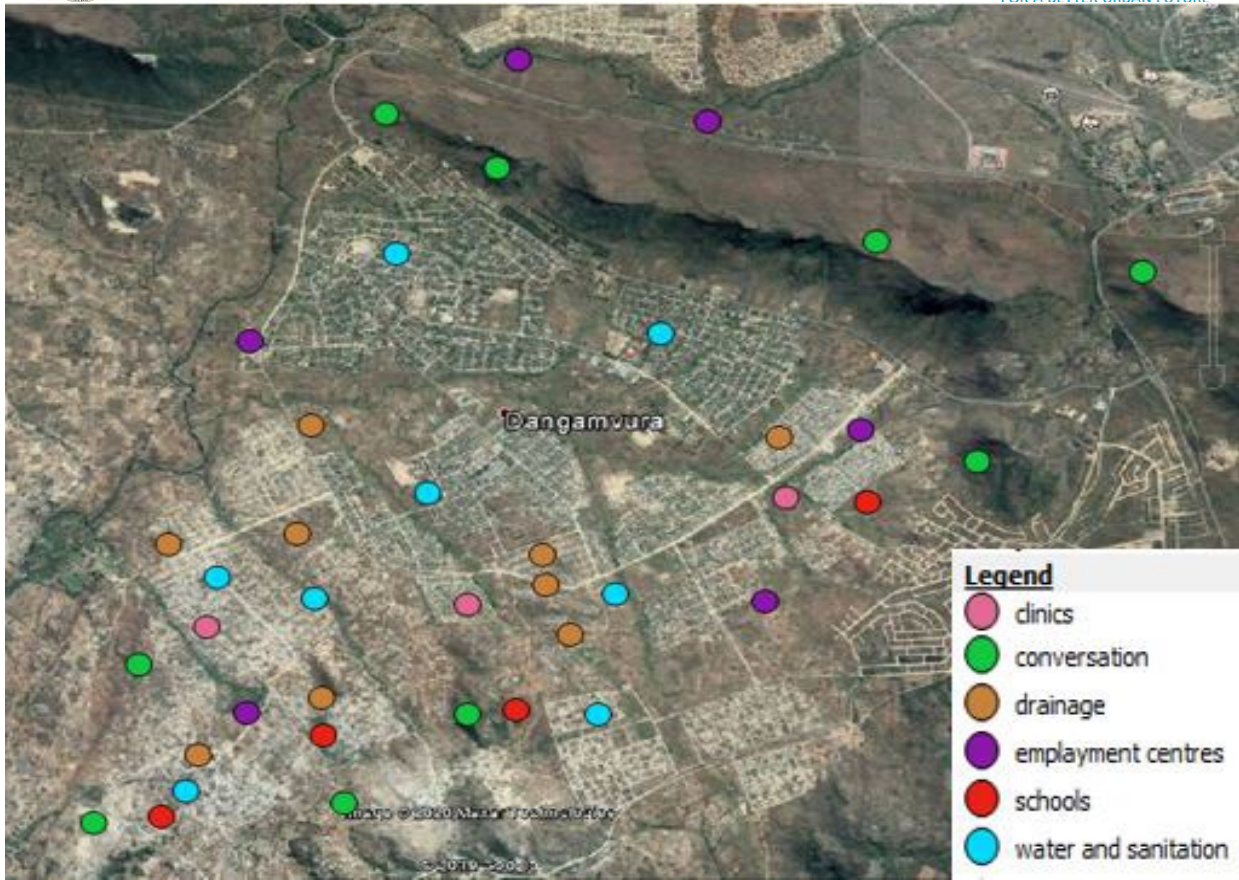


Figure 7 b: Mutare Action Maps

CHAPTER 5

CONCLUSION AND WAY FORWARD

The ability to create a resilient City is of paramount importance in today's world especially with the ever changing climate change. In response to this, the City of Mutare in partnership with UN-Habitat have initiated the crafting of an Urban Resilience Framework of Action. The Resilience Framework of Action will act as the lead document in synchronizing policy and action within the City town planning immediate, short and long term plans.

The city of Mutare has taken the lead by crafting a Climate Change Policy to act as a supporting document in the implementation of

the Resilience Framework of Action. The motivation for this policy is to reduce the socio-economic impacts of climate change hazards and disasters, increase preparedness and reduce global emission by legislating for a climate sensitive policy.

The RFA create benefits such as improved resource security (food, water, and energy), reduced costs, improved air quality, improved quality of life, sustainable economic and social development, long-term fiscal efficiency, and the protection of lives, livelihoods, the economy, ecosystems, environment and investments.

On infrastructure resilient, Council has taken a lead example for other cities in Zimbabwe by starting an urban renewal program. The housing

project will construct resilient modern buildings which are systematic disaster prevention buildings that can withstand and offer safe





haven. The Council senior management is committed to implementing the Resilience Framework of Action through integrating it with its Strategic plan, other Council policies and

budget through performance and championing the funding process by partnering with key domestic and international stakeholders.

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