



THE SADC TOURISM DISASTER RISK MANAGEMENT AND CRISIS COMMUNICATION STRATEGY



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THE SADC TOURISM DISASTER RISK MANAGEMENT AND CRISIS COMMUNICATION STRATEGY

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About SADC

The Southern African Development Community (SADC) is an organisation founded and maintained by countries in southern Africa that aim to further the socio-economic, political and security cooperation among its Member States and foster regional integration in order to achieve peace, stability and wealth. The Member States are: Angola, Botswana, Union of Comoros, the Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, United Republic of Tanzania, Zambia and Zimbabwe.

FOREWORD

The hospitality, travel and tourism industries, collectively referred to as the tourism sector, have been a key driver of economic growth across Member States. Yet this sector remains highly vulnerable to a range of hazards, whether human induced, natural, or hybrid in nature. These hazards can trigger disasters that disrupt the well-being, safety and competitiveness of a tourist destination. Over the years our region has experienced its share of such events, the most severe being the COVID-19 pandemic.

The pandemic brought the world of hospitality, travel and tourism to a near standstill, exposing the fragility of the tourism industry and underscoring the urgent need for resilience. As the industry adapts to living with the pandemic, it has become imperative to establish a Regional Tourism Disaster Risk Management Strategy and Crisis Communication Framework to help the SADC region manage future tourism-related disaster risks in a more coordinated and effective manner. Tourists, often far from home and dependent on hosts, whether Individuals, businesses or communities, are particularly vulnerable during crises.

In an era of global scrutiny, where international media coverage shapes perceptions, the way destinations respond to disaster will define their reputations. The SADC region therefore places strong emphasis on image protection. The care extended to visitors, the speed and efficiency of recovery efforts, and the continuity of tourism operations are all critical in maintaining a destination's standing in the global marketplace. This Strategy provides a comprehensive framework for the SADC Member States, to manage disaster risks in the tourism sector, across the four key phases: *Mitigation (including risk identification, early warning, prevention and reduction), Preparedness, Response, and Recovery*. It is designed to strengthen regional coordination, resilience, and safeguard the tourism sector's long-term sustainability.

We anticipate and encourage the effective implementation of this Strategy by all SADC Member States.

Thanking you.

H.E. Elias M. Magosi

EXECUTIVE SECRETARY, SADC SECRETARIAT



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ABBREVIATIONS AND ACRONYMS

APEC	Asia-Pacific Economic Cooperation
ASEAN	Association of Southeast Asian Nations
DMA	Department/Ministry/Agency
DMO	Destination Management/Marketing Organization
DRM	DRM Disaster Risk Management
DRR	Disaster Risk Reduction
GDP	Gross Domestic Product
NGO	Non-Governmental Organisation
NTA	National Tourism Administration
NTO	National Tourism/Tourist Organisation
PATA	Pacific Asia Travel Association
RISDP	Regional Indicative Strategic Development Plan
SADC	Southern African Development Community
SHOC	SADC Humanitarian and Emergency Operations Centre
TFCA	Trans-Frontier Conservation Area
UNDRR	United Nations Office for Disaster Risk Reduction
UNWTO	United Nations World Tourism Organization
WTTC	World Travel and Tourism Council

TERMINOLOGY

The United Nations Office for Disaster Risk Reduction (UNDRR) is the leading UN agency on issues pertaining to disaster risk reduction and has developed a set of terminology for the purpose. On the other hand, the tourism fraternity led by the United Nations World Tourism Organisation (UNWTO) has adopted specific definitions in guiding tourism matters. Thus, a mix of terminology is adopted, based mostly on the UNDRR body of terminology (<https://www.undrr.org/terminology>) as highlighted in **Box 1**:

Box 1: Terminology

Crisis communications is the process, once a crisis has started, of minimizing its negative consequences for the organization and the stakeholder for which the organization is responsible (UNWTO, 2011).

Disaster is a serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts (UNDRR).

Disaster Management is the organization, planning and application of measures preparing for, responding to and recovering from disasters (UNDRR).

Disaster Risk is the potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period, determined probabilistically as a function of hazard, exposure, vulnerability and capacity (UNDRR).

Disaster Risk Management is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses (UNDRR).

Disaster Risk Reduction is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development (UNDRR).

Early Warning System is an integrated system of hazard monitoring, forecasting and prediction, disaster risk assessment, communication and preparedness activities systems and processes that enables individuals, communities, governments, businesses and others to take timely action to reduce disaster risks in advance of hazardous events (UNDRR).

Hazard is a process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation. Hazards may be natural, anthropogenic or socio-natural in origin (UNDRR).

Mitigation is the lessening or minimizing of the adverse impacts of a hazardous event (UNDRR).

Multi-hazard means (1) the selection of multiple major hazards that the country faces, and (2) the specific contexts where hazardous events may occur simultaneously, in cascading manner or cumulatively over time, and considering the potential interrelated effects (UNDRR).

Preparedness is the knowledge and capacities developed by governments, response and recovery organizations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current disasters (UNDRR).

Prevention refers to the activities and measures to avoid existing and new disaster risks (UNDRR).

Recovery is the restoring or improving of livelihoods and health, as well as economic, physical, social, cultural and environmental assets, systems and activities, of a disaster-affected community or society, aligning with the principles of sustainable development and “build back better”, to avoid or reduce future disaster risk (UNDRR).

Residual Risk is defined as the disaster risk that remains in unmanaged form, even when effective disaster risk reduction measures are in place, and for which emergency response and recovery capacities must be maintained (UNDRR).

Resilience is the ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management (UNDRR).

Response refers to a range of actions taken directly before, during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected (UNDRR).

Tourism Crisis/Disaster is a circumstance which can threaten the normal operation and conduct of tourism-related businesses; damage a tourist destination's overall reputation for safety, attractiveness and comfort by negatively affecting visitor's perceptions of that tourist destination (Sonmez, S., Apostopoulos, Y., & Tarlow, P., 1999).

Tourist Destination is a city, town, or other area that is significantly dependent on revenues from tourism, which is marketed or markets itself as a place for tourists to visit (Beirman, D., 2003).

Underlying Disaster Risk Drivers are processes or conditions, often development-related, that influence the level of disaster risk by increasing levels of exposure and vulnerability or reducing capacity. Underlying disaster risk drivers (also referred to as underlying disaster risk factors) include poverty and inequality, climate change and variability, unplanned and rapid urbanization and the lack of disaster risk considerations in land management, and environmental and natural resource management, as well as compounding factors such as demographic change, non-disaster risk-informed policies, the lack of regulations and incentives for private disaster risk reduction investment, complex supply chains, the limited availability of technology, unsustainable uses of natural resources, declining ecosystems, pandemics and epidemics (UNDRR).

Vulnerability is the conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards (UNDRR).

PREFACE

This Approach is developed to provide coordination mechanisms and guidelines to the SADC Secretariat and Member States' National Disaster Management Agency, National Tourism Administration (NTA), Destination Management/Marketing Organisation (DMO), and National Tourism Organisations (NTO) in managing disaster risks that affect the tourism sector. Further, there is articulated use of effective communications: to be alert of, plan for, respond to, and recover from disasters taking place in the respective and across Member States' tourism sector; and their structural linkage to the SADC Secretariat. It is intended to develop an Approach that provides strategic direction in implementing risk reduction and risk-informed development measures and one that can swiftly be activated in instances of environmental; societal and political; health-related; technological; economic; and other disasters affecting the tourism sector within the SADC region.

While no single strategy can provide a guide for every disaster, this document provides a generic regional Tourism Disaster Risk Management and Crisis Communications approach. The SADC Member States are encouraged and expected to use this manual as a reference and guide for implementation and adjustment to the method of implementation accordingly.

As each tourist destination is unique, it will have different issues to deal with which are pertinent within the tourism industry. There are some key areas of disaster risk management and certain shared concerns that are common across SADC Member States. The COVID-19 pandemic is a living example of such common concerns, due to its transboundary nature, and large-scale social disruption and economic loss.

This Approach draws on best practices from other regional tourism organizations including the Association of Southeast Asian Nations (ASEAN), the Pacific Asia Travel Association (PATA), and Asia-Pacific Economic Cooperation (APEC); as well as those of international organizations, notably the United Nations World Tourism Organization (UNWTO). Further, experiences from the SADC Secretariat and UNDRR are drawn. While this is a SADC regional approach, its domestication, operationalization and implementation rests with Member States. Accordingly, this approach adopts the position that each government has overall responsibility for its tourist destinations and the entire disaster risk management issues in those tourist destinations. However, individual tourism operators and related businesses are also expected to take the initiative in developing disaster risk management practices to protect their businesses. The tourism businesses, together with the Member States' NTA/DMO/NTO have the responsibility to prevent and mitigate new risks, reduce the impact of existing risks, and increase resilience while reducing disaster losses.

1. INTRODUCTION

Tourism is one of the key driving forces of economic development, especially for developing and less-developed countries (Roldán, 1993). The hospitality, travel and tourism industries¹ together contribute significantly to strong economic growth; creation of skilled and semi-skilled jobs (especially for the youth and women); greater export returns; foreign investments and currencies; economic well-being and social stability. While tourism plays such an important role, both as a competitive tool and as a driver of regional development, there are yet adverse events that take place beyond the control of the tourist destinations that may endanger their competitiveness. Given that tourism is among the leading export sectors of goods and services in various SADC Member States, it is essential that the right conditions exist to protect this sector.

This approach is therefore developed to provide a tourism strategic guide on disaster risk management, including one of its key components, crisis communication. Thus, crisis communication is an integral part of the envisioned approach and is woven throughout the phases, namely Mitigation (prevention of identified disaster risks, reduction of risk impact), Preparedness, Response, and Recovery.

Risks that disasters bring to tourist destinations and tourism businesses are extremely varied. However, most hazards, especially in Africa, are hydrometeorological and environmental in nature, including flash floods, droughts, storms and earthquakes (United Nations, 2018) and deterioration of ecosystems. Regardless of their nature, hazards/risks impacting on the tourism sector, namely: transportation; accommodation and hospitality; travel distribution systems; and provision of other tourist amenities would seriously hamper the tourism sector.

Risks may appear initially as single and later escalate into multiples of any of the types of hazard risks that may result into disasters that potentially affect the tourism sector negatively, these can be categorized as: (1) Environmental; (2) Societal and political; (3) Health-related; (4) Technological; and (5) Economic (UNWTO, 2011). It will be stressed in this approach that stakeholders need to, as primary responsibility, manage disaster risks, aiming to achieve three objectives: (1) prevention of new risks, (2) reduction of existing risks, and (3) increase in resilience against and reduction of disaster losses.

1.1. BACKGROUND

The Southern African Development Community (SADC) is a Regional Economic Community (REC) comprising 16 Member States, namely, Angola, Botswana, the Comoros, the Democratic Republic of Congo, eSwatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, the United Republic of Tanzania, Zambia and Zimbabwe. Established in 1992, SADC is committed to fostering regional integration and poverty eradication within Southern Africa, through economic development and ensuring peace and security.

Regional tourism development, in the context of SADC, is driven by the SADC Tourism Programme 2020-2030, which was approved by a joint meeting of SADC Ministers responsible for Environment, Natural Resources and Tourism that took place in October 2019 in Arusha, Tanzania. The Programme, which was developed by the SADC Secretariat in close collaboration with Member States, comprises five strategic goals: namely, to:

- 1) Stimulate visitor movement and flow to and within the region.
- 2) Improve and protect the tourism reputation and image of the region
- 3) Develop tourism in trans-frontier conservation areas (TFCAs).
- 4) Improve the quality of visitor experiences and satisfaction levels; and
- 5) Maximise tourism partnerships and collaboration.

This joint meeting of the SADC Ministers directed the SADC Secretariat to develop a costed action plan, identifying key priority actions for implementation in Phase I of the SADC Tourism Programme 2020-2030. Strategy 2.1 and Goal #2 of the Programme focuses on 'improving and defending the tourism reputation and image of the region', and more specifically, it identifies the necessity to developing a 'tourism crisis communication strategy'.

Along with the Tourism Programme 2020-2030, SADC Secretariat formulated a Regional Indicative Strategic Development Plan (RISDP) 2020–2030, providing a guiding framework for the implementation of SADC's regional integration and developmental agenda and programmes for up to year 2030. Within the RISDP 2020-2030 are Cross-Cutting Issues, notably

¹ Hospitality, Travel and Tourism Industries are product and service businesses that exclusively (more than 90%) serve tourists (in contrast to those that serve a mix of local residents and tourists). They are categorised by UNWTO as Transportation Services (e.g., airlines, rail service, water passenger transport, and ground transportation, and rental services; Accommodation and Hospitality Services (e.g., hotels, motels, and other types of visitor accommodation, and food and beverage establishments; Travel Distribution Systems (e.g., tour wholesalers, tour operators, and travel agencies, reservation services; and, Providers of other Amenities (e.g., theme parks and other types of attractions, specialized retail outlets, sports and recreation, and entertainment complexes). These businesses would not thrive without tourism.

the Disaster Risk Management matters of which one of the strategic objectives of the Plan is to improve disaster risk management in support of regional resilience. Five outcomes are intended under the strategic objective of improving disaster risk management in support of regional resilience:

- Outcome 1:** Coordinated and effective response and recovery efforts to address the impact of climate change and natural disasters, pandemics, and migratory pests.
- Outcome 2:** Strengthened disaster risk management and governance in the region.
- Outcome 3:** Strengthened planning for disaster risk assessment and preparedness.
- Outcome 4:** Enhanced disaster risk management investments to facilitate climate adaptation and community resilience; and
- Outcome 5:** Strengthened regional and national disaster recovery interventions (building back better).

Against the above background, the SADC Secretariat sought to develop a Regional Tourism Crisis Communication and Disaster Management Strategy, to improve and protect the tourism reputation and image of the region.

The Tourism Disaster Risk Management and Crisis Communications approach therefore directly delivers on Outcome 4 of the SADC RISDP by providing and implementing instruments to enhance the resilience of the regional tourism industry to disasters and pandemics.

1.2. PURPOSE AND GOAL

The purpose of this work is to develop a regional Tourism Disaster Risk Management and Crisis Communications approach that provides strategic direction in implementing risk reduction and risk-informed development measures and one that can be swiftly activated in instances of human-induced, natural or hybrid hazards, resulting in disasters affecting the tourism sector within the SADC region.

It is intended to provide a guiding framework to facilitate initiatives by countries to develop their own strategies in harmony with this regional Strategy; to align the policy and practices of National Disaster Risk Management Agencies, National Tourism Administration (NTA), Destination Management/ Marketing Organisation (DMO) and National Tourism Organisation (NTO) regarding the reduction of disaster risks for the tourism sector. It delineates:

- 1) Sub-strategies for mitigating (including early warning), preparing, responding and recovering from disasters that affect the tourism sector in the SADC region.
- 2) Communication strategies and modalities for disaster risk management in the tourism sector within the SADC region.
- 3) Institutional coordination arrangements and definition of roles in managing crisis communications in the tourism sector; and
- 4) Sources of funding and capacities for managing disasters affecting the tourism sector in the SADC region.

The goal of this approach is to improve and defend the tourism reputation, image and competitiveness of the SADC region as a tourist destination.

1.3. SCOPE OF THE APPROACH

This approach recognises the linkages between disasters and tourism, arguably manifested in at least four areas, namely:

1) *Tourism as a cause of disasters:*

Tourism can cause disasters through reduction in biodiversity, climate change, land alteration, loss of non-renewable resources and unsustainable use of renewable resources. Tourism exerts huge pressure on local land and water use which can lead to soil erosion, increased pollution, loss of natural habitat and more pressure on endangered species. Such activities may result in invasive species of vegetation, landslides and bush fire. Camping, for example, where campfire started by campers is left unattended can result in fully blown bush fire. The sector has also contributed to dispossession and displacement of indigenous communities and ethnic minorities, environmental pollution, conflicts over the use of natural resources, as well as political and socioeconomic inequality in many host countries. The tourism sector can also cause 'natural' disasters, for example, the uncontrolled development in coastal areas of tourist destinations may include clearing of coastal vegetation, such as mangrove forests.

To this effect, the UNWTO (1999) developed a Global Code of Ethics for Tourism, which is a comprehensive set of principles designed to guide key-players in tourism development. Addressed to governments, the travel industry, communities and tourists alike, it aims to help maximise the sector's benefits while minimising its potentially negative impact on the environment, cultural heritage and societies across the globe.

2) *Tourism as an amplifier of disasters:*

Tourism also exacerbates certain disasters and environmental problems, particularly those that are health-related, involving the spread of communicable diseases due to mobility of tourists, from one place to another.

3) *Tourism as a “victim” of disasters:*

Tourism is vulnerable to a broader range of crises than other sectors and their occurrence tends to be more frequent in the sector. Disasters may result in disruption of transport services and travel such as cancellation of flights, and damage of transportation infrastructure and some physical tourist attractions. In turn, the economy also suffers, especially in countries that are heavily dependent on the sector. When hazards/risks impact on the transportation services; accommodation and hospitality services; travel distribution systems; and providers of other tourist amenities, the tourism sector is affected negatively.

4) *The role of tourism as a driver of the recovery process:*

Tourism sector contributes differently across the phases of disaster risk management (DRM) but is mainly significant in terms of information sharing and communication. More fundamental changes can be observed in the long-term recovery and resolution phases, whereby tourism is mostly important in information collection, experience learning in DRM, institutional reform and strategic development of sustainable tourism frameworks and post-disaster tourist destination marketing.

Accordingly, the premise on which this approach is grounded is that of tourism as a victim of disasters. It aims to guide disaster risk mitigation (identification and prevention of,), preparedness, response, and recovery. Thus, the role of the tourism sector in managing disasters risks will be enunciated in each of the four cyclical stages of DRM, in line with the United Nations Office for Disaster Risk Reduction (UNDRR) framework: i.e., Identification of the risks and early warning Preparedness, Response, and Recovery. Further, crisis communication, being an integral part of the envisioned approach, will be woven throughout the cycle.

As each SADC Member State has their own national disaster management policy and/or strategy, this approach does not replace or supersede those instruments. Rather, it sits side-by-side with the national disaster management strategy and assists the NTAs, DMOs and NTOs of the Member States to better manage national and trans-boundary disasters affecting the tourism sector in the SADC region. This approach is drawn to guide the coordination of disaster management activities at SADC regional level, as linked to Member States and all other tourism stakeholders. Thus, it presents an extensive approach to managing regional disasters, rather than the depth of individual Member State interventions. The respective Member States are required to develop their Tourism Disaster Management Strategy with Risk Communication strategies as a key success factor for the implementation of this regional approach.

This work is informed by the SADC Disaster Preparedness and Response Strategy and Fund, 2016-2030 (2017); the SADC Regional Indicative Strategic Development Plan, 2020–2030 (2020); and the SADC Disaster Risk Reduction Mainstreaming Guidelines (2021). Accordingly, the present Strategy complements these strategic regional documents.

The SADC region may be faced with a range of disaster risks; however, this approach urges and leaves it to Member States to identify specific areas of risks that are most likely to threaten each country. While there exists a range of disasters affecting tourist destinations and tourists, the UNWTO (2011) places the disaster risks into five categories:

- 1) Environmental, including geological and extreme weather events, and human-induced situations such as climate change and deforestation.
- 2) Societal and political, including riots, crime waves, terrorist acts, human rights abuses, coups, violently contested elections.
- 3) Health-related, such as disease epidemics affecting humans or animals.
- 4) Technological, including transportation accidents and IT system failures; and,
- 5) Economic, such as major currency fluctuations and financial crises.

2. SITUATION ANALYSIS

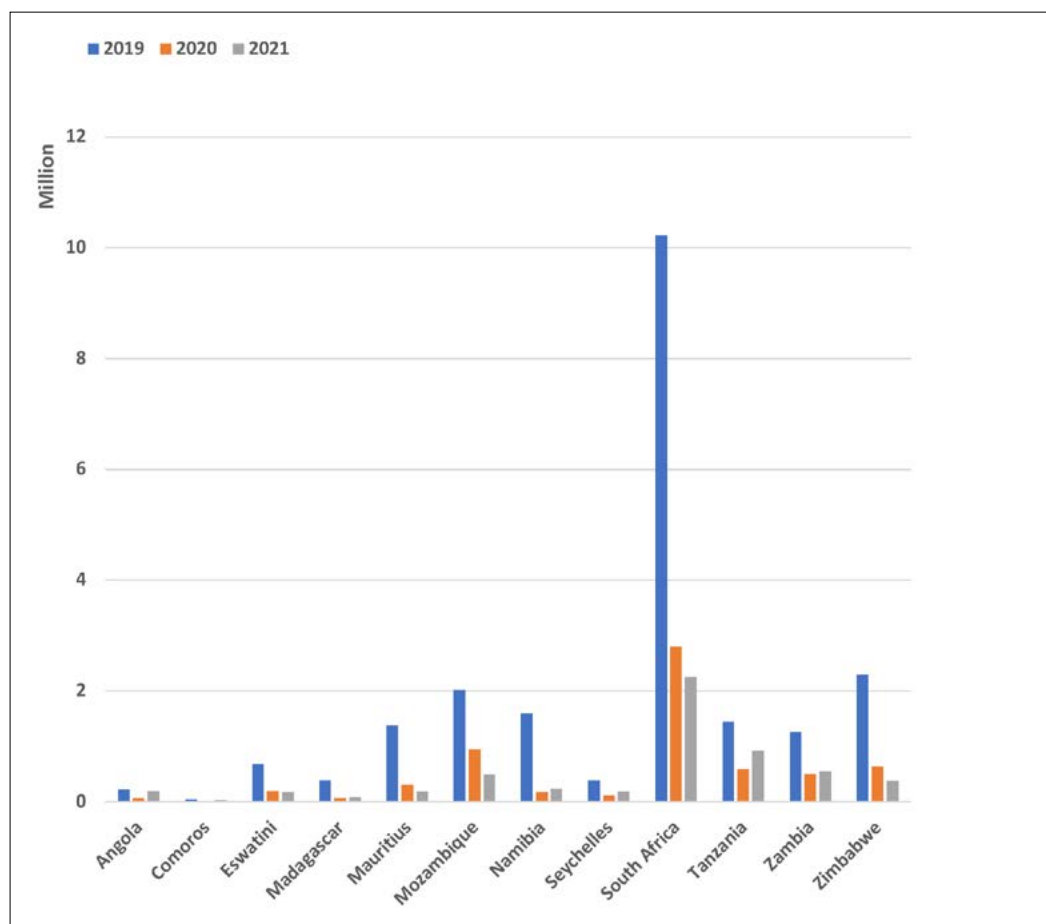
A SADC region-wide survey, designed to establish the status of tourism and disaster risk management within the region, was administered to Member States in a set of four questionnaires: (1) the Central Ministry/Department/Agency (MDA) responsible for national disaster management in the country; (2) the private sector tourism trade organizations and select entities; (3) the tourism MDAs; and (4) the tourism NGOs and communities. Further, desk research was conducted where a body of pertinent literature was reviewed and, from which, the tourism and disaster risk management status of the Member States was established.

2.1. SADC TOURISM STATUS

In 2019, the SADC region enjoyed bumper harvest, with Member States receiving their optimal share of international tourist visitations. South Africa, for example, received over 10 million tourists (Figure 2.1). Such data for Botswana, the DRC, Lesotho, and Malawi, were not available at the time of publishing this Strategy, hence omitted. It is evident from that the years 2020 and 2021 were the worst years in terms of international visitor arrivals in the Region. By the close of 2021, the Member States countries had not yet bounced-back to the tourist arrival levels of the pre-pandemic year 2019. International tourist arrivals in South Africa for example, decreased from 10,228,000 in 2019 to 2,802,000 by the close of 2020.

Invariably, tourism industries are known to be volatile, facing economic, political, environmental, and health risks that often negatively affect the sector. The COVID-19 pandemic is a living example of disasters that have affected the tourism sector. As a health pandemic, COVID-19 brought global travel and tourism effectively to a standstill. By the end of March 2020, the UNWTO established that 83% (217) of the global tourist destinations had in place various COVID-19 travel restrictions, rising to 100% by the end of April 2020. By the end of the first quarter of 2020, international tourism was down by 22% compared to the same period in 2019. In March 2020 alone, arrivals had dropped by 57% following the instituting of lockdowns, travel restrictions, and the closure of airports and national borders. Emerging and developing countries, including the SADC countries, were among the hardest hit by the negative economic impacts of the pandemic, as shown on Figure 2.1 below.

Figure 2.1: International Tourist Arrivals to the SADC Region, 2019-2021



Source: UNWTO (2022)

Likewise, the WTTC (2022) released the travel and tourism economic impact report for years 2019, 2020 and 2021 (Table 2). The report highlights that the SADC's total contribution of travel and tourism to GDP decreased by just over 50%, from about USD 51.7 billion in the pre-pandemic year of 2019 to about USD 25.8 billion in 2020 (a loss of USD 25.9 billion). South Africa's contribution of travel and tourism to GDP, for example, decreased from USD 27.4 billion in 2019, to USD 12.2 billion in 2020.

Table 2: Total Contribution of Travel & Tourism to GDP and Employment

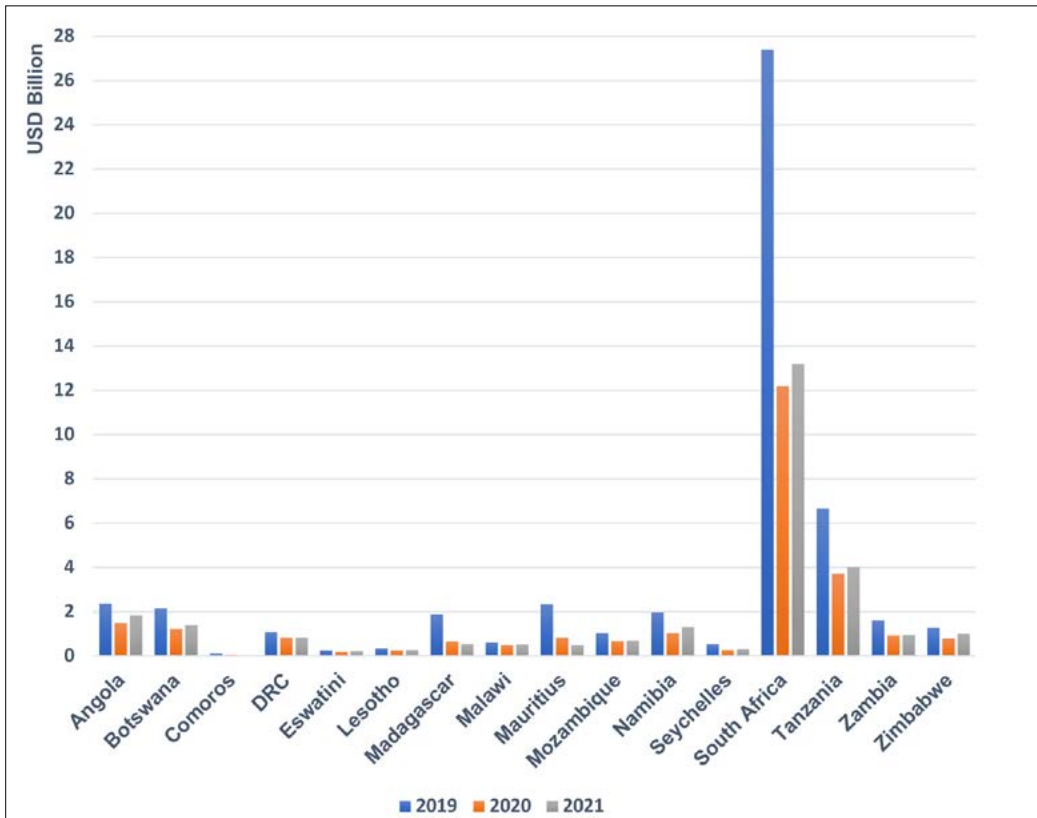
Country	Total Contribution of Travel & Tourism to GDP (USD Mn)			Total Contribution of Travel & Tourism to Employment (000)		
	2019	2020	2021	2019	2020	2021
Angola	2,367	1,488	1,830	422	346	363
Botswana	2,150	1,230	1,413	83	67	70
Comoros	124	50	59	21	16	17
DRC	1,100	854	853	493	421	418
Eswatini	253	201	221	18	15	16
Lesotho	357	249	277	91	73	76
Madagascar	1,887	677	552	804	607	677
Malawi	622	491	513	587	498	513
Mauritius	2,345	850	492	106	72	75
Mozambique	1,045	692	697	671	530	532
Namibia	1,967	1,044	1,316	108	87	94
Seychelles	536	287	319	21	15	16
South Africa	27,400	12,200	13,200	1,510	1,060	1,080
Tanzania	6,663	3,738	4,033	1,530	1,330	1,380
Zambia	1,597	944	959	478	367	369
Zimbabwe	1,292	797	1,028	181	148	165
TOTAL	51,706	25,792	27,762	7,123	5,651	5,862

Source: WTTC, 2022

Similarly, the SADC's total tourism-related jobs decreased by 19.7% from about 7.1 million jobs in 2019 to about 5.7 million jobs in 2020 (a loss of 1.5 million tourism-related jobs). Again, taking the example of South Africa, the tourism-related jobs decreased from about 1,510,000 jobs in 2019, to about 1,060,000 jobs in 2020 (Table 2). Figures 2.2 and 2.3 provide a visual presentation of the trends in terms of SADC's travel and tourism economic impact for years 2019, 2020 and 2021.

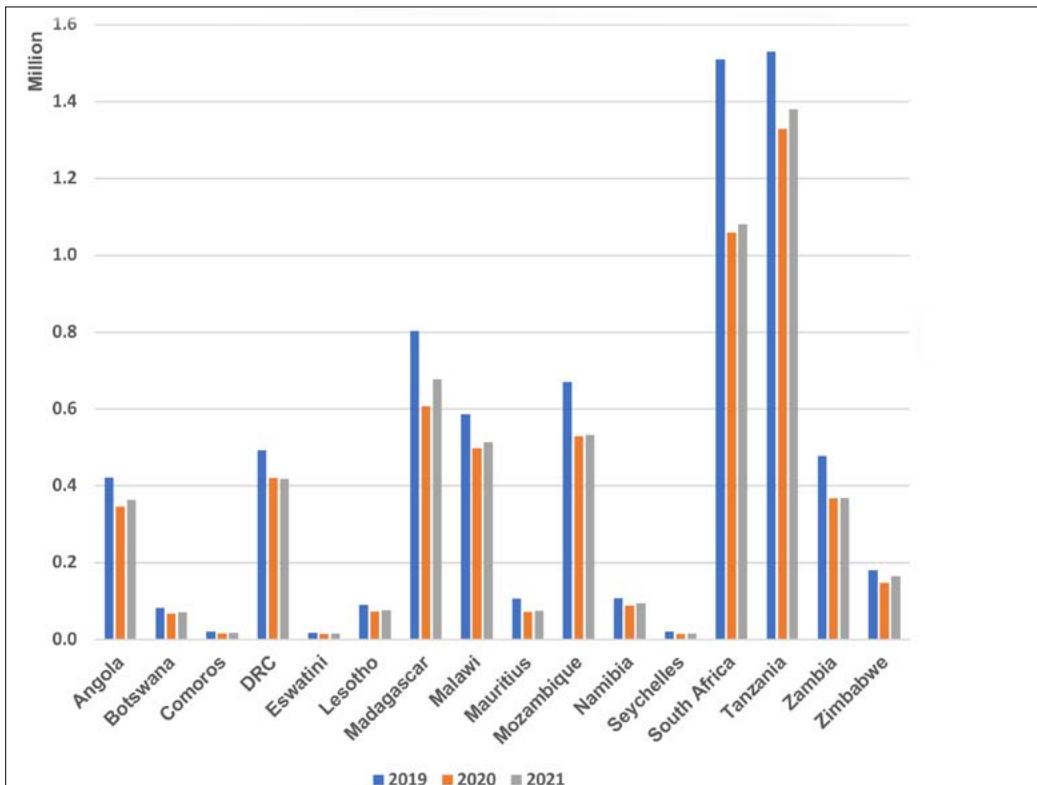
It is evident that the single health-related disaster cascaded into multiple disasters where economies were hurt. The impacts were felt at national level as well as household level, with loss of employment. Earlier in 2020, the WTTC had projected that SADC's tourism sector would lose between USD 17.5 and USD 40 billion in GDP; and between 2.0 and 4.5 million tourism-related jobs.

Figure 2.2: Total Contribution of Travel & Tourism to GDP, 2019-2021



Source: World Travel & Tourism Council (2022)

Figure 2.3: Total Contribution of Travel & Tourism to Employment, 2019-2021



Source: World Travel & Tourism Council (2022)

2.2. THE SADC RESPONSE TO REGIONAL TOURISM DISASTERS

Disaster management has been an important component of the overall SADC strategy for regional development. The first SADC Summit held on August 17, 1992, in Windhoek, Namibia recommended the development of a regional disaster management strategy and significant progress has been made in its institutionalization.

In 2001, SADC launched a Sub-Regional Disaster Management Strategy covering food security, climate, environment and water management. The SADC Regional Early Warning Unit develops information on weather threats, drought conditions and food security.

In 2019, the SADC Secretariat established the Disaster Risk Reduction (DRR) Unit with the mandate of coordinating DRM in the region and facilitating the translation of global instruments such as the 2015 Sendai Framework into the regional integration agenda. In 2011, the SADC Regional Platform for Disaster Risk Reduction was inaugurated. The DRR Unit has the responsibility to promote the integration of DRR into other sectors, as well as at both regional and Member States level, by advancing DRR responsive policy and programme interventions. The DRR Unit works with various Directorates including the Directorate of Food Agriculture and Natural Resources (FANR), which houses the Tourism Coordination Unit (TCU).

In 2017, SADC developed Disaster Preparedness and Response Strategy and Fund with a purpose to build a culture of safety and disaster resilience by strengthening early warning, preparedness and response for early recovery in the SADC region by 2030. This Strategy and Fund was being reviewed to draw recommendations to inform the new Strategy at the time of publishing the present Tourism Strategy.

The SADC disaster management strategy and its other programs have helped strengthen political commitment and institutional arrangements on disaster management and risk reduction. It is noted that DRM within SADC has been consolidated under the SADC Regional Indicative Strategic Development Plan (RISDP), 2020-2030 developed in 2020, which expounds to the Disaster Risk Management (DRM) strategy. However, there are sectoral protocols and guidelines including the:

- 1) Protocol on Politics, Defence and Security Cooperation (2001) – Article 2; which emphasizes enhancing regional capacity, in respect of disaster management and co-ordinating the international humanitarian assistance;
- 2) Protocol on Health (1999) - Article 25 on Emergency Health Services and Disaster Management, which calls for co-operation, co-ordination and management of disaster and emergency situations; collaboration and facilitation of regional efforts in developing awareness, risk reduction, preparedness and management plans for natural and man-made disasters; and development of mechanisms for co-operation and assistance with emergency services; and
- 3) Regional Water Policy (1995) that includes policy provisions for people's protection against water related disasters (personal security and property protection), disaster prediction, and management and mitigation.

According to the Regional Disaster Risk Situation Assessment, it was established that the major hazards that affect the SADC region include drought and food security, tropical cyclones, storms, floods wildfires, earthquakes, landslides and epidemics which affect humans, animals and wildlife as well as crops such as, avian flu, malaria and cholera (SADC, 2020).

Hitherto, SADC has marginally dealt with regional tourism crises but has yet to develop a Protocol or Guidelines on Regional Tourism Disaster Management. With the closure of the Regional Tourism Organization of Southern Africa (RETOSA), the SADC Secretariat Tourism Coordination Unit, through this Strategy is collaborating with the tourism industry and its stakeholders to advance a reputable tourism sector for the region.

2.3. THE MEMBER STATES' TOURISM DISASTER RISK MANAGEMENT

2.3.1. Policies and Legislation

National initiatives to develop institutional frameworks have been generally successful in establishing the policies, legislation, plans and agencies for disaster risk management. Many national policy frameworks either still focus on response as the main means of addressing disasters or provide weak linkages amongst risk identification and understanding; preparedness; response; and recovery. Most Member States do not have an exclusive Disaster Risk Management Strategy for Tourism.

Nonetheless, while there are limitations in policy guidance on Disaster Risk Reduction (DRR) within the tourism sector, there are other policies, legislation and measures that influence or contribute to the resilience of the tourism sector. These policies, legislation and measures are drawn up in concert with other stakeholders (private sector) and do place sustainability at its centre (UNEP & WTO, 2005). They, amongst others, facilitate a shift from low- to high-impact tourism and develop a form of tourism which would bring income to rural communities. In South Africa, for example, since the years 2000s, policies seek to support processes of reconstruction and development, with social empowerment and transformation being the driving forces (UNEP & WTO, 2005).

2.3.2. Structures

The national disaster risk management agencies and the civil protection units have been given the mandate for Disaster Risk Reduction (DRR) and Disaster Risk Management (DRM) in the various Member States. Most Member States have multi-hazard contingency plans, however with limited integration of the tourism sector. Therefore, the laws do not specifically provide for disaster management in the tourism sector. Thus, no legal framework that provides adequate authority to tourism MDAs to act in disaster management. Nonetheless, the National Disaster Risk Reduction and Management Committees consist of representative of the Ministry responsible for tourism. It is observed that the roles and responsibilities of the tourism sector are taken onboard only during crisis periods (preparedness, response and recovery) but no such roles in mitigation (early warning and prevention).

2.3.3. Resources

2.3.3.1. Financial resources

A predominant challenge for the SADC Member States is with the financing of DRM. Several Member States have developed disaster risk financing strategies while a few others have different forms of financing mechanisms in their legislation or policies. Some national strategies include the establishment of specific DRM funds, but often the emphasis is on relief, response and recovery, more than early warning and preparedness which phases foster risk communication. The main sources are the national budget, international aid and donations from NGOs. Overall, resources to deal with disasters (financial resources, technical and infrastructure) are limited.

On the legislative front, few Member States have specified a DRM fund in their legislation; however, operationalization of such a fund has remained a challenge across the region. Further, the existing funds are centralized at the national level causing delays in mobilization to provincial, district or local levels. Most local governments lack the capacity to mobilize finances by themselves and any existing microfinancing schemes are usually directed to small businesses. There are no financial provisions for risk reduction programs at NTA, DMO, or NTO level.

In some Member States development partners provide the bulk of financial resources for response and recovery, but in general, development partners find it difficult to meet financing requirements for the entire DRR system. Inadequate financing for DRR is the result of many factors including the low priority accorded to disaster risk reduction in national development planning and budgeting; lack of dedicated disaster funding mechanisms; and limited use of risk-spreading and transfer mechanisms such as micro-finance, formal risk transfer through insurance packages, and private risk pools. Some national disaster risk reduction plans make provisions for financing their operations but, in practice, national disaster risk reduction structures in the SADC region generally suffer from inadequate financial support. The Africa Risk Capacity (ARC) intervention which facilitates disaster risk financing only works with seven (7) Member States (eSwatini, Lesotho, Malawi, Mozambique, Madagascar, Zambia, Zimbabwe) in the region focusing on drought and agricultural performance and has since developed mechanism for flooding. The Agency has also recently developed the parametric insurance solutions for outbreaks and epidemics, and urban flooding.

2.3.3.1. Physical resources

While few countries have sufficient physical resources, generally there is inadequacy of equipment and materials necessary to mitigate, prepare, respond, and recover from disasters. Generally, for example, there is lack of climate resilient infrastructure; impassable roads during the rainy season; and inadequate evacuation centres. In remote/rural areas, the infrastructure may not be well-equipped to handle disasters.

2.3.4. Training

Skills and enabling capacity building in the field of disaster management is a pre-requisite given the dynamic nature of disasters. There is however insufficient training and capacity building for the personnel that respond to disaster regarding the tourism sector, in terms of skills and knowledge in managing disasters. Some training and capacity building does exist, with SADC having established an emergency response team comprising 73 members from the Member States. The key training gaps however pertain to tourism impact and approaches required specifically for this sector, as well as practice drills. Training is also not adequately provided to communities especially in riskier areas where there is likelihood of disaster occurrence.

2.3.5. Communication and Linkages

The main National Disaster Risk Coordinating Committees/Fora in the Member States could be more responsible in setting out a better communication channel for information and reports to reach Tourism Institutions regarding different kind of disasters. The disaster management structure should involve all levels of command from national, to ministerial, to local level hence creating linkage amongst responsible units.

Some Member States' NTA, DMO, and/or NTO, notably Madagascar and the Seychelles, have either developed tourism crisis communication strategy; or are currently developing one as the case of South Africa. Nonetheless, South Africa is far ahead in tourism disaster/crisis management as already its various government tourism institutions, including national parks have in place disaster management and communication strategies. The Seychelles, likewise, in preparing for multi-hazards including climate change in the Tourism Sector, has prepared special guidelines for leisure boats, hotels and guesthouses.

3. TOURISM DISASTER RISK MANAGEMENT FRAMEWORK

3.1. THE UN-DISASTER RISK REDUCTION (UNDRR) FRAMEWORK

In developing a coherent Tourism Disaster Risk Management and Crisis Communication and Disaster Management approach for the SADC region, it is important to adopt a framework that will guide the development thereof. Ideally, the envisioned approach should address all phases of disaster management, from pre- to post-event.

Faulkner (2001), a renowned tourism researcher, developed the first comprehensive tourism disaster management framework. In seeking sharper strategic actions for each phase, Faulkner lists six phases of disaster management:

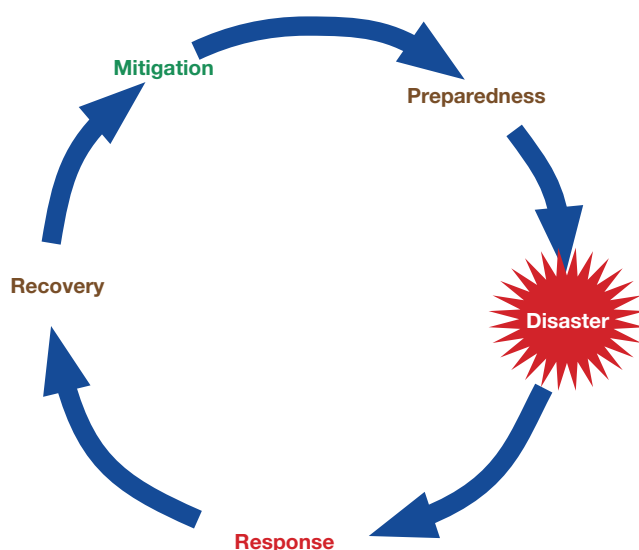
- 1) Pre-event - where potential crisis can be planned for or prevented.
- 2) Prodromal - when it is apparent that a crisis is imminent.
- 3) Emergency - when the effects of the disaster are felt, and actions are necessary to protect people and property.
- 4) Intermediate - when short-term needs of the people have been addressed and restoration activities begin.
- 5) Long-term - when the recovery activities have been institutionalized and the organization, the community, and its stakeholders return to the status before the disaster; and
- 6) Resolution - when organizations learn from the disaster and develop updated processes to address the disaster experience.

On the other hand, in its work on disaster risk reduction, the United Nations Office for Disaster Risk Reduction (UNDRR) identifies a cycle of four phases:

- 1) Mitigation - Minimizing the effects of disaster. Examples include building early warning, development of codes and zoning; vulnerability analyses; and public education.
- 2) Preparedness - Planning how to respond. Examples are preparedness plans; emergency exercises/training; and warning systems.
- 3) Response - Efforts to minimize the hazards created by a disaster. Examples include search and rescue; emergency relief; and
- 4) Recovery - Returning the community to normalcy. Examples are temporary housing; grants; and medical care.

It is observed that the UNDRR's fourth phase (i.e., Recovery) encapsulates the Faulkner's three later phases, namely: Intermediate, Long-term, and Resolution. Accordingly, this approach adopts the UNDRR framework. Thus, the proposed strategies will be aligned with the four phases of disaster risk management process, namely Mitigation, Preparedness, Response, and Recovery (Figure 3.1). It is important to note that these are not phases of a disaster, but strategies for their management.

Figure 3. 1: Representation of the disaster risk management cycle



Source: Based on UNDRR

The disaster risk management cycle phases (**Figure 3.1**) do not occur in isolation or in hierarchical order. Rather they overlap. The duration of each phase largely depends on the magnitude and severity of the hazard. Consequently, disaster risk management strategies clearly need to articulate a set of appropriate actions for each of the phases.

Worthy of note is *Crisis/Disaster Communication*. It is underscored here that crisis communication is a key component of disaster risk management, as every disaster ought to be managed through the four phases. Thus, crisis communication is an integral part of the envisioned approach and is woven throughout the phases, from Mitigation to Recovery.

In adopting the UNDRR Framework, special needs of the tourism industry are embraced. The framework provides tourist destinations with a logical, methodical and interlinked approach to disaster management (APEC, 2004). The approach is drawn-up to guide the coordination of disaster risk management activities at SADC regional level, as linked to Member States and all other tourism stakeholders within the Member States. The pertinent Sendai Framework disaster risk reduction principles have also been incorporated into the approach.

3.2. THE SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION

The Sendai Framework for Disaster Risk Reduction 2015–2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Japan. The Framework aims to:

“Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience”.

In developing the Strategy for the SADC region, the approach is guided by the principles of the Sendai Framework on Disaster Risk Reduction (SFDRR), considering national circumstances, and consistent with domestic laws as well as international obligations and commitments, namely:

- 1) Each Member State has the primary responsibility to prevent and reduce disaster risk, including through international, regional, subregional, trans-boundary and bilateral cooperation. The reduction of disaster risk is a common concern for all States and the extent to which developing countries can effectively enhance and implement national disaster risk reduction policies and measures in the context of their respective circumstances and capabilities and it can be further enhanced through the provision of sustainable international cooperation.
- 2) Disaster risk reduction requires that responsibilities be shared by central Governments and relevant national authorities, sectors and stakeholders, as appropriate to their national circumstances and systems of governance.
- 3) Managing the risk of disasters is aimed at protecting persons and their property, health, livelihoods and productive assets, as well as cultural and environmental assets, while promoting and protecting all human rights, including the right to development.
- 4) Disaster risk reduction requires an all-of-society engagement and partnerships. It also requires empowerment and inclusivity, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the most at risk and poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens.
- 5) Disaster risk reduction and management depends on coordination mechanisms within and across sectors and with relevant stakeholders at all levels, and it requires the full engagement of all State institutions of an executive and legislative nature at national and local levels and a clear articulation of responsibilities across public and private stakeholders, including business and academia, to ensure mutual outreach, partnership, complementarity in roles and accountability and follow-up.
- 6) While the enabling, guiding and coordinating role of national and federal State Governments remain essential, it is necessary to empower local authorities and local communities to reduce disaster risk, including through resources, incentives and decision-making responsibilities, as appropriate.
- 7) Disaster risk reduction requires a multi-hazard approach and inclusive risk-informed decision-making based on the open exchange and dissemination of disaggregated data, including but not limited to by sex, age and disability, as well as on easily accessible, up-to-date, comprehensible, science-based, non-sensitive risk information, complemented by traditional knowledge.
- 8) The development, strengthening and implementation of relevant policies, plans, practices and mechanisms need to aim at coherence, as appropriate, across sustainable development and growth, food security, health and safety, climate change and variability, environmental management and disaster risk reduction agendas. Disaster risk reduction and risk informed development is essential to achieving sustainable development.

- 9) While the drivers of disaster risk may be local, national, regional or global in scope, disaster risks have local and specific characteristics that must be understood for the determination of measures to reduce disaster risk.
- 10) Addressing underlying disaster risk factors through disaster risk-informed public and private investments is more cost-effective than primary reliance on post-disaster response and recovery and contributes to sustainable development.
- 11) In the post-disaster recovery, rehabilitation and reconstruction phase, it is critical to prevent the creation of and to reduce disaster risk by “Building Back Better” and increasing public education and awareness of disaster risk.
- 12) An effective and meaningful global partnership and the further strengthening of international cooperation, including the fulfilment of respective commitments of official development assistance by developed countries, are essential for effective disaster risk management; and
- 13) Developing countries, particularly the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle-income and other countries facing specific disaster risk challenges, need adequate, sustainable and timely provision of support, including through finance, technology transfer and capacity building from developed countries and partners tailored to their needs and priorities, as identified by them.

In adhering to these principles, the Sendai Framework recommends a focused action within and across sectors by States at national and regional levels in four priority areas, namely: (1) understanding disaster risk; (2) strengthening disaster risk governance to manage disaster risk; (3) investing in disaster risk reduction for resilience; and (4) enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction.

4. DISASTER RISK MANAGEMENT AND COMMUNICATION STRATEGIES

Disaster risk management strategies are needed to help retain the confidence of travellers and the tourism sector, and to minimise the impact of a disaster on the tourist destination. Managing the risk of disasters is aimed at protecting persons and their property, health, livelihoods and productive assets, as well as cultural and environmental assets, while promoting and protecting all human rights, including the right to development (De Silva, Amaratunga, & Haigh, 2022).

Crisis communications is a critical component of disaster risk management. Good communications based on the principles of honesty and transparency are the key to successful disaster risk management, from the mitigation to recovery stages. Thus, communications should not take place only when a disaster hits a destination, rather, from the Mitigation phase (i.e., identification and managing disaster risks). The goal of this approach is to improve and defend the tourism reputation, image and competitiveness of the region.

4.1. PROACTIVE AND HOLISTIC APPROACH TO DISASTER RISK MANAGEMENT

The SADC region recognizes the critical importance of adopting a proactive and holistic approach to disaster risk management (DRM) in the tourism sector. This approach encompasses the full spectrum of the DRM cycle: mitigation, preparedness, response, and recovery. By embracing this comprehensive strategy, the region aims to enhance its resilience to disasters and minimize their negative impacts on the tourism industry.

The proactive aspect of this approach emphasizes the need to anticipate and plan for potential disasters before they occur.

This involves:

1. Conducting thorough risk assessments to identify potential hazards specific to each Member State's tourism sector.
2. Developing and implementing risk reduction measures to minimize the likelihood and potential impact of disasters.
3. Establishing early warning systems tailored to the needs of the tourism industry.
4. Fostering a culture of preparedness among all tourism stakeholders.

The holistic nature of this approach ensures that all phases of the DRM cycle are addressed comprehensively:

1. Mitigation: Implementing measures to prevent new and reduce existing disaster risks in the tourism sector.
2. Preparedness: Developing the knowledge and capacities of tourism stakeholders to effectively anticipate, respond to, and recover from disasters.
3. Response: Ensuring swift and coordinated actions during or immediately after a disaster to save lives, reduce health impacts, ensure public safety, and meet the basic needs of affected tourists and tourism businesses.
4. Recovery: Restoring and improving tourism facilities, services, and livelihoods in a manner that enhances resilience and reduces future disaster risk.

By adopting this proactive and holistic approach, the SADC region aims to create a more resilient tourism sector capable of withstanding and rapidly recovering from various types of disasters, thereby safeguarding the industry's significant contribution to the region's economic development and social well-being.

4.2. STRENGTHENING COLLABORATION AMONG STAKEHOLDERS

The SADC region recognizes that effective disaster risk management in the tourism sector requires robust collaboration among diverse stakeholders. This strategy emphasizes the critical need to strengthen and formalize partnerships between tourism stakeholders, government agencies, and local communities to build comprehensive resilience.

Key aspects of this enhanced collaboration include:

1. Inter-agency Cooperation: Fostering stronger links between national tourism organizations, disaster management agencies, meteorological departments, and other relevant government bodies to ensure coordinated planning and response.
2. Public-Private Partnerships: Encouraging active engagement between government entities and private sector tourism businesses in the development and implementation of disaster risk management strategies.
3. Community Involvement: Integrating local communities into the disaster risk management process, recognizing their unique knowledge of local conditions and their role as first responders in many crisis situations.
4. Regional Coordination: Facilitating collaboration among SADC Member States to address transboundary risks and share best practices in tourism-related disaster management.
5. Information Sharing: Establishing effective mechanisms for the timely exchange of critical information among all stakeholders before, during, and after disasters.

6. Joint Training and Exercises: Conducting regular multi-stakeholder disaster simulation exercises to test and improve collaborative response capabilities.
7. Inclusive Planning: Ensuring that all relevant stakeholders, including representatives from vulnerable groups within the tourism sector, are involved in the disaster risk management planning process.

To operationalize this strengthened collaboration, the strategy recommends:

- Establishing formal multi-stakeholder disaster risk management committees at national and local levels within each Member State.
- Developing clear protocols for inter-agency and cross-sector communication and coordination during all phases of the disaster risk management cycle.
- Creating platforms for regular dialogue and knowledge sharing among tourism stakeholders, government agencies, and local communities.
- Implementing mechanisms for joint resource mobilization and allocation to support collaborative disaster risk management initiatives.

By enhancing collaboration among all relevant stakeholders, the SADC region aims to create a more integrated and effective approach to disaster risk management in the tourism sector, ultimately building a more resilient and sustainable industry.

4.3. OBJECTIVES

The objective of disaster risk management is two-fold: (1) to reduce the impact of disasters; and (2) to promote development processes that help to reduce disaster risks. Reducing disaster impacts requires transforming disaster management towards a risk reduction approach, while promoting risk-sensitive and risk-informed development. It therefore requires integration of disaster risk reduction into development planning and practices. As for the tourism sector, the main objectives of tourism disaster management are to minimise the negative impact of a disaster in a tourist destination and to enable the destination to quickly recover to the pre-disaster situation, or better. However, it seeks shift from managing disasters to managing disaster risks. Managing disasters may be described as a secondary function, whereas managing disaster risks is considered as the primary function.

Along with disaster risk management is crisis communication. The objective of crisis communication is to use communication as an effective tool to protect the reputation and credibility of the tourist destination, by proactively providing accurate and timely information to key stakeholders. Failing to communicate effectively about risk, or failing to communicate at all, can fuel rumour, erode trust, hinder solutions and increase risk (through panic and taking wrong actions).

The key to good crisis communications is identifying the most likely disaster risks that could occur (conducting disaster risk profiles for tourist destinations/sites), each with its own unique challenges, and then developing specific early warning system with risk communications plans and responses for each event. It is important to note that communication regarding DRM is only as good as the recipient interpreting it correctly and taking the appropriate action required. In this regard, regular capacity building measures through training, simulations/drills along the DRM communication chain are vital.

Despite the residual risk, tourist destinations, operators and the tourism industry can minimize disruption and facilitate the return to normal operations with the application of efficient and effective management strategies. Tourist destinations and tourism operators will inevitably be held responsible by visitors for their level of preparedness, and for their ability to respond to and recover from a business crisis or the effects of disaster to community.

4.4. UNDERLYING DISASTER RISK DRIVERS

In the quest to shift from managing disasters to managing disaster risks, it is important to understand the underlying disaster risk drivers/factors, which are defined as “processes or conditions, often development-related, that influence the level of disaster risk by increasing levels of exposure and vulnerability or reducing capacity” (UNDRR).

According to UNDRR (<https://www.undrr.org/terminology/underlying-disaster-risk-drivers>) the underlying disaster risk drivers, which arguably work in a vicious cycle, include:

- 1) Poverty and inequality.
- 2) Climate change and variability.
- 3) Unplanned and rapid urbanization and the lack of disaster risk considerations in land management and environmental and natural resource management.
- 4) Demographic change.
- 5) Lack of regulations and incentives for private disaster risk reduction investment.
- 6) Non-disaster risk-informed policies.

- 7) Complex supply chains.
- 8) The limited availability of technology.
- 9) Unsustainable uses of natural resources; and,
- 10) Declining ecosystems.

The underlying disaster risk drivers are often interconnected and systemic in nature and may be local, national or global in scope, but they have local and specific characteristics that must be understood by disaster risk management individuals, so that measures to reduce the risk can be determined. Poverty, for example, may be national in scope but it exacerbates some hazards, which in turn exacerbate some disasters at a local place. Poverty is an important factor in intensifying hazards into disasters. Measures to reduce the risk must span through the DRM cycle phases, namely Mitigation, Preparedness, Response, and Recovery.

The role of tourism in addressing the underlying disaster risk drivers should be in the principles of sustainable tourism in the settings of environmental, social, economic, and political systems. In this regard, the United Nations World Tourism Organization (UNWTO) issued a Global Code of Ethics for Tourism (1999), urging tourists to uphold Article 3: Tourism, a factor of sustainable development (UNWTO, 1999, pp.10-11), urging that:

- 1) All the stakeholders in tourism development should safeguard the natural environment with a view to achieving sound, continuous and sustainable economic growth geared to satisfying equitably the needs and aspirations of present and future generations.
- 2) All forms of tourism development that are conducive to saving rare and precious resources, in particular water and energy, as well as avoiding so far as possible waste production, should be given priority and encouraged by national, regional and local public authorities.
- 3) The staggering in time and space of tourist and visitor flows, particularly those resulting from paid leave and school holidays, and a more even distribution of holidays should be sought to reduce the pressure of tourism activity on the environment and enhance its beneficial impact on the tourism industry and the local economy.
- 4) Tourism infrastructure should be designed and tourism activities programmed in such a way as to protect the natural heritage composed of ecosystems and biodiversity and to preserve endangered species of wildlife; the stakeholders in tourism development, and especially professionals, should agree to the imposition of limitations or constraints on their activities when these are exercised in particularly sensitive areas: desert, polar or high mountain regions, coastal areas, tropical forests or wetlands, propitious to the creation of nature reserves or protected areas; and,
- 5) Nature tourism and ecotourism are recognized as being particularly conducive to enriching and enhancing the standing of tourism, provided they respect the natural heritage and local populations and are in keeping with the carrying capacity of the sites.

5. DISASTER RISK MANAGEMENT STRATEGIES FOR TOURISM

5.1. DEVELOPMENT OF LOCALIZED DISASTER RISK MANAGEMENT PLANS

While the SADC regional strategy provides an overarching framework for disaster risk management in the tourism sector, it is imperative that individual Member States develop localized disaster risk management plans tailored to their specific contexts. This strategy strongly recommends that each SADC Member State create and implement a comprehensive, tourism-focused disaster risk management plan that addresses their unique risks, resources, and tourism landscape.

Key components of localized disaster risk management plans should include:

1. Risk Assessment: Conduct thorough, destination-specific risk assessments to identify and prioritize potential hazards and vulnerabilities unique to each Member State's tourism sector.
2. Resource Inventory: Compile a detailed inventory of available resources, including human capital, infrastructure, and financial reserves, that can be mobilized in the event of a disaster.
3. Stakeholder Mapping: Identify all relevant local stakeholders, including government agencies, tourism businesses, community organizations, and emergency services, and define their roles and responsibilities.
4. Communication Protocols: Establish clear, locally appropriate communication channels and protocols for disseminating information before, during, and after a disaster.
5. Local Capacity Building: Develop training programs and capacity-building initiatives tailored to the specific needs and capabilities of local tourism stakeholders.
6. Cultural Considerations: Incorporate local cultural norms, languages, and traditional knowledge into disaster risk management strategies.
7. Economic Impact Mitigation: Develop locally relevant strategies to mitigate the economic impact of disasters on the tourism sector, considering the unique economic structure of each Member State.
8. Recovery Planning: Create recovery plans that align with local development goals and the specific characteristics of each Member State's tourism industry.

Member States are encouraged to review and update their localized plans regularly, ideally on an annual basis, to ensure they remain relevant and effective in the face of evolving risks and changing tourism landscapes.

By developing these localized disaster risk management plans, SADC Member States will be better equipped to protect their tourism sectors, minimize the impact of disasters, and ensure swift recovery, thereby contributing to the overall resilience of the regional tourism industry.

5.2. PRACTICAL PLAN DEVELOPMENT: TRAINING MATERIAL AND TEMPLATES

To facilitate the efficient and effective development of disaster risk management plans across the SADC region, this approach provides training materials practical templates and frameworks for Member States and tourism stakeholders. These resources focus particularly on two critical areas: crisis communication and incident management plans.

5.2.1. Crisis Communication Plan Template

Effective communication is paramount during a crisis. The SADC Secretariat provides a comprehensive crisis communication plan template that includes:

1. Stakeholder identification and contact information
2. Communication team roles and responsibilities
3. Pre-approved message templates for various scenarios
4. Communication channels and protocols
5. Media management strategies
6. Internal communication procedures
7. Monitoring and evaluation of communication effectiveness

Member States and tourism organizations are encouraged to adapt this template to their specific needs and contexts.

5.2.2. Incident Management Plan Framework

The incident management plan framework offers a structured approach to responding to and managing disaster situations. Key components include:

1. Incident classification system
2. Activation protocols
3. Incident command structure
4. Resource allocation procedures
5. Evacuation and emergency response guidelines
6. Business continuity measures
7. Post-incident review and learning processes

This approach and pursuant materials are designed to be flexible and scalable, allowing it to be applied to various types and scales of incidents affecting the tourism sector.

Member States and tourism stakeholders are encouraged to:

1. Customize the approach and templates to align with their local context and specific risks.
2. Regularly test and update their plans through simulations and tabletop exercises.
3. Ensure all relevant staff are trained in the use of these plans.
4. Share their experiences and improvements with the SADC Secretariat to contribute to the continuous enhancement of these resources.

By providing these practical training tools and templates, the SADC region aims to standardize and elevate the quality of disaster risk management planning across the tourism sector, thereby enhancing the overall resilience of the industry to potential crises and disasters.

5.3. STRENGTHENING PREPAREDNESS THROUGH SCENARIO-BASED EXERCISE

The SADC approach places significant emphasis on the use of scenario-based training exercises as a critical tool for enhancing disaster preparedness in the tourism sector. These exercises provide invaluable opportunities for stakeholders to test their plans, improve their decision-making skills, and identify gaps in their preparedness before facing real-world crises.

5.3.1. Types of Scenario-Based Exercises

The strategy recommends implementing a range of scenario-based exercises, including:

1. Tabletop Exercises: Discussion-based sessions where team members meet in an informal setting to discuss their roles and responses during various emergency situations.
2. Functional Exercises: These simulate specific emergency conditions and focus on the coordination, integration, and interaction of policies, procedures, roles, and responsibilities before, during, or after a simulated incident.
3. Full-Scale Exercises: Comprehensive exercises that involve multiple agencies, jurisdictions, and stakeholders in a highly realistic simulation of a disaster scenario.

5.3.2. Key Components of Effective Scenario-Based Exercises

To maximize the benefits of these exercises, the following components should be incorporated:

1. Realistic Scenarios: Develop exercise scenarios based on risk assessments specific to each Member State's tourism sector.
2. Multi-Stakeholder Involvement: Include representatives from all relevant stakeholders, including government agencies, tourism businesses, and local communities.
3. Clear Objectives: Define clear, measurable objectives for each exercise to guide participants and facilitate evaluation.
4. Stress Testing: Incorporate elements that test the limits of current plans and capabilities to identify areas for improvement.
5. Debriefing and Evaluation: Conduct thorough post-exercise debriefings to capture lessons learned and inform plan revisions.

5.3.3. Implementation Guidelines

The SADC Secretariat recommends that Member States and tourism stakeholders:

1. Conduct scenario-based exercises at least annually, with more frequent exercises for high-risk areas or during peak tourism seasons.
2. Rotate scenarios to cover a wide range of potential disasters and crises relevant to the tourism sector.
3. Progressively increase the complexity of exercises as capabilities improve.
4. Involve external observers or evaluators to provide objective feedback.
5. Document and share lessons learned from these exercises with other Member States through SADC-facilitated platforms.

5.4. DISASTER RISK MITIGATION STRATEGIES FOR TOURISM

A disaster can be avoided if proper forecasting and monitoring systems are in place or if the risks that lead up to a disaster had been carefully assessed and managed, before they intensify into a fully blown disaster. This requires monitoring and detecting any emerging risks or incidents and establish clear and open lines of communications with the agency managing the risk at source, to enable accurate and timely flow of information when risks develop. Disaster management plans must be largely generic to accommodate a range of disaster situations and to be able to deliver appropriate and timely responses through tactical plans depending on the kind of disaster risk. These tactical plans can be activated when it is apparent that a specific disaster risk is imminent. This is useful to provide a sense of security and comfort for tourists visiting the tourist sites.

Tourist destinations should advise tourism businesses/organizations to develop minimum Standard Operating Procedures (SOPs) for their facilities, to make provision for lessening the effects of disasters as well as risk creation in their areas of operation. It is critical that each business must have their own early warning and preparedness plan as well as measures in place to be able to cope with the situation and minimizing impact.

Governments in consultations with the tourism industry should take primary responsibility for tourist destination management, since they have the legislative authority and resources necessary to respond quickly and efficiently to a range of adverse events that might threaten the tourism sector. It is important to promote and integrate disaster risk management approaches throughout the tourism industry, given the reliance on tourism as a key economic drive.

To this effect, the NTA, DMO and NTO of the Member States, being the key influencer in disaster risk management, should undertake the following activities in disaster risk mitigation (prevention, protection and reduction). These activities are mostly drawn from the experience of APEC (2004); the WTO (1991), PATA (2011), ASEAN (2015) and United Nations (2015). The activities are only a guide: they may not contain all the components required by each tourist destination for its specific disaster management planning processes and implementation:

Objective 5.4	
Disaster Risk Mitigation (Prevention, Protection and Reduction)	
Rationale:	Risk situations can escalate into a disaster of which perception affects tourist decisions. Thus, increasing resilience of tourism sector requires mainstreaming disaster risk into the sector.
Activities	
Activity A	Conduct a risk management process which identifies, analyses, evaluates and controls the risks to the tourist destination.
	1) Set basic parameters (the understanding of the legislative, regulatory, political and social environment in which tourism operates, as well as the possible threats to its continued activity) within which risks must be managed.
	2) Identify all the risks (hazard, vulnerability, exposure, and adaptive capacity of the country) to be managed, whether they are under the control of the tourist destination management (NTA/DMO/ NTO) or government.
	3) Identify stakeholders and agency to be given the leading role in management of risk.
	4) Include the relevant government officials, tourism operators, and local community in the management of risk.
	5) Clarify roles and responsibilities of various stakeholders; decide what risks to tolerate or to treat.
	6) Assess the identified risks, in terms of their impact on a tourist destination; separate acceptable risks from those major risks that need to be managed. Decide which risks are acceptable and which are not, against the background of social, cultural, economic and political priorities.
	7) Compare the level of risk found during the analysis process with previously established risk criteria (in other words, what is acceptable and what needs to be treated).
	8) Treat the risks. Create scenarios this involves identifying the range of options available to tourist destination, making risk treatment plans and acting upon them (accepting, avoiding, transferring or mitigating).

Objective 5.4	Disaster Risk Mitigation (Prevention, Protection and Reduction)
Rationale:	Risk situations can escalate into a disaster of which perception affects tourist decisions. Thus, increasing resilience of tourism sector requires mainstreaming disaster risk into the sector.
Activities	
Activity B	Continue to monitor and evaluate new sources of risks.
	1) Constantly monitor and review each component of the risk management process.
	2) Actively communicate with key stakeholders regarding potential new risks.
	3) Ensure tourists uphold the UNWTO Global Code of Ethics for Tourism.
Activity C	Monitor and evaluate the progress of risk control measures.
	1) Ensure that controls are effective and efficient in both design and operation.
	2) Obtain further information to improve risk assessment.
	3) Analyse and learn lessons from risk events, including successes and failures.
	4) Detect changes in the external and internal context, including changes to risk criteria, which may require reviewing of risk treatment and priorities.
	5) Identify new risks.
Activity D	Stay informed of disaster risk management issues and/or maintain information on the current activities
	1) Establish effective liaison with national disaster management agencies.
	2) Establish liaison with industry organizations, government agencies and local communities.
	3) Detect early warning signals.
Activity E	Supply resources (financial, personnel and equipment) to support the management of risk mitigation (prevention, protection and reduction) to tourism.
	1) Establish vital resources for supporting the risk treatment plan.
	2) Consider a cost-benefit analysis for proposed treatment options to ensure that the treatment is realistic in economic terms.
	3) Mobilise resources from Government, the private sector and communities.
	4) Establish training simulations/drills needs.

5.5. DISASTER RISK PREPAREDNESS STRATEGIES FOR TOURISM

The first step in preparedness is the establishment of a tourism disaster management committee. The tourism disaster management committee for a tourist destination should include representation from all key tourism stakeholder organizations as each will have a different perspective and different knowledge and skills to contribute. The tourist destination should also invite participation from relevant government departments and community agencies to reinforce the need for integrated disaster response and recovery processes for tourism. These committees are likely to form the core of subsequent disaster management teams.

A key part of disaster preparedness for tourist destinations is the establishment of networks and liaison with relevant government departments and community agencies. Recognising that each tourism operator and tourist destination are part of the disaster management community, each tourist destination should develop and maintain an effective working relationship with those departments and agencies with which it will cooperate during a disaster, and which may provide advice and assistance during tourism disaster response and recovery.

Since disasters are different in occurrence and impact, there is need for a generic tourism disaster management plan which contains a set of disaster management arrangements for all potential disasters that may affect the tourism sector and tourist destination. The plan will contain generic arrangements for response as specific requirements will vary, depending on the nature and scope of a disaster. Consequently, the NTA, DMO and NTO of the Member States should undertake the following activities in disaster risk preparedness. These activities have borrowed from the experience of APEC (2004); the WTO (1991), PATA (2011), ASEAN (2015) and UN (2015):

Objective 5.5 Disaster Risk Preparedness	
Rationale:	While availability of resources is key to successfully managing disasters, equally important is how the tourism sector prepares for a disaster.
Activities	
Activity A	Establish a tourism disaster management committee, comprising senior officials and representatives of the private sector empowered to make and implement decisions during a disaster.
	1) Include the relevant government officials, tourism operators, and local community to the Committee.
	2) Designate responsibilities of the Committee.
	3) Appoint a coordinator and alternate; media liaison; as well as support and administrative staff.
	4) Train members of the Committee in crisis communications and media relations, especially the media liaison.
	5) Ensure that the command structure, protocols of engagement, instructions and assignments are clear, current and rehearsed.
	6) Ensure that there are resources (financial, personnel and equipment) with advance disbursement approval that can be activated during a disaster.
Activity B	The disaster management committee to develop tourism disaster management (strategic, tactical and communication) plans (taking into consideration multiple and transboundary hazards) and conduct test-runs.
	1) Consider early warning systems, evacuation and sheltering, emergency personnel and resources, restoration of public services, records management, and recovery.
	2) Undertake structural and non-structural measures to reduce or prevent disaster risks.
	3) Audit the plans for adequacy.
	4) Conduct disaster response simulations and practices.
	5) Continually acquire disaster risk management skills.
	6) Align disaster risk reduction with climate change adaptation (being a key underlying driver of natural disasters).
	7) Monitor, evaluate and amend the plans (if need be).

Objective 5.5	Disaster Risk Preparedness
Rationale:	While availability of resources is key to successfully managing disasters, equally important is how the tourism sector prepares for a disaster.
Activities	
Activity C	The Committee to establish training needs.
	1) Determine the training needs at the Committee organisational, operational and individual level.
	2) Identify necessary skillsets and competencies required to implement disaster risk reduction and climate change adaptation activities.
	3) Identify the individuals that need to be trained or retrained.
	4) Develop and organise regular training.
Activity D	The committee to conduct/schedule regular mock drills, where possible.
	1) Target emergency response team, employees, volunteers and stakeholders of tourist destination including communities.
	2) Evaluate the mock drills to identify gaps for improvement.
Activity E	Develop and maintain an effective working relationship with those departments and agencies with which to cooperate during a disaster, and beyond; as well as transboundary collaborative response.
	1) Seek collaboration between different levels of government and other agencies within and outside the country.
	2) Spell out the roles and responsibilities of the Government and other collaborating actors.
	3) Share vital information and pool various resources.
	4) Develop a multi-network early warning notification system to alert all stakeholders.
	5) Enhance multi-hazard early warning system.
Activity F	Supply resources (financial, personnel and equipment) to support the management of disaster risk preparedness.
	1) Establish vital resources for supporting the disaster preparedness plan.
	2) Mobilise resources from Government, the private sector and communities.

5.6. DISASTER RESPONSE STRATEGIES FOR TOURISM

The disaster response strategy includes actions taken leading up to and immediately after the impact of a disaster, to minimize its effects and to manage the consequences. The tourist destination will liaise with disaster management agencies and be part of a coordinated, integrated response to the disaster. The operational emphasis is on damage control in both lives and property. The crisis communications strategy should be active, pre-empting and reassuring visitors.

For visitors to maintain confidence in the tourist destination, it is important that normal business operations and services are continued with the least disruption possible. Business continuity issues to be considered by the disaster management committee include identification of visitor needs and provision of essential support services. Importantly, the tourist destination's disaster management committee will need an accurate report of how the disaster has affected visitors. It will be responsible for the regular briefing and management of personnel undertaking disaster management tasks, the processing (collecting, collating and evaluating) of information relevant to its purpose, decision-making, and strategic and tactical measures. Precisely, the Member States' NTA, DMO and NTO should undertake the following activities in disaster response. These activities have mostly tapped into the experience of APEC (2004); the UNWTO (1991); PATA (2011), ASEAN (2015) and United Nations (2015):

Objective 5.6	Disaster Response
Rationale:	A tourist destination's NTA/DMO/NTO is under severe pressure in a disaster situation, for what NTA/DMO/NTO does or does not do properly, can have long-lasting implications for their destination.
Activities	
Activity A	Activate the tourism disaster management committee, and the disaster central command centre for NTA DMO/NTO, with effective leadership.
	1) Include the relevant government officials, tourism operators, and local community to the response committee.
	2) Assess the situation and determine if the Member State has the capacity to effectively respond to the disaster or is it beyond the Member State which will need a declaration of the emergency (qualifying for SADC intervention).
	3) Clearly identify the roles and responsibilities of respective agencies, including tourism operators and their associations.
	4) Activate the partnerships between government agencies and the tourism sector.
	5) Authorise the Committee to take command in the disaster situation without fear of repercussions.
	6) Establish central command centre and designate a person in charge.
	7) Secure and activate the disaster risk response budget.
Activity B	Establish a media centre and appoint a media spokesperson
	1) Authorise the media and communications spokesperson to make statements on behalf of the NTA/DMO/NTO, to be very open with the media.
	2) The Committee to identify information needs and sources.
	3) Implement the disaster communications plan.
Activity C	Assess the effects of the disaster upon tourism; damage to property and infrastructure; interruption to services; and consequences of the disaster.
	1) Identify and meet visitor needs (measures taken for visitors already in the country).
	2) Ensure safety of all persons residing within, working at, or visiting a tourism facility or tourist destination.
	3) Ensure minimal disruption to regional tourism operations, visitors, staff and surrounding communities.
Activity D	Develop tactical and strategic measures.
	1) Establish liaison and communications with government officials, local communities and emergency services.
	2) Consult key customers and work together to reduce the impact of the disaster for both parties.
	3) Identify business continuity issues and priorities to keeping businesses operating, restoration of facilities, services and infrastructure.
Activity E	Monitor media reports for accuracy.
	1) Monitor the media/advisories against travel to the country and region and work to reduce the adverse travel advisories.
	2) Provide regular updates on new developments.
Activity F	Evaluate the response to the disaster situation.
	1) Establish what occurred and the sequence of events which caused the disaster.
	2) Assess response to the crisis event and evaluate the effectiveness of the response process.

5.7. DISASTER RECOVERY STRATEGIES FOR TOURISM

The disaster recovery strategy is concerned with the restoration and rehabilitation of tourism and its return to full functioning. It is in the best economic interest for tourist destinations and tourism operators to be assisted in restoring business activities (business incentives to protect their tourism interests) to pre-crisis levels. Such incentives may include the government to facilitate low interest loans with flexible conditions for travel agents, hotels and other tourism industry operators; and intensive training programs for tourism industry personnel as well as reviewing the fiscal policies.

Recovery decision-making processes will be dependent upon information and accurate assessment of the: residual effects upon tourism operations; existing damage to property and infrastructure; causes of ongoing disruption to services; consequences of the disaster for tourist destinations and surrounding communities; and personnel, equipment and measures needed to deal with the recovery operation. The tourist destination's disaster management team should monitor and evaluate community perceptions and reactions to the disaster to identify and address any community concerns.

Debriefings must be conducted following any disaster response to analyse the management and outcomes of the disaster and to gain information necessary for improving plans, procedures and the training of personnel. Lessons from debriefing processes must be identified and acted upon to ensure the continual improvement of disaster management capabilities, and these lessons should be shared with other tourism organizations and the industry's international associations so that the wider visitor industry can benefit. Consequently, the Member States' NTA/DMO/NTO should undertake the following activities in disaster recovery, mostly based on the experience of APEC (2004); the UNWTO (1991); PATA (2011), ASEAN (2015) and United Nations (2015):

Objective 5.7	Disaster Recovery
Rationale:	A successful tourism recovery program is about restoring and building back better; designed to result in a more marketable tourist destination and improved infrastructure to the point that a similar disaster in the future may be less destructive.
Activities	
Activity A	Activate the disaster recovery committee.
	1) Include the relevant government officials, tourism operators, and local community to the recovery team.
	2) Identify and resolve problems which will disrupt regional tourism operations.
	3) The Committee to identify recovery objectives; priorities of action; and current and future needs.
	4) Identify strategies and the resources required to restore normal functioning.
	5) Secure the assistance of government and community leaders for the crisis recovery processes.
Activity B	6) Encourage a sense of teamwork and cooperation among stakeholders.
	The committee to establish residual effects upon tourism; existing damage; causes of ongoing disruption to services; consequences of the disaster for the organization and the community; personnel, and equipment and measures needed.
Activity C	1) Develop a Business Continuity Plan to include rehabilitation, normalisation and expansion (building back better).
	The Committee to oversee continuing media management and public relations activities.
	1) Prepare a new media and community relations plan.
	2) Update our overseas representatives on a regular basis.
	3) Invite and host as many credible travel journalists as we can.

Objective 5.7	Disaster Recovery
Rationale:	A successful tourism recovery program is about restoring and building back better; designed to result in a more marketable tourist destination and improved infrastructure to the point that a similar disaster in the future may be less destructive.
Activities	
	4) Target end-users in main markets as recipients of the media efforts.
	5) Consult key customers and work together to reduce the impact of the crisis for both parties.
Activity D	Identify and meet emotional and physical needs of staff and visitors.
	1) Counsel and motivate visitors and employees to overcome the emotional stress.
	2) Organise internal and external seminars on recovery activities for staff.
Activity E	Government to coordinate financial support and capacity building to ensure business continuity.
	1) Provide targeted business incentives to protect their tourism interests.
	2) Provide special low interest loans with flexible conditions provided to tourism industry operators.
	3) Provide intensive skill training for personnel in the tourism industry to upgrade them to meet challenges and opportunities after the disaster situation.
Activity F	Organise the debriefing processes.
	1) Lessons learned be shared.
	2) Follow-up with victims of disaster.
	3) Update disaster risk management plans.
	4) Recognise and thank those who helped, both internally and externally.

6. DISASTER RISK COMMUNICATION STRATEGIES FOR TOURISM

The media is a key element in any risk management strategy for a tourist destination. The aim of disaster risk communication should always be to work with the media, not against them. Therefore, the media should be managed appropriately. Cooperation is always preferable to confrontation; and, most importantly, it must be remembered that the media is the communication medium from the tourism operator/industry to wider community and prospective travellers.

The objectives of crisis communications for NTA/DMO/NTO are: (1) protect the reputation and credibility of the country as a tourist destination, (2) protect the reputation and image of the NTA/DMO/NTO, (3) re-assure key stakeholders that the NTA/DMO/NTO is responding to the crisis in the most responsible and appropriate way in their best interest, and (4) support the disaster management strategy at the NTA/DMO/NTO and national level. The role of NTA/DMO/NTO is to:

- 1) To provide early warning to visitors and operators.
- 2) Assist with evacuation messaging for tourists/visitors.
- 3) Liaise with operators to accommodate and transport stranded visitors.
- 4) Advise operators where to access emergency updates.
- 5) Assess disaster damage or impact on industry; and
- 6) Coordinate local tourism recovery campaign.

While effective communication based on the principles of honesty and transparency is crucial to successful disaster management, other aspects of tourism also need to be taken into consideration, notably promotion; safety and security; and market research. The guidelines highlighted in this section draw mostly upon the Toolbox for Crisis Communications in Tourism: Checklists and Best Practices by UNWTO (2011), ASEAN (2015) and APEC (2004). The guidelines suggest specific actions to take before, during, and after a disaster.

6.1. COMMUNICATION STRATEGIES IN DISASTER RISK MITIGATION

During this management stage, communications with stakeholders should take place to ensure that they are acquainted with what is being done to prevent or mitigate any (known) potential negative impact and maintain confidence in the tourist destination. As stated earlier, risk reduction begins with risk identification and assessment, including early warning. It is recommended in this Strategy that early warning focal points be appointed in each of the Member States. Generally, this phase is a non-disaster situation and as UNWTO (2011) remarks, it is not necessary to set up a crisis communication team. Instead, the tourist destination is expected to work through the regular chain of command at normal pace, where the media may be accessed only when necessary. However, the website must be updated regularly, whereas digital technology (notably social media) maintains the normal interactive communications with consumers.

Objective 6.1	Communication Strategies in Disaster Risk Mitigation
Rationale:	Communications in disaster risk mitigation and subsequent stages undertake to protect the reputation, image and credibility of the country as a tourist destination
Activities	
Activity A	Develop a disaster risk communications plan.
	1) Establish clear lines of communications with the agency managing an identified risk at source to enable accurate and timely flow of factual information when the risk unfolds.
	2) Appoint early warning focal points.
	3) Establish spokesperson.
	4) Maintain regular assessment of information.
Activity B	Establish an effective working relationship with global media companies and creative publications; and share information in a transparent way.
	1) Build relationships based on respect, trust and credibility (exclude tabloids).

Objective 6.1	Communication Strategies in Disaster Risk Mitigation
Rationale:	Communications in disaster risk mitigation and subsequent stages undertake to protect the reputation, image and credibility of the country as a tourist destination
Activities	
	2) Established media contacts.
	3) Monitor the media and advisories against travel to the destination.
Activity C	Work through the regular chain of command (media and communications department) at normal pace.
	1) Communicate with media when necessary.
	2) Update website regularly.
	3) Continue to use social media platforms for normal interactive communications with consumers.
	4) Use normal communications vehicle to employees and their families.
	5) Maintain routine communication of news to partners.

7. COMMUNICATION STRATEGIES IN DISASTER RISK PREPAREDNESS

During this stage, the tourist destination should develop a disaster communication plan. As far as communication strategy is concerned, the tourist destination's NTA/DMO/NTO must undertake the following activities based largely on UNWTO (2011), ASEAN (2015) and APEC (2004):

Objective 6.2	Communication Strategies in Disaster Risk Preparedness
Rationale:	The impact of a disaster is acutely felt in the tourism sector and manifested across the stakeholders. To reduce the disaster impacts, tourist destinations need to be prepared.
Activities	
Activity A	Develop a disaster communication plan.
	1) Plan for a worst-case scenario.
	2) Involve public services and private tourism companies in the planning process.
	3) Rehearse for a disaster communication plan and update the plan annually.
Activity B	Establish a press and communications department.
	1) Deploy staff trained in working with the media.
	2) Keep a good contact list of local and international media, several telephone lines.
	3) Build an email broadcast system capable of reaching the media on short notice.
	4) Set aside budget reserves for communication activities
	5) Make tourist safety and emergency information available on NTA/DMO/NTO website.
	6) Establish tourism police and emergency call centres
Activity C	Designate chief spokesperson (a high-ranking official) and assistant spokespersons.
	1) Train the spokespersons by hosting mock news conferences and crisis rehearsals.
	2) Prepare key disaster communication messages.
Activity D	Train spokespersons in safety and security issues.
	1) Train them to communicate in an authoritative manner on security issues, providing enough information without compromising the more delicate details of security issues.
Activity E	Communicate regularly with media and travel trade (tour wholesalers, tour operators and travel agencies).
	1) Communicate frequently in good times as well as bad.
	2) Develop a database of partners in the travel trade.
	3) Communicate to guests expecting to arrive (access, safety).
	4) Notify current guests of an event that is likely going to occur.
Activity F	Pay attention to local media.
	1) Maintain good rapport with local newspapers, television reports and radio (as a primary source of information for the international media).

7.1. COMMUNICATION STRATEGIES IN DISASTER RESPONSE

Managing communication and perceptions through a crisis communication strategy can limit the negative media coverage and manage perceptions both during a disaster and at the recovery stage. It is during this stage that the Crisis Communication Team should implement the Crisis Communication Plan as well as working with stakeholders to maintain reputation of the tourist destination. Crisis communication is important; to provide information to key publics and to help tourist destinations limit the impact of a disaster as well as help them recover from incidents by safeguarding the tourist destination's image and reputation which is of immense value to tourist destinations. Consequently, the tourist destination's NTA/DMO/NTO must undertake the following activities based largely on UNWTO (2011), ASEAN (2015) and APEC (2004):

Objective 6.3	
Communication Strategies in Disaster Response	
Rationale:	Managing communication and perceptions, through a disaster communication strategy, results in positive media coverage.
Activities	
Activity A	Activate Risk Communication Plan.
	1) Adopt a policy of full disclosure about what is known and what is not known.
	2) Do not impose a news blackout.
Activity B	Set up a communications command centre.
	1) A skilled media person should be given the authority to make statements on behalf of NTA/DMO/NTO.
	2) Set up a hotline.
	3) Monitor what is being done to improve safety and security.
	4) Keep all tourism staff up to date on the seriousness of the disaster and what is being done to end it.
	5) Place information about the disaster on website.
Activity C	Establish a media centre and attend to media.
	1) Begin to release information once ready to answer five key questions: who, what, where, when, and why.
	2) For missing information, inform journalists that it is not yet available and promise to revert as soon as possible.
	3) The first communication about the disaster should include information about what is being done to help the victims.
	4) Do not speculate about what caused a disaster or who is to blame. Stick to information about what is being done to make the tourist destination safer.
	5) Use maps and statistics to demonstrate that the disaster is limited to a specific area or that it has only affected a portion of the country's tourism sector.
	6) Take time to contact media outlets that are making mistakes in their reporting immediately, before the inaccuracies can be repeated by other news media.
	7) Work positive details into news releases, including new tourism developments or growth statistics.
Activity D	Network with other news sources.

Objective 6.3	Communication Strategies in Disaster Response
Rationale:	Managing communication and perceptions, through a disaster communication strategy, results in positive media coverage.
Activities	
	1) Keep informed other organizations providing information on the disaster to the media (such as police, disaster relief, hotel associations, tour operator groups, and SADC).
	2) Keep track of what is being published and broadcast about your tourist destination during the disaster and feed that information back to the media centre.
Activity E	Communicate directly with travel trade.
	1) Do not let key partners rely on the media for information about the disaster.
	2) Provide details about the extent of the disaster, what is being done to assist victims, how security services are working to end the disaster and ensuring it does not reoccur.
	3) Change promotional message to address safety concerns.

COMMUNICATION STRATEGIES IN DISASTER RECOVERY

The primary role of the Crisis Communication Team is to disseminate timely accurate information (to potentially save lives) and restore stakeholder confidence to return to normal operations. This is an image-building communications, where the NTA/ DMO/NTO of the Member States should pay attention to the following activities based largely on the experiences of UNWTO (2011), ASEAN (2015) and APEC (2004):

Objective 6.4	Communication Strategies in Disaster Recovery
Rationale:	The disaster recovery phase presents an opportunity to “Build Back Better” (e.g., integrating disaster risk reduction into issues of development, making communities resilient to disasters).
Activities	
Activity A	Be pro-active in communications, highlighting what is being done to restore tourism to normalcy.
	1) Update overseas representatives on a regular basis.
	2) Target the end-user in our main markets as recipients of these media efforts.
	3) Increase familiarisation trips for tourism journalists to show them what has been achieved.
	4) Prepare a new media and community relations plan.
Activity B	Create your own news outlet on the tourist destination's website, as alternative to mass media news sources.
	1) Be honest and ethical in promotion and communication.
	2) Remember the disaster anniversaries and use them as platforms to communicate positive news.
Activity C	Stay out of the travel advisory war.
	1) Communicate positive news to reflect the normalcy of tourism activities.
	2) Establish contact with governments that have issued travel advisories against the tourist destination.

Objective 6.4	Communication Strategies in Disaster Recovery
Rationale:	The disaster recovery phase presents an opportunity to “Build Back Better” (e.g., integrating disaster risk reduction into issues of development, making communities resilient to disasters).
Activities	
	3) Provide a regular flow of information on the disaster, what is being done to make the area more secure and where it is safe for visitors to travel.
	4) Lobby the government and invite representatives to see the situation for themselves.
Activity D	Evaluate the communications in disaster recovery situation.
	1) Analyse the communications in recovery efforts and use the lessons learned to improve the disaster communication plan.
	2) Review press clippings and evaluate if perceptions in these articles were correct or incorrect.

7.2. ESSENCE OF DISASTER RISK COMMUNICATION & TARGET GROUPS

Risk communication is a process for information exchange between multiple stakeholders who are facing risk (Usher & Schroeder, 2021). For destinations where tourism is a major economic generator, partnerships between local government and tourism business associations and industry are key. Tourism organizations must communicate with a variety of stakeholders when conveying messages about impending severe weather or disasters. There is also an increased need to distribute information to tourism stakeholders about preparing for, continuing service during, and recovering from, disasters.

Due to the global rise in frequency and intensity of disasters, climate change being a key underlying disaster risk factor, it is important for all members of the tourism system to have a way to communicate about existing and emerging risks. While disaster and climate change concerns have different origins, they overlap in many aspects through common factors, especially weather and climate that affects the tourism sector in similar way. These risks need to be communicated not only among managers in the tourism industry, but also with the public, the traveling public, employees working in the tourism industry, and those in related sectors (e.g., transportation, food service, and retail). Risk communication messages should be tailored to each audience.

In disaster risk communications, key stakeholders involved with the tourism industry include business owners, government staff, NTA/DMO/NTO, guests and media. All of whom have differing degrees of vulnerability in a tourist destination when a threat occurs.

7.2.1. Business Owners

Business owners and managers must prioritize lines of communication with staff. They could create staff email and phone number lists to efficiently distribute information no matter where staff are located. They should ensure staff members have the resources to prepare their own homes and families for a disaster. The more prepared the staff, the more people will be available to get the business back up and running. Owners and managers should ensure that all staff know the same cohesive message that is to be communicated to guests in the event of an impending disaster (Usher & Schroeder, 2021).

7.2.2. Government Tourism Staff

Tourism officials need to ensure that there are open lines of communication between emergency management personnel and tourism businesses, notably creating announcements about shelters and evacuation routes that can be distributed by businesses to their guests; and creating a list of accommodation facilities that can stay open during disasters and house recovery workers and are willing to serve as quarantine centres (Usher & Schroeder, 2021).

7.2.3. NTA/DMO/NTO

Tourist destination's NTA/DMO/NTA carry a hugely important role in uniting the tourism organizations and businesses. For this reason, they should take on the role of the trusted source for the tourism industry regarding risk communication. Different messages regarding disaster preparation and recovery must be communicated to the different stakeholders, and often industry associations or convention and visitors' bureaus are responsible for relaying these messages (Usher & Schroeder, 2021).

7.2.4. Visitors/Guests

Communicating with guests is different from communicating with staff. For example, tourists may not have experienced a hurricane or other disaster before. Being able to clearly communicate accurate safety information will be important because they likely will not know what to do.

7.2.5. The Media

International, national and local media play an important and fundamental role in promoting disaster risk reduction policies and in advancing the disaster risk reduction agendas at global, national and local level. Media are active actors in the early warning chain and essential partners to help educating communities and promote disaster risk reduction messages to different audiences. They are also key in providing better responses to disaster affected communities.

7.3. THE DIGITAL ERA

The advent of social media has vividly transformed the landscape of disaster mitigation, preparedness, response and recovery. The old traditional media of television, newspapers and radio are no longer the creators and disseminators of vital information in a crisis. At the present time, anyone with a mobile device with internet connection may be the source of breaking news.

Social media platforms are driven for and contribute to the rapid dissemination of messages. Most social networking sites have a messaging tool built within their sites, so that users can send and receive messages to each other while logged in. They have been widely used in times of disaster in the tourism sector. Since those receiving information can immediately forward it to different people, hence the ability of the message to quickly reach other people is powerful.

The essence of any post-crisis tourism recovery program is the rebuilding of trust, confidence and the rehabilitation of the reputation of a tourist destination. A successful recovery program must be targeted equally to the end user consumer and business stakeholders, rebuilding confidence in consumers to return. Tourist destinations should use social media wisely as means for recovery campaign to gain the confidence and support of stakeholders operating in key source markets and receptiveness from consumers in those markets.

7.4. ENHANCED COMMUNICATION STRATEGIES AND MODERN TOOLS

Recognizing the critical role of timely and effective communication in disaster risk management, the SADC approach emphasizes the adoption and integration of modern communication tools and strategies. This approach aims to enhance information flow, coordination, and response times across all phases of disaster management.

7.4.1. Multi-Platform Communication Strategy

1. Integrated Communication Ecosystem
 - Develop a comprehensive communication ecosystem that integrates traditional and modern communication channels.
 - Ensure seamless information flow across platforms to reach all stakeholders effectively.
2. Platform-Specific Content Adaptation
 - Tailor messages for different platforms (e.g., WhatsApp, social media, email, SMS) to maximize engagement and clarity.
 - Develop guidelines for adapting critical information to various format requirements without losing essential details.

7.4.2. WhatsApp and Instant Messaging Integration

1. Official SADC Tourism DRM WhatsApp Groups
 - Establish hierarchical WhatsApp groups for different levels of communication: a) Regional level: SADC Secretariat and national focal points b) National level: Country-specific groups for key stakeholders c) Local level: Destination-specific groups for on-the-ground coordination
 - Develop clear protocols for group usage, including message prioritization and escalation procedures.
2. Sensitive Communications
 - Adopt secure messaging platforms for sharing sensitive or confidential crisis information.
 - Provide training on secure messaging protocols to key personnel.

7.4.3. Social Media Strategies

1. Crisis-Specific Social Media Accounts
 - Create dedicated social media accounts for crisis communications, separate from regular tourism promotion channels.
 - Develop a strong following for these accounts during non-crisis periods through regular updates and engagement.

2. Social Media Monitoring and Response System
 - Implement advanced social media monitoring tools to track crisis-related conversations and sentiment in real-time.
 - Establish a rapid response team to address misinformation and provide accurate updates via social media.

7.4.4. Digital Collaboration Tools

1. Crisis Management Dashboard
 - Implement a cloud-based crisis management dashboard accessible to key stakeholders across the region.
 - Integrate real-time data feeds, task management, and communication features for comprehensive crisis oversight.
2. Virtual Emergency Operations Center
 - Establish a virtual emergency operations center using platforms like Microsoft Teams or Zoom.
 - Conduct regular drills to ensure familiarity with virtual collaboration tools among all stakeholders.

7.4.5. Multimedia Content Strategy

1. Video Briefing Series
 - Develop a series of short, informative video briefings for different crisis scenarios.
 - Distribute these via multiple channels including WhatsApp, YouTube, and the SADC Tourism Crisis App.
2. Infographic Template Library
 - Create a library of customizable infographic templates for various crisis communications needs.
 - Ensure templates are easily adaptable for different languages and cultural contexts across the SADC region.

7.4.6. Accessibility and Inclusivity

1. Multi-Language Support
 - Ensure all digital communication tools support multiple languages used across the SADC region.
 - Implement real-time translation features where possible.
2. Accessibility Features
 - Incorporate accessibility features such as text-to-speech, high-contrast modes, and simple language options in all digital tools.
 - Provide alternative communication methods for individuals with limited access to digital technologies.

7.4.7. Training and Capacity Building

1. Digital Communication Skills Workshops
 - Conduct regular workshops on effective use of digital communication tools for tourism and disaster management stakeholders.
 - Include hands-on training sessions on new technologies and platforms.

7.4.8. Evaluation and Continuous Improvement

1. Communication Effectiveness Metrics
 - Establish key performance indicators (KPIs) for measuring the effectiveness of different communication channels and strategies.
 - Conduct regular audits and analyses to identify areas for improvement.
2. Feedback Loops
 - Implement systematic feedback collection mechanisms for all communication tools and strategies.
 - Use insights gathered to continuously refine and enhance communication approaches.

8. DRIVERS OF IMPLEMENTATION OF THE STRATEGY

8.1. TOURISM DISASTER RISK MANAGEMENT POLICY

Each tourist destination should develop a Tourism Disaster Risk Management Policy. This document authorises activities to occur and provides the basic blueprint for the risk management activities in the tourism sector, describing the intention of the policy, its rationale, and the way it will be implemented.

Further, each SADC Member State must undertake to develop a whole-of-government approach to supporting and protecting tourism. This would involve a formal agreement at the highest level of government to develop a national crisis management plan for tourism that is adequately resourced and, where appropriate, supported by relevant legislative authority. A review of existing legislation may be warranted to ensure potential disaster risks are covered.

8.2. RISK-INFORMED DEVELOPMENT

Risk-informed development must be a risk-based decision process that integrates knowledge of and actions to address complex risks, opportunities and trade-offs into development plans, policies, programmes and actions to ensure they are sustainable and resilient. Actions to reduce risks and avoid risk creation need to be integrated into multiple levels of planning and delivery in the tourism sector. The Sendai Framework for Disaster Risk Reduction underscores the prevention of new and reduction of existing disaster risks related to natural, human-made and hybrid threats throughout all areas of development. A disaster management plan for any SADC member state must be tailored to consider the specific characteristics and circumstances of each country.

To be effective, the main strategic orientation of disaster policies needs to focus on strengthening positive links between disaster reduction and development policies and planning. National policies should recognize disaster management as a development activity aimed at protecting the development process itself. Therefore, they should require that development programmes/projects be assessed for disaster impact and disaster reduction strategies be built into the development process.

8.3. TOURISM SECTOR STRUCTURAL SET-UP

Each SADC Member State should form a National Tourism Council, comprising key government and external stakeholders, especially peak tourism industry representative bodies. The Council should consider establishing a National Safety and Security Committee; designate roles and responsibilities for members in all areas of risk and disaster management and integrate these tasks into the national disaster management plan.

8.4. LINKAGE IN MEMBER STATES' NATIONAL DISASTER MANAGEMENT

This report adopts the position that each government has overall responsibility for tourist destinations in their jurisdiction. This is a practical approach, since governments have the legislative authority and resources necessary to respond quickly and efficiently to a range of adverse events that might threaten their tourism sector.

8.5. STRATEGY ADOPTION BY MEMBER STATES' NTA/DMO/NTO

The Member States' NTA/DMO/NTO are at the helm of the Strategy, with structural linkages between NTA/DMO/NTO and SADC, as well as between NTA/DMO/NTO and the tourism private sector. Further, NTA/DMO/NTO are to integrate disaster risk management approaches throughout the tourism sector. To this effect, this Strategy urges Member States to identify areas of risk that are most likely to threaten them and address them accordingly. As seen earlier, while there exists a range of disasters risks affecting tourist destinations and tourists, the UNWTO (2011) places the disaster risks into five categories:

- 1) Environmental, including geological and extreme weather events, and human-induced situations such as climate change and deforestation.
- 2) Societal and political, including riots, crime waves, terrorist acts, human rights abuses, coups, violently contested elections.
- 3) Health-related, such as disease epidemics affecting humans or animals.
- 4) Technological, including transportation accidents and IT system failures; and
- 5) Economic, such as major currency fluctuations and financial crises.

8.6. THE WHOLE-OF-GOVERNMENT APPROACH

The whole-of-government approach as well as all-of-society and all-of-government institutions, is critical for meaningful results in a multi-sectoral engagement on disaster risk management. An engaged, committed core team of counterparts across all relevant sectors within government, including central oversight agencies, and society, are crucial in the achievement of disaster risk management.

9. MODALITIES FOR THE IMPLEMENTATION OF THE STRATEGY

Effective implementation of the Strategy depends crucially on the institutional arrangements and capacities as well as resources. Where possible, the tourism industry should participate in disaster management activities through appropriate local, regional or national committees. Such participation enables the importance of tourism to be drawn to the attention of national disaster management agencies and civil protection units and promotes the need for appropriate measures to protect visitors to be considered and developed. In this way, tourism operators and tourist destinations can be proactive and potentially reduce the effects of disasters upon their industry. Importantly, the needs of tourism, including visitors and visitor markets, can be addressed in the planning processes.

Key elements of risk and disaster management are the primary responsibility of national governments for which a major task is identified as establishing the context. For governments, establishing the context involves an understanding of the legislative, regulatory, political and social environment in which tourism operates, as well as the possible threats to its continued activity.

9.1. COORDINATION MECHANISM

Governments should establish strategic directions for risk and disaster management processes and mostly, provide the funding for related activities. Strategies are developed by the responsible government departments hosting multi-agency committees with representation from all key stakeholders. As a significant global industry, tourism is a significant contributor to the economy of most SADC countries, and it plays a key economic role in developing countries where it can provide the primary source of foreign exchange and be a major driver of economic development.

Tourism is one of the world's largest economic sectors driven by the private sector, however, it is particularly vulnerable to the impact of disasters. Therefore, the private sector needs to bring to the attention of government its legislative, economic and social environment in which it operates, the possible threats to its continued activity from actual or threatened disasters, and the resultant effects upon a national economy due to any deterioration in its activities.

The UNWTO (2011) recommends that countries 'develop a national policy on tourism safety commensurate with the prevention of visitor risks' and form national tourism councils with executive committees responsible for risk management in key areas, according to the needs of each tourist destination. Mixed-sector councils comprising government and industry participants are essential since many of the necessary actions can and should be implemented by the private sector.

9.2. SADC AND MEMBER STATES' DISASTER MANAGEMENT LINKAGE

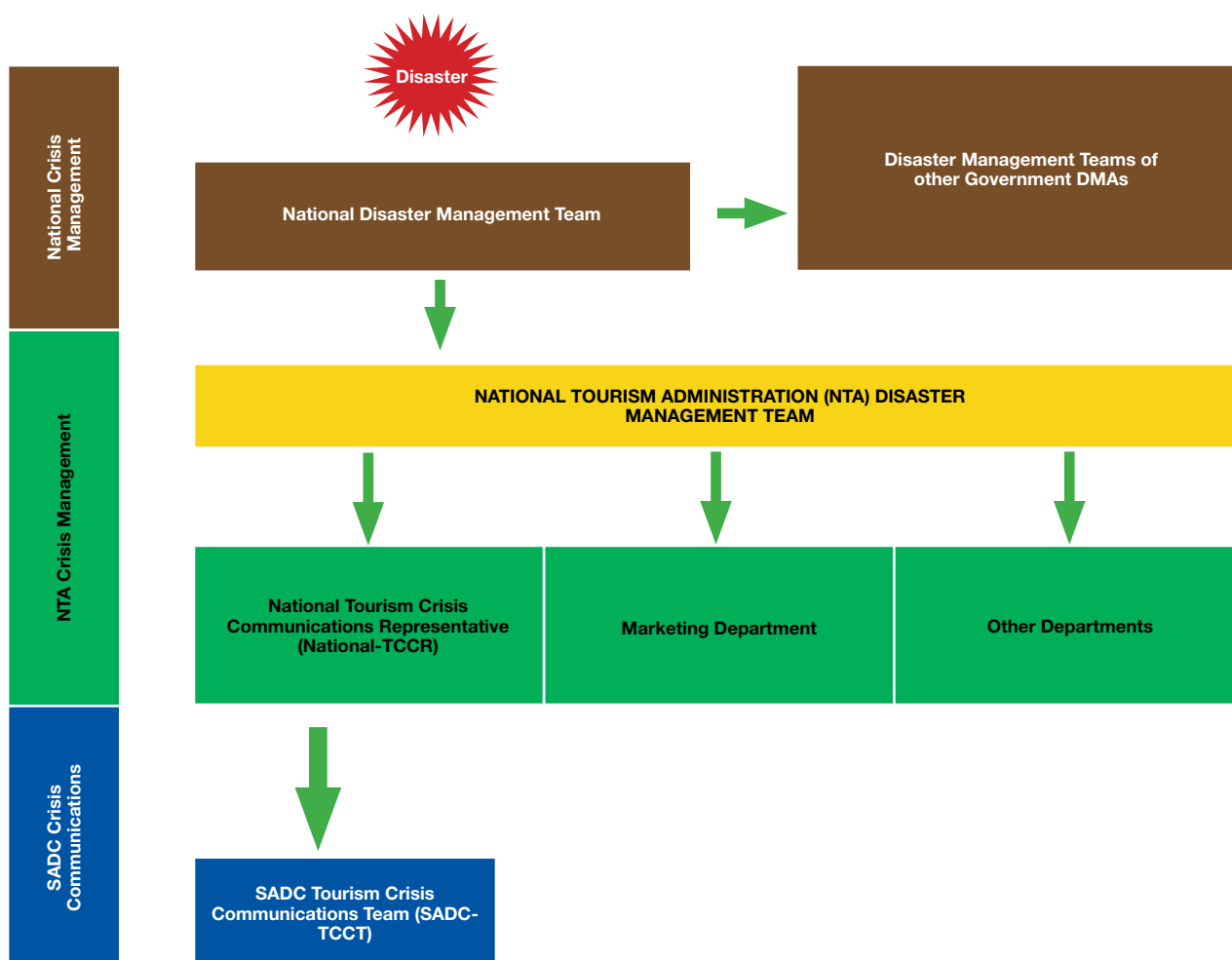
The linkage between SADC Secretariat and Member States is through the Focal Point under the National Tourism Administration (NTA), namely the National Tourism Crisis Communications Representative (National-TCCR) within and designated by each Member State. The National-TCCR will also serve as the Early Warning Focal Point (EWFP). The National-TCCR will receive early warning and relevant risk information from the National Disaster Management Agency or Civil Protection Unit, or directly from entities responsible for the management of the risks. This is because all relevant risk information for the tourism sector is produced by entities other than the NTA, DMO or NTO of the respective country. For example, early warning information for cyclones and torrential rains is produced by the National Meteorological Department and at regional level is the SADC Secretariat Climate Service Centre (CSC).

The National-TCCR should be involved in the Tourism Crisis Communication Team of each Member State (in his own NTA) as well as in the National Crisis Communication Team (at the National Disaster Management Department). This is to ensure that the SADC Tourism Crisis Communications Team (SADC-TCCT) has access to facts of the crisis at source and the NTA's crisis communications plans as shown in **Figure 8.1**. Accordingly, the SADC-TCCT focal point, under **SADC-TCU**, will receive early warning and subsequent disaster preparedness, response and recovery information from a Member State's National-TCCR. In turn, the SADC-TCCT will work with the **SADC-DRR Unit** that has its preparedness and response mechanism coordinated by the SADC Humanitarian and Emergency Operations Centre (SHOC) hosted in Nacala by the Government of the Republic of Mozambique in addressing the disaster.

Likewise, where the risk is transboundary, each affected Member State's National-TCCR will notify the SADC-TCCT accordingly, who (SADC) will in turn provide leadership and coordination of the transboundary disaster risk management activities, including the coordination of international response. The affected Member States, on their part, are urged and expected to form a cooperation platform for addressing the challenge.

While DRR measures are continuous in the tourism and other related sectors, the structure (Figure 8.1) is a guide for SADC and Member State coordination for when it is apparent that a disaster risk is imminent; during the disaster (disaster response) and early disaster recovery.

Figure 8. 1: Linkage of SADC and Member State Tourism Disaster Management



Source: Based on ASEAN (2015, p.11)

9.3. WELFARE OF VULNERABLE PERSONS IN DISASTER MANAGEMENT

The dimensions of vulnerability suggest that risks and impacts of disasters are experienced by some women, children, the elderly, handicapped and men differently. These vulnerable persons are one that tend to be alienated and as such remain more vulnerable to disasters. Vulnerability is the result of the range of economic, social, cultural, institutional, political and psychological factors that shape people's lives and the environment in which they live. In the absence of any special provisions, they face difficulties during evacuation and in post-evacuation. Tourism decision-makers need to ensure that their disaster plans reflect these vulnerable persons.

9.3.1. Female Visitors (Tourists and Excursionists) and Workers

Research shows that men and women are affected by, and respond to, disasters in different ways. Gender analysis, and disaggregated data, can help to inform the design and implementation of disaster risk management policies, strategies, and programmes in tourism. It helps to ensure gender issues relevant to disaster risk management are adequately addressed (UWI, 2018). Tourism decision-makers need to ensure that their disaster plans are gender-sensitive to protect and cater for both workers and visitors. Some visitors may be vulnerable in the event of a crisis. Hosts have a duty of care for visitors, and it could mean taking extra steps to protect vulnerable visitors in the event of a hazard or disaster during their vacation. Special considerations for women include:

- 1) Working women need to keep a job and access to basic resources, as they are the primary caretaker for children and other family members - providing food, water, access to health services.
- 2) Inequality in access to resources for jobs (e.g., credit and financing, elimination of discrimination in land ownership, and equal participation in local decision-making mechanisms such as sitting on DRR committees to guide priorities for distribution of food, water and hygiene kits to the most vulnerable).
- 3) In case of disaster, working women will need time to balance preparations at home and work. Those who are single female heads of household will also have to take responsibility for the physical preparations for their home.

- 4) Women with family responsibilities who work (in hotels for example), will have to arrange care for young children and elderly parents as well as fulfilling their work commitments. There may be longer hours because there is need to clean-up the hotel after the hazard has passed.
- 5) There may be more safety and security risks for working women (especially early morning and late nights) linked to darkness because of potential disruptions in electricity and limited transportation perhaps due to road damage or flooding.
- 6) Women may have to go far to get water for use. This may pose additional risks of being robbed or raped depending on the environment.
- 7) If there is need to move to a temporary shelter, women have a high risk of exposure to sexual violence because of shared accommodation with non-family members; and
- 8) Women in their reproductive years need extra water to manage their monthly period safely.

Every concerned NTA, DMO and NTO should prepare their own Disaster Management Plans with a view to safeguarding women. The following checklist is recommended (UWI, 2018):

Institutional Basis for Implementation

- 1) Is there gender balance in the leadership committee responsible for resource allocation for disaster management in the sector?
- 2) Does the tourism organization have a gender equality policy? A Gender Action Plan?
- 3) Is there commitment to broad stakeholder participation in promoting disaster risk management in the tourism sector?
- 4) Has sex- (and age-) disaggregated data been collected and analysed to identify the specific needs of women working in the sector, before there is a disaster, as part of disaster risk management programming?

Risks and Enhanced Early Warning Systems

- 1) Are women involved in the design and development of early warning systems to ensure they are responsive to their specific needs?
- 2) Are women equally involved in the development of risk and hazard maps for the tourism sector?
- 3) Are evacuation plans in place for employees and tourists to address the specific needs of women?

Preparedness and Response

- 1) Are women employed in the tourism sector equally involved in disaster management committees and disaster response drills?
- 2) Are women employed in the institution recognized as key change agents? Are they effectively included in disaster planning for the institution?

Awareness and Public Education

- 1) Are women employed in the institution included in the development of gender-sensitive disaster risk management educational and training materials?
- 2) Are women to guide the development, testing, and dissemination of disaster risk management message testing?
- 3) Are women's heavy domestic workloads considered when designing training and simulation exercises for employees in the tourism institution?

Gender-sensitivity in Relief: Meeting Basic Needs

- 1) Is there collaboration and coordination with emergency management and development agencies to address the concerns of vulnerable women?
- 2) Are women equally involved in all aspects of disaster relief?
- 3) Are women adequately represented in the teams involved in collecting and analysing information for disaster needs assessment?
- 4) What are the immediate challenges that women face in the tourism sector to enable them to return to employment related activities?
- 5) How are the livelihood needs of women employed in the tourism sector considered in the post-disaster period?

Gender-sensitivity in Shelter Management

- 1) Do hotels provide temporary accommodation for staff (and their families if needed), and guests, during a relevant disaster?
- 2) Are measures in place to ensure the safety of female (workers and guests) while at a temporary shelter, given the risks of gender-based violence, human trafficking, sexual violence, abuse of older women, etc.)?

Gender-sensitivity in Relief Distribution

- 1) Are special arrangements made to provide employees with relief supplies after a disaster?
- 2) What gender-sensitive systems can be established to ensure equity (fairness) in the distribution of relief supplies for those working in the tourism sector?
- 3) Do relief supplies organized for those working in the tourism sector, include dignity kits for women?

9.3.2. Other Vulnerable Persons

Similarly, vulnerable persons (the elderly, children, persons with disabilities) are one that tend to be alienated and as such remain more vulnerable to disasters. Likewise, in the absence of any special provisions, they face difficulties during evacuation and in post-evacuation. Tourism decision-makers need to ensure that their disaster plans reflect these vulnerable persons. Every concerned NTA, DMO and NTO should prepare their own Disaster Management Plans with a view to protecting these vulnerable persons. The following checklist is recommended (UWI, 2018):

Institutional Basis for Implementation

- 1) Is there vulnerable-person balance in the leadership committee responsible for resource allocation for disaster management in the sector?
- 2) Does the tourism organization have vulnerable persons equality policy? A vulnerable-person action plan?
- 3) Is there commitment to broad stakeholder participation in promoting disaster risk management in the tourism sector?

Risks and Enhanced Early Warning Systems

- 1) Are vulnerable persons (e.g., persons with disabilities) involved in the design and development of early warning systems to ensure they are responsive to their specific needs?
- 2) Are vulnerable persons equally involved in the development of risk and hazard maps for the tourism sector?
- 3) Are evacuation plans in place for employees (and tourists) to address the specific needs of vulnerable persons (special needs of the elderly, children, persons with disabilities, sick)?

Preparedness and Response

- 1) Are persons with disabilities employed in the tourism sector equally involved in disaster management committees and disaster response drills?
- 2) Are persons with disabilities employed in the institution effectively included in disaster planning for the institution?

Awareness and Public Education

- 1) Are persons with disabilities employed in the institution included in the development of disability-sensitive disaster risk management educational and training materials?
- 2) Are vulnerable persons consulted to guide the development, testing, and dissemination of disaster risk management message testing?

Disability-sensitivity in Relief: Meeting Basic Needs

- 1) Is there collaboration and coordination with emergency management and development agencies to address the concerns of vulnerable persons?
- 2) Are vulnerable persons equally involved in all aspects of disaster relief?
- 3) Are vulnerable persons adequately represented in the teams involved in collecting and analysing information for disaster needs assessment?
- 4) What are the immediate challenges that vulnerable persons face in the tourism sector to enable them to return to employment related activities?
- 5) How are the livelihood needs of vulnerable persons employed in the tourism sector considered in the post-disaster period?

Disability-sensitivity in Shelter Management

- 1) Do hotels provide temporary accommodation for staff (and their families if needed), and guests, during a relevant disaster?
- 2) Are measures in place to ensure the safety of vulnerable persons while at a temporary shelter, given the risks of abuse of vulnerable persons, etc.)?
- 3) Are shelters equipped with bathrooms, ramps and other facilities for persons with disabilities?
- 4) Have any of the vulnerable persons been involved in the design, layout and disaster risk management programme of the sector?

Disability-sensitivity in Relief Distribution

- 1) Are special arrangements made to provide employees with relief supplies after a disaster?
- 2) What disability-sensitive systems can be established to ensure equity (fairness) and ease of access for vulnerable persons in the distribution of relief supplies for those working in the tourism sector?

Disaster recoveries are opportunities to build back in a way that breaks down the constraints faced by women and other vulnerable persons. Therefore, consider addressing pre-disaster gaps when rebuilding infrastructure and services (i.e., building back better).

10. TOURISM DISASTER MANAGEMENT SHARED RESPONSIBILITIES

While there is recognition that SADC Member States should assume full responsibility for the preparedness and response activities, these require significant resources, which are limited, particularly considering that most Member States are low-income developing countries. Thus, the need for the involvement of the Secretariat with a major focus of proposed strategy and fund (is) towards facilitating the coordination element of preparedness and response, with the assumption that the Secretariat will gradually strengthen the capacity of Member States to assume full responsibilities of the entire disaster management cycle. The Strategy and Fund respond(s) to the demand by SADC Member States for a coordinated approach in preparing and responding to disasters, and providing humanitarian relief when Member States, individually or collectively, are overwhelmed by a disaster event (SADC Disaster Preparedness and Response Strategy and Fund, 2016 – 2030; 2017).

10.1. THE ROLES AND RESPONSIBILITIES OF SADC SECRETARIAT

This section draws heavily upon the ASEAN (2015). Accordingly, the SADC Secretariat through Tourism Coordination Unit (TCU), in close cooperation with the SADC DRR Unit, shall assist the Member States' National Tourism Administrations (NTAs) in all matters related to disasters affecting tourism.

10.1.1. Supporting Disaster Risk Management by Member States' NTA

The main responsibilities of the TCU include, but are not limited to the following:

- 1) To receive from Member States' NTAs timely and accurate information pertaining to a national disaster that impacts travel and tourism.
- 2) To identify and activate channels of dissemination of such accurate information within SADC and to the rest of the world.
- 3) To continue working together with the SADC DRR Unit in attending to matters related to disasters affecting tourism.
- 4) To support Member States' initiatives in Managing Disasters.
- 5) To advise Member States to develop National Tourism Disaster Management Strategy/Plan/Policy.
- 6) To advise Member States to have their National Tourism Disaster Management Committee formally recognised and appointed member of the National Disaster Management Entity.
- 7) To solicit funds to support Tourism Disaster Management activities including training, risk control measures by Member States.
- 8) To coordinate potential partners (both local and international) to deliver workshops, training programs and practical support in risk and disaster management for SADC Member States. This should be a program of incremental steps to ensure all key areas of need are adequately covered.
- 9) To develop formal relations with international agencies that provide expert advice and services in areas of tourism disaster management so that tourism gains the benefit of expertise in other specialist areas.
- 10) To assist NTAs manage and provide communication issues pertaining to disaster threatening or affecting directly or indirectly the travel and tourism in SADC countries.
- 11) To develop SADC crisis communications materials including the Crisis Manual and Travel Advice Template.
- 12) To recommend initiatives for sustaining tourism when major incidents affect the region; and
- 13) To recommend where feasible common SADC positions on disaster impacting tourism to SADC Member States.

The SADC Secretariat shall facilitate the TCU in carrying out their functions including assistance in the supervision, coordination, implementation and monitoring of cooperation programs, projects and activities.

10.1.2. Criteria for SADC Assistance to Affected Member State(s)

It is important to note that a disaster affecting a SADC Member State or NTA may not necessarily be a disaster for SADC as a region. Based on the information shared by the affected country/NTA, the TCU under the guidance of the NDMA/DRR Unit, will assess if the incident is a disaster for SADC region, depending on whether it can or has resulted in any of the following consequences:

- 1) The incident is likely to or has affected the rest of the region.
- 2) Widespread negative media coverage on the region.
- 3) Multiple travel advisories issued against the region.
- 4) Escalation of cancellation of trips to the region; and
- 5) Normal tourism businesses or systems in the region are seriously disrupted.

10.2. THE ROLES AND RESPONSIBILITIES OF MEMBER STATES' NTA

There are two fundamental roles for tourism in risk management: (1) as a partner with government and community agencies in the development of multi-agency, coordinated disaster management plans, systems, procedures and processes which include the needs of tourism; and (2) to develop plans and procedures appropriate to a tourist destination and to the specific roles and responsibilities of an organization, to train personnel to those plans, and to conduct regular tests of plans, procedures and personnel with subsequent amendment and updating.

Organizations involved in disaster management should not work in isolation. Tourism operators and organizations are part of the disaster management community and should function within the established, coordinated and integrated system. The disaster management system in each country will have allocated roles and responsibilities for the management of disasters. It is not the responsibility of the tourism industry to assign these responsibilities or to allocate tasks to national disaster management agencies. Rather, they should work within the established framework to add value to the overall outcomes.

Specifically, the NTA should work with private sector tourism apex body in coordinating the participation of the tourism apex body in national and regional disaster risk management initiatives. The apex bodies will in turn collaborate with the SADC-BC Tourism Alliance in managing regional disaster risk management undertakings.

The tourism industry should use the risk management process to identify, analyse, evaluate, control, monitor and review risks to tourist destinations. In the community disaster management context, tourism operators and industry representatives should, as stakeholders in the process, have input into the disaster risk management process, and contribute to the development and implementation of associated disaster management plans and systems, and training and testing regimes. The developed tourism risk management plans should contribute to multi-agency community disaster plans. The main responsibilities of the NTAs include but are not limited to the following:

- 1) To develop and executive a National Tourism Disaster Management Strategy/Plan/Policy.
- 2) To establish National Tourism Disaster Management Team and seek to be officially recognised and be part of the National Disaster Management Entity.
- 3) To solicit funds to support Tourism Disaster Management activities including training, risk control measures.
- 4) To advise tourism operators to develop plans and procedures in mitigating, preparing, responding and recovering from disasters.
- 5) To ensure tourism operators know links to emergency updates.
- 6) To provide access to disaster management workshops or training.
- 7) To encourage excellence in disaster preparedness and response.
- 8) To work with tourism operators ahead of disasters to improve how to assist stranded/impacted visitors.
- 9) To develop education and training sessions for tourism operators to ensure they are ready and prepared to respond to a crisis; and
- 10) To promote and contribute to risk informed development.

11. REGIONAL DISASTER RISK FINANCING STRATEGIES

11.1. SADC REGIONAL DISASTER STRATEGY AND FUND, 2016-2030

The present study recognises the SADC Regional Disaster Preparedness and Response Strategy and Fund, 2016-2030 as a key financing strategy. The Fund assists affected Member States through the SADC Cash Relief Grant, disbursed to support interim relief efforts and invoke the international response activities. The region also deploys the SADC Emergency Response Team (comprising Member States and the Secretariat), coordinated under the SHOC to support the Member State. The support includes conducting a post-disaster needs study to establish a common understanding of the magnitude of the problem and make recommendations accordingly. While the Region takes the coordination role in supporting an affected Member State, it is a shared responsibility with the Member States.

The Fund focuses on disasters of natural hazard origin. Nonetheless, the present Strategy recommends extension of the types of disasters for support, to include the five categories defined by UNWTO (2011) as Environmental; Societal and political; Health-related; Technological; and Economic.

11.1.1. Sources of Funds

Resource mobilization should continue to use a multiple-source approach:

- 1) The Principal Source of funding are Member States' Contribution (based on a SADC Formula), including the apportioning of a percentage of the SADC Contingency Fund, and the Regional Development Fund (under a social window provided by the Disaster Preparedness Fund); and
- 2) Secondary/additional sources of funding are International Cooperating Partners (ICPs) private sector and philanthropic donors.

11.1.2. Criteria for the Release of Funds

The criteria for the release of the funds are as defined by the SADC Regional Disaster Preparedness and Response Strategy and Fund, 2016-2030:

- 1) A requesting Member State(s) shall declare a state of a disaster and therefore requires the activation of SADC Humanitarian and Emergency Operations Centre (SHOC) Level 3 ;
- 2) In consultation with the requesting Member State, a rapid disaster assessment shall be conducted and led by the Regional Disaster Response Team prior to the release of funds.
- 3) Funding for relief support shall be made available immediately after declaration and not exceeding 72 hours to enable the deployment of the rapid assessment team.
- 4) The channel for disbursement of funds shall be directed by the requesting Member State.
- 5) Disbursement of funds will be based on principle of solidarity rather the size of Member State's contribution; and
- 6) Disbursement and administration of the Fund shall not contradict or violate the principles of resilience.

The application and use of funds shall be subject to the condition that the funds will be used to support humanitarian relief efforts and consistent with international standards, including those stated in the Sphere Project, and mainly to meet the food, health, water, sanitation and hygiene, shelter, clothing, medicines, education, search and rescue and logistics needs.

Ultimately, the SADC Regional Disaster Preparedness and Response Strategy and Fund, 2016-2030 should result in substantial reduction of the negative impact of disasters on losses of lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries in the SADC region by 2030.

11.2. THE MEMBER STATES' DISASTER FINANCING STRATEGIES

The provision of financial resources is essential to successfully managing many adverse events. Guided by the principles of the Sendai Framework on Disaster Risk Reduction (SFDRR), Member States should, as a priority, address the underlying disaster risk factors through disaster risk-informed public and private investments. This is more cost-effective than primary reliance on post-disaster response and recovery, and contributes to sustainable development (United Nations, 2015)

11.2.1. The Public Sector

Funding for the implementation of the National Disaster Risk Management Strategy and Plans developed by the Member State, will be provided from sources including the national and provincial budgetary allocations in addition to external aid. All the relevant ministries and functional agencies are expected to implement their responsibilities under the National Disaster Management Plan within their specific budget.

Another financing mechanism that should be considered is establishment of a risk-sharing facility or insurance scheme. This could be designed to provide financial assistance to the tourism sector in the event of a disaster affecting the sector. This could be structured as a public-private partnership, with contributions from both the public and private sector.

11.2.2. The Private Sector

Many businesses and communities in the region are not adequately prepared for disasters, which increases the risk of damage and disruption to the tourism sector. Tourism and hospitality businesses should take special care in ensuring they are financially covered for loss and damage which could arise from the most likely risks to them and invest financially to become more resilient to hazards, to ensure business continuity.

11.2.2.1. Establishment of National Tourism Disaster Fund (NTDF)

It was recommended earlier in the present approach, that the NTA together with the private tourism sector should establish a National Tourism Council (NTC), with membership from both, the public and the private sector. One of the key responsibilities of the NTC is to establish a National Tourism Disaster Fund (NTDF), in which the tourism stakeholders will be eligible to contribute an agreed amount to the Fund. This Fund should substantially enable the country to mitigate, prepare, respond and recover from disasters affecting the tourism sector.

This Fund should finance continuous disaster risk management activities, notably preparedness and resilience. However, in times of emergency, the disaster reserve funds need be readily accessible to all eligible stakeholders dealing with disaster relief programs. To this effect, agreements between the NTC and stakeholders need to be instituted to warrant prompt use of resources of each eligible stakeholder.

11.2.2.2. Risk Transfer

Additionally, risk transfer helps societies and individuals prepare for hazards and disasters and mitigate their effects on households and the broader economy risk transfer instruments, such as insurance, play an important role in mitigating economic loss from natural disasters.

11.3. BILATERAL COOPERATION IN DISASTER RISK MANAGEMENT

One of the guiding principles of SADC, regarding regional disaster risk management, is that Member States shall take primary role and responsibility to protect and assist affected populations within their territories through disaster preparedness and response policies and other measures at the local, national, and through regional, transboundary and bilateral cooperation. To this effect, Member States should continue to assist affected Member State(s) through the existing bilateral mechanisms.

Member States will provide additional assistance at a bilateral level, including deployment of military defence assets, search and rescue and relief items to the affected Member State. Such arrangements will also be communicated to the SADC Humanitarian Operations Centre (SHOC) to ensure a coordinated response.

12. MONITORING AND EVALUATION OF THE STRATEGY

12.1. MONITORING RESPONSIBILITIES

The SADC Secretariat will focus on the implementation of the strategy at the Member State level. This will include the publication of periodic overview reports on progress in the implementation of disaster risk reduction policies by Member States, based on reporting requirements of governments, to be agreed beforehand between the SADC Secretariat and Member States. The periodic reports should be in line with the Sendai reports/reviews. Governments will monitor objectives and outputs at national and local levels. They will compile periodic summary reports on the state of disaster risk management.

12.2. MONITORING INDICATORS

12.2.1. Key Performance Statistics Before, During and After Crisis

Conduct ongoing measurement of the following tourism performance indicators:

- 1) Hotel occupancy.
- 2) Arrivals/departures by bus, boat, air.
- 3) Sales tax (if available).
- 4) Press mentions of the tourist destination; and
- 5) Press mentions of disaster type and disaster response.

Tracking basic tourism statistics provides a benchmark regarding the performance of the industry before a disaster, so that post-disaster decline by the tourism sector can be measured. Continuing this tracking during and after a disaster provides a gauge of the eventual industry recovery after the disaster. Tourism industry members, such as airlines, hotels and local governments, can often provide the DMO with the necessary weekly, monthly statistics (e.g., hotel occupancy levels).

12.2.2. Press Coverage Volume and Tendency Before, During and After Crisis

Another key indicator for tourism officials to track before, during and after a disaster is press coverage, the volume of coverage and the tendency of coverage, as media stories can have a direct impact on the number of visitors to a tourist destination undergoing a crisis. Press coverage statistics can include:

- 1) Number of media mentions of the tourist destination.
- 2) Number of media mentions of the disaster.
- 3) Number of media mentions of the disaster response.
- 4) The tendency of each story, that is, whether the coverage of the tourist destination is positive, negative or neutral.

12.2.3. Consumer Attitudes

A DMO should monitor consumer attitudes on an ongoing basis to benchmark positive and negative attitudes regarding the tourist destination before a disaster happens. Knowing the benchmark levels for these attitudes will allow the DMO to assess changes after a disaster occurs, with a direct comparison to pre-disaster attitudes. It is recommended that these key consumer attitude surveys be conducted at least annually as a reference point and then periodically during and after a disaster. Key consumer attitudes to understand before a disaster include:

- 1) Ever visited.
- 2) Likelihood to visit.
- 3) Positive opinions regarding the tourist destination.
- 4) Negative opinions regarding the tourist destination.
- 5) Likelihood to recommend the tourist destination to others.

12.3. MEANS OF VERIFICATION

The list of indicators has been kept short and focused to be practical, manageable and relevant to immediate needs of SADC Secretariat and Member States. Most of the information required for monitoring will be obtained from existing national statistical systems and data from international sources, as appropriate. In other cases, desk research and specially designed field surveys should be conducted.

13. CAPACITY BUILDING AND KNOWLEDGE SHARING

13.1. STREAMLINING LOGISTICAL MANAGEMENT FOR REGIONAL WORKSHOPS AND TRAININGS

The SADC strategy recognizes the critical importance of regional workshops and training sessions in building capacity and sharing knowledge across Member States. However, the effectiveness of these events can be compromised by logistical challenges. To address these issues and maximize the impact of regional capacity-building efforts, the following measures will be implemented:

13.1.1. Registration and Confirmation Process

1. Clear Deadlines: Establish and communicate firm registration deadlines at least 8 weeks prior to each event.
2. Two-Step Confirmation: Implement a two-step confirmation process: a) Initial Expression of Interest: Due 6 weeks before the event
b) Final Confirmation: Due 4 weeks before the event
3. Automated Reminders: Utilize an automated system to send reminders at regular intervals leading up to the deadlines.

13.1.2. Proactive Communication

1. Single Point of Contact: Designate a single point of contact within the SADC Secretariat for all logistical queries related to each event.
2. Pre-Event Information Package: Distribute a comprehensive information package to all participants upon registration, including:
 - Visa requirements and application procedures
 - Travel and accommodation arrangements
 - Workshop agenda and preparation materials
 - WhatsApp Group: Create a WhatsApp group for each event to facilitate quick communication with and among participants.

13.1.3. Visa Facilitation

1. Early Notification: Inform relevant immigration authorities in host countries about upcoming events at the beginning of each calendar year.
2. Visa Support Letters: Provide official invitation and visa support letters promptly upon participant registration.
3. Liaison Officer: Appoint a liaison officer to assist participants with visa-related queries and to intervene with immigration authorities if necessary.

13.1.4. Flexible Planning

1. Contingency Budget: Allocate a contingency budget to address last-minute logistical challenges.
2. Virtual Participation Options: Where possible, offer virtual participation options for those unable to attend in person due to last-minute issues.

13.1.5. Post-Event Evaluation

1. Feedback Mechanism: Implement a standardized post-event feedback mechanism to gather insights on logistical aspects and identify areas for improvement.
2. Annual Review: Conduct an annual review of workshop logistics to refine processes and address recurring challenges.
3. By implementing these measures, the SADC region aims to significantly improve the efficiency and effectiveness of its regional workshops and training sessions. This will ensure maximum participation, minimize disruptions, and ultimately enhance the capacity-building efforts crucial for improving disaster risk management in the tourism sector across Member States.

14. CAPACITY BUILDING AND KNOWLEDGE SHARING IN TOURISM DISASTER RISK MANAGEMENT

14.1. COMPREHENSIVE REGIONAL WORKSHOPS AND TRAINING PROGRAMS

The SADC strategy recognizes that effective disaster risk management and crisis communications in the tourism sector require ongoing capacity building and knowledge sharing. To this end, it is recommended as part of the approach that stakeholders from Member States participate in training programs focusing on:

14.1.1. Core Workshop Themes

1. Tourism-Specific Disaster Risk Assessment: Techniques for identifying and evaluating risks unique to tourism destinations.
2. Crisis Communications for Tourism: Strategies for effective communication with tourists, industry stakeholders, and the media during crises.
3. Destination Resilience Building: Approaches to enhancing the overall resilience of tourism destinations to various types of disasters.
4. Post-Disaster Tourism Recovery: Strategies for swift and effective recovery of tourism destinations after a crisis.

14.1.2. Specialized Training Modules

1. Social Media Crisis Management: Harnessing social media for real-time communications during crises.
2. Psychological First Aid for Tourism Staff: Equipping front-line tourism workers with skills to support tourists during and after disasters.
3. Tourism-Specific Emergency Response: Tailored emergency response procedures for hotels, attractions, and other tourism facilities.
4. Reputation Management Post-Crisis: Strategies for rebuilding destination image and tourist confidence after a disaster.
5. Climate Change Adaptation in Tourism: Integrating long-term climate change considerations into tourism disaster risk management.

14.2. STREAMLINING LOGISTICAL MANAGEMENT FOR REGIONAL WORKSHOPS AND TRAINING

14.3. MEASURING IMPACT AND CONTINUOUS IMPROVEMENT

To ensure the effectiveness of these capacity-building efforts:

14.3.1. Impact Assessment

1. Pre- and Post-Training Assessments: Conduct knowledge and skills assessments before and after each training program.
2. Long-term Follow-up: Implement a system for tracking how participants apply their learning in their roles over time.
3. Destination Resilience Metrics: Develop and track metrics to measure improvements in destination resilience resulting from training efforts.

14.3.2. Continuous Improvement

1. Annual Curriculum Review: Regularly update training content to reflect emerging trends and lessons learned.
2. Stakeholder Input: Establish a mechanism for tourism industry stakeholders to provide input on training needs and content.
3. International Benchmarking: Regularly benchmark SADC's tourism disaster risk management training programs against global best practices.

14.4. STREAMLINING LOGISTICAL MANAGEMENT FOR REGIONAL WORKSHOPS AND TRAININGS

Efficient logistical management is crucial to the success of regional workshops and training programs. The strategy outlines a systematic approach to planning, coordination, and execution to ensure maximum participation and impact.

14.4.1. Centralized Coordination

1. Establishment of a Regional Coordination Unit
 - Implementation: Set up a dedicated unit within the SADC Secretariat responsible for the overall coordination of training events.
 - Benefits: Ensures consistency, avoids duplication, and streamlines communication.

2. Standardized Planning Procedures
 - Implementation: Develop standardized guidelines and checklists for event planning, covering aspects such as venue selection, participant invitations, and material preparation.
 - Benefits: Enhances efficiency and reduces the risk of oversight.

14.4.2. Collaborative Scheduling

1. Annual Training Calendar
 - Implementation: Publish an annual calendar of all planned workshops and training sessions well in advance.
 - Benefits: Allows stakeholders to plan accordingly and maximizes attendance.
2. Avoiding Scheduling Conflicts
 - Implementation: Coordinate with Member States and other regional initiatives to prevent overlapping events.
 - Benefits: Optimizes resource utilization and participant engagement.

14.4.3. Resource Optimization

1. Utilization of Local Facilities
 - Implementation: Wherever possible, use training venues and facilities within Member States to support local economies and reduce costs.
 - Benefits: Promotes community involvement and sustainability.
2. Shared Expertise
 - Implementation: Leverage experts from within the region for training delivery, supplemented by international specialists when necessary.
 - Benefits: Builds regional capacity and reduces reliance on external consultants.

14.4.4. Participant Support

1. Travel and Accommodation Arrangements
 - Implementation: Provide logistical support for participants, including assistance with travel bookings, visas, and accommodation.
 - Benefits: Reduces barriers to participation and ensures inclusivity.
2. Provision of Training Materials
 - Implementation: Ensure that all training materials are prepared and distributed in advance, available in multiple languages where necessary.
 - Benefits: Enhances understanding and retention of information.

14.4.5. Monitoring and Feedback Mechanisms

1. Event Evaluation Forms
 - Implementation: Distribute standardized evaluation forms at the end of each training session to collect feedback on content, delivery, and logistics.
 - Benefits: Provides insights for continuous improvement.
2. Post-Event Reports
 - Implementation: Prepare comprehensive reports summarizing outcomes, participant feedback, and recommendations for future events.
 - Benefits: Facilitates knowledge sharing and accountability.

14.5. MEASURING IMPACT AND CONTINUOUS IMPROVEMENT

To ensure that capacity-building initiatives are effective and meet the evolving needs of the tourism sector, the strategy incorporates mechanisms for impact assessment and continuous improvement.

14.5.1. Impact Assessment

1. Pre and Post-Training Assessments
 - Implementation: Conduct assessments before and after training programs to measure knowledge gained and skills developed.
 - Benefits: Quantifies learning outcomes and identifies areas needing reinforcement.
2. Long-term Follow-up
 - Implementation: Implement follow-up surveys and interviews to track how participants apply their learning in their professional roles over time.
 - Benefits: Measures the real-world impact and sustainability of training.

3. Destination Resilience Metrics

- Implementation: Develop key performance indicators (KPIs) to measure improvements in destination resilience, such as reduced response times and effective crisis communication.
- Benefits: Provides tangible evidence of progress and areas for further development.

14.5.2. Continuous Improvement

1. Annual Curriculum Review

- Implementation: Establish a review committee to annually assess and update training content to reflect emerging trends, technologies, and lessons learned from recent events.
- Benefits: Keeps training relevant and forward-looking.

2. Stakeholder Input

- Implementation: Create channels for tourism industry stakeholders to provide ongoing input on training needs, preferences, and content.
- Benefits: Ensures that training remains demand-driven and practical.

3. International Benchmarking

- Implementation: Regularly compare SADC's tourism DRM training programs against global best practices and standards.
- Benefits: Maintains competitiveness and integrates global innovations.

14.6. TAILORED TRAINING APPROACH BASED ON PARTICIPANT PROFILES

Recognizing the diverse backgrounds and experience levels of participants in the tourism sector, the SADC strategy emphasizes the importance of tailoring training content to meet specific needs. This approach ensures that all participants, regardless of their prior experience with crisis management, can derive maximum benefit from the capacity building programs.

14.6.1. Participant Profiling System

1. Pre-Training Assessment:

Develop a comprehensive pre-training questionnaire to assess participants':

- a) Current role and responsibilities in tourism or disaster management
- b) Years of experience in the sector
- c) Previous crisis management training or real-world experience
- d) Specific areas of interest or perceived skill gaps
- e) Preferred learning styles (e.g., visual, auditory, etc)

2. Skill Level Classification:

- Categorize participants into three main levels: a) Novice: Little to no experience in crisis management b) Intermediate: Some experience or basic training in crisis management c) Advanced: Extensive experience or formal training in crisis management

3. Sector-Specific Grouping:

- Further classify participants based on their specific sector within tourism: a) Accommodation providers (hotels, resorts, etc.) b) Tour operators and travel agencies c) Transportation providers (airlines, cruise lines, etc.) d) Attractions and event managers e) Government tourism officials f) Destination management organizations

14.6.2. Customized Training Tracks

Based on the participant profiles, develop distinct training tracks:

1. Foundational Track (for Novices):

- Focus on building basic understanding of crisis management principles
- Heavy emphasis on practical, hands-on exercises
- Topics include:
 - a) Introduction to tourism disaster risk management
 - b) Basic crisis communication principles
 - c) Understanding the disaster management cycle
 - d) Role-specific responsibilities during crises
 - e) Basic use of crisis management tools and technologies

2. Intermediate Track:

- Build on existing knowledge to enhance skills
- Balance between theoretical knowledge and practical application
- Topics include:
 - a) Advanced crisis communication strategies

- b) Developing and implementing crisis management plans
 - c) Stakeholder management during crises
 - d) Media relations in crisis situations
 - e) Post-crisis recovery strategies
3. Advanced Track:
- Focus on strategic thinking and leadership in crisis situations
 - Emphasis on complex scenario management and decision-making
 - Topics include:
 - a) Leading multi-agency response efforts
 - b) Managing transboundary crises in tourism
 - c) Integrating crisis management into broader destination management strategies
 - d) Innovating in crisis preparedness and response
 - e) Mentoring and building organizational crisis management capacity

14.6.3. Sector-Specific Modules

Develop targeted modules for each tourism sector, addressing their unique challenges:

1. Accommodation Providers:
 - Guest evacuation procedures
 - Maintaining essential services during crises
 - Converting properties for emergency use (e.g., as shelters or healthcare facilities)
2. Tour Operators and Travel Agencies:
 - Managing client communications during crises
 - Repatriation procedures
 - Adapting tour packages in response to emerging risks
3. Transportation Providers:
 - Emergency protocols for in-transit crises
 - Coordinating with destination authorities
 - Managing stranded passenger situations
4. Attractions and Event Managers:
 - Crowd management during emergencies
 - Adapting operations for various threat levels
 - Balancing safety measures with visitor experience
5. Government Tourism Officials:
 - Coordinating public-private partnerships in crisis response
 - Developing and implementing destination-wide crisis management policies
 - Managing tourism-specific aspects of national disaster response
6. Destination Management Organizations:
 - Destination image recovery post-crisis
 - Coordinating crisis communications across multiple stakeholders
 - Leveraging destination networks for effective crisis management

14.7. POST-WORKSHOP SUPPORT AND CONTINUED LEARNING

Recognizing that effective learning extends beyond the confines of workshops and training sessions, the SADC approach advocates for robust post-workshop support to ensure long-term retention and application of knowledge. This approach aims to provide continuous learning opportunities and practical assistance to participants as they implement disaster risk management strategies in their respective roles.

14.7.1. Multilingual Resource Library

1. Comprehensive Documentation
 - Develop detailed workshop materials, including presentations, handouts, and exercise guidelines.
 - Translate all materials into English, Portuguese, and French to ensure accessibility across the SADC region.
2. Digital Repository
 - Create a user-friendly online platform to host all workshop materials and additional resources.
 - Implement a sophisticated search function to allow easy navigation of the resource library.

3. Regular Updates
 - Establish a schedule for reviewing and updating materials to reflect the latest best practices and regional developments.
 - Notify participants of significant updates via email and the SADC Tourism DRM mobile app.

14.7.2.Video Tutorial Series

1. Core Concept Recap Videos
 - Produce a series of short (5-10 minute) videos summarizing key concepts from each workshop module.
 - Ensure videos are available in English, Portuguese, and French, with subtitling options.
2. Practical Application Tutorials
 - Develop step-by-step video guides for implementing specific DRM tools and techniques.
 - Include real-world examples and case studies from the SADC region to illustrate practical applications.

14.7.3.Regular Follow-up Assessments

1. Quarterly Progress Checks
 - Implement a system of quarterly online assessments to gauge participants' progress in applying workshop learnings.
 - Use assessment results to identify areas where additional support may be needed.
2. Annual Refresher Courses
 - Offer annual online refresher courses to reinforce key concepts and introduce new developments in the field.
 - Tailor refresher content based on participants' assessment results and feedback.

14.7.4.Practical Implementation Support

1. Implementation Toolkits
 - Develop comprehensive toolkits with templates, checklists, and guidelines for implementing various aspects of tourism DRM.
 - Ensure toolkits are culturally appropriate and adaptable to different contexts within the SADC region.

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