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# Zambia

**Area:** 753,000 sq. km.

**Population:** 7.8 million (1990)

**Population Growth Rate:** 3.2%

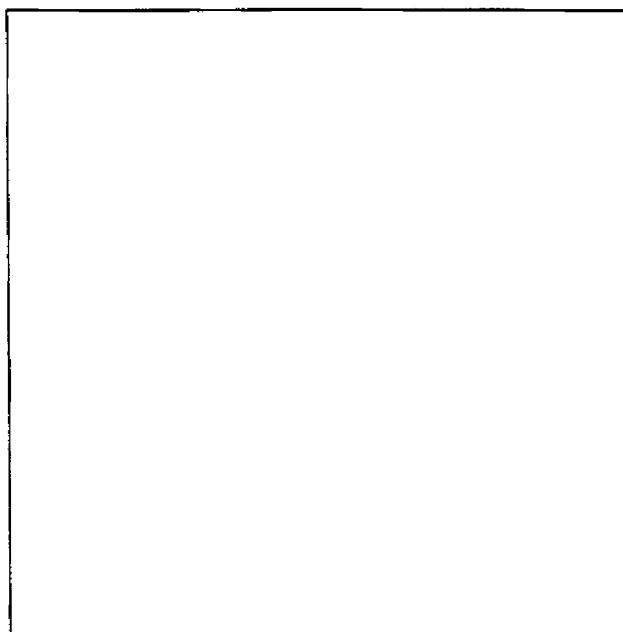
**GNP/Capita:** US\$420

**Main Natural Hazards:** Drought

**Chief Environmental Problems:** Deforestation, overgrazing

**Disaster Reduction Efforts to Date:** National Disaster Preparedness Plan partially implemented; National Disaster Committee chaired by Vice President and activated during emergencies; technical committee; Early Warning System for drought and famine; strategic food reserve; Programme Against Malnutrition

**Objectives of Workshop:** Comprehensive disaster-management plan, improved efficiency, more effective famine early warning system



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## Synopsis of country paper

This landlocked country has large regions with fertile soils. Unfortunately, its fairly high agricultural potential has not been fulfilled. As the population is growing rapidly, this has led to **problems with food supply**. In recent years, **drought** has aggravated the situation.

Delegates remarked in their report to the workshop that "agriculture's share of the (Gross Domestic Product) has varied marginally, ranging between 14 and 16 per cent of GDP in the period after 1985, with an average growth rate of 2.4 per cent, resulting in negative per capita growth. On the whole, the sector's contribution is far below the expected... Because of the poor performance of the agricultural sector, **socio-economic status has substantially declined**, as evidenced by low food and nutrient intake and a rise in malnutrition and under-nutrition, including a deterioration in household food security."

The country is one of the most urbanized in Africa — 43 per cent of the population lives in urban areas — and the economy is driven by its service sector (43 per cent of GDP) and manufacturing industries (25 per cent). The contribution of the mining sector, once a dominant force, has declined sharply since the mid 60s. "Only about 10 per cent of the urban population is well housed," the report notes,

"while the rest live in squatter (housing) not strong enough to withstand heavy rains and other calamities such as storms and floods."

Hydroelectric power generation in years of good rainfall has enabled Zambia to sell electricity to neighboring countries. But capacity has suffered during drought years, and lost income from electricity generation has been added to lost agricultural income. The country is going through a phase of "economic liberalization," the delegation reported to the workshop, and "disasters of whatever form and duration introduce shocks and disruptions to economic management, disturbing both economic stability and provision of basic social services. As the private sector does not have the capacity to withstand shocks, the state has a social responsibility to put in place measures to mitigate the adverse effects of disasters."

## Natural disaster profile

There were **droughts** in 1979-80, 1981-82, 1983-84, 1989-90, 1990-91, 1991-92, and 1993-94. The trend toward increasing frequency is a major concern. All have followed "a similar pattern in which rainy seasons have tended to begin later and end earlier, particularly in the major maize-producing areas of the

country; they have only differed in their impact on the economy and society."

The 1991-92 episode was the most severe. "Early cessation of the rains led to almost total failure of the maize crop" — the staple food of the country. The maize harvest was 70 per cent below normal, and small-scale farmers lost roughly 90 per cent of their cash incomes for the year. The Government declared a national disaster. "Without external assistance," the delegation reported, "the majority of the population, particularly in the badly affected areas, would have experienced starvation and famine."

The cost of food relief was US\$684 million. Rehabilitation programmes required another \$10 million. Shortage of water at the main hydroelectric stations not only eliminated exports but meant curtailment of domestic electricity use. Some power had to be imported, and the final tally of lost exports and replacement purchases was over \$300 million.

Effects of the drought reverberated through the country in other ways. Pests such as the armyworm, red locust, and weevil "had a devastating effect on crops." Livestock were severely hit, not only by lack of water and grazing land but by tick-borne diseases. Worse, endemic water-borne diseases increased among the residents of swelling shantytowns in urban areas because of heightened malnutrition and reduced access to potable water. "It is estimated that about 1,800 people died as a result of cholera and dysentery, mostly in urban centres of the country, between 1989 and 1992. The most recent (1993) cholera outbreak in Kitwe alone claimed more than 500 lives."

The drought relief effort, coordinated by a Government-staffed Programme for the Prevention of Malnutrition (PPM) and a newly established non-governmental organization, Programme Against Malnutrition (PAM), focused on providing food for sale at established prices or through food-for-work projects. Free distribution was limited 10 per cent, and provided "only to those unable to work." The delegation termed the response "very successful. Food prices were stabilized, famine was averted, and there were no reported deaths associated with food shortages."

## Summary of presentations and discussions

**Successes:** Workshop participants pointed to a number of positive aspects in the country's approach: "correct appreciation of background of recent epidemics" and the creation of a Cholera Task Force;

the entrusting of management of food relief to a "non-political NGO" which works with local communities; early warning systems for agricultural production and distribution of food; overall authority given to the Vice President, with Government responsibility for mobilizing resources, monitoring operations, and ensuring accountability; mechanisms for modulated response; existence of a revolving relief fund; joint budget management by the Government and donors; decentralization of strategic grain reserves so that they are close to vulnerable populations; the private-sector role of filling gaps in supply for non-vulnerable groups by importing and selling food; and good distribution and coordination of work by NGOs.

**Challenges:** Workshop participants noted the inherent difficulties of transporting large quantities of food to landlocked countries. They expressed concern at the very high urban growth rate of 6.2 per cent per year, especially as so many residents live in inadequate housing. They also pointed to "risks of distribution of food relief on the part of a one-party government."

## Resource mobilization strategy

The country's potential for using internal resources to improve disaster management was discussed, focusing on the following areas:

**Intra-governmental cooperation:** It was remarked that there is no national policy on disaster reduction, although one is being developed. Overall, the Office of the Vice President Coordinates disaster response, directing the line ministries and cooperating with non-governmental organizations on technical matters.

**Private sector:** Businesses are involved in providing grants, relief, and food materials. Also, with Government encouragement, they import and sell food to ease shortages in supply. A tax rebate is provided on social services. Non-governmental organizations participate extensively in disaster-management programmes.

**Community empowerment:** Awareness campaigns are needed, and a bottom-up approach to involve communities in decision making relating to natural disasters.

**Applied research and development:** Steps should be taken to establish a database on research findings and knowledge on drought-resistant cropping should be transferred more effectively to communities. In general, there is a need to improve information programmes.

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## Recommendations for National Planning Framework

- The principal aim is a well-coordinated plan for disaster preparedness and mitigation. Currently, delegates said, there is a "policy," but it isn't fully implemented and is not backed by legislation.
- They called for passage by Parliament of a disaster-preparedness act and creation in the Vice President's Office of a unit to coordinate disaster programmes. They also said the existing Programme for Prevention of Malnutrition, or PPM, should be converted into disaster-preparedness committees at levels ranging from the national to the local.
- Although an extensive structure now exists for disaster mitigation, delegates said a number of shortcomings have to be addressed. To implement programmes effectively, infrastructure has to be improved. There is a shortage of roads, storage reserves, and other facilities that makes it difficult to attack the root causes of drought and to respond in emergency situations. Transport and communications equipment also have to be augmented, and training will be necessary to overcome a shortage of skilled personnel. It also is important to increase research programmes, create a budget line item for the national relief fund, and expand regional networks related to disaster reduction.



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# Zimbabwe

**Area:** 390,000 sq. km.

**Population:** 10.4 million (1992)

**Population Growth Rate:** 3.1%

**GNP/Capita:** US\$670

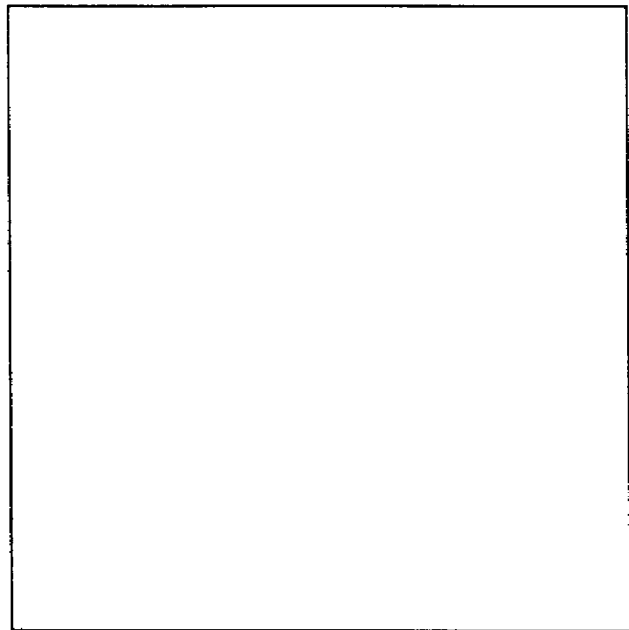
**Main Natural Hazards:** Drought

**Chief Environmental Problems:** Deforestation, overgrazing

**Disaster Reduction Efforts to Date:** National Civil Protection Plan and Civil Protection Coordination Committee; Civil Protection Act; Minister of Local Government, Rural and Urban Development (MLGRUD) as coordinator of disaster-management programmes; provincial and district administrators and committees

**Objectives of Workshop:** Strengthened, better-coordinated disaster-management system; improved training; greater commitment to preparedness

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## Synopsis of country paper

The geography of Zimbabwe is dominated by a highveld central plateau of 1,200 metres whose altitude moderates the prevailing subtropical climate. Smaller middleveld and lowveld regions are hotter and receive (on average) less rainfall. Another significant geographical feature is the absence of lakes; to preserve water from the rainy season, over 8,000 dams have been built, which impound up to 4.9 billion cubic metres. Water is also provided by wells, which "have been sunk countrywide." The country has numerous mineral deposits.

Two-thirds of the Zimbabwean population is rural. Agriculture is the dominant economic activity. A growing industrial sector is largely powered by coal and electricity.

Delegates reported to the workshop that **drought** has exacerbated problems with **erosion** and **deforestation**. About 65 per cent of households use wood for cooking, and it is practically the only source of energy in rural areas. A National Conservation Strategy attempts to protect natural habitat and "to rehabilitate resources which are already degraded." It focuses on responsible grazing management and livestock husbandry, sustainable use of wildlife, and rural afforestation, including the development of commercial softwood.

Population pressure and a high rate of reproduction has caused the Government to establish a resettlement programme "to relieve overpopulated communal areas." In addition, there is a **population policy** now "in its infancy." According to the report delivered to the workshop, "A family planning programme is in place, and about 1,200 facilities provide the service."

## Natural disaster profile

The chief threat has been **drought**, although a **weed infestation** of water hyacinth in 1991 affected 1 million people, contaminated crops, led to costly spraying, and left open "possible long-term residual effects."

A drought in 1982-83 affected three provinces in the country. The 1991-92 drought was more widespread. It had an impact on 10.5 million people, killed 20 per cent of the nation's cattle, caused outbreaks of **cholera and other diarrhoeal diseases**, and left weakened crops exposed to an infestation of armyworm. There were significant losses of wildlife and "adverse effects on lifestyles and the economy in general." Food imports that successfully staved off famine cost ZD\$3 billion.

**Animal diseases** also have occurred occasionally, in particular foot-and-mouth disease and New Castle disease, which killed ZDS20 million worth of chickens in one month in 1994.

To combat drought, food security and monitoring systems are in place, including a National Early Warning Unit. There is a complimentary reliance on the Southern African Development Community's (SADC) Regional Early Warning Unit. An SADC **sub-regional climate diagnostic centre** has been set up in Nairobi, Kenya, and a satellite office established in the Zimbabwean capital of Harare. "Its aim is to provide a coordinated regional approach at minimizing and reducing the effects of drought."

Disaster response overall is based on civil protection legislation and civil protection committees at national, regional, district, and local levels. Many responsibilities have been assigned to relevant national ministries. Overall coordination rests with the Minister of Local Government, Rural and Urban Development (MLGRUD), who is served by a National Civil Protection Coordination Committee and a number of subcommittees responsible for such matters as food supplies and security; health, nutrition, and welfare; search, rescue, and security; and international cooperation and assistance.

## Summary of presentations and discussions

***Successes:*** Workshop participants said it was a strong political statement that disaster prevention and management is explicitly mentioned as a responsibility of the individual citizen and of the Government. They approved of the existence of a civil protection fund, **risk mapping** at the district level, and numerous policies, laws, and institutions relating to disaster management. They noted that the Government sector's activities are "identified and accommodated within a global disaster-management framework," and that depending on circumstance the coordinating ministry "is chosen on the basis of the most decentralized capabilities."

***Challenges:*** Workshop participants were concerned with the occurrence of **epizoonosis** and with "problems of inter-country trade originating from epizoonosis." They noted that earth tremors have been reported in Zimbabwe. There were comments that "**food aid without fuel for cooking is not effective**;" that implementation of disaster-reduction policies is constrained by poverty and a lack of public awareness; that facilities for grain storage are insufficient; that cash crops such as tobacco may be having a damaging effect on the environment; and that pro-active and early warning skills are needed, along with inter-country collaboration for disease control. Participants also suggested that there should be fewer new laws relating to disaster management and more enforcement capacity.

## Resource mobilization strategy

The capacity for use of domestic resources in disaster reduction was discussed:

***Intra-governmental cooperation:*** Grain reserves exist, and there are plans to set up a natural disaster trust fund; there is borrowing of resources from local markets and international agencies. It was suggested that 10 per cent be cut from the budgets of line ministries and dedicated to disaster response.

***Private sector:*** Currently it is involved in transport and fodder and water supply; it has been tapped through fundraising programmes; it participates in the translocation of wildlife and has helped in the recovery phase from the drought by providing manpower, material, and bank loans.

***Community empowerment:*** Communities are encouraged to look after natural resources; fundraising efforts have been held at the community level.

***Applied research and development:*** There is a regional drought-monitoring centre in Harare, and the country carries out research on drought-resistant crops.

## Planning Framework

- The general goal is to strengthen the disaster-management system.
- Among the specific objectives listed by delegates in their outgoing report are enhancing "political and sectoral commitment on emergency preparedness" and establishment of "focal points" within each sector overseen by the National Civil Protection Coordination Committee. They also cited a need to integrate scientific research into actual disaster-management efforts and "into the general national development plan." Information exchange, training, and regional coordination also must be improved.
- The framework includes a "plan of action" centred around a series of proposed workshops.
- A policy workshop to be opened "by H.E. the President" would be held at the national level and attended by "about 40 line ministries, members of Parliament, representatives of the private sector and NGOs, representatives of donors, and representatives of relevant scientific institutions." The intent would be to enhance political commitment and strengthen the focus of ministries and agencies concerned with disaster management.
- A technical workshop would be held to produce, among other things, a national map of hazards and vulnerabilities and sectoral plans for building the country's capacity to mitigate natural disasters.
- Efforts at development of disaster-preparedness staff would involve "short courses for key personnel" and study visits to neighboring countries such as South Africa.
- The planning framework also calls for provincial and district workshops to provide feedback to central agencies, to improve teamwork, and to aid in preparing hazard and vulnerability maps.
- Delegates said attention is needed for several gaps in existing institutions and programmes. They noted, for example, that "Enforcement of legislation has its shortfalls." Similarly, they said, rescue techniques, equipment, and resources are inadequate; public awareness and education must be improved; certain disaster rescue facilities must be decentralized; further scientific research should be undertaken; communication should be enhanced; focal points should be established for "networking, particularly at sectoral level (and in) professional bodies and associations;" and structural gaps in management should be closed.





# Annex 1

## Programme and Agenda

Day One		Day Two	
8:30	<b>Formal Opening Session:</b> Welcome address: <b>Government of Botswana</b> Keynote address: <b>OAU General Secretariat</b>	8:00	<b>4 Working Groups on Plenary One</b>
		10:45	<b>Plenary One:</b> Summary reports by resource persons on solutions identified by the 4 Working Groups
9:15	Election of workshop officers	11:15	<b>Plenary Two:</b> Sustainable Development by Integrating Vulnerability Reduction into Development Planning and Practice
9:30	1. Statement of objectives <b>DHA, WHO</b> 2. How to get there <b>ECA, UNDMTP</b>		- Social aspects of disaster reduction, population and health policies - <b>WHO</b>
9:45	<b>Plenary One:</b> Country Presentations followed by discussion		- Establishment of a Seismological Network in the Africa Region - <b>UNESCO</b>
12:45	Lunch break		- Shelter and Community Services- <b>UNEP-Habitat</b>
14:00	<b>Plenary One:</b> (contd.)		- Vulnerability reduction actions in the disaster management cycle: Prelude to the 4 working groups on main disaster types - <b>DHA</b>
15:00	<b>Plenary One:</b> Resource Persons' Summaries		
15:30	<b>4 Working Groups on Plenary One:</b> Resolving problems identified by country presentations	11:45	<b>Plenary Two:</b> Discussions
	<b>1. Food Security</b>	12:45	Lunch break
	Convenor: Dr. A. Loretto, WHO Resource Persons: Mr. J. Rook, FAO; Dr. L.O. Masimba, OAU	14:00	<b>4 Working Groups - Plenary Two:</b> Blueprint for Action - Common management actions-Specific actions for certain disaster types
	<b>2. Natural Resources</b>		
	Convenors: Dr. E.G. Clinton, OAU; Dr. G.N. Muyoba, Zambia Resource Persons: Prof. E.Y. Sambo, Malawi; Ms. S. Lacroux, Habitat		<b>1. Food Security</b>
	<b>3. Wind and Water</b>		<b>2. Natural Resources</b>
	Convenor: Mr. J.L. Bassier, WMO Resource Person: Prof. W.J.R. Alexander, South Africa		<b>3. Wind and Water</b>
	<b>4. Geology</b>		<b>4. Geology</b>
	Convenor: Mr. H. Driessle, UNESCO Resource Person: Prof. A. du Plessis, South Africa	17:30	End of work
18:00	End of work		

## Day Three

8:00	<b>4 Working Groups on Plenary Two:</b>	8:00
10:15	<b>Plenary Two:</b> 4 Working Groups' summaries by rapporteurs assisted by group resource persons (on transparencies)	
10:45	<b>Plenary Three:</b> Country Resource Mobilisation Strategy: sources, partners, procedures and actions Chairman will lead discussions on following 4 topics:	
	1) <b>Intra-governmental cooperation</b>	10:45
	2) <b>Private sector</b> (profit and non profit)	12:45
	3) <b>Community empowerment</b>	14:00
	4) <b>Applied research and development</b>	
14:30	<b>Plenary Four: Complementary External Resources</b> (Panel of donors, e.g. ECHO, UN; specialised agencies: UNICEF, UNDP, UNEP, WFP, UNCHS(Habitat), FAO, UNESCO, WHO, ITU, WMO) What resources exist? How to obtain them? Discussions	16:00
16:00	<b>Plenary Four:</b> Discussion and conclusions	17:30
17:30	End of work	8:00

## Day Four

### Individual Country Planning Framework

Preparation of specific frameworks for action at country level:

- what do we want to achieve?
- what is already in place?
- where are the gaps?
- how can they be filled?
- which are the steps that each participant can undertake on return?

### Individual Country Planning Framework

Lunch break

### Individual Country Planning Framework

### Individual Country Planning Framework

End of work

## Day Five

**Plenary Five:** Summary Country Presentations to Plenary: basis for country level action

**Plenary Five:** Conclusions and Resolutions of Workshop (by the rapporteurs assisted by the resource persons: Mr. Y.B. Idris, UNDMTP Africa, and Dr. G. Rugarabamu, UNDP Tanzania)

### Formal Closure

14:00 Informal consultations on future cooperation

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# Annex 2

## Country Summary Guidelines

Papers presented by national delegations were prepared in advance of the workshop and were used as a basis for workshop discussions. Delegations used the following guidelines to structure their papers and presentations during the workshop.

### 1. Country Profile

- Main geographical features
- Demographic and human settlement patterns
- Economic and social indices
- Natural resources and environment (food, water, shelter, energy, etc.)

### 2. Natural Disaster History (tabular presentation)

List, as applicable, the major disaster events between **1970** and **1994** under the following categories:

- a) Drought
- b) Pest and insect infestation
- c) Hydrometeorological disasters
- d) Geophysical disasters
- e) Epidemiological and other disasters

State their **direct effects** on:

- i) persons, e.g. number of deaths, injuries, other morbidity, uninsured losses
- ii) property, e.g. estimated value of losses (US\$)
- iii) economy, e.g. development resources spent on relief, rehabilitation, reconstruction, as well as the disruption of investments, etc.

Note **other indirect** human, environmental and socio-economic **costs**.

### 3. Current National Strategy for Disaster Reduction

(based on experience gained from natural disaster history)

Please state the **key elements** of your country's:

- a) National disaster reduction **strategy**
- b) Disaster **reduction plan**
- c) Relevant **legislation** and regulations, including **administrative incentives**
- d) Institutional **implementation mechanisms** at various administrative levels (regional, provincial, district, village, etc.)
- e) **Financial** resources for plan implementation
- f) **Domestic mobilisation** of **additional material, technical and human resources**, e.g.
  - i) private sector
  - ii) community participation (schools, women's groups, etc.)
  - iii) NGOs (indigenous and international)

### 4. Current Activities to Understand and Manage the Country's Major Natural Disaster Type(s)

- a) Hazard assessment: mapping, monitoring, interpretation of phenomenon
- b) Vulnerability analysis
- c) Risk assessment (probable disaster impact on life and economy)
- d) Risk reduction measures incorporating prevention and preparedness, and involving the major segments of society (government, private sector, NGOs, community organisations, etc.)

- i) environmental and ecological management
- ii) water, soil, forest and rangeland management
- iii) identifying safe zones for domestic and business structures
- iv) codes and incentives for resistant structures in prone areas
- v) public information, awareness raising and participation
- vi) monitoring networks and early warning systems
- vii) public mobilisation campaigns on disaster reduction
- viii) regular interaction between local communities and officials
- ix) insurance schemes, private sector and NGO initiatives
- x) other measures, e.g. research and development applications

#### 1. NOTE:

Presenters and discussants are invited to concentrate on:

- a) **Successful examples** (and the **reasons** for such successes), e.g. in
- b) **identifying limitations** and obstacles to effective natural disaster reduction, and
- c) **specific requirements** for an **effective** country natural disaster reduction **programme**.

2. The above checklist aims at achieving uniformity in country presentations to the workshop. Please provide, therefore, **brief but succinct** information according to the outline and submit the same to the IDNDR Secretariat by 17 November 1994, in order to permit reproduction and distribution to participants prior to the workshop. Each oral presentation to the plenary will be allotted 15 minutes maximum. We, therefore, request presenters to use **transparencies to summarize and highlight the main points** of country presentations which will be followed by 15 minutes for related discussion and clarification.

3. Suggested length: approximately 1,200 words (5 pages of A4 size paper)

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# Annex 3

## List of Participants

### National Delegations

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As we approach the twenty-first century, population growth, ecological damage, rapid industrialization and socio-economic imbalances make the risk of major disasters around the world higher than ever. We need not, however, be fatalistic about the vagaries of nature.

To make people aware of how much they can do to make themselves safer from natural disasters, the United Nations launched the International Decade for Natural Disaster Reduction (IDNDR, 1990-2000). The World Conference on Natural Disaster Reduction (Yokohama, 23-27 May 1994) was an important milestone in IDNDR's awareness-building process.

IDNDR works through IDNDR National Committees and Focal Points which exist in 138 countries. The IDNDR secretariat, located in Geneva, is part of the UN Department of Humanitarian Affairs. The IDNDR Scientific and Technical Committee is an advisory body with experts in economics, social science, engineering, public health, industry, geology, meteorology, etc. A group of well-known personalities, the Special High-Level Council, promotes global awareness of disaster reduction. A UN inter-agency group works regularly with the IDNDR secretariat, as well as a contact group of Geneva-based diplomatic missions.

IDNDR publishes a quarterly magazine, *STOP Disasters*, and conducts a promotional campaign on the second Wednesday of each October, designated as the International Day for Natural Disaster Reduction.

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International Decade for Natural Disaster Reduction