



**REPUBLIC OF ZAMBIA**

**OFFICE OF THE VICE PRESIDENT**



**NATIONAL DISASTER RISK  
MANAGEMENT POLICY  
2024**

*“Disaster Management is the responsibility of everyone”*



OFFICE OF THE VICE PRESIDENT  
NATIONAL DISASTER RISK MANAGEMENT POLICY  
2024



## TABLE OF CONTENTS

<i>Item</i>	<i>Page</i>
Foreword .....	i
Acknowledgement .....	iii
Working Definitions .....	iv
List of Acronyms .....	viii
SECTION ONE: INTRODUCTION .....	1
SECTION TWO: SITUATION ANALYSIS	
2.1 Hazard and Risk Assessment .....	2
2.2 Vulnerability Assessment .....	3
2.3 Institutional and Policy Analysis .....	4
2.4 Disaster Management .....	6
2.4.1 Organisation structure .....	6
2.4.2 Disaster risks .....	7
2.4.3 Financing disaster risk management .....	7
2.4.4 Infrastructure development .....	8
2.4.5 Multi-hazard Early warning systems .....	8
2.4.6 Risk Profile for Zambia-key messages .....	8
SECTION THREE: VISION, RATIONALE AND GUIDING PRINCIPLES	
3.1 Vision .....	10
3.2 Rationale for the Policy .....	10
3.3 Guiding Principles to the Policy .....	10
SECTION FOUR: POLICY OBJECTIVES AND MEASURES .....	12
4.1 General Objective .....	12
4.2 Specific Policy Objectives .....	12
4.3 Policy Measures .....	12
4.3.1 Disaster Risk Reduction and Climate Change Adaptation ...	12
4.3.2 Disaster Preparedness .....	13
4.3.3 Emergency Response .....	14
4.3.4 Coordination .....	14
4.3.5 Cross Cutting Issues .....	14
4.3.6 Monitoring and Evaluation .....	15
SECTION 5: IMPLEMENTATION FRAMEWORK .....	16
5.1 Institutional Arrangement .....	16
5.1.1 Office of the Vice President .....	16
5.1.2 National Disaster Management Council (NDMC) .....	16
5.1.3 National Disaster Management Technical Committee (NDMTC) .....	18

5.1.4	National Disaster Management Technical Committee Sub-Committees .....	20
5.1.5	Provincial Disaster Management Committee (PDMC) .....	21
5.1.6	District Disaster Management Committee (DDMC) .....	22
5.1.7	Satellite Disaster Management Committee (SDMC) .....	24
5.1.8	Disaster Risk Management Volunteers .....	25
5.1.9	Disaster Management and Mitigation Unit (DMMU) .....	26
5.1.10	The Emergency Operations Centre (EOC) .....	28
5.1.11	The Early Warning System (EWS) .....	28
5.1.12	Provincial Disaster Management Office (PDMO) .....	28
5.1.13	District Disaster Management Office (DDMO) .....	29
5.1.14	Role of other stakeholders in Disaster Risk Management ..	29
5.1.15	Non-Governmental Organizations (NGOs) .....	29
5.1.16	Cooperating and Development Partners .....	29
5.1.17	Disaster Management Teams .....	30
5.1.18	Religious Organizations .....	30
5.1.19	The Private Sector .....	30
5.1.20	The Media .....	30
5.1.21	Civil Society Organisations .....	30
5.1.22	Traditional Leaders .....	30
5.1.23	The Community .....	30
5.1.24	Individuals .....	31
5.2	Legal Framework .....	31
5.3	Disaster Risk Management Operations Manual .....	31
5.4	Financing and Resource Mobilization .....	31
5.5	Monitoring and Evaluation .....	32

## FOREWORD

The National Disaster Risk Management Policy of 2024 is the successor to the 2015 Disaster Management policy which was the first review of the 2005 policy. The review of the policy has been necessitated to take into consideration changes in the disaster risk management landscape since then.

Several achievements have been realised through the operationalisation of the Policy since 2015. Notable among these include: the domestication of the Sendai Framework for Disaster Risk Reduction (2015-2030) through the Disaster Risk Management Framework (2017-2030); expansion of the Disaster Management and Mitigation Unit (DMMU) structure to the district level; establishment of the National Emergency Operation Centre; formulation of annual In-depth Vulnerability Assessment Reports and Contingency Plans; enhanced coordination at National, Provincial and Local levels including the private sector and civil society; establishment of a National Platform for sharing multi-sectoral Disaster Risk Reduction issues; and increased uptake of climate risk insurances such as the African Risk Capacity drought insurance package.

Despite these achievements, significant developments within the disaster management domain have taken place since then. These include: significant shift from Disaster Management (reactive) to Disaster Risk Reduction (proactive); Climate Change particularly the Paris Agreement which amplifies adaptation and loss and damage due to adverse impacts of climate change; entrenching of disaster risk management into national development planning; global focus on enhancing early warning for early action; and the decentralisation policy.

The disaster risk reduction agenda has been gaining momentum at global, continental, regional and national levels. The strong emphasis has been on the reduction of existing risks and the avoidance of creating new ones. This clarion call has been coupled with changing the current funding architecture in disaster risk management which has tended to focus on response as opposed to investing in disaster risk reduction. It has been proven globally that the benefits associated with investing in Disaster risk reduction by far outweighs the resources spent in response. Thus, the outcome of the Bali 2021 Disaster Risk Reduction Global platform and the mid-term review of the Sendai Framework emphasised on resilience building.

On the other hand, early warning for early action including anticipatory actions is at the core of disaster risk reduction and disaster preparedness for effective

response. The target, as pronounced by the United Nations Secretary General is to ensure that everyone on the globe is reached by early warning information by 2027. Every country is, therefore, required to invest in multi-hazard early warning systems for early action. Multi-hazard early warning systems have helped decrease the number of deaths and have reduced losses and damages resulting from disaster and climatic risks.

The other notable development includes the adoption of the Paris Agreement on Climate Change in 2015 which has strengthened the climate change adaptation and disaster risk reduction nexus since both address vulnerabilities and exposure to disaster and climatic risks. The National Policy on Climate Change of 2015 also aligned disaster risk reduction and climate change adaptation thereby further consolidating the synergising of the two concepts which both seek to address adverse impacts of climate change as well as strengthen resilience.

Since 2015, disaster risk reduction has gradually been gaining significant attention in national development planning. Disaster risk reduction is entrenched in the Eighth National Development Plan. These developments within the disaster risk management domain have been incorporated in the reviewed policy to make it current with these trends.

The objectives and measures for action in this Policy will seek to reduce vulnerability, enhance coping capacities of vulnerable communities and strengthen their resilience, thus making them contribute more to sustainable national development.



Mrs. W.K. Mutale Nalumango, MP *Vice-  
President of the Republic of Zambia*

## ACKNOWLEDGEMENTS

The successful review of the Disaster Management Policy of 2015 could not have been possible without the valuable and varied inputs of the various stakeholders. We are greatly indebted to various organisations and individuals for their support during the review process.

We wish to acknowledge the role played by all the Government Ministries and the National, Provincial, District and traditional authorities that are members of the Disaster Management Committees at various levels for their input in coming up with the revised draft of the document. Their input was highly valuable and enriched the document greatly.

We also value the role played by the United Nations System in Zambia. The inputs provided by both local and International Non-Governmental Organisations and various higher learning institutions, including among others, the University of Zambia, Cavendish University and Mulungushi University are also warmly appreciated.

Last but not the least, appreciation goes to all the members of staff at Disaster Management and Mitigation Unit in particular and the Office of the Vice-President (OVP) in general as well as staff at national and regional levels for their immense contribution to the review process.

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



Mr Norman Chipakupaku  
*National Coordinator*  
*Disaster Management and Mitigation Unit*  
*Office of the Vice President*

## WORKING DEFINITIONS

<b>Agricultural Drought</b>	A 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>	A change in the state of the climate that can be identified by changes in the mean and/or the variability of its properties and that persist for an extended period, typically decades for longer 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>	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>	A continuous and integrated multi-sectoral and multi-disciplinary process of planning and implementation of measures aimed at (a) preventing or reducing the risk of disasters, (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>	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>	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 application of policies, strategies, and practices to prevent new disaster risks, reduce existing risks, and manage residual risks to enhance resilience and ensure sustainable development. It encompasses risk reduction, preparedness, response, and recovery.

<b>Disaster Risk Reduction</b>	Disaster Risk Reduction is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.
<b>Drought</b>	A period of abnormally dry weather that persists long enough to produce a serious hydrologic imbalance (for example crop damage, water supply shortage, etc.). The severity of the drought depends upon the degree of moisture deficiency, the duration and the size of the affected area.
<b>Early Warning</b>	The provision of timely and effective information, through relevant institutions, that follows individuals exposed to any hazard, to take action to avoid or reduce their risk and prepare for effective response.
<b>El Niño</b>	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.
<b>Emergency</b>	An event, actual or imminent which endangers or threatens to endanger life, property or the environment and which requires significant and coordinated response.
<b>Epidemic</b>	An unusually large or unexpected increase in the number of cases of the disease for a given time, place or period.
<b>Environmental Degradation:</b>	The reduction of the capacity of the environment to meet socio-economic objectives and needs. Examples are land degradation; deforestation; desertification; loss of bio-Diversity; water and air pollution; climate change; sea level rise; ozone layer depletion; illegal mining and quarrying; indiscriminate throwing of garbage; and drilling boreholes close to sewer systems.
<b>Famine</b>	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.
<b>Flood</b>	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.
<b>Gender</b>	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 analyse roles, responsibilities, constraints and opportunities of men and women in development.

<b>Hazard</b>	A process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation.
<b>Hydrological drought Human-induced hazards</b>	This is a period when the flows in rivers, lakes and ground water aquifers are below normal levels.  Those elements of the physical environment harmful to beings and caused by humans also seen as ‘Acts of Humans.’
<b>Hydro-Meteorological Hazard</b>	Natural phenomenon of atmospheric, hydrological or oceanographic nature which may cause the loss of life or injury, property damage, and social and economic or environmental degradation such as floods, debris and mud-floods and tropical cyclones.
<b>Impact and Needs Assessment</b>	Assessing the nature and magnitude of a disaster once it occurs, its impact on affected populations and the type as well as extent of emergency assistance that is required.
<b>Internally-Displaced Person (IDP):</b>	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 generalised violence, riots, violations of human rights, or natural or human-made disasters. And who has not crossed an internationally recognised 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.
<b>Life Skills-Based Education (LSBE): Mitigation</b>	Life-skills education that addresses specific content or subject with the aim of creating abilities for adaptive and positive behaviour in a person(s).  Structural and non-structural measures undertaken to limit or make less severe the adverse impact of natural hazards, environmental degradation and technological hazards.
<b>Natural-Induced Hazards Pandemic</b>	Those elements of the physical environment harmful to humans and caused by forces exogenous or external to them, also seen as ‘Acts of God’.  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.
<b>Reconstruction and recovery</b>	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.

<b>Refugee</b>	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.
<b>Rehabilitation</b>	Measures to help restore the livelihoods, assets and production levels of emergency affected communities.
<b>Relief</b>	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.
<b>Resilience</b>	The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effect of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.
<b>Response</b>	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.
<b>Risk</b>	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.
<b>Sustainable development</b>	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.
<b>Vulnerability</b>	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 ACRONYMS

DDCC	District Development Coordinating Committee
DDMC	District Disaster Management Committee
DDMO	District Disaster Management Officer
DMMU	Disaster Management and Mitigation Unit
EOC	Emergency Operations Center
EWS	Early Warning System
FAO	Food and Agriculture Organisation
FEWS	Famine Early Warning System
FHANIS	Food Health Agriculture Nutrition Information System
FMD	Foot and Mouth Disease
FRA	Food Reserve Agency
GBV	Gender Based Violence
GRZ	Government of the Republic of Zambia
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune deficiency Syndrome
IDP	Internally-Displaced Person
NDMC	National Disaster Management Council
NDMTC	National Disaster Management Technical Committee
NDTF	National Disaster Trust Fund
NGO	Non-Governmental Organisation
PDCC	Provincial Development Coordinating Committee
PDMC	Provincial Disaster Management Coordinator
PDMC	Provincial Disaster Management Committee
SADC	Southern Africa Development Community
SDMC	Satellite Disaster Management Committee
SNDP	Seventh National Development Plan
UN	United Nations

## SECTION ONE: INTRODUCTION

In an era characterised by growing environmental uncertainty, and an increase in the frequency, intensity and scale of disasters, and the threats thereof, the need for a comprehensive disaster risk management policy cannot be overemphasised. Zambia recognises the need to proactively address the multi-faceted challenges posed by various hazards that have potential to translate into disasters, which are primarily hydro-meteorological and cascading in nature. Further, the threats posed by other emergencies and emerging hazards such as lightning and geologically associated hazards need to be comprehensively addressed to minimise the impact of disasters, protect vulnerable populations, and foster sustainable development. In recognising the threat posed by disaster risks, there have been major developments that present an opportunity for Zambia to align its policy with the global thinking that takes a proactive approach to disaster risk management.

The five major developments that have emerged within the disaster management domain over the years include (i) a strong emphasis on disaster risk management as opposed to disaster management; (ii) the Paris Agreement (adopted in 2015) which is crucial for addressing climate change, reducing disaster losses and damage, and enhancing resilience to the effects of extreme weather shocks, (iii) entrenching of disaster risk management into national development planning, (iv) the global focus on enhancing early warning for early action, (v) the launch of the National Decentralisation policy of 2023 for Zambia, and (vi) the launch of the National Climate Change Policy of 2016. The review of the 2015 National Disaster Management Policy, therefore, takes into account these changes in related policies and global environment.

The National Disaster Risk Management Policy will be implemented during the period 2024-2028. The National Disaster Risk Management Policy (2024-2028) provides the basis for a well-structured and coordinated national strategy to (i) enhance disaster preparedness for effective response, (ii) enhance coping capacities, (iii) reduce vulnerability to disaster and climatic shocks, (iv) strengthen community and infrastructure resilience to disaster and climatic shocks.

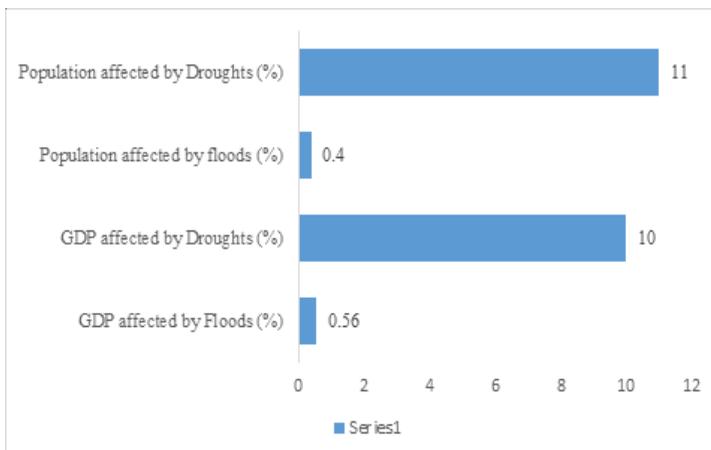
The Policy document is arranged into five (5) sections. Section one introduces the policy, while Section two provides the situation analysis, which highlights the main challenges to be addressed. Section three provides the vision, rationale, and guiding principles. Section four highlights the policy objectives and measures, while section five presents the implementation framework. A separate policy implementation plan has been prepared to guide the implementation, monitoring, and evaluation of the policy.

## SECTION TWO: SITUATION ANALYSIS

### 2.1 Hazard and Risk Assessment

There are three broad categories of hazards and disasters that have afflicted and/or have potential to afflict Zambia. These include Human-induced hazards such as conflicts and epidemics; Natural-induced hazards such as extreme weather events (floods and prolonged dry spells), inadequate water and sanitation as well as hygiene; and hazards associated with complex humanitarian emergencies such as the influx of refugees and internally-displaced persons and migrants. Other hazards are cascading in nature and include pests and diseases which cause cholera and anthrax. The primary hazards for Zambia are natural-induced and hydro-meteorological in nature (i.e., floods and prolonged dry-spells). These have increased in frequency and severity over time occasioning economic losses and affecting a significant population (see Figure 1 and 2). There are also emerging hazards that include lightning, chemical spillages, and geological hazards. Zambia also faces significant risks from an influx of refugees and migrants due to the instability and conflict in some neighbouring countries, and East Africa. These hazards have an effect on life, livelihoods, damage to infrastructure and environment.

The primary hazards (floods and droughts) have been shown to jointly affect 10.56 percent of the annual Gross Domestic Product under current climatic conditions, with the impact highest for droughts (i.e., 10 percent). This is projected to increase to 25 percent under future climatic conditions. Similarly, droughts affect 11 percent of the population (approximately 1.73 million people annually, while floods are estimated to affect 0.4 percent of the population annually



*Figure 1: Effects of Floods and Dry-Spells on the GDP and Population*

*Source: United Nations Office for Disaster Risk Reduction, (2019)*

## 2.2 Vulnerability Assessment

Zambia's rural population is primarily agrarian, predominantly rain-fed and is thus susceptible to disaster and climatic shocks. The Southern half of the country is the most affected, where maize productivity has been shown to be adversely affected by the high frequency and intensity of extreme weather events (i.e., drought averaging every 3 years, and excessive rainfall and flooding averaging every 5 years). Similarly, in the Northern half of the country

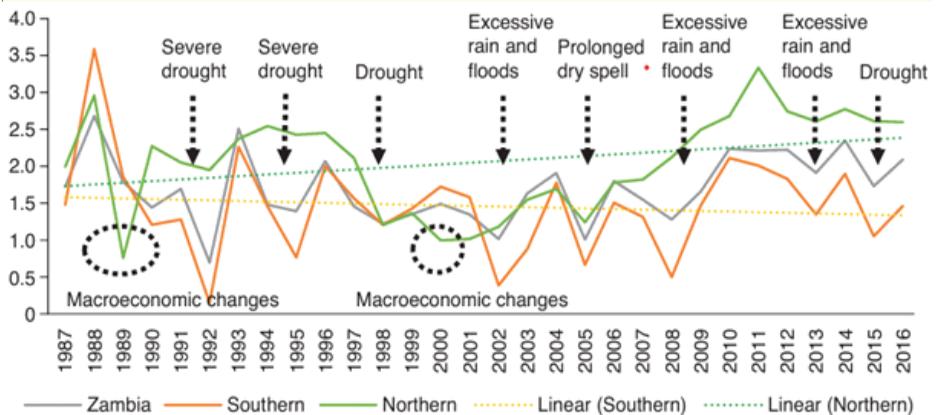


Figure 2: Hydro meteorological Shocks and their Impacts on Maize Yields  
Source: Braimoh et al., (2018)<sup>1</sup>

The ripple effects of depressed macroeconomic situation observed since the COVID-19 pandemic exacerbated vulnerability for both the urban and rural communities. Specifically, the growth of the Gross Domestic Product (GDP) per capita over the period 2018-2022 averaged -0.1 percent. In 2022, per capita GDP growth was 2.4 percent. This, and the high prevalence of rural poverty (i.e., 76.6 percent in 2022) contributes to the sustained vulnerability of the rural population, and this is more so for the marginalised groups. The national poverty levels have increased since 2015, from 54.4 percent to 60 percent in 2022.

Further, with an increase in the incidence and intensity of weather shocks, the country's energy security has been affected as it relies on hydroelectric power to support economic activities. In addition, Zambia's infrastructure has exhibited extreme susceptibility because of age, inadequate enforcement of building codes, and informal construction practices due to structural vulnerability in areas prone to floods and rainy/wind storms. This vulnerability manifests in form of blown off roofs, collapsed houses or buildings, breached/overflowing dams, washed away bridges, and damaged/washed away roads. The In-depth Vulnerability and Needs Assessment Surveys show that the

Source: Braimoh et al., (2018)<sup>1</sup>

number of public infrastructures affected in 2017 stood at 41, whereas in 2022, there were 1,241 public infrastructures affected. This underscores the urgent need for more investment in establishing climate-resilient infrastructure, and enforcement/review of existing building codes, particularly that they pose increased pressure on already scarce public resources.

With regard to social vulnerability, women, children, the elderly and persons with disability continue to face heightened risks due to limited mobility, access to information, decision-making power and limited resource availability.

The major causes of vulnerability in Zambia during the course of the implementation of the 2015 Disaster Management Policy included negative beliefs, attitudes and practices (customs and norms), poor farming practices including limited adoption of climate smart agricultural practices, degradation of the environment, lack of access to resources, disintegration of social safety nets such as extended family systems and weak institutional structures to promote social welfare. Other factors which contributed to vulnerability included lack of access to information and knowledge, inadequate access to political power and representation, limited public awareness on disaster risk reduction, weak enforcement of building codes/standards, weak buildings/infrastructure and limited food diversity.

### **2.3 Institutional and Policy Analysis**

There have been significant changes in the institutional and policy landscapes within Zambia and at the global level. First, is the global paradigm shift from Disaster Management to Disaster Risk Reduction which gained momentum following the adoption of the Hyogo framework for Action (2005 – 2015) in 2005. The endorsement of this framework by Governments effectively signaled the paradigm shift from disaster management (a reactive approach) to disaster risk reduction (a pro-active approach). The emphasis is now on disaster preparedness through risk management and transformation of communities from being disaster vulnerable to being disaster resilient.

Further, the Sendai Framework, which is the successor instrument to the Hyogo framework renews the political commitment and catalyses action to build the resilience of nations and communities to disasters. The strong emphasis of the framework on disaster risk management contributes to sustainable development. A review of the Sendai framework implementation for disaster risk reduction shows that while progress has been made in understanding disaster risk and strengthening institutional capacity for disaster risk management, there is limited investment in disaster risk reduction and early warning systems for early action.

Similarly, the Maputo declaration on multi-hazard early warning systems places emphasis on improving early warning systems and building resilience against natural hazards. This emphasises timely multi-risk analysis and early warning information for various socio-economic sectors, which ultimately contributes to building resilient systems and livelihoods while minimising the likelihood of emergencies caused by natural hazards.

In addition, the Bali outcome from the Global Platform for Disaster Risk Reduction, 2022 emphasised the need to have a whole-of-society approach to disaster risk reduction (DRR), ensuring that no one is left behind. It also guided that DRR must be at the core of development and finance policies, legislation and plans to achieve the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDG). The real cost of disasters is that of inaction, which must be weighed against investments in DRR.

Climate Change has emerged as one of the most pressing issues globally and Zambia in particular. The adoption of the Paris Agreement in 2015 has provided the opportunity for synergising climate change adaptation action and disaster risk reduction. This is in recognition of the fact that DRR and climate change adaptation have the common objective of reducing vulnerability and enhancing capacity and resilience to disaster and climatic risks.

Since 2016, the global focus on enhancing Early Warning systems has been gaining momentum. To that effect, early warning systems have helped decrease the number of deaths and have reduced losses and damages resulting from disaster and climatic risks. In 2022, the United Nations Secretary-General called for global effort to ensure that early warning systems protect everyone on earth by 2027. With human-induced climate change leading to more extreme weather conditions, the need for early warning systems is more crucial than ever. Systems that warn people of impending storms, floods or droughts are not a luxury but a cost-effective tool that saves lives, reduces economic losses, and provides a nearly ten-fold return on investment.

In 2022, the Southern African Development Community (SADC) established the SADC Humanitarian and Emergency Operations Center which is responsible for the coordination of regional disaster preparedness, response

and early recovery to support Member States affected by disasters. The Centre facilitates the supply chain management of equipment and supplies that SADC responders require during deployment of humanitarian support to Member States. Zambia signed the memorandum of agreement that led to its establishment on the 5th of July, 2023. The importance of this institution cannot be overemphasised given the cross-border movement of diseases and other hazards that require cross-country coordination in disaster risk management.

The revised policy, therefore, recognises the provisions of international conventions, United Nations Resolutions, African Charters and SADC disaster management strategy that provide a global framework for disaster risk management.

In order to address the above underlying causes of vulnerability, this policy has proposed several measures which will facilitate the design of necessary and appropriate interventions. These interventions entail a shift towards a more **proactive** approach involving emphasis on disaster prevention, mitigation, preparedness, response and recovery measures, including linking disaster risk management to developmental activities. In addition, this proactive approach would also require Life Skills-Based Disaster Prevention Education. The Policy also considers the protection of all vulnerable groups, particularly those whose vulnerability worsens during humanitarian situations. Some vulnerable groups considered are; women, adolescent girls, persons with disabilities, migrants, persons with specific medical conditions, the aged, refugees (women, unaccompanied children, single mothers, lactating mothers and pregnant women).

## 2.4 Disaster Management

### 2.4.1 Organisation Structure

At National level, the Disaster Management structure comprises the National Disaster Management Council followed by the National Disaster Management Technical Committee. In addition, there is the DMMU which is the administrative structure for DRR in the

country. The DMMU is responsible for the day to day management of Disaster Risk Reduction in the country. In addition, there is the Provincial Disaster Management Committee, District Disaster Management Committee and the Satellite Committees.

In 2023, DMMU expanded its structure to sub-national and local levels by recruiting District Disaster Management Officers in 116 districts and 10 Senior Disaster Risk Management Officers across all the provinces in order to strengthen disaster risk management at these lower levels. Previously, limited staff capacity constrained the ability of the Unit to fully implement disaster risk management programmes pre-, during, and post disaster. Instead, the focus was on provision of relief as a response measure.

## **2.4.2 Disaster Risks**

During the implementation of the past policy (2015-2023), there was generally limited understanding of systemic risks such as COVID-19 pandemic. As a country, we faced unprecedented challenges of trying to manage multiple, simultaneous and interconnected risks such as floods, droughts, epidemics while at the same time responding to and recovering from the pandemic. While the pandemic has provided unprecedented challenges for governments and the international community, it has also provided both an opportunity and a moral obligation to re-think our approaches to managing disaster risks. We are required to build resilient systems and to transform our actions towards a more proactive, collaborative, inclusive, and prevention-focused approach. The focus of the policy therefore is on preventing creating new risks and reducing existing ones.

## **2.4.3 Financing Disaster Risk Management**

While there was significant realisation of the need to be proactive in disaster risk management during the implementation of the past policy, funding remained skewed towards response at global, continental, regional and national levels. This conventional approach to funding undermines and contradicts the renewed commitment of addressing disaster risks before they actualise into disasters. Therefore, the policy will provide adequate financing for anticipatory action to support different early warning systems established by the Government. Further, in line with the paradigm shift resources will be allocated towards disaster risk reduction given that a dollar invested in disaster risk reduction saves 10 -12 dollars in response.

Further, resources from non-state actors are largely directed towards response and not disaster risk reduction and resilience building. The policy focus, therefore, will be to ensure resources for both disaster risk reduction and response are mobilised through the National Disaster Trust Fund.

#### 2.4.4 Infrastructure Development

The state of preparedness during the implementation of the 2015-2023 policy was adversely affected by lack of adequate warehousing facilities in areas prone to disasters. Existing warehousing infrastructure is concentrated along the line of rail and is not owned by DMMU. This undermines the efficiency of response in relief operations and the pre-positioning of humanitarian relief items especially in hard-to-reach areas. The focus of the revised policy is to enhance capacity in preparedness and response through investment in warehousing facilities.

#### 2.4.5 Multi-hazard Early Warning Anticipatory Action Systems

Currently, the country has not established a robust multi-hazard early warning system. Though sector based early warning systems are in areas such as metrological, agriculture, health, water these remain to a large degree unintegrated. While efforts to integrate sector related early warning systems are underway, more is yet to be done. Moreover, the early warning sub-committee only exists at national level. Leveraging on the global focus of strengthening multi hazard early warning systems as pronounced by the United Nations Secretary General to have everyone reached by early warning information by 2027, it is also important to appreciate and apply our indigenous knowledge. The focus of this policy is to actualise this by investing in Multi Hazard early warning anticipatory Action Systems for communities to take early action thereby saving lives, and protecting property and infrastructure.

#### 2.4.6 Risk profile for Zambia-Key Messages

##### **Risk Profile key messages**

##### **(a) Climate**

The climate projections (2050-2100) considered in this risk profile (RCP 8.5) foresee a marked increase in temperature in Zambia, especially in the final part of the century (2071-2095) when it could reach over four degrees at the country scale. Estimation of precipitations are highly uncertainty and does not have a clear trend.

##### **(b) Floods**

The average of about 20,000 people affected per year under current climate conditions is projected to increase considerably under projected climate conditions considering both climate projections and the population growth, the average affected people per year would increase more than three (above 60,000 people). The southwest provinces contains the most affected provinces, in both present and projected climate conditions. The majority of affected population is under 30

years and there is a significant number of the most vulnerable categories, such as children in their school age, elderly people and women. The majority of affected people are women. Flood events that are on average experienced with equal or greater magnitude twice per century, can affect about to 50.000 people under current climate conditions and this figure could increase up to 200.000 people under projected climate and socioeconomic conditions. Average Annual Loss due to floods is estimated to be around 25 million USD on average under current climate conditions present, while it is projected to be over 30 million USD under projected climate. The most affected sectors are housing, service and critical infrastructures followed by agriculture. The impact of floods in Zambia has a clear spatial distribution with the majority of economic losses expected to occur in the western and southern provinces. Though the average annual losses are of 25 million USD per year, floods with losses of at least 50 million USD are expected to occur very frequently, with a return period of about 10 years (i.e. an event with equal or greater magnitude that is on average experienced every decade). Under projected climate conditions, the frequency of high-impact floods will increase significantly, and it will be very likely (return period of about 25 years) to experience floods with losses of at least 80 million USD.

**(c) Droughts**

On average about 7.2 million people live in areas affected by drought in current climate conditions, and among them, an average of 3.2 million people per year are estimated to be directly affected. This number increases to 3.7 million under projected climate conditions and to 6.9 million if both projected climate conditions and socioeconomic evolution are considered. More than 39 percent of livestock is estimated to be exposed to droughts under current climate (i.e. animals living in areas hit by droughts), equivalent to about 4 million units. Under projected climate conditions, the number of affected livestock is projected to increase to more than 54 percent of the total livestock population (with increases in all regions, especially in the central and southern regions). The direct economic losses from agricultural and productive sector (hydropower) are estimated to be 75 million USD on average per year and to increase to 250 million USD under projected climate conditions. The total Average Annual Loss for the agricultural sector (crops), for the whole country, rises greatly under projected climate conditions from 29 to 180 million USD per year, indicating that a substantial part of the annual crop production could be lost due to intensified droughts in the projected climate. Compared to current climate conditions, losses in hydropower generation (C3) resulting from drought will increase by almost 50 percent under projected climate conditions (for Mulungushi, Itezhi-Tezhi, Kafue Gorge and Kariba dams)

## SECTION THREE: VISION, RATIONALE AND GUIDING PRINCIPLES

### 3.1 Vision

“A nation resilient to disasters, where the community, private sector and the state have reduced their risks and are well prepared to manage disaster risks.”

### 3.2 Rationale for the Policy

Consistent with the vision above, the Government requires a national policy for disaster risk management that will provide policy direction and define parameters within which the Disaster Risk Management Regime in the country will operate.

### 3.3 Guiding Principles to the Policy

The National Disaster Risk Management Policy is built on nine (9) key principles.

- (a) **Disaster Risk Reduction:** In accordance with the 2015 Sendai framework, government has prioritized prevention and resilience building in local communities as opposed to response to disasters. This entails investing in disaster risk reduction, recognising it as a cost-effective approach in the long run compared to post-disaster response and recovery efforts.
- (b) **Disaster Risk Management:** is the responsibility of every Zambian citizen.
- (c) **Protection:** Government bears the primary responsibility for the protection of its people, infrastructure and other national assets from the impact of disasters.
- (d) **Sustainability:** Disaster prevention, preparedness and mitigation are integrated into the national development planning at community, district, provincial and national levels.
- (e) **Humanity:** All people affected by disasters shall be treated humanely and equally to alleviate suffering, save lives while ensuring respect for their individual rights and inherent worth.

- (f) **Impartiality:** The provision of humanitarian relief should be based on needs alone and should be provided in proportion of the need.
- (g) **Neutrality:** Humanitarian assistance will be provided based solely on need, without favoritism based on political, religious or other affiliations.
- (h) **Inclusivity:** Ensuring that disaster risk management efforts are accessible and address the needs of all members of the community, including vulnerable populations such as the elderly, children, the chronically ill and persons with disabilities, the homeless migrants and refugees, pregnant women, and low-income communities.
- (i) **Collaboration:** Fostering cooperation between governments, the United Nations System, cooperating partners, non-governmental organizations, and the community to enhance overall disaster resilience, disaster response, preparedness, recovery and rehabilitation.
- (j) **National Values and Principles:** They guide the implementation of policies to ensure alignment with the country's core ideals, which represent the foundational beliefs and norms that shape the behaviors, actions, and objectives of a nation and its policies.

## SECTION FOUR: POLICY OBJECTIVES AND MEASURES

### 4.1 General Objective

To prevent, prepare, mitigate, respond and recover from disasters in order to protect citizens and livelihoods.

### 4.2 Specific Policy Objectives

The following are the specific policy objectives which encompass the elements of the disaster management continuum (prevention, mitigation, preparedness, response and recovery) for building resilience of communities to disaster and climate risks:

1. To reduce disaster risk and enhance climate change adaptation in order to avert and minimise the impact of disasters on communities, infrastructure and the environment;
2. To strengthen disaster preparedness for effective response and to build back better in recovery, reconstruction and rehabilitation;
3. To enhance Disaster Response mechanisms in order to provide life-saving measures to communities affected by disasters;
4. To strengthen coordination mechanisms for harmonisation of national efforts to effectively and efficiently implement disaster risk management programmes;
5. To reduce inequalities in disaster risk management; and
6. To strengthen monitoring and evaluation systems.

### 4.3 Policy Measures

#### 4.3.1 Disaster Risk Reduction and Climate Change Adaptation

**Policy objective 1:** To reduce disaster risk and enhance climate change adaptation in order to avert and minimise the impact of disasters on communities, infrastructure and the environment.

**Policy measures:**

- (a) Mainstream disaster risk reduction in development planning at the national, sub-national, and local levels;
- (b) Mobilise resources through innovative financing mechanisms;
- (c) Enhance Community Based Disaster Risk Management;

- (d) Enhance capacity for conducting vulnerability and risk assessments at the national, sub-national and local levels;
- (e) Promote the design and implementation of climate change adaptation programmes for resilience of infrastructure, social systems, communities, livelihoods and eco-systems;
- (f) Promote risk communication for communities at risk;
- (g) Integrate Disaster Risk Reduction in training systems: primary, secondary and tertiary curricula;
- (h) Promote the acquisition of risk insurance facilities, climate risk pooling, and other risk financing solutions; and
- (i) Enhance multi-hazard early warning systems for early action.

### 4.3.2 Disaster Preparedness

**Policy objective 2:** To strengthen disaster preparedness for effective response and to build back

better in recovery, reconstruction and rehabilitation.

**Policy measures:**

- (a) Facilitate the development and review of disaster preparedness, emergency response, and contingency plans;
- (b) Promote the pre-positioning of strategic reserves of essential commodities at the national, provincial, district and sub-district levels;
- (c) Enhance capacity for transport and logistics in humanitarian relief operations at national, provincial, district and sub-district levels;
- (d) Facilitate the conduct of post-disaster needs assessments to support resilience and recovery linked to long-term development; and
- (e) Integrate resilience as a requirement in infrastructure planning and implementation.
- (f) Facilitate capacity building of human resource in disaster preparedness to support resilience and recovery.

### 4.3.3 Emergency Response

**Policy objective 3:** To enhance Disaster Response mechanisms in order to provide life-saving measures to communities affected by disasters.

**Policy measures:**

- (a) Enhance capacity for disaster response among stakeholders in Disaster Risk Management;
- (b) Facilitate the conduct of rapid assessments to inform primary response;
- (c) Establish and maintain emergency operations centers at the national and sub-national levels; and

### 4.3.4 Coordination

**Policy objective 4:** To strengthen coordination mechanisms for harmonization of national efforts to effectively and efficiently implement disaster risk management programmes

**Policy measures:**

- (a) Enhance operational guidelines for disasters;
- (b) Strengthen multi-sectoral and stakeholder planning and implementation of preparedness and response plans at all levels; and
- (c) Enhance capacities of focal point persons in Line Ministries and key stakeholders.

### 4.3.5 Cross Cutting Issues

**Policy objective 5:** To reduce inequalities in disaster risk management

**Policy measures:**

- (a) Mainstream gender and disability in ex-ante and ex-post disaster programmes taking into account social vulnerabilities of the affected populations including refugees and migrants;

- (b) Mainstream HIV/AIDS;
- (c) Strengthen Shock Responsive Social Protection (SRSP) in disaster risk reduction; and
- (d) Integrate Nutrition programming in disaster risk reduction.

#### 4.3.6 Monitoring and Evaluation

**Policy objective 6:** To strengthen monitoring and evaluation systems

**Policy measures:**

- (a) Enhance the Monitoring and Evaluation framework for disaster risk management;
- (b) Enhance periodic Monitoring and Evaluation of disaster risk management programmes and projects; and
- (c) Enhance research in Disaster Risk Reduction, preparedness and response for generation of knowledge.

## SECTION FIVE: IMPLEMENTATION FRAMEWORK

### 5.1 Institutional Arrangement

#### 5.1.1 Office of the Vice President

The Office of the Vice President shall be responsible for the overall coordination of the implementation of this Policy. The Disaster Management and Mitigation Unit in the Office of the Vice President shall be the lead institution in the implementation of Disaster Management programmes and activities. The Disaster Management and Mitigation Unit shall exercise its responsibilities through the National Disaster Management Council, Disaster Management Technical Committee and appropriate broad-based committees at Provincial, District and Satellite levels.

#### 5.1.2 National Disaster Management Council (NDMC)

The National Disaster Management Council, chaired by the Vice-President, and Minister of Defence as Vice-Chairperson, shall constitute the supreme policy-making body for nation-wide disaster risk management in the country. It shall consist of the following part-time members who shall be appointed by the President: -

- (a) Vice-President (Chairperson);
- (b) Minister responsible for Defence (Vice Chairperson);
- (c) Minister responsible for Home Affairs and Internal Security;
- (d) Minister responsible for Health;
- (e) Minister responsible for Agriculture;
- (f) Minister responsible for Energy;
- (g) Minister responsible for Finance and National Planning;
- (h) Minister responsible for Local Government and Rural Development;
- (i) Minister responsible for Transport and Logistics;

- (j) Minister responsible for Community Development and Social Services;
- (k) Minister responsible for Green Economy and Environment;
- (l) Minister responsible for Education;
- (m) Minister responsible for Mines and Minerals Development;
- (n) Minister responsible for Infrastructure, Housing and Urban Development;
- (o) Minister responsible for Land and Natural Resources;
- (p) Minister responsible for Information and Media;
- (q) Minister responsible for Water Development and Sanitation;
- (r) Minister responsible for Fisheries and Livestock; and
- (s) Minister responsible for Commerce Trade and Industry.
- (t) National Coordinator (DMMU) shall be an ex-officio member of the Council.

Other Ministers of Ministries or Provinces may be co-opted when need arises. The Secretariat shall be the Disaster Management and Mitigation Unit.

The functions of the NDMC shall be to: -

- (i) Formulate and update the national disaster management policy;
- (ii) Direct line Ministries to take up their responsibility during disaster and non-disaster periods;
- (iii) Mobilise resources for disaster management;
- (iv) Approve national disaster management plans and guidelines; and
- (v) Recommend to the President the declaration of a national or local disaster.

### 5.1.3 National Disaster Management Technical Committee (NDMTC)

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

- (a) The National Coordinator, who shall be the Chairperson;
- (b) The Permanent Secretary responsible for Defence, who shall be the Vice-Chairperson;
- (c) The Permanent Secretary responsible for Finance and National Planning;
- (d) The Permanent Secretary responsible for Local Government and Rural Development;
- (e) The Permanent Secretary responsible for Home Affairs and Internal Security;
- (f) The Permanent Secretary responsible for Health;
- (g) The Permanent Secretary responsible for Energy;
- (h) The Permanent Secretary responsible for Agriculture;
- (i) The Permanent Secretary responsible for Land and Natural Resources;
- (j) The Permanent Secretary responsible for Transport and Logistics.
- (k) The Permanent Secretary responsible for Mines and Minerals Development;
- (l) The Permanent Secretary responsible for Information and Media.
- (m) The Permanent Secretary responsible for Community Development and Social Services;
- (n) The Permanent Secretary responsible for Green Economy and Environment;
- (o) The Permanent Secretary responsible for Infrastructure, Housing and Urban Development;

- (u) The Permanent Secretary responsible for Water Development and Sanitation;
- (v) The Permanent Secretary responsible for Fisheries and Livestock;
- (w) The Permanent Secretary responsible for Commerce, Trade and Industry;
- (p) A representative of the Zambia Red Cross Society;
- (q) United Nations Resident Coordinator;
- (r) A representative of a Religious Organisation;
- (s) A representative of a Faith-Based Organisation;

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

- (i) Recommend policy and programme direction to the Council;
- (ii) Coordinate the implementation of the decisions of the Council, using the sectoral skills and resources of line Ministries;
- (iii) Supervise disaster risk management activities in Zambia, and in particular, coordinate the disaster risk management content of development and reconstruction programmes;
- (iv) Supervise the work of DMMU in the monitoring and review of disaster management plans; and
- (v) Control disbursements from the National Disaster Trust Fund.

#### 5.1.4 National Disaster Management Technical Committee Sub-Committees

The NDMTC Sub-committees shall assist DMMU with technical input in order to improve co-ordination, programme planning and implementation. The chairmanship and membership (i.e., drawn from technical officers, disaster managers in line ministries, UN System, NGOs, private sector and other stakeholders) of the sub-committees shall vary according to the nature of particular subject areas under consideration. Working groups shall also hold regular meetings to address issues and problems from provincial and district committee levels.

The key sub-committees shall be as follows:-

- (a) Sub-committee on Health and Nutrition;
- (b) Sub-committee on Water and Sanitation;
- (c) Sub-committee on Finance and Procurement;
- (d) Sub-committee on Infrastructure;
- (e) Sub-committee on Relief and Logistics;
- (f) Sub-committee on Agriculture;
- (g) Sub-committee on Environment, DRR and Climate Change;
- (h) Sub-committee on Security;
- (i) Sub-committee on Early Warning Systems; and
- (j) Sub-committee on Training and Public Education.

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

- (i) Generating portfolio information through DMMU to NDMTC for timely decision making;
- (ii) Serving as fora for updating skills, reviewing case studies, promoting and setting agenda for trainings;
- (iii) Creating awareness on respective subject matter;

- (iv) Participating in risk analysis and vulnerability assessment;
- (v) Playing a technical advisory role and not duplicate the roles of the executive committee at any level;
- (vi) Help DMMU coordinate and supervise the implementation of portfolio activities and Programmes; and
- (vii) Implement any other functions that may be delegated by the National Disaster Management Council and the National Disaster Management Technical Committee.

The Disaster Management and Mitigation Unit shall facilitate the nomination and appointment of members of the technical sub-committees from the various stakeholder institutions.

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

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

- (a) Provincial Permanent Secretary, who shall be the Chairperson;
- (b) The Provincial Disaster Management Coordinator (PDMC) who shall be the secretary;
- (c) Seven representatives of the government departments in the Province;
- (d) Three representatives of non-governmental organisations;
- (e) Two representatives of the private sector; and
- (f) Two representatives of religious organisations.

The Provincial Disaster Management Committee shall oversee all disaster prevention, preparedness and mitigation programmes in the province and be the link between national and district levels.

The functions of PDMC are to:-

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

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

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

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

- (a) District Commissioner (Proposed), who shall be the Chairperson;
- (b) The District Disaster Management Officer who shall be the Secretary;

- (c) Seven representatives of the government departments in the district;
- (d) All the Members of Parliament in the district;
- (e) One representative of the Zambia Red Cross;
- (f) One representative from each of the non-governmental organisations and community-based organisations involved in disaster management in the district;
- (g) A representative of a religious organisation in the district;
- (h) A representative of the faith-based organisations; and
- (i) A representative of the Zambia Chambers of Commerce and Industry.

The District Disaster Management Committee may co-opt other members as are necessary for the performance of its functions. The Secretariat of DDMCs shall operate and update a database on disaster-related information in the district.

The DDMC shall coordinate disaster preparedness, prevention, mitigation and response activities at the district level. The functions of DDMCs shall be to:-

- (i) Prepare and update district multi-hazard disaster preparedness, prevention, mitigation and response plans for slow and rapid-onset disasters;
- (ii) Act as a clearing house for information relating to early warning;
- (iii) Mobilise district resources for disaster risk reduction and have resources for immediate response at district level;
- (iv) Implement district disaster management training programmes;
- (v) Ensure the efficient flow of information from the local communities to the Provincial level;
- (vi) Participate in risk analysis and vulnerability assessment;
- (vii) Implement public information and awareness programmes in the district; and
- (viii) Coordinate district disaster risk reduction activities;

The DDMC, in consultation with DMMU may:

- (i) direct all the institutions in the district to prepare for, prevent or mitigate disasters;
- (ii) request any person or institution in the district to provide transport, any building, equipment, essential commodities and other supplies in order to support any emergency response effort in the district;
- (iii) direct any person, institution or organisation to provide relevant information to support the preparation for, prevention and mitigation of disasters; and
- (iv) evacuate older persons from areas that are affected by or prone to disasters and relocate them to safe areas.

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

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

The SDMC shall comprise not more than ten part-time members as follows: -

- (a) A representative of the traditional authority responsible for the area;
- (b) At least three government workers with knowledge in disaster preparedness, prevention and mitigation, based on local hazards;
- (c) One representative of any community-based organisation operating in the area;
- (d) One woman and one man from the local community;
- (e) At least one youth to represent the youth population in the area;
- (f) A prominent business person or farmer;

- (g) A local representative of a non-governmental organisation involved in disaster management or relief work in the local community; and
- (h) The members of SDMC shall elect the Chairperson and Vice-Chairperson from amongst themselves.

The functions of SDMC shall be to: -

- (i) Conduct disaster preparedness, disaster relief and post-disaster recovery activities of individuals and households in the village or township under its jurisdiction;
- (ii) Identify vulnerable households and individuals;
- (iii) Sensitise the local community on the effects of disasters and appropriate responses;
- (iv) Act as a clearing house for information related to early warning;
- (v) Act as a primary responding and mitigation agent within the existing resilience capacity of the community;
- (vi) Participate in risk analysis and vulnerability assessments; and
- (vii) Act as the information and reporting channel for the community with regard to disaster management issues at the local level.

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

### **5.1.8 Disaster Risk Management Volunteers**

Any person, private enterprise or non-governmental organisation may, in the prescribed manner and form, volunteer to:-

- (a) Provide or assist in the provision of any disaster management service in any district;

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

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

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

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

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

- (a) Act as the central planning, coordinating and monitoring institution for prevention, mitigation, preparation, response and post disaster recovery taking into account all potential disaster risks;
- (b) Advise the Technical Committee on the progress and constraints in disaster risk reduction and climate change and on other matters relating to the management of disaster relief operations;

- (c) Warn the public of an eminent disaster and predict its effects;
- (d) Maintain a data collection and dissemination system, and national strategic reserves of essential commodities and equipment for immediate disaster relief;
- (e) Formulate disaster prevention, mitigation, preparedness, response and rehabilitation strategies and action plans to meet all fore-seeable requirements in consultation with government, non-governmental organisations and donor agencies;
- (f) Prepare and update the disaster management plans and a supporting disaster management manual;
- (g) Prepare an over-arching national disaster contingency plan and coordinate cross-sectoral plans;
- (h) Establish an early warning system covering all sectors and hazard sources and maintain close links with the different institutions that provide early warning services;
- (i) Sustain viable, effective structures and capacities at the national level, provincial level and within the districts;
- (j) Take all necessary measures in order to prevent, alleviate, contain and minimise the effects of disasters;
- (k) Conduct public and media briefings on disaster-related programmes, progress and constraints;
- (l) Act as an advisory and consultative body on issues concerning disasters and disaster management;
- (m) Make post disaster reconstruction, rehabilitation and recovery plans;
- (n) Promote the recruitment, training and participation of volunteers in disaster management;
- (o) Establish and manage an Emergency Operation Centre which shall be the nerve centre to monitor emergencies and feed into the normal operations of DMMU;

- (p) Conduct assessments, before, during and after disasters;
- (q) Work with authorities in other countries that are responsible for disaster management to exchange information and have access to international experts and assistance in respect of disaster management;
- (r) Collaborate with research and learning institutions on DRR and climate change; and
- (s) Collaborate with Research and Learning Institutions on disaster risk reduction and climate change.

#### **5.1.10 The Emergency Operations Centre (EOC)**

The emergency operations center shall be a suitably equipped facility of DMMU and shall remain in a state of preparedness. It shall be the nerve center to always monitor emergencies and their possible responses and feed into the normal operations of DMMU. EOC shall be the primary location from which the mobilisation and coordination of responses and resources shall be carried out in the event of a disaster. EOC shall be guided by operational procedures.

#### **5.1.11 The Early Warning System (EWS)**

The early warning system shall be broad-based covering all sectors and hazard sources. For this purpose, DMMU shall be the nerve center and maintain close links with the different institutions that provide early warning services. There shall be an Expert Group to form the core of the Early Warning System Sub-Committee to coordinate Early Warning activities from different institutions to feed into EOC.

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

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

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

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

### **5.1.14 Role of other stakeholders in Disaster Risk Management**

For the purpose of this policy, stakeholders shall include Non-Governmental Organisations, Donors, UN Disaster Management Country Team and the UN System in general, the private sector, the church and the community. The Government shall play a coordinating role of the inputs of the different stakeholders before, during and after emergencies. Stakeholders shall declare to Government through DMMU their work plan and budgets including resources and their sources meant for disaster management related activities. This is for purposes of capturing information relating to mitigation, prevention, preparedness and response activities so that the Government knows with precision the types and scales of interventions being undertaken as well as resources required to implement them.

### **5.1.15 Non-Governmental Organisations (NGOs)**

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

### **5.1.16 Cooperating and Development Partners**

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

### **5.1.17 Disaster Management Teams**

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

### **5.1.18 Religious Organisations**

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

### **5.1.19 The Private Sector**

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

### **5.1.20 The Media**

The Media both public and private shall be used as platform to promote risk communication and community engagements through a multi-pronged approach.

### **5.1.21 Civil Society Organisations**

Civil Society Organisations shall help to enhance integrity, impartiality, inclusivity, neutrality accountability and ethical conduct in disaster risk management.

### **5.1.22 Traditional Leaders**

Traditional leaders shall ensure that positive traditional values and customs are upheld and integrated in disaster risk management. They shall also be champions in strengthening Community based Disaster Risk Management.

### **5.1.23 The Community**

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

### **5.1.24 Individuals**

Individuals shall internalise, embody and propagate principles of disaster risk management, participating at the individual and community level in resource mobilisation and activities related to disaster risk reduction.

## **5.2 Legal Framework**

### **Legislation**

The Disaster Management Act, No. 13 of 2010 provides the legislative framework for Disaster Risk Management in Zambia. The Act empowers DMMU to mobilise resources under emergency situations and to compel all partners to provide information to DMMU for effective coordination and leadership.

It is mandatory for line ministries, industries and organisations to give priority to installation of minimum standards of preparedness. In order to implement the above policy measures, Government shall review and harmonise laws and regulations at local level, review and adopt/sign or domesticate sub-regional, regional and international conventions that facilitate effective disaster management.

### **5.3 Disaster Risk Management Operations Manual**

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

### **5.4 Financing and Resource Mobilisation**

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

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

- (a) Donors
- (b) NGOs and Civil Society
- (c) Religious and Charitable Organisations

- (d) Private sector
- (e) UN agencies
- (f) Insurance initiatives
- (g) Local Authorities
- (h) Communities
- (i) Line Ministry Budgets
- (j) Contingency Funds
- (k) Income Generating Activities
- (l) Constituency Development Fund.

Provision is hereby made in this policy for the maintenance of a National Disaster Trust Fund and its replication at province, district and community levels. The National Disaster Trust Fund shall be located in the Ministry of Finance and National Planning but administered by DMMU.

DMMU shall utilise existing capabilities available in civil and military institutions, retired skilled personnel and any other available resources to respond to disasters. DMMU shall utilise regional resources in accordance with SADC Disaster Management Strategy document.

DMMU shall enhance Disaster Management Capacity by developing a disaster management cadre through training of staff in DMMU and facilitation of training of staff in key partner organisations in order to enhance the state of preparedness.

## **5.5 Monitoring and Evaluation**

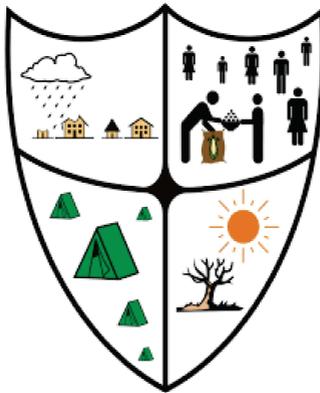
In order to monitor and evaluate the implementation of this policy, Government through DMMU shall establish an integrated system of monitoring and evaluation for the implementation of this policy. Monitoring and Evaluation will be conducted in collaboration with other relevant institutions as the case may be.





REPUBLIC OF ZAMBIA

## OFFICE OF THE VICE PRESIDENT



PRINTED BY THE GOVERNMENT PRINTER, LUSAKA