



GOVERNMENT OF THE REPUBLIC OF ZAMBIA

NATIONAL FIRE AND RESCUE SERVICES POLICY

“FINAL DRAFT”

“Fire safe communities; where fire management and rescue services provision is
efficient, effective and participatory”



FOREWORD

ACKNOWLEDGEMENT

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WORKING DEFINITIONS

Alarm Call: A call indicating the occurrence of an emergency.

Building: A permanent or temporary structure, enclosed within exterior walls and a roof.

Community Based Fire Management: A fire management approach based on the strategy to include local communities in the proper application of land use fire, fire prevention and in preparedness and suppression of fires.

Community Fire Brigade: These are volunteer teams of residents who are trained as preliminary responders to fire and rescue incidents until the fire brigade arrives.

Defence and Security Forces: This refers to all military and security wings in Zambia such as Zambia Air Force, Zambia National Services, Zambia State Intelligence Services, Zambia Police Service, Immigration Department, and Zambia Corrections Service.

Designated Premises: This refers to buildings other than households that are usually occupied by more than eight (8) individuals such as hotels, hospitals, schools, etc., and thus are required to have a fire certificate as stipulated in sub-regulation (2) of regulation 4 of the Local Government Act of 2010.

District: This means a District declared under the Provincial and District Boundaries Act; Cap. 286

District Council: This means a city council, municipal council, or town council.

Emergency Incident: A serious, unexpected and potentially dangerous occurrence, such as a fire, flood, storm, explosion, landslide, accident, leakage of harmful substances or oil spill, which requires a significant and coordinated response.

Emergency Preparedness Plan: This is a course of action developed to mitigate the damage of potential fire and rescue incidents, and includes measures that provide for safety of personnel, property and facilities.

Equipment: This includes firefighting engines, vehicles, appliances, apparatus, uniforms and badges of rank.

Fire Authority: This refers to District Councils declared as fire authorities under regulation 3 of the Local Government Act, Chapter 281 of the Laws of Zambia of 2010.

Fire brigade: An organised body of people trained and employed to extinguish fires and respond to rescue incidents.

Fire Certificate: In this policy, this refers to an official document issued by a Fire Authority specifying that a building is safe for occupation with regard to fire safety. The fire certificate is issued after all necessary inspections are conducted and all requirements on fire safety are satisfied as stipulated in sub-regulation (1) of regulation 6 of the Local Government Act (2010), chapter 281 of the Laws of Zambia.

Fire Hydrant: A fitting in a street or other public place by which a fire hose may be attached to a water main.

Fire Inspector: This refers to an officer with power to enter any public premises in their respective District Council areas for the purpose of carrying out fire prevention inspections, at any reasonable time, as appointed under sub-regulation (1) of regulation 6 of the Local Government Act Chapter 281 of the Laws of Zambia of 2010.

Fire Management: This refers to the process of planning, preventing and fighting fires to protect people, property and forest resources.

Fire Marshal/Warden: An officer who has responsibility for fire prevention and management in a particular area or designated premise.

Fire Station: The building of a fire brigade where fire engines and firefighting equipment are kept; where firefighters work and stay in the hours they are on duty.

Firefighter: A person whose job is to extinguish fires and attend to rescue incidents requiring specific expertise.

Firefighting: The action or process of extinguishing fires as a person's job.

First Aid Firefighting Equipment: This refers to such equipment used to extinguish fires in their initial stage prior to the arrival of the fire brigade. For example fire extinguishers, hose reels, fire blankets, etc.

Flammable Material: A gaseous, liquid, or solid material having a flash point below 23 Degrees Celsius.

Flats: A building containing multi-family homes.

Forest Fires: In this policy, this refers to all fires that occur in forest areas.

Geographic Information System: A computer system built to capture, store, manipulate, analyse, manage and display all kinds of spatial or geographical data.

Gross Domestic Product (GDP): GDP is the monetary value of all the finished goods and services produced within a country's borders in a specific time period.

Incident Command System: Refers to a standardized approach to the command, control, and coordination of emergency responses providing a common hierarchy within which responders from multiple agencies can be effective

Industrial Fire Brigade: An organised body of people trained and employed to extinguish fires and respond to rescue incidents on industrial premises.

Informal settlements: These, according to the Organization for Economic Cooperation and Development (OECD), are areas where groups of housing units have been constructed on land that the occupants have no legal claim to, or occupy illegally.

Local Authority: This refers to a city council, a municipal council, township council or district council as defined in the local Government Act, Chapter 281 of the laws of Zambia

Local Community: Groups of individuals living in close proximity to each other and/or other social groups or associations able to identify a need and come together for the purpose of achieving a common goal.

Means of Escape: Refers to any structure or physical means attached to or forming an integral part of a building through which persons can escape from fire by unaided effort to a place of safety.

Poverty: Poverty is defined in absolute terms as the measures of depravity in relation to the amount of income necessary to meet basic needs such as food, clothing, and shelter.

Premises: This includes a building, or part of a building.

Private Sector: The sector of the national economy that is not in direct control of Government.

Private Water Owners: This includes private owners of water that can be used for firefighting purposes such as boreholes, water bowsers and open water sources including wells, swimming pools, and dams.

Rescue: Protecting, extricating or saving persons, animals, and property from fire, hazardous materials, or other dangerous environments including vehicles, aircrafts or buildings.

Settlement: A settlement is a place where people live. A settlement could be anything from an isolated farmhouse to a city.

Substation: A subordinate or satellite fire station to the main fire station.

Sustainability: The ability of a system or a process to perpetuate its normal functions or existence without external support.

Toll Free Line: This refers to a telephone number with distinct three (3) digit codes that can be dialled with no charge to the person placing the call.

Undress Uniform: These are for fire officers to wear on formal and ceremonial occasions.

Urbanisation: As defined according to OECD, urbanisation is the process of increase in the proportion of a population living in urban areas.

Utilities: The set of services such as water, electricity and telecommunication provided by an organisation and consumed by the public.

Volunteer firefighters: In this policy, this means an association of persons (group of persons) formed for the purpose of prevention and suppression of fires, and composed solely or principally of members of a community willingly offering their services to augment the efforts of the fire brigade in fire management.

LIST OF ACRONYMS

CBFiM	COMMUNITY BASED FIRE MANAGEMENT
CBO	COMMUNITY BASED ORGANISATION
CFB	COMMUNITY FIRE BRIGADE
CFG	COMMUNITY FOREST GROUP
CFO	CHIEF FIRE OFFICER
CSO	CENTRAL STATISTICAL OFFICE
DCA	DEPARTMENT OF CIVIL AVIATION
DDCC	DISTRIC DEVELOPMENT COORDINATING COMMITTEE
DES	DEPARTMENT OF ENGINEERING SERVICES
DHID	DEPARTMENT OF HOUSING AND INFRASTRUCTURE DEVELOPMENT
DMMU	DISASTER MANAGEMENT AND MITIGATION UNIT
EAPS	EMERGENCY ACTION PLANS
EPP	EMERGENCY PREPAREDNESS PLAN
FA	FIRE AUTHORITY
FAO	FOOD AND AGRICULTURAL ORGANISATION
FBO	FAITH BASED ORGANISATION
FRS	FIRE AND RESCUE SERVICES
FSU	FIRE SERVICES UNIT
GDP	GROSS DOMESTIC PRODUCT
GIS	GEOGRAPHIC INFORMATION SYSTEM
GRZ	GOVERNMENT OF THE REPUBLIC OF ZAMBIA
GWM&E	GOVERNMENT WIDE MONITORING AND EVALUATION
HR	HUMAN RESOURCE
LA	LOCAL AUTHORITY
LCMS	LIVING CONDITIONS AND MONITORING SURVEY
LFS	LABOUR FORCE SURVEY
M&E	MONITORING AND EVALUATION
MLG	MINISTRY OF LOCAL GOVERNMENT
NFRSP	NATIONAL FIRE AND RESCUE SERVICES POLICY
NFSTS	NATIONAL FIRE SERVICES TRAINING SCHOOL
PPP	PUBLIC PRIVATE PARTNERSHIPS
RTA	ROAD TRAFFIC ACCIDENTS
RTSA	ROAD TRANSPORT AND SAFETY AGENCY
SADC	SOUTHERN AFRICAN DEVELOPMENT CORPORATION
SDG	SUSTAINABLE DEVELOPMENT GOAL
URP	URBAN AND REGIONAL PLANNING
VPC	VILLAGE PRODUCTIVITY COMMITTEE
WDC	WARD DEVELOPMENT COMMITTEE
ZASTI	ZAMBIA AIR SERVICES TRAINING INSTITUTE
ZDA	ZAMBIA DEVELOPMENT AGENCY
ZIPAR	ZAMBIA INSTITUTE FOR POLICY ANALYSIS AND RESEARCH

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SECTION 1: INTRODUCTION

The responsibility of providing fire services is constitutionally an exclusive mandate of Local Authorities (LAs) while the mandate of protecting life and property in general is vested in the Zambia Police (ZP) Service. Conversely, the associated function of disaster and emergency response is by the same constitution assigned to national and provincial level government administrations. Above all, the moral responsibility of ensuring personal safety in day to day living is with individual and corporate citizens. Government in this regard plays a complementary role.

In view of the above, Local Authorities are expected to establish and equip appropriate institutions to effectively manage their respective fire risks and rescue needs with the support of citizens and other stakeholders. When fire occurrence results in general displacement of people or disruption of normal life, the support of provincial and national level government structures of administration can be invoked. The above activities require the presence of effective institutions, coordination, enforcement, and monitoring and evaluation mechanisms. However, until present, Zambia has had no fire and rescue service policy or parent statute to direct the management of Fire and Rescue Services (FRS) at national and sub-national level resulting in piece-meal interventions and largely unsatisfactory outcomes.

The commitment of the Government of the Republic of Zambia (GRZ) to providing a fire safe environment for the conduct of economic and social activities has resulted in the formulation of this National Fire and Rescue Services Policy (NFRSP). This policy provides the general intents of Government for the provision of fire and rescue services in the country. The policy sets a platform for the enhancement of fire and rescue service preparedness and rationalisation of management systems for safeguarding life and property as well as social, economic and ecological systems. It will contribute to the achievement of socio-economic activities and the development agenda across all sectors of the economy. This is in line with the aspirations of the Seventh National Development Plan (7NDP) through its implementation, coordination, monitoring and evaluation frameworks for national development programmes. The policy further seeks to establish clear lines of accountability for the relevant stakeholders and address the fragmentation of actions and efforts that impact on the delivery of fire and rescue services.

The intents and guidelines contained herein are premised on the broad consensus from extensive consultative processes undertaken from May through August 2017. This policy is thus the first most comprehensive document to guide the management of national fire and rescue affairs for Zambia.

This policy is being developed together with its implementation framework to minimise foreseeable implementation challenges that have often characterised policies in the country. It is also anticipated that a parent statute will be developed to provide legal backing for the essential intentions contained in this policy and make its implementation generally enforceable.

This policy is therefore structured as follows: Section One covers the “*Introduction*”. Section Two provides the “*Situation Analysis*” followed by the “*Guiding Principles*” in Section Three. Section Four gives the “*Vision*” while Section Five articulates the “*Rationale*” for the policy. Section Six

then sets out the “*Strategic Objectives*” of this policy. The “*Measures*” for the operationalisation of the objectives are covered in detail in Section Seven and finally the “*Implementation Framework*” is presented in Section Eight.

SECTION 2: SITUATION ANALYSIS

2.1 Economic, Social and Political Background

The desire or aspiration to transform Zambia into a strong and dynamic middle-income industrial nation that provides economic opportunities entails creating a conducive business environment for investment. Good risk management frameworks and protection of property are critical requirements and elements of an enabling business environment. Therefore, provision of efficient and effective fire and rescue services is a key consideration in investment decision making and is critical to the nation’s economic and social wellbeing.

Fire outbreaks can result in significant social and financial burden to society. The severity of the burden may vary from one geographic context to another depending on the level of economic development, population density and strategic importance of such an area.

2.1.1 The Economy and Fire and Rescue Services

In the decade 2000 – 2010, the Zambian economy experienced resilient and steady growth averaging 7.7% raising its economic status to lower middle-income country. This was largely due to the conscientious economic reforms of the 1990s and early 2000s. Since 2011, however, growth weakened to just above 3% per annum on average due, in part, to dwindling copper prices, energy deficits, slowdown in agricultural output and rising fiscal deficits.

Provincial or regional GDP statistics show that the Copperbelt and Lusaka regions jointly contribute more than half of the national’s GDP. According to Central Statistical Office (CSO) regional GDP figures for 2014, the two regions jointly contributed 56.8% to the national output followed by Southern, North-Western and Central regions contributing 9.5%, 8.2% and 7.2%, respectively.

The need to safeguard wealth, property and infrastructure against fire outbreaks or other hazards and ensure the continued functioning of the economy cannot be overstated. Although the economy continues to grow as observed in the foregoing, poverty has remained widespread with over half (54.4%) of the population living below the poverty line according to the Living Conditions and Monitoring Survey (LCMS) for 2015. Further, poverty continues to be predominantly a rural phenomenon at 76.6% compared to 23.4% in urban areas.

Research evidence on industrialisation and the risk of fire, done by Abir and Coleman (2014) (2006), shows a correlation between fire and rescue incidents and levels of economic activity. Based on this evidence and other observed variations in the level of economic activities across regions in Zambia, fire hazards or outbreaks in the urban setting are more likely to occur in the Copperbelt and Lusaka regions, which are also the most urbanised and affluent.

According to CSO GDP records on National Accounts for 2016, the wholesale and retail trade sector had been the biggest driver of growth in the economy averaging 19% between 2010 and 2014, before slowing down in 2015 and 2016, and subsequently being overtaken by other sectors, including construction, transportation and storage, financial and insurance services, arts, entertainment and recreation, electricity and water supply. Nonetheless, the growth in the sector is manifest in the ever-increasing number of shopping malls and market places being established, especially in urban areas. However, inspection of designated trading places both at construction and operating stages for safety compliance has not matched the growth of the industry. The result has been increased risk of fire outbreaks and other rescue challenges, in addition to the declining preparedness and capacity to contain any such occurrence. Thus, while the demand for fire and rescue services has increased, the capacities of most fire and rescue services have not been growing correspondingly and have in fact been reducing.

The construction industry has also contributed significantly to growth in the Zambian economy, registering an average growth rate of 6.9% from 2005 to 2014. The industry growth rate jumped from 10.6% in 2014 to 18.0% in 2015 but slowed down significantly to 9.3% in 2016. This growth is attributed to an increase in demand for residential, commercial and public infrastructure evident across the country. However, this growth has also not been matched by a parallel increase in fire and rescue standards monitoring leading to a rise in the risk and the incidence of fire (and accidents), especially at household levels.

2.1.2 Social and Demographic Relationships

The Living Conditions Monitoring Survey for 2015 show that Zambia's population is currently estimated at 16.4 million, with 58.2% of the people living in rural and 41.8% in urban areas. Regions of the country with higher economic activity have relatively larger populations than the rest. Lusaka has the highest population accounting for 18.3% of the national population, followed by the Copperbelt (15.1%) and Southern (12.0%) regions. Muchinga and North-Western provinces have the lowest population shares.

CSO Population and Demographic projections from 2011 to 2035 show that with decreasing mortality rates and improvement in the life expectancy, the Zambian population is expected to continue growing at a high rate (2.8% per annum), reaching 17.9 million by 2020 and 23.6 million by 2030.

Currently, rapid urbanisation is one of the greatest developmental challenges facing major cities and towns in Zambia. It exerts great pressure on urban institutions i.e. local authorities to avail more settlement and commercial space and provide public services, including fire and rescue services, against the already limited capacities to deliver. For instance, most buildings do not adhere to minimum fire safety requirements including fire safety features such as smoke detectors, fire alarm systems, emergency means of escape, and first aid firefighting equipment. With the country's urban population projected to reach 7.8 million by 2020 and 12.4 million by 2035, this situation is likely to degenerate if left unchecked.

In the absence of timely, reliable and integrated provision of fire and rescue services in both urban and rural areas, colossal losses in terms of property and human life are inevitable outcomes as fire incidents rise in tandem with growing populations. Evidence shows that household and related fires were the most common emergencies or incidents that fire brigades responded to in the period 2014-2016, followed by road traffic accidents (RTAs). This is according to countrywide Fire Brigade Administrative records from 2012 to 2016.

2.1.3 Forest and Rural Community Practices

Fire is an important land management tool. However, incorrect or criminal use of fire may lead to its catastrophic impact on the ecosystem resulting in loss of animal and human lives; social and economic social disruption; and environmental degradation. The increase in population in rural areas and around forests has changed the nature, type and classification of fire from being a means of survival to being a potential threat to the environment, property and human populations. World over, fire destroys millions of hectares of valuable timber and other forests products and environmental services provided by forest ecosystems every year. In Zambia, an estimated over 18.8 million hectares or 25% of total land area is burned every year (Sikaundi, 2013).

Further, research (2014) suggests that trends in increasing severe forest fires, lengthened fires seasons, increasing area burned and general changing dynamics of fire regimes and usage in rural areas are in part related to shifts in climate change. As temperatures increase, fire will become the primary agent of vegetation change and habitat conversion in many natural ecosystems. However, if not well managed, fire can often disturb ecosystems and lead to land degradation with undesirable effects on water resources and soil productivity. The combination of extensive late burning in the dry season, continued population growth, wood extraction and agricultural expansion have contributed to a dramatic increase in the rate of deforestation and environmental degradation. As a result, both forest resources and wildlife are impacted negatively by forest fires. Nonetheless, fire is used in the management of forests and wildlife habitats in Zambia through prescribed early burning.

The Urban and Regional Planning Act No.3 of 2015, places rural areas under the planning control of Local Authorities. However, this has mandate implications for Local Authorities as they may be required to look beyond the District Council boundaries with regard to fire and rescue service provision. A need has therefore been created for Fire Authorities (FA) to actively engage with all relevant institutions that deal with wildfire management. These would include the Forestry Department, Department of National Parks and Wildlife, and Traditional Authorities.

Local communities also require sensitisation on fire safety, prevention and suppression measures to transcend their role of victims of fire and become active partners with Fire Authorities. The Forest Act (2015) provides for the participation of local communities and community forest groups in the management of fire, creates responsibility on certain categories of persons to assist with firefighting and creates offences for failing to do so. However, additional work needs to be done in order to help communities fully understand these obligations.

Furthermore, there are currently situations in which fire certificates are issued for premises at which the building structures may be fire safety compliant, while little attention is paid to the fire risk posed by the surroundings. For example, lodges, hotels and resorts that are situated near bushland need to have the necessary measures in place to ensure that any fire outbreak in the surroundings can be managed and does not spread to the main building.

2.1.4 Fire and Insurance

Insurance is one of the main instruments available on the market for mitigating fire risks. Currently, however, insurance penetration in Zambia is generally low, estimated at 3% of the adult population. Further disaggregation shows that only about 2.8% of the population with insurance cover have fire-related insurance policies. On one hand, the insurance market is relatively underdeveloped and on the other, the public's willingness to pay for fire insurance is very low. This is largely because the perceived risk of experiencing a fire incident is so low that people will often take the chance that it will not affect them. There also exists a general lack of awareness about the benefits of insurance, limited insurance products and the high cost of premiums for available insurance products. Fire insurance is therefore important as the risk of fire is expected to increase alongside the anticipated growth in the economy and population, while the public fiscal space for mitigating any suffering that may arise from major fires remains constrained.

2.1.5 Fire and Rescue Services and Road Accidents

The increase in the level of economic activity in Zambia is closely associated with increased demand for transport services. Consequently, an increase in the frequency of road accidents has been observed over the years. Evidence shows a rise in the number of road traffic accidents (RTA) rescue incidents. With limited presence and availability of emergency and rescue services in transportation, ensuring the safety of persons on board a vessel involved in a road traffic accident becomes a difficult task.

According to the Global Status report for 2015 by the World Health Organisation (WHO), the rate of road traffic deaths per 100,000 population in Zambia is currently estimated at 24.7, which is one of the highest in Africa and across the world. Although evidence suggests fewer occurrences of fires resulting from road accidents, such incidents are still perilous and call for rescue services to be employed. In their research on road accidents involving fires and explosions, Egelhaaf, Wolpert and Linkute conclude that the combination of injuries and damage caused, and the possibility of fire increases the overall risk to the occupants of the vessel, property and persons in the vicinity. Further, transportation of chemicals and fuels can make the provision of fire and rescue services in such road traffic accidents a great challenge because these materials act as fire accelerants. Therefore, to ensure the safety of motorists and persons in the vicinity, road traffic accidents require timely and reliable emergency responses.

2.1.6 Fire and Public Health

The National Health Strategic Plan for 2011 to 2016 indicates that currently, burns contribute to many injury-related deaths in Zambia, alongside non-communicable diseases. The World Health

Organisation Fact Sheet for 2016 estimates that each year, over 265,000 people world over die from fire-related burns and/or injuries. Burns are the 6th leading cause of death among 5 - 14 year olds and the 8th leading cause of death among 15 - 29 year olds in low and middle-income countries. The vast majority of burns occur in low and middle-income countries, including Zambia, particularly in homes where 80-90% of cases are recorded.

Millions more suffer from burn-related disabilities and disfigurements, many of which are permanent and lead to personal and economic effects on the victim and their families. Often times, these effects limit people's functional abilities and their chance of leading normal and economically productive lives.

2.1.7 Politics and Fire

Zambia has been hailed as a beacon of peace and champion of democracy in Southern Africa by several international institutions, including the United Nations in Zambia. Since the attainment of independence in 1964, the country has witnessed a relatively stable political climate, during and after the political transition from one party to a multi-party state in 1991. There are a few recorded incidents where fire has been used to express civil grievances which have, in the process, led to the loss of life and destruction of public infrastructure.

The relative peace and stability that has prevailed in Zambia, along with the relatively low levels of fire incidents and accidents, had contributed to the lack of resolve to put in place a policy to guide the management of fires and rescue services in Zambia. Notwithstanding this, there is renewed political will and vigour for Zambia to formulate a policy to improve the national fire preparedness and rescue services.

2.2 Fire and Rescue Services Management

Currently, fire management in Zambia is government centred. This is evident in that most fire and rescue service provision in the country is done by District Councils for their areas of jurisdiction as mandated by the Local Government Act, Chapter 281 of 2010. This means that all District Councils must provide fire and rescue services regardless of when they were established or their financial capacity. This has led to a situation where some areas do not have fire brigades while those that have are providing fire and rescue services exhibiting wide variations in the level of service, which is predominantly low. Further, there is limited participation of the private sector. Community and volunteer involvement in fire management is also limited at all levels.

Apart from being government centred, fire management in Zambia is also primarily suppression focused. This means that efforts and resources are mainly targeted at the extinguishing of fires rather than their prevention. For example, there is an absence of guidelines on community and volunteer involvement in fire management. This approach is unsustainable because fire management is most effective at the source of an incident. Among the issues conspiring against the scaling of the pre-emptive approach are; the limited number of fire inspectors, the lack of enforcement powers for these to carry out their duties, a general lack of utility vehicles and

appropriate inspection kit, and lack of community awareness regarding good fire management practices.

Evidence from the field revealed that most designated premises lack the minimum preparedness for fire eventualities. For instance, most of them had either unserviced or dysfunctional fire extinguishers or none at all. In addition, most staff on the ground had no knowledge of how to use the first aid firefighting appliances available. Further, awareness about fire safety issues (including in schools and tertiary institutions) is generally very low. Most of the staff interviewed had no knowledge of the emergency number to contact the fire brigade in the event of a fire or rescue incident and stated that fire drills were never conducted and could not identify the sound of the fire alarm. In addition, all premises visited had not inducted or trained any fire marshals or wardens to oversee fire safety on the premises.

Fire management in the country is presently largely uncoordinated, with constrained communication and no systematic forums of discussion among key actors and stakeholders. This has led to ineffective and inefficient delivery of services. For instance, as a result of lack of coordination between fire and water authorities, fire brigades have been affected by unavailability of water, water rationing, and the absence or malfunctioning of fire hydrants in their operations. Fire operations have also been affected by the malfunctioning 993 toll free emergency line countrywide, as well as congested road networks which have led to delayed response to emergencies as a result of limited coordination among these actors and the Fire Authorities. Moreover, there is currently no coordinated plan of action among key actors to respond to incidents if and when they occur.

Currently, most fire brigades are critically under resourced in terms of personnel, equipment and infrastructure. This is mainly as a result of the limited support that the fire brigades receive from the District Councils under which they are established. District Councils themselves do not generate sufficient revenues to meet their budgetary needs and have to rely on the support of central government through the equalisation fund, of which only about 20% is earmarked for capital expenditure. Moreover, some District Councils do not even have the capacity to establish fire brigades to provide fire and rescue services in their area of jurisdiction.

Evidence from the field reveals a general lack of equipment and safety kits at brigades across the board. These deficiencies include the lack of utility vehicles, dedicated fire ambulances, marine rescue equipment, extrication gear, and uniforms including Personal Protection Equipment such as fire boots, chemical suits, fire tunics, heat shields, and self-contained breathing apparatus. This limits the ability of firefighters and rescuers to carry out their duties effectively and exposes them to hazards and health risks, particularly when they are exposed to fires, hazardous chemicals, road traffic accidents and drowning cases. Further, the available equipment and uniforms are unstandardized and sourced from different suppliers or donors hence may not be suitable to the local context.

Concerning fire station infrastructure, most fire brigades do not have appropriate and adequate fire station buildings with the necessary state-of-the-art technology for firefighting and rescue operations. This affects station operations and diminishes firefighter morale. Further, most of these buildings do not offer sufficient protection to equipment and do not portray a good image as to inspire public confidence in fire brigades. For instance, some are housed in improvised structures such as garages and old workshops. Furthermore, most fire brigades have not been able to decentralise and establish substations in response to growing demand for fire and rescue services.

Currently, fire brigades are inadequately staffed with each station having only about a quarter or third of their establishment filled. This has resulted in biased and unbalanced allocation of staff towards fire suppression activities at the expense of pre-emptive undertakings.

Further, most fire brigades lack effective management capacities and do not possess sufficient planning skills. For example, evidence from the field shows that most fire brigades do not have risk management and operational plans in place to assess and mitigate fire risks in their area of jurisdiction; clearly articulate their fire management agenda; and set milestones for efficient delivery of services. There is also an absence of fire and rescue service charters to inform the public of what to expect from fire brigades and evaluate their performance. These management inefficiencies contribute towards ineffective service delivery. This arises from the deficiencies of the firefighting curriculum at existing training facilities through which most of those firefighters that end up in management were trained. Moreover, specialised firefighting management courses are only accessible at the highest level of promotion examination of Station Officer, albeit to a limited extent.

Apart from managerial weaknesses, firefighters technical capabilities leave much to be desired as there are no strict professional qualification regulation in force. There are cases in which people engaged in fire and rescue services, both at public fire brigades and in the private fire support service industry, have no appropriate fire qualifications. There are cases where serving firefighter have no firefighting qualification as they were recruited first and have had to wait for years before receiving the opportunity to go for formal training. This is a major challenge for the officers in charge of fire brigades who often do not have much say on such recruitments and have to cope with the technical deficiencies of such staff.

Currently, firefighters have to contend with hostility from the public in the execution of their duties. This is partly because some sections of the community have adverse perceptions and low appreciation of firefighters' abilities to effectively provide fire and rescue services. For example, in some cases where the fire brigade arrives late at the scene due to challenges in locating the address of an emergency incident, the public may become hostile. This problem is exacerbated in informal settlements that are serviced by narrow and poorly constructed inner roads, making them inaccessible. Moreover, the inadequate security for firefighters as they discharge their duties at some fire scenes aggravates the situation. Nevertheless, the community in Zambia is generally highly affective and willing to assist, but they lack sensitisation and knowledge on how best to be

of assistance in the event of an emergency incident. The foregoing and the absence of a legal framework for the engagement of the community and individuals conspire to limit voluntarism in fire and rescue services in Zambia.

2.3 Institutions and Actors

The Constitution of Zambia vests the provision of public firefighting services exclusively in district councils. Accordingly, District Councils are to establish fire brigades through which these services are then actualised. Further, SI No. 121 of 1991 under the Local Government Act No. 281 of 2010 declares every district council to be a FA. The ministry responsible for local government is therefore also responsible for fire and rescue service administration.

Currently, the institutional framework for fire management is characterized by indistinct lines of accountability and fragmentation of funding and activities. As stated in Section 2.2, there are wide variations in the level of services provided across Fire Authorities. This results from a situation in which although every District Council is mandated to provide fire and rescue services, they often do not have the finances to recapitalise and sustain normal operations of their fire brigades. And in cases where these services are not provided, nobody is held accountable for the lack thereof.

Moreover, the low administrative prominence and authority of fire services in the current institutional structure, at both district and national level, inhibits effective operations. The capacity at the national level to oversee fire administration at the local level is currently substantially insufficient. By and large, sections that are responsible for fire administration at national level are inadequately staffed and have little budget influence to mobilise funds to support procurement of equipment and recapitalisation of fire brigades.

Aside from the ministry responsible for local government, other line ministries also have varying levels of fire safety mandates. These include the ministries responsible for Lands and Natural Resources; Water Development, Sanitation and Environmental Protection; National Development and Planning; Mines and Mineral Development; and Tourism and Arts. While the fire management functions of these ministries are interdependent and interdisciplinary, there is very little coordination among them, including coordination with Fire Authorities, resulting in a fragmented coordination framework.

These ministries are supported in their fire prevention and management functions by statutory departments, agencies and personnel that oversee and manage specific aspects of fire prevention and management. For example, the District Councils which operate as Fire Authorities, the Zambia Environmental Management Agency (ZEMA), the Forestry Department, the Planning Authority, the National Coordinator under the Disaster Management Act, the Minister responsible for Environmental Protection, fire inspectors, the security services and building inspectors. All of these functions have an inbuilt fire management element to them.

There are also private fire operators consisting mainly of industrial fire brigades and fire support service providers. Industrial fire brigades provide fire services in their respective industrial

environments, primarily owing to the inherent fire risk in industrial operations. However, these private brigades are not adequately regulated nationally and have no mandate to participate in public fire and rescue services provision. Nonetheless, informal arrangements for cooperation with the municipal fire brigades exist in some cases. Meanwhile, fire support service providers are the private providers of first aid firefighting equipment such as fire extinguishers, fire blankets, fire sprinklers and hose reels, as well as offering basic training on the use of this equipment. These too remain unregulated and some do not have appropriate fire and rescue services training.

Provision of fire and rescue services relies heavily on the support infrastructure provided by water, electricity, and telecommunications utilities. However, there is limited coordination among these institutions and Fire Authorities, a situation which conspires to constrain the effective delivery of fire and rescue services.

Currently, there are two (2) public institutions providing training for firefighters in Zambia. These are the National Fire Services Training School (NFSTS) and the Zambia Air Services Training Institute (ZASTI). Other training institutions providing training in specific types of fire management exist, for example the Zambia Forestry College. However, the absorption capacities at these institutions are not commensurate with manpower demands of the fire and rescue service providers. They are severely under-resourced in terms of infrastructure, training aids and staffing leading to ineffective training at the national level. As a result, much of the firefighting workforce possesses only basic training in firefighting, most of which is primarily fire suppression focused.

Furthermore, the level of firefighting qualifications offered at the existing training institutions are low compared to international standards. Curriculum reviews are currently not undertaken on a regular basis, and there is limited collaboration among fire training institutions, both locally and internationally. In addition, instructors at the existing training institutions do not currently possess the necessary qualifications to allow them to teach courses for high qualifications such as diplomas and degrees. Further, the courses that are offered at the training institutions are basic and do not fully equip firefighters to comprehensively discharge their duties.

The community is another key stakeholder in fire management. However, as earlier stated, their participation in fire management is currently limited and no formal structures exist to coordinate what little participation there is. There is also no framework for engagement of volunteers, a valuable resource that could augment the manpower at brigades. Some provision is made for the participation of local communities and community forest groups in the management of fire. However, this is currently insufficient to effectively manage the fire risk and deal with fires in their initial stages when they occur.

From the foregoing, it is evident that the institutional framework governing fire and rescue service provision is weak and fragmented. It is therefore necessary to restructure and strengthen coordination among key actors and stakeholders to eliminate bottlenecks and enhance delivery.

2.4 Legal Framework

The Constitution of Zambia establishes firefighting as a local government function. The Local Government Act No. 281 of 2010 and its subsidiary legislation, the Local Administration (Fire Services) Regulations – Statutory Instrument (SI) No. 121 of 1991 and the Local Government (Fire Inspectors and Fire Officers) Order of 2012, are the core statutes governing fire management in Zambia.

The Local Government Act of 2010 provides for the establishment of fire authorities and mandates Government to make financial grants to relevant local councils for fire services. Further, the Act directs District Councils to establish and maintain firefighting and prevention services and to take measures that protect life, property, and natural resources from damage by fire. District Councils are further mandated to control the manufacture, storage, sale and use of petroleum, fireworks, gas and other combustible and dangerous substances. In addition, Section 107 (d) of the Act empowers a fire authority to “enter into arrangements with other fire authorities or other organizations for mutual cooperation and assistance.”

The Local Administration (Fire Services) Regulations, SI No. 121, establish all District Councils as fire authorities, and mandate the establishment of a fire brigade at every fire authority. The Regulations also govern the issuance of fire certificates, prohibiting the occupation of “designated premises” (such as hospitals, schools, hotels, lodges, offices, and shops) without a fire certificate. While the Regulations are the chief legislative instrument governing fire management in Zambia, they do not have inbuilt enforcement mechanisms. Field responses indicate that low compliance with existing fire regulations is a major challenge. This low compliance is exacerbated by the fact that fire authorities have virtually no enforcement powers. Even where it is conclusively established that the Regulations have been broken, fire authorities are not able to take any punitive measures against offenders. There is in effect therefore, no sanction for non-compliance. While fire inspectors are empowered by the Regulations to conduct inspections on designated premises, the lack of enforcement powers renders these powers largely ineffective.

The Regulations permit private participation in fire and rescue services by stating that “where permission of the Local Government is obtained, other Non-Governmental Actors can provide fire management and fighting services.” While this provides the basic legal infrastructure for private participation in fire and rescue services, this framework needs to be developed further. Field visits make it clear that Government is not able to meet all of the nation’s fire and rescue service needs. A framework to allow for the participation of the private sector and other actors must therefore be put in place.

The Local Government (Fire Inspectors and Fire Officers) Order of 2012 provides for the appointment of fire inspectors. The Order Gazettes and authorises, for a period of three years, named fire inspectors to enter any public premises in their respective council areas, at any reasonable time, for the purposes of carrying out fire prevention inspections. However, the Order

becomes obsolete overtime due to varying life circumstances such as death and retirement, as well as delays in promulgating a new Order after the expiry of the three year period.

Other pieces of laws and legislation impacting on management of fire and rescue services include the following:

The Urban and Regional Planning Act of 2015 provides for the development and planning of urban and regional processes and systems. It mandates the Planning Authority to have due regard to measures taken to ensure safety of a development for which a development permit is sought. Further, the Act provides that when granting a development permit, the planning authority can impose conditions that concern the safety of the development.

The Forest Act of 2015 promotes the participation of local communities and Community Forest Groups (CFGs) in fire management. In addition, it prohibits the lighting of fires in a forest without requisite permission. The Forest Act also makes it mandatory for persons over the age of 18 years to assist with firefighting and rescue, and makes the failure to do so an offence. Nonetheless, this Act does not waive liability for these volunteers and does not provide compensation for any injuries sustained in the course and scope of volunteering activities. Further, although the Forest Act promotes community engagement in fire management, Community Based Fire Management (CBFiM) strategies, norms and standards are not fully developed in the Act, or elsewhere in the legal framework. Since fire prevention and response occurs most effectively at the site of incident, any fire management regulatory regime that excludes the community's role in fire prevention and management is incomplete.

The Environmental Management Protection Act of 2011 provides for integrated environmental management and the protection and conservation of the environment as well as the sustainable management and use of natural resources. It further mandates the minister responsible for natural resources, in consultation with the Zambia Environmental Management Agency (ZEMA), to prepare guidelines for the management of fire.

The Disaster Management Act of 2010 provides for the maintenance and operation of a system for the anticipation, preparedness, prevention, coordination, mitigation, and management of disaster situations. The Act establishes the Disaster Management and Mitigation Unit (DMMU) and provides that the National Coordinator must maintain records that show the location of all firefighting and rescue units in the country.

The Occupational Health and Safety Act of 2010 provides for the health, safety, protection, and welfare of persons at work. It provides for the health and safety duties of manufacturers, importers and suppliers of articles, devices, items and substances. However, the Act does not explicitly address the safety of firefighters and rescue operators. Evidence from the field shows that fire and rescue personnel in Zambia are not adequately incentivized to perform what can be life threatening functions. This has serious implications for both compliance and enforcement. The lack of an

explicit risk allowance and insurance can all serve to diminish morale in firefighting and rescue services.

The Petroleum Act of 1995 addresses the risk of fire in the petroleum sub-sector. It regulates the importation, conveyance and storage of petroleum and other inflammable oils and liquids. In addition, the Act provides for the prevention of fires in relation to the procurement, storage and distribution of petroleum. However, the Act does not explicitly address the rampant misuse and illegal sales of combustible substances including petroleum which is widespread countrywide and proceeds largely with impunity.

The Roads and Road Traffic Act of 1995 provides for the care, maintenance and construction of roads, as well as for the control of motor traffic and the safety of road users. It exempts fire engines from speed limits and gives these vehicles right of way on Zambians roads. In addition, the Act prohibits the parking of vehicles next to fire hydrants. However, the Act does not address the chain of command and other issues of coordination between Fire Brigades and other law enforcement agencies during Road Traffic Accidents (RTAs).

The Factories Act of 1994 provides for the regulation of factories, including provisions relating to the prevention and management of fire. It delineates provisions and standards relating to fire-drills and special safety arrangements for the prevention of accidents. In addition, the Act provides for precautionary measures to be taken in relation to explosives and other inflammable substances.

The Public Health Act, Chapter 295 of the Laws of Zambia promotes fire safety measures in buildings. Section 75 Regulation 33 provides that “all steel, iron or other metal work used in the construction of a building shall in respect of strength and other qualities be approved by Local Authorities”. The Act further provides that where required by Local Authorities, all such metal shall be surrounded and suitably protected against fire by cement or other fire-proofing materials at least 2.54 cm thick. In addition, buildings of combustible materials should be at least 25 feet from other buildings or adjoining plot boundary.

The Theatres and Cinematography Exhibition Regulations of 1994 also promote fire safety in buildings, particularly in theatres and cinemas. They provide that floors in theatres must be fire resistant and that iron and structural work must be protected against fire. In addition, the Regulations provide for the existence of specified fire appliances in theatres. These Regulations state that the erection or alteration of a theatre must be approved by Fire Inspectors.

As clearly shown, there are several statutory provisions and regulations governing fire in Zambia. However, none of these provisions empower fire inspectors to close non-complaint premises or impose punitive measures of any kind. This partly explains the endemically low levels of compliance with building standards and other fire safety regulations.

2.5 Cross Cutting Issues

2.5.1 Gender

The Zambian Constitution forbids discrimination of people on the basis of gender. However, a quick survey of the staffing in fire brigades reveals that the representation of women in fire and rescue services remains relatively low, estimated to be in the region of 5.9%. The physical nature of the job and the conditions of service are among the issues conspiring to the side-lining of women from participating in firefighting and rescue services.

Nevertheless, the women that are in active employment in fire and rescue services are generally content with the support they receive from their male colleagues and superiors during training and in executing their duties. During training, no special treatment is given as it is understood that anyone entering the service must be able to perform to the requisite level. Likewise, female firefighters in active employment are not provided special treatment, but compete with and work alongside their male counterparts; but shift accommodations are provided for pregnant or breast-feeding female firefighters.

Evidence from the field indicates that there is ample opportunity for advancement within the service, regardless of gender, as long as one performs diligently in their work. For example, there are women who have risen from firefighter to the ranks of Deputy Chief Fire Officer (DCFO), Chief Fire Officer (CFO) and Chief Instructor at training institutions.

Notwithstanding the above, challenges still exist for women. While their male colleagues in the service are supportive overall, some brigades harbour perceptions that female firefighters cannot perform to the same level or ability as men. This perception is compounded by public perception; the public may view female firefighters as innately inadequate and unable to perform to expectation.

Currently, the facilities in training institutions and the workplace are in need of engendering broader female participation. Boarding facilities at training institutions were designed without factoring in female trainees thereby resulting in excessive overcrowding in the limited hostel space available for females. The experience is similar with female firefighters in fire brigades; female firefighters often share restrooms and ablution facilities with their male colleagues. It is evident from the foregoing that the female firefighters face more challenges in their work compared to their male counterparts.

While female firefighters may not experience direct or deliberate discrimination in the service, there is still need to support them and encourage their active participation or involvement in the service. As conditions are improved for fire-fighters across the country, there will be need to ensure that female firefighters do not face additional entry barriers.

2.5.2 Disability

The laws of Zambia forbid the discrimination of disabled persons on the basis of their disability. It is therefore essential that measures undertaken in fire management also duly cater to the needs of people with all forms of disabilities. Currently, there is generally limited support provided to people with disabilities in their day-to-day lives, including in the event of fire and rescue incidents. For example, in the event that there is need to evacuate a building, evacuation procedures must be inclusive to both able-bodied and disabled persons.

2.5.3 Environment

Like many other countries, Zambia has been grappling with addressing and adapting to climate change. Not only does climate change impact urban areas, but it affects rural communities, where consequences might be worse off. It is now widely acknowledged that climate change has contributed to transformation in major ecosystems. Most of the traditional and indigenous fire practices have become environmentally unsustainable. Research undertaken by Hollingsworth, Johnson, Sikaundi and Siame (2015), shows that understanding the role that fire plays in climate change as well as its role in various strategies used to mitigate the effects of climate change, has become essential in the successful management of fire.

Zambia is currently developing climate change mitigation and adaptation strategies designed primarily to slow down the degradation of natural forests in the country. This has resulted in an energized focus on climate change mitigations in regions where the majority of livelihoods and ecosystem services are derived from forests and agricultural land.

In Zambia, wild fire management is primarily the responsibility of the Forestry Department, the Department of National Parks and Wildlife, ministries responsible for livestock and agriculture, ministry responsible for chiefs and traditional affairs, and the traditional authorities. All these have varying mandates concerning wildfire management but, as earlier stated, there is very little coordination among them.

Traditional authorities have informal legal and regulatory systems that govern fire usage in their jurisdictions which are not formally enforceable. Further, there is gradual weakening of the authority of the traditional authorities, making enforcement of the laws problematic. This may be compounded by the lack of understanding and appreciation of the effects of wild or bushfires.

2.5.4 Technology

Firefighting technologies have developed from the simple use of water to a range of advanced and sophisticated technologies to extinguish fires. These modern-day firefighting technologies include thermal image cameras, fire helmets, C-thru Smoke Diving Helmets, imaging and data drones, fire shields, mist sprinklers and GPS systems, among others. However, the firefighting industry in Zambia has not been moving at the same pace as global technological advancements and therefore, remains largely dependent on simple and outdated technologies. Even the collection, capture, inputting and storage of vital fire and rescue service and other administrative data is entirely paper-based for most fire brigades across the country as there are often no computer or electronic

database systems in place. This situation complicates fire and rescue services monitoring and evaluation processes, and makes it difficult for lessons to be drawn from each incident or accident. Adoption and implementation of modern technologies in fire and rescue services administration is therefore an integral part of the evolution and transformational processes for fire and rescue service provision in Zambia.

SECTION 3: GUIDING PRINCIPLES

The fundamental principles invoked to guide the successful implementation of this Policy are as follows:

- (i) **Accountability and Transparency:** Define the stakeholders and make their roles clear and provide information in a timely and open manner to all stakeholders relating to fire management;
- (ii) **Credibility:** Ensure that the delivery of fire and rescue services is in accordance with the pledges made in the respective service charters of Fire Authorities;
- (iii) **Conformity:** The implementation of the policy aligns with the Constitution of Zambia, which spells out the overall institutional context for the provision of fire and rescue services; the aspiration of the Vision 2030 which seeks to, among others, achieve total adherence to principals of good governance and provide a safer and more secure Zambia; the Sustainable Development Goals, Goal 11 aimed at “*making cities and human settlements inclusive, safe, resilient and sustainable*”; and the Seventh National Development Plan’s implementation, coordination and monitoring and evaluation frameworks for national development programmes;
- (iv) **Decentralisation:** The devolution of fire and rescue services institutions and programmes to the local government in line with the aspirations of the Decentralisation Policy of 2002;
- (v) **Equity:** To ensure equitable access to fire and rescue services to all stakeholders within the jurisdiction of the Fire Authorities, Government shall workout mechanisms for decentralisation with special attention to population, economy and strategic importance;
- (vi) **Gender:** To facilitate increased participation of females in firefighting and rescue services;
- (vii) **Inclusivity:** Government shall give recognition and facilitate for inclusivity in planning, designing, implementation, monitoring and evaluation of fire and rescue service provision and the input of fire and rescue service scrutiny in all development plans including those of Government;
- (viii) **Partnership:** The state shall facilitate for strengthened and coordinated private sector and community partnership in the delivery of fire and rescue services;
- (ix) **Performance:** Ensure results-orientation in the execution and delivery of fire and rescue services;
- (x) **Responsiveness:** Government will ensure that fire and rescue service delivery evolves and is sensitive to the developmental needs of the citizenry;
- (xi) **Sustainability:** Ensure that development of fire and rescue services preserves the present natural and man-made wealth to bequeath the future generation;

- (xii) **Timeliness:** Government will ensure fire brigades will make specific effort in establishing and strengthening quick response mechanisms to reach the emergency scene in a timely manner after it is reported.
- (xiii) **Traditional values:** Promote innovativeness in incorporation of traditional practices and values in the national fire management framework; and
- (xiv) **Voluntarism:** Government will harness the goodwill of members of communities to augment the capacities of Fire Authorities in light of the glaring staffing challenges that fire brigades are currently faced with.

SECTION 4: VISION

Fire safe communities; where fire management and rescue services provision is *efficient, effective* and *participatory*.

SECTION 5: RATIONALE

This policy is borne out of the increasing national and international recognition of the need to adopt and implement integrated policies and programmes that are inclusive, multispectral, resource efficient, mitigating, resilient and adaptable to climate change.

Zambia currently has no fire and rescue services policy to direct fire management at national level resulting in piece-meal interventions and unsatisfactory outcomes. Evidence shows that occurrence of fires in Zambia has been on the rise alongside the growing economy and population. Some of the most common fire occurrences involve households, traffic, business premises and wildland. Conversely, the capacity to manage such fires has not increased in tandem. In fact, there has been a deterioration of fire and rescue service provision at all levels resulting in extensive damage and loss when fires of certain magnitude occur. Fire brigades do not have sufficient equipment, station infrastructure and personnel to adequately deal with fires. Evidence from the field reveals that fire brigades have not successfully extinguished a major fire, with minimum damage to the property affected, in recent times.

Evidence also shows that most public institutions in the country apart from the industries and banks do not have the minimum preparedness for fire eventualities. This is largely due to the inadequate capacities of the fire brigades to undertake inspections and enforce the existing fire standards and regulations. Further, most small and medium enterprises were found to have no coping mechanisms in the event of a devastating fire incident, as insurance penetration remains substantially low.

Fire management in Zambia has also not kept pace with the changes in the natural environment brought about by climate change. Due to these changes, the effects of fire on the ecological system are significantly more devastating to rural populations and their livelihoods. This has in turn stimulated rural urban migration and encouraged the proliferation of informal settlements in urban centres resulting in an increased fire risk profile.

Finally, the requisite coordinating mechanisms in the fire management frameworks are weak or non-existent. Moreover, most fire brigades require enhancement of management capacities and all do not have operational plans. There are no formal arrangements for the involvement of volunteers or participation of the communities in the management of fires except in forest management, albeit even this is in a limited manner.

A strategic approach is thus required to comprehensively manage the national fire agenda. There is need to realign and strengthen institutions and coordinating mechanisms; to invest in more equipment and appliances; to invest in training of more professional and auxiliary firefighters; to procure Personal Protection Equipment (PPE) for these firefighters to effectively carry out their duties; and to increase the overall capacity to examine public facilities and building plans for compliance, among other actions.

Through this policy, Government will facilitate more effective and efficient delivery of fire and rescue services moving from a suppression focused approach to a preventative one. The policy intends to complement the sectoral efforts in fire management and make fire preparedness and management, and rescue services an integral part of the development process through integrated and multi-sectoral engagements.

SECTION 6: STRATEGIC OBJECTIVES

The aim of this Policy will be achieved by the pursuit of five (5) strategic objectives set out as follows:

- (i) To provide timely, coordinated, effective and sustainable fire and rescue services that are prevention focused;
- (ii) To resource, equip and raise the administrative prominence of fire brigades;
- (iii) To establish a framework for better coordination of forest, wildlife, agriculture and rural community fire management stakeholders;
- (iv) To strengthen and realign existing institutions, and establish new ones, to effectively coordinate fire management and ensure preparedness at national and sub-national levels; and
- (v) To establish a robust legal framework that will effectively support the implementation of this policy.

SECTION 7: MEASURES

7.1 General Fire Management

In order to provide timely, coordinated, effective and sustainable fire and rescue services that are prevention focused, Government will pursue the following measures;

- a) To establish an inclusive and multi-sectorial approach in fire management through;

- i. Development of Emergency Preparedness Plans (EPP), which include the establishment of an Incident Command System, at national and sub-national levels
 - ii. Formulation of institutional operational plans at the level of fire brigade that clearly articulate the fire management agenda, set milestones for efficient delivery of services, and develop clear funding options
 - iii. Formulation of risk management plans by fire authorities to assess and plan for potential fire and rescue incidents arising
 - iv. Development of domestic fire and rescue services charter at fire brigades
 - v. Development of an inter-operability plan outlining chain of command to be followed in conjunction with other emergency services (e.g., police) during a major incident or disaster
 - vi. Conducting regular evaluations of the performance of fire brigades through public consultations on fire and rescue service delivery through the various forums available at the local level
 - vii. Establishment of a forum constituted of all agencies with a fire management mandate at district level to deliberate and plan for effective and inclusive fire and rescue service delivery
 - viii. Submitting fire agenda regularly to relevant multi-sectoral planning and coordination mechanisms of Government such as Village Productivity Committees (VPCs), Ward Development Committees (WDCs) and District Development Coordinating Committee (DDCCs)
 - ix. Establishment of Community Fire Brigades (CFBs)
 - x. Production of CBFiM manuals for both urban and rural areas, including residential areas, designated premises, office parks, markets and bus stations, grasslands and forests
 - xi. Conducting in-house gender sensitivity workshops at fire brigades
 - xii. Conducting gender sensitive firefighter recruitment advertisements.
 - xiii. Building equitable fire station facilities such as restrooms and ablution for both female and male firefighters
 - xiv. Establishment of fire committees in public places such as markets and bus stations.
- b) Ensure that response of fire brigades to emergencies are timely, reliable and comparable to the international norms and standards through;
- i. Convening collaborative meetings with water utilities (including private water owners) to provide adequate access to water for firefighting through open sources and workable fire hydrants and exhuming buried fire hydrants
 - ii. Establishment of a task-force to resolve the defective 993 toll free fire emergency line
 - iii. Convening collaborative meetings with health authorities to ensure that their ambulances turn out as required during fire and rescue incidents

- iv. Convening collaborative meetings with RTSA and police to facilitate green-waves in the routes to be used in emergency responses
 - v. Advocating for completion of the national addressing and postcode system for easy identification of fire and rescue scenes
 - vi. Establishment of fire sub-stations to reduce travel distance in responding to incidents
 - vii. Development of a national Fire and Rescue Services Code outlining timelines and response measures
- c) To engender a transformative shift from suppression-focused to preventive focused fire management regime through;
- i. Undertaking a mapping exercise to determine fire risk areas for effective and efficient allocation and use of resources for planning, prevention, implementation and monitoring of fire and rescue services activities
 - ii. Advocating for revision of minimum fire safety requirements of buildings to include fire safety features such as smoke detectors, fire alarms, fire doors and fire sprinklers, among others depending on their level of occupancy
 - iii. Undertaking regular and comprehensive compliance inspection of designated premises including flats and maisonettes
 - iv. Engagement of civic leaders and rural communities in formulation and implementation of fire safety prevention measures
 - v. Promotion and engagement of community and volunteers in fire management
 - vi. Induction and training of fire marshals/wardens in both rural and urban communities and in strategic institutions and installations
 - vii. Conducting fire and rescue services sensitisation programmes through the media, including fire safety at household level
 - viii. Conducting road shows for sensitisation of general public on fire and rescue services
 - ix. Introduction of fire safety and prevention programs in schools and tertiary institutions
 - x. Development and implementation of staff development programmes aimed specifically at sufficiently increasing the number of fire inspectors across the country
 - xi. Development of guidelines for screening of management and technical staff qualifications for all fire and rescue service providers
 - xii. Establishment of regulatory mechanisms for private fire support service providers that includes specific fire service provider certification and training
 - xiii. Establishment of standards for fire management equipment
 - xiv. Conducting occasional road traffic fire preparedness inspections jointly with the traffic authorities.

- d) To resource, equip and raise the administrative prominence of fire brigades by;
- i. Ensuring that all fire brigades are housed in appropriate and modern fire station buildings
 - ii. Establishment of a minimum stock of both firefighting and Personal Protection Equipment (PPE) required for any fire brigade of a particular grade to function
 - iii. Facilitating the procurement of appropriate firefighting equipment, utility vehicles and dedicated fire ambulances for all fire brigades across the country
 - iv. Ensuring procurement of rightsized firefighting equipment to serve the highly inaccessible informal settlement in which about 70% of the urban population reside
 - v. Establishment of a minimum firefighter to population ratio and firefighter to regional GDP ratio across regions
 - vi. Ensuring that all fire brigades are equipped with appropriate radio communication systems
 - vii. Provision of requisite marine rescue equipment, particularly for fire brigades that have higher risk of drowning and other water related incidents
 - viii. Standardising the supply of both undress and combat uniforms for professional firefighters and volunteers across the country
 - ix. Ensuring that fire brigades in major cities with high rise buildings are equipped with additional state-of-the-art technologies such as imaging and data drones, thermal imaging cameras, turntable ladders, fire helmets, C-thru Smoke Helmet and fire shields
 - x. Establishment of research and development, and forensic fire investigation facilities for fire brigades

7.2 Rural and Forest Fire Management

In order to achieve better coordination of stakeholders on forest, wildlife, agriculture and rural community fire management, Government will pursue the following measures;

- a) Establishing frameworks for coordination among major fire stakeholders such as ministry responsible for agriculture, Department of National Parks and Wildlife, Forestry Department, Water Resources Management Authority, Fire Authorities and Traditional Authorities by;
 - i. Development of multi-sectoral fire sensitization programmes that include promotion of good agricultural (e.g., control fire breaks), forestry and wildlife management practices and sustainable rural livelihoods targeting rural communities
 - ii. Development of joint fire risk assessment tools for rural areas, including urban establishments that are surrounded by bushland and other vegetation that may pose a fire hazard

- iii. Ensure that comprehensive inspections of designated premises and their surroundings are conducted where bushland and other vegetation may pose a fire hazard
- iv. Develop forests fire management guidelines and/or plans for all forest areas such as plantations, open forest areas, forest reserves, national parks, game management areas and heritage sites
- v. Establishment of collaborative relationships with other agencies with a fire mandate in rural areas such as Forestry Department and Department of National Parks and Wildlife at district level to better address the increased mandate of Fire Authorities under the URP Act No.3 of 2015
- vi. Procurement of geographic information system (GIS) technologies for monitoring fire in rural areas
- vii. Promote and strengthen research in forest and rural community fire management

SECTION 8: IMPLEMENTATION FRAMEWORK

8.1 Institutional Arrangement

The implementation of this Policy will be led by the ministry responsible for Local Government through Local Authorities, with greater participation of the private sector, the community, and other stakeholders in fire and rescue service delivery. Specifically, Government will implement the following measures:

8.1.1 Establishment of New Institutions

Fire and Rescue Services Council

Establish a Fire and Rescue Services Council as a statutory body to regulate, coordinate, and monitor the overall management of fire service provision across the country. Such oversight will include regulation of private fire support service providers and private fire training programs and schools through the ministry responsible for local government. Further, the Council will be responsible for administering established regulations outlining an accountability framework for the provision of fire and rescue services. Additional details on the Fire and Rescue Services Council and its establishment are discussed in the Legal Framework in Section 8.2.1.4 below.

8.1.2 Realignment of Existing Institutions

Anchor the fire agenda in the Government's multi-sectoral, bottom-up development planning mechanisms through the Village Productivity Committees, Ward Development Committees, and District Development Coordinating Committees, to scale up the fire and rescue services dialogue. Representation on the aforementioned Committees will provide a platform for coordination with other stakeholders in the effective delivery of fire and rescue services. Examples of stakeholders also represented in these Committees that will be relevant for improved stakeholder coordination include utility companies and traditional authorities.

In addition to the already existing committees, specific committees centred on fire and rescue service provision will be formed at district level to coordinate all actors with a fire mandate in each district. The secretariat of these committees will be the respective district councils who will ensure that regular meetings are convened, and that records of the various resources held by each member represented are kept up to date.

8.1.3 Strengthening of Existing Institutions

1) Institutional Structures responsible for fire and rescue service delivery

The various institutional structures with the mandate to oversee fire and rescue service delivery at national and sub-national levels must be given increased administrative prominence and authority in order to be able to effectively carry out their mandate. At the national level, this strengthening will allow for the effective execution of such functions as fire brigade inspections; administration of a monitoring and evaluation (M&E) framework in line with the Government wide M&E system, as detailed in Section 8.4; overseeing resource mobilization as outlined in Section 8.3; and the procurement of firefighting equipment and vehicles for fire brigades across the country.

Meanwhile, at sub-national levels, increased administrative prominence will ensure the effective discharge of all activities required for efficient fire and rescue service provision in the area of jurisdiction. This will allow for increased advocacy for the fire and rescue services agenda at the various committees to help facilitate stakeholder coordination as outlined in Section 8.1.2. It would also allow for effective planning and budgeting of activities for fire brigades, including preparation of operational plans and overseeing activities across all substations established within the area of jurisdiction, amongst other responsibilities.

2) Fire and Rescue Training Institutions

Their role is to provide firefighting and rescue training mainly for individuals recruited into the public fire and rescue services. In order to effectively support human resource capacity building for the fire and rescue sub-sector in the country, Government shall undertake the following actions;

- i. Transforming existing training institutions into ultra-modern, fully equipped training facilities
- ii. Elevating the level of firefighting qualifications offered at the training institutions to an internationally comparable level through acquisition of national and international accreditations
- iii. Establishing collaborative relationships with institutions of higher learning in the country for the provision of higher level qualifications that are unavailable at current training institutions such as fire engineering
- iv. Raising the minimum qualifications of instructors (for example from certificate level to diploma or degree) to at least a level above programmes offered at training institutions by providing staff development bursary support

- v. Introducing new courses that are vital to the modern fire and rescue services context such as executive management, forensic fire investigation, advanced fire protection and marine rescue in the curriculum
- vi. Undertaking regular curriculum reviews involving national and international stakeholders
- vii. Development of exchange programmes with international institutions to enrich the local training approach
- viii. Providing all new firefighter recruits with training prior to deployment to brigades

3) District Councils

The role of the District Councils in the provision of fire and rescue services is to establish, operate and maintain fire brigades in their areas of jurisdiction. Government shall therefore implement the following measures in order to strengthen the role of District Councils in carrying out these duties:

- i. Require the administration of fire and rescue services for districts without an established fire brigade or fire engine to fall under the nearest and most accessible district with the requisite capacities. The District Councils involved shall therefore be required to enter into binding agreements on the terms for cooperation and assistance
- ii. Develop procedures and guidelines for decentralization and the establishment of substations to facilitate equitable provision of fire and rescue services to all its populations
- iii. Embark on human resource capacity building programmes for firefighting and rescue personnel by
 - (a) Developing human resource development policies and manuals
 - (b) Providing opportunities for firefighting and management skills advancement both locally and internationally

4) Private Sector

These include industrial and other non-profit fire brigades, as well as commercial fire brigades and other private fire support service providers. The insurance service providers are also an integral part of the fire management framework. To foster wider participation of the private sector in fire management, Government shall pursue the following measures;

Industrial and other non-pay fire brigades

- i. Develop guidelines for the engagement of industrial and other non-pay and fire brigades by Fire Authorities
- ii. Formalise existing and establish new fire suppression and rescue service collaborations between Fire Authorities and industrial and other non-pay fire brigades

Commercial brigades

- iii. Develop guidelines for establishment of commercial fire service provision as detailed below, in Section 8.2.1.6
- iv. Establishing a compensation mechanism for commercial fire service provider engagement
- v. Service level agreements for commercial brigades with Fire Authorities

Insurance service providers

- vi. Promote an enabling environment for deeper penetration of fire insurance services by encouraging insurance service providers to structure responsive products for groups conducting business in commercial, industrial and trading premises, including public markets and bus stations.

Corporate social responsibility

- vii. Encourage and incentivize private developers to support fire and rescue service provision within the community, for example through capital investment.

5) The Community and volunteers:

The role of the community and volunteers in adequate fire management cannot be understated. They present an important resource to augment the capacity of local public brigades. To encourage community and volunteer participation, Government shall establish a framework to promote and encourage voluntarism and Community Based Fire Management (CBFiM) by;

- i. Ensuring that all fire brigade operational and Annual Work Plans clearly articulate community engagement
- ii. Establishing procedures and guidelines for the engagement of volunteers into the fire services

6) Auxiliary Actors

These include actors with a mandate in fire and rescue management, or those who provide some form of support to the fire brigades in the execution of their duties. Among these are the:

- i. Ministry responsible for water – to provide fire hydrants and water for firefighting,
- ii. Ministry responsible for energy – to provide technical support in the case of fires involving electrical installations
- iii. Ministry responsible for communication – to provide dedicated lines of communication to fire brigades.
- iv. Ministry responsible for home affairs – to provide crowd control services during fire and rescue incidents
- v. Ministry responsible for defence and security forces – to provide rescue services outside the mandate of the fire brigade

- vi. Ministry responsible for road infrastructure – to provide access ways into communities which are suitable for fire and emergency response purposes
- vii. Ministry responsible for regulation of building materials – to ensure that fire safe materials are used in building and construction
- viii. Ministry responsible for health – to provide ambulance support services during emergency response
- ix. Ministries responsible for natural resources, including Forestry Department and Department of National Parks and Wildlife – to collaborate with Fire Authorities in the provision of fire and rescue services to rural areas following the extension of Fire Authorities’ mandate under the URP Act No.3 of 2015

For the coordination of these and other stakeholders, Government shall establish a framework to promote effective engagement and efficient fire and rescue services delivery by developing guidelines for stakeholder engagement which outline response measures at national and sub-national levels.

8.1.4 Other public stakeholders

Cabinet Office:

To provide policy direction and approval of policy recommendations

Parliament:

To provide oversight functions to the policy implementation process, plans and budgets

Other Line Ministries:

To provide coordinated and multi-sectorial support to fire and rescue services by ensuring that their fire and rescue mandates or support services are effectively implemented

Traditional Authorities:

Provide input into the formulation and implementation of CBFiM

8.2 Legal Framework

An audit of the legal framework governing fire management in Zambia reveals several impediments to the successful implementation of the policy. The Government’s responses to addressing these challenges are discussed below.

8.2.1 Enact a Fire Statute

The most significant impediment to the successful implementation of the policy is a lack of a principal fire statute. The realisation of the measures articulated in this policy requires that an effective legal framework is put in place to secure the objectives enumerated. Since a policy is not a law, enabling legislation to underwrite the implementation of the policy is paramount.

The Government will endeavour to enact a fire statute that can provide a cohesive and coherent framework for the prevention of and response to fire incidents, as well as the establishment, regulation and harmonisation of fire and rescue management institutions.

8.2.1.1 A Fire Act to Address Compliance Challenges and Weak Enforcement Mechanisms

A causal link between the lack of compliance with fire regulations and the lack of enforcement powers of fire personnel is easily established. Without strong enforcement mechanisms, compliance levels will remain low. While low compliance and weak enforcement cannot be remedied with legal solutions alone, the legal framework still has an important role to play. Specifically, Government will propose a Fire Act that creates categories of offences backed by threats of sanction of fine and/or imprisonment for the following offences:

- i. Lighting unauthorised fires;
- ii. Raising false fire alarms;
- iii. Interfering with and/or vandalising fire safety equipment;
- iv. Non-compliance with fire safety regulations and fire-related building standards;
- v. Interfering with the duties of fire inspectors;
- vi. Non-compliance with the statutory requirement that management boards of public markets and bus stations subscribe to an insurance policy;
- vii. Failure to render reasonable assistance to fire personnel acting in the course and scope of their duties when called upon;
- viii. Impersonating fire personnel; and
- ix. Failure to provide statutorily mandated information.

Most importantly, the legal framework must empower fire authorities to compel compliance by granting authorised fire officers a range of enforcement powers. While the Local Government (Fire Inspectors and Fire Officers) Order of 2012 authorises gazetted fire inspectors to enter any public premises at any reasonable time for the purposes of carrying out fire prevention inspections, there are no powers given to inspectors to enforce compliance.

Enforcement powers granted to fire inspectors in the draft fire statute will include:

- i. The right to temporarily close non-compliant premises, public or private;
- ii. The right to seize combustible substances or fire hazards that are improperly stored, illegally traded, or illegally manufactured;
- iii. The right to seize evidence of non-compliance;
- iv. The statutory right to police assistance during dangerous expeditions; and
- v. The right to require the production of certificates permits and other documents required under the fire management regime.

The draft Fire Act will grant fire inspectors and firefighters additional powers during a fire emergency. These powers will include forfeiture, the right of entry, and where necessary, forcible entry.

Finally, the enforcement powers discussed above will be ineffectual if the lack of performance incentives for fire personnel is not addressed. To remedy this incentive vacuum, insurance and risk allowances for fire personnel will become a statutory imperative. In addition, Government will consider the use of performance based contracts and revenue sharing schemes to reward fire personnel that effectively discharge their mandates.

8.2.1.2 Develop a Framework for Community Based Fire Management (CBFiM) Norms and Standards

The proposed Fire Act will incorporate localised CBFiM strategies. As a first step, Government will develop a practical understanding of how communities, particularly rural communities, approach fire management. To attain this understanding, Government will commission an ethnographic study of selected rural and urban communities. A more thorough understanding of community norms and practices will then ground the development of an appropriate legal framework for CBFiM.

The statutory recognition and regulation of Community Fire Brigades (CFB) will also be proposed. A framework for the establishment of CFBs will address among other things; the recognition and registration of CFBs; the regulation of CFBs; CFB office bearers; the jurisdiction, powers and functions of CFBs; the training of CFBs; the relationship between CFBs and Fire Authorities; the liability of CFBs; the termination of CFBs; and the funding and equipping of CFBs.

The proposed act will also mandate lessees of agricultural land to construct fire breaks on their lease hold properties to avoid affecting their neighbours with fires emanating from their parcels.

8.2.1.3 Preventive Focussed Fire Management

Since most fires are preventable, fire management strategies should first and foremost be preventative. Although the Forest Act of 2015 prohibits the lighting of fires in a forest without requisite permission, this prohibition does not extend to non-forested areas and is therefore inadequate. This preventative framework can be addressed in part, by the legal framework. Zambia can learn from other jurisdictions that incorporate fire prevention in their legal frameworks by strictly regulating the lighting of fires. The draft Fire Act will create a category of offences relating to the illegal use of fire. Given the widespread reliance of fire for livelihoods, these measures will be context sensitive.

8.2.1.4 Fire and Rescue Services Council to Harmonise Fire Laws, Institutions and Personnel

The legal framework will address the fragmentation in the fire management regime by creating a Fire and Rescue Services Council, as a statutory body, on which all agencies and personnel with a fire mandate are represented. This will facilitate the establishment of a coherent fire management agenda and will provide oversight to all fire management and allied activities. The draft Fire Act will establish this Council, set out its composition, subcommittees, agenda, functions, powers, duties, meeting frequency, quorum, conduct of business, and remuneration of members and their tenure of office.

In addition, given the proliferation of building structures that do not meet basic fire safety standards, there must be collaboration between the building and fire regulatory frameworks. Government will revise the building plan approval process to include a fire safety component.

Similarly, the legal framework pays little attention to the rural-urban interface of fire management. There are no clear legislative linkages between urban and forest fire management strategies and the regulation of these two (02) areas remain by and large, delinked. In strengthening the legal

framework for fire management, attention will be paid to the provisions of the Forest Act that touch on fire management in forests, as well as the functions of Community Forest Groups (CFGs). Government will propose that CFGs also function as CFBs, sharing a collaborative space and creating a synergistic force to manage both forests and community fires.

8.2.1.5 Waiver of Liability for Fire Fighters and Inspectors

The draft Fire Act will stipulate that no liability can attach to a fire officer, fire inspector, or firefighting volunteer, for any act or omission done in good faith, without negligence, and in the course and scope of assigned duties.

Criminal liability should also be excluded if reasonable and proportionate force is used on or against a person, in the course and scope of duty, if such force is necessary to avert greater harm or danger than the harm or danger inflicted on the person against whom force is used.

8.2.1.6 Develop Framework to Facilitate Private Sector Participation in Fire and Rescue Services

As earlier noted, Section 107 (d) of the Local Government Act of 2010 requires a Fire Authority to “enter into arrangements with other fire authorities or other organizations for mutual co-operation and assistance.” Further, the Local Administration (Fire Services) Regulations of 1991 state that “where permission of the Local Government is obtained, other Non-Governmental Actors can provide fire management and fighting services”. While the basic legal infrastructure for private-participation in fire and rescue services exists, this framework needs to be developed.

As for the Fire Service Regulations and the framework they create for private sector participation, the exact form and procedure for securing the local government permission required by the regulations will be explicitly spelled out, complete with a prescribed time frame for local government response. The procedure will also mandate the local government to furnish an applicant with reasons for denial. Further, an applicant whose request for permission has been denied, will be granted the right to appeal the decision to the minister responsible for local government with a prescribed time frame and if similarly denied, to the High Court.

Currently, private fire brigades and fire support services providers are not regulated. The draft Fire Act will regulate the registration, operation, quality assurance and oversight of private and/or commercial fire brigades and fire support service providers.

8.2.1.7 Fire Act to Address Staff Qualifications

Evidence from the field reveals that qualifications of fire and rescue staff and instructors at training institutions are unstandardised and in some cases, are inadequate or non-existent. There are cases in which people engaged in firemanship in both public fire brigades and private fire support services have no appropriate fire qualifications resulting in acute management inefficacies and ineffective service delivery. To address this situation, the draft Fire Act will require that all new firefighter recruits be trained prior to deployment to brigades; and regulate the qualifications of fire and rescue personnel and instructors at training institutions.

8.2.1.8 The Accurate and Mandatory Recording of Fire Incidents as a Statutory Imperative

A review of occurrence books around the country reveals that in some cases, critical information like response time is either missing from the entry logs, or incomplete. These record gaps have serious implications for monitoring and evaluation, investigative work and policy development. While the legal framework does not currently mandate fire authorities to keep complete records, Government will ensure that the accurate recording and electronic back-up of fire incidents becomes a statutory requirement.

8.2.2 Revision of the Local Government (Fire Inspectors and Fire Officers) Order, (2012)

The Fire Inspectors and Fire Officers Order gives wide powers to gazetted officers to enter premises for the purposes of inspection. Given these broad and intrusive powers, it is imperative that this Order (together with the officers named therein) remains up to date. Since the fluid nature of personnel appointments renders this impractical, the Order will be repealed. In its stead, authorised fire inspectors will be issued with identity badges and statutorily mandated to produce these badges when carrying out inspections.

The table below presents laws and regulations governing fire and rescue services in Zambia and corresponding proposed changes.

Table 1: Laws and Regulations on Fire and Rescue Services and Proposed Changes

Law/Regulations	Purpose/Salient Features	Proposed Change
The Local Administration (Fire Services) Regulations, SI No. 121, (1991)	Provides for the creation of fire authorities; identifies the modalities of obtaining fire certificates.	Repeal To be replaced by the Fire Act
Local Government Act, (2010)	Provides for an integrated three-tier local administration system and defines the functions of LAs, as well as outlines their responsibilities in preventing and managing fire.	Maintain
Local Government (Fire Inspectors and Fire Officers) Order, (2012)	Provides for the appointment of fire inspectors. Authorizes the named fire inspectors to enter any public premises in their respective council areas, at any reasonable time, for the purposes of carrying out fire prevention inspections.	Repeal Instead, issue identity badges to authorized Fire Inspectors and statutorily mandate them to produce these badges when carrying out inspections.
The Urban and Regional Planning Act, 2015	Provides for the development and planning of urban and regional processes and systems.	Maintain
The Forests Act, (2015)	Provides for the participation of local communities and community forest groups in the management of fire.	Maintain
Environmental Management Protection Act, (2011)	Provides for integrated environmental management and the protection and conservation of the environment as well as the sustainable management and use of natural resources.	Maintain
The Disaster Management Act, (2010)	Provides for the maintenance and operation of a system for the	Maintain

	anticipation, preparedness, prevention, coordination, mitigation, and management of disaster situations (including fire) and the organisation of relief and recovery from disasters.	
Occupational Health and Safety Act, (2010)	Provides for the health, safety, protection, and welfare of persons at work; provides for the health and safety duties of manufacturers, importers and suppliers of articles, devices, items and substances.	Amend To address the safety of firefighters and rescue personnel
The Petroleum Act, (1995)	Regulates the importation, conveyance and storage of petroleum and other inflammable oils and liquids.	Amend To introduce categories of offences to address the rampant misuse and illegal sales of combustible substances.
Roads and Road Traffic Act, (1995)	Provides for the care, maintenance and construction of roads, as well as for the control of motor traffic, and for the safety of road users.	Amend To address the chain of command and other issues of coordination during Road Traffic Accidents (RTAs).
The Factories Act Zambia, (1994)	Provides for the regulation of factories, including provisions relating to the prevention and management of fire.	Maintain
The Public Health Act, Chapter 295 of the Laws of Zambia	Provides that “all steel, iron or other metal work used in the construction of a building shall in respect of strength and other qualities be approved by the Las”.	Maintain

8.3 Resource mobilisation and financing

Provision of fire and rescue services is a very expensive undertaking requiring huge investments in construction of station infrastructure, procurement of specialised equipment, provision of specialised training and meeting all the recurrent expenditures which are equally substantial. Conversely, most District Councils do not have sufficient capacities to finance the above requirements even with support of central Government. For the successful implementation of this Policy, it will therefore be imperative to increase the funding portfolio for fire and rescue service provision.

Through its annual budget, Government shall set aside resources for activities concerning the implementation of this Policy for its ten (10) year term. This will be actualised through a Revenue Support Grant from Central Government specifically targeting fire brigades. This funding will specifically be used for the procurement of equipment, construction of fire stations and sub-stations, and provision of firefighter training.

The Ministry responsible for fire and rescue services will establish a national Fire Fund which will be funded by fees generated from the regulatory activities of the Fire and Rescue Services Council, for instance through registration and membership fees of private fire service operators. Moreover, government will institute compulsory fire insurance and engage insurance companies to release a proportion of fire and property insurance premiums to the Fire Fund. Management of the Fund

will fall to a Fire Fund Management Oversight Committee which will be responsible for the funds operation and sustainability. The Fire Fund will thus, among others, be used to provide an assurance scheme for firefighters and equipment and to support capital investment at public fire brigades. The Fund will also be used for compensating commercial fire brigades called upon to support public fire brigades in the provision of fire and rescue services.

In addition, fire brigades shall raise funds through collection of fees and fines. Government will further permit 100% retention of fee and fines collected at fire brigades to support the recurrent expenditures associated with the procurement of PPE, pre-emptive fire management programmes and maintenance of equipment and station infrastructure. The revenue collected through fees and fines will also be used to support staff welfare, as well as in volunteer and community engagement programmes and activities.

Fire brigades shall also be required to develop operational plans with clear programmes of action and explore funding options that will encourage broader participation of stakeholders, particularly the private sector and donors, in financing fire and rescue services.

8.4 Monitoring and Evaluation (M&E)

Currently, monitoring and evaluation (M&E) of fire and rescue services in Zambia is the mandate of the ministry responsible for local government through its appropriate departments and/or sections; in principle, the Fire Services Unit (FSU). However, fire brigades are also currently reporting to their respective departments at District Council level. This creates a system of dual reporting resulting in weak local-central Government linkages.

To promote increased accountability, transparency and broader participation of citizens in the country's development agenda and eliminate fragmentation in M&E systems, a Government wide M&E (GWM&E) system was established. In order to facilitate its implementation, Government introduced an electronic and internet based platform dubbed e-Government. The e-Government system will be implemented through the e-Council system at the local level.

Evidence from the field, however, indicates that almost all fire brigades in Zambia still operate using a paper based system of record keeping. This complicates and undermines any efforts towards implementing GWM&E system at the local level. Further, most fire brigades do not have computers and internet facilities to enable them to seamlessly transition to the e-Council system once it is fully operationalised.

Therefore, Government through the ministry responsible for local government will establish a robust fire and rescue service M&E framework and facilitate its assimilation into the GWM&E.