



**MIDLANDS STATE UNIVERSITY**



**FACULTY OF ARTS**

**DEPARTMENT OF DEVELOPMENT STUDIES**

**DISASTER RESPONSE AND RELIEF IN ZIMBABWE: A GENDER PERSPECTIVE,  
A CASE OF TOKWE MUKOSI DISASTER**

**BY**

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## **Dedication**

In a very special way I dedicate this Dissertation to my son Ashley Takudzwa Chivasa who is 1 year 6 months old during this period of dissertation writing. My son, I wish you many more. May the precious Lord grant you the desires of your heart.

I love you so much.

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## **Abstract**

*The research set up to assess disaster response and relief in Zimbabwe from a gender perspective. Thus looking at whether response and relief in Zimbabwe is able to meet the needs of both men and women during disaster situations using a case of Tokwe Mukosi disaster. This research was done using primary and secondary sources. The research was largely qualitative in nature through the use of research techniques such as questionnaires, interviews as well as desktop research. Research from the Tokwe Mukosi disasters shows that there is poor gender mainstreaming in response and relief as the relief items were not gender sensitive, dissemination of early warnings was mainly “manned” thus gender biased, human settlements, health, water and sanitation affected both men and women but women bearing the brunt of caring for the sick and children’s needs were not also catered for as children and parents are inseparable and mostly mothers, therefore failure by the response and relief to meet the needs of children resulted in parents, mostly mothers having their roles expanded. Poor gender mainstreaming in Tokwe Mukosi disaster has resulted in disruption of informal jobs, GBV, health problems affecting both men and women but with women bearing the role of caring for the sick. The challenges to effective gender mainstreaming include ineffective gender analysis, NGOs diverting funds, government facing resource constraints and relying on CSOs of which most of the CSOs are not fully committed to mainstream gender in disaster response and relief. Strategies which can be adopted for effective gender mainstreaming in response and relief include coordinated efforts and good relations between the government and CSOs, effective gender analysis and tight security to monitor issues of gender based violence as this affect both men and women but at differing levels depending on the level of vulnerability.*

## Acronyms

BHASO	Batanai HIV & AIDS Service Organisation
CPU	Civil Protection Unit
CSOs	Civil Society Organisations
DAC	District AIDS Coordinator
DRR	Disaster Response and Relief
GoZ	Government of Zimbabwe
ECOSOC	Economic and Social Council
ESAR	Eastern and Southern Africa Region
FACT	Family AIDS Caring Trust
FEMA	Federal Emergency Management Agency
GBV	Gender Based Violence
HIV/AIDS	Human Immune Virus/Acquired Immune Deficiency Syndrome
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organisation on Migration
IUCN	International Union for Conservation of Nature
NGOs	Non Governmental Organisations
OCHA	Office for the Coordination of Humanitarian Affairs



SC Alliance	Save the Children Alliance
SOPs	Standard Operating Procedures
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children's Emergency Fund
UNSDR	United Nations International Strategy for disaster Reduction
WASH	Water Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organisation

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## **0.1 INTRODUCTION**

The purpose of this research is to analyse disaster response and relief in Zimbabwe from a gender perspective. This is because gender equality has emerged to be one of the indicators of development. Both men and women need to receive relief items equally and there should also be equity in life outcomes of gender sensitive response and relief. If one group tends to be privileged or underprivileged from response and relief due to the issues of femininity and masculinity, then, it means response and relief is gender biased hence poor gender mainstreaming.

The project tries to assess whether the various aspects of vulnerability attached to men and women are considered during disaster response and relief and whether the different levels of vulnerability between men and women are also considered during response and relief. This is because women and men are affected by disasters differently due to different levels of vulnerability. At one point response and relief becomes “womanised”, that is provision of relief items specifically for women and at another point, patriarchy dominates response and relief and this is fundamentally wrong as White in Macdonald (1993) pointed out that if gender relations involves both men and women, then the equation for the involvement of both men and women need to balance. If needs for women needs to be met, then the needs for men need also to be met and that represents gender equality.

Women are generally vulnerable to disasters due to their biological factors, these are issues like pregnancy and low physical strength which can lead to physical vulnerability as compared to men. According to the IUCN, UNDP and UNISDR (2009) report worldwide the people’s vulnerability to risks depends to a large extent on the assets they have available and generally, women also lack economic entitlements. In general, Lambrou and Nelson (2010) noted that, women tend to have more limited access to assets physical, financial, human,

social, and natural capital such as land, credit, decision-making bodies, agricultural inputs, technology, extension and training services which would all enhance their capacity to adapt. There is also need to note that there are also men who are vulnerable to disasters and their needs also need to be considered during disaster response and relief to enhance gender equality and equity in disaster response and relief. Social factors like lack of education, cultural beliefs and traditions (patriarchy) can further worsen the situation for women during the occurrence of disasters.

According to IUCN, UNDP and UNISDR (2009) these vulnerabilities take the form of physical exposure, socioeconomic vulnerability and limited capacity to reduce vulnerability and disaster risk. Capacities to reduce vulnerabilities and risks arise out of a complex mix of factors, which include poverty, social class, age group, ethnicity and gender relations. Thus, the study seeks to articulate whether the needs for both men and women as well as children are catered for during disaster response and relief, are the DRR Committees represented at an equal footing, is there any security during disaster response and relief to guard against Gender Based Violence, are the relief items appropriate for both men and women, were early warnings disseminated considering both men and women, among other gendered issues.

Therefore the study seeks to study if humanitarian agencies are taking into consideration all these aspects of vulnerabilities attached to men and women during DRR using a case of the Tokwe Mukosi disaster which was declared by the president of Zimbabwe to be a national disaster. The disaster was as a result of the heavy rains in late January and early February as well as the partial collapse of the Tokwe- Mukosi Dam wall which resulted in flooding in the Tokwe Mukosi area. This led to the evacuation of 6000 people to Chingwizi holding camp. The declaration, by the Zimbabwean president, that it is a national disaster led to the interventions by many NGOs, UN Agencies, private companies, individuals and the government.

## **0.2 Background**

Many countries in the Eastern and Southern Africa Region (ESAR) including Zimbabwe are exposed to recurrent emergencies caused by natural disasters such as cyclones, floods and droughts, conflict and displacement, as well as HIV/AIDS and other epidemics as has been noted in the UNICEF report (2009). It further points out that, in 2009 alone, 11 of the region's 20 countries experienced an emergency situation requiring humanitarian relief. However IUCN, UNDP and UNISDR (2009) report points out that, disasters don't discriminate, but people do. It argues that the existing socio-economic conditions mean that disasters can lead to different outcomes even for demographically similar communities but inevitably the most vulnerable groups suffer more than others. According to the same report, disasters reinforce, perpetuate and increase gender inequality, making bad situations worse for women.

In the world, many countries have numerous policy documents representing political will towards mainstreaming gender in disaster risk reduction, however the problem which remains is that political will by world governments and International NGOs towards Disaster Response and Relief has just remained documented and no sustainable progress has taken place with the exception of some ad-hoc activities. In support of this argument, IUCN, UNDP and UNISDR (2009) stresses that in 2004 only 19 out of 118 countries mentioned gender issues in their national reports for the World Conference on Disaster Reduction. By 2009, 51 of 62 national reports to UNISDR acknowledged gender as important to DRR, but there was still very little concrete mainstreaming in policies and programmes.

According to IUCN, UNDP and UNISDR (2009) major disasters that have occurred over the past decade, such as the Indian Ocean Tsunami, Hurricane Katrina and the Kashmir Earthquake, have highlighted the gendered aspects of disaster risk and vulnerability. It argues

that response and recovery programmes encountered heavy criticism for gender insensitive practices that often made the situation for women worse. This means that there has not been much effort put by both governments and humanitarian relief agencies towards the mobilisation of resources with the aim of mainstreaming gender in Disaster Response and Relief. It is important however to note that in some cases, governments might be willing to do so but they lack resources.

Though there are efforts typically manifesting in form of programmes that target women and men, the IUCN, UNDP and UNISDR (2009) report noted that there is however, no evidence existing that these efforts are consistently being followed through or if they address gender relations overall in Disaster Response and Relief. This indicates gaps in the understanding of gender issues at the organizational planning and implementation levels in Disaster Response and Relief.

At national levels, governments are quite aware of the need to mainstream gender in Disaster Response and Relief, but are not necessarily very active. The evidence from the IUCN, UNDP and UNISDR (2009) report shows that in 2004 only 19 out of 118 national reports received by UNISDR from governments mentioned gender issues. The reports reflected poor awareness of gender, and a reliance on a disaster response-focused approach that did not factor in gender. The same report also notes that in 2007 only 10 out of 62 reports received by UNISDR for the first session of the Global Platform for Disaster Risk Reduction touched on gender.

In Zimbabwe, the PreventionWeb, (2012) notes that between 1980 and 2010, 35 natural disaster events were documented. These resulted in 6,448 deaths, averaging 208 deaths from disasters annually. Of the 35 natural disasters, 6 were drought occurrences, 7 were floods, 2 were storms, and 20 were epidemic occurrences. Chikoto (2004) also counted the number of

public transportation disasters that plagued Zimbabwe between 1982 and 2003, which claimed over 700 lives and injured over 400 people. However, with the occurrence of such disasters, there is need to increase gender mainstreaming in Disaster Response and Relief. To enhance response and relief for these and other hazards facing Zimbabwe, the Government of Zimbabwe (GoZ) created the Department of Civil Protection and mandated it to coordinate and manage disasters.

All efforts by the CPU, Civil Society Organisations, among others, to respond and provide basic life assistance in disasters are well appreciated. With the occurrence of disasters comes also a situation whereby women and children are raped, face inequalities in aid distribution, women and men's special needs are not met and patriarchy tends to dominate all response and relief activities. Thus, the occurrence of disasters should not come as a double burden to the most vulnerable groups particularly women. According to Neumayer and Plumper (2007), women have different social roles and this difference in socially constructed roles of men and women can increase women's vulnerability to disasters.

The Civil Protection Act of 2001 defines "disaster" as consisting of "any (a) natural disaster, major accident or other event whichever way they are caused; or (b) destruction, pollution or scarcity of essential supplies; or (c) disruption of essential services; or (d) influx of refugees; or (e) plague or epidemic or disease; that threatens the life or well-being of the community" This is according to the Civil Protection Act 2001; Part I, Section 2. This legislation resulted in the creation of the Department of Civil Protection.

According to Gwimbi (2009) and Mazzeo (2011), flooding and droughts are a common problem in Zimbabwe which threatens the well-being and food security of Zimbabweans, especially in rural areas. Madamombe (2004) also notes that flooding can be caused by heavy precipitation during the rainy season (November to April) or by tropical cyclones that



emanate from the Indian Ocean. However, notable is the fact that, Siamachira (2011) also points out that, flooding in Zimbabwe is not as extreme as it is in South Asia and Latin America. Nonetheless, according to Madamombe (2004) flooding still leads to loss of life, destroys livestock, crops, and properties, and engenders outbreaks of diseases such as cholera and malaria in Zimbabwe. Thus with the occurrence of these floods and drought in Zimbabwe, the interventions made by humanitarian agencies need to be gender sensitive.

Thus according to the IUCN, UNDP and UNISDR (2009) national reports generally reflected a poor degree of gender mainstreaming at country level. There are gaps in dealing adequately with gender issues in their policies, legislation and strategies.

### **0.3 Statement of the problem**

Response and relief to disasters seems to exacerbate the vulnerabilities of men, women and children in disaster situations but at differing levels of vulnerabilities. This is because men, women and children have different needs to be met during disaster response and relief but their levels of vulnerability are not catered for as the humanitarian agencies tend to take a whole some approach in responding to disaster, hence gender biased.

### **0.4 Aim**

The study aims to assess Disaster Response and Relief in Zimbabwe from a gender perspective paying particular attention to the Tokwe Mukosi disaster.

### **0.5 Research objectives**

1. To identify the situational overview of Disaster Response and Relief in Zimbabwe.
- 2 To identify the problems faced by men and women in Disaster Response and Relief in Zimbabwe.
3. To identify strategies that can be implemented to ensure gender sensitivity in DRR

### **0.5.1 Research questions**

1. Is Disaster Response and Relief in Zimbabwe gender sensitive?
2. In what ways are men and women benefiting from Disaster Response and Relief in Zimbabwe?
3. What are the current measures that are in place to mainstream gender in DRR?
4. What measures can be adopted to come up with gender sensitive DRR?

### **0.6 Project justification**

According to the Relief Web (2014), heavy rains in parts of Zimbabwe in late January and early February 2014 resulted in deaths and displacement of people, coupled with destruction of property. This has drawn the researchers mind to actually know more about men and women's situations in such a situation of crisis induced migration. The worst affected areas were Chivi and Masvingo districts in Masvingo province and Tsholotsho district in Matabeleland North and the flood victims were relocated to Chingwizi .Thus the study is mainly focused in disaster DRR in Tokwe Mukosi from a gender perspective.

The research is important as gender issues in disaster response and relief unveil different relations between men and women in Chingwizi and how these relations affect men and women considering their vulnerabilities. Therefore, this project is justified as it strives to reduce men and women's vulnerability to disasters in a way making disaster response and relief gender sensitive.

Therefore, considering the magnitude of the disaster, it is important to make sure that gender has been mainstreamed in DRR. This is important as women and men have different levels of vulnerability considering that women are attached to many aspects of vulnerability which

include women's biological factors, lack of access to education, social factors such as religious and cultural beliefs as well as economic factors. Considering the failures by NGOs to support the government in response and relief to the Tokwe Mukosi flood victims, it therefore means that both women and men are at a difficult situation at Chingwizi Camp.

The Zimbabwean (August 2014) points out that, only about six NGOs namely UNICEF, Bhaso, Oxfam, IOM, Christian Care and Save the Children remain on the ground at Chingwizi rendering assistance while the majority of them which are notorious for making a lot of political noise have largely remained indifferent to the plight of the flood victims. Thus both men and women are in a difficult situation as they are faced with hunger, unhealthy sanitation unhygienic living conditions among many calamities. This means that the situation is even worse for women considering that they are under patriarchal conditions and that they have got their special conditions which increases their level of vulnerability.

According to the Zimbabwean (August 2014), women are experiencing problems regarding how to deal with their menstrual cycle and affording sanitary wear during this very difficult time. Because of this it is something that they cannot openly express. One also needs to note that because of their living conditions, it becomes very difficult for women and girls experiencing their monthly menstruation cycle to experience their usual privacy. Zimbabwe is one of the best world producers of cotton but the costs of sanitary wear is beyond the reach of many especially among rural girls and women. According to the Zimbabwean (August 2014), a pack of 10 pads costs at least \$1, 20 and a 250-gramme pack of cotton wool costs \$1, 50. Thus the cost of sanitary wear proves to be so high for rural women and girls, to such an extent that most women and girls end up using unhealthy items such as cow dung, tissue paper, leaves and newspapers during their menstruation This has also been noted in the Zimbabwean (August 2014) that the deputy minister of agriculture, representing Goromonzi North constituency, Paddy Zhanda implored the then finance minister, Tendai Biti to assist in

the provision of free sanitary wear. He argued that rural women were engaging in unhygienic practices such as using tissue paper, newspaper and cow dung during their menstruation.

In order to fully mainstream gender in DRR, there is need by people to move from exclusionary to the inclusionary approach that is including all people in the whole cycle of DRR despite sex.

## **0.7 Methodology**

### **Research design**

The researcher used qualitative design in order to get more information on the research which seeks to assess disaster response and relief in Zimbabwe from a gender perspective using the Tokwe Mukosi Disaster of 2014 as a case study. According to Nkwi, Nyamongo, and Ryan (2001), Qualitative research refers to any research that uses data that do not indicate ordinal values. From Mouton's (2006) point of view, in a qualitative research, the researcher works with a wealth of rich descriptive data, collected through methods such as participant, interviewing and document analysis.

### **Data collection Instruments**

#### **Questionnaires**

According to Haralambos and Holborn (1980), a questionnaire consists simply of a list of pre-set questions. The researcher used open ended questionnaires because they assists the researcher to yield more information and have articulate answers and they also allow the women and men as well as children at Chingwizi camp to tell as much as they can. Through the use of open ended questionnaires, the respondents were not forced to say limited answers. Same questions were given to respondents in the same order so that the same information can be collected from every member of the sample. Much care was taken with the wording of questions so that respondents could interpret them.

## **Interviews**

According to Leedy, R.D (1980), an interview is a face to face ‘confrontation’ between the interviewer and the respondent. Interviews equipped the researcher to unveil more secret issues on gender and Disaster Response and Relief at Chingwizi. In-depth interviews also help the researcher to fully understand the causes and problems of not mainstreaming gender into DRR.

Cohen, (2006) notes that it is recommended that interviews be used to follow up unexpected results. According to Haralambos and Holborn (2004) Interviews take a number of forms depending on how structured they are. A totally unstructured interview takes the form of conversation where the interviewer has no predetermined questions. For these reasons interviews can be useful for generating new hypothesis and theories which the researcher would not otherwise have thought of.

## **Desktop**

The researcher also looked at what has been documented and recorded by other scholars on gender and DRR in Zimbabwe and case studies from other countries. This research methodology encompasses the use of online research; information was accessed through the internet, reading newspapers, reading journals online, as well as published articles by different scholars concerning Gender and disaster response and relief. This method was very useful to the researcher as it provided instant data and articles from local scholars.

## **Sampling**

According to Proctor (2003) a sample refers to the portion of the population to be involved in the study. According to Gray (2009), sampling mainly depends on three factors which are sampling frame, sample size as well as sampling method.

### **Sample Size**

According to Action Aid (2014), about 60 000 people were affected by the Tokwe Mukosi floods and this population is made up of 2400 households. The researcher made use of 100 households.

### **Sampling Technique**

The researcher used Purposive sampling technique. Purposive sampling is a type of non-probability sampling where the sites that are assessed and are defined by the assessment Team based on the purpose of the assessment according to Humanitarian response (2014). Purposive Sampling Technique enables the researcher to judge or select cases that best enable the researcher to meet the objectives. The researcher used purposive sampling because only those people who were directly affected by the floods were to be assessed.

## **0.8 Conceptual framework**

**Disaster:** According to UNDP, UNISDR and IUCN, (2009) is a serious disruption of normal life that includes major loss of lives or property too severe for a society or community to cope with and recover from on its own. Disasters can result from natural, biological or technological hazards. This research project deals with disasters resulting from natural hazards particularly floods. According to International Federation of Red Cross and Red Crescent Societies,  $(VULNERABILITY + HAZARD) / CAPACITY = DISASTER$

**Disaster Management:** Refers to a body of policy, administrative discussion, legislation and operational activities which aim to prevent, avert, reduce and respond to and recover from the impacts of a disaster at all levels.

**Disaster Response and Relief stage (DRR):** It tells the provision of assistance for example life saving and intervention during and immediately after a disaster so as to preserve life and provide people with basic life subsistence needs. Relief can be of an immediate, short-term or protracted duration. It is recommended however that the relief phase of disaster management be of short-term duration in order to avoid dependency syndrome.

**Gender:** The social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. According to Reeves and Baden (2000), these attributes, opportunities and relationships are socially constructed and are learned through socialization processes.

They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making.

**Gender equality:** According to UNDP, UNISDR and IUCN, (2009) DRR does not mean merely address women's issues - it means addressing concerns of men and women, the relations between them and the root causes of imbalances

**Gender mainstreaming:** According to the Report of the ECOSOC (A/52/3, 18 September 1997), it involves an assessment of the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is

actually a way of making women's as well as men's concerns and experiences programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

**Vulnerability:** refers to the susceptibility of a community to the impacts of a hazard. Notable is the fact that the higher the vulnerability of a community, the higher the community is going to suffer from the adverse impacts of disasters.

## **0.9 Literature Review**

This section of the research shows the state of knowledge or coverage of the area of disasters in general and disaster response and relief then the gender gaps in disaster response and relief. The researcher is going to look at what has already been researched and the gaps which need further research.

### **Disasters**

Research shows that as far as disasters are concerned, much has been researched as to what causes disasters, the types of disasters, the most common disasters in Africa and particularly in Zimbabwe and impacts of disasters. According to Findlay (1996), for a hazard to be called a disaster it means it has resulted in the death and injury of many people as well as affecting their property. However Leratto (1996) argues that disasters occur when hazards and vulnerability meet. Disasters can be categorised into two categories namely natural and human induced disasters. However Hoetmer (1991), points out that, disasters can be categorised into four traditional categories which are natural, technological, civil, and ecological. `



The most common disasters in Africa according to Lerrato (1996) are in form of epidemics, endemic diseases, drought, floods, agricultural pests and bush fires. The same scholar also acknowledges that some areas are also susceptible to earthquakes, cyclones and volcanic eruptions. According to Lerrato (1996), 53 countries of the African continent are highly susceptible and vulnerable and their 761,390,000 people are exposed to both natural and manmade hazards.

In trying to comprehend the occurrence of disasters in Africa, Tuyay (2002) noted that the most common in Africa are hydro- meteorological disasters such as flooding and drought. He also concurs with Lerrato (2006) that the earthquakes, volcanoes predominantly occur in Northern Africa along the Atlas mountain range, and in the African Rift Valley, which also experiences volcanic activity.

Disasters also results in loss of lives, destruction of infrastructure, crisis induced migration. Findlay (1996) argues that this also results in interruption of economic activities and that this is further worsened by poverty, marginalisation, overcrowding as well as compromising the victims coping strategies. According to, Gomme and Petrassi (1996) Africa was hit by floods in 1972-73 and 1984-85, and this affected most of Northern, Southern, Eastern and Sahelian Africa.

In Zimbabwe disasters like floods and drought are common as has been pointed out by Gwimbi (2009) and Mazzeo (2011)

### **Response and relief**

Following a disaster there is need for humanitarian assistance. Thus the stage which follows after a disaster strikes is referred to as the response and relief stage. According to Crichlow

(1997), the response and relief phase comes in as soon as a disaster strikes and it is based on the activities put in place during the preparation phase.

Therefore, on response and relief, there is what is known as Standard Operating Procedures (SOPs) which contain important components of response and relief plans. Humanitarian agencies need to adhere to these SOPs for response and relief. The important components of response and relief plans are the all hazard approach, definition of disaster, authority, roles and responsibilities, communication and coordination, resources and familiarity.

**The all hazard approach:** It is important to note that, the all hazard approach is the best type of effective response and relief. The rationale behind this approach is that in most cases where disasters strike, many of the response and relief actions and activities undertaken are the same. Quarantelli (1997) argues that even if specific disasters for example floods and drought causes different effects but similar actions and activities must be undertaken for effective response and relief. Though FEMA (1996) argues that different response and relief activities might be applied for different disasters, Crichlow (1997) points out that an all hazard approach time to prepare for each disaster and also gives guidance where an unanticipated disaster occurs. Thus, according to the all hazard approach, response and relief for all disaster need to be pre-planned for.

**Authority:** Another important component under the Standard Operating Procedures is that of law which relate to rules and regulations which according to FEMA (1996), provides the authority for any actions and activities undertaken during response and relief. According to FEMA (1996) personnel involved in relief and response needs to understand the extent and limits of their authority. Infact, the U.S. Food and Drug Administration (2002), clearly notes that it is the lead role of state and local governments to undertake response and relief as their

laws and regulations might be invoked for example in Zimbabwe, it is in the authority of the presidency to declare for response and relief from humanitarian agencies.

**Roles and Responsibilities:** On the issue of roles and responsibilities, it is important to note that it is very difficult to separate it from other components like communication and coordination and familiarity. This is because amongst these three components, missing of one of them would not affect effective response and relief when a disaster strikes. However it is important to note that the component of roles and responsibilities relates to the organisational structure and the delineation of duties. While Kreps (1991) points out that the first important step for disaster response and relief is resource mobilisation, Mileti (1999), notes that the process of mobilising resources and personnel can be a major challenge.

Thus, in response to this challenge, FEMA (1996) points out that, it is important to put a command organisational structure in place and identify all other members of the response and relief team. In addition to that coordination between and among different members of the response and relief teams from different organisations is very essential. Quarantelli (1997) notes that conflicts in disaster situations arise over organizational domains and jurisdictional differences. Thus, FEMA (1996) argues that after the identification of group members for response and relief, their duties should be clearly delineated.

**Communication and Coordination:** Communication and coordination calls for inter and intra-agency lines of communication as breaks down, Quarantelli (1995) notes that public officials would no longer be in a position to both receive and follow instructions from their superiors or give instructions to their subordinates, Therefore, in such a case, Schneider (1995) argues that field officers then spend most of their time trying to establish communication with their superiors for them to get instructions rather than performing the tasks which are ought to be undertaken. However, Pan American Health Organization (2000) and Hoetmer, (1991), there

is need for all organizations to have full understanding of their roles and responsibilities, how these groups will coordinate during a disaster and the channels for communication before disaster strikes for the response and relief activities to be effective.

**Familiarity:** According to Kreps (1991), for a plan to be effective, those who are involved need to be familiar with it. It is important to note that planning, training, and maintenance of the response and relief plan are issues which need to be done to enhance familiarity. Knowledge and understanding of an emergency response plan begins at the planning stage. According to FEMA (1996) team member feel included if they become part and parcel of planning and hence they feel ownership of the plan and they therefore become coordinated during response and relief. Training also familiarise team members with their tasks. Finally, Kreps (1991) recommends that plans must be reviewed through designated meetings with selected personnel.

**Definition of Disasters:** Definition of disasters defines stages to determine response and relief levels .This can also be related to as when Standard Operating procedures are deemed necessary to be activated. Therefore, definitions of what constitutes a disaster should be included in operating procedures for food response and relief.

**Resources:** According to FEMA (1996), it is important to carry out a needs assessment as a step to building an Emergency Operations Plan (EOP). FEMA and Clinton et al (1996) some of the specific resources needed by the response and relief teams during disaster situations and these include radios, maps, demographic information. However according To FEMA (1996), resources can be broadly categorised personnel, equipment, facilities, supplies, and other resources. In addition to that, Hightower and Coutu (1996,) mention phone lines and radios as also important resources during disaster response and relief.

There is however need to note that much scope has been covered in response and relief but the important components of disaster response and relief did not address the issue of mainstreaming gender in disaster response and relief. Infact there exist a gap as the Standard Operating Procedures (SOPs) seems to take a whole-some approach to response and relief, without considering the differences in vulnerabilities between men and women during disasters

**Disaster vulnerability (*who is affected most when a disaster strikes*)**

Carpenter, (2003), argues that, men are far more likely than women or children to be killed during conflicts, but that women and children are generally seen as more vulnerable and therefore they are the ones who are evacuated first or given special protection during war or disaster. It therefore becomes a debatable issue as she proves to know the truth and at the same time running away from it. The researcher agrees with Carpenter's point of view that women and children are more vulnerable to disasters but the researcher begs to differ with Carpenter when he argues that men are far more likely to die than women during disasters. Infact, Carpenter's view is contradictory to UNDP's (2009) argument that, women are 14 times more likely to die than men during disasters. According to the IUCN (2009), more women than men died during the 2003 European heat wave.

Enarson, (2012) details the many ways that women are disadvantaged by, and these include social, situational, and structural factors even before a disaster strikes, and shows that in almost all facets of their lives, the outcome for them is worsened during and after a disaster because of this pre-existing marginalization. She also focus on specific areas of concern to women in the context of disasters, such as reproductive and mental health, housing, family life, gender-based violence, and work. Her main argument is that it does not make sense to treat people as if everybody is similarly affected by disasters. Men and women, older and

younger people, face different challenges and respond differently. Enarson, (2012) specified that women tend to be more disadvantaged and discriminated against compared to men.

This has also been supported by Singh (2009) who argues that before, during and in the aftermath of disasters, human beings perpetuate social patterns of discrimination, and these entrenched patterns cause certain groups of people to suffer more than others. In addition to that, Lambrou and Nelson (2010) pinpoints that adaptation for some women is made more difficult due to a lack of access to formal education, economic poverty, discrimination in food distribution, food insecurity, limited access to resources, exclusion from policy and decision-making institutions and processes and other forms of social marginalisation among others. These dynamics therefore put women at a distinct disadvantage, and few programmes include or focus on them for adaptation. Nellesmann et al (2011) states that women and girls are discouraged from learning coping strategies and lifesaving skills, such as how to climb trees or swim. All these factors among others put women at a greater disadvantage during flooding. They also points out that gendered cultural codes of clothing also inhibit women's mobility during floods, resulting in higher unequal mortality of men and women during disasters with women having the highest mortality rate.

Enarson contends that not enough research into gender and disaster has been carried out. This renders much disaster prevention and relief work inadequate to meet the needs of various groups within society, and can contribute to already existing discrimination or disadvantage of vulnerable groups.

According to Grabska's findings, women are seen as victims of rape and gender-based violence and men as perpetrators of violence towards women. UNICEF (2010) says 650 women and girls were locked up, tortured and sexually abused by security forces during mass

expulsions in Angola. This therefore means that there is need for tight security during relief and responds so as to guard against sexual abuse.

Henrici (2010) argues that aid organizations need to be aware of the ways women can be disadvantaged before, during, and after disasters so that they can address the needs of women appropriately. In support of the above scholar's view the conditions for women and men are different as studies have also reported worse reproductive health for women after disasters. According to UN(2009), a WHO(2005) study reported that during the 1998 flood in Bangladesh there was an increase in perineal rashes and urinary tract infections in adolescent girls because they were not able to properly wash and dry their menstrual rags. All this shows that there is need to mainstream gender in disaster response and relief. Bangladesh Cyclone, warning information was transmitted by men to men in public spaces, meaning women did not receive information directly. Anderson (2002) also notes that In Peru, early warning messages about the arrival of El Niño were only transmitted to the fishermen, who were warned that fish abundance was going to be severely affected and that this could have serious economic implications. Women were not alerted since they were not directly involved in fishing – but in fact, they managed the household budgets. Had women known about the onset of El Niño, they would have saved more household funds and budgeted differently to respond to the event, reducing the eventual economic impact.

Furthermore, Saito (2012) describes the experiences of women in evacuation centres, showing how their needs were discounted, as well as discussing the ways women faced discrimination when financial payments for reconstruction were allocated. Saito's main argument is that gender inequalities which exist in Japanese society are exacerbated during disasters, and that in order to prevent women being disproportionately affected by such disasters, these existing inequalities need to be addressed. Saito (2012) point of argument is

that, women's needs during disaster response and relief are not met taking using a particular example of the 2011 earthquake and tsunami in Japan.

In support of the above argument, Neumayer and Plümper (2007) pointed out that the differentiated impact of disasters on men and women is primarily caused by the existing gender inequalities manifested. Neumayer and Plümper (2007), goes on to point out that, the 2007 study conducted by London School of Economic shows, in which a sample of up to 141 countries over the period 1981 to 2002 was taken, natural disasters and their subsequent impact, on average, kill more women than men or kill women at an earlier age than men related to women's lower socio-economic status.

According to the UNICEF report (2009) during conflicts and wars, men typically account for the largest number of combatants, while women and children comprise the largest section of civilians affected. Up to 80 percent of internally displaced persons and refugees around the world are women and children. In reality women tend to suffer more during and after disasters as compared to men. According to the same report, in countries that have been impacted by the Lord's Resistance Army, children have been abducted and forced to live with fighting forces, with many girls being exploited as sex and domestic slaves.

Infact, the UNICEF (2009) report stresses that humanitarian response, if it is not based on an awareness of the gender relations in a particular location, can similarly compound those inequalities, which may lead to unequal access to resources, support services and protection from gender-based violence and sexual exploitation and abuse.

In disaster situations, women are confronted with many calamities of which these calamities need to be considered during disaster response and relief women and children experience sexual violence as has been noted in the UNICEF (2009) report that conflict, civil unrest or natural calamities disrupt societies' traditional protection systems, women and children are



more vulnerable to abuse, rape or sexual exploitation. The UNICEF (2009) report also points out that examples in the Eastern and Southern Africa region include increased incidence of sexual and gender-based violence during Kenya' and Zimbabwe's recent political crises. During the post-election violence in Kenya, for example, that erupted in December 2007 and left more than 1000 people killed, sexual and gender-based violence was widespread.

The UN (2009) report states that the current gender relations between men and women in disaster risk reduction have everything to do with the roles and responsibilities women and men have at home and in society. This means that there are differences between roles for men and roles for women. Such differences are therefore largely unfavourable to women and lead to gender inequality cutting across all socioeconomic development, including differences in vulnerabilities to disasters, and different capacities to reduce risk and respond to disasters as according to UN (2009). Most important to note is that women's limited access to information and knowledge inevitably increases their disaster vulnerability and risk, and that of their families.

According to UN (2009), strong evidence from good practices of gender-sensitive disaster management worldwide shows that both men and women benefit from a gender-balanced approach to – 'men and women' meaning in practical terms, everyone, and by implication, their families, communities, societies and nations. Thus, equal and active participation of women and men in disaster response and relief is very crucial as it ensures gender mainstreaming in disaster response and relief.

It is important to note that there is a lack of genuine political accountability and financial resources for global advocacy and action on mainstreaming gender in DRR. According to UN (2009), commitment to the issue largely remains in the documentation alone. In fact there have been no significant efforts to translate words into actions in terms of concrete policies,

finances, substantive programmes or accountability measures. Therefore UN (2009) points out that gender mainstreaming in DRR remains a free choice with no accountability, no checks and balances, no ownership, and no medium or long-term commitment.

Few existing DRR policies are gender-sensitive. The gender-specific capacities, vulnerabilities, needs and concerns of both women and men have not been adequately assessed, documented and evaluated. To effectively reduce disaster vulnerabilities and risks requires that policy and decision makers understand the benefits and efficiency gains of mainstreaming a gender perspective.

Disaster impact itself can also be an obstacle to gaining more education. Lara (2004) states that, of the 876 million people in the world who are illiterate two-thirds are women. This is also ample evidence to show that there is need to mainstream gender in DRR as increasing women's access to education can also increase their ability to receive information and understand early warning systems. Three-fifths of the 115 million children that do not go to school are girls. Davis et al., (2005) also notes that after a disaster strikes, many girls are forced to drop out of school to help with chores in the house, or to save money.

In support of Neumayer and Plumber (2007), Castro Garcia and Reyes Zúñiga, (2006) also note that in many countries women's traditional role is mainly defined in the private sphere. The fact that women are traditionally confined to the private sphere can therefore mean that women lack skills needed to survive major catastrophes during disaster occurrence like swimming, climbing trees, understanding and responding to warning signals

Therefore, it is important to note that, while there has been ripe research on the causes, types as well as impacts of disaster and also what constitutes response and relief, there is also need to mainstream gender during disaster response and relief considering different levels of vulnerabilities and needs between men and women.

### **0.9.1 Delimitation**

The researcher only dealt with the victims of the Tokwe Mukosi Disaster. It is also important to shed more light that since the people who were affected by the Tokwe Mukosi floods were then relocated to Chingwizi, the researcher therefore undertook the study in Chingwizi.

### **0.9.2 Structure of the study**

The study comprises of three chapters, from chapter one to chapter three. Chapter one focuses on the situational overview of gender and disaster response and relief in Zimbabwe from 1980 up to date. Chapter two explores gender issues in Disaster Response and Relief in Zimbabwe using research findings from the Tokwe Mukosi Disaster and Chapter three presents the strategies that can be adopted to come up with gender sensitive response and relief.

## **0.1 CHAPTER ONE**

### **1.1 DISASTER RESPONSE AND RELIEF IN ZIMBABWE: AN OVERVIEW**

#### Introduction

This chapter presents a situational overview of gender and Disaster Response and Relief (DRR) in Zimbabwe from 1980 up to the present date. The chapter looks at legal and institutional frameworks and the responsible ministries and CSO that are there in Zimbabwe mandated to mainstream gender in all sectors of development. The study looks at various disasters which hit Zimbabwe from 1980 up to date and also look at various interventions made by many humanitarian organisations in disaster response and relief in Zimbabwe such as World Food Programme, the International Red Cross Society and the Zimbabwe Red Cross Society, the World Health Organisation, the United Nations Children's Fund among others, private companies and the Zimbabwe Civil Protection Organisation. The researcher is also looking at gender sensitivity of disaster response and relief by these humanitarian agencies.

#### **1.2 Institutional and legal frameworks on gender and disaster response and relief in Zimbabwe**

Many countries have numerous policy documents representing political will towards mainstreaming gender in Disaster Response and Relief, however the problem is that political will by world governments and International NGOs towards Disaster Response and Relief has just remained documented and no sustainable progress has taken place with the exception of some adhoc activities. In support of this argument, the IUCN, UNDP and UNISDR (2009) stresses that in 2004 only 19 out of 118 countries mentioned gender in their national reports for the World Conference on Disaster Reduction and by 2009, 51 of 62 national reports to

UNISDR acknowledged gender as important to DRR, but there was still very little concrete mainstreaming in policies and programmes. Therefore this shows that in terms of response and relief, from a world perspective, gender has not been fully mainstreamed and women are still more vulnerable to disasters as compared to men.

According to UNFPA report (2011), the government of Zimbabwe is a signatory to various regional and international conventions, treaties, declarations and protocols that seek to promote and create an enabling environment for the attainment of gender equality and women's empowerment in all sectors of development. The report includes, the Convention on the Elimination of All forms of Violence Against Women (1991), the Convention on Civil and Political Rights; the Global Platform for Action and the Beijing Declaration (1995). In 1997 Zimbabwe signed the SADC Declaration on Gender and Development as well as its addendum on the Prevention and Eradication of Violence Against Women and Children. The Legal Age of Majority Act, the Matrimonial Causes Act, the Sexual Discrimination Removal Act, the Sexual Offences Act and the Domestic Violence Act as some of the legislation put in place to promote gender mainstreaming in all development sectors. According to the same report, National Gender Policy (2002) also provide guidelines and the institutional framework to engender all sectoral policies, programmes, projects and activities at all levels of the society and economy.

Furthermore, the UNFPA report (2011) states that there are also gender focal points which have been put in place in all ministries and parastatals to spearhead gender mainstreaming. These ministries and parastatals include the Ministry of Women Affairs, Gender and Community Development which was created in 1995. According to UNIFPA, the main role of this ministry is to oversee coordination of all gender programmes and to facilitate gender mainstreaming in all sector ministries. According to UNDP Evaluation Report (2011), the contribution of the above policies and measures in improving people's lives is however not

certain. However it is important to note that in Zimbabwe, an element of political will towards mainstreaming gender is there but what may lack are resources.

It is, however, important to note that, the UNFPA report (2011) argues that, despite the effort made by the Zimbabwean government in formulating gender policies and legislations, the legal, socio - economic and political status of women remains relatively low. It argues that Zimbabwe has a generally low status of women when it comes to access to and control of resources. As it points out that in the 1998 Human Development Report, Zimbabwe was described as a "highly unequal society." This shows that in Zimbabwe, there are policies and documents which call for the prioritisation of women in all developmental activities, in this case response and relief but this has greatly remained in documents and in offices as evidence has proved little attention to women's needs and from the researcher's point of view the reason for this little involvement of women in Zimbabwe is the acute shortage of resources to fully mainstream gender in disaster response and relief.

Infact the UNFPA report (2011) shows that according to the 2005/6 ZDHS women and girls account for 95% of victims of domestic violence while men account for 99% as perpetrators of domestic violence. The same report also notes that 25% of women experienced sexual violence, 36% experienced physical abuse, 57% are emotionally abused and 8% reported that they experienced violence whilst pregnant. Thus, this shows that during response and relief in Zimbabwe women also face sexual violence.

According to Mbowa (2006) The CPU is a humanitarian disaster-response entity in Zimbabwe, which at its inception was coordinated by the Minister of Local Government Public Works and Urban Development and empowered by the Civil Protection Act Chapter 10.06 (1989). According to the CPU, every citizen of Zimbabwe should assist where possible to avert or limit the effect of humanitarian disaster. As pointed out by Mbowa (2006), central

government initiates hazard-reduction measures through relevant sector ministries, with the local administration taking responsibility for implementing and maintaining effectiveness as according to the Civil Protection Act, (1989). The CPU, partners with private and Non Governmental structures to come up with both technical and material support for response and relief to the victims of disasters.

According to Mbowa (2006), the CPU reacts according to the nature of the emergency and as an initial step, an assessment of the needs of the people caught up in a disaster is made. This is therefore fundamentally good from a gender perspective because needs assessment equips the CPU with appropriate relief items for men and women as well as children. In the case of floods in rural areas the immediate needs of the people will be shelter and sanitation. However, notable is the fact that the CPU during disaster response and relief face challenges as to how to reach the victims of certain disasters. Problems like the inaccessibility of some rural areas due to bad infrastructure like bridges and absence of communication networks. For example, Mbowa (2006) gives an example of flooding when roads and bridges could be washed away. In such a case, he points out that the CPU liaises with the Zimbabwe National Army for helicopters to extract marooned people.

He goes on to say that, in case where there might not be need for rescue but rather food aid and water, the Air Force of Zimbabwe takes that part as it uses small planes and helicopters to drop food packs, water and any other necessities such as plastic sheeting or tents for temporary shelter and trucks from the government's Central Mechanical Equipment Department may also be mobilised. Looking at this point, there is however need to note that the CPU is trying its best to make sure that food for example reaches the victims of disasters, however dropping food through the use of helicopters might also increase women's vulnerability in the sense that women lack physical strength to hassle for food against men. The vulnerability of women in this case can be reduced by the security taking control of food

distribution. However it also depends on the security's gender sensitiveness to fight for equal distribution of food for example.

It is also important to note that the CPU may face challenges when it comes to accessing some rural areas through early warning systems. This has been noted by Mbowa (2006) who argues that some areas which are affected by disasters do not have communication infrastructure in such a way that at times only one-way radio communication is available. For example in Chicualacuala in the southern parts of Zimbabwe where they cannot receive early warnings because they only receive foreign radio transmissions as well as in Muzarabani where VHF radios are only available at local police stations.

Thus from a gender perspective, it is most probable that women are mostly going to be affected as the majority of women stay in rural areas. This has been noted by UNCT (2012) which points out that 86% of women in Zimbabwe live in rural areas. Infact UNCT argues that ensuring gender equality is a fundamental basic human right and equally a social and economic imperative in Zimbabwe. It further argues that, though the country has become a signatory of so many gender conventions and agreements, it still has got a long way to go as this has not been effectively put into practice.

The fact that the CPU in Zimbabwe is not well funded need also not to be ignored. Actually, Mbowa (2006) notes that the CPU heavily relies on donor funding, however given the current donor fatigue and targeted sanctions facing Zimbabwe it becomes a big challenge which affects response and relief in Zimbabwe. Thus, UNCT (2006) states that gender inequality remains a concern in Zimbabwe, particularly in rural areas where real income of women is three times less than that of men, and women have a higher structural unemployment rate of 70% compared to 56% for men. Therefore given that the CPU is lacking funds to cater for



compulsory needs for both women and men, then, it becomes very difficult for the CPU to have funds to cater for the needs specifically for women.

### **1.3 Disaster response and relief in Zimbabwe from 1980 up to date**

In the case of Zimbabwe, the PreventionWeb (2012) notes that between 1980 and 2010, 35 natural disaster events were documented, this resulted in 6,448 deaths, averaging 208 deaths from disasters annually. Of the 35 natural disasters, 6 were drought occurrences, 7 were floods, 2 were storms, and 20 were epidemic occurrences. Chikoto (2004) also counted the number of public transportation disasters that plagued Zimbabwe between 1982 and 2003, which claimed over 700 lives and injured over 400 people. According to the UN Inter-Agency Appeal for Emergency Relief report (2000), Zimbabwe was hit by a devastating tropical cyclone with strong winds (Cyclone Eline) on the 22nd of February 2000. Notable is that from the same report, the cyclone hit the eastern and southern parts of the country.

According to the Zimbabwe Country Profile, 1997 report, Zimbabwe suffers from severe droughts and the worst and most severe was in 1992. Drought relief through food distribution, borehole drilling and drought recovery programmes consisting of seed and fertilizer packs alleviate the impact of drought on poor households. Food by the government was sourced from USA, Argentina and Mexico due to the fact that crop harvests had failed throughout Southern Africa. According to the Government of Zimbabwe in response to the severe drought, a task force on drought relief management was formed in response to the severe drought to assist the Cabinet Committee on drought relief. Some of the response programs included the child supplementary feeding, food for work program, Grain Loan scheme Cattle rescue operations, food production incentives and Public works Program.

It can be commented here that the response and relief to drought was somehow gender sensitive as it included child supplementary feeding. This is because children cannot be

separated from their parents especially their mothers as they depend on them for being nurtured. Thus buying food for children means that in one way, women's reproductive roles were reduced that is to care for the children. However in another way, this could also increase gender roles for women as they are the ones who had to fetch water, firewood and cook for the children. The intervention was also gender sensitive to men as they are considered to be the head of the family in capital terms. Though the women play a part in looking for food, men also bear the responsibility of sourcing for money to buy food. Thus, there is need to carry out gender analysis before giving relief to the affected community so as to see if the intended intervention would not increase the roles for women as compared to those of men, in a way becoming gender blind.

According WFP, (2010a) and Hampshire, (2009), studies also point to the specific vulnerability of women and girls in many pastoral economies. Grunewald et al, (2006a) supports that women and girls are particularly vulnerable given cultural barriers to women's control over household resources and increasing aggression towards women when pastoral communities break down. In addition to that Akilu and Catley, (2010) state that successive droughts are leading to new vulnerable groups, as families lose livestock and 'fall out' of the pastoral economy. Steglich and Bekele, (2009) argue that this leads to increasing numbers of destitute people, largely women and children, living on the edge of towns and settlements. Islamic Relief, (2002) and Concern, (2002) argue that women's needs are more likely to be represented if women are included in the assessment team.

Furthermore it should be noted that drought occurrence does not only represent food shortages. This is important to note as humanitarian agencies tend to focus more on giving food aid during disaster response and relief. This has been supported by Harvey and Bailey (2011) who argue that food aid is not the only response to food deficits and, in many cases, not the most cost-efficient or effective. Therefore a point to note is that there are shortages

which come as a result of food shortages for example before receiving food aid, all the money meant to buy other non-food items (washing and bathing soap, pampers for children, sanitary pads, cotton wool) is then diverted to buy food. Therefore there is need to cover up those indirect shortages caused by in this case, drought.

In addition to that, the occurrence of droughts in Zimbabwe is likely to continue as the IPCC (2008) predicts that in Zimbabwe rain-fed agriculture is likely to decrease by 50 percent by the year 2020. It also estimates that agricultural production in Sub-Saharan Africa is most likely to decrease by 50 percent by 2080 .Thus from a gender perspective, it must be noted that 80 percent of African women depend on agriculture as a form of livelihood. It is also important to note that though most of the African women depend on agriculture, there is also a considerable percentage of men who also depend on agriculture and therefore response and relief need also to take into account that small percentage of men who also depend on agriculture for it to become gender sensitive. This is important so as not to increase gender inequality in the favour of women.

Furthermore, according to the United Nations Country team, Zimbabwe was also hit by Cyclone Eline on the 22nd of February 2000. The cyclone affected the Eastern and Southern parts of the country. The United Nations Country team argue that when the cyclone occurred it attacked an already fragile environment causing landslides and flooding. This is because these areas received higher amount of rainfall than normal. This resulted in communications systems destroyed by strong winds, bridges damaged and swept away, some dwellings were also swept away.

According to the UNICEF report, the national response to the emergency has generally been well with food supplies, clothing and various funds set up to support the affected. However, in his dissertation, Chatora (2007) pointed out that according to IFRC (2007) in Southern

Africa lessons learnt from the 2000 Cyclone Eline, revealed that there was lack of preparedness and insufficient contingency planning as compared to the 2007 floods and cyclone, Favio, that struck Mozambique and some parts of Zimbabwe. As there was lack of preparedness it therefore means that the Cyclone Eline caught people unaware in such a way posing a negative impact on the level of vulnerability of both men and women and even worse for women considering their higher level of vulnerability as compared to men. According to the UN Inter-Agency Appeal for Emergency Relief report (2000), four provinces which were affected by the Cyclone Eline floods, namely Manicaland, Matebeleland South, Masvingo and Midlands, more women than men in total were affected. The possible reason therefore though not clearly defined in the report could be because of women's level of vulnerability.

As part of response and relief to Cyclone Eline, UNICEF intervened to prevent an increase in acute malnutrition among the under fives due to the current disaster, by providing direct feeding to children under the age of five years who are under weight for their age (below the third percentile).Infact it can be commented that the intervention by UNICEF was gender sensitive in nature as it catered for children considering that children are dependents on their parents.

In addition to that, according to the UN Inter-Agency Appeal for Emergency Relief report (2000) WHO also intervened in Zimbabwe in order to prevent malaria morbidity and mortality among the population at most immediate risk as well as to prevent and control malaria epidemics as a result of the flooding due to Cyclone Eline. WHO was able to protect pregnant women and under-five year olds from malaria through the distribution of insecticide-treated bed nets, to protect displaced populations sheltering in temporary buildings (e.g. classrooms) from malaria through residual spraying to ensure health facilities including temporary treatment camps have sufficient antimalarials for treating simple and

complicated malaria. This also show that the intervention by WHO took into consideration the needs for pregnant women and children thus in a way making disaster response and relief gender sensitive.

According to OCHA (2013) Zimbabwe also received heavy rains in 2013 and an estimated number of 8490 people across the country were affected. Out of the 8490 people affected, 4615 required humanitarian assistance in the form of emergency shelter and/or non-food items (blankets, clothes, cooking utensils, hygiene packs). The heavy downpours have also caused major damage to agricultural land, destroying maize crops (the main staple), as well as disrupting public services such as road transportation and education. The main provinces requiring humanitarian response were Matebeleland South, Matebeleland North, Manicaland, Mashonaland Central, Masvingo and Midlands.

According to the UNICEF Situation Report (Zimbabwe) (2013) heavy rains cause flooding as the peak of the rain season approaches. Heavy rains in upstream neighbouring countries, such as Angola and Namibia, resulted in higher water levels in the Zambezi River which pose an additional risk of major water backflow in tributary rivers failing to discharge their water. In view of this risk, improvement in preparedness and response co-ordination between operational partners and provincial and district Civil Protection Committees is being called for to reduce negative impacts to vulnerable men, women and children.

The UNICEF Situational Report also stresses that flooding has been reported in Zimbabwe across much of the country with about 9,700 women, men and children verified to have been affected by the 31st of January 2013. Most of the humanitarian response and relief reports do not provide gender disaggregated data. This shows that, during their response and relief they do not consider the difference in vulnerability between men and women but they just take a compulsory approach in response and relief. The Zambezi River flows have been increasing

as a result of the rains being experienced within the country and the Zambezi upstream countries. As of 28 January 2013, the flows were averaging 1200m<sup>3</sup>/s which is above the expected flows of 753m<sup>3</sup>/s at that time of the year. The Limpopo River had significantly decreased while the largest lake in the country, Lake Kariba was now at 65.1% full. The current lake level was above the 39.8% level expected at that time of the year.

In Addition, UNICEF Situational Report (2013) also alludes that UNICEF then responded to women and children affected by flooding through working with the ECHO funded Environmental Health Alliance partners on rapid assessment and initial response to WASH related needs for flood affected women and children. In addition to that shelter and hygiene non-food items were also targeted for distribution in collaboration with IOM to Gokwe, Mt Darwin, Chiredzi and Tsholotsho Districts and in Beitbridge district (with German Agro Action), Gokwe North (with OXFAM). UNICEF was also working in conjunction with Plan, Save the Children and World Vision. According to the same report, conservative estimates are that nearly 70 schools were adversely affected by the floods in both Masvingo and Manicaland provinces. The state of schools is in the process of being verified. In the interim, UNICEF in partnership with Plan International were responding to the immediate needs of 48 schools in Nyanga, Mutare, Makoni, Buhera, Mutasa, Chipinge, Chimanimani, Mwenezi and Chiredzi districts with 56 school-in-a-box kits.

Save the Children alliance (2009) also notes that Zimbabwe as from August 2008 to May 2009 experienced the worst cholera epidemic described as the worst in Africa with an increasing cholera case load of 98,592 by July 2009. According to the same report, the number of cumulative deaths was 4,288, with 2,631 community deaths in mid-July and cumulative Case Fatality Rate (CFR) remained high at 4.3%. The report states that the cholera epidemic affected 57 of the 62 districts and it came against a backdrop of broken down and anachronistic water and sanitation infrastructure characterized by burst sewer

systems and water pipes, often resulting in sewerage contaminating water before it reaches household level.

It is argued in the same report that the 2008-9 cholera epidemic occurred when government institutions had no capacity to respond effectively and also to make matters worse, health systems had also all collapsed. However there is need to note that, multinational, bilateral aid organisations, local and international NGOs responded to the epidemic. Save the Children alliance (2009) points out that, the Water sanitation and Hygiene Cluster (WASH) together with Health cluster provided assistance to the government under the guidance of OCHA.

According to the UNICEF Situational Report (2009), it is important to note that the WASH cluster after heavily invested into the cholera response, in terms of financial support, time input, material and human resources, it then decided to evaluate their response actions with the intention of improving their strategies and preparedness for the 2009-2010 anticipated cholera outbreak.

The report points out that, the main intention of the evaluation undertaken by the WASH cluster was to assess how cross cutting issues such as protection, gender needs of vulnerable people, religious and cultural groups were being addressed in the cholera response. Thus, the results are of importance to note as they point out that despite the fact that the sphere standard of the WASH cluster have stressed the importance of addressing protection, gender and the vulnerable, no clear evidence was there to show that a move had been taken to address the issues. Most importantly it also came out during the evaluation that programming was not informed by age and sex disaggregated data or a vulnerability assessment. Therefore this shows that in this case, response and relief to cholera epidemic in Zimbabwe was undertaken but not gendered in nature.

This also means that needs of vulnerable groups were not undertaken. Infact according to the evaluations the WASH cluster did not have clear guidelines on targeting the vulnerable groups during the outbreak as no vulnerability criteria was done prior or during the outbreak. As a result, according to the UNICEF Situational report, (2013) the Evaluation Mission took note of attempts by IOM, OCHA, UNICEF, WFP and the Ministry of Labour and Social Welfare to address the needs of institutionalised vulnerable groups. It is therefore important to carry out vulnerability assessments before response and relief as this helps with specific targeting and giving appropriate relief items. This is because particularly, women, men, older girls and boys have special needs that should be taken into account. Relief packages need to include for example sanitary pads and clean strips of clothes to absorb their menstrual blood. Shaving machines are also important for men as part of appropriate items. IFRC (2010) notes that, relief packages need also to include underwear for women and girls. IFRC (2010) argues that women tend to be reluctant to approach men regarding their personal hygiene requirements, and can be easily embarrassed or humiliated during the distribution of sanitary and undergarment supplies. It is therefore important that males are not involved in their distribution and similarly, pregnant and lactating women have special needs for ensuring adequate milk production and for other crucial nutrients and vitamin supplements that can be incorporated into family or mother and baby assistance packages.

On the same note, Alam et al., (2008) notes that agencies in Bangladesh did not consider the concept of appropriateness of items during response and relief and as a result, agencies distributed water purification tablets even though lessons from past flood responses indicated that they had limited effectiveness and that people did not use them because they felt they spoiled the taste of the water.

In addition to that, the WASH Cluster Report (2008/9) also points out that massive doxycycline prophylaxis in some provinces has been reported and may have contributed to



complacency around good hygiene practices. OCHA (2009) stresses that concerns have been raised about side effects in pregnant women and young children where Doxy has been freely available on the market. The evaluation exposed lack of protection for women and men who are being asked by the local authorities to clean up and decongest sewer blockages without protective clothing. This is exposing the already vulnerable communities to new infections. All this therefore tries to harmer home to the point that despite the response given to the Cholera epidemic in Zimbabwe, evaluations have however shown that pregnant women during response and relief to the epidemic were not considered as the drug was just given to women and in the long run, had side effects to pregnant women. Thus important to note is that while women are the most vulnerable group, their needs again as women also differs again as we have disabled women, lactating women, pregnant women, adolescent girls, aged women among many different levels of vulnerabilities.

In fact, Disaster relief efforts need to pay attention to specific male and female health needs. IFRC (2010) points out that condoms, reproductive health kits and midwifery kits along with reproductive health information are key disaster response and relief needs. This is because the disaster victims are made up of different people, some who are HIV positive and pregnant women among others. Mid wives are also important as their absence would result in pregnant women giving birth under unsanitary and unsafe conditions.

According to the SC Alliance (2009), the renewed erosion of family livelihoods may result in families adopting coping mechanisms that put their children at risk of abuse, exploitation and other harm. A point to note here is that some of the coping strategies (relief) in Zimbabwe as has been commented, results in women and children being abused and or exploited, thus response and relief becoming gender insensitive. Scholars like Chaguta (2010) talk about the knock on effects of adaptation measures in a bid to respond to disasters. He argues that there is greater inequalities during response and relief.

In fact, according to the WASH Cluster report (2008/9), cholera epidemic affected men and women differently in number of ways as women played their traditional role of caring for the sick in all the assessed areas exposing them further to the epidemic. The report made it clear that the response left vulnerable groups unattended. In addition to that the report also argues that the need of more water to improve hygiene in the home of the infected and affected meant extra burden for the women and girl children who were reported to be going to fetch water three times more than usual.

On water shortage in Zimbabwe, Argalawal (2010), states that, it is estimated that annual rainfall levels in Zimbabwe are expected to decline by 60 percent by the year 2080. Rivflow rates are predicted to decrease by 70 percent by the year 2050. Thus from a gender perspective, water scarcity is likely to increase the reproductive role burden of women of fetching water and ensuring proper sanitation within the household.

Rosen and Vincent (1999) state that, the average woman, in Zimbabwe, spend 134 minutes a day fetching water and this is most likely to increase six fold by the year 2080. Thus, from a gender perspective, there is a possible knock on effect in the sense that, there will be an increase in school dropouts because of the time to be spend fetching water. The other possible knock on effect is an exposure to sexual assault as the women and girls have to pass through forests and bushes looking for water.

Therefore, considering the time to be spend fetching water and the distance to be travelled to fetch water, there is need by humanitarian organisations during response and relief to drill boreholes nearer to evacuation camps so as to promote gender sensitive response and relief.

Most importantly, despite the incapacitating effect of cholera, the evaluation mission did not find adequate representation of women and girls in cholera response structures at provincial, district and ward level in both urban and rural programs. Hence from the evaluation's

argument it could be possible that in Zimbabwe women are underrepresented during response and relief. Thus from a gender perspective, this is fundamentally wrong as calls for equal representation between men and women and not representation because of being female or male.

Furthermore the WASH Cluster report (2008/9), points out that women in Harare Chegutu and Chitungwiza reported that their income generating activities IGAs were stopped by the authorities resulting in serious loss of household incomes making the families more vulnerable since they could no longer afford to buy food, soap and aqua tabs which were very critical items in the fight against cholera. Considering that another aspect of vulnerability attached to women is the lack to economic entitlements, it may also hold water to comment that the way response and relief in Zimbabwe is undertaken is not gender sensitive as it tends to ignore the inequalities within societies. This is because in this case women in Harare Chegutu and Chitungwiza used to rely on their income generating projects to buy food, soap and aqua tabs which were very critical items in the fight against cholera but the way the authorities responded rather increased women's vulnerability as they could no longer afford to buy necessities to fight against cholera.

Furthermore, According to IFRC (2010), shelter and human settlement response and relief needs to take into account the socio-cultural and economic needs and preferences of men and women, as well as safety considerations. IFRC (2010), also points out that in disaster situations, women and men face physical and sexual violence and the threat of these often increases in relief camps. Though sexual violence mostly happens to the females, it is important to note that men also face the same problem but due to masculinity, men try by all means to keep it as a secret. From the IFRC (2010) point of view locating shelters close to the original home whenever feasible provides extra safety due to intimacy with the shelter's physical surroundings. In Zimbabwe according to Home Africa (2014) families, from Chivi

District, were relocated to Chingwizi transit camp, which is 200km southeast of Masvingo. The evacuation is gender insensitive to both men and women as they have different needs from their surroundings. This means that women and nature are more closer as compared to men and nature according to the eco feminism theory for example women are in charge of collecting firewood and water and therefore evacuating them very far away from their places or origin can affect them as they would start to learn their surroundings so as to continue with their normal living roles and responsibilities. It is important to also note that according to the husband's perspective, it is also difficult to cope with the new environment as men also need poles for roofing and fencing from the forests and it becomes also very difficult for them to undertake these tasks in a new environment.

In conclusion, there are several disasters which took place in Zimbabwe in form of droughts, floods, cyclones, epidemics among others. These led to interventions by many humanitarian agencies as well as the CPU. The government of Zimbabwe is also a signatory to various regional and international conventions, treaties, declarations and protocols that seek to promote and create an enabling environment for the attainment of gender equality and women's empowerment in all sectors of development.

However, from a gender perspective, response and relief in Zimbabwe seems to take a compulsory approach as it does not fully consider the different needs of both men and women and does not consider how response and relief could increase or reduce the roles for women and men respectively. Zimbabwe therefore, has got a long way to fully mainstream gender in disaster response and relief despite the fact that it is a signatory to many gender conventions.

## **2.0 CHAPTER TWO**

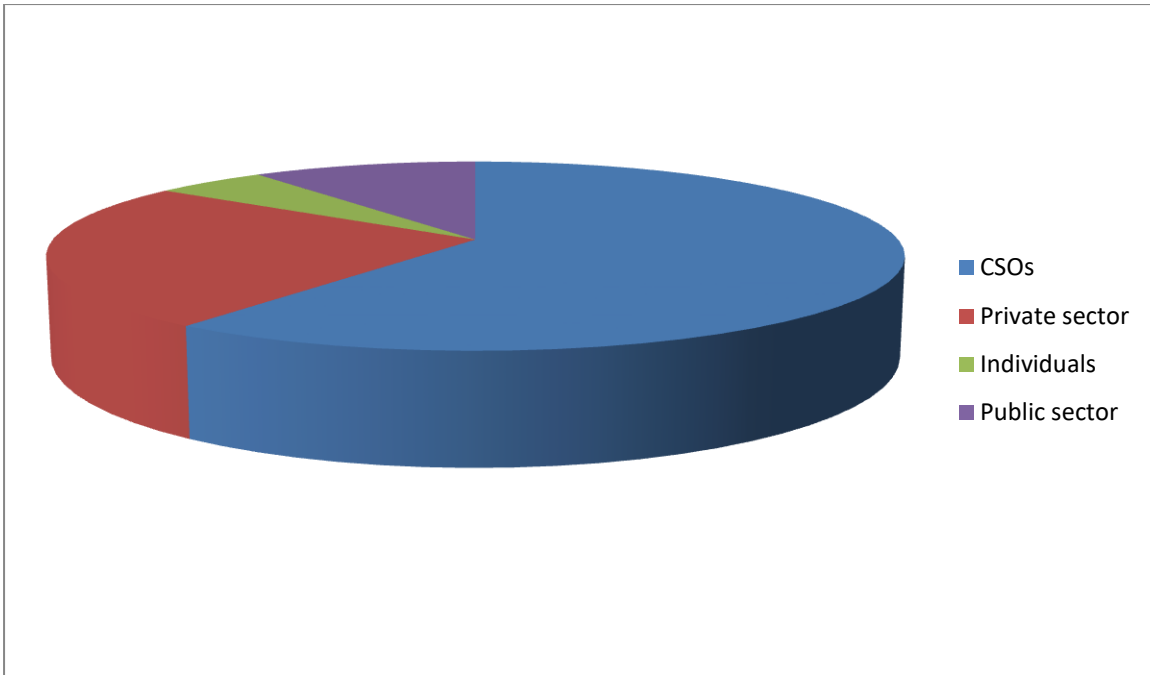
### **2.1 GENDER ISSUES IN DISASTER RESPONSE AND RELIEF AT CHINGWIZI**

#### Introduction

Response and relief in Zimbabwe has proved to be largely gender insensitive. This is true basing on the findings on gender mainstreaming in response and relief following the Tokwe Mukosi disaster. This chapter identifies gender issues at Chingwizi Camp particularly looking at the problems faced by men and women in the relief camp, challenges to effective gender mainstreaming in response and relief and how poor gender mainstreaming has affected men and women at Chingwizi camp. The problems emanated from the findings on the makeup of emergency response teams, gender insensitive relief items, health issues, appropriate safe shelter, human settlements and water and sanitation, prioritisation of women and children during evacuation, early warning systems, the availability of security, availability of clinics and different denominational churches near Chingwizi Camp.

#### **2.1.1 Players in response and relief at Chingwizi camp.**

The CPU, CSO, individuals, private and public companies intervened in the Tokwe Mukosi Disaster. These include many NGOs such as Oxfam, Bhaso, UNICEF, Red Cross, Christian Care and also Masvingo United Residents and Ratepayers Association. Econet also intervened and even individuals like Makosi Musambasi also put hand in response and relief in the Tokwe Mukosi disaster. Interventions were made in form of food, shelter, and transport to the evacuation camp, non-food items among many interventions.



**Figure 1: Different players in response and relief in Chingwizi**

**Source:** Research findings (2014)

The above presentation shows that more intervention in humanitarian assistance in the Tokwe Mukosi Disaster came from Civil Society organisations mainly UN agencies and some NGOs. It is important however to note that the government through the CPU (Public sector) intervened but lack of adequate resources hindered it to effectively provide response and relief and it had to be assisted with individuals and companies as well as CSOs as has been noted above.

## **2.2 PROBLEMS FACED BY MEN AND WOMEN AT CHINGWIZI CAMP**

### **2.2.1 Gender insensitive relief items**

Relief items given to flood victims in Chingwizi were in form of food and non food items.

### 2.2.1.1 Food items

Response and relief in form of food items resulted in two major problems to both men and women. Food donated by different humanitarian agencies was not adequate and was duplicated hence not diversified enough.

The food donated was shared amongst the flood victims per household without considering the number of people that make up such a household. This resulted in food shortages affecting both men and women. It is important to note that food shortages have different effects to men and women. Men as the head of the family are struggling to make ends meet, to find money so that food could be made available. It is also important to note that failure by the husband to buy food affects the wife as the wife bears the reproductive role burden of cooking for the family and the question of what to cook has troubled many mothers in Chingwizi. Thus food shortages in Chingwizi have fundamentally revealed poor response and relief from a gender perspective as it is affecting both men and women though the level of vulnerability to food shortages in Chingwizi has proved to be higher to women as compared to men.

The situation has been worse for women in Chingwizi due to the fact that though the father is the head of the family, failure by him to buy food increases women's reproductive roles through looking for food. For example, there are some non-food items which were donated to cater for the special needs of women like sanitary pads. These sanitary pads were later exchanged for vegetables, milk, and other relish besides beans and dried kapenta which the relocated people at large received as relish for sadza. Another woman also said that,

*"...murume wangu arikundimanikidzira kuchinjanisa mapads angu nemavegetables, hanzi kuti anodyiwa here."* (Her husband is forcing her to exchange sanitary pads for vegetables as he does not see the importance of sanitary pads)

This can result in two important views that , in one way, men do not seem to see the importance of these sanitary pads which means that ,even though the donation of this special commodity to women came when it was too late, to men, it was just normal.

In another way, even if the women are not forced to exchange these sanitary pads for vegetables, still it remains their reproductive role burden to look for other relish rather to keep on eating beans and dried kapenta recurrently. This shows that despite food donations donated ,notable is the fact that the food donations though they were highly needed seemed to increase the reproductive role burden of women to further look for more food as the donated food seemed not diversified enough. Thus from a gender perspective, this represents poor gender mainstreaming in disaster response and relief as gender equity by Reeves and Baden (2000) denotes the equivalence in life outcomes for women and men , recognising their different needs and interests and requiring redistribution of power.

#### **2.2.1.2 Non food items**

Non food items donated revealed more concentration on women than men though the non food items for women came when it was too late.

It should be noted that, at early stages of disaster response and relief, women's needs were not fully catered for. This is because women complained that donations for sanitary wear came too late when we had already resorted to using leaves as well as some unhealthy rugs which even resulted in some of us suffering from period pain. One woman during the interview said that,

*“...ndakatotangavo kunzwa jeko patakauya kuno nekuti handina kukwanisa kutakura madhende angu andaisevenzesa”*



Thus, though there were donations of sanitary pads by individuals like Makosi Musambasi (Big Brother Celebrity) and NGOs like ActionAid and ZWOMIT, the aid came when it was too late as can be deduced from the research findings.

To show that the sanitary pads came when it was too late, when interviewed, most women and girls testified that we had no access to money to buy sanitary pads and some of us have resorted to using leaves while others engaged in prostitution and even theft. In terms of family planning pills, Respect Ndapfiga (28) pointed out that,

*“ini ndatova nepamuviri pandanga ndisina kugadzirira, bonde harina kumiraka iri nekuti kwanzi Tokwe Mukosi rwazarisa.”*(Unplanned pregnancy due to in-access to family planning pills during the disaster.)

Though Respect was not showing worry for her unplanned pregnancy, she however equipped the researcher with information that during the disaster she misplaced her family planning pills and as a result she could not get them as soon as possible. Since the pills are to be taken on daily bases, she missed the pills for some days and fell pregnant. This shows that the temporary clinic was not set up as soon as possible for them to access the family planning tablets.

The argument that there was gender inequality on non food items is due to the fact that there were little interventions which were made specifically for men, though for women it was also even inadequate. Men’s relief items like shaving machines, gumboots, helmets were not included in response and relief in Chingwizi. Thus from a gender perspective, though the women’s needs were met at a later stage, the fact that men’s special needs were not even met signifies poor gender mainstreaming on non food items as the non food relief items tended to be more “womanised” in nature and not gender sensitive.

### **2.2.2 Health issues, human settlements and water and sanitation**

The Chingwizi camp is overcrowded and unhygienic. Notable is the fact that upon arrival at the Camp, an unwelcoming smell from the toilets welcomes the visitor. It is in this case that so many families at Chingwizi are suffering from mainly diahorrea and other diseases such as malaria. A woman interviewed by the researcher pointed out that, besides the outbreak of diseases, the toilets do not provide for privacy as the toilets do not have doors and in case wind blows, the person in the toilet is left unprotected. Also on the same aspect, temporary toilets and bathrooms for females and males are not separated with a distance to ensure adequate privacy for both men and women.

In addition to that, bathing and toilet areas do not have an area for washing and drying menstruation cloths .On the same note another aged woman also complained that the food they received is also compromising their health considering that they are HIV positive. The toilets at Chingwizi Camp are inadequate to accommodate the total number of people in the camp to such an extent that the people are now resorting to bush toilets. From a gender perspective, this is wrong as response and relief failed to undertake gender planning which calls for all processes in response and relief to include gender sensitivity.

In addition to that as a way of promoting health and sanitation in Chingwizi camp, ZRCS, by the end of March 2013 had drilled three boreholes one within the campsite and the other two were drilled at the satellite school which is 3km away from the Chingwizi camp. It was a good move by the ZRCS but from a gender perspective, research has revealed that the development move in form of these boreholes has proved to be gender blind as women(because they are the ones who are responsible for fetching water) have to wait for long hours in a queue waiting to fetch water. Pressure has been exerted at that one borehole within the site camp because women find it difficult to travel over 3km with a bucket full of

water from the site camp on top of their heads. One woman who provided a fictional name, “Mandara”, pointed out that,

*“...inguva yakaoma kuvanhu vose muno muChingwizi,asi iiii kuvanhukadzi zvazotinyanyira,kana murivo chaiwo tatadza kurima nekushaya mvura,mukuvira kwezuva vana vanenge vakangotarisira chikafu kubva kwatiri.”* (It is a hard time for women in this Camp as we are not even able to grow vegetables for family consumption due to water shortages and at the end of the day we are the ones who need to put in place food for children to it)

This means that though both men and women have been affected by the evacuation, it has become more difficult for women to cope with situation as they are responsible for most if not all of the reproductive roles. The women can no longer grow vegetables for family consumption as they used to do when they were still at their original homes. One man who requested anonymity argued that

*“...taisambozviziva kwedu uko (their original homes), kuti baba vanotobvunzwawo husavi hwemanheru...”*

The man was just trying to figure out that women are the ones who are responsible for catering and that department should not include men under African cultural norms.

Though the above argument might seem to be patriarchal in nature, it needs however to be considered as it paves a way towards realising that, all this stems from the fact that water sources were established in a way which seemed to be gender blind. If more boreholes were drilled within the site camp, the women would have carried on with their normal way of growing vegetables for family consumption but now that the water is scarce, it has increased the reproductive role burden of both looking for water as well ensuring proper sanitation.

Thus the above support by the ZRCS has not been able to meet the WHO and the Sphere standards in terms of time spend fetching water as well as distance travelled to water sources.

Due to poor gender mainstreaming into disaster response and relief at Chingwizi, one woman named Netsai (64) is bemoaning her original home as she is the head of the house and to make matters worse, she has got a her 29 years old girl suffering from epilepsy. It is worrying some to note that response and relief did not take into account female-headed households to give them special response and relief. Winnet Bhasikiti relies on her mother for everything from food to toilet. The situation is even difficult for her mother as she is even confused as to where to go with her when she needs to relieve herself. This is because the toilets are always dirty and even if they are not dirty, they do not address her disability. The mother also argued that bush toilets are even worse in terms of dirtiness.

It pains Netsai so much that she is not even getting medication for her child from the local temporary clinic. Netsai argues that under normal circumstances (when she was living at her original home) she did not feel the great pain for her child as she is doing now. This was because her resources at her original home could permit her to render the necessary assistance needed by her daughter. However to Netsai, the life she is leading at Chingwizi is not a normal one. Thus from a gender perspective, response and relief is failing to adhere to Article 13 of the African Charter on the rights of children there should be special measures for handicapped children to access their basic needs and maintain their dignity ,participation and self reliance.



**Figure 2: Winnet Bhasikiti sitting in the tent which has been established by ZRCS in the Old people's section.**

**Source:** Adopted from <http://www.thestandard.co.zw>

### **2.2.3 Women neglected during evacuation**

While gender sensitive response and relief prioritises women and children during evacuation, search and rescue during the Tokwe Mukosi disaster seemed to take a wholesome approach to response and relief. Women and children need to be prioritised due to their lack of speed and the theory of biology and practicality, issues of pregnancy for women, lactating mothers among many factors. This is because research revealed that some people were running away while helicopters wanted to pick them thereby making prioritisation of women and children a futile plan. The people were running away due to the fact that they did not want to live their valuable goods like domestic animals which include cattle, goats and hens.

### **2.2.4 Gender insensitive early warnings**

The metrological Service Department warned that there were going to be heavy rains in most parts of Zimbabwe basing on a deep and very active low pressure system that entered the country on 06/02/14. Then as part of preparedness, the government of Zimbabwe had planned

to evacuate the people in three phases. Notable however, is the fact that, the situation did not go as planned, the pace at which the government was planning the evacuation seemed to be slow as flooding then occurred at a faster pace, thus, in such a way, catching the people unaware.

What shows that the people were caught unaware is the way they were evacuated. A wholesome approach was used to evacuate the people even those who were not in great or any danger at all were evacuated. In fact, on early warnings the women residing in the Chingwizi camp pointed out that, “.....it did not come as an issue for us, women but for our husbands.” Though they were speaking using the native language what they wanted mostly to air out was that, the mode of communication used by the Metrological department mainly was suitable for men as men are the ones who usually spend much of their time listening to music. Women from what they were saying seem to spend most of their time in their gardens and some were saying since it was a harvesting period, they were heavily confined to their fields. Amai Vhurusa even went on to comment that, “radios are our husbands property and we don’t have time to sit down and listen to the radios. ”

Since army and police officers are said to have visited the Tokwe Mukosi area to force evacuation of these people before the disaster strikes, the researcher considered it to be part and parcel of early warnings and asked the complaining women if they did not also meet with these officers.

The responds from these women showed that the patriarchal nature of the communities who used to reside in the Tokwe Mukosi area is the one which hindered early warnings to adequately reach women. Women are not allowed to participate in public spheres, are not included in decision-making and what they just need to do is to listen to what the father of the house say. Thus the father has got the final say, whether the father is far away, working in

town, he still has the final say on matters concerning the family. From a gender perspective, early warnings were disseminated poorly by the meteorological department and this is against the Beijing Declaration on women's empowerment and their full participation on the basis of equality including participation in decision making.

Therefore the final conclusions the women get from their husbands made them to remain at the place as there was no flooding which was imminent but rather, the disaster was a human induced one, by which the government wanted to create space for game reserve. Therefore, it can be commented that, the early warnings to some extent were not all that gender sensitive as they did not consider the patriarchal relations within the affected communities which then hinder appropriate encoding of the early warnings by particularly, women.

### **2.2.5 Security**

Though there is security at Chingwizi, research has revealed that cases of girl child falling pregnant without responsible fathers are on the increase. An estimated number of 80 girls are said to be pregnant in the camp. It is however important to note that, the fact that men do not fall pregnant does not mean that they are not also being sexually harassed especially young boys. However research findings shows that security in the camp has been a serious issue especially for women and girls. There is also no adequate lighting in toilets and bathrooms during night hours which further expose women and some men to sexual assault. This was supposed to be done so as to curb sexual violence. Furthermore, the toilets have been relocated too far away from the tents thereby making it very difficult for some people for example the elderly to go there especially during late hours and as a result, many people during late hours tend to relieve themselves behind bushes.

Thus, the security is not so tight enough to fully protect the people from both sexual assault and use of bush toilets. Besides girls falling pregnant, spread of STIs is also on the rise. Cases

of people falling victims mainly syphilis and gonorrhoea are also on the rise according to the statistics recorded at the local temporary clinic. Interviewed by the Herald, Mr Evos Makoni (Masvingo provincial HIV and AIDS co-coordinator), stated that an estimated 200 STIs have been recorded since April 2014. NGOs which have been undertaking awareness campaigns concerning health as well as providing medical services have also ceased to operate. This affects both men and women as they all fall but from a gender perspective, the outbreak of such diseases results in women bearing the brunt of caring for the sick. As for the girls falling pregnant, midwives and midwifery kits need to be available. Though there is a local temporary clinic next to the camp, research findings shows that the clinic does not have adequate facilities to cater for maternal health care. Thus the absence of tight security evidenced by the high rate of moral decadence as girls are falling pregnant at a premature stage shows that sexual assault towards women is high and women therefore are not fully protected. Thus, from a gender perspective, women's reproductive role of caring for the sick has been increased by the gender blind approach applied during response and relief.

### **2.2.6 Children's needs**

Since it has already been pointed out that women and children are inseparable as they depend on their mothers for the care they need for education, health, entertainment and food among many factors, there is also need to present the interventions made towards children and how this relieved women in lessening their roles. It is however important not to totally incline the role of looking after children as the role only for women. This is because research findings in Chinngwizi showed that there are also divorced and males who lost their wives who are also bearing the brunt of looking after their children. However on this aspect, research findings also shows that those male households are temporarily single as they mostly take prostitutes to



perform the roles within the private sphere. Thus, at the end of the day, women bear the expanding roles of looking after the children following the Tokwe Mukosi disaster.

Research on this aspect was mainly on education and recreational as it has already been noted that the food provided was not diversified enough.

It is much appreciated that, it was in the efforts of the ZRCS that a playing ground within the site camp was created and it also provided the necessary playing kits. This is very important relating to Article 12 of the African Charter on the rights that accrue to children that children should have leisure time. However, on education, there are inadequate classrooms, books, furniture and even teachers. The teachers are not even willing to go and teach in such an area which has got long-term implications on the education of the school children. It is important to note these poor conditions have even caused the school children at Mlali Primary and Secondary Camp School to have a bad attitude towards education. What the interviewed teachers could only say was that the children are misbehaving to such an extent that some are being expelled from school and this has created sour relations between the teachers and the parents in Chingwizi. However there were some boys interviewed by the researcher who are doing form three who seemed to be more concerned with education as they were saying that, they are only waiting for this term to end so that they can repeat form three next year as they are not prepared to sit for their “O” level exams next year.

Some of the children especially girls have even dropped out of school due to mainly two factors, the girls are falling pregnant due to lack of security as well as the fact that they have resorted to promiscuity behaviour as a source of getting money to access their needs. Girls have also dropped out of school due the fact that they are now helping their mothers with house work because their mothers’ roles have gone beyond their capacity as they have to get everything after sweating. Schools have been opened this September and many children have

not been able to go to school due to poor learning conditions (e.g. pupils learning in tents) and poverty as has been noted above.

From the 2519 secondary and primary school going children who were affected by floods, hundreds of them were separated with their parents while their parents were heading to Chingwizi and the children left behind to continue with their education. Besides the family fabric being stretched, this has an implication of behavioural change to the negative as they would be lacking constant monitoring and nurturing from their usual parents. According to Skinner and Lalor (2004), children staying with extended family members are 1, 5 times more likely to be sexually abused in comparison to children staying with their immediate family.

According to the Progressive Teachers Union of Zimbabwe (PTUZ) report published in July entitled Dilemma of Learning at Chingwizi, the high rate of school drop-outs had resulted in many young girls at the camp becoming pregnant. Infact the temporary structures are too temporary, they should have responded by building semi permanent structures. This is fundamentally wrong from a gender perspective as it goes against Goal number 2 of the Millennium Development goals which is aimed at achieving universal primary education. This is because primary education enables personal development of the child.

It is important to note that the teachers at Mlali Primary and Secondary Camp School are also not willing to provide information concerning whatever is going on in Chingwizi. Female teacher at the secondary school referred the researcher to the provincial Head Office for information concerning school dropouts by mainly the girl child. It is important to note that the lady teacher was not even willing to talk to the researcher not because she is ignorant but because of her safety's sake. This is mainly because the situation at Chingwizi area is so unusual and tense. Therefore the interviewed teachers had fear of the unknown. That is why

the researcher whilst at Mlali primary and secondary camp school got much of the information needed from mainly primary school children.

### **2.2.7 Makeup of emergency response teams**

Findings on this aspect revealed two important factors when it comes to gender mainstreaming in response and relief. Women were not equally represented to men considering the makeup of the emergency response team.

## **2.4 EFFECTS OF POOR GENDER MAINSTREAMING AT CHINGWIZI**

The effects include the hindrance of women's informal jobs resulting in women becoming the poor of the poorest in Chingwizi, girls' school drop outs and Gender based violence.

### **2.4.1 Interruption of informal jobs**

Oxfam (1995) states that women work 67% of the world's working hours, women's earnings range from 50 to 80% of men's earnings and globally, women make up 10 % of representatives in national governments and this automatically means that their working hours they spent working are on informal jobs.

Since the disaster happened in a rural setup, women used to undertake their informal jobs as a way to find access to their livelihoods. However the disaster has resulted in women losing their gardens, informal selling markets which they used to sell their garden produce, their chicken-keeping projects were disturbed. Some were bemoaning their societies which they relied on for survival. Chengeto Mudyanebanga commented that,

*“Nhai mwanangu, newevo wakazvitarisa, mudzimai wanhasi angaswerochemerababa mari yekuraramisa mhuri. Ah, isu kwedu uko taizvirimira, tichichengeta huku, tichiitirana mikando, ini nyange vangu vana ndaiendesa kuchikoro neangu aya, maoko.”*

All what Chengeto was trying to figure out was that, the disaster has resulted in them losing their livelihoods causing them to live an abnormal life. Since research findings show gender blind response and relief, women's prospects of recovering these things for survival has been curtailed. These women therefore have got fewer if not none at all, chances to find other forms of work than men who are already migrating to town to look for employment. Simbarashe Ganduri's wife said that her husband left her with her 3 children while heading to South Africa to look for employment. Some men are also migrating to Triangle to look for employment in the sugarcane farms.

#### **2.4.2 Gender Based Violence**

It is important to note that poor astute gender mainstreaming within the response and relief efforts has exacerbated gender based violence in Chingwizi Camp. Gender based violence in Chingwizi Camp is quite prominent. The type of temporary settlements built is not so conducive to promote privacy between men and women, girls and boys. It is so sadly to mention that adolescent girls and mature boys sleep in the same tent with their parents. "This has also resulted in intergenerational sexual activities, as there is grapevine spreading of a young 15 years old girl who is said to have been impregnated by a 33 years married man with 2 kids and his wife." Therefore from a gender perspective this is not good as it goes against Article 27 of the African Charter on the rights of a child that a child should be protected against sexual exploitation.

The area is so overcrowded that, it has become very difficult for even the security to maintain discipline. It is also shameful to note that, some men who requested anonymity due to fear of being victimised supported each other as they argued that, "We don't rely on the security for fighting against gender based violence, we would rather defend our wives for ourselves." The other man who seemed to be in his late fifties went on to say that,

*“ko mbavha inogozvigona sei kurambidza imwe mbavha kuti isabe, iwo mapurisa acho ndiwo arikutotibatira vakadzi chibharo pano,haaaa, nyika yaminama mhani.”* (The security itself is perpetuating gender based violence)

From the men’s arguments it is clear that they do longer have trust in the security that is meant to protect them in all forms of abuse as they actually accuse the security for being responsible for causing specifically sexual violence against women. The most prominent distinct feature of sexual violence particularly against women in Chingwizi is in the form of exchange of sex for material goods. According to the FACT report (August 2013), the issue of “Sex for Food”, was said to have been reported in the first two months of the disaster.

Another young boy aged 20 commented that, “...with this idleness in this camp, what other activity can we do, besides the sexual activity?” This shows that sexual activity has become the only activity to do in the camp due to the fact that they have got nothing which can occupy them. Men also are facing some form of gender based violence as they are being harassed by their wives after failing to provide money as the head of the house to buy food. What makes men not to report this form of harassment is due to the issue of masculinity.

It is important to note that those who were mostly willing to unveil cases of sexual violence taking place were men as compared to women. Men were willing to let the cat out of the bag because it is mostly happening to single mothers, widows, women left by their husbands while going to search for work and adolescent girls. Therefore, men who reported this are now in fear of leaving their wives alone in such a gender based violent camp. Women who encountered sexual harassment and even those who did not are not willing to tell due to shame, fear of losing donations, powerlessness as well as fear of being victimised. However, according to the research findings, perpetrators of gender based violence include not only the security (police and soldiers) but also other community men, as well as relief workers.

Basing on the research findings, it was also clear that the government's failure to compensate the evicted people from Tokwe Mukosi has also exacerbated gender based violence. This is because there area of Chingwizi has become more of a "war zone." It is characterised by tension especially between the police and the community. The community pose red eyes on every official person who enter the camp. Their thinking is now that it is either one wants to hinder them from claiming their compensation or you are part of them in claiming their compensation. They only give full attention to someone with the message of compensation from the responsible authorities. The tension between the police and the community has however increased gender based violence in the sense that when the violence occurs between mainly men in the community and the police, the police bit everyone up even women and girls and women and girls suffer more due to lack of speed to run away. "The community burnt two police cars on 1 August 2014, over the dispute on relocation of the temporary clinic", said one of the men from the locals of the Chingwizi community. As a result, the police retaliated by biting everyone up.

It is also important to note that under reporting of gender based violence in Chingwizi camp has resulted in an absence of statistics from the statistical office but that that does not mean that gender based violence is not taking place in Chingwizi, it is there but it is only that cases are not being reported.

### **2.4.3 Health issues**

It is important to note that, poor health and sanitation as well as food insecurity on its own have led to more suffering to women than men. Though both men and women go in the same poorly maintained toilets, suffer from food shortages, it is important however to note that the greater share of suffering after all goes to women as the women are the ones who are

responsible for taking care of those who are falling sick, be it a child, another woman or the father himself.

Though men also suffer from food shortages, at the end of the day the wife is the one who is responsible for making sure that the evening meal has been made available. This is therefore the situation at Chingwizi, women are responsible for carrying for especially children as young as 4 who are suffering from diarrhoea, malaria, dysentery and also malnutrition diseases such as kwashiorkor and stunted growth. Besides diseases caused by unhealthy sanitation, food shortage has also started to affect the Chingwizi community. This is mainly because the government has instructed a stop to food rationing to those who are refusing to be relocated to their one hectare plots which are 17km away from Chingwizi Camp. Thus starvation has started to affect the people, a widow aged 49 said that where the government is forcing us to be relocated to is not even conducive for agriculture that we may think that we would be able to fight this hunger. This is mainly because the area being allocated for cultivation is too small, the area is also dry and to make matters worse, there is no compensation at all.

The Minister of Local Government Ignatious Chombo, advised the Minister of Provincial Affairs of Masvingo Kudakwashe Bhasikiti that food aid should only be given to only those who agreed to be relocated to the new plots. Thus food aid is now used as a weapon to force evacuations of the flood victims to the one hectare plots

Therefore response and relief in Chingwizi has resulted in women bearing the greater suffering from poorly maintained toilets, untreated water, limited accommodation resulting in overcrowding as well as food shortages all resulting in outbreak of diseases. This is all emanating from poor gender mainstreaming by relief agencies and this opposes the calls by the Beijing Platform for Action which according to the DAC report (1998) states that the

government and other actors should promote an active and visible policy for mainstreaming a gender perspective in all policies and programmes.

Data from the research findings shows that there is poor gender mainstreaming in response and relief in Chingwizi Camp. It mainly discloses poor gender mainstreaming in health and sanitation in terms of toilets and bathrooms, water treatment and access as women have to stand in long queues waiting to fetch water, the dissemination of early warnings, and appropriateness of relief items among many gender blind interventions. These situations at Chingwizi have therefore resulted in Gender based violence, hindrance of women's informal jobs, and also health problems.

Therefore from a gender perspective, the response and relief has been poor as this goes against the Millennium Development Goal number 3 which calls for the promotion of gender equality and empowerment of women as well as the 2013 National Gender Policy whose goal is to eradicate discrimination and inequalities in all spheres of life and development.



## **3.0 CHAPTER THREE**

### **3.1 CHALLENGES TO EFFECTIVE GENDER MAINSTREAMING**

#### Introduction

Previous chapters provided the researcher with the basis upon which the researcher could recommend and conclude on the best strategies that can be implemented to ensure gender sensitivity in Disaster Response and Relief.

#### **3.1.1 Challenges to effective gender mainstreaming in disaster response and relief at Chingwizi camp**

Poor gender mainstreaming in response and relief in the Tokwe Mukosi disaster is as a result of many factors and most of the factors come back to the way response and relief is undertaken. The ways include lack of effective gender analysis before undertaking response and relief resulting in failure by humanitarian agencies to consider patriarchy as well as needs analysis among many factors, NGOs which are gender based diverting their finance to fight government, lack of coordination between the government and NGOs and also lack of resources by the Civil Protection Unit.

##### **3.1.1.1 Ineffective gender analysis**

It is important to appreciate that different organisations undertake gender analysis before intervening in humanitarian response and relief. However the state of gender mainstreaming in response and relief in Chingwizi shows that though gender analysis was done, it was not effectively done. Gender analysis in the Tokwe Mukosi disaster could have saved a purpose of unearthing existing gender relations within the community and then assessing how food aid, health and sanitation, early warning systems among other interventions made, would impact on those existing relations. This is because while the interventions made by various

agencies were done in a bid to provide the victims with their basic needs, it also led to an increase in the roles for mostly women.

Gender analysis is very important as it was going to answer the questions like who has access to and control of what resources and why, what influence such access to such resources and what are the social, cultural, political and economic influences on gender relations with the community of Tokwe Mukosi.

Thus once these questions are answered, the humanitarian agencies would have then linked the results to the interventions they have in place. Infact the humanitarian agencies would have realised that the Tokwe Mukosi community is patriarchal in nature. The patriarchal nature is evidenced by the constant referrals one get from women directing you as a researcher to their husbands, meaning to say that the father has got the final say in almost everything. This is also the reason why the community took the evacuation issue to be a “men’s” issue.

Gender analysis is important as it helps with proper targeting. It is due to ineffective undertaking of gender analysis that the victims ended up being given one and the same type of relish. Thus duplicating resources donated. Gender analysis should have been integrated with situational analysis whereby any company, individuals, NGOs and even the CPU, before intervening should have analysed other actors already in the field to help the flood victims and the type of intervention they are engaging in. This is important as it helps to do away with resource duplication. Evidence of resource duplication is in the types of donations provided by different humanitarian agencies in Chingwizi Camp. Due to too much one and the same provision, the beneficiaries ended up exchanging for example sanitary pads for vegetables and meat. Though this is not legal, notable is the fact that the women who mostly did this had no option but to do so.

Furthermore, lack of effective gender analysis has also resulted in humanitarian agencies failing to consider different needs for men and women. This is because, firstly, the area to which the flood victims were evacuated to is not suitable for agriculture whilst 80 percent of the African women depend on agriculture for their livelihoods (IPCC, 2007). Therefore evacuating women to where agriculture is impossible to undertake was the beginning of failure by the CPU to mainstream gender in disaster response and relief. In further worsening the situation, the flood victims only received one hectare of plot for agriculture. This therefore shows how ineffective gender analysis led to poor gender mainstreaming in response and relief to the Tokwe Mukosi disaster.

In addition to that, ineffective gender analysis has also resulted in these humanitarian agencies failing to produce gender disaggregated data. This is mainly because many of the reports by different development agencies who undertook needs analysis for the flood victims do not provide gender disaggregated data. Data compiled just show needs for all people and not needs specifically for women and for men. Thus it becomes very difficult for one to come up with appropriate relief items for both men and women without carrying out effective gender analysis. Hence relief has been undertaken without full knowledge of the cultural barriers, norms and beliefs within the Tokwe Mukosi area and has failed to provide response and relief equitably.

### **3.1.1.2 Diversion of funds**

Most gender based nongovernmental organisations in Zimbabwe are seeking funds from donors in the name of promoting gender equality but most surprisingly, they are engaging in politics. Thus, in a way intervening in politics when they should be apolitical and at the same time causing poor gender mainstreaming in response and relief. In the case of the Tokwe Mukosi disaster, this is evidenced by the withdrawal of many NGOs.

From the coordinated list of organizations, companies and individuals who are still active in Chingwizi, by the Local Government, Public Works and National Housing Ministry, the Red Cross donated over 600 tents and tool kits, Bhaso donated fuel for operations, Christian Care donated a seven-tone truck and fuel, Murra donated 10 packets of flour, candles, sugar, cooking oil, sugar beans, 60 packs of sanitary pads and 2 000 bars of soap.

Many other NGOs are yet to extend their help but so far they have not taken any action. Also, important to note is also the fact that, NGOs which deal with HIV and AIDs patience like the Centre for HIV and Aids Care and Agricultural Support, Zimbabwe Network for People Living with HIV and AIDS, Free the Children Trust, and others are not on the ground yet and HIV and AIDs patience are struggling to access their basic needs. Thus it becomes questionable if these responsible NGOs are just sited and relaxed and not committing themselves in other businesses which have nothing to do with the purpose of the finance they have been given by the donors. If they are not supporting the government by intervening in Chingwizi were they are needed, then, there is a probability that they are actually fighting the government. This is also against Millennium goal number 6 which calls for combating of HIV/AIDs among many diseases.

Most of the NGOs in Zimbabwe have failed to respond to the Tokwe Mukosi disaster. This has been noted in the Herald (14 April 2014), that,98 percent of assistance rendered as at 14 April in Chingwizi is from the corporate sector and some organizations which have remained active in providing assistance to the flood victims. Infact 90 NGOs are registered under the National Association of Non Governmental Organisations in Masvingo and the same Herald argues that only Red Cross, Christian Care, Bhaso and MasvingoUnited Residents and Ratepayers' Association have been able to extend assistance to Chingwizi.

However research findings shows that other NGOs like UNICEF, Oxfam, UNICEF, and Action Firm also intervened in response and relief towards the Tokwe Mukosi disaster. However notable is the fact that, some major contributors especially towards supplying water treatment chemicals withdrew for no apparent clear reasons. Other NGOs which withdrew according to Masvingo Provincial Administrator, Felix Chikovo, include Action Firm, Zim Peace Project, and Youth NGO Forum. What they just stated is that they are not financially stable. Research however reveals that there is a linkage between these NGOs withdrawal and politics. Dr Mhipiri an analyst pointed out that the major problem with these NGOs is that they are diverging from their mandates and indulging in politics .He supported himself by saying that if there were upcoming elections in Zimbabwe, there were going to be as many NGOs as they could in Chingwizi giving aid for votes, now that there are no upcoming elections, they are invisible. Mr. Goodson Gunikuni (The president of the Federation of Non Governmental Organizations) was also quoted in the Herald (14 April 2014) saying that, NGOs are mainly focused with fighting Zimbabwe African National Union-Patriotic Front in the name of promoting human rights and not humanitarian response. Thus this shows that many NGOs with the mandate of promoting humanitarian response are no longer doing it but rather engaging in politics which end them up fighting with the government.

Hence, the withdrawal by these NGOs has both short and long-term impacts on the flood victims and mostly to women as research findings shows that a bigger proportion of men has already migrated to towns to search for employment.

### **3.1.1.3 Resource constraints**

The government through the CPU made several efforts to make sure that both men and women have access to their basic needs. However the major challenge is that the CPU is underfunded and this has resulted in the government depending largely on Civil Society

Organisations. Therefore the issue goes back to Civil Society Organisations that they are feeling that the government depends on their financial muscle and surprisingly they are now fighting for regime change rather than fully undertaking response and relief in the same way integrating gender differences in their response and relief.

Thus, the government might be committed to mainstream gender in disaster response and relief in Chingwizi but lack of resources specifically the financial resource has hampered its commitment to gender mainstreaming. It is important to note that, the government by then is failing to raise US\$9 million dollars to compensate the flood victims. To make matters worse for the government, some of the NGOs it relies on for humanitarian assistance have intervened and withdrawn and some never intervened but just remained silent.

In addition to that, there has also been an allegation of officials looting the donated food and non food items and at some point this has also contributed to withdrawal of some humanitarian agencies. Besides the officials, research also revealed that there are some people who also joined in Chingwizi camp and pretended as they were flood victims yet they were not. The major aim being, just to receive aid. Therefore, despite the limited resources that the government have, corruption has also hindered the government from mainstreaming gender into response and relief in Chingwizi. Thus poor access to response and relief by women and men in Chingwizi has been exacerbated by corruption. It is important therefore to note that due to lack of resources by the government through the CPU to provide basic needs for both men and women, it becomes very difficult therefore for it to manage to meet the needs specifically for women.

#### **3.1.1.4 Lack of coordination**

There is lack of coordination among mainly NGOS themselves and the government. NGOs are not coordinating their efforts towards one goal, that is to share responsibilities, but the

situation on the ground at Chingwizi shows that interventions made were for the purpose of reputation and not really to meet the needs of the people. This is because some of the relief items like maize, beans and kapenta were duplicated whilst some relief items like other relish like meat were not there and the flood victims had to stand on their own to look for other means. Therefore, this reveals uncoordinated efforts amongst NGOs themselves as it shows that they do not consult each other to see what is already on the ground

Notable is also the fact that there exist sour relations between the government and the NGOs. On one hand, NGOs sees government as corrupt, thus they do not trust the government if the relief items will reach the intended victims. On the other hand, the government also sees NGOs as having a political agenda and this has greatly strained relations between the government and NGOs.

### **3.2 Lessons Drawn From the Gender Issues In Response and Relief in Chingwizi**

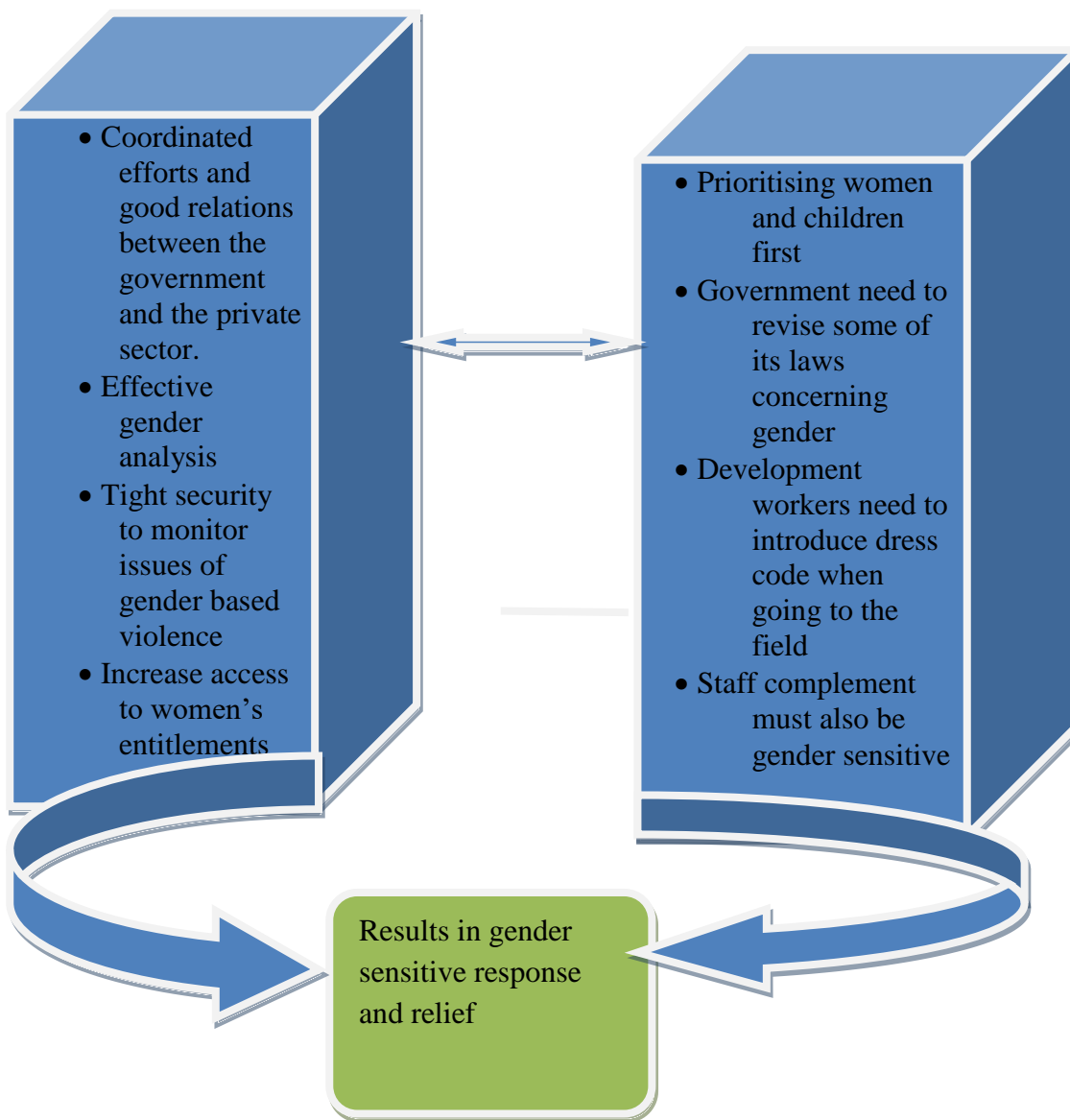
- ❖ There is the lack of coordinated efforts between the government and Civil Society Organisations towards fully mainstreaming gender in disaster response and relief but rather CSO are fighting for regime change.
- ❖ The Government of Zimbabwe is committed to mainstreaming gender in disaster responds and relief but the greatest challenge is shortage of resources and not lack of political will.
- ❖ Poor gender analysis, mismanagement of funds mainly by NGOs and also inadequate resources by the government lead to poor gender mainstreaming in disaster response and relief.
- ❖ Development interventions during response and relief if not done in a gender sensitive way, exacerbate women's vulnerability through increasing women's roles.

- ❖ Women's vulnerability during disasters is increased by lack of entitlements, lower educational levels as compared to men, physical vulnerability (are not speedy enough) and patriarchal relations within communities.
- ❖ During disaster response and relief, humanitarian organizations are failing to consider women's vulnerability during response and relief.
- ❖ Men migrate to towns to look for employment leaving women with the brunt of suffering in disaster situations.
- ❖ Education for children is disturbed during disaster situation due to lack of necessary facilities to promote education.
- ❖ Actors in Disaster Response and Relief are not adhering to various legal institutions on gender mainstreaming

### **3.3 Recommendations**

The lessons learnt provided the researcher with possible strategies that can be adopted to enhance effective gender mainstreaming in disaster response and relief in Zimbabwe. To come up with gender sensitive response and relief, there is need for coordinated efforts and good relations between the government and the private sector, effective gender analysis, tight security to monitor issues of gender based violence, increase women's access to entitlements, prioritising women and children first, revising some laws concerning gender and the law in Zimbabwe , development workers also need to introduce dress code when going to the field , staff complement must also be gender sensitive. (See fig 4)





**Figure 3: What ought to be done to ensure gender sensitive response and relief.**

**Source:** Research Findings (2014)

**Coordinated efforts and good relations between government and the private sector:**

There is need for unity, between the government and the private sector particularly NGOs. This may result in effective use of available resources. This sought to prevent diversion of funds by humanitarian agencies, withdrawal by humanitarian agencies in giving aid. The private sector needs to be accountable to both the government it is saving and their donors.

**Effective Gender Analysis:** It is important as it makes it possible for humanitarian agencies and even the CPU to know the different needs of different vulnerable groups within an affected community. It also helps to reduce duplication of resources.

**Tight security to monitor issues of Gender Based Violence and encourage reporting:**

Tight security is important and it is important to note that the security need also to be monitored seriously by their superiors as they are also involved in cases of GBV, thus humanitarian agency need also to be closely monitored by their responsible superiors to have effective security against GBV. Women and men need to be encouraged to report cases of GBV.

**Increase women's access to entitlements:** There is need for rural women to access loans from micro finance institutions so as to increase reduce their poverty as during disasters they tend to become the poorest of the poor and every burden they come across requires money.

**The government needs to revise some laws concerning gender in Zimbabwe:** These laws seem to be retrogressive as they tend to encourage patriarchal relations within societies. Some of these retrogressive laws include the Children's act of 2001, which allows corporal punishment to be inflicted upon the boy child in case of misbehaving and the guardianship of the minors Act, which makes the father the natural guardian of the child meaning that the father has got the ultimate in matters concerning the child and in this case men are migrating to towns from Chingwizi and with this act in mind the mother has no control over the child and this exposes the child to many unbecoming behaviors.

**Staff complements in disaster response and relief need to be gender sensitive:** The development workers must make sure that their staff complements are gender sensitive for example Oxfarm has got a standard that one male field officer as to two female field officers.

**Development workers also need to introduce dress code when going to the field:** Dress code is very important especially for female field officers not to wear trousers. This is because beneficiaries (especially in rural areas) may perceive the field officer in trousers wrongly as those who wear trousers are mostly said to have “lost their identity”. This causes the rural people to pay no attention to them.

**Response and relief need also not to be womanised or manned but should address the needs of both men and women.**

### **3.4 Conclusions**

This study concludes that gender is poorly mainstreamed in disaster response and relief in Zimbabwe. It is important to note that effective gender mainstreaming in disaster response and relief can be achieved if the both the private and the public sector are coordinated and integrate their efforts towards the same goal. Individualism within the private sector itself and between the private sector and the government results in poor gender mainstreaming. Therefore mainstreaming gender in all planning and programming policies for example decision making, dissemination of early warning systems, provision of relief items, among many interventions, is very important.

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**APPENDIX 1: QUESTIONNAIRE GUIDE FOR THE FLOOD VICTIMS OF THE TOKWE MUKOSI FLOOD DISASTER AT CHINGWIZI HOLDING CAMP**

Date.....

My name is Prister Matawo (R113018R), doing BA in Development Studies Honours Degree at Midlands State University (MSU). As per the requirement of my degree programme, I am carrying out a research on disaster response and relief in Zimbabwe from a gender perspective and the Tokwe Mukosi disaster is my case study. This questionnaire was designed to come up with data that will be used for that purpose and information provided will be used for academic purposes only. Your cooperation in this is greatly appreciated.

*Please answer where appropriate. Provide evidence where possible.*

As Tokwe Mukosi flood victims, what problems are you facing in receiving:

**1. Food aid**

Males.....  
.....  
.....  
.....

Females.....  
.....  
.....  
.....

Children.....  
.....  
.....

## 2.Non food items

Males.....  
.....  
.....

How have the problems you have mentioned above affected you?

Males.....  
.....  
.....

Females.....  
.....  
.....

Children.....  
.....  
.....

If you are encountering problems at Chingwizi, what do you think are the reasons for your in access to your needs, considering that there are humanitarian agencies giving aid?

Males.....  
.....  
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Females.....  
.....  
.....

Children.....  
.....  
.....

What do you think can be done to do away with the problems you are encountering?

Males.....  
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Females.....  
.....  
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Children.....  
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Any other comment?

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*Thank you*

## **APPENDIX 2: INTERVIEW GUIDE FOR THE HUMANITARIAN AGENCIES OPERATING AT CHINGWIZI**

Date.....

Interviewee's position at work.....

Years of occupation.....

My name is Prister Matawo (R113018R), doing BA in Development Studies Honours Degree at Midlands State University (MSU). As per the requirement of my degree programme, I am carrying out a research on disaster response and relief in Zimbabwe from a gender perspective and the Tokwe Mukosi disaster is my case study. This questionnaire was designed to come up with data that will be used for that purpose and information provided will be used for academic purposes only. Your cooperation in this research is greatly appreciated.

1. What is the mandate of your organisation?
2. Can you narrate a brief history of your organisation?
3. What motivates your organisation to deliver response and relief to the flood victims of the Tokwe Mukosi Disaster?
4. How do you respond to the different needs of the Mukosi flood victims?
5. What type of relief are you giving to the flood victims?
6. Do you carry out gender analysis prior to giving aid?
7. Do you think your response and relief is gender sensitive and why?
8. What is the relationship that exists between CSOs and the government?
9. Do you have any comments concerning this study?

***Thank you***