



# *Disaster Management Operations Manual*

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

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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</b> or <b>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.
<b>Disaster Risk Management:</b>	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 biodiversity; 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, 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 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.

## List of Abbreviations and Acronyms

ADC	Area Development Committee
CBOs	Community-Based Organisations
CBPP	Contagious Bovine Pleural Pneumonia
CCC	Crisis Coordination Centre
CSO	Central Statistical Office
DATF	District Aids Task Force
DC	District Commissioner
DDCC	District Development Coordinating Committee
DDMC	District Disaster Management Coordinator
DDMCs	District Disaster Management Committees
DM	Disaster Management
DMMU	Disaster Management and Mitigation Unit
DMTF	Disaster Management Trust Fund
DWA	Department of Water Affairs
EOC	Emergency Operations Centre
FRA	Food Reserve Agency
GART	Golden Valley Agricultural Research Trust
GRZ	Government of the Republic of Zambia
HQ	Headquarters
HIV/AIDS	Human Immuno Virus/Acquired Immuno Deficiency Syndrome
INGOs	International Non-Governmental Organizations
MFNDP	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
NDMC	National Disaster Management Council
NDMTC	National Disaster Management Technical Committee
NFNC	National Food and Nutrition Commission
NGO's	Non-Governmental Organizations
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
VDC	Village Development Committee
WVI	World Vision International
ZAF	Zambia Air Force
ZMD	Zambia Meteorological Department

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**Section 1: Introduction**

**1 PREAMBLE**

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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 paradigm shift from being reactive to being proactive in addressing disaster situations in the country. This paradigm shift entails that DMMU redefines the disaster management cycle whereby the main focus of strategies puts anticipation, preparedness and prevention activities on centre stage. In other words, DMMU puts prevention before cure as opposed to putting cure before prevention. This would significantly contribute to making the population being disaster-resilient rather than being disaster-vulnerable. It would also make disaster management in the country become cost-effective in the long-run.

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

The proactive approach to disaster management also entails that the best disaster management practice is the main-streaming of disaster management in national, provincial and district development plans as well as changing the thinking and attitudes of individuals from being disaster-vulnerable to being disaster-resilient. 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 identified activities before, during and after a disaster situation. The Manual draws its authority from the National Disaster Management Policy of 2013 and the National Disaster Management Act No. 13 of 2010.

**2 THE PURPOSE OF THE MANUAL**

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

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, PDMCs, DDMCs, Non-Governmental Organisations (**NGOs**) and Community-Based Organisations (**CBOs**).

This Manual, therefore, is meant to strengthen and concretize 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

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institutions. The monitoring role of DMMU in particular, is meant to ensure that disaster management services are above Government accepted standards.

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**

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A 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.

There are several hazards in Zambia. When these hazards interact with the fragile environment, facilitated by high levels of vulnerability of our populations, a recipe for a disaster occurrence is created. Some of the common hazards include droughts, floods, epidemics, pest infestations, environmental degradation, refugees, internally-displaced populations and 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 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.

#### **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**

This is a reduction of the capacity of the environment to meet socio-economic objectives and needs. Examples are land degradation; deforestation; desertification; loss of bio-diversity; pollution (land, water and air); ozone layer depletion; indiscriminate throwing of garbage; illegal quarrying and mining; and drilling of boreholes close to sewer systems.

### **3.6 Refugees**

A refugee is a person who is unable or unwilling to return to his or her country of nationality, owing to well-founded fear 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. The ‘hazards’ may however arise from the effects that they may come forthwith such as disease transmission, security concerns and economic strains.

### **3.7 Internally-Displaced Person (IDP)**

An internally-displaced person is 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, 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.

### **3.8 Accidents**

An accident is an unintended and harmful result of human activity that threatens or causes injury, death, destruction or loss of property. Some of the common accidents include explosions, road traffic, industrial, fire, mine and marine.

### **3.9 Human / Animal Conflict**

The rights to animal space are interfered, with the presence of human developmental activities and eventually leads to animals attacking human beings and vice versa, and animals being indiscriminately killed by people.

## **Section 2: National Disaster Management Structure**

### **4 VISION, MISSION, OBJECTIVES AND STRUCTURE**

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#### **4.1 Vision**

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

#### **4.2 Mission Statement**

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

#### **4.3 Objectives**

The manual aims at operationalizing the policy whose objectives are listed below:-

- i. To develop Disaster Risk Management (DRM) plans which will, at different levels, guide DRM and response activities in the country.
- ii. To strengthen horizontal and vertical coordination mechanisms in order to effectively and efficiently implement the Disaster Risk Management activities and harmonize efforts at all levels.
- iii. To develop/strengthen an integrated disaster risk management information and communication system in order to enhance timely decision making.
- iv. To establish/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 and coordinate research and activities relevant to DRM in order to advise the Disaster Management structure 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 change.

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

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

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charged with the responsibility of ensuring the achievement of the nation's Disaster Management Objectives.

#### **4.5 National Disaster Management Structure**

The National Disaster Management Structure has vertical and horizontal linkages as shown below in *Figure 1: National Disaster Management Structure*.

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**Figure 1: National Disaster Management Structure**

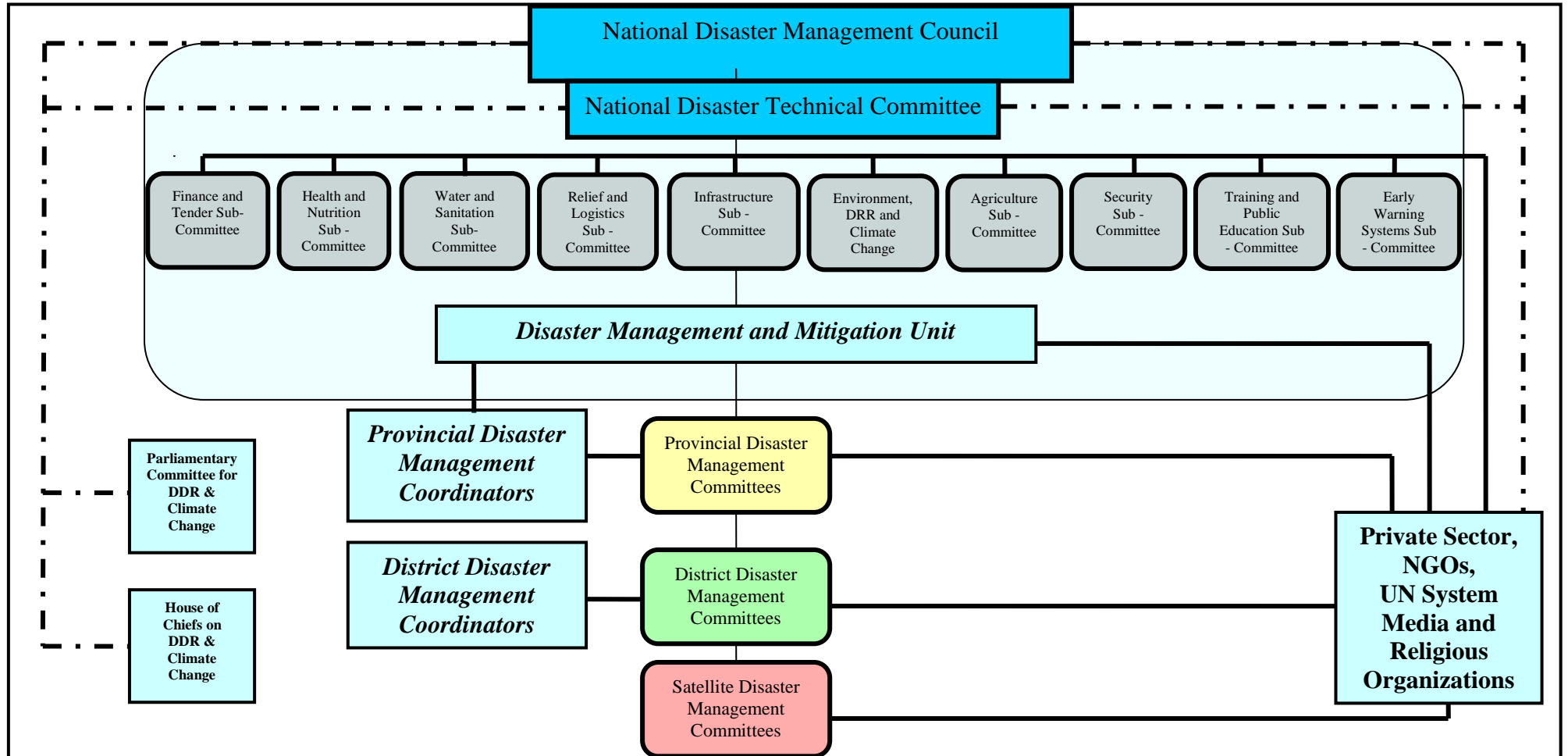
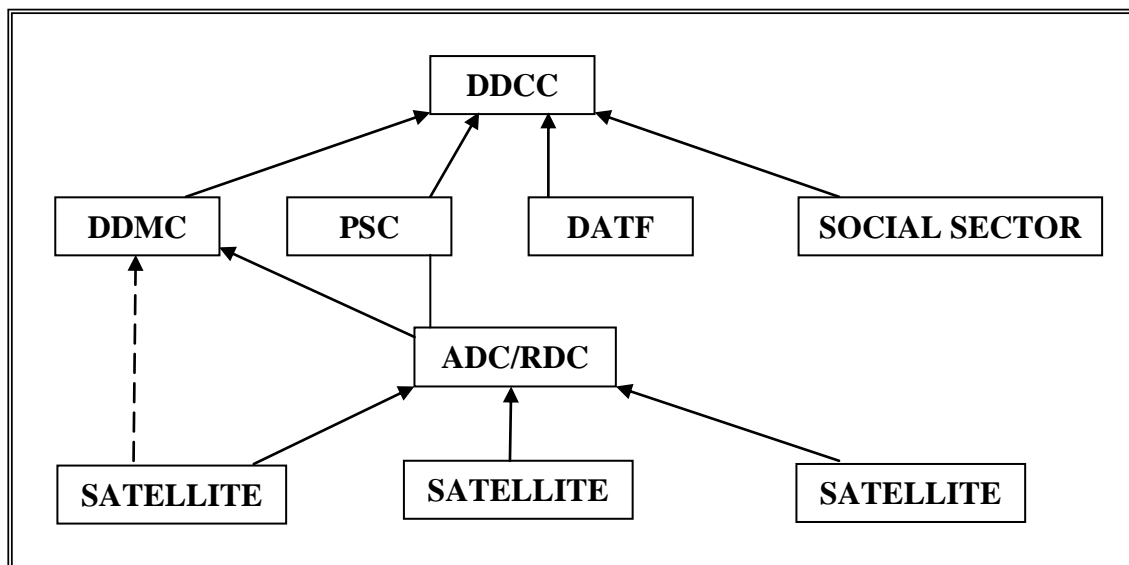




Figure 2: Relationship with Existing District Structures



- ⇒ Dotted line show informal reporting / interaction.
- ⇒ District structure linked to provincial and then national structure.

#### **A. SDMC**

- ⇒ Entry is ADC/RDC/VDC.
- ⇒ Number of satellites will depend on the size of the area (geographical factors).
- ⇒ Formation to be facilitated by DDMC.
- ⇒ Composition as provided in the Act.
- ⇒ Capacity build the committees in all areas.

#### **B. DDMC**

- ⇒ Shall be a sub-committee of DDCC.
- ⇒ Chairperson shall be the District Commissioner.
- ⇒ Secretariat to be the District Disaster Management Office.
- ⇒ Composition as provided in the Act.

**Section 3: Roles and Responsibilities**

**5 PHASES IN A DISASTER MANAGEMENT CYCLE**

The roles and responsibilities of the various committees in the structure are premised on the disaster management cycle as shown in Figure 2. The cycle is broken into three major elements namely, the **pre-disaster**, **during disaster** and **post-disaster** phases.

Figure 3: Disaster Management Cycle



**6 ROLES AND RESPONSIBILITIES**

**6.1 National Disaster Management Council**

**6.1.1 Pre-Disaster Phase**

During the non-emergency or pre-disaster phase, the National Disaster Management Council (NDMC) shall through the Chairperson assume the following roles and responsibilities:-

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- i. Formulate and or update the national disaster management policy.
- ii. Endorse national disaster preparedness plans and regulations.
- iii. Direct through NDMTC mobilization of resources for the implementation programmes and activities.
- iv. Submit quarterly reports to the Republican President.
- v. Oversee the implementation of disaster risk reduction and climate change adaptation projects and programmes.

**6.1.2 During Disaster Phase**

During the emergency/disaster phase, NDMC shall through the chairperson assume the following roles and responsibilities:-

- i. Receive and consider disaster reports and recommendations from NDMTC.
- ii. Activate through NDMTC the disaster preparedness plans and regulations.
- iii. Recommend declaration of national disaster to the Republican President.
- iv. Make appeals for assistance from cooperating partners (local, regional and international). Direct the Ministry responsible for Finance.
- v. Consider any other matters incidental to disaster response and saving of lives, livelihoods, economic assets and the environment as the case may be.

**6.1.3 Post-Disaster Phase**

During the post-disaster phase, NDMC shall through the chairperson assume the following roles and responsibilities:-

- i. Receive and consider consolidated post-disaster reports from the National Disaster Management Technical Committee (NDMTC).
- ii. Submit post-disaster reports to His Excellency the President.
- iii. Receive and consider post-disaster reports from cooperating partners (local, regional and international).
- iv. Consider any other matter as 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.
- vi. Coordinate the implementation of climate change adaptation projects and programmes.

**6.2 National Disaster Management Technical Committee**

**6.2.1 Pre-Disaster Phase**

During the non-emergency/pre-disaster phase, the National Disaster Management Technical Committee shall through the Chairperson assume the following roles and responsibilities: -

- i. Hold meetings at least once every quarter of which they shall submit the minutes to NDMC.

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- ii. Recommend policy direction to the Nation Disaster Management Council.
- iii. Coordinate the implementation of the decisions of the council.
- iv. Supervise the work of the Unit in monitoring and review of disaster management plans.
- v. Coordinate and facilitate resource mobilization for disaster risk and vulnerability programmes carried out by line ministries and other agencies including those by NGOs and CBOs.
- vi. Review and submit National Disaster Preparedness plans to the National Disaster Management Council for approval.
- vii. Advise NDMC on best Disaster Management practices in order to inform policy formulation.
- viii. Coordinate the implementation of climate change adaptation projects and programmes.
- ix. Oversee the implementation of disaster risk reduction and climate change adaptation projects and programmes.

**6.2.2 During Disaster Phase**

During the emergency/disaster phase, NDMTC shall through the Chairperson assume the following roles and responsibilities:-

- i. Inform NDMC of the disaster or unfolding disaster situation.
- ii. Direct and regulate the activation of response mechanism by DMMU.
- iii. Recommend to NDMC the need for declaration of a disaster by the Republican President.
- iv. Oversee multi-sectoral disaster relief, rehabilitation, recovery and reconstruction measures being undertaken.
- v. Consider and submit disaster situation report to NDMC and other stakeholders.
- vi. Oversee the national or localized disaster relief efforts including those implemented by other cooperating partners upon declaration of a disaster.
- vii. Appraise 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 from various partners as directed by the NDMC through the Vice-President.
- ix. Oversee the implementation of any other decision delegated by NDMC.
- x. Oversee the implementation of climate change adaptation projects and programmes.

**6.2.3 Post-Disaster Phase**

During the post-disaster phase, NDMTC shall through the Chairperson assume the following roles and responsibilities:-

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- i. Oversee the production of the consolidated post-disaster report.
- ii. Submit the consolidated post-disaster report to NDMC.
- iii. Review national disaster preparedness plans.
- iv. Regulate resource mobilization for training and public awareness for risk and vulnerability reduction, rehabilitation and recovery.
- v. Oversee the implementation of climate change adaptation projects and programmes.

### **6.3 Disaster Management and Mitigation Unit**

#### **6.3.1 Pre-Disaster Phase**

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

- i. Coordinate and facilitate risk and vulnerability assessments and mapping of the country with all stakeholders.
- ii. Prepare a National Preparedness Plan following risk and vulnerability mapping (taking into account Provincial and District disaster preparedness plans).
- iii. Maintain and operate an Emergency Operations Centre to facilitate collection, management and retrieval of information for timely decision making before, during and after disaster occurrence.
- iv. Review and evaluate appropriate Early Warning Reports in accordance with identified risks and vulnerabilities as well as preparedness plans from Provinces.
- v. Co-ordinate resource mobilization for preparedness, prevention, risk and vulnerability reduction programmes among Government, Donors, NGOs and other implementing partners.
- vi. Advise National Disaster Management Technical Committee on best disaster management practises.
- vii. Maintain minimum levels of essential strategic disaster relief items for immediate response during a disaster.
- viii. Co-ordinate donations for disaster relief activities.
- ix. Ensure that sector and industry specific disaster preparedness plans are in place
- x. Promote and facilitate development of new technologies in risk and vulnerability reduction programmes including Early Warning systems in order to enhance resilience.
- xi. Hold regular Government, UN and NGOs coordination meetings.
- xii. Co-ordinate resource mobilization for public education and public awareness programmes aimed at increasing resilience.
- xiii. Carry out public education and risk awareness campaigns.

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- xiv. Generate quarterly national reports highlighting the disaster risk reduction activities being undertaken in the country.
- xv. Conduct simulation exercises at least once a year.
- xvi. Maintain inventories of national assets/resources (materials, financial and expertise including contact details).
- 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 Preparedness Plan.
- xx. Build capacity for lower levels of the disaster management structure.
- xxi. Update the National Disaster Preparedness Plan.
- xxii. Coordinate the implementation of climate change adaptation projects and programmes
- xxiii. Oversee the implementation of disaster risk reduction and climate change adaptation projects and programmes.

**6.3.2 During Disaster Phase**

During the **Emergency/Disaster Phase**, 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 relevant components of the Emergency Operations Centre (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 neighbouring countries in an event of a disaster that has cross-border effects.
- iv. Scale-up operations at the Emergency Operations Centre when a disaster is declared or when otherwise stipulated.
- v. Undertake a desk appraisal of needs assessment reports to determine types and quantities of resources required.
- vi. Call emergency meetings of the National Disaster Management Technical Committee to discuss the necessary interventions.
- vii. Undertake on spot checks to verify reports from the provinces in order to advise on the required disaster relief budget.
- viii. Ensure timely delivery of relief materials to the disaster affected communities.
- ix. Make the necessary resources available for the effective management of the disaster by PDMC where necessary as provided for by the Disaster Management Act 13 of 2010.
- x. Coordinate the implementation of climate change adaptation projects and programmes.

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- xii. Coordinate information flow with the media and act as a public relations office for briefs and debriefs on disaster situation.

### **6.3.3 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 (48) hours upon receipt of a report from PDMC of the affected Province (please see ***Annex3: Post Disaster Evaluation Format***).
- ii. Ensure all Government and other property used during the disaster are secured and returned to the rightful owners.
- iii. Undertake a detailed Needs Assessment where necessary to determine resources for rehabilitation, recovery and reconstruction for the affected area(s).
- iv. Co-ordinate rehabilitation, recovery and reconstruction programmes for the affected area(s).
- v. Co-ordinate resource mobilization, based on the lessons learnt, to facilitate training for those involved in disaster, rehabilitation and recovery programmes in order to enhance disaster resilience.
- vi. Co-ordinate resource mobilization for public education and awareness programmes aimed at increasing resilience.
- vii. Co-ordinate the implementation of risk and vulnerability reduction programmes for the disaster-prone areas.
- viii. Review and evaluate the response to the disaster, recording lessons learned, conclusions drawn and recommendations made, in a National Post-Disaster Review Report.

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

### **6.4.1 Pre-Disaster Phase**

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

- i. Hold meetings at least once every quarter of which they shall submit the minutes to NDMTC through the Disaster Management and Mitigation Unit.
- ii. Maintain inventory of resources (materials, financial, transport and expertise, including contact details).
- iii. Formulate and update Provincial Preparedness Plans which will include modalities for mobilization of resources (please see ***Annex 1: Disaster Preparedness Plan Format***).
- iv. Integrate the Provincial Preparedness Plans into the overall Provincial Development Plan.
- v. Submit the Provincial Preparedness Plans for integration into the overall National Development Plan.

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- vi. Maintain and operate an Emergency Operations Centre with direct communication channels to districts and the Disaster Management and Mitigation Unit.
- vii. Collect and collate all district 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 programmes in the Province.
- x. Operate an efficient early warning system and put in place appropriate and efficient communication arrangements/channels.
- xi. Co-ordinate mobilization and distribution of resources for district and provincial disaster management programmes.
- xii. Prepare and implement programmes to increase disaster resilience in the Province.
- xiii. Implement behaviour change programmes among various groups at risk in the Province.
- xiv. Maintain and operate a Provincial Disaster Trust Fund Account.
- xv. Co-ordinate long-term disaster risk and vulnerability reduction, rehabilitation and recovery programmes carried out by other stakeholders in the Province.
- xvi. Promote linkages and goodwill with business houses, NGOs, religious and security fraternity in the Province.
- xvii. Integrate district plans into provincial plans.
- xviii. Plan and coordinate the implementation of climate change adaptation projects and programmes in the province.

#### **6.4.2 During Disaster Phase**

During the **Emergency/Disaster Phase**, 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 its intervention.
- ii. Inform the Disaster Management and Mitigation Unit immediately a disaster is reported by a district.
- iii. Co-ordinate information exchange with DDMC where the disaster has taken place.
- iv. Mobilize additional resources as may be required for effective and efficient handling of the disaster at hand.
- v. Assist the district to carry out a rapid 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.



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- vii. Determine the resource gap requirements and submit to the Disaster Management and Mitigation Unit for appropriate action or assistance.
- viii. Liaise with all stakeholders in the disaster affected district/s and co-ordinate logistical arrangements for movement of relief materials from source to end-users.
- ix. Co-ordinate information flow with the media and act as a public relations office for briefs and debriefs on the disaster situation.
- x. Co-ordinate public awareness and education activities in the district where the disaster has happened.
- xi. Ensure that adequate measures are put in place for the security/safety of the disaster victims, responders and property within the disaster area.
- xii. Make available additional resources for the affected district/s to effectively deal with the disaster situation.

#### **6.4.3 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 DDMC (please see
- ii. ***Annex 3: Post Disaster*** Evaluation Format).
- iii. Evaluate the disaster and relief operations.
- iv. Ensure that all Government and other property used during the disaster are secured and returned to the rightful owners.
- v. Prepare a detailed Needs Assessment to determine resource requirements for rehabilitation, recovery and reconstruction for the affected area(s).
- vi. Co-ordinate rehabilitation, recovery and reconstruction programmes or activities for the affected area(s).
- vii. Co-ordinate the implementation of risk and vulnerability reduction programmes for the disaster prone areas.
- viii. Co-ordinate resource mobilization, based on the lessons learnt, to facilitate training for those involved in disaster, rehabilitation and recovery programmes in order to enhance disaster resilience.
- ix. Evaluate the disaster and relief operations.
- x. Evaluate and update the Provincial disaster Preparedness plan.
- xi. Take necessary steps to ensure that recommended follow-up actions are undertaken within short-term; medium-term; and long-term interventions as outlined in ***Annex 5: Definitions of Short, Medium and Long Term Interventions***.

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

### **6.5.1 Pre-Disaster Phase**

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

- i. Hold meetings at least once every quarter, of which they shall submit the minutes to the Provincial Disaster Management Committee.
- ii. Formulate and update District Preparedness which will include modalities for mobilization of resources (please see **Annex 1: Disaster Preparedness Plan Format**).
- iii. Integrate the District Preparedness Plans into the overall District Development Plan.
- iv. Submit the District Preparedness Plans for integration into the overall Provincial Development Plan.
- v. Ensure that the Satellite Committees remain functional at all times.
- vi. Conduct training programmes of all heads of Satellite committees and other community leaders for them to carry out their roles and responsibilities effectively.
- vii. Set-up an Emergency Operations Centre.
- viii. Undertake risk and vulnerability assessments in the communities through Satellite Committees.
- ix. Create a district database for information relating to Disaster Management.
  - x. Develop preparedness plans for effective and efficient prevention, mitigation, response and recovery programmes.
  - xi. Plan and coordinate the implementation of disaster risk reduction and climate change adaptation projects and programmes in the district.
  - xii. Submit quarterly reports to DDCC, PDMC and DMMU.
  - xiii. Collect data and disseminate timely Early Warning information in the district.
  - xiv. Maintain a database of information relating to disasters in the district.
  - xv. Mobilize adequate resources for implementation of disaster prevention and preparedness programmes that enhance capacity for response and build resilience.
  - xvi. Conduct public education on preparedness and prevention awareness campaigns on the hazards common in the district.
  - xvii. Maintain inventory of resources (material, transport, financial and expertise including contact details).
  - xviii. Implement attitude and behavioural change training programmes among various groups at risk in the district.

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**6.5.2 During Disaster Phase**

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

- i. Trigger response mechanism through activation of Preparedness Plans.
- ii. Initiate a rapid 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 (please see ***Annex 2: Hazard/Disaster Notification*** Format).
- iv. Notify and initiate cooperation, where applicable, with the next district for any assistance required.
- v. Conduct joint response operations for cross-border disasters where applicable with clearance from relevant authorities.
- vi. Commence immediately disaster relief operations involving all players at district level.
- vii. Make appeals where necessary to PDMC and Disaster Management and Mitigation Unit for more resources.
- viii. Monitor continuously the disaster and update the Provincial Disaster Management Committee and DMMU.
- ix. Take necessary security measures to protect the disaster area for further investigations.

**6.5.3 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 evaluation report within (48) hours (please see ***Annex 3: Post Disaster*** Evaluation Format).
- iii. Evaluate and update the District disaster response plan.
- iv. Secure all the properties used in the disaster.
- v. Conduct an In-depth Impact Assessment to identify appropriate interventions for rehabilitation, recovery and reconstruction.
- vi. Prepare development programmes for recovery and risk reduction based on lessons learned and submit to DDCC, PDMC and DMMU.
- vii. Prepare and submit to PDMC training plan of those involved in disaster risk reduction and recovery programmes based on lessons learned.
- viii. Conduct public education and awareness campaigns on activities that enhance disaster resilience based on lessons learned.
- ix. Take necessary steps to ensure that recommended follow-up actions are undertaken within short-term; medium-term; and long-term interventions

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(please see *Annex 5: Definitions of Short, Medium and Long Term Interventions*).

- xi. Develop a standard format for monitoring and evaluation.
- xii. Evaluate and update the local disaster preparedness plan.

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

### **6.6.1 Pre-Disaster Phase**

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

- i. Formulate appropriate Early Warning information dissemination mechanisms for the local communities and other stakeholders. The mechanisms must be specific to the hazard, time-bound and be able to minimize distortion of information.
- ii. Prepare Annual Preparedness and Prevention Plans and submit the plans to the District Disaster Management Committee for consideration and further processing (please see Annex 1: Disaster Preparedness Plan Format).
- iii. Hold meetings at least once every quarter or as necessary, 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 aimed at preparedness and prevention in the communities regarding the foreseeable disasters identified through the assessments.
- vi. Initiate projects that are aimed at increasing disaster resilience according to the identified risks and vulnerabilities.
- vii. Initiate training activities in relation to increasing resilience.
- viii. Identify local institutions that can help in building capacity for the Satellite committee and the community to conduct activities that enhance resilience.
- ix. Disseminate timely 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 DDMC on matters related to disasters.
- xi. Prepare for possible relief operations in relation to disaster risks identified.
- xii. Mobilize adequate resources for DRR programmes to build resilience and capacity for disaster response.
- xiii. Submit quarterly reports to District Disaster Management Committee.
- xiv. Identify activities on risk mitigation/reduction and climate change adaptation.
- xv. Maintain a database of disaster related information.
- xvi. Maintain inventory of resources (material, financial and expertise including contact details).

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**6.6.2 During Disaster Phase**

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

- xvii. Activate response plan immediately. Notify DDMC Chairperson immediately of the impending/or the actual disaster (please see ***Annex 2: Hazard/Disaster Notification*** Format).
- xviii. Conduct a rapid impact assessment.
- xix. Disseminate timely warning messages to the communities affected or at risk and conduct search and rescue operations where necessary.
- xx. Co-ordinate the response operation among the various stakeholders.
- xxi. Monitor and communicate details of the unfolding events to DDMC Chairperson.
- xxii. Notify and initiate cooperation, where applicable, with the next Satellite Committee for possible assistance that may be required.
- xxiii. Conduct joint response operations for cross-border boundary disasters where applicable with clearance from relevant authority.
- xxiv. Mobilize and distribute local resources.

**6.6.3 Post-Disaster Phase**

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

- i. Initiate and co-ordinate the evaluation of the disaster and relief operations.
- ii. Generate a post-disaster evaluation report within (48) hours (please see ***Annex 3: Post Disaster Evaluation*** Format).
- iii. Initiate and co-ordinate the evaluation of the disaster and relief operations.
- iv. Conduct an in-depth impact assessment to identify the resources and quantify needs for rehabilitation, recovery and reconstruction.
- v. Initiate development programmes for rehabilitation, recovery and reconstruction to increase resilience.
- vi. Account for resources which are directly controlled by the Satellite committee.
- vii. Initiate training, in line with development programmes, for recovery and resilience increasing based on lessons learned.
- viii. Initiate counselling programmes.
- ix. Carry out other activities incidental to the event.
- x. Make recommendations on follow-up actions.
- xi. Take necessary steps to ensure that recommended follow-up actions are undertaken within short-term; medium-term; and long-term interventions as outlined in ***Annex 5: Definitions of Short, Medium and Long Term Interventions***.
- xii. Evaluate and update the local disaster preparedness plan.

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### **6.7 Roles and Responsibilities of Partner NGOs, CBOs, Religious Organizations, Private Sector and Donor communities with Emphasis on DRR**

This manual recognizes the complimentary and auxiliary role that Non-Governmental and Community-Based Organizations play. Religious Organisations and private sector continue to play a significant role in the implementation of disaster management activities at all levels in the country at all times of pre-disaster, during a disaster and post-disaster situations.

### **6.8 Roles and Responsibilities of Donor Communities and Partners**

This manual recognizes the complimentary and supplementary role that donor community continue to play in the mobilization of resources to facilitate the implementation of disaster management activities at all levels in the country at all times of pre-disaster, during a disaster and post- disaster situations.

### **6.9 Roles and Responsibilities of Volunteers**

Volunteers shall provide or assist in the provision of any disaster management service in any district and perform, within any district any function connected with disaster management as determined by the District Disaster Management Committee.

## **Section 4: Relief Operations**

### **7 Relief Operations**

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#### **7.1 DISTRIBUTION OF RELIEF MATERIALS**

##### **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 supplies shall be procured, dispatched and distributed in quantities recommended by assessment report targeting communities that have suffered the adverse effects of an identified shock.
- iii. Relief distribution should not lead to the promotion of perpetual dependency on relief by recipient communities.
- iv. Relief distribution should lead to the promotion of long-term independence of recipient communities.
- v. Relief supplies should be treated, by the community, as an opportunity to improve its operating capacities in livelihoods and wealth-creation.

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**2. Criteria for Access to Relief Supplies**

In order to protect life and property of the vulnerable in communities, and to rationalize relief resources, the following conditions shall be met:

- i. The need for relief should be necessitated by the occurrence of a verifiable event that has grown or is predicted to outstrip the coping capacity of the local community.
- ii. District Disaster Management Committee (DDMC) upon receipt of a report from the Satellite Disaster Management Committees (SDMCs) should conduct rapid participatory assessments and consolidate the requests in one considering all the communities or satellites at risk.
- iii. The consolidated request should be specific, measurable, accurate, realistic and time-bound.
- iv. The application by DDMC to DMMU through PDMC should be accompanied by details of the development projects such as infrastructure development for relief distribution and where food-for-work will be applied.
- v. The application by DDMC should make reference to, or indeed supported, by reports of retirement of previous imprest and/or relief supplies from DMMU, where applicable.
- vi. The application by DDMC should specify the arrangements made relating to:-
  - a. Possible implementing agency.
  - b. Warehousing facilities.
  - c. Warehousing security.
  - d. Warehouse management including the state of fumigation and stock control, capacity to load and off-load vehicles and vessels.

**3. Conditions for Relief Distribution**

The following shall be the conditions for relief distribution:-

- i. The Satellite Disaster Management Committees (SDMC) 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. Disaster Risk Reduction (DRR) Food-for work project (at least 80% of the relief food) should be targeted at the able-bodied amongst the vulnerable. The DRR projects will be identified by the community working in collaboration with SDMC, Project Implementing

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Partners (PIP) and the DDMC during the beneficiary identification process.

- c. Food-for free (20% of the relief food) should be targeted at the debilitated amongst the vulnerable such as orphans and vulnerable children, those above (65) years, disabled and unable to work and the chronically-ill.
- d. In case of food for cash, DMMU through FRA will make food available to those with income.
- e. Food distribution points, lists and beneficiary registers must be compiled and sent to DMMU through the DDMC before commencement of Food distribution
- f. Beneficiary registers must be kept by the Satellite Disaster Management Committee, Project Implementing Partners (PIP), DDMC and DMMU.

### **4. Selection process for the Project Implementing Partner**

- i. DDMC to short list credible NGOs operating in the District
- ii. DDMC submits the list to the District Tender Committee for evaluation
- iii. DDMC submits the selected NGO to the Regional Coordinator(RC) and PDMC for verification
- iv. RC writes back to DDMC on the outcome of the verification with a copy to DMMU HQ
- v. RC writes to the selected NGO who now becomes the Project Implementing Partners (PIP) informing them of their nomination to undertake the project
- vi. RC facilitates the signing of the MOU and orientation of the PIP

### **5. Qualifications for Project Implementing Partners (PIPs) to participate in Relief Programmes**

Implementing partners shall be engaged to facilitate a speedy, transparent and accountable distribution of relief supplies within areas designated to them by DDMC or DMMU. In such cases, a comprehensive Memorandum of Understanding (MoU) shall be signed between DMMU and the Project Implementing Partner.

The selected Project Implementing Partner(s) shall 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 Project Implementing Partner should:-

- i. Have a legal status or be a legal entity capable of entering into contractual obligations with government.
- ii. Have demonstrated the capacity (human resource and logistics) to successfully undertake relief operations for DMMU.



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- iii. Be actively involved in or has been undertaking relief, humanitarian or development-oriented projects in its operational area.
- iv. Have preferably permanent establishment or presence in the operational area.
- v. The implementing partner should preferably have warehousing capacity to rationalize and optimize logistical arrangements in the event of distribution of relief supplies.
- vi. A renewable Memorandum of Understanding (MoU) setting out the terms on which the implementing partner is to be engaged must be signed between GRZ through DMMU and the Project Implementing Partner.
- vii. Specific clauses in the MoU should outline circumstances or conditions that relate to misuse, abuse or misapplication of the relief supplies and provide for penalties including withdrawal, prosecution or both for implementing partners or employees.
- viii. Specific clauses in the MoU should outline circumstances or conditions that relate to misuse, abuse or misapplication of the relief supplies thereby warranting stoppage of distribution of such relief supplies by the implementing partners.
- ix. Specific clauses in the MoU should provide for access through monitoring and evaluation by DMMU to the relief supplies being managed by the Project Implementing Partner.
- x. Specific clauses in the MoU should oblige the implementing partner to be submitting reports fortnightly to DDMC and DMMU on the status of the relief operation under its management.

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## **6. Obligations of Project Implementing Partners**

The implementing partner shall be obliged to:-

- i. Ensure that the needs of the targeted households for a particular relief program in their given operational area is adequately and regularly assessed as need arises, and requests for the resources required are submitted to DDMC.
- ii. Receive, store and manage the timely distribution of relief to needy households under the policies and provisions set out in this manual.
- iii. Facilitate and supervise food-for-work and similar programmes that target relief 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 the concerned DDMC.
- v. Maintain records of disaster and relief activities and make them available to the respective DDMC for review.
- vi. Support DDMC to provide training and advise to SDMCs in relief operations.
- vii. Collaborate with DDMCs and SDMCs in identifying beneficiary households and actual distribution of relief supplies.
- viii. Submitting terminal report to DDMC and DMMU on the relief operation with completed beneficiary schedules.

## **7. Selection of Beneficiaries (Targeting)**

The procedure for selection of beneficiaries shall be as follow:-

- i. SDMC in collaboration with the selected PIP should initiate the selection of beneficiaries using established community registers of the vulnerable.
- ii. List of identified beneficiaries should be submitted to the DDMC for verification and onward transmission to the RC and DMMU HQ before commencement of distribution

## **8. Dispatch and Actual Distribution of Relief Supplies**

- i. RC in conjunction with PDMC and DDMC should ascertain the availability, quality and quantity of relief supplies earmarked for distribution
- ii. RC officially introduces the Transporter and PIP to FRA
- iii. Transporter or PIP transports the relief supplies to the final distribution points
- iv. Selected beneficiary households sign for their allocation on the official DMMU Beneficiary schedule

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**9. Contracting Transporters for the Relief Operation**

Reputable transporters shall be engaged to facilitate a speedy, transparent and accountable distribution of relief supplies. To this effect, a comprehensive MoU shall be signed with the transporter to facilitate uplifting 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 should:-

- i. Have a legal status or be a legal entity capable of entering into contractual obligations.
- ii. Be able to demonstrate capacity to successfully transport relief supplies in the past.
- iii. Have a well-developed and defined organisational and managerial structure where applicable.
- iv. Be well-versed in clearing, consigning and delivery procedures where applicable.

**Conditions and Code of Conduct for Contracted Transporters**

The following conditions should be put in place at all levels of transportation:-

- i. A MoU setting out terms on which the relief supplies are to be moved by the selected transporter must be signed between the parties.
- ii. Specific clauses in the MoU should outline circumstances or conditions that would amount to misuse, abuse or misapplication of 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 transparency of the handling of relief supplies in transit with the transporter.
- iv. Specific clauses in the MoU should oblige the transporter to submit a delivery report within 48 hours after the relief supplies have been delivered.
- v. RC should verify the delivery of relief within 48 hours of receiving the delivery report
- vi. Specific clauses in the MoU should provide for the effecting of the payment to the transporter only after proof of delivery (production Goods Issued Notes, Goods Received Note and the MoU).
- vii. Specific clauses in the MoU should oblige the selected transporter to pay for, restore or otherwise replace any lost, missing or damaged relief items whilst in his/her custody.

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**10. Obligations of DMMU**

DMMU shall be obliged to:-

- i. Ensure that the needs of the targeted households for a particular relief program in a given operational area is adequately and regularly assessed as need arises, and requests for the resources required are met.
- ii. Facilitate the mobilization, storage and management of relief supplies for timely distribution to needy households under the policies and provisions set out in this manual.
- iii. Monitor the relief food programme (food-for-work and food-for-free).
- iv. Maintain a detailed and up-to-date database of all food and non-food items including funds disbursed.
- v. Support DDMC to provide training and advise to SDMCs in relief operations.
- vi. Ensure that the activities of the implementing partner and its representatives are at all times impartial, honest and in the best interest of the community.

**Section 5: The Drought Code**

**8 DROUGHT**

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**8.1 Assumptions**

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

In Zambia, drought constitutes the most significant natural hazard and is likely to be exacerbated by climate change. It is considered as 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:-

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

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## **8.2 Activities**

### **8.2.1 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:-

#### **8.2.1.1 Seasonal Rainfall Forecasts**

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

#### **8.2.1.2 Hydrological Conditions**

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

#### **8.2.1.3 Preliminary Crop Forecast**

This shall be undertaken by the Ministry responsible for Agriculture and Livestock (National Early Warning Unit), the agency responsible for national statistics and Zambia Meteorological Department (**ZMD**) by 31<sup>st</sup> January of each year and submitted to **DMMU** and other relevant authorities.

#### **8.2.1.4 Final Crop Forecast**

The National Early Warning Unit in the Ministry responsible for Agriculture and Livestock, the agency responsible for national statistics and Zambia Meteorological Department (**ZMD**) shall undertake this activity by mid 30<sup>th</sup> April each year. The dissemination of information regarding the **Food Balance Sheet** shall be made by 15<sup>th</sup> May each year.

#### **8.2.1.5 Comprehensive Needs Assessment**

This will determine the extent of the negative impact of the drought and the associated vulnerabilities and shall be carried out by **DMMU** in collaboration with other multi-sectoral agencies by 15<sup>th</sup> June each year depending on information arising from 8.2.1.1 to 8.2.1.4.

### **8.2.2 Declaration of Drought Disaster**

**DMMU** shall cause to convene a meeting of **NDMTC** by the first week of June to discuss the drought-induced disaster and possible interventions as provided for in 36 (1) of Part VI in the Disaster Management Act No.13 of 2010:-

- i. **NDMTC** shall recommend to **NDMC** the need for the declaration of a disaster and necessary interventions as and when need arises.
- ii. **DMMU** based on the resolution of **NDMC** shall advise the Ministry of Justice to come up with the Statutory Instrument for the declaration of a disaster within 24 hours.

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- iii. The President of the Republic of Zambia shall declare the drought as a disaster. Following the declaration of the disaster, Government shall make formal appeals for assistance from co-operating partners as and when need arises.

### **8.2.3 Implementation of Response Activities**

The following response activities shall be carried out in order to mitigate negative impacts of the drought particularly low water table, reduced crop yields, human epidemics and increased livestock and wildlife morbidity.

#### **8.2.3.1 Request for Funds**

DMMU shall request for funds from the Ministry responsible for Finance within 24 hours of declaration of the disaster.

#### **8.2.3.2 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 distribution guidelines.

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

#### **8.2.3.3 Co-ordination of Relief**

DMMU will be responsible for coordination of Relief efforts, while the responsibility of physical distribution of relief is vested in implementing partners in accordance with the guidelines set out by DMMU.

#### **8.2.3.4 Drilling/ Rehabilitation/ Construction of Boreholes/ Water Reservoir**

These activities shall be carried out by the Department of Water Affairs, Ministry for Local Government and Housing and implementing partners.

#### **8.2.3.5 Diseases and Epidemics**

Diseases and epidemics (human or animal) that break out as a result of drought shall be dealt with by DMMU in partnership with the ministries responsible for health and agriculture and livestock. The response activities shall include disaster risk reduction.

#### **8.2.3.6 Food and Nutrition**

Drought causes food shortages and poor nutrition status. This will be mitigated by DMMU in partnership with the National Food and Nutrition Commission; the ministries responsible for education, agriculture, health, community development ,mother and child health; the Private Sector; UN system; both local and international NGOs; and the Food Reserve Agency.

## **Section 6: The Flood Code**

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## **9 FLOODS**

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### **9.1 Assumptions**

This Flood Code assumes that the normal rainfall pattern will prevail during the rainy season (i.e., from October to April each year).

A flood is one of the most dangerous types of natural or human-induced hazards in Zambia and is likely to be exacerbated by climate variability. Floods can lead to human, agricultural, economic and social losses. They can kill people and animals; destroy houses; pollute drinking water; damage crops; disrupt daily affairs; destroy drainage systems in cities and cause raw sewage to spill out into bodies of water resulting in epidemics; trigger landslides; disrupt communication and transport networks; cause damage to bridges, cars, buildings, road ways and any other type of infrastructure; and make an enormous impact on the environment and society.

Flood types can be classified by the speed with which they occur, the location where they occur or the cause of the flood and can be natural or human-induced. This manual confines the definition of flood to four main types prevalent in Zambia, namely:-

- i. **Flash Flood** occurs when water temporarily covers an area that it usually does not. Heavy rain can cause flooding or breaks in dams. This type of flood causes more damage than other types of floods because of the force with which the water moves and its rapid onset leaves little time for evacuation. A flash flood is usually the most lethal. Heavy downpours, often in mountainous highlands, can lead to surges of water that turn dry river beds or flood plains into raging torrents in minutes. Local communities usually have little time to flee to higher land, and homes in the water's path can be totally destroyed. Roads and railways can be made impassable, making delivery of aid much more difficult. A flash flood is a result of surface water run-off, but the terrain is a large factor in the severity of the flood.
- ii. **Urban Flood** occurs in urban areas due to lack of adequate storm water drainage. In towns where there is little soil or grass, water must flow into the storm drains, which can become overwhelmed during high intensity rainfall.
- iii. **River Flood** occurs when the water level in a river rises past the banks. The flood happens gradually as rain water and run-off water from saturated soil flows into smaller rivers, which flow into larger rivers. Gradually, the excess water floods the river and causes it to overflow its banks. Fortunately, it happens slowly enough that people can evacuate and try to protect their property with flood barriers. When deaths occur during a slow-onset river flood, they are much more likely to be due to disease, malnutrition and other related causes.
- iv. **Flood from failure of a dam or levee** occurs in several ways: structural failures due to problems with construction, rainfall or flood waters that exceed their capacity or natural disasters that cause damage. When a dam fails, the

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result is similar to a flash flood because of the rapidness of the flooding and the velocity of the water.

## **9.2 Activities**

### **9.2.1 Early Warning Activities**

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

#### **9.2.1.1 Seasonal Rainfall Forecasts**

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

#### **9.2.1.2 Hydrological Conditions**

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

#### **9.2.1.3 Preliminary Crop Forecast**

This shall be undertaken by the Ministry responsible for Agriculture and Livestock (National Early Warning Unit), the agency responsible for national statistics and Zambia Meteorological Department (ZMD) by 31<sup>st</sup> January of each year and submitted to DMMU and other relevant authorities.

#### **9.2.1.4 Final Crop Forecast**

The National Early Warning Unit in the Ministry responsible for Agriculture and Livestock, the agency responsible for national statistics and Zambia Meteorological Department (ZMD) shall undertake this activity by mid 30<sup>th</sup> April each year. The dissemination of information regarding the **Food Balance Sheet** shall be made by 15<sup>th</sup> May each year.

#### **9.2.1.5 Comprehensive Needs Assessment**

This will determine the extent of the negative impact of the flood and the associated vulnerabilities and shall be carried out by DMMU in collaboration with other multi-sectoral agencies by 15<sup>th</sup> June each year depending on information arising from 9.2.1.1 to 9.2.1.4.

### **9.2.2 Declaration of Flood Disaster**

DMMU shall cause to convene a meeting of NDMTC immediately the flood occurs to discuss the flood-induced disaster and possible interventions:-

- i. NDMTC shall recommend to NDMC the need for the declaration of a disaster and necessary interventions as and when need arises.



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- ii. DMMU based on the resolution of NDMC shall advise the Ministry of Justice to come up with the Statutory Instrument for the declaration of a disaster within 24 hours.
- iii. The President of the Republic of Zambia shall declare the flood as a disaster. Following the declaration of the disaster, Government shall make formal appeals for assistance from co-operating partners as and when need arises.

### **9.2.3 Implementation of Response Activities**

The following response activities shall be carried out in order to mitigate negative impacts of the flood particularly high water table, reduced crop yields, human epidemics and increased livestock and wildlife morbidity.

#### **9.2.3.1 Request for Funds**

DMMU shall request for funds from the Ministry responsible for Finance within 24 hours of declaration of the disaster.

#### **9.2.3.2 Release of Funds**

Funds for disaster response shall be released immediately in order to arrange for evacuation and temporary shelter, and procure relief food, water and other materials for distribution to flood affected areas in accordance with Disaster Management and Mitigation Unit distribution guidelines.

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

#### **9.2.3.3 Co-ordination of Relief**

DMMU will be responsible for coordination of Relief efforts, while the responsibility of physical distribution of relief is vested in implementing partners in accordance with the guidelines set out by DMMU.

#### **9.2.3.4 Diseases and Epidemics**

Diseases and epidemics (human or animal) that break out as a result of flood shall be dealt with by DMMU in partnership with the ministries responsible for health and agriculture and livestock. The response activities shall include disaster risk reduction.

#### **9.2.3.5 Food and Nutrition**

Flood may cause food shortages and poor nutrition status. This will be mitigated by DMMU in partnership with the National Food and Nutrition Commission; the ministries responsible for education, agriculture, health, community development and social services; the Private Sector; UN system; both local and international NGOs; and the Food Reserve Agency.

#### **9.2.3.6 Infrastructure**

Floods may cause damage to infrastructure (roads, bridges/culverts, houses schools, clinics/hospitals, public buildings, etc). The impact of the floods on various infrastructure will be mitigated by DMMU in partnership with key line ministries and stakeholders.

## Section 7: The Epidemics Code

### 10 EPIDEMICS

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#### 10.1 Assumptions

This Epidemics Code assumes that the normal rainfall pattern will prevail during the rainy season (i.e., from October to April each year). The rainy season is the time when some of the epidemics like cholera, dysentery, malaria and larger grain stalk borer are commonly prevalent in the country.

In Zambia, the most significant hazards include human epidemics of cholera, dysentery, malaria, measles and HIV/AIDS; livestock epidemics of contagious bovine pleural pneumonia, east coast fever, corridor disease and foot-and-mouth disease; and crop epidemic of larger grain stalk borer. These epidemics have led to human, agricultural, economic and social losses in the country. It is for this reason that the Epidemics Code has been given a special place in this manual.

This manual confines the definition of epidemics to ten main types of human, livestock and crop epidemics which are most prevalent in Zambia, namely:-

- i. **Cholera** is suspected when (a) in an area where the disease is not known to be present, a patient aged five years or more develops severe dehydration or dies from acute watery diarrhoea, and (b) in an area where there is a cholera epidemic, a patient aged five years or more develops acute watery diarrhoea with or without vomiting. A case of cholera is confirmed when *vibrio cholerae* 01 or 0139 is isolated from any patient with diarrhoea.
- ii. **Dysentery** is an inflammatory disorder of the lower intestinal tract, usually caused by a bacterial, parasitic or protozoan infection and resulting in pain, fever and severe diarrhoea, often accompanied by the passage of blood and mucus.
- iii. **Malaria** is a mosquito-borne infectious disease of humans and other animals caused by *protists* (a type of microorganism) of the genus *plasmodium*. It begins with a bite from an infected female mosquito (*Anopheles* mosquito), which introduces the *protists* via its saliva into the circulatory system, and ultimately to the liver where they mature and reproduce. The disease causes symptoms that typically include fever and headache, which in severe cases can progress to coma or death. Malaria is widespread in Zambia, especially in the rainy season.
- iv. **Measles** (also known as *Rubeola*, *morbilli* or English measles) is an infection of the respiratory system caused by a virus, specifically a *paramyxovirus* of the genus *morbillivirus*. Symptoms include fever, cough, runny nose, red eyes and generalized, maculopapular, erythematous rash. Measles is spread through respiration (contact with fluids from an infected person's nose or mouth, either directly or through aerosol transmission), and is highly contagious - 90% of people without immunity sharing living space with an infected person will catch it. An asymptomatic incubation period occurs nine

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to twelve days from initial exposure and infectivity lasts from two to four days prior, until two to five days following the onset of the rash (i.e., four to nine days infectivity in total).

- v. **Human Immunodeficiency Virus infection/Acquired Immunodeficiency Syndrome (HIV/AIDS)** is a disease of the human immune system caused by the immunodeficiency virus (HIV). During the initial infection a person may experience a brief period of influenza-like illness. This is typically followed by a prolonged period without symptoms. As the illness progresses it interferes more and more with the immune system, making the person much more likely to get infections, including opportunistic infections, and tumors that do not usually affect people who have working immune systems. HIV is transmitted primarily via unprotected sexual intercourse (including anal and even oral sex), contaminated blood transfusions, hypodermic needles and from mother to child during pregnancy, delivery or breastfeeding. Some bodily fluids, such as saliva and tears, do not transmit HIV. Prevention of HIV infection, primarily through safe sex is a key strategy to control the spread of the disease. Antiretroviral treatment can slow the course of the disease and may lead to almost normal life expectancy.
- vi. **Contagious Bovine Pleural Pneumonia (CBPP)** is a contagious bacterial disease that afflicts the lungs of cattle and is caused by the bacterium *Mycobacterium avium*, and the symptoms are pneumonia and inflammation of the lung membranes. The incubation is 20 to 123 days. The bacteria are widespread in Africa, the Middle East, Southern Europe as well as parts of Asia. It is an airborne disease and can travel up to several kilometres in the right conditions. It can be eradicated by inoculating animals against the disease.
- vii. **East Coast Fever** is a disease of cattle, sheep and goats caused by protozoan parasite *Theileria parva*. It is found in the Democratic Republic of Congo, Kenya, South Africa, Sudan, Tanzania, Uganda, Swaziland, Zambia and Zimbabwe. The hosts of the disease are ticks. The parasite spreads quickly as it is rather aggressive. Symptoms include fever, enlarged lymph nodes near the tick bite(s), frothy nasal discharge, diarrhoea, pulmonary edema, leukopenia and anaemia.
- viii. **Corridor Disease** is a highly pathogenic disease of cattle common in Eastern and Southern Africa caused by the protozoan *Theileria parva lawrencei* and transmitted primarily by the tick *Rhipicephalus appendiculatus*. Its lesions and symptoms are similar to those of east coast fever.
- ix. **Foot-and Mouth Disease or hoof-and-mouth disease (*Aphthae epizooticae*)** is an infectious and sometimes fatal viral disease that affects cloven-hoofed animals that include cattle, sheep, goats and pigs. The virus causes high fever for two or three days, followed by blisters inside the mouth and on the feet that may rupture and cause lameness. Foot-and-mouth disease is a severe plague for animal farming, since it is highly infectious and can be spread by infected animals through aerosols, contact with contaminated farming equipment, vehicles, clothing or feed, and by domestic and wild predators. Its containment demands considerable efforts in vaccination, strict monitoring, trade restrictions and quarantines, and occasionally the elimination of animals.

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- x. **Malnutrition** type which is common during disaster situation is wasting, which can be mitigated by providing appropriate foods such as herpes, cooking oil, soya and others and not only maize. Malnutrition can have significant effects on households' food security and nutrition status of affected population groups. The nature of food and nutrition problems depends on the type of disaster, its duration and the size of the area affected, and the nutritional status of the population prior to the disaster. Assessing such impact and understanding the coping mechanisms of different affected social groups is needed to target, design and implement appropriate strategies that will protect and promote good nutrition and household food security throughout relief and rehabilitation responses. The purpose of food relief is to prevent malnutrition in the population affected by the disaster and ensure safety and prevent the transmission of disease through food.

When a disaster happens, immediately provide food where need is urgent, or appears to be. Make an initial estimate of food needs of the affected population, taking into account demographic characteristics. Identify food stocks, (food stockpiles elsewhere in the country, food assistance organizations, etc.), transportation, storage, and distribution. Ensure the safety and suitability of locally available food and supplies received. Monitor food and nutrition situation closely, so that the supply and rationing of food can be modified in keeping with changing conditions.

The food ration should be as simple as possible: a basic food (e.g., rice or corn); a concentrated source of energy (e.g., oil); and source of protein (e.g., dried or canned fish or canned meat). Although dried vegetables are an excellent source of protein, it is necessary to take cooking difficulties into account. Along with the basic ration, vulnerable groups (children under 5, pregnant and breast-feeding women, and malnourished persons) need to receive a supplement.

## **10.2 Activities**

### **10.2.1 Early Warning Activities**

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

#### **10.2.1.1 Seasonal Disease/Epidemic Surveillance**

This shall be generated and disseminated by the Ministries responsible for Health, Agriculture and Livestock and submitted to **DMMU** and other relevant authorities/departments.

#### **10.2.1.2 Human, Livestock and Crop Health Survey/Monitoring Findings**

Information on human, livestock and crop health conditions shall be generated and submitted by the Ministries responsible for Health, Agriculture and Livestock to

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DMMU and other relevant authorities by the end of every month or whenever it is available.

**10.2.1.3 Preliminary Human, Livestock and Crop Health Forecast**

This shall be undertaken by the Ministries responsible for Health, Agriculture and Livestock (National Early Warning Unit), and the agency responsible for national statistics every month or whenever it is available and submitted to DMMU and other relevant authorities.

**10.2.1.4 Human, Livestock and Crop Epidemic Outbreak**

The National Early Warning Unit in the Ministries responsible for Health, Agriculture and Livestock and the agency responsible for national statistics shall undertake this activity as need arises. The information regarding the **Outbreak of Epidemic** shall be made available to DMMU immediately after the outbreak.

**10.2.1.5 Comprehensive Needs Assessment**

This will determine the extent of the negative impact of the epidemic and the associated vulnerabilities and shall be carried out by DMMU in collaboration with other multi-sectoral agencies immediately depending on information arising from 10.2.1.1 to 10.2.1.4.

**10.2.2 Declaration of Epidemic Disaster**

DMMU shall cause to convene a meeting of NDMTC immediately to discuss the epidemic-induced disaster and possible interventions:-

- i. NDMTC shall recommend to NDMC the need for the declaration of a disaster and necessary interventions immediately.
- ii. DMMU based on the resolution of NDMC shall advise the Ministry of Justice to come up with the Statutory Instrument for the declaration of a disaster within 24 hours.
- iii. The President of the Republic of Zambia shall declare the epidemic as a disaster. Following the declaration of the disaster, Government shall make formal appeals for assistance from co-operating partners immediately.

**10.2.3 Implementation of Response Activities**

The following response activities shall be carried out in order to mitigate negative impacts of the epidemic particularly human and livestock morbidity and crop damage. The response activities shall include disaster risk reduction.

**10.2.3.1 Request for Funds**

DMMU shall request for funds from the Ministry responsible for Finance within 24 hours of declaration of the disaster.

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**10.2.3.2 Release of Funds**

Funds for disaster response shall be released immediately in order to procure basic services and relief materials for distribution to epidemic affected areas in accordance with Disaster Management and Mitigation Unit distribution guidelines.

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

**10.2.3.3 Co-ordination of Relief**

DMMU will be responsible for coordination of Relief efforts, while the responsibility of physical distribution of relief is vested in implementing partners in accordance with the guidelines set out by DMMU.

**10.2.3.4 Food and Nutrition**

Provision of appropriate and adequate nutritious food.

**Section 8: The Pests Code**

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**11 PESTS**

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**11.1 Assumptions**

This Pests Code assumes that the normal rainfall pattern will prevail during the rainy season (i.e., from October to April each year).

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.

This manual confines the definition of pests to these nine main types prevalent in Zambia, namely:-

- i. **African Army Worm (AAW)**, *spodoptera exempta* (walker) also called *okalombo* is an African moth. It is a very deleterious pest capable of destroying entire crops in a matter of weeks. The larvae feed on all types of grasses and early stages of cereal crops like maize, rice, wheat, millet, sorghum, sugar cane and occasionally coconut. It gets its name from its habit of 'marching' in large numbers from grasslands into crops. It tends to occur during the rainy season, especially after periods of prolonged drought.
- ii. **Aphids** also known as plant lice or whiteflies are small sucking insects and members of the super family *aphidoidea*. They are among the most destructive insect pests on cultivated plants. They feed on plant sap. Their natural enemies include predatory lady birds, hoverfly larvae, parasitic wasps and crab spiders.
- iii. **Larger Grain Stalk Borer** or *Busseola fusca* is a predominant pest for crops in many African countries throughout Sub-Saharan Africa, including Zambia. It attacks maize, millet and sorghum. As maize plants do not produce tillers, they are less able to tolerate the larger grain stalk borer attack than sorghum.

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- iv. **Locusts** are the swarming phase of certain species of short-horned grasshoppers in the family *acrididae*. These species can breed rapidly under suitable conditions and subsequently become gregarious and migratory when their populations become dense enough. The adults are powerful fliers which can travel great distances and consuming practically all green material wherever the swarm settles.
- v. **Rodents** are mammals of the order *rodentia*, characterized by a single pair of continuously growing incisors in each of the upper and lower jaws which must be kept short by gnawing. Common rodents include mice, rats, porcupines, beavers, guinea pigs and hamsters. Rodents use their incisors to gnaw wood, break into food and bite predators. Most rodents eat seeds or plants, though some have more varied diets. Some species have historically been pests, eating seeds stored by people and spreading disease.
- vi. **Stock Borer** (*papaipema nebris*) is a moth of the *noctuidae* family. The larvae are considered a pest of maize but also feed on various other large-stemmed plants such as sorghum and castor oil plant.
- vii. **Termites** are a group of *eusocial* insects accepted as the *epifamily termitoidae* of the cockroach order *blattodea*. Termites mostly feed on dead plant material, generally in the form of wood, leaf litter, soil or animal dung. Owing to their wood-eating habits, many termite species can do great damage to unprotected buildings and other wooden structures. Once termites have entered a building, they do not limit themselves to wood; they also damage paper, cloth, carpets and other cellulosic materials.
- viii. **Ticks** are small *arachnids* in the order *lxodida*. Along with mites, they constitute the subclass *acarina*. Ticks are *ectoparasites* (external parasites), living by *hematophagy* on the blood of mammals, birds and sometimes reptiles and amphibians. Ticks are vectors of a number of diseases, including lyme disease, q-fever (rare; more common transmitted by infected excreta), African tick bite fever, tularemia, tick-borne relapsing fever, tick paralysis as well as *anaplasmosis*.
- ix. **Tsetse Flies** also known as *tik-tik* flies are large biting flies that inhabit much of mid-continental Africa between the Sahara and the Kalahari deserts. They live by feeding on the blood of vertebrate animals and are the primary biological vectors of trypanosomes, which cause human sleeping sickness and animal *trypanosomiasis* also known as *nagana*. Tsetse includes all the species in the genus *glossina*, which are generally placed in their own family, *glossinidae*.

## **11.2 Activities**

### **11.2.1 Early Warning Activities**

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

#### **11.2.1.1 Seasonal Rainfall Forecasts**

This shall be generated and disseminated by the Zambia Meteorological Department (ZMD) by September and submitted to DMMU and other relevant

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authorities/departments. In addition, they shall provide daily forecasts and Dekadal Bulletin (the ten day weather bulletin during the rainy season).

**11.2.1.2 Hydrological Conditions**

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

**11.2.1.3 Preliminary Crop Forecast**

This shall be undertaken by the Ministry responsible for Agriculture and Livestock (National Early Warning Unit), the agency responsible for national statistics and Zambia Meteorological Department (**ZMD**) by 31<sup>st</sup> January of each year and submitted to DMMU and other relevant authorities.

**11.2.1.4 Final Crop Forecast**

The National Early Warning Unit in the Ministry responsible for Agriculture and Livestock, the agency responsible for national statistics and Zambia Meteorological Department (**ZMD**) shall undertake this activity by mid 30<sup>th</sup> April each year. The dissemination of information regarding the **Food Balance Sheet** shall be made by 15<sup>th</sup> May each year.

**11.2.1.5 Comprehensive Needs Assessment**

This will determine the extent of the negative impact of the drought and the associated vulnerabilities and shall be carried out by DMMU in collaboration with other multi-sectoral agencies by 15<sup>th</sup> June each year depending on information arising from 11.2.1.1. to 11.2.1.4.

**11.2.2 Declaration of Pest Disaster**

DMMU shall cause to convene a meeting of NDMTC as and when need arises to discuss the pest-induced disaster and possible interventions:-

- iv. NDMTC shall recommend to NDMC the need for the declaration of a disaster and necessary interventions as when and need arises.
- v. DMMU based on the resolution of NDMC shall advise the Ministry of Justice to come up with the Statutory Instrument for the declaration of a disaster within 24 hours.
- vi. The Republican President of the Republic of Zambia shall declare the pest disaster. Following the declaration of the disaster, Government shall make formal appeals for assistance from co-operating partners as and when need arises.

**11.2.3 Implementation of Response Activities**

The following response activities shall be carried out in order to mitigate negative impacts of the pest disaster particularly reduced crop yields, human epidemics and increased livestock and wildlife morbidity.



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**11.2.3.1 Request for Funds**

DMMU shall request for funds from the Ministry responsible for Finance within 24 hours of declaration of the disaster.

**11.2.3.2 Release of Funds**

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

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

**11.2.3.3 Co-ordination of Relief**

DMMU will be responsible for coordination of Relief efforts, while the responsibility of physical distribution of relief is vested in implementing partners in accordance with the guidelines set out by DMMU.

**11.2.3.4 Drilling / Rehabilitation / Construction of Boreholes / Water Reservoir**

These activities shall be carried out by the Department of Water Affairs, Ministry for Local Government and Housing and implementing partners.

**11.2.3.5 Diseases and Epidemics**

Diseases and epidemics (human or animal) that break out as a result of a pest disaster shall be dealt with by DMMU in partnership with the ministries responsible for health and agriculture and livestock. The response activities shall include disaster risk reduction.

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**Annex 1: Disaster Preparedness Plan Format**

**1.0 INTRODUCTION**

**1.1 Background**

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); and provincial (all districts within the province). The Plan shall be updated annually or as need arises and it will be prepared by the coordinators of all geographical areas (SDMC, DDMC, PDMC). DMMU shall advise and assist in the preparation of Disaster Preparedness Plans.

**1.2 Objectives**

- i. To identify known and potential hazards within the geographical area of responsibility.
- ii. To identify populations and assets that may be affected by a specific hazard.
- iii. To identify DMC members and define their roles.
- iv. To identify suitable Safe Havens and Relocation Points and how to reach them during an emergency situation.
- v. To identify emergency communications available and accessible to DMC.
- vi. To establish a crisis Coordination Centre.
- vii. To establish an early warning system.
- viii. To determine and stockpile emergency supplies.
- ix. To establish a Zone Warden System and demarcate the Zones on a map.
- x. To identify relevant skilled manpower in the field of disaster management.

**2.0 REVIEW, ACTIVATION AND DEACTIVATION OF DISASTER PREPAREDNESS PLAN**

The planning, activation, coordination, mobilization and deactivation shall be done by SDMCs, DDMCs and PDMCs with supervision and review by DMMU.

**3.0 GEOGRAPHY**

The geographical assessment shall consist of relevant sub-sections depending on the affected level such as:-

- i. Location.
- ii. Ecology (Optional).
- iii. Population (based on projections from CSO).
- iv. Social-Cultural (Optional).

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- v. Economy (Major economic/livelihood activities of the population with breakdowns according to areas).

#### **4.0 COMMON HAZARDS**

Identify known and potential hazards within the designated geographical area:-

- i. Those based on applicable Early Warning Systems.
- ii. Frequency.
- iii. Magnitude.

#### **5.0 POTENTIAL EFFECTS OF THE MENTIONED HAZARDS**

Describe the potential effects of the hazard(s):-

- i. Agriculture and food security (crops, livestock).
- ii. Health.
- iii. Water (Water points).
- iv. Sanitation facilities.
- v. Infrastructure (homes, Schools, health centres, bridges/culverts).
- vi. Human settlement and shelter.

##### **1. Disaster Alert Phases**

###### **A. Precautionary**

This should be fore-warning preceding the onset of a disaster.

###### **Actions**

- i. Enhance the relevant components of the early warning system.
- ii. Inform the communities likely to be affected by the impending disaster.
- iii. Prepare emergency supplies.
- iv. Continue monitoring the evolutionary of the hazard.
- v. Review the emergency plan.

###### **B. Restricted Movement**

Movement of people and animals may be restricted during emergencies.

###### **Actions**

- i. Define and cordon the risk areas.
- ii. Identify populations and assets that may be affected by a specific hazard.
- iii. Restrict persons in the area to avoid unnecessary movement/ settlement in risk areas.
- iv. Identify safe havens.

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**C. Relocation**

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

**Action**

- i. Activate the warden system.
- ii. Alert residents to move to concentration points and await 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).

**D. Evacuation**

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

**Action**

- i. 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.
- ii. Enhance provision of relief supplies.

**E. Zone Staging Area**

A suitable area identified by the Satellite Chairperson to consolidate residents in their zone for movement to Concentration Points such as a churches, schools or other safe facilities.

**Concentration Point**

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

**Possible factors for consideration - Concentration Point**

- i. Central location within the affected area capable of providing short-term accommodation for the affected community.
- ii. Easily accessible.
- iii. Away from potential hazards.
- iv. Adequate food, water and sanitation facilities available.
- v. Medical kits available.
- vi. Communication facilities.
- vii. Sufficient parking space.
- viii. Storage.
- ix. Near potential evacuation sites:
  - a. airport/airfield;
  - b. accessible roads;
  - c. stadium;

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- d. school Fields;
- e. port; and
- f. rail station.

**Possible Factors for Consideration-Safe Havens**

- i. Central location outside the affected area to cater for short- and long-term periods of displacements of affected communities.
- ii. Accessible.
- iii. Away from potential hazards.
- iv. Adequate food, water and sanitation facilities available.
- v. Near medical facilities such as clinics or hospitals.
- vi. Sufficient parking Space.
- vii. Storage .

**6.0 EMERGENCY OPERATIONS CENTRE**

Identify a suitable building or structure that is not normally affected by seasonal or other hazards and establish it as an Emergency Operations Centre (EOC).

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

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

**7.0 COORDINATION**

- i. Identify Disaster Management Committee (DMC) members and define their roles.
- ii. Identify relevant skilled manpower.

**Communications**

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

**Emergency Communications**

Communication Capabilities:-

- i. Telephone.
- ii. Fax.

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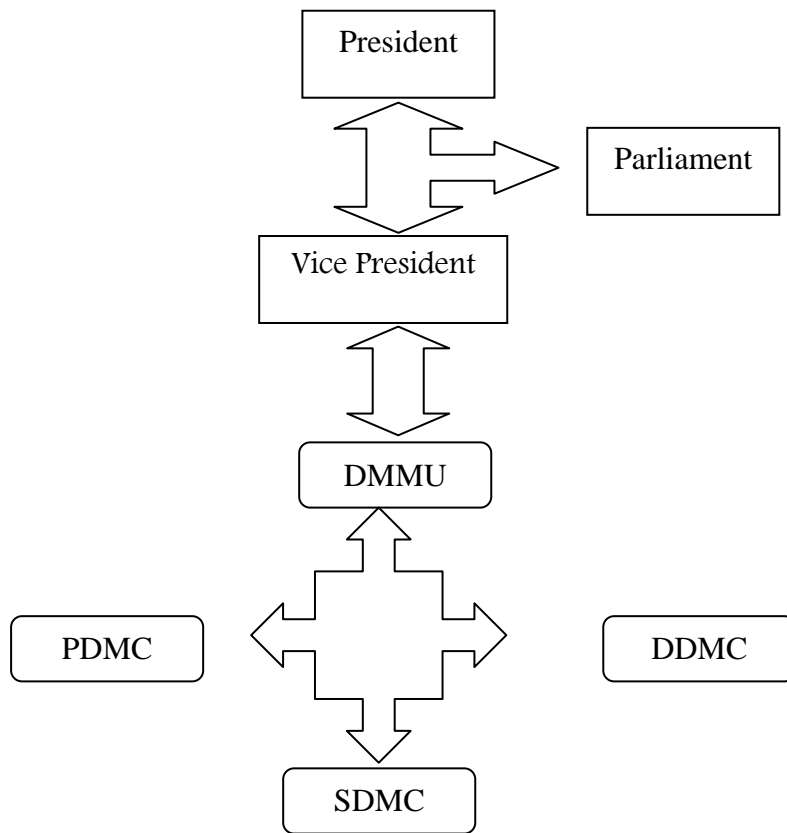
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- iii. Cellular phone.
- iv. Radio:
  - a. UHF;
  - b. VHF; and
  - c. HF.
- v. Satellite Telephone:
  - a. Fixed;
  - b. Mobile;
  - c. Voice;
  - d. Data; and
  - e. Fax.

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**Internal Disaster Management Communications Diagram**



**8.0 Emergency Supplies**

Must plan for:-

- i. Food.
- ii. Water.
- iii. Medical.
- iv. Fuel.
- v. Beddings.
- vi. Clothing.
- vii. Shelter / Tents.

**9.0 BUDGET**

**10.0 APPENDICES**

DMC Members and their Contact numbers  
Other Disaster Related Contacts

*More appendixes could be added depending on the area, nature of hazards and any other factors deemed important in a specific area.*

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## **Annex 2: Hazard/Disaster Notification Format**

### **A. For Satellite Disaster Management Committee Only**

Report from .....(SDMC) to .....(DDMC)

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

Author: ..... Signature ..... Date.....

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### **B. For District Disaster Management Committee only**

Report from .....(DDMC) to .....(PDMC/ DMMU)

- i. As a result of the hazard/disaster (name) ..... which occurred on (date).....I (Chairperson) have determined that the disaster is of sufficient magnitude to warrant your assistance (i.e., at (iii) 'a' and 'b' ... Yes ( ) No ( )
- ii The extent of damage
  - a. Spread of disaster (wards/ Satellites).....
  - b. Approximate number of the dead.....
  - c. Approximate number injured.....
  - d. Approximate number under threat.....
  - e. Property damaged (list) .....
  - f. Infrastructure damaged (list) .....
  - g. Access routes still open (list) .....
  - h. Other sectors affected (List) .....



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- iii. Interventions done (list) .....
- iv. Please make available the following:
  - a. finances (amounts) for ..... (list).
  - b. materials (list).....
  - c. human/expertise (list, describe why required/purpose).....
- v. Coordination required (what form) .....
- vi. So far preliminary Assessment by (source of assessment (name agencies indicates that (assessment information)).
- vii. NGOs available in disaster area and that can be subcontracted are (list, activities, capacity (number of personnel and expertise)).
- viii. Additional information to be provided when it becomes available.

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**Annex 3: Post Disaster Evaluation Format**

**DESCRIPTIVE SUMMARY**

**The Disaster**

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

**The Appeal**

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

**The Operation**

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

**The Personnel**

Outline the human resources mobilized (DMMU and other stakeholders)

**i. DMMU**

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

**ii. Other stakeholders**

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

**ANALYSIS OF THE OPERATION**

**Needs Assessment**

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

**Objectives / Plan of Action**

- i. What were the main strengths and achievements of the operation?
- ii. What were the shortcomings or challenges of the operation?

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- iii. Comment on any initiatives that were taken or innovations that were introduced. Highlight the major problems encountered and efforts made to solve them.
- iv. What are the lessons to be learnt from this operation?
- v. What best practices should be promoted for the future?

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**Annex 4: National Disaster Relief Trust Fund Guidelines**

**1.0 INTRODUCTION**

The Trust Fund shall be vested in the Minister responsible for Finance and shall be managed and administered by DMMU. The National Coordinator will be responsible for the overall management of National Disaster Relief Trust Fund.

**2.0 RESOURCE MOBILIZATION**

The resources shall be mobilized through various avenues as stipulated in the Disaster Management Act No. 13 of 2012 as follows:-

- 2.1 Moneys appropriated by Parliament
- 2.2 Voluntary contributions from any persons or organization
- 2.3 Grants mobilized from any source within or outside Zambia
- 2.4 Interest arising out of any investment of the Trust Fund

**3.0 PREPARATION OF WORK PLANS AND BUDGETS**

The Satellite, District and Provincial Disaster Management Committees will operate separate Trust Fund accounts. These committees will be responsible for the preparation of annual work plans and budgets for submission to the Disaster Management and Mitigation Unit.

DMMU will be responsible for considering and integrating the District and Provincial work plans and budget estimates into the Disaster Management and Mitigation Unit (DMMU) National work plans and budgets.

Disbursement will be based on the consolidated National DMMU Budget estimates submitted by Satellites, Districts and Provinces. Applications for funding will be submitted to Provincial/District Disaster Tender Committees for approval.

- i. The application form should comply strictly with government rules and regulations supported by necessary documentation to show that previous disbursements have been used in accordance with the budgeted activities.
- ii. The approved applications will then be passed to the District/Provincial Accounts office for payment.
- iii. The Provincial and District Disaster Tender Committees will, through Provincial Disaster Management Committees, Disaster Management and Mitigation Unit and National Disaster Technical Committee, appraise the National Disaster Management Council as provided for in the Act.
- iv. The appraisal will be based on the receipts and disbursements made. All figures will have to be reconciled and verified by the Disaster Management and Mitigation Unit regularly.

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**4.0 Disaster Management and Mitigation Unit shall ensure that:-**

- i. Proper books of accounts and other records relating to their accounts are being kept and updated.
- ii. The accounts are audited at least once a year.  
  
Detailed financial reports are prepared regularly.

**5.0 Payments**

- i. Payments will only be effected by cheque, bank transfer or any other form provided that the respective controlling officer sanctions such type of payment.
- ii. An up to date cash book, ledger and a record of income and expenditure returns shall be maintained.
- iii. There will be six (6) signatories to the account; three from the accounts Department of DMMU/OVP and three from the administration of DMMU/OVP.
- iv. 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.
- v. The signatories will be in panels/pairs. Cheques will only be deemed valid (if signed by one) from each of the two panels.

**5.0 The National Disaster Tender Committee will be required to submit a report to the National Disaster Management Technical Committees once a year.**

**6.0 Among the documents to be used in the accounting system will be:-**

- i. Payment Voucher.
- ii. Local Purchase Order.
- 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.

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- ix. Receipts of Advances.
- x. Cash Books.
- xi. Bank pay slips.
- xii. Cheque Forms.
- xiii. Ledgers for Accounts.

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

This annex relates to meaning of terms that pertain to post-disaster activities and projects. Reference has been made within the text as to what will be meant by short-term, medium-term and long-term activities and programmes. You will note that the use of these terms are related to when reports are to be made as to the commencement of concerned projects. For the purpose of the Disaster Management Operations Manual:-

- i. **“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 manufacture and others essential for normal existence.
- ii. **“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 and so on.
- iii. **“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.