



**REPUBLIC OF ZAMBIA**

**REPORT**

**OF THE**

**COMMITTEE ON CABINET AFFAIRS**

**ON THE**

**THE DISASTER MANAGEMENT (AMENDMENT) BILL, N.A.B. NO. 1 OF 2026**

**FOR THE**

**FIFTH SESSION OF THE THIRTEENTH NATIONAL ASSEMBLY**

*Published by the National Assembly of Zambia*

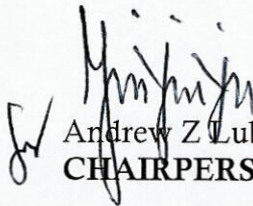
## **FOREWORD**

Honourable Madam Speaker, the Committee on Cabinet Affairs has the honour to present its Report on the Disaster Management (Amendment) Bill, N.A.B. No. 1 of 2026, for the Fifth Session of the Thirteenth National Assembly. The functions of the Committee are set out under Standing Orders 206(m) and 207(j) of the National Assembly of Zambia Standing Orders, 2024.

The Committee held six (6) meetings to consider the Bill. In order to gain insight into the ramifications of the Bill, the Committee sought both written and oral submissions from various stakeholders. The list of stakeholders is at Appendix II of the Report.

The Report is in three Parts. Part I contains the salient provisions of the Bill. Part II highlights concerns raised by stakeholders, while Part III contains the Committee's observations and recommendations.

The Committee wishes to pay tribute to all stakeholders who appeared before it and tendered both oral and written submissions. It further wishes to thank you, Madam Speaker, for affording it an opportunity to study the Disaster Management (Amendment) Bill, N.A.B. No. 1 of 2026. The Committee also appreciates the services rendered by the Office of the Clerk of the National Assembly during its deliberations.

  
Andrew Z. Lubusha,  
CHAIRPERSON

March, 2026  
LUSAKA

## **ACRONYMS**

ZMD- Zambia Meteorological Department

## TABLE OF CONTENTS

Item	Page
Foreword.....	i
Membership of the Committee.....	1
Background.....	1
Objects of the Bill.....	1
Salient Provisions of the Bill.....	1
Concerns Raised by Stakeholders.....	3
Committee’s Observations and Recommendations.....	3
Conclusion.....	5
Appendix I.....	6
Appendix II.....	7

## **1.0 MEMBERSHIP OF THE COMMITTEE**

Mr Andrew Z Lubusha, MP (Chairperson); Ms Sibeso Sefulo, MP (Vice Chairperson); Mr Elias Musonda, MP; Mr Peter Phiri, MP; Mr Kaliye Mandandi, MP; Ms Chushi Kasanda, MP; Rev Given Katuta Mwelwa, MP; Mr Newton Samakayi, MP; Dr Christopher Kalila, MP; and Mr Cliff Mpundu, MP.

## **2.0 BACKGROUND**

The Bill seeks to amend the *Disaster Management Act, Chapter 132 of the Laws of Zambia*, so as to strengthen the institutional framework for disaster management in Zambia by shifting from a reactive approach to a comprehensive disaster risk management system that integrates prevention, mitigation, preparedness, response, and post-disaster recovery.

The principal Act responds to disasters, with limited emphasis on risk reduction, prevention, and resilience building. Therefore, there is a need to amend the Act in order to adopt a framework that addresses disaster risk from all sectors of Government.

The Bill, once enacted, will provide for the preparation and implementation of disaster risk management plans across all sectors of Government and strengthen early warning systems, promote the integration of disaster risk reduction and climate change adaptation.

## **3.0 OBJECTS OF THE BILL**

The objects of the Bill are to:

- (i) integrate risk management in the prevention and mitigation of disaster, preparedness and response to a disaster, and post-management of a disaster;
- (ii) rename the Disaster Management and Mitigation Unit as the National Disaster Risk Management Division and redefine its functions;
- (iii) rename the National Disaster Management Council as the National Disaster Risk Management Council;
- (iv) rename the National Disaster Management Technical Committee as the National Disaster Risk Management Technical Committee;
- (v) rename the Provincial Disaster Management Committee as the Provincial Disaster Risk Management Committee, and revise its composition;
- (vi) rename the District Disaster Management Committee as the District Disaster Risk Management Committee, and revise its composition;
- (vii) rename the Satellite Disaster Management Committee as the Satellite Disaster Risk Management Committee; and
- (viii) provide for matters connected with, or incidental to the foregoing.

## **PART I**

### **4.0 SALIENT PROVISIONS OF THE BILL**

The salient provisions of the Bill are as set out hereunder.

## **Part One**

### **Clauses 1 to 3 – Amendment Provisions**

Part One of the Bill provide for the citation of the Act, amends section 2 of the principal Act by deleting and substituting certain definitions, and inserts new definitions to improve clarity. It also repeals and replaces the heading in Part II to align it with the mandate of the National Disaster Risk Management Division.

## **Part Two**

### **Clauses 4 to 14 – The National Disaster Risk Management Division**

Part Two seeks to provide for the repeal, replacement, and amendment of provisions of the Principal Act to rename key institutions and align them with a disaster risk management framework. It expands their mandates to include risk identification, assessment, prevention, mitigation, preparedness, response, and recovery.

The clauses redefine the functions of the Division, Council, and Technical Committee to strengthen policy formulation, coordination, and early warning planning. They provide for disaster risk management programmes and guide operations according to the humanitarian principle of “do no harm.” The clauses also address staffing, administrative responsibilities, oversight functions, resettlement planning, and alignment of national and provincial structures with the broader framework.

## **Part Three**

### **Clauses 15 to 17 – Provincial Disaster Risk Management Committees**

This Part seeks to repeal, replace, and amend provisions of the principal Act to constitute a Disaster Risk Management Committee in each province.

The clauses 16 and 17 provide for the appointment of the Provincial Disaster Risk Management Coordinator by the Civil Service Commission. The Coordinator is tasked with providing technical advisory support to Provincial, District, and Satellite Committees, strengthening coordination and implementation at sub-national levels.

## **Part Four**

### **Clauses 18 to 21 – District and Satellite Disaster Risk Management Committees**

These clauses seek to amend provisions of the principal Act to rename district structures according to the disaster risk management framework. They define the composition and administrative structure of the District Disaster Risk Management Committee, including designating the District Coordinator as secretary.

The clauses strengthen district-level coordination by requiring the District Coordinator to consult the Division and relevant security and law enforcement institutions. They align emergency procurement regulations with the *Public Procurement Act No. 8 of 2020* and rename Part VII to reflect a risk-based approach to national disaster management planning.

## **Part Seven**

### **Clauses 22 to 25 – National Disaster Risk Management Plans**

These clauses seek to amend provisions under Part VII of the principal Act to incorporate risk management into national disaster planning and strengthen the disaster risk framework.

The clauses mandate the Division to prepare overarching national disaster risk management plans. Each sector must submit its disaster risk management plans for consolidation. The Division can coordinate disaster response where sector plans are insufficient. The clauses also empower the Minister to prescribe minimum relief

requirements and provide general amendments to align terminology with the disaster risk management approach.

## **PART II**

### **5.0 CONCERNS RAISED BY STAKEHOLDERS**

All stakeholders who appeared before the Committee supported the Bill but raised the following concerns.

#### **5.1 Clause 5(h) – Establishment of Early Warning Systems**

Stakeholders noted that Clause 5(h) requires the Division to establish an early warning system across all sectors against hazards while maintaining links with early warning institutions. However, it does not designate the Zambia Meteorological Department (ZMD), as the authoritative technical institution for forecasting meteorological hazards, which are the majority of disasters in Zambia. This creates a risk of duplication, conflicting advisories, and warnings issued without proper technical capacity.

#### **5.2 Clause 5(s) – Climate Change Adaptation Integration**

Stakeholders raised concern that Clause 5(s) integrates disaster risk reduction with climate change adaptation. Climate adaptation relies on technical climate data from ZMD. The Bill does not provide a formal data-sharing or advisory framework with this institution, weakening the scientific foundation for effective disaster planning.

#### **5.3 Clause 11(f) – Unified National Early Warning Protocol**

Clause 11(f) mandates the Technical Committee to create a unified national early warning protocol. However, the Bill does not require the ZMD to be a mandatory member. Without guaranteed representation, the service may be consulted informally or not at all in developing a technically meteorological protocol.

#### **5.4 Clause 11(g) – National Early Warning Dissemination Strategy**

Clause 11(g) requires a national early warning dissemination strategy but does not mandate technical validation by the ZMD or legally defined lead times for warnings. Without binding standards, unverified or premature warnings could cause public confusion and warning fatigue.

#### **5.5 Clause 38 – National Disaster Risk Management Plans**

Clause 38 requires the Division to prepare national disaster risk management plans. Stakeholders noted that the plans should rely on scientific assessments from the ZMD and other technical agencies. The Bill does not require consultation with these institutions or the use of their hazard assessments and climate forecasts.

#### **5.6 Absence of Provisions for Funding Meteorological Infrastructure**

Stakeholders observed that while the Bill creates a strong disaster management framework, it lacks funding provisions for technical services, including meteorological infrastructure. Without dedicated funding, the ZMD may struggle to support early warning systems, despite the strong institutional framework.

## **PART III**

### **6.0 COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS**

The Committee notes that all stakeholders who appeared before it were in support of the Bill. Having interacted with the various stakeholders and hearing their views, the

Committee resolves to support the Bill. In supporting the Bill, however, the Committee makes the observations and recommendations outlined below.

**(ii) Establish an Early Warning System**

The Committee observes that although meteorological hazards account for the majority of disasters declared in Zambia, Clause 5(h) does not clearly assign the ZMD the role to lead technical authority in this area. The Committee notes that the lack of explicit recognition may distort institutional mandates, encourage parallel advisory services, and permit warnings to be issued without assured technical competence.

In view of the foregoing, the Committee recommends that Clause 5(h) be amended to add the following:

“and in particular shall designate the institution responsible for meteorological services under the Minister responsible for meteorology as the authoritative institution for official meteorological early warnings and forecasts, and shall ensure that all meteorological warnings issued by the Division are sourced from, or validated by that institution.”

**(iii) Provide for Technical Representation in Early Warning Protocol Development**

The Committee observes that Section 10 of the Act does not guarantee the participation of the ZMD on the designated Technical Committee. Given the inherently scientific and specialised nature of early warning systems, the absence of compulsory representation risks marginalising critical meteorological expertise during the protocol formulation.

In this regard, the Committee recommends that Section 10 of the principal Act be amended to explicitly include the head of the institution responsible for meteorological services under the Minister responsible for meteorology, or a designated representative, as a standing statutory member of the Technical Committee.

**(iv) Integration of Climate Change Adaptation**

The Committee observes that the Bill does not integrate a structured technical partnership between the National Disaster Risk Management Division and the ZMD in relation to climate-responsive disaster planning. The Committee notes that without a defined advisory or data-sharing arrangement, disaster risk management efforts may lack the robust scientific input necessary for meaningful climate change adaptation.

In view of the foregoing, the Committee recommends that a new subclause be inserted under Clause 5 or in a separate coordination section as follows:

“The Division shall enter into a formal technical cooperation agreement with the institution responsible for meteorological services under the Minister responsible for meteorology, for purposes of accessing and utilising weather data, climate forecasts, and early warning information in the development and implementation of disaster risk management plans.”

**(v) Establish a National Early Warning Dissemination Strategy**

The Committee observes that in its current form, the Bill neither subjects the national early warning dissemination strategy to technical certification by the ZMD nor sets out binding timelines governing the release of official meteorological warnings. The absence of these regulatory parameters may compromise the credibility and sequencing of warnings, with possible adverse effects on public trust and responsiveness.

In light of this, the Committee recommends that Clause 11(g) be amended to require that the national early warning dissemination strategy shall define technical standards for warning accuracy and source authority, and that official warnings of meteorological events shall be issued exclusively by or in coordination with the institution responsible for meteorological services under the Minister responsible for meteorology.

**(vi) Provide for Decentralised Financing**

The Committee observes that the Bill does not provide for decentralised financing of disaster risk management activities. This limits the ability of local authorities and technical institutions, including the ZMD, to access dedicated and timely resources for preparedness, early warning, and climate-informed planning.

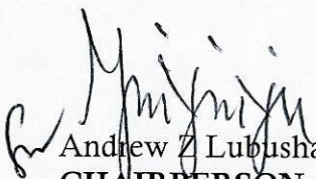
In view of this, the Committee recommends that the Bill should include provisions for decentralised financing mechanisms to ensure that local authorities and technical institutions receive reliable and timely funding. This would strengthen the operational capacity of disaster risk management at all levels and enhance the effectiveness of early warning systems and climate adaptation initiatives.

**7.0 CONCLUSION**

The Committee supports the Bill. Once enacted, the Disaster Management (Amendment) Bill, together with the principal Act, will serve as a significant piece of legislation in aligning Zambia's legal framework with international obligations under the Sendai Framework.

The Committee, however, urges the Executive to carefully consider stakeholders' submissions as highlighted in the report in order to strengthen the Bill.

We have the honour to be, Madam Speaker, the Committee on Cabinet Affairs, mandated to consider the Disaster Management (Amendment) Bill, N.A.B. No. 1 of 2026.

  
Andrew Z. Lubusha, MP  
**CHAIRPERSON**

March, 2026  
**LUSAKA**

## **APPENDIX I**

### **LIST OF NATIONAL ASSEMBLY OFFICIALS**

Mr Charles Haambote, Director of Committees (SC)  
Mrs Chitalu, K Mumba, Deputy Director of Committees (SC)  
Mr Darius Kunda, Senior Committee Clerk (SC-1)  
Mrs Rachel Mumba- M'hongo, Committee Clerk  
Mrs Ruth N Mwiinga, Administrative Assistant  
Mr Daniel Lupiya, Senior Committee Assistant  
Mr Muyembi Kantumoya, Committee Assistant  
Ms Taona Chabinga, Committee Assistant  
Ms Muchindu Munsanje, Intern

## **APPENDIX II**

### **LIST OF WITNESSES**

Ministry of Justice

Ministry of Health

Ministry of Green Economy and Environment

Disaster Management and Mitigation Unit

Zambia Meteorological Department

Zambia Environmental Management Agency

Caritas Zambia

Zambia Red Cross Society

Zambia Law Development Commission