

**POLICY  
DIGEST  
JUNE  
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**THE QUEST FOR OPTIMUM  
NATIONAL RESILIENCE: A  
REVIEW OF THE NATIONAL  
POLICY FOR CIVIL PROTECTION**



**ZIMCODD**  
ZIMBABWE COALITION ON DEBT & DEVELOPMENT



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# 1. INTRODUCTION

The June Policy Digest interrogates the efficacy of the Disaster Management Policy in Zimbabwe. The digest seeks to determine if disaster management policy is comprehensive enough to promote the welfare and well-being of the marginalised and vulnerable communities. An effective disaster management policy is embedded with an inclusive human rights dimension in its disaster response, rehabilitation, reconstruction, development, prevention, mitigation and preparedness. Thus, the policy digest will unearth anomalies in disaster management and proffer actionable policy alternatives that strengthen national resilience.

## 2. NATIONAL RESILIENCE IN ZIMBABWE

National resilience entails a country's capacity to bounce back from stress, pressure or disturbance. It is the adaptive capacity of a country to adjust its growth trajectory after a disaster, drought or any form of catastrophe. Zimbabwe's emergency and disaster management capacity has been constantly found wanting on various occasions raising serious debate about the country's resilience. Lessons from the cyclone Eline of 2000, cyclone Idai of 2019 and COVID-19 shows that Zimbabwe's resilience capacity is wanting. For example, the Cyclone Eline of 2000 exposed organisational incapacity and anomalies within the organisational structure of the Department of the Civil Protection (DCP) as it failed to initiate rapid response and risk zoning prior the disaster. The DCP's disaster recovery, reconstruction and rehabilitation process exposed scintillating revelations of poor national resilience systems. As a result, approximately 2.7 million people were affected directly or indirectly in the Southern and Eastern parts of Zimbabwe. Among them were vulnerable groups such as the youth, women, immigrants, tribal minority and persons with disability (PWDs). The magnitude and scale of Cyclone Eline was described as "huge" destroying many crops, homes, bridges and granaries with a total cost of US\$ 3,160,799.00 leaving many homeless at the mercy of poverty.<sup>1</sup> According to World Food Programme Zimbabwe, approximately 4.6 million people were left vulnerable and in need of food assistance.<sup>2</sup>

In addition, 2019 saw Zimbabwe being hit by cyclone Idai and according to UNICEF Zimbabwe Report 7 "as of 14 April, 334 people had been reported dead and over 257 people were reported missing due to the cyclone", 270,000 people were affected, including 129,600 children.<sup>3</sup> The scale and magnitude of Cyclone Idai is a testament to weak community and national resilience as the affected areas were the same as those affected by cyclone Eline. Thus, Zimbabwe learnt nothing and forgotten nothing from the previous disasters.



1. [https://www.preventionweb.net/files/1318\\_ZimbabweHFAprogressreport\[1\].pdf](https://www.preventionweb.net/files/1318_ZimbabweHFAprogressreport[1].pdf)

2. World Food Programme Zimbabwe. Assessment of the Impact of Cyclone Eline (February 2000) on the Food" Agriculture and Natural Resource Sector in Zimbabwe

3. <https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Zimbabwe%20Cyclone%20Idai%20Humanitarian%20Situation%20Report%20%234.pdf>

Nevertheless, cyclones are not the only disaster that has undermined the establishment of national resilience systems. This is because, the effects of the COVID-19 pandemic ushered many Zimbabweans into misery and unhappiness as extreme poverty increased by 1.3 million in 2021 from 6.6 million recorded in 2020. Thus, a total of 7.9 million are in extreme poverty, which is half of the entire population and this is a disaster which the government has failed to declare. Poverty resilient mechanisms which the government attempted to use through social protection systems are also wanting as the Harmonised Cash Transfers allocations are too meagre to bring about positive transformation. At the same time, the budgetary allocations for social protection continue to fail to meet the 4.5% benchmark prescribed by the Africa Social Policy. Partisan distribution of food aid from the department of social welfare also undermines the effectiveness of government interventions.<sup>4</sup>

Efforts to build optimum national resilience have also not yielded positive results. The Zimbabwe Vulnerability Assessment Committee (ZIMVAC) established in 2022 continues to produce reports which; to date; have not been taken seriously in as far as national development programming is concerned. ZIMVAC is a consortium of Government, Development Partners, UN, NGOs, <sup>5</sup> Technical Agencies and the Academia, established and regulated by Government. ZIMVAC is chaired by the Food and Nutrition Council (FNC), a department in the Office of the President and Cabinet (OPC) and is part of the Scientific and Industrial Research Centre (SIRDC).<sup>6</sup> Its mandate is to promote a multi-sectoral response to food insecurity and nutrition problems in a manner that ensures that every Zimbabwean is free from hunger and malnutrition.<sup>7</sup> The FNC is the convener and coordinator of national food and nutrition security issues in Zimbabwe. Despite ZIMVAC`s reports that show anomalies in national resilience, the government has not made progressive transformation with respect to prioritising national resilience.

Therefore, if the government is really interested in attaining vision 2030, it must strengthen national resilience. This is because, poor national resilience undermines human capital development which is essential in national growth and development. Natural disasters also widen the infrastructure gap as they destroy roads, bridges, hospitals and granaries as reflected by Cyclone Idai. Important thereof in this scenario is not what happens during the disaster but what happens when the disaster strikes, the time the nation takes to rebuild and recalibrate its development trajectory to meet its set and intended objectives.



4. <https://zimbabwe-today.com/zimbabwe-partisan-distribution-of-aid-threatening-social-cohesion-in-masvingo/>

5. <https://reliefweb.int/report/zimbabwe/zimbabwe-vulnerability-assessment-committee-zimvac-2019-urban-livelihoods-assessment>

6. <https://reliefweb.int/report/zimbabwe/zimbabwe-vulnerability-assessment-committee-zimvac-2019-rural-livelihoods-assessment>

7. <https://reliefweb.int/report/zimbabwe/zimbabwe-vulnerability-assessment-committee-zimvac-2013-rural-livelihoods-assessment>

### 3. A PEEP INTO REGIONAL RESILIENCE

At the apex of regional resilience is the Regional Vulnerability Assessment Analysis (RVAA). The Region's Vulnerability Assessment and Analysis system is built on the national vulnerability assessment committees (NVACs) of SADC Member States. NVACs submit their yearly vulnerability assessment reports which are then used to inform regional programming with respect to regional resilience. Thus, a regional vulnerability report is produced. The report covers issues ranging from regional social and economic context, summary of current hazards and shocks, climatic hazards, food prices, inflation and unemployment, climate change, HIV and AIDS, malnutrition, food security and vulnerability. The report also gives an overview of past and coming season with respect to: crop production, market and maize trends as well as trends in population at risk and livelihoods insecurity. Thus, the report gives a holistic approach to regional resilience.

Despite the establishment of NVACs and RVAA the region is yet to establish optimum resilience. This is because many nations across the region are still to realise optimum national resilience. For Malawi, the 2021 Malawi Vulnerability Assessment Committee (Mvac) noted that approximately 2.6 million which is about 15% of the entire population is under threat from hunger. This situation which has been worsened by the COVID-19 pandemic. This is an increase from the Mvac report of 2020 which projected that 1.1 million people were food insecure. The disaggregated data for the 2021 Mvac shows that, most rural communities are the ones that bear the agony of hunger as 2 million of the 2.6 million are from the rural areas while 600 000 from the urban areas.

Poverty, hunger and inequality continue to worsen in Southern Africa with many nations relying on food donations from non-governmental organisations. The growth in extreme poverty has been attributed to a number of factors which include but not limited to climate change, natural disasters, poor governance as well as macroeconomic stability. Approximately, 88 million people; which translates to 45% of the population; live in extreme poverty across the region.<sup>8</sup> The region accounts for 9% of extreme poverty globally despite the fact that it only accounts for 2.5% of the world's population.

Mozambique's national resilience has also undermined national growth and development. The 2019 Cyclone Idai was described as the worst to have ever hit Southern Africa in the last two decades. Vital infrastructure was damaged with 50% of Mozambique's annual crops destroyed while more than 500 people were killed. Approximately, 1.85 million people were left in need of humanitarian assistance including 1 million children.<sup>9</sup>



8. <https://africanspreventingpoverty.org/africa-hunger-and-poverty-facts/>

9. <https://www.brookings.edu/blog/africa-in-focus/2019/04/05/figure-of-the-week-cyclone-idais-impact-on-mozambique/#:~:text=Cyclone%20Idai%2C%20which%20made%20landfall%20in%20eastern%20Mozambique,annual%20crops%2C%20and%20killed%20more%20than%20500%20people>

## 4. NATIONAL POLICY FOR CIVIL PROTECTION

Not much is known about the National Policy for Civil Protection except that, “it is National Policy for Civil Protection that every citizen of this country should assist where possible to avert or limit the effects of disaster”. As provided by the Zimbabwe Civil Protection Act of 1989, central government initiates hazard reduction measures through relevant sector Ministries with the local administration taking the responsibility for implementing its effectiveness. Thus, disaster management takes a holistic approach by incorporating all risk aversion institutions while mobilising public and private entities to redress the disaster. The Department of Civil Protection which was given breath by the Civil Protection Act functions as a national coordinate and manages disaster management from the national to the local government.

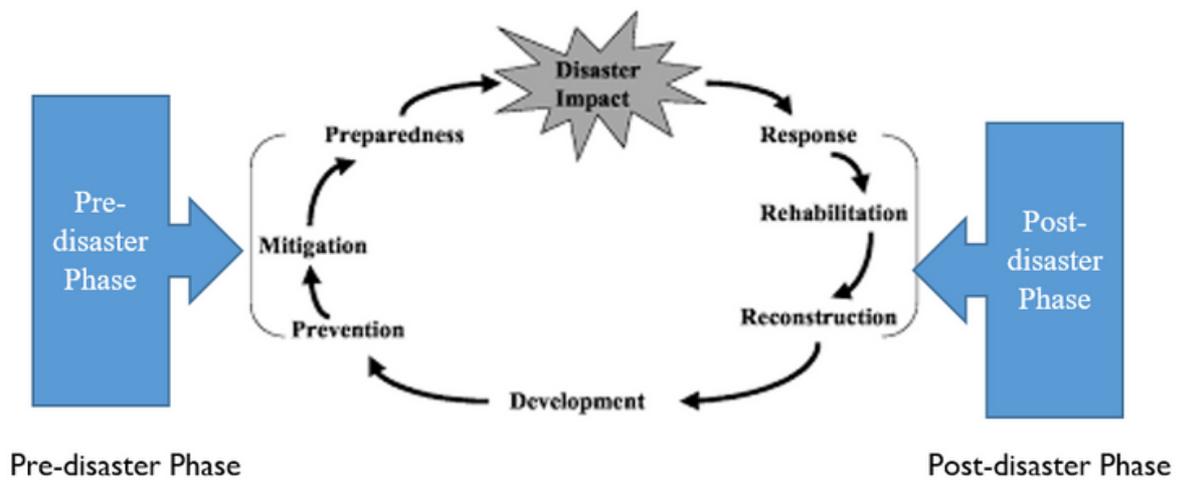
## 5. THE DEPARTMENT OF CIVIL PROTECTION

At the apex of national resilience in Zimbabwe is the Department of Civil Protection (DCP) which was established under the Ministry of Local Government through the Civil Protection Act (Chapter 10:06) of 1989 and repealed the Civil Defence Act of 1982. The DCP is tasked with the responsibility of establishing emergency plans, post disaster and recovery management plans. According to the DCP E-Service Charter “the key result area of the Department is Disaster Risk Management (DRM) which entails a spectrum of activities involving prevention/mitigation of disaster risks, preparedness planning, timely early warning and response to rehabilitate affected elements”. The mandate of the DCP is overall mobilisation and coordination of DRM stakeholders from the private and public sectors. The vision of the Department is to promote the, “prevalence of a culture of risk aversion and disaster resilience, strengthened coping capacities and optimal disaster response within the context of sustainable development in all sectors, institutions and at-risk communities in Zimbabwe”. Central to the mission of DCP is the coordination and promotion of strategic planning for disasters at the community, local authority and national level in a bid to promote “optimal emergency preparedness and disaster prevention in Zimbabwe”. This is also in line with the Southern African Development Community (SADC) Disaster Risk Reduction Unit (DRRU) which encourages member states to have robust organisations that handles national disasters.<sup>10</sup>



All things being equal, ideally optimum national resilience is built through the DCP`s disaster management cycle, The pre-disaster management helps the nation build on a preventive resilience mechanism while the post-disaster management helps to ensure that the nation strengthens its adaptive and coping capacity so as to recalibrate national growth and rebuilding route after a disaster. The disaster management and resilient building can be projected by fig 1 below:

**Figure 1. The Disaster Management Cycle**



Source: Mutizwa 2021

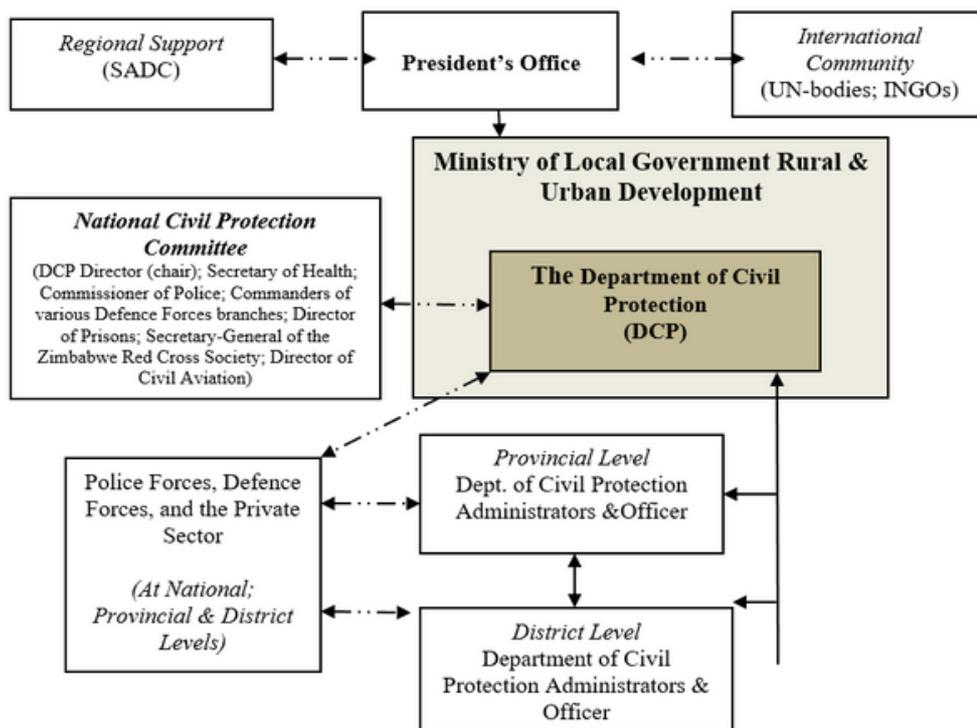
The establishment of the DCP received warm welcome as people viewed it as a vehicle of resilience, restoration and rehabilitation, nonetheless the organisation has constantly faced criticism over how it manages disasters. The criticism stems from the discrepancy that exists between organisational objectives and performance. It is against this background that this policy digest intends to interrogate the DCP`s organisational capacity with respect to national resilience building so as to proffer remedial actions.

The DCP is headed by the Director in terms of section 3 of the Civil Protection Act (Chapter 10:06) who is responsible for directing and controlling services, materials and personnel in terms of section 3(2) (b) as well as coordinating the training of organisational staff in terms of section 3(2) (d). According to the Civil Protection Act (Chapter 10:06) section 4(2) (a) the Director is the Chairman of the National Civil Protection Committee (NCPC) which is the strategic apex of the Department. The Civil Protection Act (Chapter 10:06) section 4(2) (a-i) noted that the NCPC comprises of the Health Secretary, Police Commissioner, Commanders of different branches of the Defence Forces, Prisons Director, Zimbabwe Red Cross Society Secretary-General, Civil Aviation Director, three members appointed for their expertise by the minister and representatives from the fire brigades of local authorities.



The Department has a management structure of seven staff at its Head Office which is made up of the Director, Executive Assistant, Deputy Director and four Administration Officers. The Administration Officers have equal responsibilities in different fields which are Liaison, Training, and Research. The Driver and Accountant forms the supporting staff. The Provincial and District Development Coordinators formerly known as the Provincial and District Administrators head the DCP committees in their respective areas. Thus, the Department has officials and committees at provincial and district level to enable national resilience coordination and swift response in times of national disaster management. This can be supported by the organisational chart below.

**Fig 2 DCP's Organisational Chart**



Source: Chikoto 2004:9

According to the 2022 ZIMVAC Rural Vulnerability Assessment as rural households continue facing climatic shocks, Government through the Ministry of Local Government and Public Works put in place the requisite policy, regulatory and institutional structure where disaster risk financing is channelled through Government systems:

- The country now has an inclusive disaster risk reduction coordination structure that starts with traditional leaders at the village level, through District and Provincial Civil Protection Offices to the Cabinet Committee on Environment, Disaster Prevention and Management, and Cabinet.



- All disaster risk reduction initiatives are guided by the Zimbabwe Recovery and Resilience Framework (ZRRF).
- The National Disaster Risk Management Strategy is in place and currently under review to reorient DRM and climate financing towards support to climate risk informed DRR initiatives. A new National Disaster Risk Management Bill is on the cards and it will provide the legal guidelines for DRR budgeting and risk sensitive budget reviews. Local governments will also have an increased role in DRR financing.

To ensure optimum national resilience, the DCP has various clusters which include health cluster, social welfare cluster, shelter cluster, relief and psychological services cluster as well as security cluster. The clusters are made of various government departments that brings in different expertise and experiences to resilient building. However, an interrogation of the challenges that communities are facing shows that, the clusters are still wanting.

## 6. EMERGING ISSUES AND THE STATE OF NATIONAL RESILIENCE FOOD INSECURITY

Network (FEWS Net) approximately 10 million Zimbabweans are food insecure<sup>11</sup> This is against the narrative by the government that food security is increasing in the country. Zimbabwe has been placed in the Integrated Phase Classification (IPC) 3 which is a food and humanitarian phase that is embedded with acute food and livelihood crisis. The following areas are clear case points: Mutare, Buhera, Bikita, Mudzi, Mangwe, Umzingwane and Hwange districts. Attempts to rejuvenate food security have not yielded much positive results.

Food insecurity in Zimbabwe has remained a major concern due to a plethora of reasons such as political polarization, economic and financial problems, erratic climatic conditions as well as corruption. Political polarisation manifest in government agriculture support programs which are supposed to build resilience. For example, Presidential Agriculture Inputs Scheme where partisan politics determines who gets the inputs.<sup>12</sup> This can be evidenced by how Pfumvudza Agriculture Inputs Scheme were distributed in Gutu (Ward 6) on the 15th of February 2021 when Councillor Wenceslaus Madhai and Patrick Marimazhira the Youth Officer distributed fertilizers in a partisan manner culminating in chaos as people began to grab the remaining fertilizers.<sup>13</sup>



11. <https://bit.ly/3oON16c>

12. <https://bit.ly/3ORRD67>

13. <https://bit.ly/3SKyBrP>

The same allegations gained momentum in ward 25 of Chivi South on the 24th of February at Madzivire diptank, after Councillor Jacob Magondo and ZANU PF Chairperson, identified as Chikanga distributed fertilizers in a partisan manner, prioritizing 28 members of the ZANU PF 2018 Election Campaigning Team. The same can be said of ward 12 in Bikita where on the 18th of February Councillor Tedios Wafawarova distributed fertilizers under Pfumvudza Agricultural Input Scheme in a partisan manner.<sup>14</sup>

## CLIMATE CHANGE

Climate change can be defined as a natural process where temperature, rainfall, wind and other elements vary over decades or more. Climate change can be triggered by human activities, primarily due to burning fossil fuels that generate greenhouse gas emissions. Cyclones, droughts, heatwaves and cold waves are all as a result of climate change. The increase in drought and hunger has been largely attributed to climate change. The most recent disaster - cyclone Idai was considered to be a function of climate change and exposed anomalies in pre-disaster management which is supposed to steer up national resilience.

As part of government's commitment to promoting smart agriculture and redressing of drought, Zimbabwe set aside ZWL 10 billion for the construction of major dams across the country in 2021.<sup>15</sup> The construction of major dams is part of government's broader ambition to attain green agriculture as well as a US\$ 8.2 billion agriculture sector by 2025. Dams are critical in supporting agriculture resilience. The primary objective of dam construction is to support small-holder farmers through irrigation. However, the benefits which emanate from dam construction surpass agriculture as they do not only help in irrigation but also assist in a number of activities. These activities include flood control, recreation (picnic, fishing, camping), water harvesting, navigation, river water quality or pollution control and management, hydropower generation and stream flow regulation.

## DISASTER MANAGEMENT

The DCP has constantly faced criticism as it has been found wanting on many occasions with respect to disaster mitigation, preparedness, recovery and rehabilitation. For example, the Cyclone Eline of 2000 exposed organisational incapacity and anomalies within the organisational structure as it failed to initiate rapid response and risk zoning prior the disaster. As a result, approximately 2.7 million people were affected directly or indirectly in the Southern and Eastern part of Zimbabwe. Among them were vulnerable groups such as youths, women, immigrants, tribal minority and persons with disability (PWDs).



14. <https://bit.ly/3zqz5nV>

15. <https://zimcodd.org/wp-content/uploads/2022/06/ZIMCodd-Weekly-Review-7-June-2022.pdf>

The magnitude and scale of Cyclone Eline was described as “huge” destroying many crops, homes, bridges and granaries with a total cost of US\$ 3,160,799.00 leaving many homeless and at the mercy of poverty.<sup>16</sup> According to World Food Programme Zimbabwe, approximately 4.6 million people were left vulnerable and in need of food assistance.<sup>17</sup>

Some of the natural disasters that the DCP also dealt with include Cyclone Japhet in 2003, Cyclone Cela in 2013, Tokwe Mukosi and Tsholotsho floods in 2014, Cyclone Dineo in 2017, Cyclone Idai in 2019 and various serious road accidents to mention but a few. However, common to all is the DCP`s alleged inability to robustly handle the aftermaths of the disasters. According to UNICEF Zimbabwe Report 7<sup>18</sup> as of 14 April, 334 people had been reported dead and over 257 people were reported missing due to the cyclone”, 270, 000 people were affected, including 129,600 children. The scale and magnitude of Cyclone Idai is a testament to weak community and national resilience as the affected areas are the ones which were affected during cyclone Eline. A rapid survey carried in Ngangu, Kurwaisimba, Rusitu and Skyview shows that, DCP mismanage the cyclone. Its anticipating and resilient building capacity was wanting it could not do anything prior the disaster. After cyclone Idai hit the Eastern Highlands, it took seven days for people in Rusitu to get assistance due to resources constraints and lack of capacity to undertake its mandate.

## EXCLUSIVE POLICY COMMUNITIES AND NETWORKS

A policy community is that part of a political system that has acquired a dominant voice in determining government decisions in a field of public policy. The media, pressure groups, individuals and government agencies who are interested or involved in the policy area make up the policy community. The policy community is on two dimensions; the sub-government and the attentive public. The sub-government is a protected, smaller, more institutionalised and accessed by ministers and senior bureaucrats. A key unique feature of the sub-government is not only that it represents the inner most circle of the policy community but also that the policy community is driven towards cooperation and consensus in a manner it operates.

The attentive public on the other hand is loosely defined and can also be said to be less cohesive, interested individuals and groups make up the majority of the attentive public. The attentive public includes all those stakeholders who maintain a watching brief on policy developments whereas the sub-government, involves those who are actively engaged in policy design or implementation. Thus, the attentive public encompasses consultants, individuals, government agencies and media who are affected by government`s policies and attempts to influence policy direction but do not participate in policy formulation on a regular basis.



16. [https://www.preventionweb.net/files/1318\\_ZimbabweHFAprogressreport\[1\].pdf](https://www.preventionweb.net/files/1318_ZimbabweHFAprogressreport[1].pdf)

17. World Food Programme Zimbabwe. Assessment of the Impact of Cyclone Eline (February 2000) on the Food” Agriculture and Natural Resource Sector in Zimbabwe

18. <https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Zimbabwe%20Cyclone%20Idai%20Humanitarian%20Situation%20Report%20%234.pdf>

Therefore, with the above background about policy communities and networks it is concerning that the management of disasters and national resilient building in Zimbabwe is exclusive. The government does not consider the views and input from other stakeholders who are of interest such as Persons with Disabilities, the elderly, youths, women, civil society and development partners. The disregard of their views and aspirations in disaster management undermines national resilient building and creates a fecund environment for policy communities induced resilience mismanagement.

## RECOVERY, RECONSTRUCTION AND REHABILITATION

The disaster recovery phase is activated as soon as the disaster has been contained and its impact determined in terms of destruction of property and lives. The recovery phase is made up of three interlinked stages which are restoration, rehabilitation and reconstruction. The core purpose of the disaster recovery phase is to bring normalcy by rebuilding affected communities to their original state prior disaster or establish new resilient communities that are way advanced than the affected ones, as such the process can be lingering and very protracted. It is imperative to note that the recovery phase is a complex phase with various dimensions as resilient building is at the epicenter of all recovery efforts. Government, international organizations and non-governmental organizations have a role to play in rehabilitation and reconstruction and as such a common ground must be established among them. Community engagement at this level is vital as it will generate much needed information in rebuilding a disaster resilient community.

After cyclone Idai, the Chimanimani DCP Relief and Psychological team together with the Social Welfare team met after every two weeks with survivors in Rusitu (Kopa) and Ngangu. The meetings sought to conduct various rehabilitation educational programs on how residents can overcome depression and nightmares that were brought by the grave impact of the Cyclone. According to the Heads of DCP Chimanimani health and social welfare teams, “despite resource constraints we have continued offering our support to the residents”. The programs were part of a broad objective of building community resilience with the social welfare cluster playing a significant role in providing tents for the survivors and building temporary structures for shelter. Plan International, International Rescue Committee (IRC), Goal, Christian Care and World Vision also played a significant role in offering the same services to the residents.

The ability of the DCP to interact and partner with various organisations in times of disaster and after clearly demonstrate the organisation`s understanding of the fundamental pillars of community engagement capacity with respect to national resilience building.



16. [https://www.preventionweb.net/files/1318\\_ZimbabweHFAprogressreport\[1\].pdf](https://www.preventionweb.net/files/1318_ZimbabweHFAprogressreport[1].pdf)

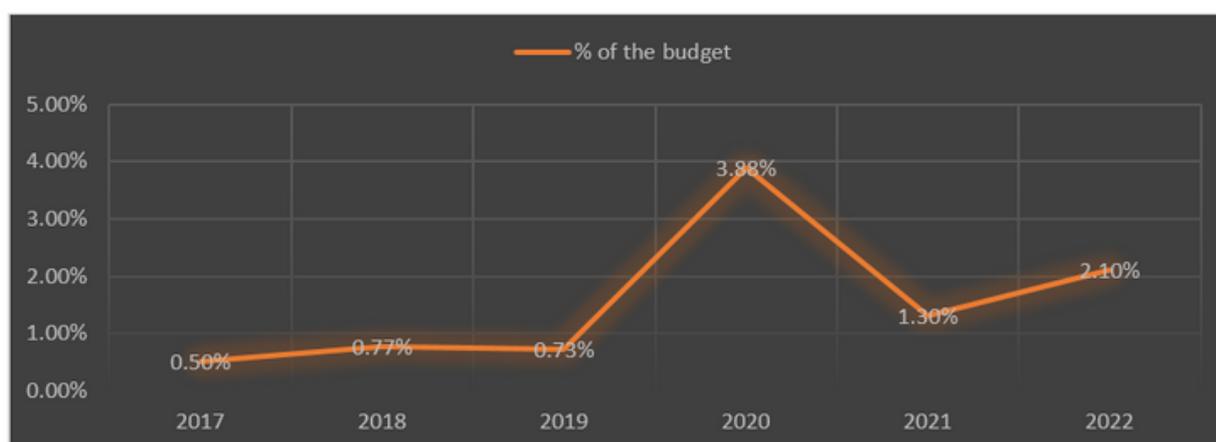
17. World Food Programme Zimbabwe. Assessment of the Impact of Cyclone Eline (February 2000) on the Food” Agriculture and Natural Resource Sector in Zimbabwe

18. <https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Zimbabwe%20Cyclone%20Idai%20Humanitarian%20Situation%20Report%20%234.pdf>

The research noted that DCP has many weaknesses but post-disaster management community engagement has been done in “an acceptable manner that has facilitated a robust rehabilitation process” said a male teacher from Ngangu Primary School . Rehabilitation is a vital process in post-disaster management and cannot be overemphasised.

## SOCIAL PROTECTION

The government’s commitment towards national resilience remains questionable as there is a mismatch and discrepancy between what ought to be and what is on the ground. The intentions of the government which manifest through its policies are not in alignment with its budgetary allocation for the same. The paradox between social protection policies and budgetary allocation is a clear testimony of the government`s lack of interest in building national resilience through competitive human capital development. Since 2017, the government has never satisfied the African Social Policy which stipulates that, at least 4.5% of the national budget must be reserved for social spending. The figure below shows yearly budget allocations towards Zimbabwe social spending.



**Source:** Compiled by ZIMCODD from the 2017-2022 National Budgets

The implications of weak social spending have imposed an unbearable cost of living on the Zimbabwean population as extreme poverty rose by 1.3 million from 6.6 million in 2019 to 7.9 million in 2021. A rapid assessment of child vending in Harare shows that, approximately 20 children join the streets every day as beggars and vendors.<sup>19</sup> This demonstrates a clear testament to the dysfunctionality of child protection systems in Zimbabwe. According to the 2021 Zimbabwe Annual Report by UNICEF child poverty has increased tremendously in Zimbabwe. The report states that, 1/3 women aged 20-24 years married before the age 18, 35% of children between the age of 5-17 are experiencing child labour, while 13% are working under hazardous conditions and over 51% of children are not registered at birth.



## BRAIN DRAIN

The Disaster Management Policy does not account for brain drain; an integral and indispensable component of national resilience building which any national should never over emphasise as if forms the basis of human capital development. Human capital development is the process of improving the country`s citizen performance, capabilities and resources. For the Organization for Economic Cooperation and Development (OECD) defined HCD as: the knowledge, skills, competencies and other attributes embodied in individuals or groups of individuals acquired during their life and used to produce goods, services or ideas in market circumstances. Human Capital Development (HCD) is one of the integral variables of national development and growth that determines the course of any nation. Thus, for the attainment of national development, developing, developed and resource constrained must develop and harness the potential of their citizens. While this projects an ideal environment, in Zimbabwe brain drain has become the order of the day thereby undermining national resilience building. Approximately 2.500 health personnel left the country last year and more are expected to leave this year in search of greener pastures. To this end, Zimbabwe has become a well and fountain of expertise and skills for many nationals across the global spectrum thereby leaving a vacuum in the country.

## 7. POLICY ALTERNATIVES

- The DCP must ensure that its pre-disaster and post-disaster management incorporates food resilience mechanisms. Food resilience mechanisms must be informed by reputable surveys such as ZIMVAC Rural and Urban Vulnerability Assessments. This is because, whenever a catastrophe strikes it affects the chain of food supply and production in a nation, community or village.
- The DCP as the principal custodian of national resilience and emergence management must liaise with Environmental Management Agency (EMA) and preach the importance of green communities and smart cities in building resilience against floods, heatwaves and desertification. These are key in redressing climate change challenges.
- Disaster management efforts must be built on past experiences. Thus, for optimum national resilience there is need for the DCP to invest in institutional memory.
- The DCP must facilitate the establishment of inclusive policy networks and communities so as to attain greater public participation.
- There is need to ensure that Disaster Management accommodates issues such as brain drain as they have an impact on national resilience which is at the epicenter of disaster management.
- The Ministry of Social Welfare must see to it that government fulfils the commitment it made by ratifying the African Social Policy which prescribe that 4.5% of the national budget goes towards social spending.



## 8. CONCLUSION

The Disaster Management Policy and DCP have a critical role to play as far as national resilience is concerned. National resilience must be a priority if Zimbabwe is to withstand endogenous and exogenous shocks. It must inform policy formulation and project implementation. National resilience is at the epicentre of competitive advantage and human capital development. Therefore, the above recommendations will help Zimbabwe in advancing its national resilience ambitions as it heads towards vision 2030.

