

Urban Resilience Programme Implementation Strategy (URPIS)

December 2019

Image: Mbare Market Refurbishment

Table of Contents

Table of Contents	02
Purpose and audience of the URPIS	03
Resilience of the Urban System in Zimbabwe	04
Recommended Priorities for Intervention	06
Recommended outcomes and objectives	08
Recommended Outputs, Action Areas, Expected Results and Activities	10
Expected results and activities: Dimension 1	16
Expected results and activities: Dimension 2	20
Expected results and activities: Dimension 3	24
Expected results and activities: Dimension 4	28
Expected results and activities: 5. 'Crisis Modifier'	32
Programme Delivery: counterparts, partners and beneficiaries	34
Programme Delivery: Design of 'Integrated City Resilience Interventions' and implementation modalities	36
Programme Delivery: spatial targeting in clusters	38
Programme Delivery: recommended phasing	44
Programme Delivery: targeting`	48
Programme delivery: Monitoring, evaluation, learning & knowledge management	52

Annexes (attached separately)

- Annex 1. City-prioritisation database (excel file)
- Annex 2. Dashboard for urban resilience interventions (excel file)
- Annex 3. Indicators to set-up a multi-criteria Urban Resilience Index (excel file)
- Annex 4. Density maps 32 urban councils

Purpose and audience of the URPIS

Background of the URPIS

In 2019 UNDP and UNICEF have initiated the implementation of the Partnership for Building Urban Resilience in Zimbabwe programme.

The objective of the programme is developing an urban resilience model in selected towns as well as generating evidence and knowledge to strengthen the urban resilience in the country. Its overall goal is to find ways to reduce increasing vulnerability of people in urban areas and build resilience of urban systems to the benefit of people.

Within this framework, they have engaged with the former Ministry of Local Government, Public Works and National Housing (ex-MLGPWNH) and the Urban Local Authority Association of Zimbabwe (UCAZ) to conduct a national Urban Resilience System Assessment (URSA). The URSA was conducted in 2019 in order to fill the knowledge gap and enable evidence-based urban resilience programming in Zimbabwe.

Based on the findings of the URSA, the ex-MLGPWNH in partnership with UNDP and UNICEF have developed and adopted a Roadmap for Building Urban Resilience in Zimbabwe (URR).

UNDP and UNICEF are uniquely positioned globally and locally to support building resilience in urban areas of Zimbabwe and have developed this Urban Resilience Programme Implementation Strategy (URPIS) to guide the design of urban resilience interventions that contribute to the long-term implementation of the URR.

The priorities identified in the URPIS build on the findings of the URSA, and theory of change (ToC) contained in the URR.

Purpose of this document

The Urban Resilience Programme Implementation Strategy (URPIS) builds on and elaborates on the Urban Resilience Roadmap (URR) to provide further detail for programming directions, objectives, and expected results. It includes a list of typical and potential activities to achieve the results within the URR, that can be undertaken immediately, in the short, medium and long-term- in alignment with the phasing contained in the URR. It also presents criteria for selection and appraisal of proposals including clustering of cities and targeting of beneficiaries in order to demonstrate integration and alignment with the Theory of Change (ToC) of the URR which can be tailored and adapted in different contexts. Overall, this document form the basis to support UNDP and UNICEF to receive support and facilitate collaboration to achieve the goals within the URR in Zimbabwe.

Users of the URPIS

The intended users of the URPIS are UNDP and UNICEF staff responsible for the design of Urban Resilience Integrated Interventions in Zimbabwe



Resilience of the Urban System in Zimbabwe

Gaps and strengths in urban resilience in Zimbabwe

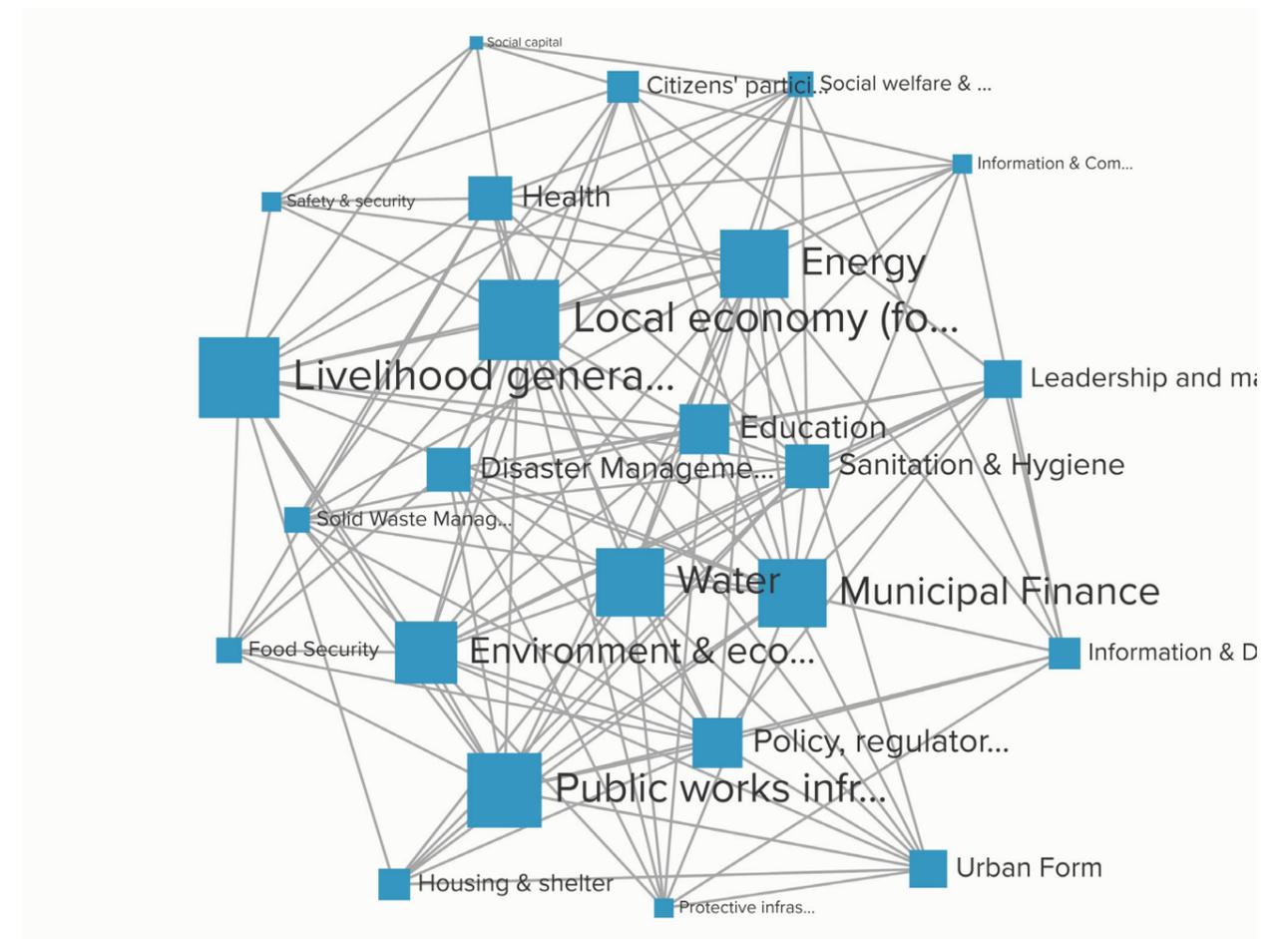
The URSA findings highlight four (4) dimensions that are critical to urban resilience and that in the case of Zimbabwe present strengths and weaknesses. It is underpinned by 24 sub-systems that contribute to any city's resilience. While when functioning well, they contribute to

the resilience of the city overall, in the case of Zimbabwe the URSA finds significant areas of weaknesses and gaps that require urgent attention. The most notable are basic needs and services; local economy and livelihood; environment; municipal finance and citizen' participation. Overall, the current urban conditions affect particularly the Youth, Women, Children and the urban poor, which is increasing rapidly.

Priority focus areas to build urban resilience

The URSA shows the strong interdependencies between the urban subsystems (as illustrated in the diagram below). The findings highlight the dependencies across subsystems, which make sectoral interventions less effective or sustainable in the long term. The complex interactions are illustrated below. There is a need to focus on the highly central subsystems that affect other sub-systems, and can be considered 'enablers'. This is

critical to achieve systemic improvements. There is need to achieve integrated impact on the sub-systems that are affected by 'cascade of failures' ultimately leading to negative impact on people, and especially the most vulnerable. The URPIS should recognise that building urban resilience will be conditional to integrated investments in a critical mass of urban systems (or sectors) as well as at critical spatial scales in cities. However, given the complexity of these interactions and limited resources, there is need to focus on priority areas. These are recommended in the next page.



Recommended Priorities for Intervention

Priority sub-systems to build system' capacities in cities of Zimbabwe

The URSA shows that focusing on improving the following subsystems will result in high spill-over and multiple co-benefits across other urban subsystems, and therefore enhance the capacities of LAs to perform, and the system to provide. Actions in these areas will be highly influential, 'enabling' and strategic. It is critical that any integrated intervention includes a set of activities across several of these systems:

- Livelihood and income-generation > highly interconnected to basic services and social capital, safety & security.
- Local economy development (formal and/or informal), as they have the highest level of centrality to the functioning of other urban sub-systems and income-generation;
- Municipal finance strengthening; interventions (process, tools etc.) given its high level of centrality across and influence across all dimensions
- Urban policy and land-use planning given its high level of indegree across all systems, especially in creating an enabling physical and social environment for resilience;
- Citizen participation is foundational for the functioning of other systems.
- Energy is essential to enable subsystems to function and is currently affecting several sub-systems. It is essential that alternative technology interventions – particular off-grid and hybrid renewable energy solutions –; along with capital investments on appropriate technology on-grid are mobilized.
- If possible, public works interventions should be undertaken in the mid to long-term, because of its direct influence on other highly

- Social welfare and protection interventions do not appear to have high level of centrality from the analysis: however, their role in enhancing absorption capacities and reducing vulnerabilities is critical – and should be prioritized as an enabler in the short to mid-term, and be activated swiftly in case of shocks.

Priority sub-systems to reduce vulnerability of people in cities of Zimbabwe

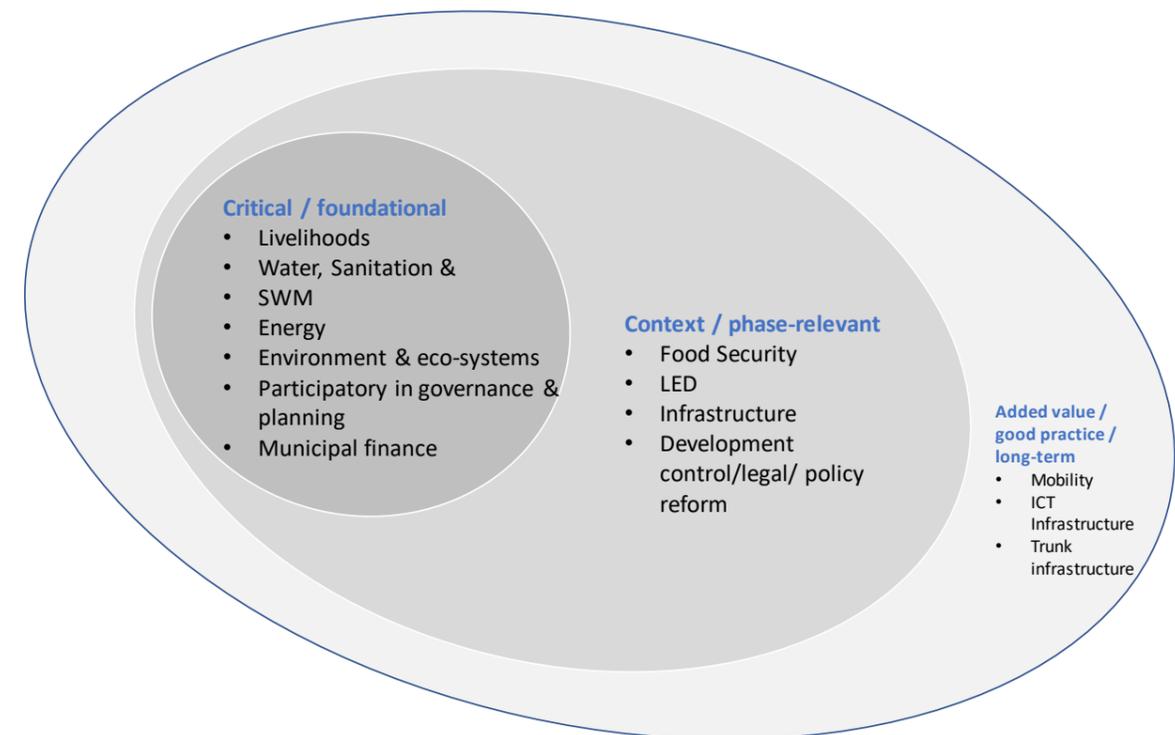
Working on the following subsystems with high level of centrality will mitigate, reduce vulnerability of people. Interventions in below sub-systems are critical in the current context of Zimbabwe and should be prioritized.

- Water & sanitation, SWM, remain central for the populations' health and wellbeing, and is one of the most central systems that is likely to be affected negatively in turn generating cascades of failure in other systems while generating hazards for human health, which is also central;
- Environment & eco-systems is highly affected by failures or under-performance in other systems. It also has high potential to accrue risks for people and assets and should therefore be prioritized.
- Food security, is both negatively affected by livelihood and local economy and strongly affects people health and wellbeing.
- Livelihood is also influenced and affected by several other sub-systems. It has therefore a very strong centrality, and should be the backbone of each intervention.

Resource constraints and core interventions

The diagramme describes an approach to prioritisation by dividing activities that are foundational or critical to build urban resilience and can therefore not be avoided in most urban councils of Zimbabwe presently. Then activities that are either context-driven or may be introduced in different phases. This concerns, for

instance, activities that are enabling and important, but may be contingent to large finance injection or national level political leadership for reform. Other practices may add value and enhance urban resilience but are not immediately critical in this context, or beyond the capacity of urban resilience programme to influence



Cross-cutting and cross-sectoral approaches

The URPIIS, based on the findings, will ensure that all interventions in the abovementioned areas focus on involving and/or achieving benefits for the following groups:

- Youth, i.e. empowerment through civic participation and economic opportunities (employment, livelihood generation), entrepreneurship);

- Women socio-economic empowerment and safety;
- Children' safety, protection and urban child-centred-design

The URPIIS recognises that across all activities it will be important to leverage digital potential and focus on:

- Digital applications to support innovation, informal economy, social service delivery (e.g. iBuild, Eco-cash, InDusa applications)

Recommended Outcomes and Objectives

Purpose of the Programme Implementation Strategy

The overall goal of this document is to support UNDP, UNICEF and partners to design projects on urban resilience in line with the Roadmap adopted by the Ministry of Local Government and Public Works. The overall goal of the Roadmap is: **'By 2030 the resilience of urban systems is strengthened for the benefit of all urban dwellers, with particular attention to the most vulnerable people'**. Interventions designed under this Programme Implementation Strategy will need to establish interim goals.

Recommended Outcomes and Priorities

Based on the findings of the Urban Resilience System Analysis and in alignment with the Urban Resilience Roadmap, it is recommended that the Programme Implementation Strategy supports the development of projects that, simultaneously, achieve impact in the following four (4) outcome areas:

1. Health & Basic Needs*

Urban dwellers in target Urban Local Authorities have continued access to services that meet their basic needs safely prior, during and after sudden shocks or protracted states of stress, while preserving eco-systems

Priorities in the context of Zimbabwe include:

- Deliver safe, affordable and reliable water, sanitation SWM access, through both community-driven service-delivery that generate incomes for the communities; and progressive improvement of municipal service-delivery
- Produce reliable energy on-grid, off-grid and mixed supply and use, involving the private sector and promoting community interventions

*Basic needs broadly refer to social and basic services

- Strengthen urban food security, through integrated urban sustainable agriculture, improved rural/urban linkages, and cash-for-work in times of crisis

2. Economy, Society and Livelihoods

Cities are conducive to investment and growth where all citizens: have the opportunity to achieve productive employment; can access socio-economic safety nets to protect from sudden shocks or protracted stresses; and contribute to social cohesion.

Priorities in the context of Zimbabwe include:

- Generate livelihood opportunity from informal and formal sources, possibly in relation to basic-service delivery to achieve mutual co-benefits
- Local Economic Development (LED)
- Strengthening of social and child protection mechanisms

3. Infrastructure Environment & Urban Form

The built and natural environment are supported by robust and redundant infrastructure and inclusive urban spaces that protect, connect and enable people's and cities' economic development

Priorities in the context of Zimbabwe include:

- Support the rehabilitation and upgrading of infrastructure in informal settlements, as a priority, and in the long-term at city-scale to support economy, transport and services
- Protect and enhance environment and eco-systems

4. Governance & Participation

Urban Local Authorities are able to adopt and implement long-term resilience urban agendas by building trust, managing and providing services to the community in an appropriate, efficient, equitable, and sustainable manner

Priorities in the context of Zimbabwe include:

- Promote the shift from traditional master-planning to inclusive and holistic spatial planning, focusing on resilience
- Promote participation in decision-making, especially as concerns the representatives of the informal economy, the Youth, Children and Women
- Support the local authorities in diversify and reinforce their tax base

5. Adaptive, flexible and rapid mechanisms to mitigate effects of natural and system-induced disasters exist that protect people, especially the most vulnerable ('Crisis modifier').

Priorities in the context of Zimbabwe include:

- Establish risk-driven Early Warning Systems that integrate data collection from Service Level Benchmark (SLB) and other current sources with vulnerability and resilience indicators, including ZimVAC and those proposed in this document (refer to last section)
- Reinforce the capacities of Disaster Risk Management at urban level
- Establish financial and intervention mechanisms for social protection and child protection in cities or wards - at risk and/or affected by disasters

Recommended Objectives

It is recommended that all interventions under the Programme Implementation Strategy focus on 1) reducing people's vulnerabilities; and 2) increasing the ability of urban systems to function through actions in both the software (municipal governance, regulations, finance) and hardware (infrastructure and environment). More specifically, in line with the URR the it is proposed that all interventions aim to

1. Reduce vulnerabilities of people in cities by improving access to basic services, livelihood generation opportunities, and participation in city-decision-making, i.e.:

- Reduce current vulnerabilities generated by poor access to basic services that threaten health and hamper development
- Prevent further erosion of health, human and labour rights and social capital through social development initiatives for women, children and the youth
- Increase livelihood and economic opportunities for individuals and communities

2. To increase capacities of urban systems to attain and maintain acceptable performances in any adverse circumstances by improving assets, governance and management, i.e.

- Rehabilitate reticulation and trunk infrastructure that serve economic development and service-delivery
- Protect, restore and enhance environment and eco-system services through direct interventions and regulations
- Develop capacities of national and local authorities to adopt and implement a resilience agenda through inclusive urban design and management

Recommended Outputs, Action Areas, Expected Results and Activities

Recommended Outputs

It is suggested that interventions designed under this Programme Implementation Strategy aim - **in each city of intervention - at achieving** three intertwined outputs:

1. **Reduced vulnerability of households, groups at-risk and most vulnerable people, and communities**
2. **Increased capacities of local authorities and the former MLGPWNH for urban resilience planning, governance and management**
3. **Improved infrastructure, basic and eco-system services in urban areas**

Key Actions Areas

Main action areas in most interventions should include a mix of the following

1. Urban infrastructure rehabilitation and development: investments and technical assistance for rehabilitating and developing infrastructure
2. Capacity-building for National and Local Authorities, Communities, NGOs and CBOs
3. Policy adaptation and reform: updated policies adaptive to the current shock and stressor profile and undertake long-term reform of urban policies
4. Institutional strengthening, with a focus on citizens' participation
5. Finance: diversified financial sources from local, national and international sources and dedicated urban resilience funding mechanisms (such as Zimbabwe Urban Resilience Fund)
6. Technical assistance and Technology: access to alternative, appropriate and innovative technologies and technical skills, required to absorb shocks and stressors and adapt across all key dimensions
7. Emergency & social protection: humanitarian emergency support

in urban crisis, or high vulnerability contexts that may anticipate crisis

8. Research & knowledge management: leverage the strength of the academic sector in the country to support local authorities on evidence-based planning and decision-making
9. Partnerships: platforms of partners to implement the Roadmap, including the private sector and actors of the informal economy

Recommended Expected Results and Priority Activities

In order to achieve these outputs, and contribute to the overall four (4) outcomes, specific expected results are recommended in each dimension, along with potential activities for the short, mid and long-term, as well as for the immediate or emergency phases.

These are described in the next pages.

Actual detailed activities will need to be adapted to the context of City, Municipality, Town and Local Board in which UNDP and UNICEF - other partners - decide to intervene.

It is strongly recommended that each intervention aims at achieving impact across the four (4) key dimensions that contribute to urban resilience, and vulnerability reduction.

To help UNDP and UNICEF develop targeted interventions two files are attached to this Programme Implementation Strategy, as follows:

- Annex 1. 'City-prioritisation database', in excel format, which includes risk, vulnerability and sensitivity data from the analysis of SLB benchmarks; ZimVAC and Census 2012; UNICEF studies on cholera hotspots and consultations. The file provide filtering options to select the entry-points for the intervention. A summary of data is illustrated in the tables in the next pages, but the annex 1 must be used for selecting entry points

and target cities.

- Annex 2. 'Dashboard for Urban Resilience Interventions', in excel format, with proposed activities following consultations in 2019, with a 'prioritisation' columns that uses multiple criteria (see table in the opposite page). For each expected results 'integration markers' suggest what type of activities must be conducted in parallel for

maximum impact as well as 'cross-reference' showing how one activity in one outcome is linked to others in other outcomes.

The Programme Implementation Strategy and the two files abovementioned must be used together to design interventions.

Scoring	Co-benefit to other 3 key outcomes of the resilience framework (Indegree)	Dependency or impacts from other subsystems (Outdegree)	Social relevance (child-friendly, Gender, Youth, poverty)	Risk-reduction	Direct impact on multi-dimensional poverty alleviation	Feasibility (Technical / financial / conditionalities)	No-regret / development	Overall relevance and importance for resilience	Overall relevance and importance for urban development	Critical for UR	Overall prioritisation guidance
	Working in systems that have high direct or indirect impact across several outcomes is strategic for building urban resilience. These 'enablers' (e.g. policies) and activities that will influence the performance and quality of other systems (e.g. energy, environment). A high score should draw the attention on the centrality and strategic-value of the intervention	Some systems are highly dependent or affected by the performance of other systems (e.g. Water) within the same outcome, or across outcomes (e.g. livelihood; municipal finance). These are also more closely related to the every-day life of people in cities (e.g. sanitation, water, livelihood) A high score should draw the attention on the need to consider the improvements required across other systems (e.g. for Water)	A high score in this criterion indicates the potential of the activity or intervention to directly address issues related to specific vulnerabilities in urban areas	A high score in this criterion indicates the potential for this activity to contribute to reduce risks of slow and rapid on-set disasters	A high score signals the potential of the intervention to contribute directly to reduce poverty.	The feasibility of the initiative is scored against the technical and financial inputs required for its implementation. In specific cases (e.g. investment trunk infrastructure) this also relates to conditions that must be reunited for the implementation, for instance access to international finance	A high score in this area shows that the intervention will benefit people and urban systems, regardless the resilience approach.	A high score signals the relevance to the resilience approach, which focuses on a) integrated systemic interventions; b) reinforcing the capacity of people, LA and the system to better absorb shocks and stressors, adapt and transform	A high score signals the relevance of these activities to the development of urban areas more in general	A high score signals that this intervention is critical for the UR and not undertaking it may affect the overall viability of the urban resilience strategy	All activities included in this dashboard are important. Therefore this scoring only provides the overall guidance for relative prioritization within the same outcome. Criteria are not weighted. There may be cases in which the activity or intervention is important, but its feasibility is limited or constrained by conditionalities (e.g. international finance)
5	Direct high impact on multiple sub-systems across all outcomes	Highly influenced by a several other subsystems across dimensions	High relevance for several vulnerable groups	Direct high ability to mitigate and reduce risks	High potential to significantly reduce poverty directly	Technically highly feasible and financially viable, with little conditionalities	High development value, regardless resilience approach	Very relevant to the urban resilience building approach	Also critical for urban development	It must be undertaken for the success of UR programme	Very high value in investing in this activity given the relevance to urban resilience, social and poverty alleviation impact.
4	High indirect impact on some sub-systems in the same outcome or part of the other outcomes	Influenced by several other subsystems, some across dimensions	Relevance for one or more vulnerable groups	Ability to mitigate and reduce risks	Potential to reduce poverty directly or indirectly	Technically feasible and financially acceptable, with little or manageable conditionality#	Has value for development regardless resilience approach	Relevant for the urban resilience building approach	Relevant to support urban development	It should be undertaken as a best practice, on its own or integrated with other activities	High value, but there are limiters that may depend on feasibility, reduced levels of indegree or outdegree or social relevance
3	Some indirect impact on few subsystems, not necessarily on other outcomes	Influenced by few subsystems, mostly within the same dimension	Relevance for one group	Some relevance to reduce some risks	Some potential, mostly indirectly	Technically challenging and/or financially difficult, possibly depending on external conditionality, such as loans, political or fiscal stability	Has value only for the resilience approach, or only limited	Some relevance for the urban resilience building approach, but not essential	Some relevance for urban development, but not essential beyond the resilience approach	It should be undertaken as a best practice, along with other integrated activities	The value is determined by important limiters: weighting of the criteria is required to assess the viability and relevance of activities
2	Little impact on few subsystems, not in other outcomes	Limited influence from few subsystems in the same or other dimensions	Limited social relevance	Limited risk reduction relevance	Little potential or very indirectly	Feasible with extreme challenges, or highly subject to external conditions, such as access to international finance, loans, and fiscal balance	Has limited value for development beyond the resilience approach	Limited relevance	Limited relevance	It is a good practice, but not critical	The value is limited, and/or some limiters are too critical or important to be weighted out
1	No impact in any other subsystem, none across outcomes	Uninfluenced	No social relevance	No relevance in risk reduction	No potential	Unfeasible given the current or foreseeable technology or technical capacities required; prohibitive costs and/or external conditions	Has no value or relevance for urban development if resilience to shocks and stresses is not considered	No relevance	No relevance	It is not essential	No value

Table: Criteria for prioritisation of activities. Source: Dashboard for Urban Resilience Interventions, 2019

Hazard Assessment

The current shocks' profile includes both human and climate-induced hazards, with potential for rapid and slow onset disasters. Droughts levels are higher the southern dry belt where cities like Bulawayo, Plumtree, Gwanda are located. However, direct and indirect of droughts may affect all urban areas, given their effects on water availability and food security. Strong-Winds, associated with storms and cyclonic events, medium and high levels across the country; floods are also prominent in areas like Chitungwiza, Chipinge, Victoria Falls, Beitbridge; and rain-triggered landslides may affect hilly areas, such as Mutare, Chipinge

and Chiredzi, which are also most exposed to strong-winds from the Indian Ocean, along with Mavungo, Rusape and Beitbridge. Wildfire levels is considered high across the country. Droughts, strong winds and floods are observed to be compounded by climate change already and may increase in severity by mid-century across the country; 'High' levels of human or system generated shocks are observed, particularly economic shocks across all urban councils. In the URSA, it was decided to treat economic instability as a chronic stress. However, economic instability recurrently peaks exceeding critical thresholds, for instance in the case of sudden cash shortage. These stochastic events result in sudden shocks that threaten households, as

captured by the ZimVAC 2019.

Stress' profile include human, system and climate-induced stressors: all system and human induced stressors are medium to high in the current context, especially economic instability, gender inequality and unemployment. Energy (and fuel) issues are reported to be high in average in all urban areas. Malpractices such as corruption were mentioned anecdotally, but this report did not have the capacity to ascertain the accuracy of information: an average medium level is assumed. Climate or environment-related stressors include medium to high levels in environmental degradation induced by land-use change and deterioration of eco-system

services; average increase of temperatures and erratic rainfall patterns have been observed to have an effect on water sources and food production;

High risks of adverse impact for people and assets in all 32 urban councils result from the intersection of this shocks/stressors profile, and vulnerabilities assessed qualitatively and against available data.

Climate change projections are likely to increase hazard levels as well as stressors incidence. This will result in high recurrence of droughts, high-winds and floods; as well as further challenges in water availability and food security.

Urban Council	RISK ANALYSIS <i>1= Very low, 5 = Very high</i>						HAZARD ASSESSMENT <i>1= Very low, 5 = Very high</i>						SYSTEM VULNERABILITY <i>1= Very low, 5 = Very high, N.A. = Data not available</i>																			
	Risk Score 2019 (Weighted for key systems)		Risk Score 2050 (Weighted for key systems)		Risk Score 2019 (Without stressors)		Risk Score 2050 (Without stressors)		Risk Score 2019		Risk Score 2050		All hazards 2019	All hazards 2050	Shocks 2019	Shocks 2050	Stressors 2019	Stressors 2050	OVERALL		HEALTH AND BASIC NEEDS					ECONOMY AND SOCIETY			INFRA STRUC	GOVERNANCE AND PARTICIPATION		
	Vulnerability Score (Average)	Weighted Vulnerability Score (Key systems)	Food security	Water	Sanitation & hygiene	Solid Waste Management	Energy	Health	Education	Housing & shelter	Formal & informal local economy	Livelihood & employment	Social welfare & protection	Public works infrastructure	Information & Communication	Information & Data	Municipal finance															
Beitbridge	5	5	4	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	3	2	5	4	5	4	2	3	4	2	3		
Bindura	4	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	2	3	3	4	4	4	4	4	4	4	3	
Bulawayo	4	4	3	4	4	4	4	4	4	4	4	4	4	3	4	3	3	3	4	4	1	3	4	4	4	3	3	3	3	3		
Chegutu	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	3	3	3	4	4	2	4	3	4	4	5	2	4	5	2		
Chinhoyi	4	4	3	3	3	3	4	4	4	4	4	4	4	3	4	3	3	3	4	4	2	4	2	4	4	3	1	4	3	1		
Chipinge	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	4	4	3	4	2	3	4	4	4	4	4	4		
Chiredzi	4	4	3	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	3	4	2	4	4	5	3	4	5	3		
Chirundu	4	4	3	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	N.A.	1	3	3	3	2	5	2	4	2		
Chitungwiza	4	4	3	3	4	4	4	4	4	4	4	4	4	3	4	3	3	4	4	4	1	4	3	4	3	3	4	2	4	2		
Epworth	5	5	4	4	4	4	4	4	4	4	4	4	4	3	3	4	5	5	5	4	3	2	3	4	4	4	2	5	5	2		
Gokwe	5	5	4	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	3	2	4	2	4	4	1	2	4	2		
Gwanda	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	3	2	5	4	4	4	2	2	4	2		
Gweru	4	4	3	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	3	3	4	2	3	3	1	3	4	3		
Harare	4	4	3	3	4	4	4	4	4	4	4	4	4	3	3	5	5	5	4	4	3	2	3	3	4	4	3	2	4	2		
Hwange	4	4	3	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	3	2	4	2	4	4	2	2	4	2		
Kadoma	4	4	3	3	4	4	4	4	4	4	4	4	4	3	3	4	4	4	4	4	3	2	4	2	4	4	4	4	3	3		
Kariba	3	4	3	4	3	4	4	4	4	4	4	4	4	3	4	3	3	4	4	4	3	2	4	3	4	4	2	2	4	2		
Karoi	4	4	3	4	3	4	4	4	4	4	4	4	4	3	4	3	4	4	4	4	3	2	4	4	4	4	1	1	4	1		
KweKwe	4	4	3	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	3	3	4	3	4	4	1	3	4	3		
Lupane	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	1	4	1	3	4	4	2	2	4	2		
Marondera	4	4	4	4	4	4	4	4	4	4	4	4	4	3	3	4	4	4	4	4	3	2	4	2	4	4	2	2	4	2		
Masvingo	4	4	3	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	2	3	4	2	3	4	3	2	4	2		
Mutare	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	2	3	4	3	3	4	4	2	4	2		
Mvurwi	4	4	2	3	3	4	4	4	4	4	4	4	4	3	4	2	3	4	4	4	2	2	3	2	4	4	1	2	4	2		
Norton	4	4	4	4	4	4	4	4	4	4	4	4	4	3	3	4	4	4	4	4	3	2	4	4	4	4	1	2	4	2		
Plumtree	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	3	4	4	4	4	3	2	5	4	3	4	1	3	4	3		
Redcliff	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	3	3	4	2	4	4	4	3	4	3		
Rusape	4	4	3	4	3	4	4	4	4	4	4	4	4	3	4	3	4	4	4	4	2	3	4	2	4	4	1	3	4	3		
Ruwa	4	4	4	4	4	4	4	4	4	4	4	4	4	3	3	4	5	4	4	4	3	2	4	2	4	4	1	3	4	3		
Shurugwi	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	4	3	4	3	4	4	4	3	4	3		
Victoria Falls	4	4	3	4	4	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	2	2	4	2	3	4	3	3	4	3		

Vulnerability and Risk Assessment

Vulnerability levels are medium to high across all urban councils: data, however, may mask way higher levels of vulnerability, and should be cross-referenced with user' experience and review through consultations.

In terms of loss & damages, their high level can be attributed to the increasing

exposure of people in unplanned and unsafe locations, environmental degradation, as well as the stresses generated by and within the urban systems, as discussed in Chapter 3 and 4. Disaster impacts in Zimbabwe, as well as system-generated stresses, have documented disproportionate effects on women, children and individuals living with disabilities. Studies in displacements areas after Cyclone impacts revealed that women and girls were highly exposed to verbal and sexual abuse; children and orphans are also

Urban Council	RISK ANALYSIS <i>1= Very low, 5 = Very high</i>						HAZARD ASSESSMENT <i>1= Very low, 5 = Very high</i>						SYSTEM VULNERABILITY <i>1= Very low, 5 = Very high, N.A. = Data not available</i>																
	Risk Score 2019 (Weighted for key systems)	Risk Score 2050 (Weighted for key systems)	Risk Score 2019 (Without stressors)	Risk Score 2050 (Without stressors)	Risk Score 2019	Risk Score 2050	All hazards 2019	All hazards 2050	Shocks 2019	Shocks 2050	Stressors 2019	Stressors 2050	Vulnerability Score (Average)	Weighted Vulnerability Score (Key systems)	Food security	Water	Sanitation & hygiene	Solid Waste Management	Energy	Health	Education	Housing & shelter	Formal & informal local economy	Livelihood & employment	Social welfare & protection	Public works infrastructure	Information & Communication	Information & Data	Municipal finance
Beitbridge	5	5	4	4	4	4	4	4	3	4	4	4	4	5	4	3	4	2	4	4	4	3	2	5	4	5	4	2	3
Bindura	4	4	4	4	4	4	4	4	3	4	4	4	4	4	4	2	4	3	4	4	4	2	2	3	3	4	4	4	3
Bulawayo	4	4	3	4	4	4	4	4	3	4	4	4	4	4	2	2	2	4	1	4	4	4	1	3	4	4	3	3	3
Chegutu	4	4	4	4	4	4	3	4	3	3	3	4	4	4	3	3	2	2	2	4	4	3	2	4	3	4	5	2	
Chinhoyi	4	4	3	3	3	4	3	4	3	3	3	4	4	4	2	3	4	2	3	4	4	3	2	4	2	4	4	3	1
Chipingwe	4	4	4	4	4	4	4	4	4	4	3	4	4	4	2	2	4	4	4	5	4	3	3	4	2	3	4	4	4
Chiredzi	4	4	3	4	4	4	4	4	3	4	4	4	4	4	2	2	1	3	1	4	4	3	3	4	2	4	5	3	
Chirundu	4	4	3	4	4	4	4	4	3	4	4	4	4	4	N.A.	3	1	3	N.A.	3	5	1	N.A.	1	3	3	2	5	2
Chitungwiza	4	4	3	3	4	4	4	4	3	3	4	4	4	4	1	4	3	4	2	3	4	3	2	3	4	3	3	4	2
Epworth	5	5	4	4	4	4	4	4	3	3	4	5	4	5	1	5	5	5	5	3	4	3	2	3	4	4	4	2	5
Gokwe	5	5	4	4	4	4	4	4	3	4	4	4	4	4	3	4	5	5	5	4	4	3	2	4	2	4	4	1	2
Gwanda	4	4	4	4	4	4	4	4	3	4	4	4	4	4	3	3	3	4	4	4	4	3	2	5	4	4	4	2	2
Gweru	4	4	3	4	4	4	4	4	3	4	4	4	4	4	3	2	1	3	1	5	4	3	3	4	2	3	3	1	3
Harare	4	4	3	3	4	4	4	4	3	3	5	5	4	4	2	3	2	3	1	3	4	3	2	3	3	4	4	3	2
Hwange	4	4	3	4	4	4	4	4	3	4	4	4	4	4	3	2	2	4	1	4	4	3	2	4	2	4	4	2	2
Kadoma	4	4	3	3	4	4	4	4	3	3	4	4	4	4	2	3	3	2	1	4	4	3	2	4	2	4	4	4	3
Kariba	3	4	3	4	3	4	3	4	3	4	3	3	4	4	2	2	1	2	1	4	4	3	2	4	3	4	4	2	2
Karoi	4	4	3	4	3	4	3	4	3	4	3	4	4	4	2	3	3	3	3	4	4	3	2	4	4	4	4	1	1
KweKwe	4	4	3	4	4	4	4	4	3	4	4	4	4	4	3	1	2	4	2	4	4	3	3	4	3	4	4	1	3
Lupane	4	4	4	4	4	4	4	4	3	4	4	4	4	4	N.A.	4	5	5	5	3	4	1	4	1	3	4	4	2	2
Marondera	4	4	4	4	4	4	4	4	3	3	4	4	4	4	4	3	3	4	2	4	4	3	2	4	2	4	4	2	2
Masvingo	4	4	3	4	4	4	4	4	3	4	4	4	4	4	2	2	2	2	1	4	4	2	3	4	2	3	4	3	2
Mutare	4	4	4	4	4	4	4	4	3	4	4	4	4	4	3	2	3	4	2	4	4	2	3	4	3	3	4	4	2
Mvurwi	4	4	2	3	3	4	3	4	2	3	4	4	4	4	5	4	3	1	4	4	4	2	2	3	2	4	4	1	2
Norton	4	4	4	4	4	4	4	4	3	3	4	4	4	4	2	5	4	3	3	4	4	3	2	4	4	4	4	1	2
Plumtree	4	4	4	4	4	4	3	4	3	4	3	4	4	4	5	2	3	2	3	4	4	3	2	5	4	3	4	1	3
Redcliff	4	4	4	4	4	4	4	4	3	4	4	4	4	4	3	3	2	3	2	5	4	3	3	4	2	4	4	4	3
Rusape	4	4	3	4	3	4	3	4	3	4	3	4	4	4	4	2	3	1	2	4	4	2	3	4	2	4	4	1	3
Ruwa	4	4	4	4	4	4	4	4	3	3	4	5	4	4	4	4	2	3	5	4	4	3	2	4	2	4	4	1	3
Shurugwi	4	4	4	4	4	4	4	4	3	4	4	4	4	4	3	3	3	1	4	4	4	4	3	4	3	4	4	4	3
Victoria Falls	4	4	3	4	4	4	4	4	3	4	4	4	4	4	3	2	3	3	3	4	3	2	2	4	2	3	4	3	3

Expected results and activities: Dimension 1

Key outcome	Key expected results	Activities			
		Immediate / Emergency (0-6 months and as needed)	Short Term - immediate 0 to 3 years	Medium Term - 2 to 5 years	Long Term 4-10 years
Key Outcome 1: Health & Basic Needs Urban dwellers in target urban councils have continued access to services that meet their basic needs safely prior, during and after sudden shocks or protracted states of stress, while preserving eco-systems	1. Urban dwellers have reliable access to Water, Sanitation and SWM to acceptable standards despite natural hazards of increased intensity and system-generated stresses, without harming their health or the viability of interdependent subsystems		Establish, reinforce and expand <i>Community health-clubs</i> (CHC) to promote health and hygiene, customer-care (support willingness to pay; user-behaviour etc.) and training for LAs in target areas with income generating activities OR explore the possibility of transforming CHCs in community-shareholder companies (Outcome 2) to ensure sustainability	Expand and reinforce, possibly by professionalising the CHCs through the creation of community-shareholder company mechanisms (Outcome 2)	
		Pre-positioning of WASH kits according to the contingency planning developed by GoZ and Unicef for the highly likely cholera and typhoid; and expand to other shocks and stresses	Construct multi-functional centres in selected vulnerable (informal settlements, cholera and typhoid hotspots, dense areas) for safe and reliable service-supply managed by the communities for income generation including a) water provision, b) sanitation (urban flush communal toilets), possibly linked to c) biogas production, d) community-kitchen or other applications	Ensure financial autonomous sustainability of the centres, managed by community-shareholder companies and if necessary, expand in all urban councils and vulnerable areas but progressively transition investments to rehabilitation of the system (See activities below)	
			Initiate city-wide water system analysis in priority cities to identify gaps and potential supply and demand improvements through tools such as the City Resilience Water Approach/Tools including: - Map water supply city-level and catchment level sources, and establish demand-scenarios and climate change impact on yields; - Identify supply/demand improvement priorities in each target city	Implement the findings of the system analysis through Water Infrastructure Development from multiple sources and implement demand management and control at residential, industrial and agricultural use within the city-targeted and in the broader catchment as required - in alignment with the Urban WASH Medium-term plan of the 2019 Water, Sanitation and Hygiene (WASH) Joint Sector Review	Continue the implementation in all 32 urban councils
		House water treatment and storage *including house-level water harvesting for non-drinking use	Rehabilitation of wastewater collection, conveyance and treatment and link with energy sector (e.g. biogas units); water treatment improvement at different scales (ward, catchment, or urban level depending on the areas)	Expand the rehabilitation to the reticulation network in target areas - in alignment with the Urban WASH Medium-term plan of the 2019 Water, Sanitation and Hygiene (WASH) Joint Sector Review	Expand the rehabilitation to the reticulation network in target areas
			Rehabilitation and upgrading of water supply systems and address <i>non-revenue water</i> proportion in the supply and use of WASH Kits (ward, catchment, or urban level depending on the areas) as well as in Schools and Health-Care Facilities. Include: replacement of water meters, rehabilitation of clarifiers and filters, pipe and ancillaries replacement. Initiate in cholera and typhoid hotspot areas	Expand the rehabilitation to the reticulation network in target areas and in lifeline buildings (Hospitals, Health-Care Facilities) and primary schools. Expand to non-priority areas in alignment with the Urban WASH Medium-term plan of the 2019 Water, Sanitation and Hygiene (WASH) Joint Sector Review	Expand the rehabilitation to the reticulation network in target areas
		Develop and reinforce RRT and Case-Area Targeted Interventions (CATIS)	Conduct city-wide or vulnerable areas (cholera and typhoid hotspots, informal settlements, dense areas) capacity-building and technical assistance interventions for communities to adopting safe alternative technology for water, sanitation and energy in at-risk areas (Improved toilets; safe and sustainable underground water collection etc.)	Transition to appropriate technology through rehabilitation, upgrade and expansion of water supply - in alignment with the Urban WASH Medium-term plan of the 2019 Water, Sanitation and Hygiene (WASH) Joint Sector Review	Transition to appropriate technology through rehabilitation, upgrade and expansion of the water supply
		Solid waste primary collection in highly dense areas and link to recycling, as well as drainage cleanance through cash-for-work	Develop community-driven <i>Solid Waste Management</i> (primary and secondary collection), excreta, waste-water and storm-water management and equip the LAs with material for primary SWM and mass-sanitation operations	Invest in SWM development with LAs and private utilities; linking with private companies engaged in recycling and upvaluing *e.g. briquettes (Outcome 2)	

	<p>Initiate city-wide water system analysis in priority cities to identify gaps and potential supply and demand improvements through tools such as the City Resilience Water Approach/Tools including:</p> <ul style="list-style-type: none"> - Map water supply city-level and catchment level sources, and establish demand-scenarios and climate change impact on yields; - Identify supply/demand improvement priorities in each target city 	<p>Implement the findings of the system analysis through Water Infrastructure Development from multiple sources and implement demand management and control at residential, industrial and agricultural use within the city-targeted and in the broader catchment as required - in alignment with the Urban WASH Medium-term plan of the 2019 Water, Sanitation and Hygiene (WASH) Joint Sector Review</p>	<p>Continue the implementation in all 32 urban councils</p>
	<p>Support the rehabilitation and expansion of hydro-meteorological and groundwater monitoring networks in selected target areas</p> <ul style="list-style-type: none"> • drilling of observation boreholes to enhance groundwater monitoring; • installing a hydro-geological monitoring network for Harare; and, • installing hydro-meteorological observation networks and early warning systems in 4 flood prone districts 	<p>Continue to support the rehabilitation and continue to implement monitoring Urban WASH Medium-term plan of the 2019 Water, Sanitation and Hygiene (WASH) Joint Sector Review</p>	<p>Continue the implementation in all 32 urban councils</p>
	<p>Engage in water pricing and tariff setting with LAs in blocks per income-brackets and support communities in negotiating formal agreements through partnership arrangements and Professional Services Agreement (PSA) - (Outcome 4, municipal finance)</p>	<p>Continue and expand in all 32 urban councils Urban WASH Medium-term plan of the 2019 Water, Sanitation and Hygiene (WASH) Joint Sector Review</p>	
	<p>Conduct a) mass-media and city-level campaign on water demand management (conservation, reduction, reuse) through 'Day Zero' applications in Greater Harare, Bulawayo, Beitbridge, Victoria Falls, Muvingo and other urban councils, b) national SWM and sanitation campaigns. Include:</p> <ul style="list-style-type: none"> • Existing supply chain providers in developing the marketing strategy. • Mass media communication and household visits • Toilet 'shops' and product-menus for sanitation products to meet the needs expressed by different users. • Monitoring of the campaign impact 		
	<p>Implement key policy actions of the WASHBAT (2019) concerning bottleneck removal on Water, Sanitation and Hygiene, including:</p> <ul style="list-style-type: none"> - Formulate operational strategy for the National Water Policy; and finalise the National Sanitation and Hygiene Policy - Develop a financial strategy for the national roll out of prepaid water meters; - Tariff-setting through participatory methods - Establish a cross-sectoral technical working group with energy sector on alternative energy sources; 		
	<p>Cholera Elimination Plan</p>	<p>Implement supply and demand - Conduct a dedicated "City Water Resilience Appraisal and Mapping" in target cities, to identify action priorities and investment in supply & demand and urban outlook</p>	
	<p>Develop dedicated climate change and seasonal forecast methods and tools for water applications in planning, in cooperation with Metereology and the EMA</p>	<p>Implement in all 32 urban councils</p>	<p>Implement in all 32 urban councils</p>
	<p>Capacitate LAs in both a) management and operations including Skills gap analysis , O&M peer learning exchange visits (look ^ learn approach); update O&M plans (including budgetand b) "customer care" concept including plan, promote and carry out Customer care training, motivate uptake of customer feedback systems in all Urban LAs similar to U-Report, Community engagement for customer care feedback systems</p>	<p>Continue capacitation</p>	<p>Continue capacitation</p>

			Capacitate LAs in both a) management and operations including Skills gap analysis , O&M peer learning exchange visits (look ^ learn approach); update O&M plans (including budget and b) "customer care" concept including plan, promote and carry out Customer care training, motivate uptake of customer feedback systems in all Urban LAs similar to U-Report, Community engagement for customer care feedback systems	Continue capacitation	Continue capacitation
	2. There is physical and economic access to sufficient, safe and nutritious food that meet dietary needs and food preferences of urban dwellers even during sudden and chronic disturbances	Support needed on FS here - WFP and NGOs			
	3. Urban dwellers have access to on and off-grid sustainable and affordable sources of Energy that power service-delivery and prevent or mitigate negative effects on the eco-system		Develop business-cases for clean energy and renewables on, off and mixed-grid approaches		
			Support SMEs and community shareholder companies to develop local renewable energy solutions off-grid, on-grid and grid-contribution (selling energy to the grid) in alignment with the national Sustainable Energy Policy is in place		

Expected results and activities: Dimension 2

Key outcome	Key expected results	Activities			
		Immediate / Emergency (0-6 months and as needed)	Short Term - immediate 0 to 3 years	Medium Term - 2 to 5 years	Long Term 4-10 years
Key Outcome 2: Economy & Society Cities are conducive to investment and growth where all citizens: have the opportunity to achieve productive employment; can access socio-economic safety nets to protect from sudden shocks or protracted stresses; and contribute to social cohesion.	1. Urban households have access to and utilise savings and insurance schemes that provide a safety net for price fluctuations and economic shocks that would otherwise inhibit their ability provide a reasonable standard of living, and are less dependant on remittances for day-to-day expenditure	Establish cash-for-work schemes in most vulnerable areas as needed, linking with Outcome 1. and Outcome 5 (Crisis modifier)	Support WFP and others in establishing an economic and financial 'exit-strategy' for the cash-interventions in urban areas to avoid impact on urban market, and support the establishment of long-term safety nets, (involving both Ministry of Social Affairs and Ministry of Local Government and Public Works)		
	2. Formal and informal economies, sectors and workers can operate in a complementary manner to expand employment, household income, tax revenue and service provision	Explore the feasibility of setting-up emergency municipal funds to offset price fluctuations in basic commodities or tax-alleviation schemes	Support the development of community-saving schemes (e.g. stockfel) in connection to CHCs and multi-functional centre (Outcome 1)		
		Support SME and informal entrepreneurship particularly on sectors with a) co-benefit for service-delivery (Outcome 1) i.e. renewable energy solutions off-grid, on-grid and grid-contribution (selling energy to the grid) in alignment with the national Sustainable Energy Policy is in place, SWM up-valuing and recycling investments, e.g. 'briquette' production or b) co-benefit for critical services, such as food security, i.e. community-level sustainable urban agriculture (see Outcome 1)	Continue to support new SMEs and private community-level businesses, document, consolidate and replicate existing promising practices at city-level and in other cities.	Support the country-wide expansion of business-models that have proven succesful	

<p>2. Formal and informal economies, sectors and workers can operate in a complementary manner to expand employment, household income, tax revenue and service provision</p>	<p>Support SME and informal entrepreneurship particularly on sectors with a) co-benefit for service-delivery (Outcome 1) i.e. renewable energy solutions off-grid, on-grid and grid-contribution (selling energy to the grid) in alignment with the national Sustainable Energy Policy is in place, SWM up-valuing and recycling investments, e.g. 'briquette' production or b) co-benefit for critical services, such as food security, i.e. community-level sustainable urban agriculture (see Outcome 1)</p>	<p>Continue to support new SMEs and private community-level businesses, document, consolidate and replicate existing promising practices at city-level and in other cities.</p>	<p>Support the country-wide expansion of business-models that have proven successful</p>	
	<p>Support the development of Ward/Community level companies of a sufficient scale, on the model of 'Community-shareholders companies' that are business-oriented through a) development of business cases; b) development of a 'bank of projects' adapted to the city and ward level (to be adapted based on the contextual analysis within the city and in the broader district/province); c) create and train the figure of 'Commercial managers' for any committee or company created at local level, to ensure these are business oriented and professionally managed.</p>	<p>Continue to support the professionalisation of community-level businesses, document, consolidate and replicate existing promising practices at city-level and in other cities</p>	<p>Continue to support the professionalisation of management, through a country-wide process</p>	
	<p>Support the development of associations of informal business in all target cities to connect formal and informal business and provide legal and fiscal support to ensure continuity over the long-term to companies and associations (refer to Outcome 4, municipal finance)</p>	<p>Expand the development of associations, if relevant, in all urban councils, and continue to support in the area of legal and fiscal advise</p>		
	<p>Develop digital-applications to connect job and product offer/demand, including: a) improve rural-urban linkages, i.e. InDuna applications pioneered by Danish Church Aid that links rural and urban food markets; b) iBuild https://www.ibuild.global/ iBUILD® is a software as a solution (SaaS) that can be accessed via mobile application to stimulate construction activity. "The app helps improve efficiency and transparency of transactions, while also improving quality of construction through verification of skilled professionals and authenticated suppliers".</p>	<p>If necessary, continue to support the development of digital applications</p>		
	<p>3. An enabling environment which supports local firms, informal economy, community-shareholder companies or other firms to grow, generate income as well as jobs, pursue scale and specialisation to boost productivity - especially in export orientated and labour intensive industries like manufacturing and services.</p>		<p>Support the development of light industry, such as manufacturing in cities</p>	
			<p>Support the investment on labour-intensive social housing and civil works in target cities to boost employment and income-generation</p>	
		<p>Build market facilities (i.e. in the same wards as multi-functional centres (Outcome 1) to improve exchange and trade in the target areas</p>		

Expected results and activities: Dimension 3

Key outcome	Key expected results	Activities			
		Immediate / Emergency (0-6 months and as needed)	Short Term - immediate 0 to 3 years	Medium Term - 2 to 5 years	Long Term 4-10 years
<p>Key Outcome 3 : Infrastructure Environment & Urban Form The built and natural environment are supported by robust and redundant infrastructure and inclusive urban spaces that protect, connect and enable people's and cities' economic development</p>	<p>1. The quality of places in large cities, satellite towns and municipalities is improved by upgrading informal settlements or areas of informality through integrated infrastructure and public space upgrade, social inclusive design and service-delivery, incremental housing and transport-oriented development, environmental enhancement</p>	Upgrade and rehabilitate trunk service and transport infrastructure upgrade in target priority informal areas of large cities and satellite towns	Expansion of the interventions as possible	Expansion of the interventions as possible	
		Implement public space participatory design and upgrade with communities and centred on child-friendliness, safety and security	Expansion of the interventions as possible	Expansion of the interventions as possible	
		Upgrade social service delivery through mixed community-based driven service delivery and municipal service-delivery in most vulnerable areas of large cities and satellite towns	Expansion of the interventions as possible	Expansion of the interventions as possible	
		Implement integrated housing and transport-oriented development in most vulnerable areas of large cities and satellite towns	Expansion of the interventions as possible	Expansion of the interventions as possible	
	<p>2. Reliability of ICT Infrastructure at urban level ensured for supporting digital applications and innovative technologies and enable economic activities to continue performing in adverse circumstances</p>	Identification of critical ICT infrastructure in urban areas to be strengthened and protected to ensure reliability and continued performance during and after sudden shocks in target urban councils	Expand identification and implementation of reliable ICT infrastructure in all urban councils	Upgrade and expansion of ICT infrastructure within and beyond urban boundaries	
		Development of digital-based service applications supporting a) informal economy; b) data collection and monitoring; c) participation modelled against digital-cash experiences, iBuild applications, YouReport and other participatory platforms	Implementation of digital-based service applications	Implementation of digital-based service applications	
		Develop an urban-level assessment of lifeline buildings, design guidelines, and prioritise critical infrastructure to be protected and enhanced; and infrastructure to be enhanced for disaster risk reduction and link to WINS and HCT (Wash in Schools and Health-Care)	Implement urban level lifeline approach by upgrading schools, hospitals to ensure continuity in case of disasters and double-up as shelters; as well as developing civil infrastructure required for flood control and management; prevent cholera outbreaks and other health and life-saving purposes	Expand the intervention at national level	
	<p>3. Urban dwellers have access to a network of lifeline buildings, green, blue and grey infrastructure and eco-system services that protect them from natural hazards of increased intensity, continue to perform during and after shocks and are best adapted to the changing climate</p>	Develop eco-system service mapping and cost-benefit analysis for regulatory, supporting, provisioning and cultural value in cooperation with EMA			
		Initiate nature-based urban infrastructure development for flood control; heat-wave management; strong-wind; sustainable water provision; placemaking and public places in priority areas of high environmental sensitivity and/or value	Expand nature-based urban infrastructure and resource-management to all urban councils in the country		

Expected results and activities: Dimension 4

Key outcome	Key expected results	Activities			
		Immediate / Emergency (0-6 months and as needed)	Short Term - < 3 years	Medium Term - 2 to 5 years	Long Term 4-10 years
Key Outcome 4 : Governance & Participation Urban councils are able to adopt and implement long-term resilience urban agendas by building trust, managing and providing services to the community in an appropriate, efficient, equitable, and sustainable manner	1. Improved planning and management capacities for reducing vulnerabilities of people in cities in the short to the long-term and increase system-performance, informed by data and evidence and mechanisms that involve citizens, the private sector and the organised civil society fully	Development and adoption of <i>participatory rapid urban resilience action plans</i> in selected secondary, specialised cities at higher risk that involve stakeholders from the public and private sector (including informal sector) on the model of CityRAP or other simplified models	Expand to all municipalities, towns and local boards; and support implementation	Implement and revise as needed	
		Development and adoption of <i>Urban Resilience Strategies and Action Plans</i> for the Greater Harare (Harare, Ruwa, Chitungwiza, Epworth); Mutare; Bulawayo that involve formal and informal stakeholders from the public and private sector on the model of City Resilience Framework and Action Plan or other models	Expand to all major cities; and support implementation	Implement and revise as needed	
	2. Updated and fit-for-purpose urban design, policies and planning regulations, enforced through effective development control prevents occupation of unsafe land for development, reduce environmental degradation, and addresses the needs of the most vulnerable people, while at national level the rural-urban linkage is addressed through a comprehensive spatial development approach	Develop learning modules on urban resilience involving the Academia, and conduct capacity-building for all Urban Councils in coopération with UCAZ and the former MLGPWNH	Conduct capacity-building sessions in all 32 urban councils through a) dedicated capacity-building and on-the-job training for urban councils; b) city-to-city peer-learning in Zimbabwe through the 'look & learn' process and c) international innovation exchanges twinning larger cities and secondary towns that have dealt with droughts, floods, cholera and other challenges (e.g. Cape Town Day Zero experience, or other experiences and twinning in the region)	Develop of a systematic urban resilience training programme for both municipal elected councilors and administration personnel on the models proposed by the Disaster, Sustainability and Urban Resilience (DiMSUR) centre in Southern Africa, or models existing in Tanzania, involving the University and peer-learning in the region	
		Establish a resilience and vulnerability measurement index using existing the SLB information and include non service-related indicators as recommended in the URSA and integrated with ZimVAC processes;	Support the collection of multi-criteria information data on resilience and vulnerability in urban areas and link with the ZimStat Census process and ZimVAC assessments	Support the collection of multi-criteria information data on resilience and vulnerability in urban areas	
		Simplified hot-spot mapping in priority urban councils, i.e. a) high socio-economic vulnerability; b) high exposure to prevalent and site-specific natural hazards; and c) high-intensity (threshold) informal economic activities; d) environmental and eco-system vulnerabilities; e) cholera and typhoid mapping	Support selected urban councils to develop integrated spatial planning through the revision of masterplans and/or urban integrated local development plans based on environmental, social, and economic resilience considerations, with focus on participatory child-friendly and gender-responsive design; as well as nature-based solutions	Expand and shift masterplanning to modern <i>Spatial Integrated Frameworks</i> for all 32 urban councils to include land-use, economic activities, services and transport, environmental planning; and metropolitan planning for Greater Harare	Ensure implementation and revision as needed, and develop specialies

		and digitally-based access to land-use plans; construction-permit; data and information	
Participatory interim land-use planning to allocate vending areas in high economic threshold areas, such as high-traffic volume areas (e.g. regional bus stations and intermodal exchange areas) and market areas in priority urban councils	Expand participatory planning to accommodate informal economic activities to all urban councils and integrate with formal planning (see above). UNDP Accelerator Lab first experiment cycle focuses on the informal sector. One of the experiments in the portfolio will focus on participatory city planning with vendors, city council, Department of SMEs under the Ministry of Women's Affairs	Reform of by-laws to better accommodate the Local Economic Development (LED) approach of LA, formal-informal sector cooperation and Public Private Partnerships (PPP)	Ensure implementation and revision as needed.
		Reform service-delivery and planning by-laws	
	Set-up a permanent Urban Environment coordination or technical task-force involving EMA / LAS-UCAZ and MLGPW / MoTECC	Revise the integration of environmental and urban construction permit regulations to ensure they are streamlined and coherent to simplify applications and enable enforcement (cooperation required between Urban Councils / EMA)	Ensure implementation and revision as needed
	Work with the Universities to develop modules on urban resilience, integrated urban and environmental planning	Establish a BSc and MSc on Urban Resilience and Planning and link graduates with urban councils for on-the-job training	Conduct grading and learning processes
			Support the implementation of the National Transport Plan, including enforcement of emission standards; integrated transport system; public mass-transport to reduce carbon-emissions and weight of transport on household expenditures
	Revise urban design manual standards and develop the 'Zimbabwe Resilience and Inclusive Urban Design Principles and Standards manual', and roll-out in priority existing and new settings; and link to 'Child Friendly Cities Initiatives Principles' and Climate adaptation principles.	Implement the new design standards	Implement the new design standards
Youth conversation	Establish Youth and community participation groups with issues related to a) livelihood; b) environment; c) participation through experiences such as 'Youth for Urban Environment'; 'Deliberative Polling'; U-Report', 'e-Governance' or other participatory methods in target areas; d) accountability; possibly linked to Community Hygiene Committees	Expand Youth and community participation groups with issues related to a) livelihood; b) environment; c) participation through experiences such as 'Youth for Urban Environment'; 'Deliberative Polling'; 'You Report', 'e-Governance' or other participatory methods in target areas; d) accountability	Continue supporting participation
		Support LAs to set-up digitised and GIS-based land-use planning systems and one-stop-centres to control and facilitate land-development and attribution, modeled on examples of Sotuh-Africa and Rwanda along with the Ministry of Local Government and Public Works; and Ministry of National Housing	Implement the GIS-based and digital-baed system to access the Saptial Development Framework

			Assess feasibility of Municipal Courts to enforce development control in priority areas, such as highly sensitive environmental areas, i.e. wetlands	Establish Municipal Courts for enforcement of development control activities in the use of land in all urban councils
		Adoption of the national Urban Resilience Roadmap for Zimbabwe and development of a strategic action plan by the national government (MLGPW) in cooperation with UCAZ and LAs	Development of a National Urban Resilience Policy, Strategy and Action Plan aligned with the Regional and Town Planning Act; Urban Council Act; and Environmental Management Act <u>or</u> ensure that national urban policy or human settlements' policy duly address urban resilience	Implement policies
			Develop a national Spatial Development Framework that enhances rural/urban linkages at catchment, supply-chain and cross-boundaries levels, based on Matrix of Functions and Multi-Criteria Spatial Evaluations methods (modelled on Sudan, Rwanda, South Africa or others) with the MLGPW; Provincial and District Authorities and Rural and Urban Councils in cooperation with all relevant ministries	Support the implementation of the national spatial development framework
	3. Local authorities have reliable and sufficient sources of revenue to ensure the delivery of services, taxation encourages individuals and businesses, and informal economy is facilitated	UNDP to complete	Fiscal transfer (National to local level grants)	
		UNDP to complete *Expert	Municipal Revenues (diversification and integration of flexibly user fees to capture value from informal economy)	
		UNDP to complete *Expert	LED and PPP	Public Private Partnerships (PPP) and special vehicles for infrastructure projects in existing and new expansion areas or housing
		UNDP to complete *Expert	Accountability and transparency (Audit)	Capacity-building in connection with the Office of Auditor General (OAG) with the Councillors at Urban Council Level

Expected results and activities: 5. 'Crisis Modifier'

Key outcome	Key expected results	Activities			
		Immediate / Emergency (0-6 months and as needed)	Short Term - < 3 years	Medium Term - 2 to 5 years	Long Term 4-10 years
<p><i>Crisis modifier</i> Mechanisms are in place to guarantee timely and effective action to respond to rapid and slow on-set disasters generated by natural, human or systemic shock and prevent increase of vulnerability of urban households</p>	<p>1. Multi-criteria Early Warning Systems (EWS) is operational in urban areas to provide timely information on degrading household capacities to deal with adverse circumstances generated by economic, political and climatic shocks and stressors</p>	<p>Establish a resilience multi-criteria index linking URSA indicators, SLB and ZimVAC methodology to collect urban level information at high-frequency in most at-risk areas to EW on deteriorating socio-economic, environmental and infrastructure circumstances</p>	<p>Implement the EWS in priority urban councils or at-risk areas</p>	<p>Implement the EWS in priority urban councils or at-risk areas</p>	<p>Implement the EWS in priority urban councils or at-risk areas</p>
	<p>2. Urban level Disaster Risk Management (DRM) are operational and able to prevent, prepare, respond and support early recovery from multi-hazards, through an integrated, cross-sectoral resilience, climate change and emergency response approach.</p>		<p>Invest in the development of technical and financial capabilities of urban level DRM capacities to integrate resilience and climate change to disaster response in priority areas</p>	<p>Expand and sustain the development of DRM capacities in all urban councils, in line with the DRM Act (draft); National Action Plan process; and new Urban Resilience Roadmap</p>	<p>Expand and sustain the development of DRM capacities in all urban councils, in line with the DRM Act (draft); National Action Plan process; and new Urban Resilience Roadmap</p>
		<p>Support the development and equipment of Community-Based Disaster Risk Management mechanisms in the most exposed urban councils to environmental shocks (droughts, floods, high-winds, landslides); and health-related shocks (epidemics) in alignment with the DCP provisions and DRM national act (draft)</p>	<p>Expand the development and equipment of Community-Based Disaster Risk Management mechanisms in all urban councils</p>	<p>Sustain the work of the Community-Based Disaster Risk Management mechanisms</p>	
		<p>Develop city-level or area-specific disaster risk and vulnerability assessments/mapping in priority areas for a) infrastructure; b) health; c) environment as well as climate change assessments</p>	<p>Expand at national level in all urban councils</p>	<p>Expand and update</p>	
		<p>Develop business continuity plans for a) basic social service-delivery including critical services i.e. Water, Sanitation and SWM; Health; Energy; Transport; b) national and local governance continuity in case of covaried shocks</p>	<p>Implement business-continuity-plans</p>	<p>Implement business-continuity-plans</p>	

3. Social and child-protection mechanisms are operational and response assets pre-positioned in hot-spot areas within and across cities to respond rapidly to rapid and slow on-set disasters and observed increase of vulnerabilities that may lead to shocks	Cash-based interventions in priority areas integrated to livelihood generation and community-driven basic service delivery	Continued as required	Continued	Continued
		Stock-piling and pre-positioning of NFIs/food items; and necessary public-works emergency machinery equipment in urban areas	Replenishment as needed	Replenishment as needed
		Contingency financial mechanisms established for repurposing of grants	Contingency financial mechanisms established for repurposing of grants (and loans, assuming access to international finance, on the model of the WB CAT-DDO)	Contingency financial mechanisms established for repurposing of grants (and loans, assuming access to international finance, on the model of the WB CAT-DDO)
		Review and revise targeting of public social protection expenditures to focus on the most vulnerable people in urban areas (Girls, Children, Women and Children-led households) modelled against the Harmonised Social Cash Transfer System (HSCT) or similar, and set-up of developmental funds (e.g. revolving funds and saving-groups) to transition from assistance in emergency to resilience building. Roll-out in priority areas	Roll-out of urban level HSCT or similar models targeting the most vulnerable people in all urban councils and benefiting from a robust management information system integrated across urban level interventions and develop an integrated social registry in urban areas	Continued implementation
		Establish and strengthen existing 'cash & care' interventions, with integrated child referral systems, in areas affected by shocks and link with Child Protection in Emergency (CPE) also integrated with NCMS	Strengthen child-protection through the National Case Management System (NCMS) for integrated child-protection interventions, also linked with emergency child-protection in peri-urban cities; informal settlements; border towns; mining towns (e.g. KweKwe and Kadoma) following the trend analysis of the NCMS and URSA	Strengthen child-protection through the National Case Management System (NCMS) for integrated child-protection interventions, also linked with emergency child-protection
	Pre-position of social workers based on urban areas known to be at risk, including border cities; mining cities; vulnerable cities; and pre-positioning of supply			

Programme Delivery: Counterparts, Partners and Beneficiaries

Counterparts

The main counterparts for designing and implementing urban resilience programmes in Zimbabwe should be:

1. former Ministry of Local Government, Public Works and National Housing (MLGPWNG), including the Department of Civil Protection
2. Urban Council Association of Zimbabwe (UCAZ)
3. Local authorities in 32 urban councils

Additional counterparts may include:

1. Ministry of Finance and Economic Development
2. Ministry of Health and Child Care
3. Ministry of Lands and Rural Resettlement
4. Ministry of Public Service, Labour and Social Welfare
5. Zimbabwe National Chamber of Commerce (ZNCC)
6. Provincial and District Authorities
7. Residents' associations

Main target of the interventions

The projects and interventions designed following the 'Programme Implementation Strategy' for urban resilience in Zimbabwe target :

1. Urban dwellers vulnerable to adverse effects of shocks and stressors because of either their:
 - Multi-dimensional poverty and/or lack of economic opportunities;
 - Poor or limited access to reliable, quality and affordable basic services;
 - Living in unplanned or underserved urban areas (peri-urban areas; informal settlements; poorly maintained and degrading urban settings) exposed to natural hazards or epidemics.

2. Local authorities in one or more of the 32 urban councils of Zimbabwe (in interventions involving capacity-building, planning, governance, service-delivery and finance);

3. National Government, i.e. MLGPW (in interventions involving capacity-building, policy and governance and finance).

Partners

The implementation of truly integrated urban resilience interventions require partners that bring comparative advantages. It is recommended that, at least in the short to mid-term phase, each intervention:

- Is owned by the Local Authority, in cooperation with the former MLGPWNH that contribute to the implementation of one or more activities;
- Is led by one development agency that implement the action and manages cooperation budget based on their a) competitive advantage in terms of expertise b) the capacity to engage effectively with the LA and/or communities depending on the context and scope of the intervention; c) operational presence in the target area and/or implementation capacities. These are likely to be UNDP and/or UNICEF; but should also aim at involving other UN agencies, and in particular WFP, ILO, UNFPA, UN-Habitat and UNOPS;
- Involves business and private sector associations for the sustainable delivery of income-generation and job-creation initiatives, and/or creation of community-shareholder companies that ensure sustainability of the interventions;
- Depending on the target areas and extent of the interventions, it is implemented by international and national NGOs, with the model of the ZRBF or other interventions;
- Ensures an active role of Youth Groups, CBOs, Grassroot groups at

community-level, possibly through small implementation grants, creation of community-shareholder companies and other initiatives that promote active partnerships of urban communities;

8. The Environmental Management Agency to work in each intervention as partner supporting LAs in environmental management;

- At national level, involves UCAZ and former MLGPWNH in the knowledge management, coordination, 'look and learn' peer learning to document initiatives; and for the reform of policies and regulations
- At national level, involves the academia in the implementation of knowledge management initiatives. The academia can also be involved at local level to generate policy-briefs, second students in the LA for PhD and internships and to deliver trainings for the LAs

Direct beneficiaries

The projects and interventions designed following the 'Programme Implementation Strategy' for urban resilience in Zimbabwe will directly benefit a critical mass of :

1. **Households** in urban areas as follows:

- Households comprised within catchment service areas in urban councils, wards or informal settlements selected for the intervention that can be directly reached with one or more activities;
- Households targeted through socio-economic considerations (Poverty index; hunger-index; or other multi-criteria assessments methods) to benefit from one or more activities of the intervention.

2. **'Urban communities'** the operational boundaries will be defined case-by-case depending on the intervention as follows:

- Urban dwellers, households, organised groups that share spatially recognizable areas in cities serviced by unitary

utilities, infrastructure and services

- Urban dwellers, households, organised groups active within administrative or culturally defined boundaries within the city.

3. **Individuals and groups requiring specialised approaches, at-risk or to be supported** given either their specific vulnerabilities or potential to contribute to interventions, with emphasis on:

- Youth and youth groups;
- Women, women groups and women-led households;
- Children and children-led households.

Indirect beneficiaries

Interventions in urban areas usually have a broad indirect beneficiary' catchment, that may or may not exactly correspond to administrative Wards. This includes household within the basic service-supply area but also commuters and seasonal migrants that may obtain improved services in the Ward where the project is having impact; and across Wards, as improvements in one area create a pull-factor across administrative boundaries. It may also include households and individuals that benefit from improved economic formal and informal activities; as well as all citizens that benefit from improved integrated spatial planning. Indirect beneficiaries should be considered:

1. People, households, daily commuters and seasonal migrants within Wards targeted by interventions, but not directly targeted by activities;
2. Urban dwellers and households across several Wards indirectly benefiting from the interventions at scale.

Programme Delivery: Design of ‘Integrated City Resilience Interventions’ and implementation modalities

Implementation, scoping and procurement modalities

Specific implementation and procurement modalities will be dictated by the source of funding, but a general model could:

- Adapts the scope of the intervention to each cluster as defined in this document
- Ensures that in each cluster only integrated interventions or programmes are implemented, through a cooperation of multiple partners. Here this is defined ‘Integrated City Resilience Intervention’

It is recommended that, within the mid-term, a dedicated **Zimbabwe Urban Resilience Fund** is established recognising the differences that exist between the urban and rural context in terms of a) complexity of the system interdependency; b) local and national governance; c) specific expertise required to intervene in urban areas.

Definition of the scope and selection of partners

To design ‘Integrated City Resilience Interventions’ it is suggested that the following is done:

1. Define the area of intervention (Refer to Annex 1) based on the 5 clusters for intervention proposed in the Programme Implementation Strategy, and aligned with the URR. Conduct a more specific contextual analysis to probe and detail the urban resilience findings and identify context-specific priorities
2. Define the overall scope for an Integrated Programme or Intervention to include a set of integrated activities across each of the four (4) outcomes (Refer to Annex 2), to be captured in of Reference (ToR) that include:
 - The impact desired of the intervention on reducing people vulnerability and increasing the capacities of the local

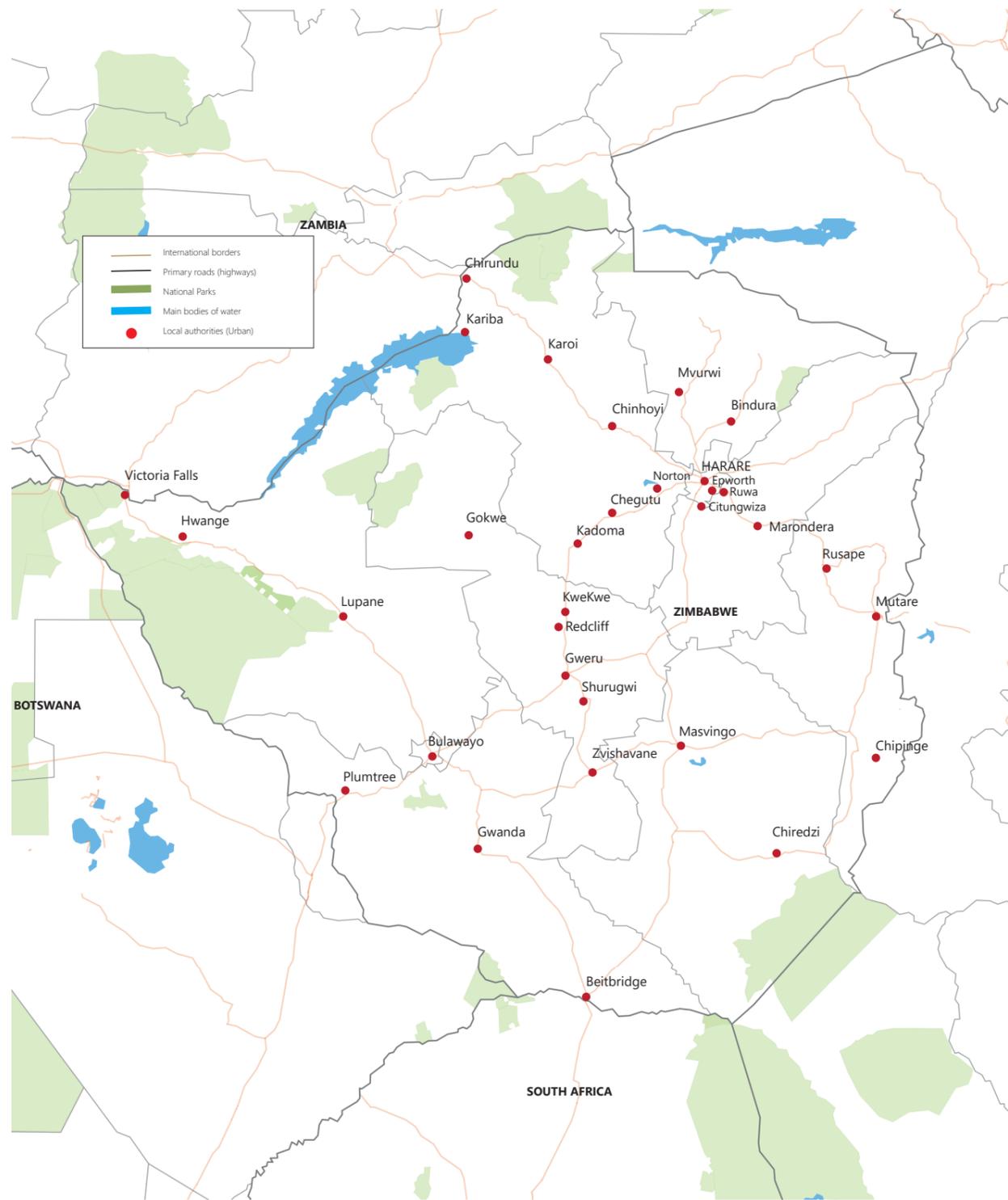
authorities, and urban systems for resilience;

- The criteria required for the applicants or partners to demonstrate integration of activities across the overall (4) four outcomes , as proposed in the Annex 2 of this document;
 - Specific goal, objectives, and outputs in alignment with the overall Programme Implementation Strategy, but adapted to the contextual analysis
 - The type of activities to be implemented, according to the Dashboard (Annex 2)
3. Design call for proposals or project concept notes for donors based on the above steps
 4. Engage in ‘early market’ meetings or pre-Call for Proposal conferences (on the model of the ZRBF) to co-design the final scope with potential implementing partners so that:
 - The overall scope is understood by the applicant, but changes are made based on the applicants technical experience in urban resilience (or urban development) and presence in the areas of intervention
 - The mechanisms for integration of activities across key outcomes are described, co-benefits identified and criteria for the appraisal are understood
 - The need for operational partnerships is clearly understood
 5. Review the scope to refine the intervention modalities and proceed to procurement. Modalities of procurement will need to be defined by the donor, and manager of the funds, and may be modelled against the ZRBF. However, it is suggested that:
 - Ensure that all interventions are conducted by consortia of partners (similar to the ZRBF model) led by one

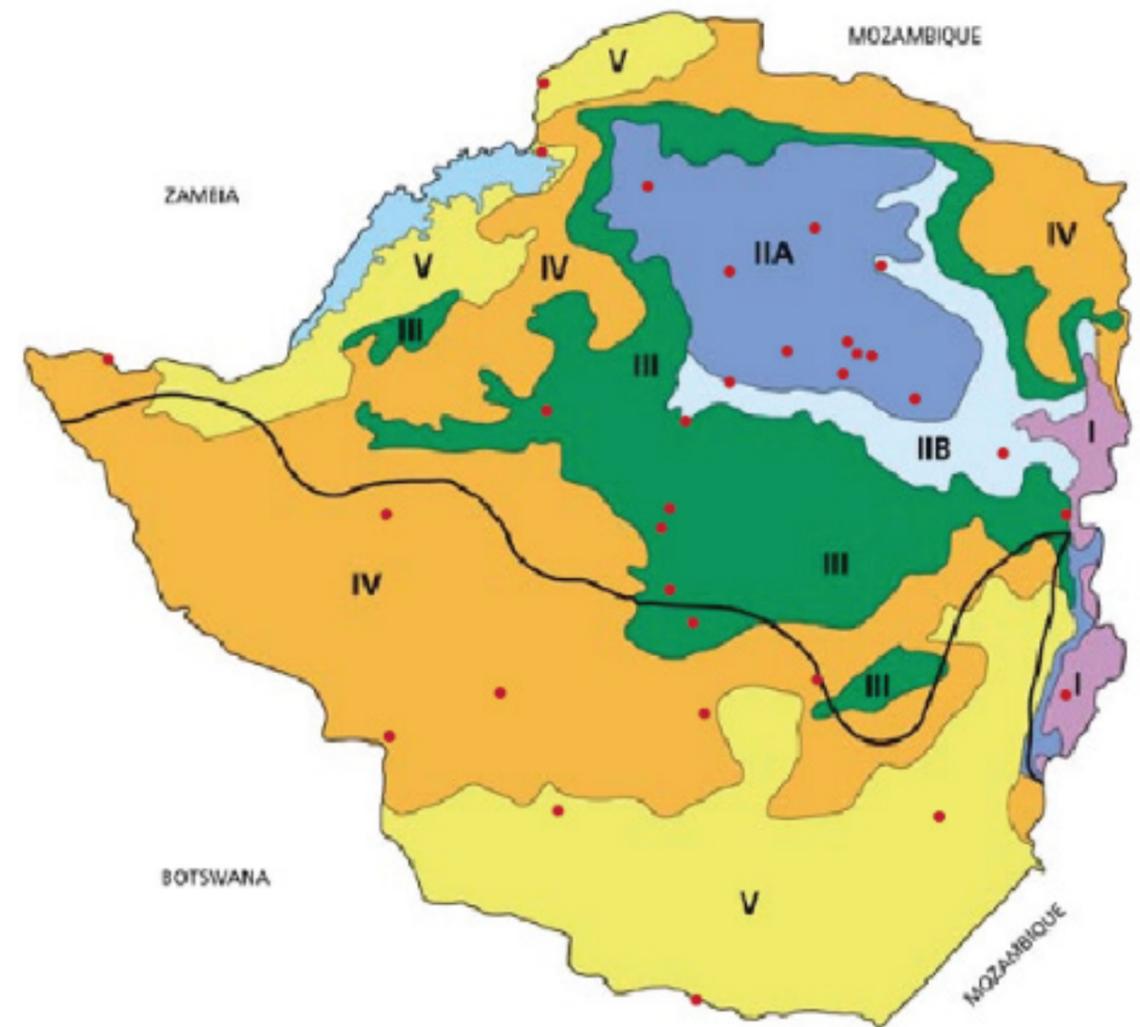
agency that is able to demonstrate strong experience in urban development, planning and management, which is critical in urban resilience programme

- In addition to the thematic expertise to be demonstrated by at least the leading agency of the consortia, together the partners should be able to demonstrate operational capacities in the geographies

Alternatively, interventions may be designed starting from sectoral entry-points or socio-economic considerations. In this case, it is recommended that the Annex 1 is used to identify the most adequate locations where issues are more prominent. For instance, if the entry-point is addressing negative coping strategies that affect women and youth, the ‘Specialised Cities’ cluster may be chosen. If the entry-point is the prevention of epidemics, the ‘At-risk ‘ cluster may be selected instead.

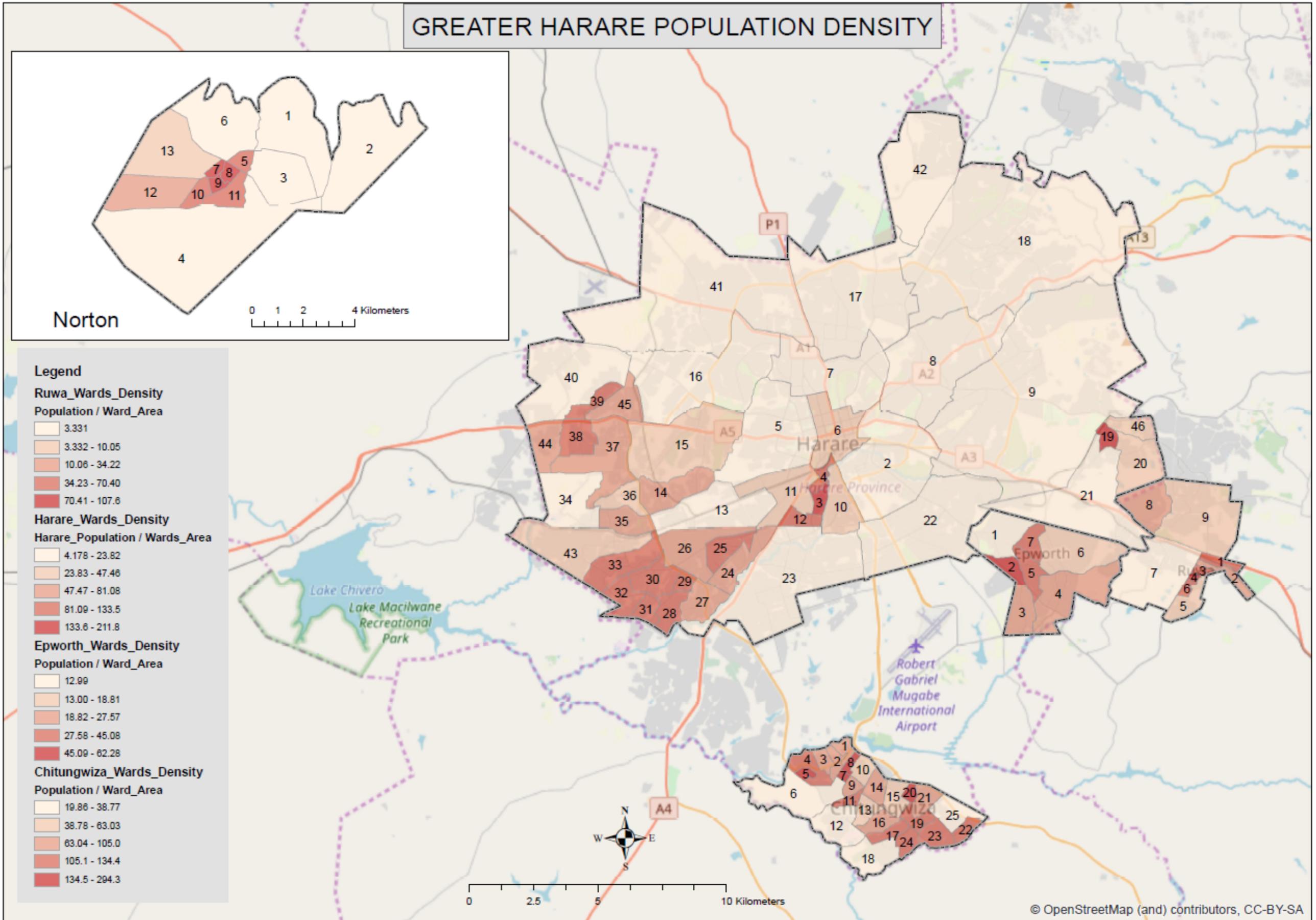


32 Urban Local Authorities in Zimbabwe. Source: Authors, 2019, with MapBox basemap



Urban areas of Zimbabwe (red dots) and Natural Regions of Zimbabwe (Sources: Arup, adapted from FAO (2006))

GREATER HARARE POPULATION DENSITY



Sample of urban density map. Source: Arup with Census 2012 information

Programme Delivery: recommended phasing

Phase 1: Immediate and Short Term

Spatial Scale: The focus will be to work at households and neighbourhood level, especially within vulnerable urban areas, where the ability of communities to meet their basic needs is compromised either by a lack of basic services or those which are may be identified as areas of high risk due to potentially disruptive hazards.

System Scale: At this phase, the focus will be on highly central systems with high cascade failure potential at primary focus level like (Water, Sanitation, SWM, Social Protection, Livelihood, Environment, Participation, City Resilience Plans, Humanitarian/Risk Reduction interventions). Efforts need to be made to provide alternatives to 'maladaptation' & negative coping strategies.

Temporal Scale: Tangible projects that can be implemented to deliver results with immediately, within 3 years, should be implemented in order to build an initial 'stepping stone' for people.

Recommended immediate to short-term focus for action: build a 'stepping-stone' for the most vulnerable people to prevent major disruption, and LAs to cope with Shocks and Stresses

Focus: 'life-saving' or 'lifeline' phase to reduce vulnerability of people, household and areas at high-risk of negative effects from sudden shocks (i.e. droughts) and accumulated stress; and enhance basic abilities of LAs to ensure business continuity;

Priorities: a) achieving safety level of service delivery standards; b) tackle negative coping strategies and perverse resilience mechanisms with failure cascade effects; c) preventing irreversible deterioration of conditions through direct observation of land-use change; environmental degradation; and further environmental degradation. Linkage between humanitarian, DRM, and resilience

Integrated activities: integrate interventions in highly central sub-systems, i.e. basic social service delivery with high levels of indegree and outdegree (Water, Sanitation, SWM, Energy, Health, Food security); and systems with strong indegree level across the four dimensions of the framework (i.e. planning & development control especially with housing development by cooperatives; livelihood-generating activities; accompanied development of alternative / complementary technologies, social protection).

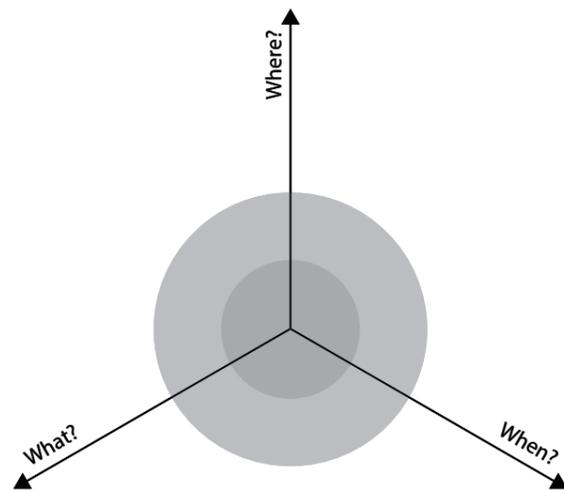
Clustering / spatial targeting: peri-urban areas 'gateway' to the city and harbour most of the incoming/outgoing source of temporal (interannual & seasonal), spatial (infra and inter-city) and economic (in and out of poverty) mobility; irreversible land-use change and deterioration. A focus on income-generating intensive hotspots (CBDs, heatmaps also required); in primary, secondary and tertiary human settlements. Heatmaps of livelihood-generating hubs in cities integrating typology-based or economic-based targeting.

Socio-economic targeting: Inequality / informality vs. poverty; people with disabilities; women-led household. Establishing an EWS on coping strategy'. Criteria to include youth; women, children, people with disabilities and HIV.

Finance: likely to be highly subsidised and counting on external partnership and funding; rely on and support informal economic development area.

Stakeholders: public / civil society / private sector; likely support to require international technical assistance and finance;

Challenges: Immediate TA support & matching-funding; timescale; identification of failure mechanisms; coordination



Phase 2: Medium Term

Spatial Scale: The focus will be on city(ies)-wide interventions at critical scales like wards to include a diversity of communities and a more long-ULAsting change.

System Scale: At this phase, the aim will be to expand to secondary focus levels, which include multi-sectoral interventions that would deliver wider benefits to communities like investing in tradable job, introducing labour-intensive activities with appropriate technology, improving infrastructure for better service-delivery with a wider (city-wide) coverage.

Temporal Scale: To achieve long-ULAsting change over a mid to long-term timeline, this phase will require urban reform and progressive shift from service-delivery to broader LED-role and enhance inclusiveness, integration, robustness, supported by knowledge management over 3-5 years.

Recommended short to medium-term focus for action: consolidating achievements and broadening the coping range

Focus: Achieving and consolidating a higher-ground status. Increase coping ranges of cities by build robustness in the urban system and addressing system-generated stressors (adapt)

Priorities: a) consolidating community-based livelihood generation and service-delivery; b) addressing gaps and adapting by-laws and urban policies to build 'fitness for purpose'; c) Opportunities in local-economic basis supported through LED-type of approach with LA facilitating and partnering with informal sector; d) possibly transitional investment in labour-intensive sectors and generation of tradeable jobs and products; e) shift to appropriate technology and retrofit of trunk and service infrastructure; f) Develop City-Resilience approach, integrating DRM

Integrated activities: integrate interventions in central sub-systems expanding to secondary focus, and address failure mechanisms in policies and municipal governance (by-laws and reform to accommodate informality and capture value, strengthen national to local revenue allocation and own revenue basis, development control) linked with LED-type of interventions; labour intensive service and service/trunk infrastructure retrofitting with appropriate technology as possible. Invest in disruptive technology / digital.

Clustering / spatial targeting: city-wide approach,

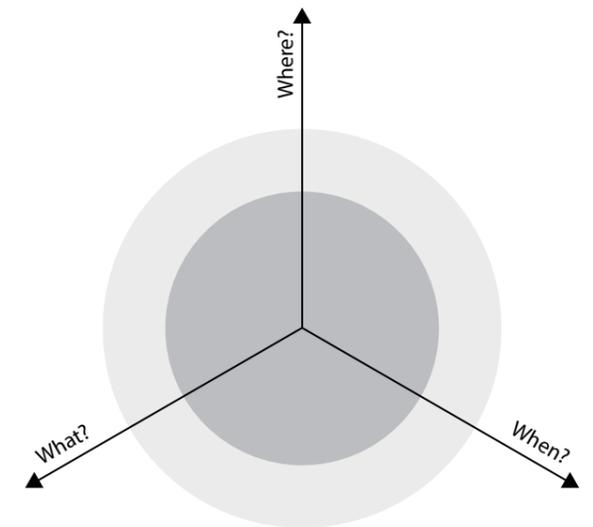
extended to city-level in several UCs. City-wide investments and operational strategy for primary and secondary human settlements prioritised based on vulnerability and risk.

Socio- economic targeting: broader social, spatial and economic strategies required. Heatmaps of livelihood-generating hubs in cities integrating typology-based or economic-based targeting. Bottom-up generation of diversified data beyond service-levels to capture social and urban dynamics will better service medium to long-term resilience strategies.

Finance: Requires national-level investment and repurposing of municipal finance, with mid-term shift from 'service-provision' of LAs as partner and driver of LED. TA, FDI and international finance also required. Align with JNA 2019

Stakeholders: Consolidated PPP and community participation; support from international technical assistance and finance

Challenges: Conditioned by macro-economic development, access to finance and political context. Access to credit for private sector and improved fiscal balance condition. Likely 'life-saving' integrated action continues.



Phase 3: Long Term

Spatial Scale: The focus will be to widen the scope of urban interventions to the national level, including all 4 types of Urban Local Authorities.

System Scale: This phase will involve, full-fledged interventions at city-scale as well as addressing urban-rural linkages including policies, large infrastructure, upskilling, capacities etc.

Temporal Scale: Here resilience building aims at transformation of urban governance and human settlements policy in the country and build redundancy and safe-failure 5-10 years.

Possible long-term focus for action: enhanced coping range with a new consolidated status in cities with sustained resilience outcomes

Focus: Achieving transformative capacities vis-à-vis recurrent shocks and reduced stressors' profile. Complement robustness with redundancy, inclusiveness and integration, while reducing sensitivity across all sub-systems

Priorities: At-scale city-wide consolidation of the achievements, and all level of focus (primary, secondary, tertiary) addressed to prevent cascade of failures, further reduce and contain vulnerability, and unlock economic potential of cities. Implement most of Habitat III; NAP; JNA and sectoral priorities. Beyond promoting labour intensive projects, local governments identify capacities and investment opportunities in their urban areas to promote a shift towards the most productive sectors such as manufacturing and tradeable products, and reindustrialisation of activities within their urban areas, relying when possible on existing industrial assets

Integrated activities: integrate interventions at city-level and city-catchment urban/rural level through a fully-fledged national urban spatial framework; urban, municipal governance and finance reform; trunk infrastructure demand-matched with appropriate technology

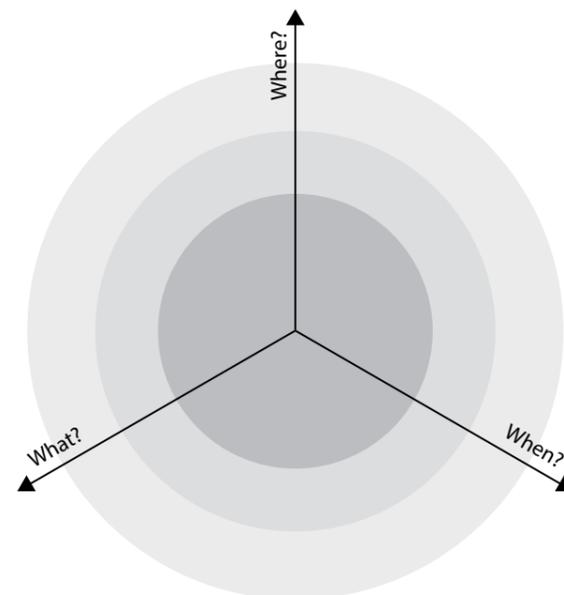
Clustering / spatial targeting: city-wide approach, extended to nation-level in all UCs. City-wide investments and operational strategy for primary and secondary human settlements prioritised based on vulnerability and risk.

Socio-economic targeting: continued 'leave no one behind' approach, but wider focus and non-poverty-based targeting of interventions

Finance: international, national and purposeful municipal finance. Requires sizable investment in infrastructure; economic sectors; basic-service delivery; capacity-building and skill development or attraction sourced likely by FDI, credit, revenues

Stakeholders: International private sector; national and urban private sector; National and LA; international financial institutions; citizen-led initiative

Challenges: Highly dependent on macro-economic, fiscal balance, and capitalisation. Highly linked to ease of business and robustness of credit and fiscal space. Likely 'life-saving' integrated action will remain. Achievements at this stage may create pull factors: prepare for urban inflow by anticipating demand



Programme Delivery: targeting`

Targeting considerations

Interventions will need to be adapted to specific targets and city contexts. However, targeting may be dictated by UNDP and UNICEF priorities, or donors' demand.

The following should be considered:

- Scale of the interventions per phase and monitoring unit
- Socio-economic and Spatial targeting
- Targeting of specific groups and stakeholders

The URSA indicates the need to focus on women, children and youth, given their specific vulnerabilities; as well as the growing rates of multi-dimensional poverty in cities; and food insecurity.

The Annex 1. summarises high-level information on vulnerabilities, which will require detailed context-analysis in each of the 32 urban councils, or those prioritised.

1. Scale of the interventions per phase and monitoring unit

Interventions under integrated programmes will have different target scale in each phase of the implementation. This will ensure the delivery of incremental, phased approach described in Section II of this document. The core of all interventions will remain households and urban dwellers in special groups and communities in wards or informal settlements. Interventions will scale-up progressively to include urban councils. Interventions at national level - such as a full-fledged national spatial development framework or those that promote large market-oriented investments to connect urban and rural areas - may be initiated in the short-term but are more likely to be implemented in Phases 2 and 3.

Impact of the interventions, as well as EWS to be established under the crisis modifier of this Roadmap will use 'household' as its core unit.

It is recommended that household and ward levels are the core intervention areas in the short term, and that ward is the closest area in which a 'community' can be identified in urban areas.

Scale level	Description	Relevance	Phase
Urban dwellers in groups at-risk or vulnerable	Urban dwellers in groups with special needs or population, including orphan children	<ul style="list-style-type: none"> - Enables socio-economic targeting - May be challenging in urban areas 	1-3
Household	Households as defined by Census in Zimbabwe: this scale is core in all interventions, and the basis for monitoring impact. Provides a platform to reach urban dwellers and gives buy-in. May be expensive.	<ul style="list-style-type: none"> - Enables socio-economic targeting - Enables alignment of monitoring to existing SLB and Census - Enables service-delivery-based targeting 	1-3
Wards or communities	Smallest administrative unit that may enable targeting one or more urban 'communities', to facilitate participation that may participate in decision-making, community-driven service-delivery, preparedness, awareness and other interventions. This also enables talking of 'communities'	<ul style="list-style-type: none"> - Provides sufficient scale for targeting communities - Facilitates delivery of services and social provision (e.g. food and cash) - Enables socio-economic targeting - Enables service-delivery-based targeting 	1-3
Informal settlements	Areas undefined by the administration but hosting organic characteristics as defined by the United Nations	<ul style="list-style-type: none"> - Provides sufficient scale for targeting communities - Enables socio-economic targeting 	1-3
Infrastructure / service catchment	All households in the catchment of infrastructure projects and / or service-delivery management units defined by utilities, that may participate in decision-making, community-driven service-delivery and other interventions	<ul style="list-style-type: none"> - Enables service-delivery-based targeting 	1-3
Urban council	City-level interventions will include all wards administered by the same urban council	<ul style="list-style-type: none"> - Enables city-wide interventions and leadership by local authorities - Critical mass of wards targeted - Allocate resources adequately - Key spatial planning unit 	2-3
Metropolitan areas	Metropolitan-level interventions will include several urban councils that operate as a functional system - such as Greater Harare with Ruwa, Epworth and Chitungwiza	<ul style="list-style-type: none"> - Enables integrated city-planning action, such as transport-oriented development and housing 	2-3
Provincial or catchment scale	Intervention that will cut across administrative boundaries of one or more urban councils, for instance to leverage spatial relationships between rural and urban markets	<ul style="list-style-type: none"> - Enables urban/rural linkages 	2-3
National	Interventions at both 'national level', involving reform of urban policies; and in multiple cities	<ul style="list-style-type: none"> - Develop critical policy frameworks for urban - Coordination of action - Integration with national policies contributing to urban resilience 	2-3

2. Socio-economic and spatial targeting

Integrated programmes may use different targeting entry-points to deliver Integrated City Resilience Interventions under the URPIIS

Given the complexity the urban systems, and diversity of contexts in the 32 urban areas the approach to targeting should be

adaptive and integrate both socio-economic and spatial considerations.

Targeting options should include either or a mix of the following approaches a) vulnerability-centred; b) risk-based; c) economic opportunity-based.

The table below suggests a number of entry/points emerged from the URSA or

NB: Youth are a resource in cities of Zimbabwe, but they are often seen as a threat. Involving Youth through youth groups or dedicated interventions is critical to build urban resilience

	Multi-dimensional poverty	Urban dwellers at-risk or specific vulnerable groups	High-risk of system and human-induced disasters (e.g. cholera)	High-risk of natural-hazard and climate change-driven impact	Service delivery-performance	Economically active areas
Socio-economic considerations	<p>Required to address growing levels of poverty in urban areas; and leave no one behind</p> <p>Requires involvement of institutions such as Social Welfare to be able to reach out.</p> <p>There are limitations, including:</p> <ul style="list-style-type: none"> - Identification of low-income households may be challenging in cities but is critical in approaches that prioritise the reduction of multi-dimensional poverty and reduction of vulnerabilities - Resilience-building requires an economic and skill based: poorest households will need support, but may not be the core of urban resilience programming 	<p>Required to deliver the roadmap principles and leave no one behind, and address observed erosion of social capital; disproportionate effects of shocks and stressors.</p> <p>This includes:</p> <ul style="list-style-type: none"> - Women and women-led households through direct social-protection interventions, referral-systems to prevent and address GBV, women saving-groups, women-led service-delivery - Children and orphan-led households through city-referral systems; child-centred urban design; social protection - Youth and youth at-risk, through youth-centred service-delivery; livelihood generation opportunities; engagement with youth-groups - People with disabilities and living with HIV 	<p>There is evidence on that low-income households are more exposed to the negative effects of system-induced disasters, such as epidemics</p>	<p>There is evidence on that low-income households are more exposed to the negative effects of system-induced disasters, such as epidemics</p>	<p>Households at wards and service-catchment level including all income brackets</p>	<ul style="list-style-type: none"> - Mid-income households - Informal economy groups and civil society - Private sector corporatives, real estate and business associations - Youth Groups - Women-saving groups/associations - Vendor groups
Spatial considerations	<ul style="list-style-type: none"> - Urban councils with prevalence of low-income/high-risk household-expenditure/remittances ratio; - Informal settlements; - Wards with observed growing poverty. 	<ul style="list-style-type: none"> - Urban and peri-urban areas with high rates of crime, prostitution and observed GBV - Informal settlements - Specialised towns, such as border and mining areas - NB: There is no always a causal direct relation between poverty and vulnerabilities or risks for specific groups. 	<ul style="list-style-type: none"> - Urban councils with observed high incidence of water-borne disease driven epidemics - Informal settlements; - Urban councils and Wards with observed decreasing standards, against SLB benchmarking or other sources 	<ul style="list-style-type: none"> - Cities and towns exposed to higher levels of natural hazards, including high-winds, floods and rain-triggered landslides, e.g. Beitbridge, Mutare, Chipinge, Chitungwiza - Cities and towns highly exposed to dry-spells and meteorological droughts causing water stresses, e.g. Bulawayo - All cities, towns and specific locations exposed to high risks of food insecurity driven by drought events - Informal settlements 	<p>Urban councils and Wards with observed low and decreasing SLB benchmarking or other sources</p>	<ul style="list-style-type: none"> - Urban and peri-urban areas with observed high-concentration informal economy activities such as street vending - Urban areas with economic potential basis including manufacturing, tourism, mining, trade - Specialised cities and towns

Programme delivery: Monitoring, evaluation, learning & knowledge management

Monitoring and evaluation frameworks

It is critical that each intervention adopt a robust monitoring, evaluation, learning & knowledge framework (M-ELKM) that can assess improvements in resilience, and the integration of activities across multiple outcomes. This will be required to:

- Establish a baseline of urban resilience using and expanding on existing data collected by SLB, ZimStat and Census; disaggregated by sex and age, and including specific information concerning groups at risks and vulnerable groups, as suggested by the former MLGPWNH
- Monitor impact of resilience programming;
- Develop a city-level EWS in urban areas;
- Support risk-based decision making at urban level;
- Support integrated cross-sectoral planning at urban level and national to local level;
- Generate knowledge to support urban councils;
- Demonstrate value for the finance invested in the urban resilience programming.

The M-ELKM framework should be developed in line with the interventions and it should be linked, if possible, to a **Multi-Criteria Urban Resilience Index** to establish the baseline and measure progress in urban resilience indicators, based on the methodology used for the Urban Resilience System' Analysis and including both quantitative and qualitative assessments. 'High-frequency' data collection is suggested, and after sudden events, to assess the response.

Monitoring and evaluation frameworks

A multi-criteria resilience index should be established to support EWS (as indicated in Outcome 5. Crisis Modifier and in the KMEL tab in Annex 2.

This index serves as baseline of urban resilience using and expanding on existing

data collected by SLB, ZimStat and Census; disaggregated by sex and age, and including specific information concerning groups at risks and vulnerable groups.

This index has been strongly recommended by the former MLGPWNH.

The URSA has developed an initial benchmarked index that can be refined, using 92 indicators (for which data was only available in 52 indicators). These indicators are reported in this URPIS

Urban Resilience Technical Implementation Unity

It is recommended that a technical unit is established that oversee integrated implementation, monitors projects and support knowledge management across activities within the same project, and across different urban councils.

Regardless the establishment of a dedicated fund, it is strongly recommended that a technical secretariat, or a dedicated Chief Technical Advisor or urban resilience team in UNDP and/or UNICEF are established to ensures interventions are integrated across sectors, to avoid fragmentation during the implementation of the initiatives.

Experiences in Southern Africa and globally show that once interventions are initiated, there might be a tendency of implementing partners to focus on 'tasks' and 'activities' within their respective area of expertise of budget.

The role of this secretariat is to ensure cross-sectoral assessment of progress, coordination.

Proposed activities to establish this technical unit are included in the Annex 2. and illustrated in this document.

Key outcome	Key expected results	Activities			
		Immediate / Emergency (0-6 months and as needed)	Short Term - < 3 years	Medium Term - 2 to 5 years	Long Term 4-10 years
Impact on urban resilience is measured across key outcomes and knowledge managed to ensure cross-fertilisation across urban councils and sectors	1. Interventions on urban resilience conducted by the initiators of the programme are well coordinate across components in different sectors, and with other initiatives	Coordinate with existing projects and programmes acting on urban resilience in the humanitarian, food security and social protection space, e.g. WFP; assessments, e.g. ZimVAC and others	Set-up a coordination and monitoring mechanism with ToR: 1) coordinate activities and interventions across sectors, to ensure integration and mutual co-benefit across 4 key outcomes and crisis modifier; 2) facilitate coordination and learning across programmes with relevance to urban resilience to maximise interventions from the donor community, national government, local government and civil society	Set-up and implement a dedicated Zimbabwe Urban Resilience Fund (ZURF)	Implement ZURF
	2. Integrated interventions across all components are monitored jointly through dedicated monitoring framework focuses on integrated impact on urban resilience	Coordinate with existing projects and programmes acting on urban resilience, e.g. Unicef WASH in 14 secondary cities	Set-up a monitoring framework to measure integration of initiatives on urban resilience, based on indicators suggested by URSA or other sources as needed	Implement the Monitoring Knowledge, Evaluation and Learning Framework (M-KEL)	
	3. Information, data, lessons from interventions are captured and documented to inform actions across urban councils, within urban areas; and enable adaptation of programmes as needed		Set-up and implement an urban resilience index to measure impact of interventions on people vulnerability, LA capacities, and system resilience		
		Set-up evaluation mechanisms ex-ante, mid and post-interventions using the monitoring framework and the resilience index			
		Set-up a Knowledge Management & Learning mechanism to systematically document interventions and cross-fertilise across urban councils, and sectors		Conduct lesson-learning, training, and knowledge programmes across urban councils and from local to national level, involving the MLGNH and UCAZ as well as others	Conduct lesson-learning, training, and knowledge programmes across urban councils and from local to national level, involving the MLGNH and UCAZ as well as others

