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REPUBLIC OF ZAMBIA

OFFICE OF THE VICE-PRESIDENT

## National Disaster Management Policy



Disaster Management and Mitigation Unit  
Office of the Vice-President  
Lusaka

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## **FOREWORD**

The National Disaster Management Policy which was launched in August, 2005 following the approval of the Policy by Cabinet on 23<sup>rd</sup> March, 2005 has been in use from 2005 to date.

A number of achievements have been realized through the operationalization of the Policy. Notable among these include; the establishment of Integrated National Disaster Management Structure and enabling legal framework, creation of the Disaster Management and Mitigation Unit Provincial Offices, expansion of the DMMU staff establishment, enhanced coordination at National, Provincial and Local levels including the private sector and civil society and establishment of a National Platform for sharing multi-sectoral Disaster Risk Reduction issues. Others include the establishment of an Emergency Operations Centre and development of annual Contingency Plans in anticipation of shocks.

However, the need to review the National Disaster Management Policy has been necessitated by a number of factors namely:

- **The National Disaster Management Act No. 13 of 2010**

The Act has come with a number of provisions that were not considered at the time when the National Disaster Management Policy was developed. Inevitably, the Policy had to be reviewed in order for it to take into consideration these provisions.

- **The paradigm shift from disaster management to disaster risk reduction.**

At the time of developing the Policy, the emphasis at the global, regional, sub-regional and national levels was more on disaster management and not disaster risk reduction. As such, the National Disaster Management Policy having been developed during the period prior to the paradigm shift was skewed towards disaster management, which is a re-active approach.

- **Climate Change**

During the period the National Disaster Management Policy was being developed (1999 to 2004), the issues of climate change were of course being discussed but not to the level of occupying a centre stage at global, regional, sub-regional and national levels as the case is now. This being the case, the National Disaster Management Policy of 2005 was devoid of climate change-related issues.

The above three (3) main areas coupled with the other processes and developments that have taken place in Government such as the approval of the Decentralization Policy and the current related processes that will lead to its implementation have necessitated the need to review the National Disaster Management Policy of 2005.

The objectives in this Policy will promote sustainable development among vulnerable communities and improve their resilience, thus making them contribute more to the national development.

Mrs.Inonge Wina, MP  
Vice-President of the Republic of Zambia

## ***ACKNOWLEDGEMENT***

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

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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 change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods.
<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 with the hazard using 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>	Refers to a continuous and integrated multi-sectoral and multi-disciplinary process of planning and implementation of measures aimed at (a) <b>preventing or reducing the risk of disasters</b> , (b) mitigating the severity or consequences of disasters, (c) emergency preparedness, (d) a rapid and effective response to disasters and (e) post-disaster recovery and rehabilitation.
<b>Disaster Preparedness:</b>	Refers to activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and evacuation of people and economic assets from a threatened location.
<b>Disaster Prevention:</b>	Refers to measures or actions taken to avoid, eliminate or prevent harmful natural or human adverse phenomena or hazards from causing or resulting in a disaster. This includes the process of informing the general population, increasing levels of consciousness

about risks and how people can act to prevent their exposure to risk of hazards.

**Disaster Risk Management:** This is the systematic process of using administrative directives, organizations and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impact of hazards and the possibility of disaster.

**Disaster Risk Reduction:** 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.

**Drought:** 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.

**Early Warning:** Refers to the provision of timely and effective information, through relevant institutions, that follows individuals exposed to any hazard, to take action to avoid or reduce their risk and prepare for effective response.

**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.

**Epidemic:** Refers to an unusually large or unexpected increase in the number of cases of the disease for a given time, place or period.

**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 bio-Diversity; water and air pollution; climate change; sea level rise; ozone layer depletion; illegal mining and quarrying; indiscriminate throwing of garbage; and drilling boreholes close to sewer systems.

**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.

- Floods:** A flood is a high flow of water, which overtops either the natural or artificial banks of a river. Floods induce disasters when human settlements have an overflow of water beyond the normal confines and humans are unable to cope with the calamity or when they result in the destruction of crops, social and economic infrastructures.
- 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:** Refers to a potentially damaging physical event such as an earthquake, a hurricane, flood, drought, fire, epidemic, phenomenon or human activity, which may cause injury or the loss of life, damage to property, social and economic disruption or environmental degradation and includes latent conditions that may represent future threats and can have different origins, natural and human-induced.
- Human-Induced Hazard:** Those elements of the physical environment harmful to human beings and caused by humans also seen as ‘Acts of Humans.’
- Hydrological Drought:** This is a period when the flows in rivers, lakes and ground water aquifers are below normal levels.
- Hydro-Meteorological Hazard:** Natural phenomenon of atmospheric, hydrological or oceanographic nature which may cause the loss of life or injury, property damage, and social and economic or environmental degradation such as floods, debris and mud-floods and tropical cyclones.
- 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.
- Internally-Displaced Person (IDP):** A person (or a group of persons) who has been forced or obliged to flee or leave his or her home or place of habitual residence, in particular as a result of, or in order to avoid the effects of armed conflict, situations of generalized violence, riots, violations of human rights, or natural or human-made disasters. And who has not crossed an internationally recognized state border. Such a person must enjoy the protection of the country of asylum in line with International Humanitarian Law governing the status of internally-displaced persons.



**Life Skills-Based Education (LSBE):** Refers to describe life-skills education that addresses a specific content or subject with the aim of creating abilities for adaptive and positive behavior in a person(s).

**Mitigation:** Structural and non-structural measures undertaken to limit or make less severe the adverse impact of natural hazards, environmental degradation and technological hazards.

**Natural-Induced Hazard:** Those elements of the physical environment harmful to humans and caused by forces exogenous or external to them, also seen as ‘Acts of God’.

**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.

**Reconstruction and Recovery:** To rebuild essential infrastructure, productive capacities, institutions and services destroyed or rendered non-operational by a disaster. Recovery is 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.

**Refugee:** A person who is unable or unwilling to return to his or her country of nationality, owing to well-founded fear of being persecuted for reasons of race, religion, nationality, seriously disturbed public order, gender discriminating practices, membership of a particular social group, or political opinion. Such a person must enjoy the protection of the country of asylum in line with International Humanitarian Law governing the status of refugees. A refugee-induced hazard may arise from cross-border disease outbreak, security concerns and economic strains.

**Rehabilitation:** Refers to measures to help restore the livelihoods, assets and production levels of emergency affected communities.

**Relief :** Refers to emergency provision of assistance to save people’s lives in the immediate wake of a disaster, including search and rescue, evacuation, distribution of food and water, temporary provision of sanitation, health care and shelter, and the restoration of immediate personal security.

**Resilience:** Refers to the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effect of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

- Response:** The provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected.
- Risk:** Refers to the probability of harmful consequences such as deaths or injuries, or expected losses of property or livelihoods, disruption of economic activity or environmental damage, resulting from interaction between natural or human induced hazards and 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-resilience increase.
- Vulnerability:** Refers to a set of conditions and processes resulting from physical, social, economic and environmental factors which increase the susceptibility of a community to the impact of hazards.

## *Acronyms*

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ART:	Anti Retro-Viral Therapy
ASP:	Agriculture Support Programme
CBPP:	Contagious Bovine Pleural 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 Coordinator
DDMO:	District Disaster Management Office
DMMU:	Disaster Management and Mitigation Unit
D-WASHE:	District-Water, Sanitation and Health Education
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
GNP:	Gross National Product
GRZ;	Government of the Republic of Zambia
HIV/AIDS:	Human Immuno Virus/Acquired Immune deficiency Syndrome
IDP:	Internally-Displaced Persons
IDNDR:	International Decade for Natural Disaster Reduction
ISDR:	International Strategy for Disaster Reduction
IT:	Information Technology
LSBE:	Life Skills-Based Education
LWF:	Lutheran World Federation
MACO:	Ministry of Agriculture and Cooperatives
NDMC:	National Disaster Management Council
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 Service Reform Programme
SADC:	Southern Africa Development Community
SDMC:	Satellite Disaster Management Committee
SNDP:	Sixth National Development Plan (2011-2015)
TDAU:	Technology Development Advisory Unit
UN:	United Nations
UNDP:	United Nations Development Programme
UNHCR:	United Nations High Commissioner for Refugees.

UNICEF: United Nations Children's Emergency Fund.  
UNZA: University of Zambia  
USA: United States of America  
WFP: World Food Programme  
WHO: World Health Organization

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# 1. INTRODUCTION

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## 1.1 Conceptual Framework

The National Disaster Management Policy which was launched in August 2005 has been in use since then. According to policy guidelines, any policy is supposed to be reviewed after five [5] years. This is what has necessitated the review of the National Disaster Management Policy of 2005. The need for this review is also anchored on the assumption that a five [5] year period is long enough to witness a change in the number of factors and parameters that might have been under consideration at the time when the Policy was being developed and subsequently implemented.

1. There were four key issues in this regard namely: the coming into force of the National Disaster Management Act No. 13 of 2010; the paradigm shift from disaster management to disaster risk reduction; and the coming onto the global scene, the issues of climate change and the Decentralization Policy.
2. The Act came into force on the 13<sup>th</sup> of April, 2010. This Act has come with a number of provisions that were not considered at the time when the National Disaster Management Policy was developed. Inevitably the Policy has to be reviewed in order for it to take into consideration these provisions.
3. **Paradigm Shift from Disaster Management to Disaster Risk Reduction:** At the time of the development of the Policy, the emphasis at the global, regional, sub-regional and national levels was more on disaster management and not disaster risk reduction as such. The first conference on Disaster Reduction was held in Yokohama, Japan in 1994. The resolution of the conference culminated in what came to be known as the **Yokohama Strategy: For A Safer World (1994-2004)**. The Conference was the first major global effort in attempting to collectively put measures in place that would help reduce disasters significantly. To this effect, strategies and programmes were designed and implemented at global, regional, sub-regional and national levels to ensure that the world regions, sub-

regions and indeed nations effectively reduce national disasters. The National Disaster Management Policy having been developed during the period prior to the paradigm shift was skewed towards disaster management, which is a reactive approach.

When the world reviewed the successes and failures of the Yokohama strategy in January, 2005 in Kobe Japan, one of the inherent weaknesses identified was the emphasis on disaster management as opposed to disaster risk reduction. At the end of this conference, the Hyogo Framework of Action [HFA] with five [5] thematic areas developed and adopted. The endorsement of this document by national Governments effectively signaled the paradigm shift from disaster management (a reactive approach) to disaster risk reduction (a pro-active approach) as the emphasis was now on disaster preparedness through risk management and transformation of communities from being disaster vulnerable to being disaster resilient.

4. Climate Change: During the period the National Disaster Management Policy was being developed, (1999-2004), the issues of climate change were of course being discussed but not to the level of occupying a centre stage at global, regional, sub-regional and national levels as the case later became. This being the case, National Disaster Management Policy of 2005 was devoid of climate change-related issues.
5. Decentralisation: The National Disaster Management Policy of 2005 did not take into consideration the other processes and developments that have taken place in Government such as the approval of the decentralization Policy and the current related processes that will lead to its implementation. All these necessitated the need to review the National Disaster Management Policy of 2005.
6. The revised Policy will be to be implemented during the period **2015-2020**.

## 1.2 Evolution of Disaster Management in Zambia

7. In view of the common hazards and vulnerabilities in the country such as floods, droughts, epidemics, environmental degradation, human/animal conflicts, food insecurity, animal and plant diseases and pests, and road and water accidents 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 a 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 and facilitate the implementation and coordination of 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 (PSRP), Government created the **Disaster Management and Mitigation Unit (DMMU)** within the Office of the Vice-President in 1994.

**11.** The formulation of the Policy of 2005 was intended to address the way Zambia would manage its risks, hazards, disasters, vulnerable populations and the environment at risk and provide a framework for disaster management in the country. The 2005 policy recognized the provisions of international conventions, United Nations Resolutions, African Charters and SADC disaster management strategy that provide a global framework for disaster management. This revised policy takes into consideration, among others the following International, Regional and National instruments:-

- i. Convention to combat Desertification in those Countries Experiencing Serious Drought and/or Desertification in Africa.
- ii. International Decade for Natural Disaster Reduction (IDNDR).
- iii. International Strategy for Disaster Reduction of 2000 (ISDR).
- iv. Hyogo Framework for Action (2005-2015).
- v. United Nations Framework Convention on Climate Change.
- vi. United Nations Convention on Disaster Reduction.
- vii. United Nations Millennium Goals Declaration.
- viii. World Summit on Sustainable Development.
- ix. SADC Disaster Management Strategy.
- x. AU Kampala Convention on Internally-Displaced People.



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## 2. SITUATION ANALYSIS

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### 2.1 Vulnerability and Poverty in Zambia

**12.** During the Fifth National Development Plan (2006-2010) the economy attained some macro-economic stability and continued growth. According to the Sixth National Development Plan (2011-2015), the economy grew during the Fifth National Development Plan (FNDP) period averaging 6.1 percent per annum over the period 2006-2009, compared with an average of 4.8 percent attained during the Poverty Reduction Strategy Paper (PRSP) / Transitional National Development Plan (TNDP) of 2002-2005 period. Macroeconomic stability, growth in exports and overall improvements in the investment climate had a positive impact on economic growth. The improvements in the investment climate contributed to the increase in Foreign Direct Investment (FDI) especially in the mining, construction and services sectors. The annual average growth over the FNDP period was, however, still below the envisaged average growth target of 7.0 percent. The annual inflation was much lower averaging 11.3 percent as compared to 20 percent during the PRSP/TNDP period (Sixth National Development Plan, 2011). This reduction was, however, below the FNDP target of single digit inflation. Overall, the economic growth experienced between 2006 and 2010 did not translate into significant reduction in poverty and improved general living conditions of the majority of Zambians. For example, Job creation was not commensurate with the gains registered from economic growth. The expected economic trickle-down effect did not take place.

**13.** In 2011, 85 percent of people in rural areas and 34 percent of people in urban areas were still living under the poverty datum line. The Zambian households suffered multiple deprivations which made the poor vulnerable and continuing in poverty. As a result, in 2012, Zambia ranked 164<sup>th</sup> out of 187 countries with a score of 0.4 on the United Nations Development Programme's Human Development Index (HDI), which measures achievements in health, education and income. A Human Development Index below 0.5

is considered to represent low development. The main reason why Zambia's economic growth does not translate into significant reductions in poverty and vulnerabilities lies in the country's challenges in social economic management.

- 14.** One of the consequences of the high levels of poverty in the country is that even if improvements have been made in the provision of some essential services, high demand for them still remains. This situation makes some sections of the population vulnerable to particular hazards that may occur. For instance, the proportion of the population with access to safe water supply increased from 75 percent in 2011 to 76 percent in 2012 in urban areas and increased from 61 percent in 2011 to 65 percent in 2012 in rural areas. Similarly, the proportion of the population with access to adequate sanitation also increased from 44 percent in 2011 to 48 percent in 2012 in urban areas and increased from 43 percent in 2011 to 48 percent in 2012 in rural areas (SNDP, 2011).
- 15.** This revised policy supports measures which are aimed at encouraging development-based construction, reconstruction, rehabilitation, expansion and maintenance of essential infrastructure which can withstand natural disasters such as droughts, seasonal floods and flash floods which adversely impact on food and water security, health and sustainable livelihoods of rural and urban communities.
- 16.** From 2011 to 2012, agriculture grew by only 1.5 percent and in 2012 formal employment as a percentage of labor force was only 14.5 percent. The situation of low formal employment in rural areas combined with poor infrastructure encouraged rural-urban migration, especially of young people in search of employment. This high rural-urban migration stretched urban resources to their limit particularly in housing, health, clean water supply and nutrition all of which led to an increase in environmental degradation and disaster vulnerability, especially among the urban poor.
- 17.** Zambia's disaster vulnerability continued to increase (SNDP, 2011). In response, SNDP (2011-2015) was designed to sustain the positive macro-economic gains of FNDP. In order to do this, the theme and the strategic focus of SNDP were 'Sustained Economic

Growth’ and ‘Infrastructure and Human Development’, respectively. Its focus was guided by the principles of accountability, decentralization and efficient resource allocation. The objectives were to: accelerate infrastructure development; economic growth and diversification; promote rural investment; and accelerate poverty reduction and enhance human development, while recognizing the importance of balanced growth in all sectors of the economy. SNDP priority growth sectors were Agriculture, Livestock and Fisheries, Mining, Tourism, Manufacturing and Commerce and Trade.

18. In 2005, just before FNDP (2006-2011) had come into effect, the international Hyogo Framework for Action (HFA) took place. The Hyogo Framework signaled the beginning of the paradigm shift from disaster management (a reactive approach) to disaster risk reduction (a pro-active approach). About the same time of FNDP, issues of climate change were being discussed until they occupied the center stage at global, regional, sub-regional and international levels. In 2010, the National Disaster Management Act No. 13 of 2010 was enacted. In order to make the National Disaster Management Policy of 2005 effective there was, therefore, a need to review it so that it could reflect the issues of the paradigm shift, climate change, National Disaster Management Act No. 13 of 2010 and the decentralization policy.

## **2.2 Underlying Causes of Vulnerability**

19. Some of the major causes of vulnerability in Zambia include negative beliefs, attitudes and practices (customs and norms), poor farming practices, degradation of the environment, lack of access to resources, disintegration of social safety nets such as extended family systems and weak institutional structures to promote social welfare. Other factors contributing to vulnerability are lack of access to information and knowledge, lack of access to political power and representation, lack of public awareness, weak buildings/infrastructure and limited food diversity.
20. In order to address the above underlying causes of vulnerability, this policy has proposed a number of measures which will facilitate the designing of necessary and appropriate

interventions. These 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. In addition, this proactive approach would also require Life Skills-Based Disaster Prevention Education.

## **2.3 Common Disasters and their Impact in Zambia**

**21.** There are three broad categories of hazards and disasters that have afflicted and/or have potential to afflict Zambia. These are:-

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

Human-induced hazards include:

- Epidemics (e.g., cholera, dysentery and HIV/AIDS);
- deforestation from indiscriminate charcoal burning and poor farming practices;
- floods;
- poor drainage, solid waste management and sanitation;
- soil degradation and erosion from poor farming practices;
- fires;
- human/animal conflicts from encroachment into game management areas and forestry resources;
- food insecurity and hunger;
- depletion of fish stocks;
- accidents (e.g., road, industrial and marine);
- air, water and noise pollution (e.g., mines);
- spillage of hazardous waste (e.g., along great north road to the mines);
- illegal mining for building sand and illegal quarrying;
- increased numbers of orphans and vulnerable children;
- indiscriminate throwing of garbage;
- gender-based violence;

- riots; and
- poverty leading to prostitution, alcohol and drug abuse and vandalism.

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

Natural-induced hazards include:

- climate variability (e.g., earthquake, lightning and heavy rainy storms);
- livestock and crop diseases and pests;
- frost;
- diminishing grazing pastures due to floods; and
- siltation from floods.

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

Complex humanitarian emergencies include:

- influx of refugees;
- religious conflicts; and
- internally-displaced persons.

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## **3. NATIONAL DISASTER MANAGEMENT POLICY**

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### **3.1 Vision**

To have a sustainable *safety-net* for the protection of the citizenry, its assets and the environment from disasters.

### **3.2 Mission**

To develop, coordinate and monitor disaster risk management programmes in order to minimize loss of life, damage to property and the environment.

### 3.3 Rationale for the Policy

22. Consistent with the vision above, the Government requires a national policy for disaster management that will provide policy direction and define parameters within which the Disaster Management System in the country will operate. The alignment of roles and responsibilities is aimed at efficient utilization of resources.

### 3.4 Guiding Principles to the Policy

23. The key guiding principles for this policy are that:-

- i. Disaster Management is the responsibility of every Zambian citizen.
- ii. Government bears the primary responsibility for the protection of its people, infrastructure and other national assets from the impact of disasters.
- iii. Disaster prevention, preparedness and mitigation are integrated into the mainstream national development efforts at community, district, provincial and national levels.
- iv. The development and strengthening of capacities for disaster risk reduction and climate change adaptation are top priorities for the Government of the Republic of Zambia.
- v. Effective national Early Warning System is the key in the success of disaster prevention, preparedness and mitigation as well as response.
- vi. Effective environmental management promotes sustainable development.
- vii. Promotion of sustainable development among vulnerable communities improves their resilience, thus making them contribute more to the national development.
- viii. A national culture of *prevention* and *preparedness* is an essential component of multi-sectoral approaches to increasing disaster and climate change resilience and adaptation in the country.
- ix. Disaster effects are selective, affecting mostly women, children, the physically-challenged and the elderly, hence specific consideration to these groups in disaster management shall be prominent at all levels.

- x. Mainstreaming of gender issues and planning in assessments of different vulnerabilities and needs of men and women to ensure that disaster response is equitable in the affected areas.
- xi. The identification of hazards and the localities which they affect are key to effective disaster management.

## **3.5 Goal and Objectives**

### **3.5.1 Goal**

- 24. To strengthen national capacities for effective disaster preparedness, prevention, response, mitigation and restoration in order to protect lives and livelihoods, property, environment and the economy at large.

### **3.5.2. Objectives**

- 25. The above goal is broken down into specific objectives that encompass the disaster management cycle (preparedness, prevention, response, mitigation and restoration) as outlined below:-
  - i. To develop and implement Disaster Risk Management (DRM) plans which will, at different levels, guide DRM and response activities in the country and respond to other national policies and planning documents.
  - ii. To strengthen horizontal and vertical coordination mechanisms in order to effectively and efficiently implement the Disaster Risk Management activities and harmonize national efforts.
  - iii. To develop and strengthen an integrated disaster risk management information and communication system in order to enhance timely decision making.
  - iv. To establish and strengthen the monitoring and evaluation mechanisms to ensure prudent utilization of resources as well as effective and efficient implementation of DRM programmes and activities.

- v. To carry out, promote and coordinate research and activities relevant to DRM in order to advise the Disaster Management structures at different levels as they fulfill their mandates.
- vi. To provide administrative, logistical and management support services in order to facilitate effective and efficient operations of DMMU.
- vii. To put in place appropriate measures to respond to climatic changes such as implementing public educational and information programmes in order to increase awareness, resilience and adaptation at all levels.

With the objectives outlined above in mind, this policy shall promote and support a comprehensive, development-based set of activities aimed primarily at Disaster Risk Reduction 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.

### **3.5.3 Measures and Actions to be Undertaken for Disaster Risk Management**

**26.** The following are the elements for Disaster Risk Management:

#### **3.5.3.1 Building Capacity for Disaster Preparedness**

**27.** 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 appropriate measures to be brought into operation before conditions become a recipe for a disaster. These actions shall be taken to promote disaster risk reduction in order to safeguard lives and property in a timely, effective and orderly manner through the following three successive phases: before-disaster phase, during-disaster phase and post-disaster phase.

**28.** The main activities for Disaster Preparedness shall include:-

- i. Improving capacity for vulnerability and risk assessment.



- ii. Developing contingency plans at community, district, provincial and national levels of governance.
- iii. Promoting public education and awareness at all levels.
- iv. Developing effective and efficient information systems at all levels.
- v. Identifying and maintaining stocks of relief materials in strategic locations.
- vi. Procuring and supplying relief requisites including keeping/maintenance of inventory of potential sources of such requisites.
- vii. Developing evacuation and rescue plans, manuals and simulation exercises.
- viii. Building preparedness capacities of public and private facilities such as schools, hospitals, offices and homes.
- ix. Promoting community-based disaster risk management through self-help and reliance on local initiatives and indigenous knowledge.
- x. Taking appropriate strategies to mobilize resources to facilitate the implementation of preparedness activities.
- xi. Maintaining well-equipped early warning and forecasting systems covering all hazards.
- xii. Educating and training all emergency workers.
- xiii. Upgrading communication infrastructure and general capacity related to early warning systems.
- xiv. Developing and updating information databases about areas, stakeholders, resources and other issues related to disasters.
- xv. Collaborating with insurance providers in the design and review of insurance packages, health and educational access schemes to cover damage due to disasters.
- xvi. Operating a toll free telephone facility.
- xvii. Building management and institutional capacity through training and public awareness in life-saving techniques and promotion of simulations within communities.
- xviii. Compelling line Ministries to give priority to installation of emergency capabilities.

### 3.5.3.2 Building Capacity for Response

29. The main activities during response will be tailored towards ensuring quick, timely and effective actions by activating and operationalizing the response capacity within acceptable reaction time to save lives and property during any disaster situation. These will include among others:-

- i. Conduct simulation exercises.
- ii. Pre-test assessment tools.
- iii. Pre-test information management systems.
- iv. Mobilize resources.
- v. Search and rescue training.
- vi. Needs/Impact Assessment capacity enhanced.
- vii. Paying special attention to gender and other special needs in rebuilding livelihoods and other disaster management options. Update the National Disaster Preparedness Plan, if necessary, with the lessons and the best practices learned.

### 3.5.3.3 Building Capacity for Disaster Prevention

30. 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 and permanent measures to develop disaster resilience with which to withstand and or recover from negative effects of disasters. This will be done through mainstreaming of disaster risk management activities into development programmes at community, district, provincial and national levels.

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

- i. Conducting educational awareness campaigns and public information dissemination through the use of electronic and print media and the establishment of community-based information centres and networks.
- ii. Training DMMU staff, line Ministry personnel, involved in disaster-related work, members of various national committees and working groups.
- iii. Supporting training for Provincial Disaster Management Committees (PDMCs) and District Disaster Management Committees (DDMCs) including those in strategic NGOs that are involved in disaster relief work.
- iv. Training Satellite Disaster Management Committee members as trainers of community residents in general.
- v. Training traditional and community leaders in disaster risk management and climate change issues.
- vi. Identifying and maintaining stocks of relief materials in strategic locations.
- vii. Formulating and implementing short, medium and long-term projects and programmes on disaster prevention.
- viii. Conducting vulnerability and needs assessments.
- ix. Supporting the enforcement of regulatory measures concerning physical and urban planning, public works, project designs, developmental programmes and individual livelihood activities.

#### **3.5.3.4 Building Capacity for Disaster Mitigation**

**32.** Disaster mitigation measures shall include activities aimed at minimizing the destructive and disruptive effects of hazards and thus lessen the impact of any disaster. The approach to mitigation shall address the **underlying causes of vulnerability**, make mitigation a **developmental activity**.

**33.** Mitigation measures shall be of different kinds depending on the disaster agent or hazard involved and shall include the promotion of:-

- i. Building physical, engineering and construction measures such as flood defenses, dams, levees and weirs.
- ii. **Safe building designs** and physical planning such as strong house foundations.
- iii. Economic independence through livelihood diversification in hazard-prone areas.
- iv. Sound environmental management and protection.
- v. Good water resources management strategies.
- vi. Peaceful conflict resolution.

#### **3.5.3.5 Building Capacity for Rehabilitation, Recovery and Restoration**

**34.** The activities shall include the following:-

- i. Rehabilitation, recovery and restoration of livelihoods.
- ii. Promoting sustainable agriculture practices including agro-forestry.
- iii. Restoration of institutions and life support services.
- iv. Timely rehabilitation and restoration of essential infrastructure.
- v. Training in conducting disaster impact studies.

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

**35.** Effective Disaster management requires concerted efforts among all stakeholders as well as a holistic approach to the design and implementation of disaster management programmes. To achieve this, effective vertical and horizontal coordination is 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.

**36.** The main measures to improve disaster management coordination shall include:-

- i. Develop and update policy instruments.
- ii. Establishing and operating an Emergency Operations Centre (EOC).
- iii. Build capacity for all Disaster Management Structures.
- iv. Building effective networks and interfacing with stakeholders at all levels.
- v. Decentralize access to and operations of the National Disaster Trust Fund.
- vi. Building internal (NGOs, Private-Public Partnerships, other Government wings) and external alliances for improved early warning capacity.
- vii. Maintaining permanent Focal Persons in all line Ministries that sit on technical Sub-Committees.

#### **3.5.5 Building Capacity for Disaster Risk Management Information and Communication System**

**37.** To develop capacity for remote sensing, geographic information systems, hazard modeling and prediction, weather and climate modeling, forecasting and early warning.

**38.** The activities shall include the following:-

- i. To train personnel in the use of disaster risk management information systems.
- ii. To strengthen the training of operators and network users of the electronic communication system.

- iii. To train personnel in mainstreaming of gender issues and planning in disaster risk management in order to ensure that response is equitable to men and women in the affected areas.
- iv. To procure relevant electronic communication hardware, software and training.

### **3.5.6 Building Capacity for Monitoring and Evaluation**

- 39. There is need to put in place a Monitoring and Evaluation System in order to ensure prudent utilization of resources and effective tracking of progress in the implementation of Disaster Risk Reduction Programmes.
- 40. The activities under this objective shall include the following:-
  - i. To establish and strengthen an integrated system of monitoring and evaluation.
  - ii. To train personnel in monitoring and evaluation.
  - iii. To conduct monitoring and evaluation of early warning systems in disaster risk reduction projects and programmes.
  - iv. To build capacity among relevant stakeholders for M&E of disaster risk management programmes and projects.

### **3.5.7 Building Capacity for Research and Assessments**

- 41. There is need to build capacity for research and assessments in order to ensure that the interventions are based on evidence.
- 42. The activities shall include the following:-
  - i. To establish and strengthen the capacity of stakeholders to record, analyze, summarize, disseminate and exchange statistical information on hazards mapping, disaster risks, impacts and risk assessment and monitoring.
  - ii. To develop capacity for the use of improved methods for predictive multi-risk assessments and socio-economic cost-benefit analysis of risk reduction actions at all levels.

- iii. To strengthen the technical and scientific capacity to develop and apply methodologies and models to assess vulnerabilities to and the impact of floods, drought and epidemic hazards including the improvement of district and provincial monitoring capacities and assessments.
- iv. To train stakeholders in conducting risk identification, early warning and needs assessments.
- v. To train personnel in hazard mapping and vulnerability assessments.

### **3.5.8 Building Capacity for administrative, logistical and management support services**

43. In order to enhance effective and timely response to disasters, there is need to build capacity for administrative, logistical and management support services.

44. The activities shall include the following:-

- i. To mobilize resources and facilitate the timely implementation of DRM, response and rehabilitation programmes and activities.
- ii. To promote and strengthen human resource, organizational and institutional development.

### **3.5.9 Building Capacity for resilience to climate change**

45. There is need to build resilient and adaptive communities in order to withstand the effects of climate change.

46. The activities shall include the following:-

- i. To conduct community-based awareness and education on climate change issues.
- ii. To reduce vulnerability of a community to climate variability and change by using appropriate measures.
- iii. To empower communities to manage and reduce disaster risks from climate variability and change by giving them access to necessary information and services.

- iv. To ensure community participation so that local needs are met.
- v. To create effective multi-sectoral national platforms to provide guidance and coordination of climate change issues and activities for disaster risk management.
- vi. To build a culture of safety, disaster prevention and resilience at all levels using climate change knowledge and education.

47. Disasters that have cross border 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 safe havens for evacuations during a disaster impact.

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## **4. IMPLEMENTATION FRAMEWORK**

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

48. The overall responsibility for national disaster management shall remain in the Office of the Vice-President while the implementation of disaster management activities and programmes in the country shall be done through the Disaster Management and Mitigation Unit (DMMU). DMMU shall exercise its responsibilities through the National Disaster Management Council, Disaster Management Technical Committee and appropriate broad-based committees at Provincial, District and Satellite levels.

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

49. The National Disaster Management Council, 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 consist of the following part-time members who shall be appointed by the President:-



- i. Vice-President (Chair).
- ii. Minister responsible for Defence (Vice Chair).
- iii. Minister responsible for Home Affairs.
- iv. Minister responsible for Health.
- v. Minister responsible for Agriculture.
- vi. Minister responsible for Energy.
- vii. Minister responsible for Finance and National Planning.
- viii. Minister responsible for Local Government.
- ix. Minister responsible for Communication.
- x. Minister responsible for Community Development.
- xi. Minister responsible for Education.
- xii. Minister responsible for Minerals Development.
- xiii. Minister responsible for Works and Supply.
- xiv. Minister responsible for Environment and Natural Resources.

**50.** Any other Minister and/or Provincial Ministers may be co-opted when need arises. The Secretariat shall be the Cabinet Office and the National Coordinator (DMMU) shall be an ex-officio member of the Council.

**51.** The functions of NDMC shall be to:-

- i. Formulate and update the national disaster management policy.
- ii. Direct line Ministries to take up their responsibility during disaster and non-disaster periods.
- iii. Mobilize resources for disaster management.
- iv. Approve national disaster management plans and guidelines.
- v. Recommend to the President the declaration of national disasters.

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

**52.** The Disaster Management Technical Committee shall consist of the following part-time members who shall be appointed by the Vice-President:-

- i. The National Coordinator, who shall be the Chairperson.
- ii. The Permanent Secretary responsible for Defence, who shall be the Vice-Chairperson.
- iii. Permanent Secretary responsible for Finance and National Planning.
- iv. Permanent Secretary responsible for Local Government.
- v. Permanent Secretary responsible Home Affairs.
- vi. Permanent Secretary responsible Health.
- vii. Permanent Secretary responsible for Energy.
- viii. Permanent Secretary responsible for Agriculture.
- ix. Permanent Secretary responsible for Environment and Natural Resources.
- x. Permanent Secretary responsible Communications.
- xi. Permanent Secretary responsible Minerals Development.
- xii. Permanent Secretary responsible for Information and Broadcasting.
- xiii. Permanent Secretary responsible for Community Development.
- xiv. Permanent Secretary responsible Works and Supply.
- xv. A representative of the Zambia Red Cross Society.
- xvi. United Nations Resident Coordinator.
- xvii. A representative of a Religious Organization.

**53.** The Technical Committee may co-opt any other person from a Government department, a provincial office, the private sector or non-governmental organization, as an *ex officio* member, with the approval of the Vice-President. The Technical Committee may exercise its functions notwithstanding any vacancy in its membership. The Secretariat of NDMTC shall be DMMU. The functions of NDMTC shall be to:-

- i. Recommend policy and programme direction to the Council.
- ii. Coordinate the implementation of the decisions of the Council, using the sectoral skills and resources of line Ministries.
- iii. Supervise disaster management activities in Zambia, and in particular, coordinate the disaster management content of development and reconstruction programmes.

- iv. Supervise the work of DMMU in the monitoring and review of disaster management plans.
- v. Control disbursements from the Trust Fund.

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

**54.** 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.

**55.** The key sub-committees shall be as follows:-

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

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

- i. Generating portfolio information through DMMU to NDMTC for timely decision making.

- ii. Serving as fora for updating skills, reviewing case studies, promoting and setting agenda for trainings.
- iii. Creating awareness on respective subject matter.
- iv. Participating in risk analysis and vulnerability assessment.
- v. Playing a technical advisory role and not duplicate the roles of the executive committee at any level.
- vi. Help DMMU coordinate and supervise the implementation of portfolio activities and Programmes.
- vii. Implement any other functions that may be delegated by the Council of Ministers and the Committee of Permanent Secretaries.

**57.** DMMU shall facilitate the nomination and appointment of members of the technical sub-committees from the various stakeholder institutions.

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

**58.** The Provincial Disaster Management Committee (PDMC), a sub-committee of the Provincial Development Coordinating Committee (PDCC), shall consist of the following part-time members who shall be appointed by the Provincial Permanent Secretary:-

- i. Provincial Permanent Secretary, who shall be the Chairperson.
- ii. Seven representatives of the government departments in the Province.
- iii. Three representatives of non-governmental organizations.
- iv. Two representatives of the private sector.
- v. Two representatives of religious organizations.

The Provincial Disaster Management Coordinator (PDMC) shall be the secretary to the Provincial Disaster Management Committee. The Vice-Chairperson of Provincial Disaster Management Committee shall be elected by the Provincial Committee from among its members. PDMC shall oversee all disaster prevention, preparedness and mitigation programmes in the province and provide the link between national and district levels.

**59.** The functions of PDMC shall be to:-

- i. Coordinate risk analysis and vulnerability assessment.
- ii. Prepare and consolidate provincial disaster management plans in line with national development plans.
- iii. Monitor the preparation and implementation of disaster management plans and evaluate their impact.
- iv. Mobilize provincial resources for prevention, mitigation, preparedness, response and rehabilitation activities for purposes of the Trust Fund.
- v. Collect and disseminate information on provincial disaster risk reduction and climate change adaptation issues.
- vi. Act as a channel for information between national and district levels.
- vii. Promote and implement disaster risk reduction training at district level.
- viii. Promote public awareness on DRR and climate change at provincial and district levels.
- ix. Oversee emergency operations for the districts in times of disasters.
- x. Coordinate provincial level multi-sectoral input into national disaster management plans.
- xi. Act as a clearing house for information relating to early warning.

**60.** The Secretariat of the PDMC shall operate and update a database on disaster-related information.

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

**61.** The District Disaster Management Committee (DDMC), a sub-committee of the District Development Coordinating Committee (DDCC), will coordinate operations of disaster preparedness, prevention and mitigation at the district level. The District Disaster Management Committee shall consist of the following part-time members who shall be appointed by the District Disaster Management Coordinator:-

- i. District Disaster Management Coordinator, who shall be the Chairperson.
- ii. Seven representatives of the government departments in the district.
- iii. All the members of Parliament in the district.
- iv. One representative of the Zambia Red Cross.
- v. One representative from each of the non-governmental organizations and community-based organizations involved in disaster management in the district.
- vi. A representative of a religious organization in the district.
- vii. A representative of the Zambia Chambers of Commerce and Industry.

The District Disaster Management Coordinator shall appoint the Secretary to the district committee from among the members of the District Committee. The District Disaster Management Committee may co-opt other members as are necessary for the performance of its functions.

- 62.** The Secretariat of DDMCs shall operate and update a database on disaster-related information in the district.

DDMC shall deal with the impact of disaster and coordinate operations of disaster preparedness, prevention and mitigation at the district level. The functions of DDMC shall be to:-

- i. Prepare and update district multi-sectoral disaster preparedness, prevention and mitigation plans for slow and rapid-onset disasters.
- ii. Act as a clearing house for information relating to early warning.
- iii. Mobilize district resources for disaster risk reduction and have resources for immediate response at district level.
- iv. Implement district disaster management training programmes.
- v. Ensure the efficient flow of information from the local communities to the Provincial level.

- vi. Participate in risk analysis and vulnerability assessment.
- vii. Implement public information and public awareness programmes in the district.
- viii. Coordinate district disaster risk reduction activities.
- ix. Assist the district offices in dealing with disaster management.
- x. Review and update district disaster plans on a regular basis.
- xi. DDMC may, in consultation with DMMU:
  - (a) direct all the institutions in the district to prepare for, prevent or mitigate disasters;
  - (b) request any person or institution in the district to provide transport, any building, equipment, essential commodities and other supplies in order to support the management effort in the district;
  - (c) direct any person, institution or organization to provide relevant information to support the preparation for, prevention and mitigation of disasters; and
  - (d) order persons to evacuate areas that are affected by or prone to disasters and relocate them to safe areas.

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

**63.** The District Disaster Management Committee shall ensure that each village or cluster of villages has a permanently established Satellite Disaster Management Committee (SDMC) elected by the local community in the area.

**64. SDMC shall comprise not more than ten part-time members as follows:-**

64.1.1.A representative of the traditional authority responsible for the area.

64.1.2.At least three local persons trained in disaster preparedness, prevention and mitigation, based on local hazards.

64.1.3.One representative of any community-based organization operating in the area.

64.1.4.One woman and one man from the local community.

64.1.5.At least one youth to represent the youth population in the area.

64.1.6.A prominent business person or farmer.

64.1.7.A local representative of a non-governmental organization involved in disaster management or relief work in the local community.

**65.** The members of SDMC shall elect the Chairperson and Vice-Chairperson from amongst themselves.

**66.** The functions of SDMC shall be to:-

66.1.1.Oversee disaster preparedness, disaster relief and post-disaster recovery activities of individuals and households in the village or township under its jurisdiction.

66.1.2.Identify vulnerable households and individuals.

66.1.3.Sensitize the local community on the effects of disasters and appropriate responses.

66.1.4.Act as a clearing house for information related to early warning.

66.1.5.Act as a primary responding and mitigation agent within the existing resilience capacity of the community.

66.1.6.Participate in risk analysis and vulnerability assessments.

66.1.7.Act as the information and reporting channel for the community with regard to disaster management issues at the local level.

**67.** The Secretariat of SDMC shall maintain a database on disaster management related-information.

**68.** 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 Risk Management Volunteers**

**69.** Any person, private enterprise or non-governmental organization may, in the prescribed manner and form, volunteer to:-

- i. Provide or assist in the provision of any disaster management service in any district.



- ii. Perform, within any district, any function connected with disaster management as determined by the District Disaster Management Committee.
- iii. The President may, by statutory instrument, make regulations to:
  - (a) regulate the service of disaster management volunteers;
  - (b) provide for the procedure, criteria, type and the determination of compensation to be given to a volunteer for any disability or injury during the provision of volunteer services; and
  - (c) provide for any other matter relevant for the effective delivery of disaster management volunteer services.

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

**70.** DMMU shall be a department in the office of the Vice-President responsible for the implementation of all disaster management programmes and activities in the country, which include disaster preparedness, prevention and mitigation, and also the Secretariat to the entire national disaster management structure. The expenses of DMMU shall be charged upon and issued out of the general revenues of the Republic of Zambia.

**71.** The National Coordinator shall be the Chief Executive Officer of DMMU and shall execute the decisions of NDMC and NDMTC.

**72.** The main functions and activities of DMMU shall be to:-

72.1.1. Act as the central planning, coordinating and monitoring institution for prevention, mitigation, preparation, response and post disaster recovery taking into account all potential disaster risks.

72.1.2. Advise the Technical Committee on the progress and constraints in disaster risk reduction and climate change and on other matters relating to the management of disaster relief operations.

72.1.3. Warn the public of an eminent disaster and predict its effects.

72.1.4. Maintain a data collection and dissemination system, and national strategic reserves of essential commodities and equipment for immediate disaster relief.

72.1.5. Formulate disaster prevention, mitigation, preparedness, response and rehabilitation strategies and action plans to meet all fore-seeable requirements in consultation with government, non-governmental organizations and donor agencies.

72.1.6. Prepare and update the disaster management plans and a supporting disaster management manual.

72.1.7. Prepare an over-arching national disaster contingency plan and coordinate cross-sectoral plans.

72.1.8. Establish an early warning system covering all sectors and hazard sources and maintain close links with the different institutions that provide early warning services.

72.1.9. Sustain viable, effective structures and capacities at the national level, provincial level and within the districts.

72.1.10. Take all necessary measures in order to prevent, alleviate, contain and minimize the effects of disasters.

72.1.11. Conduct public and media briefings on disaster-related programmes, progress and constraints.

72.1.12. Act as an advisory and consultative body on issues concerning disasters and disaster management.

72.1.13. Make post disaster reconstruction, rehabilitation and recovery plans.

72.1.14. Promote the recruitment, training and participation of volunteers in disaster management.

72.1.15. Establish and manage an Emergency Operation Centre which shall be the nerve centre to monitor emergencies and feed into the normal operations of DMMU.

72.1.16. Conduct assessments, before, during and after disasters.

72.1.17. Work with authorities in other countries that are responsible for disaster management to exchange information and have access to international experts and assistance in respect of disaster management.

72.1.18. Collaborate with research and learning institutions on DRR and climate change.

72.1.19. Collaborate with Research and Learning Institutions on disaster risk reduction and climate change.

**73. 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. *EOC shall be guided by operational procedures.*

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

**75.** 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 EOC.

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

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

#### **4.1.9 District Disaster Management Office (DDMO)**

**77.** All districts shall maintain a District Disaster Management Office (DDMO) managed by a District Disaster Management Coordinator (DDMC) who shall provide technical advisory support to the District Disaster Management Committee and Satellite Disaster Management Committees (SDMCs).

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

**78.** For the purpose of this policy, stakeholders shall include Non-Governmental Organizations, 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 undertaken as well as resources required to implement them.

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

**79.** 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**

**80.** 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 Teams**

**81.** The interventions of specialized technical agencies such as the UN Agencies shall be encouraged in disaster management. This shall include coordination, consolidated appeals, Resource Mobilization, Assessments, Monitoring and Evaluation of Disaster Management Operations. Within the regional umbrella, DMMU shall work and collaborate with SADC Disaster Risk Reduction Unit and all relevant regional bodies handling different aspects of disaster preparedness, prevention and mitigation.

### **4.2.4 Religious Organizations**

**82.** Religious organizations shall provide moral, material and financial support as well as guidance and help mobilize communities and resources during disaster times. Government and the religious organizations shall forge partnerships to serve vulnerable and affected communities.

### **4.2.5 The Private Sector**

**83.** The private sector shall be mobilized to participate in national disaster risk reduction mechanisms through private and public partnerships and other multi-sectoral platforms with designated responsibilities.

### **4.2.6 The Community**

**84.** The community shall be empowered to manage and reduce disaster risk by having access to the necessary information and resources to implement actions for disaster risk reduction.

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## **5. Operations Manual**

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**85.** This Disaster Management Policy shall be operationalized through a Disaster Management Operations Manual.

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## **6. LEGAL FRAMEWORK**

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The Disaster Management Act, No. 13 of 2010 provides legal basis for the existence of the national disaster management structure and policy.

**86.** The Act empowers 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.

**88.** 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.

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## **7. FINANCING AND RESOURCE MOBILIZATION**

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**89.** 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.

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

- i. Donors.
- ii. NGOs and Civil Society.
- iii. Religious and Charitable Organizations.
- iv. Private sector.
- v. UN agencies.
- vi. Insurance initiatives.
- vii. Local Authorities.
- viii. Communities.
- ix. Line Ministry Budgets.
- x. Contingency Funds.

**91.** 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.

**92.** The National Disaster Trust Fund shall be located in the Ministry of Finance and National Planning but administered by DMMU.

**93.** 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.

**94.** 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 enhance the state of preparedness.



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## **8. MONITORING AND EVALUATION**

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**95.** 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.

**96.** This policy has been translated into an Operations Manual and an Act of Parliament, the Disaster Management Act, No. 13 of 2010 for the purposes of assignment of roles and responsibilities, implementation and legal authority, monitoring and evaluation.