

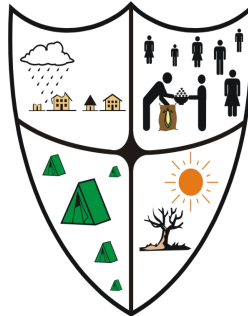
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REPUBLIC OF ZAMBIA  
OFFICE OF THE VICE PRESIDENT

# NATIONAL DISASTER MANAGEMENT POLICY

**D M M U**



Disaster Management and Mitigation Unit  
Office of the Vice President  
Lusaka

August 2005

## FOREWORD

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For a long time now, Zambia has experienced a number of disasters and the frequency of their occurrence and magnitude has been increasing. For example, drought-induced crop failures between 1986 and 1996 occurred in six out of ten farming seasons.

These disasters have had a negative impact on the economy, having caused loss of life, damage to property and degradation of the environment. Tremendous setbacks in economic growth and development have also been the main result, as scarce national resources have had to be redirected from productive investments to relief and emergency operations.

Disaster management and mitigation mean taking actions before, during and after a disaster has happened in order to reduce the negative effects of disasters. A disaster management policy such as this one is a set of measures designed to implement and achieve a significant reduction in loss of life and material damage caused by disasters.

This national disaster management policy framework for Zambia therefore has been long overdue and is intended to help our disaster management regime to assume and play a coordinating and implementation role before, during and after disaster outbreaks. This role shall involve encouraging government departments, non-governmental agencies, local communities and other stakeholders to be active partners in initiating and carrying out activities focused on reducing the impact of hazards and routinely incorporate hazards awareness as they promote various developmental activities and the livelihood strategies.

Disasters are unpredictable and have become part of every day living. Most disasters are however preventable. The fight against disasters is the responsibility of everyone and involves public and private sector investment, changes in social attitudes and improvements in the practices of individuals and individual organisations. In short, a pro-active, community-based, developmental and multi-sectoral approach that embraces a 'safety culture' should be encouraged to evolve and take root for the protection of public and individuals against disasters in Zambia.



Hon. Lupando A. F. K. Mwape M.P.  
Republican Vice President  
Zambia

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May their dreams of a disaster-resilient Zambia be realized.

  
Bernard S.C. Namachila  
Permanent Secretary (A)  
Office of the Vice President

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## **WORKING DEFINITIONS**

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<b>Agricultural Drought:</b>	Refers to reduction in moisture availability below the optimum level required by a crop during different stages of its growth cycle and resulting in reduced yields.
<b>Climate Change:</b>	Refers to a statistically significant variation in either the mean state of the climate or in its viability, persisting for an extended period (typically decades or longer).
<b>Complex Humanitarian Emergency:</b>	This is a crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal and/or external conflict(s).
<b>Disaster:</b>	It is an event that is associated with the impact of a human-induced or natural hazard which causes a serious disruption in the functioning of a community or society, causing widespread human, material or environmental losses which exceed the ability of the affected community or society to cope using only its own resources.
<b>Disaster Contingency Plan:</b>	A means to address a disaster or impending disaster within a fairly finite time, such as from early warning to response and recovery, including mechanisms for generation of disaster-specific operational plans.
<b>Disaster Management:</b>	The observation and analysis of disasters, to improve measures relating to prevention, mitigation, preparedness, emergency response and recovery.
<b>Disaster Risk Reduction:</b>	The implementation of conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards within the broad context of sustainable development.
<b>Drought:</b>	This is defined as a period of abnormally dry weather that persists long enough to produce a serious hydrologic imbalance (for example crop damage, water supply shortage, etc). The severity of the drought depends upon the degree of moisture deficiency, the duration and the size of the affected area.
<b>Early Warning:</b>	The provision of timely and effective information, through identified institutions and mechanisms, that allow individuals exposed to hazard risks, to take action to avoid or reduce their risk and prepare for effective response.

Three primary elements: (i) forecasting (ii) processing and dissemination and (iii) undertaking appropriate and timely actions.

**El Nino Effect:** A phenomenon of changes in surface temperatures and currents of the Pacific, Atlantic and Indian Oceans, causing much of the yearly variations in rainfall. These changes have proved difficult to predict or understand their causes.

**Emergency:** An event, actual or imminent, which endangers or threatens to endanger life, property or the environment and which requires a significant and coordinated response.

**Environmental degradation:** The reduction of the capacity of the environment to meet socio-economic objectives and needs. Examples are land degradation, deforestation, Desertification, loss of biodiversity, land, water and air pollution, climate change, sea level rise, ozone layer depletion.

**Epidemic:** Widespread outbreak of a health hazard causing serious effect, injury, ill health, discomfort or death to a significant number of humans, plants or animals.

**Famine:** A crisis induced by the breakdown of the accustomed availability of and accessibility to basic food stuffs on a scale sufficient to threaten the lives of a significant number of people.

**Gender:** Gender refers to the social and economic differences between men and women that are learned, changeable over time and have wide variation within and between cultures. This is opposed to sex that refers to the biological differences between men and women. Gender is used to analyze roles, responsibilities, constraints and opportunities of men and women in development.

**Hazard:** A source of potential harm or a situation with the potential to cause or harm the community, property and/or the environment.

**Human Induced Hazard:** Those elements of the physical environment harmful to man and caused by forces caused by him', also seen as 'Acts of Man'.

**Hydro-meteorological Hazard:** Natural phenomena of atmospheric, hydrological or oceanographic nature, which may cause the loss of life or injury, property damage, social and economic or environmental degradation such as floods, debris and

mud floods and tropical cyclones.

**Natural Induced Hazard:** Those elements of the physical environment harmful to man and caused by forces exogeneous to him', also seen as 'acts of God'.

**Hydrological Drought:** This is a period when the flows in rivers, lakes and ground water aquifers are below normal levels.

**Internally Displaced Person (IDP):**

A person who has fled from their normal place of domicile residence to another place within the same country due to various reasons such as emergence of huge capital projects, harassment, conflict or disaster.

**Impact and Needs Assessment:**

Involves assessing the nature and magnitude of a disaster once it occurs, its impact on affected populations, and the type and extent of emergency assistance that is required.

**Mitigation:**

Structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards.

**Pandemic:**

Deadly or virulent disease affecting or threatening serious injury, ill health, discomfort or death to a large number or proportion of the human, plant or animal life

**Preparedness:**

Activities and measures taken in advance to ensure effective response to the impact of disasters including the issuance of timely and effective early warnings including plans for the temporary removal of people and property from a threatened location.

**Prevention:**

Activities to provide outright avoidance of the adverse impact of hazards including the means to minimize related environmental, technological and biological disasters. "Measures designed to prevent hazard risks from resulting in disasters."

This includes the process of informing the general population, increasing levels of consciousness about risks and how people can act to reduce their exposure to the risk of hazards.

**Refugee:**

A person who seeks asylum in a foreign country for fear of insecurity in their own country. A person who has fled from their normal place of domicile to another country due to various reasons such as fear of livelihood insecurity. Such a person must enjoy the protection of the country of



asylum in line with Humanitarian International law governing the status of refugees.

**Rehabilitation, reconstruction and recovery:**

Measures to help restore the livelihoods, assets and production levels of emergency-affected communities, to re-build essential infrastructure, productive capacities, institutions and services destroyed or rendered non-operational by a disaster, and to help bring about sustainable development by facilitating the necessary adjustments to the changes caused by the disaster and improving on the status quo where possible.

**Relief :**

Emergency provision of assistance to save lives, economic assets and the environment in the immediate wake of a disaster. This includes search and rescue, evacuation, distribution of food and water, temporary provision of sanitation, health care and shelter, and the restoration of immediate personal security. The definition may include 'Agricultural relief', referring to agricultural rehabilitation assistance provided on an emergency basis.

**Resilience:**

Capacity to withstand the negative effects of a hazard or recover from it's harmful effects.

**Risk:**

The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interaction between natural or human induced hazards which create Vulnerable conditions.

**Sustainable development:**

Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable development is based on socio-cultural development, political stability and decorum, economic growth and ecosystem protection, which all relate to disaster risk reduction.

**Vulnerability:**

The characteristics of a person or group in terms of their capacity to anticipate, cope with, resist and recover from the impact of a natural hazard. It involves a combination of factors that determine the degree to which people's lives and/or their livelihoods are put at risk by a discrete and identifiable event in nature or in society.

## ACRONYMS

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ASP	Agriculture Support Programme
CBPP:	Contagious Bovine Plura Pneumonia
CDE:	Classified Daily Employee
CMA:	Crop Marketing Authority
CPU:	Contingency Planning Unit
CSO:	Central Statistical Office
DDCC:	District Development Coordinating Committee
DDMC:	District Disaster Management Committee
DDMC:	District Disaster Management Committee
DMMU:	Disaster Management and Mitigation Unit.
ECF	East Coast Fever
EOC:	Emergency Operations Center.
EWS:	Early Warning System.
FAO:	Food and Agriculture Organization.
FEWS:	Famine Early Warning System
FHANIS:	Food Health Agriculture Nutrition Information System
FMD:	Foot and Mouth Disease
FRA:	Food Reserve Agency
HIV/AIDS:	Human Immuno Virus/Acquired Immune deficiency Syndrome
IDP:	Internally Displaced Persons
IT:	Information technology
LWF:	Lutheran World Federation
MACO:	Ministry of Agriculture and Cooperatives
NDMC:	National Disaster Management Committee
NDMTC:	National Disaster Management Technical Committee
NDTF:	National Disaster Trust Fund
NEWS:	National Early Warning System
NGO:	Non-Governmental Organization.
NISIR:	National Institute for Scientific and Industrial Research
NRDC:	Natural Resources Development College
OVC:	Orphans and Vulnerable Children
PAM:	Programme Against Malnutrition
PDCC:	Provincial Development Coordinating Committee
PDMO:	Provincial Disaster Management Office
PDMC:	Provincial Disaster Management Committee
PPM	Programme to Prevent Malnutrition
PRSP:	Poverty Reduction Strategy Paper.
PSRP:	Public Sector Reform Programme.
SADC:	Southern Africa Development Community.
SDMC:	Satellite Disaster Management Committee
TDAU:	Technology Development Advisory Unit
UN:	United Nations Organisation
UNDP:	United Nations Development Programme.
UNHCR:	United Nations High Commissioner for Refugees.
UNICEF:	United Nations Children's Emergency Fund.
UNZA:	University of Zambia
WFP:	World Food Programme
WHO:	World Health Organization.

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## 1.0 INTRODUCTION

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### 1.1 Conceptual Framework

1. A disaster is “*an event that is associated with the impact of a human-induced, natural hazard or a complex emergency which causes a serious disruption in the functioning of a community or society, causing widespread human, material or environmental losses which exceed the ability of the affected community or society to cope using only its own resources*”.
2. A disaster is declared when its management goes beyond the capacity of a local community or one single government agency, and requires the intervention and co-ordination of the state in order to mobilize resources at a national and sometimes international level.
3. A disaster occurs when a trigger mechanism or **hazard** affects **vulnerable** human beings and their welfare. The severity of a disaster is thus closely linked to the level of vulnerability of the affected population and also depends on the population's resilience (capacity to withstand the shocks of a disaster impact and/or recover from it). The capacity to withstand the effects of a disaster is greatly influenced by the population's prevailing socio-economic conditions or asset portfolios. High vulnerability to disasters is, therefore, a function of poverty, political and other social economic conditions, obtaining in a given “environment”.
4. In understanding the economic impact of a disaster, the key elements are disruption of normal functions and inability to cope using available resources within the affected community. Hazards translate into disasters when they interface with vulnerable people or environment. In general, disasters only happen to people who are put at risk as a result of their

vulnerability which is generated by differences in wealth and control over resources and power. Political and economic factors play an important role in the causation of disasters. It therefore follows that effective management of hazards and vulnerable populations including the environment can best be achieved by changing the prevailing social, economic and political contexts. Consideration of these factors is critical in a proactive approach to disaster management. This should be at every link of the chain of preparedness, response, mitigation, restoration and prevention of the disaster management cycle. Due to the social consequences of disasters, and the fact that the effects tend to be gender selective, the disaster management cycle should incorporate strong gender considerations.

5. Hazards have different effects on different communities, sectors of the economy and types of infrastructure or any vulnerable “environment”. Therefore the degree and nature of vulnerability of people, buildings, roads, bridges, communication systems and other elements is different for each hazard risk.
6. The interface between natural events/conditions and vulnerable environment creates a recipe for disaster occurrence. Hazard origins range from largely natural to largely man-made. The extent to which hazards are **voluntary** or **involuntary** is material and useful to the identification of hazards.

## **1.2 Evolution of Disaster Management in Zambia**

7. In view of the common disaster threats experienced in Zambia, the Government has been making efforts to create a permanent response mechanism to deal with these threats. In the first and second Republics, the co-ordination of response to emergencies was with the **Contingency**

**Planning Unit** located in the then Office of the Prime Minister. The Unit was established in 1966 and phased out in 1992.

8. Following the major drought of 1991/92 that affected most of the Southern African region, and the major relief operation that followed, four key ministries of Health, Agriculture, Energy & Water Development and Community Development formed an ad-hoc committee which was responsible for managing different aspects of response to drought. Management Committees were co-chaired by ministries of Agriculture and Health. Despite attempts at co-ordination, the ministries tended to operate their own elements or response in isolation. This led to unnecessary overlaps, wastage of resources and bureaucratic delays.
9. In the absence of formal relief framework, new structures were set-up by Government to manage the logistics of bulk imports and relief programmes, which by passed existing government channels. These structures were created at national, district and village levels and became known as the Programme to Prevent Malnutrition (PPM) to which the Programme Against Malnutrition (PAM) provided secretariat and technical backstopping services.
10. As a result of the fragmented disaster framework that existed, it became necessary to create a Permanent Unit within government establishment to initiate, facilitate the implementation and coordinate disaster management policies and programmes. The mandate for overall disaster management and co-ordination was vested in the Office of the Republican Vice President. Consequently, and in line with the Public Service Reform Programme, government created the **Disaster Management and Mitigation Unit** within the Office of the Vice President in 1994.

11. The formulation of this policy is intended to deal with weaknesses identified in the by then disaster management regime especially:

- a) Lack of a disaster management policy that leads to an ad-hoc management of crisis situations.
- b) Lack of a legal framework that gives legal authority to the operations of the disaster management system;
- c) Vulnerability to subjective political influence which threatens credibility of programs and sometimes complicates implementation of programs;
- d) Coordination which was inadequate, and hence posed a substantial risk of costly duplication of efforts among key players.
- e) Lack of reliable information about hazards, risks, vulnerabilities and resources;
- f) Absence of legal authority on the part of the Chief Executive Officer responsible for disaster management and mitigation unit negatively affected the timely and effective response to emergencies.

12. This policy therefore addresses the way Zambia shall manage its hazard risks, vulnerable populations and the environment at risk and provides a framework for disaster management in future. The policy recognises the provisions of international conventions, United Nations Resolutions, African Charters and SADC disaster management strategy that provides a global framework for disaster management.

These include:

- a) Convention on Biological Diversity
- b) Convention on the Elimination of all forms of Discrimination Against Women
- c) Convention to combat Desertification in those Countries Experiencing Serious Drought and/or Desertification in Africa

- d) International Cooperation to reduce the impact of El Nino phenomenon
- e) International Decade for Natural Disaster Reduction (IDNDR)
- f) International Strategy for Disaster Reduction of 2000 (ISDR)
- g) International Year of Mountains
- h) Natural Disasters and Vulnerability
- i) United Nations Conference on Environment and Development
- j) United Nations Millennium Declaration
- k) World Climate Change Conference
- l) World Conference on Human Rights
- m) World Summit for Social Development
- n) UN General Assembly Resolution 2034 of 1965 on natural and technological disasters
- o) Framework Convention on International Civil Defense assistance
- p) World Summit on Sustainable Development
- q) SADC Disaster Management Strategy

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## **2.0 SITUATION ANALYSIS**

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### **2.1 Disaster Vulnerability and Poverty in Zambia**

**13.** During the first decade of Zambia's independence (1964-1974), the country enjoyed a relatively high standard of living and economic prosperity from a booming economy. A small national population also facilitated the situation. The economic indicators for Zambia in 1964 showed Gross National Product (GNP) per capita of over US \$500; less than 5% inflation; favorable employment conditions; and low levels of malnutrition, under-nutrition, persistent hunger and attendant diseases. However, since 1975 the living condition of Zambians have generally deteriorated so much that most of the gains which were achieved in

income distribution and social indicators during the 1964-1974 period have been reversed. The decline in economic productivity, output and investment between 1974 and 1997 made Zambia's per capita national income and all its social indicators to fall dramatically. By 2000, Zambia's GNP per capita had been reduced from US \$500 in 1964 to US \$370. (HRD, 2003).

14. The socio-economic conditions in the country have seriously deteriorated. Reasons for this include: Structural Adjustment Programs (SAP) and high urbanization rate, which has over stretched the capacity of government and local authorities to provide services and resources to a rapidly increasing population. Natural hazards such as a drought, floods and animal diseases, coupled with high unit cost of agricultural production has contributed to decline of agriculture, as a basic source of livelihood for most Zambians.
15. The government's dependence on donor funds and high debt servicing obligations rose due to low generation capacity of local income, depriving the social sector of the necessary funds. In the face of all these difficulties, time tested traditional social safety net mechanisms such as the extended family system, have collapsed. These reasons are largely responsible for the negative trends in Zambia's basic socio-economic indicators.
16. One of the consequences of the declined performance of the country's economy has been an increase in poverty, defined in terms of low life expectancy, low educational opportunities, inadequate access to resources, income and consumption, housing, health, clean water and sanitation, nutrition and other dimensions of welfare.



17. Poverty is deep-rooted and widespread in Zambia. It was estimated by CSO in the 2002/2003 living conditions survey at 67 percent of the population, while rural areas recorded 74 percent against urban poverty at 52 percent. These high levels of poverty in Zambia have undoubtedly increased the country's vulnerability to disasters, and have eroded the capacity of most Zambians to withstand hazard risks to their livelihood security.

## **2.2 Underline causes of Vulnerability**

18. In order to protect vulnerable communities and their livelihoods, it is important to know why they are vulnerable so that the conditions that put them at high risk can be changed. The major causes of vulnerability in Zambia are many and interrelated in a complex web. These include the following:

- a) Lack of access to resources
- b) Disintegration of social safety nets such as extended family systems
- c) Degradation of environment
- d) Weak institutional structures to promote social welfare
- e) Lack of access to information and knowledge
- f) Lack of access to political power and representation
- g) Lack of public awareness
- h) Certain beliefs and customs
- i) Weak buildings/infrastructure
- j) Inadequate medical services
- k) Limited food diversity

19. Understanding the complexity of the causes of vulnerability in Zambia and designing of the necessary and appropriate interventions entail a shift

towards a more **proactive** approach involving emphasis on **mitigation, preparedness, response, restoration and prevention** measures, including linking disaster management to development activities.

## **2.3 Prevalence of Disasters and their Impact in Zambia**

20. There are three broad categories of disasters that have afflicted and/or potential to afflict Zambia. These are: human induced disasters, natural disasters and complex humanitarian emergencies.

### **2.3.1 Disasters Associated with Human Hazards**

21. **Epidemics:** The major epidemics with frequent occurrences in many parts of Zambia have included cholera, dysentery, malaria, meningitis, tuberculosis and HIV/AIDS pandemic. The outbreak of water-borne diseases such as cholera and dysentery has been a common occurrence almost every rainy season in most of the crowded urban areas of the country, where they spread rapidly, causing high levels of fatality. Over 20 percent of the adult population is sero-positive for HIV/AIDS. As a result, Zambia has an increasing problem of orphans and street children.

22. **Famine:** This has been a common occurrence in semi-arid and drought-prone areas of the country. The major causes of famine include drought, disease and pest attacks to domesticated animals and plants. Corridor and stalk borer being the common animal and plant diseases respectively. In addition to the human loss, there is also social cost to society as a result of diverting resources for development to meeting the cost of disaster relief.

23. **Influx of Refugees and Internally Displaced Persons:** Intrusion, war, occupation of land, government programmes, persecution and even

generalized violence or conflict could produce internally displaced populations. Over the years, Zambia has experienced refugee influxes arising from civil unrest in neighbouring states. At one time Zambia hosted over 500,000 refugees in Eastern, North-Western, Western and Northern provinces. The cases of internally displaced populations have occurred in Western and Northern provinces as a result of insecurity for the people who have fled from their areas of domicile due to incursions from neighbouring countries, or religious beliefs such as the 1960s Lenshina uprising in Chinsali District of Northern Province .

24. **Fires:** They have occurred in urban and rural areas, caused by a number of factors including arson, human error or accidents. The consequences of fire disasters, especially those which have affected key installations such as Kafue Gorge Power Station, Indeni Refinery, Cabinet Office, Shoprite Kasama, National Tender Board at Kulima tower, as well as major market places like Soweto in Lusaka and Chisokone in Kitwe have been costly to the country. Fires have also destroyed agricultural crops, ecosystems and villages. The pace of change associated with urbanization has led to a marked increase in urban fire risks due to lack of efficient urban fire-fighting services. This has left most buildings and other economic assets, vulnerable to fire risks.

25. **Deforestation:** is an aid to major creeping disaster in Zambia. The increase in population growth rate, spreading of shifting cultivation, improper grazing, charcoal burning, timber harvesting, permanent settlements and wild fires have created “environment” that is a recipe for disasters. The Zambian environment is quickly becoming fragile and showing signs of causing major environmental problems. Deforestation could put the economy under stress and facilitate other hazards like flooding, drought, and food shortages.

26. **Accidents:** Roads, industrial, marine, rail and air accidents can prove disastrous when large numbers of casualties are involved. In Zambia, these have occurred and have had negative effects including injury, damage to and destruction of property, psychological problems and loss of life.
27. Technological and industrial accidents have also occurred in Zambia with hazardous materials and the emergence of modern petro-chemical industry creating new hazards that range from fire, explosions and the spread of toxic gases. These hazards have caused many deaths and social disruption.
28. Between 1970 and 2005 Zambia experienced many accidents in the sectors of industry and transportation, of which the five (5) most serious ones were the Mufulira mine disaster in 1970 that killed 189 miners, the sinking of the "Santa Maria" boat in 1987 in Luapula river, that killed close to 400 Zambians, the Gabon air Disaster that killed 30 national football team members and officials, the Kawambwa Road traffic disaster that killed 45 students in 2005 and the Chambeshi explosives that killed more than 45 people and saw property worthy of millions of Kwacha reduced to rubbles.

### **2.3.2 Disasters Associated with Natural Hazards**

29. **Floods:** Disasters that are associated with flood hazards in Zambia have been caused by river flooding from heavy or severe rainfall, sometimes associated with hailstorms which can destroy crops and buildings. In addition, human manipulation of watersheds, drainage basins and flood plains can also exacerbate floods and their negative effects. The release of excess water on the Kariba Dam on the Zambezi River has some times caused devastating effects down stream and in Mozambique. Even

though flooding affects almost all provinces in the country, it is worse in areas where surface vegetation has been removed and in low lying flood plains and valleys in Zambezi, Kafue, Luapula, Chambeshi and Luangwa river basins. The country has also experienced urban floods in poorly drained shanty compounds like the Kanyama flood disaster as well as Chowa in Kabwe to name a few examples.

**30. Drought:** Drought-induced crop failures have been the most common disasters experienced in Zambia in the recent past. Certain areas of the country, notably Western, Southern, Central, Eastern and Lusaka provinces have been particularly susceptible to periodic droughts. The impact of drought, which is usually multi-sectoral, leads to the disruption of productive activities that are depended on water and agricultural raw materials.

**31. Plant Pests and disease infestation:** These cause damage to crops and natural vegetation with varying degrees of intensity and spread. The major pests that pose potential threats of a disaster in the country are the armyworm, armored cricket, larger grain borer, cassava mealy bug and locusts. These pests have caused disasters when they cause intensive and extensive damage to crops like cassava and maize.

**32. Livestock Diseases:** In the past years, the numbers of reported outbreak of various livestock diseases have been on the increase. This increase has been partly due to the change in government policy that requires livestock keepers to pay for veterinary services. Livestock diseases that posed disaster threats include Foot and Mouth disease, East Coast Fever, Contagious Bovine Pleura-Pneumonia, Anthrax and African Swine Fever.

**33. Plant Parasite Invasions:** The encroachment of *water hyacinth* (weed) poses a serious threat to strategic and vital infrastructure in the country,

Examples of the infrastructure that get affected are: road and rail bridges, dams and hydroelectric power stations.

### **2.3.3 Disaster Associated with Complex Humanitarian Emergency**

34. This is a human crisis in a country, region at international level or society where there is total or considerable breakdown of authority resulting from internal or external conflict. Even though Zambia has not really experienced such situations, the instability caused by the Lenshina uprising, the Mushala rebellion and cases of serial killers had potential to lead to complex emergencies.

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## **3.0 NATIONAL DISASTER MANAGEMENT POLICY**

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### **3.1 Vision**

35. The vision of the disaster management regime in the country is to promote a '**safety net**' for protection of the citizenry, their assets and the environment against disasters through a pro-active, community-based, developmental and multi-sectoral approach that combines disaster preparedness, prevention and mitigation, and integrates disaster management into national development. All national development plans should embrace all the aspects of disaster management aspects namely, mitigation, prevention, preparedness, response, relief, rehabilitation and construction.

## **3.2 Rationale for the Policy**

36. Consistent with the obligation of any state to provide security and a long-term social safety net within which its citizens can prosper and based on the guiding principles that where and when this safety net is endangered the state is obliged to take action to preserve it. The Government of the Republic of Zambia has put in place a National Disaster Management and Mitigation structure with its secretariat (DMMU) as the hub of coordination mechanism for the realisation of the national vision.

37. The Government therefore requires a national policy for disaster management that will provide policy direction and define parameters within which DMMU and other organizations/agencies within the integrated national disaster management structure will operate. The aligning of roles and responsibilities will minimize duplication of efforts and wastage of resources, which has characterized the current disaster management arrangements.

## **3.3 Guiding Principles to the Policy**

38. The key guiding principles for this policy are that:

- a) Government bears the primary responsibility of protecting its people, infrastructure and other national assets from the impact of disasters.
- b) Disaster prevention, preparedness and mitigation are integral parts of mainstream disaster management into development efforts at community, district, provincial and national levels.

- c) The development and strengthening of capacities to prevent and reduce or mitigate the effects of disasters are top priorities for the Government of the Republic of Zambia.
- d) Effective national Early Warning System is key in the success of disaster prevention, preparedness and mitigation as well as response.
- e) Promotion of sustainable development among vulnerable communities improves their resilience, thus making them contribute more to the national development.
- f) Effective environmental management promotes sustainable development.
- g) A national culture of prevention and preparedness is an essential component of multi-sectoral approaches to disaster risk reduction.
- h) Training and information management are key in disaster management.
- i) Simulation exercises are cardinal in enhancing disaster management preparedness.
- j) Disaster effects are gender selective, affecting mostly women, children and elderly, hence gender consideration in disaster management shall be prominent at all levels.
- k) Risk assessment and mapping are key to effective disaster management.
- l) Disaster Management is the responsibility of every Zambian citizen.



### 3.4 Goals and Objectives

39. The goal of this disaster management policy is to strengthen national capacities for effective disaster preparedness, response, mitigation, restoration, and prevention, in order to protect lives and livelihoods, property, environment and the economy at large.

40. For the purpose of this policy document, the above goal is broken down into specific objectives that encompass the disaster management cycle (preparedness, response, mitigation, restoration, and prevention) as outlined below:

- a) To put in place appropriate preparedness measures in order to manage disasters efficiently and effectively;
- b) To activate response mechanism for effective and timely search and rescue operations in order to save life and damage to property;
- c) To put in place measures to restore livelihoods and other life support systems of the affected communities;
- d) To mitigate the destructive and disruptive effects of hazards and all disasters in order to reduce their impact on vulnerable communities, assets and the environment;
- e) To put in place preventive measures in order to reduce the negative effect of hazards and strengthen the national capacity for disaster management in order to avoid the adverse impact of hazards; and
- f) To effectively coordinate disaster management activities through a body of procedures and practices in order to avoid duplication of efforts and resources at all levels.

### **3.5 Measures and Actions to be Undertaken**

41. With the objectives outlined above in mind, this policy shall promote and support a comprehensive, development-based set of activities aimed primarily at reducing vulnerability among populations at risk and shall ensure that adequate measures are put in place to prevent the occurrence of or deal with disasters when they occur through efficient and effective response mechanism.

#### **3.5.1 Building Capacity for Disaster Preparedness and Timely Response**

42. Disaster Preparedness is an essential component of the nation's organized efforts to overcome the effects of adverse human induced or natural phenomena. It is therefore essential to have a programme of disaster preparedness, encompassing short-term or emergency measures to be brought into operation when obtaining conditions become a recipe for a disaster. These actions shall be taken to safeguard lives and property in a timely, effective and orderly manner through the following three successive phases: when disaster threatens; while hazard conditions which might result in disaster actually prevail; and during the immediate aftermath.

43. The main activities for Disaster Preparedness shall include:

- a) Improvement of vulnerability and risk assessment capacity.
- b) Designing contingency plans at district, provincial and central levels of governance.
- c) Promotion of public education and awareness and information systems at all levels.
- d) Development of evacuation, rescue plans, manuals and simulation exercises;

- e) Procurement and supply of relief requisites including keeping/maintenance of Inventory of potential sources of such requisites.
- f) Building preparedness capacity through public and private facilities such as schools, hospitals, offices and homes.
- g) Building preparedness at community level for self-help and reliance on local initiatives.
- h) Taking appropriate strategies to mobilize resources and stakeholders to facilitate the implementation of preparedness activities.
- i) Seeking legislative reforms to increase legal powers during as needs arises.
- j) Supporting a well-equipped core team for early warning and forecasting systems covering all hazard areas.
- k) Supporting education and training for all emergency workers.
- l) Upgrading communication infrastructure and general capacity related to early warning systems.
- m) Supporting information databases about areas, stakeholders, resources and other issues related to disasters.
- n) Designing and reviewing insurance packages, health and educational access schemes to cover damage due to disasters.
- o) Establishing and sustaining “all weather” counseling services.
- p) Operating a toll free telephone facility.
- q) Advising line Ministries to give priority to installation of emergency capabilities.

44. The main activities during response will be tailored towards ensuring quick, timely and effective actions by activating and operationalising the response capacity within acceptable reaction time to save lives and property during any disaster situation.

### 3.5.2 Building Capacity for Disaster Prevention

45. In order to build capacity for Disaster Prevention, actions and measures shall be taken to avoid, eliminate, prevent or reduce the impact of adverse effects and/or hazards from causing or resulting in a disaster. The process of prevention shall, therefore, be directed at the formulation and application of long-term permanent measures to foresee and avoid negative effects of disasters. These measures shall serve to either avert the impact of potentially dangerous phenomena or withstand them as far as possible and in the process mitigate their harmful consequences. This will be done through mainstreaming of disaster management activities into development programmes at district, provincial and national levels of planning.

46. The pillars of disaster prevention shall be **public information, training and education**. Measures and actions to be taken under this objective shall include:

- a) Conducting educational awareness campaigns and education, public information, dissemination, radio or television broadcasts, website and the use of print media and the establishment of information centres and networks.
- b) Training DMMU staff, line Ministry personnel involved in disaster-related work, members of various national committees and working groups;
- c) Supporting in-country training for Disaster Managers from provinces and districts including those in strategic NGOs that are involved in disaster relief work;
- d) Training community disaster management committee members as trainers of community residents in general; and

- e) Training community leaders in preparedness, prevention and self-reliance or “self protection”.
- f) Identifying and maintaining stocks of relief materials in the strategic locations.
- g) Formulating and implementation of long-term policies and programmes on disasters.
- h) Conducting vulnerability and needs assessments.
- i) Promoting regulatory measures concerning physical and urban planning, public works, project designs, developmental programmes and individual livelihood activities.

### **3.5.3 Building Capacity for Disaster Mitigation and Restoration of Livelihoods**

47. Disaster mitigation measures shall include activities aimed at minimizing the destructive and disruptive effects of hazards and thus lessen the magnitude of any disaster. The approach to mitigation shall address the **underlying causes of vulnerability**, make mitigation a **developmental activity** and focusing on critical issues incidental to **poverty** and **underdevelopment**.

48. Mitigatory measures shall be of different kinds depending on the disaster agent or hazard involved and shall include the promotion of:

- a) Building physical, engineering and construction measures such as flood defenses, dams, levees, weirs and strong house foundations.
- b) Safe building designs and physical planning.
- c) Management and institutional capacity building through training and public awareness in life-saving techniques within communities including promotion of rehearsals.
- d) Tax incentives for insurance schemes that are disaster management based.

- e) Economic independence through livelihood diversification and appropriate resistant crop variety promotions in hazard prone areas.
- f) Sound environmental management.
- g) Irrigation and water harvesting systems.
- h) Good water resources management strategies.
- i) Peaceful conflict resolution.
- a) Rehabilitation, recovery and restoration of livelihoods.
- b) Sustainable agriculture practices including re-afforestation.
- c) Restore institutions and life support services.
- d) Timely rehabilitation of essential infrastructure.
- e) Appropriate and improved agricultural, social and economic policies.

#### **3.5.4 Building Capacity for Coordination**

49. Effective Disaster management requires concerted efforts among all stakeholders as well as holistic approach to the design and implementation of disaster management programmes. To achieve this, effective, vertical and horizontal coordination are critical. Coordination is complex as it involves many players and stakeholders at different levels. The coordination of disaster management activities is an important component of effective disaster management. The main measures to improve disaster management coordination shall include:-

- a) Having a direct communication link with the Vice President when need arises.
- b) Operating an Emergency Operations Centre (EOC).
- c) Establishing and management of Provincial DMMU offices in all provinces.
- d) Building effective networks and interfacing with stakeholders at all levels of disaster risk reduction strategies.
- e) Building capacity (training, equipment, awareness, institutions, etc) of stakeholders at all levels.

- f) Streamlining and harmonizing tenders and procurement procedures.
- g) Streamlining access to and operations of the National Disaster Trust Fund
- h) Building effective linkages with Government, donors, NGOs and other Stakeholders.
- i) Building internal (NGOs, Private Sector, other Government wings) and international alliances with other countries for improved early warning capacity.
- j) Commissioning of disaster impact studies and producing technical and progress reports on the state of disasters preparedness.
- k) Maintaining permanent Focal Persons in all line Ministries that sit on technical Sub-Committees.
- l) Paying special attention to gender in rebuilding livelihoods and other disaster management options.

50. Disasters that have cross board effects will be handled in line with existing bilateral or regional protocols. Where such protocols are non-existent, bilateral, tripartite or regional memorandum of understanding should be entered into. These should address issues relating to establishment of a command post, joint operations and safer havens for evacuations during a disaster impact.

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## **4.0 IMPLEMENTATION FRAMEWORK**

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### **4.1 Institutional Arrangement for National Disaster Management Regime**

51. The overall responsibility for national disaster management shall remain in the Office of the Vice-President and implementation of disaster management activities and programme shall be done through the

Disaster Management and Mitigation Unit (DMMU), which shall exercise Its responsibilities through the National Disaster Management Committee, Disaster Management Technical Committee and appropriate broad-based committees at Provincial, District and Satellite levels.

#### **4.1.1 National Disaster Management Committee (NDMC)**

52. The National Disaster Management Committee, chaired by the Vice-President, and Minister of Defence as Vice Chairperson, shall constitute the supreme policy-making body for national-wide disaster management in the country. It shall comprise of the following Cabinet ministers:

- a. Vice President (Chair)
- b. Minister of Defence (Vice Chair);
- c. Minister of Home Affairs;
- d. Minister of Communication and Transport;
- e. Minister of Agriculture and Cooperatives;
- f. Minister of Energy and Water Development;
- g. Minister of Finance and National Planning;
- h. Minister of Local Government and Housing;
- i. Minister of Community Development and Social Services;
- j. Minister of Works and Supply;
- k. Minister of Mines and Mineral Development;
- l. Minister of Health;
- m. Minister of Tourism, Environment and Natural Resources
- n. Minister of Education
- o. Minister of Information and Broadcasting Services.

53. Any other Minister and/or Provincial Deputy Ministers may be co-opted when need arises. The Secretariat shall be Cabinet Office and the Permanent Secretary (A), in the Office of the Vice President and the



National Coordinator (DMMU) shall be in attendance to provide technical input.

The functions of NDMC shall include:

- a. Formulation of national disaster management policy;
- b. Directing line Ministries to take up their portfolio responsibilities as they relate to disaster management activities;
- c. Endorsing national plans and regulations;
- d. Recommending declarations of national disasters; and
- e. Facilitation of the mobilization resources for disaster management activities.

#### **4.1.2 National Disaster Management Technical Committee (NDMTC)**

54. The Disaster Management Technical Committee shall be multi-sectoral, acting on behalf of the National Disaster Management Committee and chaired by the Permanent Secretary (A), Office of the Vice President. It shall be the overall technical supervisory body of disaster management activities in the country.

55. The composition of the NDMTC shall be Permanent Secretaries from the following Ministries:

- a) Office of the Vice President (Chair)
- b) Ministry of Defense (Vice Chairperson);
- c) Ministry of Home Affairs;
- d) Ministry of Communication and Transport;
- e) Ministry of Agriculture and Cooperatives;
- f) Ministry of Energy and Water Development;
- g) Ministry of Finance and National Planning;

- h) Ministry of Local Government and Housing;
- i) Ministry of Community Development and Social Services;
- j) Ministry of Works and Supply;
- k) Ministry of Mines and Mineral Development;
- l) Ministry of Health;
- m) Ministry of Tourism, Environment and Natural Resources
- n) Ministry of Information and Broadcasting Services
- o) Ministry of Education
- p) United Nations Resident Coordinator
- q) Church Representative

56. Any other Ministry, Provincial Permanent Secretary, private sector or civil society organisation may be co-opted as ex-officio members when need arises. The Secretariat shall be the DMMU. The functions of NDMTC shall include:

- a) Recommending Disaster Management Policy direction to the National Disaster Management Committee.
- b) Overall Co-ordination of the implementation of the decisions of the National Disaster Management Committee.
- c) Supervising the work of the DMMU in the preparation, monitoring and regularly reviewing of national disaster management plans.
- d) Supervising the work of the DMMU in the monitoring and regularly reviewing of sectoral disaster management plans.
- e) Overall management of the National Disaster Trust Fund (NDTF).
- f) The Chairperson shall appoint or co-opt additional members of the NDMTC upon recommendation by DMMU.

#### **4.1.2.1 NDMTC Sub-Committees:**

57. The NDMTC Sub-committees shall assist DMMU with technical inputs in order to improve co-ordination, programme planning and implementation.

The chairmanship and membership (i.e., drawn from technical officers, disaster managers in line ministries, UN System, NGOs, private sector and other stakeholders) of the sub-committees should vary according to the nature of particular subject areas under consideration. Working groups should also hold regular meetings to address issues and problems from provincial and district committee levels.

58. The key sub-committees shall be as follows:

- i. Sub-committee on Health, Water, Sanitation and Nutrition;
- ii. Sub-committee on Finance and Tender
- iii. Sub-committee on Infrastructure, Relief and Logistics;
- iv. Sub-committee on Agriculture and Environment;
- v. Sub-committee on Security;
- vi. Sub-committee on Early Warning Systems;
- vii. Sub-committee on Training and Public Education.

59. The main functions of the Sub-Committees shall be as follows:

- a) Generating portfolio information through DMMU to NDMTC for timely decision making.
- b) Serving as fora for updating skills, reviewing case studies, promoting and setting agenda for trainings.
- c) Creating awareness on respective subject matter
- d) Participating in risk analysis and vulnerability assessment
- e) Playing a technical advisory role and not duplicate the roles of the executive committee at any level.
- f) DMMU shall facilitate the nomination and appointment of members of the technical sub-committees from the various stakeholder institutions.
- g) Help DMMU coordinate and supervise the implementation of portfolio activities and Programmes.

#### 4.1.3 Provincial Disaster Management Committee (PDMC)

60. The Provincial Disaster Management Committee, a sub-committee of the Provincial Development Coordinating Committee (PDCC), shall comprise of; Heads of those Departments and other stakeholders that are likely to be involved in disaster management. Officers in Charge of the overall management of districts may be co-opted into the PDMC. It should be a forum for disaster prevention, preparedness and mitigation activities in the province and an essential link between national objectives and local priorities.

**Chairperson:** Permanent Secretary

**Composition:** All Heads of Department, NGOs, Private Sector and Church

**Secretariat:** Provincial Disaster Management Coordinator

61. The main functions of the PDMC shall include:

- a) Preparing and consolidating provincial disaster management plans;
- b) To act as clearing house for information related to early warning.
- c) Monitoring the preparation and implementation of district disaster management plans and evaluating their impact;
- d) Participate in Risk Analysis and Vulnerability Assessments
- e) Mobilizing provincial resources for implementation of mitigation, prevention, preparedness and response activities
- f) Coordinating provincial level multi-sectoral input into national disaster management plans;
- g) Collecting and disseminating information on provincial disaster management issues;

- h) Acting as a channel for information and resources between central government and districts;
- i) Promoting and implementing disaster management training at provincial level and ensuring that training programs are carried out at district level;
- j) Promoting public awareness at provincial and district levels; and
- k) Performing emergency operations for the province in times of disasters.
- l) The Chairperson shall identify and appoint new or co-opted members as need arises upon consultations with the general membership of the PDMC.

62. The Secretariat of the committee shall operate and update a database on disaster related information.

#### **4.1.4 District Disaster Management Committee (DDMC)**

63. The District Disaster Management Committee shall directly deal with the impact of a disasters and will coordinate operations of disaster preparedness, prevention and mitigation at the district level. It shall be a sub-committee of the District Development Coordinating Committee. The District Disaster Management Committee shall comprise Heads of those departments and other stakeholders that are likely to be involved in disaster management as determined by the DDMC.

**Chairperson:** Officer in charge of overall management of a District

**Composition:** All Heads of Department, NGOs, Private Sector, Church

**Secretariat:** District Administrative Officer

64. All NGOs dealing with disaster management, assessment and early warning information shall work through DDMC of which all relevant

government departments are members.

65. The Secretariat of the committee shall operate and update a database on disaster related information

66. The main functions of the DDMC shall be:

- a) Ensuring that the flow of information from community to provincial levels is running smoothly;
- b) Participate in Risk Analysis and Vulnerability Assessments
- c) To act as clearing house for information relating to early warning.
- d) Coordinating district disaster management activities;
- e) Preparing and updating district multi-sectoral disaster preparedness, prevention and mitigation plans for slow-and rapid-onset disasters;
- f) Reviewing and updating district disaster plans during times of non-emergency
- g) Mobilizing resources for district disaster management and preparation of budgets;
- h) Implementing disaster management training programs at district level; and
- i) Implementing public information and public awareness programs in the district.
- m) The Chairperson shall identify and appoint new or co-opt members as need arises upon consultations with the general membership of the DDMC.

#### **4.1.5 Satellite Disaster Management Committee (SDMC)**

67. The Officer in Charge of the overall administration of the district shall ensure that each village or cluster of villages within each chiefdom has a permanently established Satellite Disaster Management Committee. The local community shall elect their representatives to SDMC. The SDMC

through the chairperson shall report to the District Disaster Management Committee which shall facilitate, co-ordinate and supervise its work.

68. The composition of the SDMC shall include ten (10) members distributed as follows:-

- a) a representative of traditional leadership,
- b) at least three local persons trained in any sector (e.g. teacher, extension officer, health worker or any skilled person, etc),
- c) representatives of major religious groups operating in the area,
- d) Two men and two women selected to represent the community,
- e) at least one youth to represent the youth population in the area,
- f) a prominent businessman or farmer and
- g) a local representative of an NGO involved in disaster management or relief work.

69. The functions of the SDMC shall include:

- a) Overseeing disaster preparedness, relief and post-disaster recovery activities of individuals and households in its area;
- b) Identification of vulnerable households and individuals
- c) To act as clearing house for information related to early warning.
- d) Acting as primary responding and mitigation agent within the existing capacities of the community
- e) Participate in Risk Analysis and Vulnerability Assessments
- f) Acting as information and reporting channel for the community with regard to disaster management issues at the local level;
- g) Sensitizing local community on the effects of disasters and appropriate responses;

70. The Secretariat of the committee should be elected by the committee and shall maintain a database on disaster management related information.
71. Gender concerns shall be incorporated into the composition, responsibilities, roles and activities of committees and efforts shall be made to ensure equal representation of men and women in committees at all levels.

#### **4.1.6 Disaster Management and Mitigation Unit (DMMU)**

72. DMMU shall be a permanently established government institution within the Office of the Vice-President. It shall be the Secretariat to the entire National Disaster Management structure, and primary driver of all disaster management activities in the country, guided by the committees. **Management shall focus on goal-setting, controlling and directing of programme design. DMMU shall acquire, mobilize and manage resources, and shall maintain minimum levels of relief materials to facilitate primary and immediate response to a disaster situation. It shall maintain a small but efficient organizational unit to perform the functions of coordination.**
73. The National Coordinator shall be the Chief Executive Officer of the Unit and shall report directly to the Republican Vice President during times of emergencies.
74. The main functions and activities shall be in line with those outlined under the six core objectives. However, special attention shall be placed on the operations and management of an Emergency Operations Centre (EOC) and Early Warning System as key activities.



75. The **Emergency Operations Centre (EOC)** shall be a suitably equipped facility of DMMU and shall remain in a state of preparedness. It shall be the nerve centre to monitor emergencies and their possible responses at all times and feed into the normal operations of DMMU. EOC shall be the primary location from which the mobilization and coordination of responses and resources shall be carried out in the event of a disaster. *(Refer to EOC operational procedures)*

76. The **Early Warning System (EWS)** shall be broad-based covering all sectors and hazard sources. For this purpose, DMMU shall maintain close links with the different institutions that provide early warning services.

77. There shall be an Expert Group to form the core of the Early Warning System Sub-Committee to co-ordinate Early Warning activities from different institutions, to feed into the EOC

#### **4.1.7 Provincial Disaster Management Office (PDMO)**

78. All provinces shall maintain a Provincial Disaster Management Office (PDMO) managed by a Provincial Disaster Management Coordinator who shall provide technical advisory support to Provincial Disaster Management Committees, District Disaster Management Committees as well as community-level satellite committees.

#### **4.2 Role of other stakeholders in Disaster Management**

79. For the purpose of this policy, stakeholders shall include Non-Governmental Organisations, Donors, UN Disaster Management Country Team and the UN System in general, the private sector, the church and the community. The Government shall play a coordinating role of the inputs of the different stakeholders before, during and after emergencies. Stakeholders shall declare to Government through DMMU their work plan

and budgets including resources and their sources meant for disaster management related activities. This is for purposes of capturing information relating to mitigation, prevention, preparedness, and response activities so that the Government knows with precision the types and scales of interventions being under taken, as well as resources required to implement them.

#### **4.2.1 Non-Governmental Organizations (NGO)**

80. The government through DMMU shall ensure that NGOs are familiar with the disaster management policy and strategies. NGOs shall be encouraged to provide relief and early warning information quickly and appropriately. Effective links with NGOs shall be promoted at all levels of disaster management and mitigation framework. Government and NGOs shall forge partnerships to serve vulnerable and affected communities. A forum between Government through DMMU and NGOs at national, provincial, district and community levels shall be formed to address areas of mutual interest.

#### **4.2.2 Donors**

81. Donors shall play a pivotal role to supplement government efforts in the area of strengthening capacities for disaster management and supplementing efforts in mobilizing resources for disaster management. They shall work with Government at various levels of national Governance.

#### **4.2.3 Disaster Management Team**

82. The interventions of specialised technical agencies such as the UN Agencies shall be encouraged in disaster management. This shall include coordination, consolidated appeals, Resource Mobilisation, Assessments, Monitoring and Evaluation of Disaster Management Operations. Within the

regional umbrella, DMMU shall work and collaborate with SADC Disaster Management Unit and all relevant regional bodies handling different aspects of disaster preparedness, prevention and mitigation.

#### **4.2.4 The Church**

83. The Church shall provide moral, material and financial support as well as provide guidance and help mobilize communities and resources during disaster times. Government and the church shall forge partnerships to serve vulnerable and affected communities.

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## **5.0 Operations Manual**

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This Disaster Management Policy shall be operationalised through a Disaster Management Operations Manual.

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## **6.0 LEGAL FRAMEWORK**

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84. In order to implement the above policy measures, Government shall review and harmonize laws and regulations at local level, review and adopt/sign or domesticate sub-regional, regional and international conventions that facilitate effective disaster management.

85. There shall be a DMMU Act to provide legal basis for the existence of the national disaster management structure and policy.

86. The Act shall empower DMMU to mobilize resources under emergency situations and to compel all partners to provide information to DMMU for effective coordination and leadership.

87. It is mandatory for line ministries, industries and organizations to give priority to installation of minimum standards of preparedness.

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## **7.0 FINANCING AND RESOURCE MOBILIZATION**

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88. Government shall be obliged to release directly from the Treasury, resources to manage and mitigate disasters through the National Disaster Management Trust Fund (NDMTF) and to support disaster management related activities.

89. The implementation of the disaster management policy shall require the innovative mobilisation of resources from other sources. These shall be done at different levels utilizing various sources. These sources shall include:

- a) Donors
- b) NGOs, Civil Society and the Church and Charitable Organisations
- c) Private sector
- d) UN agencies
- e) Insurance initiatives
- f) Local Authorities
- g) Communities.
- h) Line Ministry Budgets
- i) Contingency Funds.

90. Provision is hereby made in this policy for the maintenance of a National Disaster Trust Fund and its replication at province, district and community Levels.

91. The National Disaster Trust Fund shall be located within the Office of the Vice-President but managed by DMMU.
92. DMMU shall utilize existing capabilities available in civil and military institutions, retired skilled personnel, and any other available resources to respond to disasters. DMMU shall utilize regional resources in accordance with SADC Disaster Management Strategy document.
93. DMMU shall enhance Disaster Management Capacity by developing a disaster management cadre through training staff in DMMU and facilitation of training of staff in key partner organizations in order to staff in a state of preparedness.

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## **8.0 MONITORING AND EVALUATION**

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94. In order to monitor and evaluate the implementation of this policy, Government through DMMU shall establish an integrated system of monitoring and evaluation for the implementation of this policy.
95. This policy shall be translated into an Operations Manual and Legal Framework for the purposes of assignment of roles and responsibilities, implementation and legal authority, monitoring and evaluation.

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