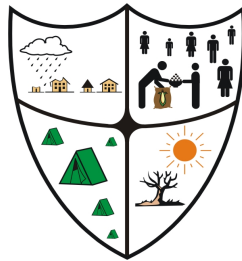




Disaster Management Operations Manual

D M M U



Disaster Management and Mitigation Unit

Office of the Vice President

Lusaka

August 2005

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List of Abbreviations and Acronyms

Abbreviation	Description
ADC	Area Development Committee
CBOs	Community Based Organisations
CCC	Crisis Coordination Centre
CSO	Central Statistical Office
DATF	District Aids Task Force
DDMCs	District Disaster Management Committees
DMMU	Disaster Management and Mitigation Unit
DMTF	Disaster Management Trust Fund
DWA	Department of Water Affairs
FRA	Food Reserve Agency
GART	Golden Valley Agricultural Research Trust
GRZ	Government of the Republic of Zambia
INGOs	International Non Governmental Organisations
MACO	Ministry of Agriculture and Cooperatives
MCDSS	Ministry of Community Development and Social Services
MFNP	Ministry of Finance and National Planning
MOD	Ministry of Defence
MOE	Ministry of Education
MOH	Ministry of Health
MoU	Memorandum of Understanding
NAC	National Airports Corporation
NDMTC	National Disaster Management Technical Committee
NFNC	National Food and Nutrition Commission
NGOs	Non Governmental Organisations
OVP	Office of the Vice President
PAM	Programme Against Malnutrition
PDMC	Provincial Disaster Management Committee
PSC	Public Sub Committee
RDC	Residents Development Committee
SDMC	Satellite Disaster Management Committee
UN	United Nations
WHO	World Health Organisation
WVI	World Vision International
ZAF	Zambia Air Force
ZMD	Zambia Meteorological Department

Section 1: Introduction

1 PREAMBLE

For Disaster Management to be efficient and effective, the art needs to be founded on principles of none duplication of efforts and resources, clear understanding of roles and responsibilities of each player in the humanitarian arena as well as timely implementation of appropriate interventions. These principles are consistent with the current thinking of shifting from the paradigm of being reactive to disaster situations to that of pro-activeness. The latter entails that disaster relief interventions should be timely and responsive enough to make the interventions as effective as possible while keeping disaster management plans robust enough for them to be responsive to changing characteristics of given hazards.

In preparing this Operations Manual, considerations have been given to the fact that disasters take place in a local environment and that primary responders are the disaster victims themselves and more importantly, is the fact that disaster management is a responsibility of each and every member of a given society.

The proactive approach to disaster management entails that the best disaster management practice is the main-streaming of disaster management into national, provincial and district development plans. It is for this reason that this Operations Manual spells out some key activities that need to be undertaken at different levels of disaster management.

This Manual is prepared in the context of Zambia's current needs in the area of disaster management and shall be used as an instrument for the implementation of the National Disaster Management Policy as well as identified activities before, during, and after a disaster situation. The Manual draws its authority from the National Disaster Management Policy and the National Disaster Management Act of 2005.

2 THE PURPOSE OF THE MANUAL

The Disaster Management Operations Manual summarises the roles, responsibilities and procedures relating to the management of disasters in general, and drought induced disasters, in particular.

Disaster Management regime in Zambia is anchored on shared responsibilities among various stakeholders coordinated by the Government of the Republic of Zambia (**GRZ**) through the Disaster Management and Mitigation Unit [**DMMU**] in the Office of the Vice President. The various players in disaster management range from Government ministries and departments, donors, private sector, Non-Governmental Organisations (**NGOs**), Community Based Organisations (**CBOs**) to local community structures such as Satellite committees at village level.

This Manual therefore, is meant to strengthen and concretise these relationships and coordination among various players in the country, thereby reducing duplication of efforts among disaster management service providers. The Manual further strengthens the monitoring role of DMMU and other Government quality and standard assurance institutions. The monitoring role of DMMU in particular, is meant to ensure that disaster management services are not below Government accepted standards.

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The Manual sets minimum standards in the provision of disaster management services in order to embrace the most effective and efficient ways of saving lives, protecting property and the environment from damage and destruction.

3 COMMON HAZARDS IN ZAMBIA

There are several hazards in Zambia and when these interact with the fragile environment created by high levels of vulnerability (LCMS, 2005) of our populations, economic assets and the natural environment a recipe for a disaster occurrence is usually created. Some of the main hazards in Zambia are droughts, floods, epidemics, pest infestation, environmental degradation, refugees, and internally displaced populations as well as accidents.

For the purpose of this manual the following definitions shall apply.

3.1 Droughts

Drought is defined as a period of abnormally dry weather that persists long enough to produce a serious imbalance, (for example crop damage, water supply shortage, etc)

The severity of the drought depends upon the degree of moisture deficiency, the duration, period of occurrence and the size of the affected area.

3.2 Floods

A flood is a high flow of water, which overtops either the natural or artificial banks of a river. They 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.

3.3 Epidemics

The World Health Organisation defines an epidemic as "an unusually large or unexpected increase in the number of cases of the disease for a given time, place or period." There are common human epidemics in Zambia such as cholera, measles, typhoid, HIV /AIDS, malaria and dysentery. There are also livestock diseases such as the Contagious Bovine Pleural Pneumonia (CBPP), foot and mouth disease and corridor disease.

3.4 Pests

A pest is an animal, insect or plant that causes damage to crop plants or animals by feeding on them. Ticks, larger grain borer, the African army worms, stock borer, tsetse fly, locusts, rodents, termites and aphids are all common to Zambia.

3.5 Environmental Degradation

Environmental degradation, which occurs mostly as land degradation, can be a serious problem in some parts of the country. Human activities, such as mining, overgrazing of animals, over population, soil erosion and deforestation, has led to some big tracts of land being so seriously degraded that it can no longer support plant life.

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3.6 Refugees and Internally Displaced Populations

A sudden influx of refugees and internally displaced populations can be described as a disaster because of the exceptional measures that are required to be put in place in order to manage the situation. Some refugees may have travelled long distances from their usual place of residence. Having left their usual area of residence internally displaced people and refugees need to be resettled, and provided with basic needs such as shelter, water, sanitary and health amenities.

3.7 Accidents

An accident is an unintended and harmful result caused by human activity that threatens or causes injury, death, destruction or loss of property. In Zambia common accidents relate to road traffic, industrial, fire, mine and explosions.

Section 2: National Disaster Management Structure

4 MISSION, OBJECTIVES AND STRUCTURE

4.1 Disaster Management and Mitigation Unit Mission Statement

The Mission Statement of Disaster Management and Mitigation Unit is ‘**To effectively and efficiently manage disasters in order to minimise loss of lives, damage to property and environment through harmonisation of national efforts.**’

4.2 Disaster Management Objectives:

The main objectives of Disaster Management are:

- (i) To design and implement disaster management activities.
- (ii) To co-ordinate and monitor the Disaster Management Programmes in order to rationalize resource utilization and ensure effective implementation of the programmes.
- (iii) To reduce Zambia’s vulnerability to disasters in the identified areas of concern (geographical or sectoral).
- (iv) To put in place appropriate measures that minimizes the negative effects of disaster.
- (v) To activate response mechanisms for effective, timely search and rescue operations, in order to save lives and minimize damage to property, in times of a crisis.
- (vi) To put in place measures to restore livelihoods and other life support systems of the affected communities.

4.3 Disaster Management and Mitigation Unit (DMMU)

The Disaster Management and Mitigation Unit is a permanently established statutory government agency, forming part of the Office of the Vice President, charged with the

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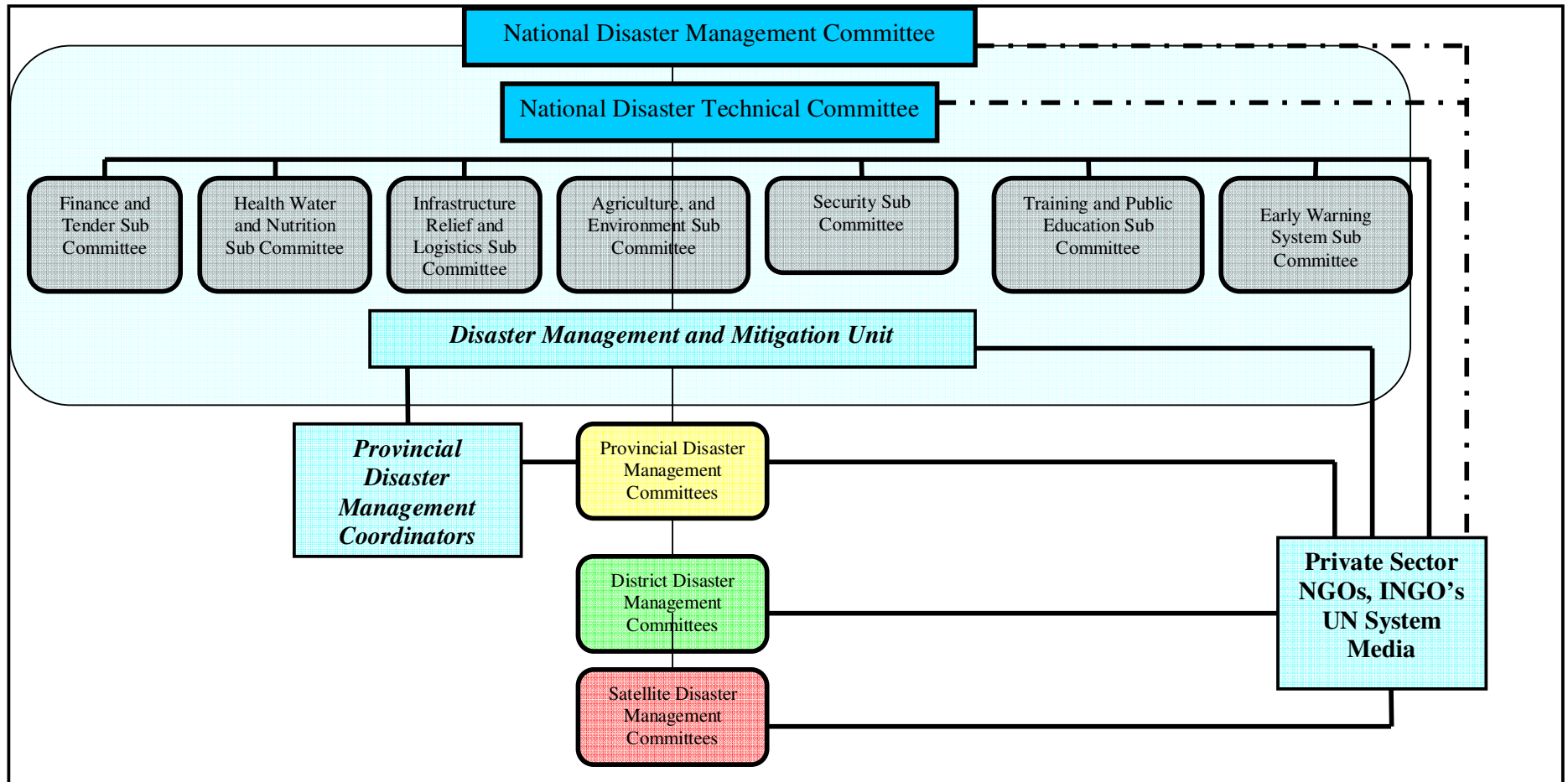
responsibility of ensuring the achievement of the nation's disaster management objectives.

4.4 National Disaster Management Structure

The National Disaster Management Structure has vertical and horizontal linkages as shown in Figure 1. Figure 2 shows the relationship with existing district structures. The figure shows how the district structure is linked to the provincial and national structure.

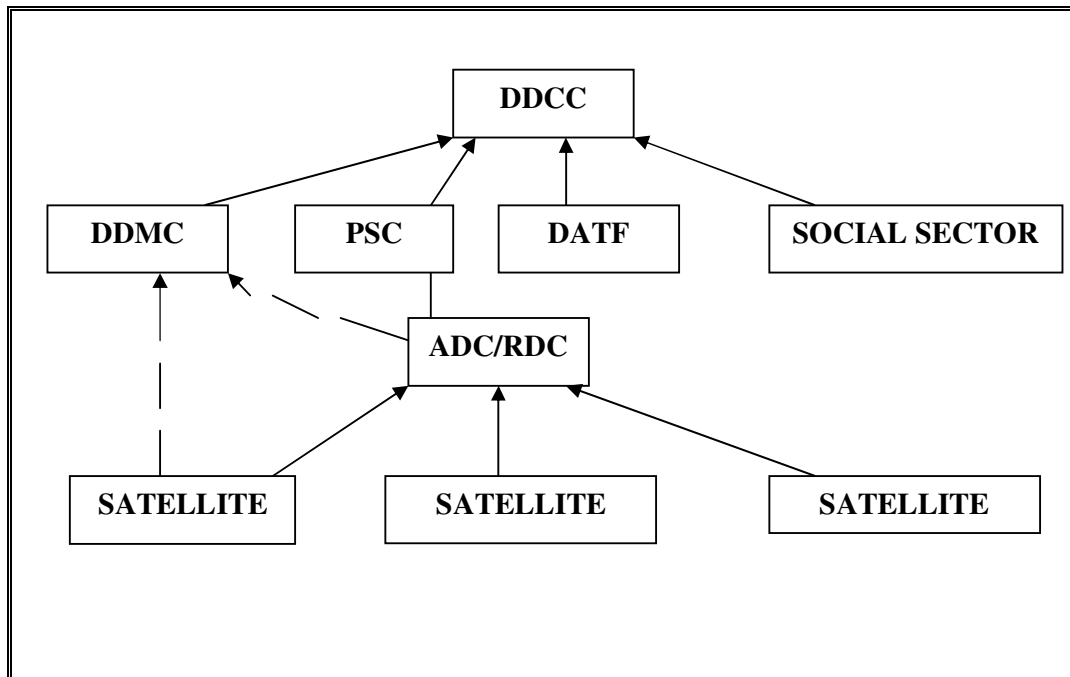
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Figure 1: National Disaster Management Structure



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Figure 2: Relationship With Existing District Structures



Note: Dotted line show informal reporting/interaction.

A. Satellite Disaster Management Committee (SDMC)

- ⇒ Entry point are either the Area Development Committees (ADC), Residential Development Committees (RDC) or Village Development Committees (VDC).
- ⇒ The Number of satellites will depend on the size of the area (geographical factors)
- ⇒ Formation to be facilitated by DDMC.
- ⇒ Composition of committees will be as provided for in the Disaster Management Policy of 2005.

B. District Disaster Management Committees (DDMC)

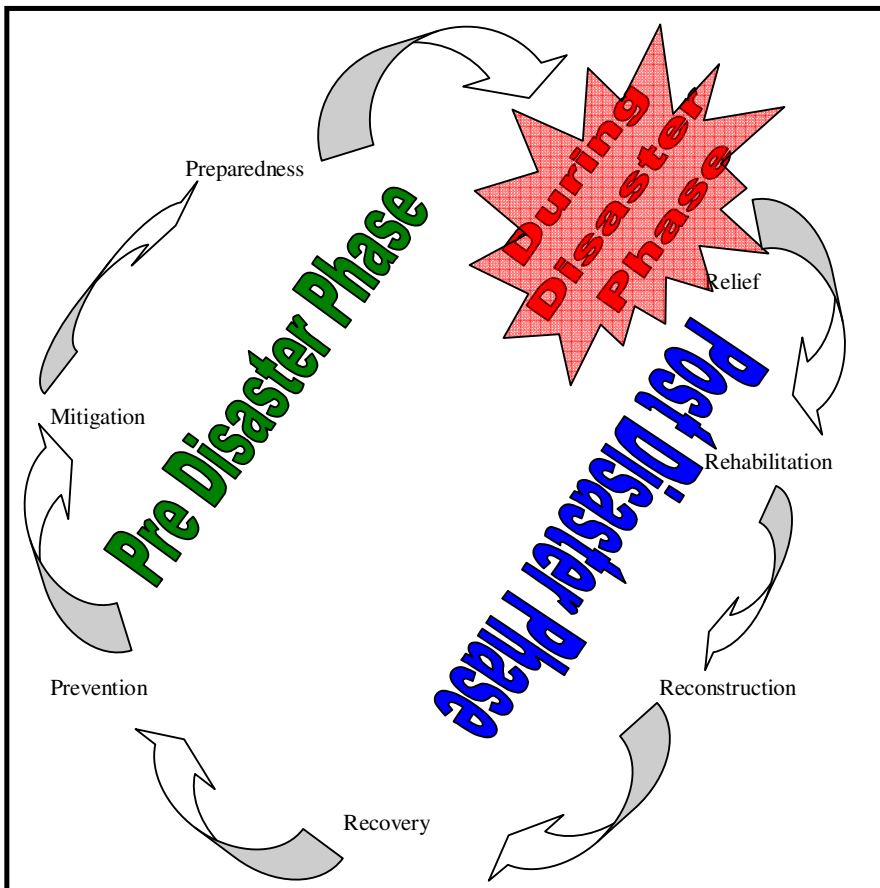
- ⇒ Shall be a subcommittee of the District Development Coordinating Committee (DDCC)
- ⇒ Chairperson shall be the officer in charge of the overall management of the district.
- ⇒ Secretariat to be the District Administrative Officer as provided in the policy.
- ⇒ Composition as provided for in the Disaster Management Policy of 2005.

Section 3: Roles and Responsibilities

5 PHASES IN A DISASTER MANAGEMENT CYCLE

The Disaster Management cycle can be broken into three major elements namely, the **pre-disaster**, **during disaster** and **post disaster** phases as shown in **Figure 3**.

Figure 3: Disaster Management Phases



These phases affect the Satellite, District, Provincial and National Disaster Management Committees differently and therefore, giving rise to specific roles and responsibilities.

6 ROLES AND RESPONSIBILITIES

6.1 Satellite Disaster Management Committee (SDMC)

6.1.1 Pre-Disaster Phase

During the **Non-Emergency (Pre-Disaster)** Phase, the SDMC shall through its Chairperson assume the following roles and responsibilities:

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- (i) formulate Early Warning information dissemination mechanisms for the local communities and other stakeholders;
- (ii) prepare Annual Preparedness Plans, and submit the plan to the District Disaster Management Committee for consideration and further processing (please see ***Annex 1: Disaster Preparedness Plan Format***);
- (iii) hold regular meetings, at least twice a year, of which they shall submit the minutes to the District Disaster Management Committee;
- (iv) conduct risk and vulnerability assessments;
- (v) conduct public education and awareness campaigns in the communities regarding the foreseeable disasters identified through the assessments;
- (vi) initiate projects related to reduction of risk and vulnerabilities already identified in the assessment conducted;
- (vii) initiate training activities in relation to risk and vulnerability reduction;
- (viii) mobilise resources to help in building capacity for the Satellite committee and the community to conduct risk and vulnerability reduction activities;
- (ix) disseminate warning messages to the communities;
- (x) put in place a communication mechanism for passing on messages to community members and district authorities through the Chairperson of the DDMC on matters related to disasters;
- (xi) educate the communities through public awareness campaigns regarding Early Warning mechanisms;
- (xii) prepare for possible relief operations in relation to disaster risks identified;
- (xiii) mobilise resources for disaster response and implementation of risk reduction programmes;
- (xiv) submit quarterly reports to the District Disaster Management Committee indicating risk reduction activities being undertaken;
- (xv) identify activities on risk mitigation / reduction;
- (xvi) maintain inventory of resources (material, financial and expertise including contact details).

6.1.2 During Disaster Phase

During the **Emergency/Disaster Phase**, the SDMC shall through its Chairperson assume the following roles and responsibilities:

- (i) activate preparedness plans through formation of local relief teams to lead the relief operation among the responders;
- (ii) notify the Chairperson of the District Disaster Management Committee, immediately, of the impending/or the actual disaster that has happened using the format shown in ***Annex 2: Disaster Notification Format***);
- (iii) conduct an assessment of what has happened;
- (iv) disseminate warning messages to the communities affected or likely to be affected where applicable;
- (v) help co-ordinate the relief operation among the various responders;
- (vi) continue monitoring and communicating details of the event to the Chairperson of the District Disaster Management Committee;
- (vii) mount search and rescue operations where necessary;

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- (viii) notify and initiate cooperation, where applicable, with the next Satellite Committee for possible assistance that may be required;
- (ix) mobilise and distribute local relief resources.

6.1.3 Post Disaster Phase,

During this phase, SDMC through its Chairperson shall assume the following roles and responsibilities:

- (i) Generate a post disaster report within 48 hours, (see ***Annex 3: Post Disaster Evaluation Format***)
- (ii) initiate and co-ordinate the evaluation of the disaster and relief operations;
- (iii) evaluate and update the local disaster management plan;
- (iv) identify and quantify the resources needed for rehabilitation, recovery and reconstruction;
- (v) initiate development programmes for recovery and risk reduction;
- (vi) re-assess and update communication and Early Warning mechanisms;
- (vii) account for resources which are directly controlled by the Satellite committee;
- (viii) initiate training, in line with development programmes, for recovery and risk reduction based on lessons learnt;
- (ix) initiate counselling programmes;
- (x) carry out other activities incidental to the event;
- (xi) make recommendations on follow-up actions;
- (xii) take necessary steps to ensure that recommended follow-up actions are undertaken within short-term; medium-term; and long-term interventional frameworks.

6.2 District Disaster Management Committee (DDMC)

6.2.1 Pre-Disaster Phase

During **Non-Emergency (Pre-Disaster)** Phase, the DDMC shall through its Chairperson assume the following roles and responsibilities:

- (i) Hold regular meetings, of which they shall submit the minutes to the Provincial Disaster Management Committee;
- (ii) formulate and update District Preparedness Plans which will include modalities for mobilisation of resources (see ***Annex 1: Disaster Preparedness Plan Format***);
- (iii) integrate the District Preparedness Plan into the overall District Development Plan;
- (iv) ensure that the Satellite Committees remain functional at all times;

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- (v) conduct training programmes of all heads of Satellite committees and other community leaders for them to carry out their roles and responsibilities effectively;
- (vi) operate an emergency operations centre;
- (vii) undertake risk and vulnerability assessment in the communities through Satellite Committees;
- (viii) operate a district database in the District Planning Unit for information relating to Disaster Management;
- (ix) develop and update preparedness plans for effective and efficient relief, recovery and mitigation programmes;
- (x) plan and co-ordinate the implementation of risk and vulnerability reduction projects/programme in the district;
- (xi) submit quarterly reports to the DDCC, PDMC and DMMU;
- (xii) maintain and operate a District Disaster Trust Fund;
- (xiii) collect data and disseminate Early Warning information in the district;
- (xiv) mobilise resources for disaster response and implementation of disaster risk reduction programmes;
- (xv) mobilise and distribute local resources, as per the required disaster management activities.
- (xvi) conduct public education and awareness campaigns on the hazards common in the district;
- (xvii) maintain inventory of resources (material, transport, financial and expertise including contact details);
- (xviii) submit quarterly reports to the DDCC and PDMC;
- (xix) generate quarterly District reports highlighting the risk reduction disaster activities being undertaken in the District.

6.2.2 During Disaster Phase

During the **Emergency/Disaster Phase**, the DDMC shall through its Chairperson, assume the following roles and responsibilities:

- (i) Trigger response mechanism through activation of Preparedness Plans, and the EOC;
- (ii) initiate a disaster impact assessment in order to determine the extent of the damage/losses as well as resource requirements;
- (iii) relay information to the Provincial Disaster Management Committee and Disaster Management and Mitigation Unit using the format presented in ***Annex 2: Disaster Notification Format***);
- (iv) notify and initiate cooperation, where applicable, with the next district for any assistance required;

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- (v) notify and seek support, where applicable, from the next district authorities in the neighbouring country for any assistance or cooperation required, based on the signed bi-lateral or Regional protocols or Memoranda of Understanding (MoUs) as the case may be.
- (vi) commence immediately disaster relief operations involving all players at district level;
- (vii) make appeals where necessary to the PDMC and Disaster Management and Mitigation Unit for more resources;
- (viii) continue to monitor the disaster and update the Provincial Disaster Management Committee and DMMU;
- (ix) take necessary security measures to protect the disaster area for further investigations.

6.2.3 Post Disaster Phase,

During the **Post Disaster Phase**, DDMC, through its Chairperson, shall assume the following roles and responsibilities:

- (i) Initiate and co-ordinate rehabilitation, recovery and reconstruction programmes;
- (ii) generate post disaster reports within 24 hours after official declaration as per guidelines in ***Annex 3: Post Disaster Evaluation Format***);
- (iii) Evaluate the disaster and relief operations;
- (iv) evaluate and update the District disaster management plan;
- (v) secure all the Government and other properties used in the disaster;
- (vi) carry out a detailed Needs Assessment for rehabilitation, recovery and reconstruction activities;
- (vii) prepare development programmes for recovery and risk reduction based on lessons learnt and submit to the DDCC and PDMC;
- (viii) prepare and submit to PDMC training plan of those involved in disaster risk reduction and recovery programmes based on lessons learnt;
- (ix) conduct a detailed public education and public awareness campaign on risk reduction based on lessons learnt;
- (x) take necessary steps to ensure that recommended follow-up actions are undertaken within short-term; medium-term; and long-term interventions.
- (xi) develop a standard format for monitoring and evaluation, of disaster management activities.

6.3 Provincial Disaster Management Committee (PDMC)

6.3.1 Pre-Disaster Phase

During **Non-Emergency (Pre-Disaster) Phase**, the PDMC shall, through its Chairperson, assume the following roles and responsibilities:

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- (i) Hold regular meetings of which they shall submit the minutes to the NDMTC through the Disaster Management and Mitigation Unit;
- (ii) maintain inventory of resources (material, financial, transport and expertises, including contact details);
- (iii) formulate and update Provincial Preparedness Plan which will include modalities for mobilisation of resources (see ***Annex 1: Disaster Preparedness Plan Format***);
- (iv) integrate the Provincial Preparedness Plan into the overall Provincial Development Plan;
- (v) integrate the National Preparedness Plan into the overall National Development Plan;
- (vi) maintain and operate an Emergency Operations Centre at Provincial headquarters with direct communication channels to districts and Disaster Management and Mitigation Unit;
- (vii) collect and collate all districts' risk and vulnerability assessment profiles and consolidate them into a Provincial risk and vulnerability profile;
- (viii) document and test provincial preparedness plans for effective and efficient relief and recovery programmes;
- (ix) document and co-ordinate public education and awareness programme for the Province;
- (x) operate an efficient Early Warning System and put in place appropriate communication arrangements / channels;
- (xi) co-ordinate resource mobilization for the district and Provincial Disaster Management Programmes;
- (xii) prepare and implement disaster risk and vulnerability reduction programmes in the Province;
- (xiii) implement behaviour change programmes among various risky groups in the Province;
- (xiv) maintain and operate a Provincial Disaster Trust Fund Account using guidelines presented in Annex 5;
- (xv) implement public education and public awareness programme for risk and vulnerability reduction;
- (xvi) co-ordinate long term risk and vulnerability reduction, rehabilitation and recovery programmes carried out by other stakeholders in the Province;
- (xvii) promote goodwill with business houses, NGOs, religious and security fraternity in the Province;
- (xviii) mobilise and distribute local resources, to implement disaster management activities
- (xix) integrate district plans into provincial plans;
- (xx) generate quarterly Provincial reports highlighting the risk reduction activities being undertaken in the Province.

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6.3.2 During Disaster Phase

During the **Emergency/Disaster Phase**, the PDMC shall, through its Chairperson, assume the following roles and responsibilities:

- (i) Activate Provincial Preparedness Plans and put the Committee on standby in case the affected district requires their intervention;
- (ii) Inform the Disaster Management and Mitigation Unit immediately a disaster situation is reported by a district;
- (iii) co-ordinate information exchange with DDMC of the district where the disaster has taken place, where a disaster situation is unfolding
- (iv) mobilise resources as maybe required for effective and efficient handling of the disaster at hand;
- (v) assist the district to carry out a more detailed disaster impact assessment if the district is unable to do it without external assistance;
- (vi) continue to monitor the unfolding event and inform the Disaster Management and Mitigation Unit accordingly;
- (vii) determine the resource requirement and submit to Disaster Management and Mitigation Unit for appropriate action or assistance;
- (viii) liaise with all other players in the disaster affected district and province;
- (ix) co-ordinate logistical arrangement for movement of relief materials from source to end users;
- (x) co-ordinate information flow with the media and act as a public relations officer for briefs and debriefs on the disaster situation;
- (xi) co-ordinate public awareness and education activities in the district where the disaster has happened;
- (xii) ensure that adequate measures are put in place for security/safety of the disaster victims, responders and property within the disaster area;
- (xiii) make available resources for the affected district to effectively deal with the disaster situation.

6.3.3 Post Disaster Phase,

During the **Post Disaster Phase**, PDMC through its Chairperson shall assume the following roles and responsibilities:

- (i) Generate a post disaster report within 24 hours upon receipt of a report from the DDMC (see ***Annex 3: Post Disaster Evaluation Format***);
- (ii) evaluate the disaster and relief operations;
- (iii) evaluate and update the Provincial disaster management plan;
- (iv) ensure that all Government and other properties used during the disaster are secured and returned to the rightful owners;

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- (v) prepare a Needs Assessment to determine resource requirement for rehabilitation, recovery and reconstruction for the affected area(s);
- (vi) co-ordinate rehabilitation, recovery and reconstruction for the affected area(s);
- (vii) co-ordinate implementation of risk and vulnerability reduction programme for the disaster prone areas;
- (viii) co-ordinate resource mobilization, based on the lessons learnt, for training programme of those involved in risk and vulnerability reduction, rehabilitation and recovery;
- (ix) take necessary steps to ensure that recommended follow-up actions are undertaken within short-term; medium-term; and long-term interventions.

6.4 Disaster Management and Mitigation Unit (DMMU)

6.4.1 Pre-Disaster Phase

During **Non-Emergency (Pre-Disaster) Phase**, the DMMU shall, through the National Coordinator, assume the following roles and responsibilities:

- (i) Maintain and operate an Emergency Operations Centre (EOC) to facilitate collection, management and retrieval of information for timely decision making before, during and after disaster occurrence;
- (ii) review and evaluate appropriate Early Warning Reports in accordance with identified risks and vulnerabilities as well as preparedness plans from Provinces;
- (iii) coordinate and facilitate risk and vulnerability assessment and mapping of the country;
- (iv) prepare disaster preparedness plans following risk and vulnerability mapping (taking into account Provincial and district disaster preparedness plans);
- (v) co-ordinate resource mobilization for preparedness, risk and vulnerability reduction programmes among Government, Donors, NGOs and other implementing partners;
- (vi) ensure that regular vulnerability assessments are conducted in collaboration with co-operating partners;
- (vii) advise National Disaster Management Technical Committee on best disaster management practises which in turn advises the NDMC accordingly;
- (viii) maintain critical levels of essential disaster relief items for immediate response during a disaster;
- (ix) co-ordinate donations for disaster relief activities;
- (x) encourage and facilitate development of new technologies in risk and vulnerability reduction programmes including Early Warning systems;
- (xi) Hold regular Government, UN, and NGOs coordinating meetings;
- (xii) carry out risk awareness campaigns;

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- (xiii) generate quarterly national reports highlighting the disaster risk reduction activities being undertaken in the country;
- (xiv) conduct simulation exercises at least once a year;
- (xv) maintain inventory of national assets/resources (material, financial and expertise including contact details);
- (xvi) co-ordinate resource mobilization for public education and public awareness programmes for risk and vulnerability reduction;
- (xvii) co-ordinate long term risk and vulnerability reduction, rehabilitation and recovery programmes carried out by other stakeholders and players in the country;
- (xviii) maintain and operate a National Disaster Trust Fund Account;
- (xix) prepare a budget for implementing the National Disaster Management Plan;
- (xx) undertake capacity building for lower levels of the disaster management structure;
- (xxi) mobilise resources for timely interventions.

6.4.2 During Disaster Phase

During the **Emergency/Disaster Phase**, the DMMU shall, through the National Coordinator, assume the following roles and responsibilities:

- (i) Trigger response mechanism through the activation of the National Disaster Preparedness Plan and Emergency Operations (EOC);
- (ii) coordinate the National Disaster Relief effort upon declaration of a disaster until the crisis ends;
- (iii) notify and initiate cooperation with the disaster management authorities in the neighbouring country in an event of a disaster that has cross-border effects;
- (iv) scale-up operations at the Emergency Operations Centre at the DMMU's headquarters when a disaster is declared or when otherwise stipulated;
- (v) Analyse needs assessment report from a disaster impact area to determine types and quantities of resources required;
- (vi) Hold emergency meeting of the National Disaster Management Technical Committee to discuss the necessary interventions;
- (vii) carry out Needs Assessment, to determine the types and quantities of resources required, and advise on the required disaster relief budget;
- (viii) ensure timely delivery of relief materials to the disaster afflicted communities;
- (ix) make the necessary resources available for the effective management of the disaster by PDMC. The mode of mobilisation of the necessary resources may include acquisition of the required resources through commandeering where applicable.

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6.4.3 Post Disaster Phase

During the **Post Disaster Phase**, DMMU shall, through the National Coordinator, assume the following roles and responsibilities:

- (i) Generate a post disaster report within 24 hours upon receipt of a report from the PDMC of the affected Province (see the guide attached in ***Annex 3: Post Disaster Evaluation Format***);
- (ii) initiate and co-ordinate the evaluation of the disaster and relief operations;
- (iii) evaluate and update the National Disaster Management Plan;
- (iv) ensure all Government and other property used during the disaster are secured and returned to the rightful owners;
- (v) hold a Needs Assessment, to determine resources for rehabilitation, recovery and reconstruction for the affected area(s);
- (vi) co-ordinate rehabilitation, recovery and reconstruction for the affected area(s);
- (vii) co-ordinate risk and vulnerability reduction programme for the disaster area(s);
- (viii) co-ordinate resource mobilization, based on the lessons learnt, for training programme of those involved in risk and vulnerability reduction, rehabilitation and recovery;
- (ix) co-ordinate resource mobilization for public education and awareness programme for risk and vulnerability reduction;
- (x) co-ordinate long term risk and vulnerability reduction, rehabilitation and recovery programme;
- (xi) review and evaluate the response to the disaster recording lessons learnt, conclusions drawn and recommendations made, in a National Post Disaster Review Report.

6.5 National Disaster Management Technical Committee

6.5.1 Pre-Disaster Phase

During the non- emergency (or pre-disaster) phase, the National Disaster Management Technical Committee shall through the Permanent Secretary in the Office of the Vice President assume the following roles and the responsibilities: -

- (i) Recommend policy direction to the Nation Disaster Management Committee.
- (ii) Coordinate the implementation of the decisions of the committee pertaining to disaster risk and vulnerability reduction, utilising its advantage of being multi-sectoral.
- (iii) Supervise risk and vulnerability assessments and mapping of the country.
- (iv) Coordinate and facilitate resources mobilization for disaster risk and vulnerability reduction programmes carried out by line ministries and other agencies including those by NGOs and CBOs.

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- (v) Recommend National Disaster Management plans to National Disaster Management Committee.
- (vi) Advise NDMC on best Disaster Management practices.
- (vii) Regulate government, UN and NGOs planning and coordination meetings.
- (viii) Direct simulation exercises among various stakeholders in disaster management

6.5.2 During Disaster Phase

During the emergency (or disaster) phase the NDMTC, shall through the Permanent Secretary, Office of the Vice President assume the following roles and responsibilities.

- (i) Inform the Republican Vice President of the disaster or unfolding disaster situation;
- (ii) Direct and regulate the activation of response mechanism by the National Coordinator, DMMU
- (iii) Recommend to the NDMC the need for declaration of a disaster by His Excellency the Republican President.
- (iv) Coordinate and monitor multi-sectoral disaster relief, rehabilitation, recovery and reconstruction measures being undertaken.
- (v) Consider and submit disaster situation report to the Vice President and NDMC and other recipients
- (vi) Direct the national or localised disaster relief effort upon declaration of a disaster
- (vii) Appraise the NDMC on the type and quantities of relief materials required and the disaster relief budget determined through a needs assessment conducted by DMMU and partners.
- (viii) Coordinate appeals for relief resources including finances to various partners as directed by the NDMC through the Vice President.
- (ix) Implement decisions by the NDMC.
- (x) Monitor and direct disaster relief programs being implemented by various line ministries and other agencies in response to the disaster.

6.5.3 Post Disaster Phase

During the post disaster phase, the NDMTC, shall through the Permanent Secretary, Office of the Vice President assume the following roles and responsibilities:

- (i) Cause the production of the consolidated post disaster report by DMMU
- (ii) Submit consolidated post disaster report to the NDMC
- (iii) Review National risk and vulnerability reduction plans
- (iv) Regulate resource mobilization for training and public awareness for risk and vulnerability reduction, rehabilitation and recovery.

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6.6 National Disaster Management Committee

6.6.1 Pre-Disaster Phase

During the non-emergency (or pre-disaster) phase, the national disaster management committee, shall through the vice President assume the following roles and responsibilities:

- (i) Formulate and update the national disaster management policy;
- (ii) Directing line ministries through the NDMTC to implement risk and vulnerability reduction strategies.
- (iii) Direct through the NDMTC mobilization of resources for risk and vulnerability reduction activities.
- (iv) Endorse national disaster management plans and regulations.
- (v) Submit to the Republican President through the Chair quarterly reports on Disaster Management activities.

6.6.2 During Disaster Phase

During the emergency / disaster phase, the National Disaster Management Committee (NDMC) shall through the Vice President assume the following roles and responsibilities:

- (i) Receive and consider emergency reports and recommendations from NDMTC.
- (ii) Activate through the NDMTC response mechanisms and disaster management plans and regulations.
- (iii) Recommend declaration of a disaster to His Excellency, the Republican President.
- (iv) Make appeals through the NDMTC for assistance from regional and continental bodies including cooperating partners.
- (v) Directing line ministries to take up their roles and responsibilities in response to disaster.
- (vi) Direct the Ministry of Finance and National Development Planning to release funds for disaster response.
- (vii) Consider any other matters incidental to disaster response and saving of lives, livelihoods, economic assets and the environment as the case may be.

6.6.3 Post Disaster Phase

During the post disaster phase, the National Disaster Management Committee through the Vice President shall assume the following roles and responsibilities:

- (i) Cause compilation and submission of post disaster reports to His Excellency the President.
- (ii) Receive and consider consolidated post disaster reports from national disaster management technical committee (NDMTC).

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- (iii) Coordinate post disaster reports for cooperating partners, regional and continental bodies.
- (iv) Consider any other matter as the NDMTC may request it to do pertaining to development programmes for recovery and risk reduction.
- (v) Consider any other matter as His Excellency the President may direct in relation to development programmes for recovery and disaster risk reduction.

6.7 Roles and Responsibilities of Donor Communities and Partners

This Manual recognises the importance of the roles played by the donor community in supplementing Government efforts in the implementation of pre-disaster, disaster and post disaster programs aimed at disaster risk reduction in the short, medium and long term.

Due to the varying areas/sectors of their intervention it may not be easy to state their specific roles and responsibilities in this Manual. This Manual however recognises their critical role and states that the donor community or partners will continue to play the role of complementing government efforts in the mobilisation of resources and coordination of disaster relief programs during pre-disaster, disaster and post disaster phases.

This is applicable at all levels of national, provincial, district and satellite layers of governance.

6.8 Roles And Responsibilities Of Partner NGOs and CBOs

This Manual recognizes the roles of Non Governmental and Community Based organizations in the implementation of disaster management activities at all levels. Given their varying missions, mandates and functional roles it may not be easy to state their specific roles and functions in this manual.

This Manual however recognizes the importance of the complementary roles that the NGO partners play and states that their roles and responsibilities will continue to be both complementary and auxiliary to Government efforts at the National, Provincial, District and satellite communities levels and at all times of pre-disaster, during a disaster and post disaster situations.

Section 4: Relief Operations

7 Relief Operations

7.4 DISTRIBUTION OF RELIEF MATERIALS

7.4.1 Principles

- (i) Relief supplies shall be procured, moved/dispatched and stock piled with reference to contingency plans based on the principles of prevention, preparedness and long term recovery in the communities.
- (ii) Relief distribution should not lead to the promotion of perpetual dependency on relief by recipient communities:
- (iii) Relief should, instead, present to the community an opportunity to recover and enhance their productive capacities;
- (iv) Relief supplies should be treated, by the community, as an opportunity to improve their operating capacities and enhance their livelihoods.

7.4.2 Criteria for Access to Relief Supplies

In order to protect life and property of the vulnerable and the powerless in communities, and to rationalize government and other relief resources, an applicant for relief food shall meet the following conditions:

- (i) The need for relief should be necessitated by occurrence of a verifiable event that has grown or is predicted to outstrip the coping capacity of the local community.
- (ii) The notification and need for relief should be articulated by a Satellite Disaster Management Committee through a District Disaster Management Committee using guidelines in *Annex 2: Disaster Notification Format*.
- (iii) The DDMC should conduct rapid participatory assessments and consolidate the requests in one considering all the communities or satellites at risk.
- (iv) The consolidated request should be specific, measurable, accurate, realistic and time bound.
- (v) The application by the DDMC to DMMU should be accompanied by details of the development projects that are related to implementation of the disaster preparedness plans such as infrastructure development for relief distribution and where food-for-work will be applied.
- (vi) The application by the DDMC should make reference to or indeed supported by reports of retirement of previous imprest and/or relief supplies from DMMU, where applicable.
- (vii) The application by DDMC should specify the arrangements made relating to:
 - (a) Possible implementing agency
 - (b) Warehousing facilities
 - (c) Warehousing security

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- (d) Warehouse management – including the state of fumigation and stock control, capacity to load and off-load vehicles and vessels.
- (viii) The Chairperson will present the request to the PDMC, who will in turn, present it to the DMMU.

7.5 Appropriate Conduct During Relief Operation

The following conduct and precaution should be key consideration for qualification to participate in a relief operation:

- (i) Satellite Disaster Management Committees shall be non-discriminatory.
- (ii) The DDMC must ensure that the relief supplies are appropriately targeted at different groups or categories of community members in a balanced manner; thus:
 - (a) Relief supplies must be targeted, primarily, at those assessed to be vulnerable with regard to negative impacts of the encountered event.
 - (b) Food-for work (at least 80% of the relief food) should be targeted at the able-bodied amongst the vulnerable.
 - (c) Food-for free (20% of the relief food) should be targeted at the most vulnerable, such as orphans and vulnerable children of tender age and those school going; those above 60 years, disabled and unable to work and the chronically ill.
 - (d) In case of food for cash, the DMMU through the Food Reserve Agency (FRA) will make food available to those with income.
 - (e) Food distribution points, lists and beneficiary registers must be kept by the Satellite Disaster Management Committee and consolidated by DDMC.

7.6 The Role And Responsibilities Of NGOs in Relief Operations

Implementing NGOs shall be engaged to facilitate a speedy, transparent and accountable distribution of relief supplies within areas designated to the NGO by DDMC or DMMU. In such cases, a comprehensive Memorandum of Understanding [MoU] shall be signed between DMMU and the implementing NGO.

Generally, selected implementing NGOs should have a positive appraisal in terms of institutional, organisational and technical capacities to sustainably facilitate relief operations for a given program. To this effect, the implementing NGO must:

- (i) Have a legal status or be a legal entity capable of entering into contractual arrangements with government.
- (ii) Have demonstrated the capacity to successfully undertake relief operations for DMMU
- (iii) Be actively involved in or has been undertaking relief or development-oriented projects in its operational area.
- (iv) Have a permanent establishment or presence in the operational area.

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- (v) Have a well-developed and defined organisational and managerial structure.

7.6.1 Conditions and Code of Conduct for Implementing NGOs

- (i) The implementing NGO should serve the community at large;
- (ii) The implementing NGO should be non discriminatory;
- (iii) The implementing NGO should preferably have warehousing capacities to rationalize and optimize logistical arrangements in the event of distribution of relief supplies.

In order to achieve the above, the following will apply.

- (i) A renewable Memorandum of Understanding [MoU] setting out the terms on which the implementing NGO is to be engaged must be signed between GRZ through DMMU and the NGO;
- (ii) Specific clauses in the MOU should outline circumstances or conditions that relate to misuse, abuse or misapplication of the deployed relief supplies and provide for penalties including withdrawal, prosecution or both for implementing NGOs or employees.;
- (iii) Specific clauses in the MOU should outline circumstances or conditions that relate to misuse, abuse or misapplication of the deployed relief supplies thereby warranting stoppage of distribution of such relief supplies by the implementing NGOs.
- (iv) Specific clauses in the MoU should provide for access by DMMU to the relief supplies being managed by the implementing NGO;
- (v) Specific clauses in the MoU should oblige the implementing NGO to be submitting weekly or monthly reports to DDMC and DMMU on the status of the relief operation under its management.

7.6.2 Expectations from Implementing NGOs

The implementing NGO shall be obliged to:

- (i) Ensure that the needs of the families targeted for a particular relief program in their given operational area are adequately and regularly assessed as need arises and the request for the resources required are submitted to the DDMC;
- (ii) Receive, store and manage the timely distribution of food to needy families under the policies and provisions set out in this manual;
- (iii) Initiate and supervise food-for-work and similar programmes that target food aid to the needy;
- (iv) Keep detailed and up-to-date records of all food, non-food items and funds distributed and submit these as required and/or requested, to DMMU and concerned DDMC;
- (v) Maintain records of disaster, relief activities and make them available to the respective DDMC for review;
- (vi) Maintain a bank account for disaster relief funds to which a nominated member of the DDMC should be a signatory;

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- (vii) With support from the DDMC provide training and advise to SDMCs;
- (viii) Ensure that at all times the activities of the NGO and its representatives are impartial, honest and in the best interest of Zambia and the community at large.

7.6.3 Incentives for Implementing NGO

The incentives that are given to implementing NGOs by the DMMU should be specific provisions in the MoU for their logistical support.

7.7 Contracting Transporters For Relief Operation

The DMMU shall engage reputable transporters to facilitate a speedy, transparent and accountable distribution of relief supplies. To this effect, a comprehensive MoU should be signed between the DMMU and the transporter in the dispatching of relief supplies to the disaster areas.

Selected transporters should have a positive appraisal in terms of institutional, organisational and technical capacities to facilitate sustainable relief supply operations. The transporters must:

- (i) Have a legal status or be a legal entity capable of entering into contractual arrangements;
- (ii) Able to demonstrate capacity to successfully transporting relief supplies in the past, particularly on behalf of OVP;
- (iii) Have a well developed and defined organisational and managerial structure;
- (iv) Be well versed in clearing, consigning and delivery procedures.

7.7.1 Conditions and Code Of Conduct for Contracted Transporters

- (i) The selected transporters should non discriminatory.
- (ii) The selected transporters should preferably have warehousing capacities to rationalize and optimize logistical arrangement in the event of distribution of relief supplies.

In order to achieve the above, the following precautions should be put in place:

- (i) A renewable MoU setting out terms on which the relief supplies are to be moved by the selected transporters, must be signed between the DMMU and the transporter;
- (ii) Specific clauses in the MoU should outline circumstances or conditions that would amount to misuse, abuse or misapplication of the OVP relief supplies by the transporter and provide for the prosecution of the transporter or its employees;
- (iii) Specific clauses in the MoU should provide for access by the DMMU to the OVP relief supplies on transit with the transporter;
- (iv) Specific clauses in the MoU should oblige the transporter to submit a delivery report to the DMMU within a week after the relief supplies have been delivered;

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- (v) Specific clauses in the MoU should provide for the effecting of the final payment to the transporter only after the delivery report has been approved by DMMU.

7.7.2 Specific Obligations of the Transporter

In addition to the above, a selected transporter should be obliged to pay for, restore or otherwise replace any lost, missing or damaged relief items whilst in his custody;

Section 5: The Drought Code

8 DROUGHTS

8.4 Assumptions

This Drought Code assumes that the normal rainfall pattern will prevail during the rain season, i.e. from October to April of each year.

In Zambia, drought constitutes the most significant natural hazard. It is considered a slow-onset emergency rather than a sudden onset event. Droughts have led to human, agricultural and other economic and social losses. It is for this reason that the Drought Code has been given a special place in this Manual.

This Manual confines the definition of drought to three main types prevalent in Zambia, namely:

- **Meteorological drought** is a measure of negative departure of precipitation from normal.
- **Hydrological drought** is a period when the flows in rivers, lakes and ground water aquifers are below normal levels; and
- **Agricultural drought** 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.

8.5 Activities

8.5.1 Early Warning Activities

Generating of Early Warning information shall be a key function in the management of drought in Zambia. This will include the following activities:

8.5.1.1 Seasonal Rainfall Forecasts

This shall be generated and disseminated by the Zambia Meteorological Department (**ZMD**) by October and submitted to **the DMMU** and other relevant authorities/departments. In addition, they shall provide daily, seven days forecasts and Dekadal Bulletin (the ten day weather bulletin during the rainy season).

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8.5.1.2 Hydrological Conditions

Information on hydrological conditions shall be generated and submitted by the Department of Water Affairs to the DMMU and other relevant authorities by the end of every month.

8.5.1.3 Preliminary Crop Forecast

This shall be undertaken by the Ministry of Agriculture and Co-operatives (MACO), National Early Warning Unit, Central Statistics Office (CSO) and Zambia Meteorological Department (ZMD) by 31 January of each year and submitted to the DMMU and other relevant authorities.

8.5.1.4 Final Crop Forecast

This activity shall be undertaken by the Planning and Early Warning Unit in the Ministry of Agriculture and Co-operatives (MACO), Central Statistics Office (CSO) and Zambia Meteorological Department (ZMD) by mid 30th April each year. The dissemination of information regarding the National **Food Balance Sheet** shall be by 15th May of each year.

8.5.1.5 Comprehensive Needs Assessment

This will determine the extent of crop failure, vulnerabilities and needs and shall be carried out by the DMMU in collaboration with other multi-sectoral agency by 15th June each year depending on information arising from 8.5.1.1 to 8.5.1.4. The Comprehensive Needs Assessment will also assess livestock performance, water and sanitation issues, child and adult health as well as HIV/AIDS. Further, the Needs Assessment will put into perspective the extent of chronic and transitory vulnerability in the country.

8.5.2 Declaration of Drought Disaster

The DMMU shall cause to convene a meeting of the NDMTC through the Permanent Secretary – Office of the Vice President by first week of May to discuss the drought induced disaster and possible interventions.

1. The NDMTC shall recommend to the NDMC the need for the declaration of a disaster and necessary interventions by June 20th.
2. The NDMC shall recommend to His Excellency the President of the Republic of Zambia of the need for the declaration of a disaster by June 20th.
3. Following the declaration of disaster, Government shall make formal appeals for assistance from co-operating partners by June 30th.

8.5.3 Implementation of Response Activities

The following response activities shall be carried out in order to mitigate negative impacts of the drought.

8.5.3.1 Request for Funds

The DMMU shall request for funds from the Ministry of Finance and National Development Planning (MFNDP) within 24 hours of declaration of the disaster.

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8.5.3.2 Release of Funds

Funds for disaster response shall be released immediately in order to procure relief food and other materials for distribution to drought affected areas in accordance with Disaster Management and Mitigation Unit/NGOs distribution guidelines.

Release of food and materials should also be done within 24 hours after procurement.

8.5.3.3 Co-ordination of Relief

The DMMU will be responsible for coordination of relief efforts, while the responsibility of physical distribution of relief will be vested in other stakeholders in accordance with the guidelines set out by the DMMU.

8.5.3.4 Drilling/Rehabilitation of Boreholes

This shall be carried out by the Department of Water Affairs and the NGOs by May.

8.5.3.5 Rehabilitation of Infrastructure

Rehabilitation of boreholes, pontoons, dams, bridges, roads and rail shall be carried out by the Ministries of Works and Supply; Local Government and Housing; Communications and Transport; Defence; the Department of Water Affairs; and NGOs.

8.5.3.6 Diseases and Epidemics

Diseases and epidemics, be they human or animal, that break out as a result of drought shall be dealt with by Ministries of Health and Agriculture and Cooperatives.

8.5.3.7 Food and Nutrition

Drought may cause food shortages and poor nutrition status. This will be mitigated by the National Food and Nutrition Commission (NFNC), the Ministry of Education(MOE), Ministry of Agriculture and Cooperatives (MACO); Ministry of Health (MOH), Ministry of Community Development and Social Services, the Private Sector, NGOs; UN systems; International NGOs(INGOs) and the Food Reserve Agency (FRA).

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Annex 1: Disaster Preparedness Plan Format

Overview

The Disaster Preparedness Plan is a critical document to ensure the preservation of life in an emergency situation. The Plans are specific to geographical areas:

- Satellite - predetermined boundaries within a district.
- District – all satellites within the district.
- Provincial – all districts within the province.

The Plan is updated quarterly or as change occurs.

DMMU will advise and assist in the preparation of Disaster Preparedness Plans.

Essential Components

- Identification of known and potential hazards within the geographical area of responsibility.
- Identify populations and assets that may be affected by a specific hazard.
- Identify DMC members and define their roles.
- Identify suitable Safe Havens and Relocation Points and how to reach them during an emergency situation.
- Identify Emergency Communications available and accessible to the DMC
- Establish a Crisis Coordination Centre.
- Establish an early warning system.
- Determine and stockpile emergency supplies.
- Establish a Zone Warden System and demarcate the Zones on a map.
- Identify relevant skilled manpower in field of disaster management.

Disaster Alert Phases

Precautionary

This should be forewarning preceding the onset of a disaster period.

Actions

Prepare emergency supplies and remain vigilant and activate early warnings of impending disaster. Review emergency plans.

Restricted Movement

A period when movement to areas, such as flood prone areas, may be restricted.

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Actions

Advise persons in the area to avoid movement to those areas that are known or expected to be affected during disasters

Relocation

Movement from an affected area to a concentration point within the Satellite, District or Province that offers temporary relief from the hazard.

Action

Activate the warden system. Alert residents to move to concentration points and wait further instructions. The situation may return to normal or there may be a need to evacuate the area to a Safe Haven that offers more permanent relief from the hazard.

Evacuation

Should occur when the concentration points are deemed to be unsafe as a result of deterioration in the situation that may affect the concentration points and larger community.

Action

Implement the Evacuation Plan to relocate the community to a Safe Haven which could be located in a neighbouring Satellite within the District or elsewhere in the Province.

Crisis Coordination Centre

Identify a suitable building or structure that is not normally affected by seasonal or other hazards to be utilized to establish a Crisis Coordination Centre.

The CCC should be managed by the Chairperson of the DMC who will act as the Central Focal Point, who will direct, manage and coordinate Disaster Management Operations.

The CCC should be equipped with sufficient means of communication, maps and a reference library comprising of but not limited to the Disaster Management Bill, Disaster Management Operations Manual and Procedures, DMMU directives, information circulars, Disaster Management Plan and any other information such as telephone directories and contact details responsible for or involved in Disaster Management Operations. The CCC should be capable of operating on a 24 hour basis.

Zone Staging Area

A suitable area identified by Wardens to consolidate residents in their zone for movement to Concentration Point, such as a church, school or other large facility.

Concentration Point

A safe centrally located facility at which the affected community can concentrate in a time of crisis.

Concentration Point Considerations

- Central location within the affected area capable of providing short term accommodation for the affected community
- Easily accessible.

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- Away from potential hazards.
- Adequate food, water & sanitation facilities available.
- Medical kits available.
- Communications facilities.
- Sufficient parking.
- Storage space - vehicles (official & personal).
- Near potential evacuation sites:
 - Airport/airfield
 - Major roads
 - Port
 - Rail station

Safe Havens

- Central location outside the affected area to cater for short and long term periods of displacements of affected communities.
- Accessible.
- Away from potential hazards.
- Adequate food, water & sanitation facilities available.
- Near medical facilities such as clinic or hospitals.
- Sufficient parking.
- Storage space - vehicles (official & personal).

Communications

There must be a communication link between Wardens, SDMC, DDMC, PDMC and the DMMU.

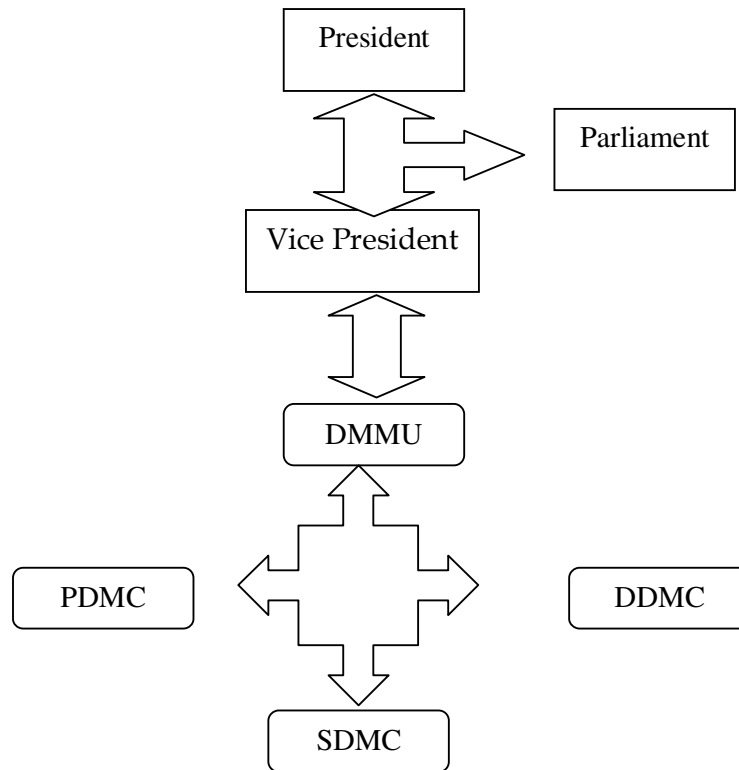
Emergency Communications

Communication Capabilities

- Telephone
- Fax
- Cellular Telephone
- Radio
 - UHF
 - VHF
 - HF
- Satellite Telephone
 - Fixed
 - Mobile
 - Voice
 - Data
 - Fax

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Internal Disaster Management Communications Diagram



Emergency Supplies

Must Plan For:

- Food
- Water
- Medical
- Fuel
- Beddings
- Clothing
- Shelter / Tents

Identify Requirements at:

- Crisis Coordination Centre
- Zone Staging Areas
- Concentration Points
- Safe Havens

Identify and Describe Early Warning Systems

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Annex 2: Disaster Notification Format

A. For Satellite Disaster Management Committee Only

Report from to

- i. A (type of disaster/hazard) has occurred in (location) on .~ and approximate time)
- ii The extent of damage
 - Spread of disaster (villages/chiefdoms/districts
 - Approximate number of the dead
 - Approximate number injured
 - Approximate number under threat
 - Property damaged (list)
 - Infrastructure damaged (list)
 - Access routes still open (list)
- iii. Relief (assistance) being rendered (list)
 - a. Adequacy / inadequacy of relief/assistance that has been rendered (list/describe)
 - b. The following assistance Has to be rendered (list)
 - c. External assistance that is required in the long term (list)

Author: Signature Dated

B. For District Disaster Management Committee only

- iv. As a result of the hazard/disaster (name) Which occurred on (date) I (DC) of (name of district) have determined that the disaster is sufficient magnitude to warrant your assistance (-is at (iii) 'a' and 'b' ...Yes() No()
- v. Please make available the following
 - a. finances (amounts) for (list)
 - b. materials (list)
 - c. human/expertise (list, describe why required/purpose)
- vi. Coordination required (what form)
- vii. So far preliminary Assessment by (source of assessment (name agencies indicates that (assessment information)
- viii. NGOs available in disaster area and that can be subcontracted are (list, activities, capacity (number of personnel and expertise)
- ix. Additional information to be provided when it becomes available

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Annex 3: Post Disaster Evaluation Format

DESCRIPTIVE SUMMARY

The Disaster

- What was the nature of the disaster, where and when did it occur?
- What were the human and material effects?

The Appeal

- When was it launched?
- What was the amount sought and received?
- What was the number of target beneficiaries?
- Who were they (homeless, elderly, etc.)?

The Operation

- Give the starting and closing dates.
- State the objectives and describe the Plan of Action and associated programmes.
- For each programme, give the total number of those assisted, type and quantities of aid distributed.

The Personnel

- Outline the human resources mobilized (National Government, DMMU HQ staff, Provincial, District and Satellite levels, other stake holders and volunteers).

The DMMU

- What was the role of the DMMU in the operation?
- Give the number of the DMMU staff involved in the operations and the position or specialization.

Other Stakeholders

Cooperation with Other National and Local Authorities, Private Sector, the International Community, UN, INGOs and NGOs, Churches, etc.).

- Summarise working relations with other National and Local Authorities, Private Sector, the International Community, UN, INGOs and NGOs, Churches, etc.
- List the main partners in the operations and indicate how they worked together.

ANALYSIS OF THE OPERATION

Needs Assessment

- Was a needs assessment done? Who did it and when?
- Did it turn out to be an accurate reflection of the situation?
- Was it revised or redone during the operation?

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Objectives / Plan of Action

- What were the chief strengths and main achievement of the operation?
- What were its shortcomings or failures?
- Comment on any initiatives that were taken or innovations that were introduced. Summarise major problems encountered and efforts made to solve them.
- What are the lessons to be learned from this operation and pointers to be retained for the future?

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Annex 4: Disaster Management Trust Fund Format

**MANAGEMENT OF THE DISASTER MANAGEMENT TRUST FUND
ACCOUNT RECEIPTS AND DISBURSEMENTS**

The accountant and an assistant accountant based at Disaster Management and Mitigation Unit will be responsible for the overall management of National, Provincial and District Disaster Management Trust Fund (DMTF) the Accounts. These officers will be operating under the supervision of the National Coordinator - Disaster Management and Mitigation Unit, while reporting to their mother Ministry of Finance and National Planning.

1.0 RESOURCE MOBILISATION

Noting that Disaster Management is a responsibility of every one, each Provincial and district Disaster Management Committee will be responsible for mobilization of resources for implementation of Disaster relief and mitigation programmes in their respective Provinces and Districts.

The resources shall be mobilized through avenues such as:-

1.1.1 Donations

1.1.2 Fund raising through small scale commercial activities.

1.1.3 Levy, where applicable

2.0 PREPARATION OF WORK PLANS AND BUDGETS

- (a) The District and Provincial Disaster Management Committees will operate separate DMTF accounts. They will be responsible for the preparation of their annual work plans and budgets for submission to Disaster Management and Mitigation Unit. The unit will be responsible for considering the District and Provincial work plans and budget estimates into Disaster Management and Mitigation Unit (DMMU) National work plans and budgets.
- (b) Disbursement will be based on the consolidated National DDMU Budget estimates submitted by Districts and Provinces. Applications for funding will be submitted to Provincial/District Disaster Tender Committees for approval.
- (c) The application form should comply strictly with government rules and regulations backed up by necessary documentation to show that previous provisions have been used in accordance with the budget activities.
- (d) The applications will then be passed to the District/Provincial Accounts office for payment.
- (e) The Provincial/ District Disaster Tender Committee will through Provincial Disaster Management Committee (PDMC), Disaster Management and Mitigation Unit and National Disaster Technical Committee appraise the

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National Disaster Management Committee once a month.

- (f) The appraisal will be based on the receipts and disbursements made. All figures will have to be reconciled and verified by Disaster Managements and Mitigation Unit, once in every two months.

3.0 Disaster Management and Mitigation Unit through Disaster Management Tender Committee shall ensure that:-

- (a) Proper books of accounts and other records relating to their accounts are being kept and updated.
- (b) The accounts are audited by Provincial/districts auditors, and that the Auditor General or Auditors appointed by the Auditor General, audit trust fund accounts at least once a year.
- (c) Financial reports are prepared detailing the financial affairs for both the District, Provincial and National Disaster Management Committees.

4.0 Payment are expended on government voucher forms noting that:

- (a) Payment will only be by cheque or any other form provided that the respective controlling officer sanctions such type of payment.
- (b) A cash book will have to be maintained for in flow and out flow together with a book of reconciliation.
- (c) Income and Expenditure Receipts will have to be prepared on a monthly basis. Final accounts will also have to be done at the end of every quarter.
- (d) There will be six (6) signatories to the cheque; three from the accounts Department of the DMMU/OVP and three from the administration of DMMU/OVP.
- (e) At District and Provincial levels, there will be four (4) signatories to the cheques. Two from the district/Provincial accounts department and two from the Provincial/District Disaster Management Committees.
- (f) The signatories will be in panels/pairs. Cheques will only be deemed valid (if signed by one) from each of the two panels.
- (6) (a) The National Disaster Tender Committee will be required to submit a report to National Disaster Management Technical Committee once a year.
(b) Among the documents to be used in the accounting system will be:-
 - (i) Payment Voucher
 - (ii) Local Purchase order

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- (iii) Claim for Allowance
- (iv) Income Receipt
- (v) Register for stores ordered
- (vi) Allocated stores ledger
- (vii) Special imprest register
- (viii) Requisite of accountable imprest forms
- (ix) Receipts of advances
- (x) Cash books
- (xi) Bank pay in slips
- (xii) Cheques form and
- (xiii) Ledgers for Accounts.

NOTE: This document is an integral part of the National Disaster Management bill and Disaster Management Policy of 2005.

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Annex 5: Definitions of Short, Medium and Long Term Interventions

This annex relates to the meaning of terms as they relate to post-disaster activities and projects. The meaning of the terms below may be limited to the context in which they have been applied in this manual.

“Short-term” activities and/or projects shall relate to immediate rehabilitation and replacement of utilities and services such as restoration of water and sanitation services, transport and communication infrastructure etc essential for normal existence.

“Medium term” activities and/or projects shall refer to activities and/or projects that are meant to strengthen and reinforce structures, services and systems whose weaknesses had previously contributed to vulnerability in the communities. Such activities and projects may be zoning of land for resettlement and livelihood activities, setting up of cooperatives and women’s group, planning of schools and clinics etc.

“Long-term” activities and/or projects shall refer to activities and projects that have long lead time such as two years or more; usually requiring long term preparatory work such as project design and consultation, Environmental Impact Assessment and Government approval process. The term also implies long term community benefits, thereby requiring capacity building activities with community members for their participation.
