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WHITE PAPER ON DISASTER MANAGEMENT

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How to read The White Paper

The White Paper consists of the following sections:

Section 1: Introduction

- Describes the purpose of the White Paper
- Sets out the scope and purpose of government policy on disaster management
- Outlines key policy proposals
- Describes the process used to develop government policy on disaster management

Section 2: Setting the Context

- Outlines the international context of disaster management
- Presents an overview of the current South African situation
- Introduces a new approach to disaster management

Section 3: The National Disaster Management Centre

- Outlines the rationale for the establishment of the National Disaster Management Centre
- Establishes principles to guide its establishment, structure and functions
- Sets out its structure
- Outlines the phasing in of the Centre's key functions

Section 4: Funding Disaster Management

- Establishes principles for the financing of disaster management
- Presents an overview of the current funding mechanisms for disaster management
- Highlights problems with these mechanisms
- Sets out proposals for new funding mechanisms

Section 5: A New Disaster Management Act

- Outlines the need for the introduction of a new National Disaster Management Act
- Describes the process and constitutional context for drafting the legislation
- Sets out the policy that should inform the legislation

Section 6: Training and Community Awareness

- Presents an overview of the current situation regarding disaster management training and community awareness
- Establishes a framework for the development of comprehensive disaster management training and strategies, and programmes to raise community awareness

Section 7: Conclusion

- Briefly sums up the most significant features of government's policy on disaster management

Appendix I: Table of current funding mechanisms for disaster management

Appendix II: Glossary of key terms used in this White Paper

Foreword by Mohammed Valli Moosa

Minister for Provincial Affairs and Constitutional Development

The White Paper on Disaster Management outlines government's new thinking in relation to disaster management.

In line with international trends and our national objectives of efficient and effective management of our nation's resources, priority is given in this new approach to prevention. Unlike previous policies that focused predominantly on relief and recovery efforts, this White Paper underscores the importance of preventing human, economic and property losses, and avoiding environmental degradation.

Preparedness measures for more efficient rescue operations will remain necessary. But much greater attention must be directed to the introduction of preventive strategies aimed at saving lives and protecting assets before they are lost.

Previously, scarce resources were diverted for disaster relief at the expense of growth and developmental opportunities, resulting in the worsening of the plight of poverty-stricken communities. The plight of the most vulnerable sections of our population was ignored and the very cause of their vulnerability – namely poverty – was obscured. In line with government's priorities, this White Paper pays specific attention to the pressing needs of poor communities in relation to both natural and human disasters.

The new approach is in keeping with the government's commitment to alleviate the plight of poor communities through its national efforts in poverty reduction, land reform, housing, employment creation, and service expansion and delivery. It is also in line with international trends and particularly, the **United Nation's International Decade for Natural Disaster Reduction**.

The media invariably only reports on major disasters. This gives the public a sense of being witness to a spectacle. On occasions, there is a great deal of emotion and members of the public make donations.

However, it is the smaller community disasters that very often escape our attention. These occur frequently in the townships, informal settlements and in the remote rural areas. It is at the level of these "localised disasters" where the financial and human costs are hardest felt and the need for urgent attention is greatest.

The myopic view of dealing with disaster management on an "own-country" basis must be abandoned. Regional co-operation in disaster management is

vital and should be pursued with vigour. Joint standards of practice in the Southern African region must be established to develop early warning systems and ensure a reduction of the impact of cross-border disaster events.

Disaster management is not the exclusive preserve of government. The private sector and civil society have crucial roles to play. The fostering of partnerships between government and the private sector is a prerequisite in order for sustainable and effective disaster management to take place. Similarly, the spirit of partnerships and co-operative governance between government agencies is equally important due to the crosscutting nature of disaster management.

Monitoring, tracking and collection of information on phenomena and activities that trigger disaster events are crucial for the implementation of risk reduction measures. Moreover, the sharing of such information and creating awareness about the issues will enable all role players, including communities, to gain a better understanding of the relationship between human action, natural phenomena, environmental vulnerability and risk. Creating awareness is vital to the success of any strategy on managing disaster events.

The White Paper proposes a number of tools to implement the objectives of the policy it sets out. The most significant of these is a legislative programme that will culminate in a new Disaster Management Act.

This proposed legislation, amongst other things, will address current legislative gaps, and clarify and allocate responsibilities within government for disaster management. The importance of drafting such legislation in a manner that continues to build on the participation of all stakeholders who were drawn into the *Green Paper* and *White Paper* processes is emphasised.

If we are to meet the unprecedented challenges that we face in all fields in order to achieve sustainable development, it is essential for us to revise our patterns of thinking. This White Paper provides the framework not only to go forward with the necessary legislative programme and implementation, but also to interact with our region and the world.

The Ministry and Department of Constitutional Development would like to thank the Inter-Ministerial Committee for Disaster Management (IMC) for the leadership it provided in developing this policy and for facilitating approval by cabinet. Sincere gratitude is also extended to all those who contributed to the policy process. In particular, I take this opportunity to express our appreciation for the time and effort spent by the Drafting Team that was chaired by Ms Janet Love (MP), and to the United Nation's Development Programme for their support in funding this White Paper.

1

INTRODUCTION

This section deals with the purpose of the White Paper on Disaster Management for South Africa. It includes the scope and purpose of the government's policy, key policy proposals and the process used to develop the policy.

1.1 Purpose of the White Paper

This White Paper sets out the government's disaster management policy for South Africa. The policy applies to all government institutions and other role players, as well as all activities related to disaster management.

The purpose of the White Paper is twofold:

- To inform the public of the government's objectives and how the government intends to achieve these objectives
- To inform government agencies and state organs of these objectives and what needs to be done to achieve these objectives

1.2 Scope and purpose of government policy

The primary responsibility for disaster management in South Africa rests with the government.

In terms of section 41(1)(b) of the Constitution of the Republic of South Africa, all spheres of government are required to "secure the well-being of the people of the Republic".

Part A of Schedule 4 of the Constitution identifies disaster management and related issues as areas of concurrent national and provincial legislative competencies. This means that both national and provincial government have powers and responsibilities in relation to disaster management.

Local government is also empowered to deal with a number of functions which are closely related to disaster management under Part B of Schedules 4 and 5 of the Constitution. In addition, section 152(1)(d) of the Constitution requires local government to promote a safe and healthy environment.

The proposed disaster management policy pursues the above-mentioned constitutional obligations. It also aims to give effect to various rights contained in the Bill of Rights of the Constitution. This includes the right to life, equality, human dignity, environment, property, health care, food, water and social security.

A further fundamental purpose of the policy is to advocate an approach to disaster management that focuses on reducing risks – the risk of loss of life, economic loss, and damage to property, especially to those sections of the population who are most vulnerable due to poverty and a general lack of resources. It also aims to protect the environment.

This approach involves a shift away from a perception that disasters are rare occurrences managed by emergency rescue and support services. A shared awareness and responsibility needs to be created to reduce risk in our homes, communities, places of work and in society generally.

This requires a significantly improved capacity to track, monitor and disseminate information on phenomena and activities that trigger disaster events. It needs the support of institutional emergency preparedness and response capacity at local, provincial and national levels. It also implies an increased commitment to strategies to prevent disasters and mitigate their severity.

The policy also seeks to integrate this risk reduction strategy into existing and future policies, plans and projects of national, provincial and local government, as well as policies and practices of the private sector.

In short, the policy aims to:

- Provide an enabling environment for disaster management
- Promote proactive disaster management through risk reduction programmes
- Improve South Africa's ability to manage emergencies or disasters and their consequences in a co-ordinated, efficient and effective manner
- Promote integrated and co-ordinated disaster management through partnerships between different stakeholders and through co-operative relations between all spheres of government
- Ensure that adequate financial arrangements are in place
- Promote disaster management training and community awareness



1.3 Key policy proposals

There are seven key policy proposals set out in the White Paper. These are:

- The urgent integration of risk reduction strategies into development initiatives
- The development of a strategy to reduce the vulnerability of South Africans – especially poor and disadvantaged communities – to disasters
- The establishment of a National Disaster Management Centre to:
 - ◆ ensure that an effective disaster management strategy is established and implemented



- ◆ co-ordinate disaster management at various levels of government
- ◆ promote and assist the implementation of disaster management activities in all sectors of society
- The introduction of a new disaster management funding system which:
 - ◆ ensures that risk reduction measures are taken
 - ◆ builds sufficient capacity to respond to disasters
 - ◆ provides for adequate post-disaster recovery
- The introduction and implementation of a new Disaster Management Act which:
 - ◆ brings about a uniform approach to disaster management
 - ◆ seeks to eliminate the confusion created by current legislation regarding declarations of disasters
 - ◆ addresses legislative shortcomings by implementing key policy objectives outlined in this White Paper
- The establishment of a framework to enable communities to be informed, alert and self-reliant and capable of supporting and co-operating with government in disaster prevention and mitigation
- The establishment of a framework for co-ordinating and strengthening the current fragmented training and community awareness initiatives

1.4 Policy process

After the floods on the Cape Flats in June 1994, Cabinet resolved to assess South Africa's disaster management capacity. This resulted in a review of disaster management structures and approaches to disaster management.

During 1995, Cabinet recommended that a formal structure for disaster management be established and that the Department of Constitutional Development co-ordinate disaster management in South Africa in the interim.

In February 1996, the National Disaster Management Committee was established to act as a co-ordinating and managing body. This Committee has since become redundant.

On 19 March 1997, Cabinet – as a way of strengthening the government's commitment to the development of a national policy and strategy for disaster management – approved the formation of an Inter-Ministerial Committee for Disaster Management (IMC). It included Ministers holding the following portfolios:

- | | |
|--------------------------------|---|
| • Water Affairs and Forestry | • Environmental Affairs and Tourism |
| • Agriculture and Land Affairs | • Housing |
| • Finance | • Provincial Affairs and Constitutional Development |
| • Defence | • Welfare and Population Development |
| • Safety and Security | |
| • Public Works | |
| • Health | |

The IMC will be expanded to include the Minister of Home Affairs.

The IMC is convened and chaired by the Minister for Provincial Affairs and Constitutional Development. The IMC will continue to provide leadership for the development and implementation of national policy on disaster management.

Under the leadership of the IMC, the Department of Constitutional Development published the *Green Paper on Disaster Management for South Africa* for comment in February 1998. After consultation with key role players and comments from both the private and public sectors around the *Green Paper*, this White Paper evolved.

The policy development process has also been greatly assisted by officials and experts from South Africa and other countries.



2

SETTING THE CONTEXT

This section sets out the international context of disaster management, presents an overview of the current situation in South Africa and outlines the new approach to disaster management.

2.1 The international context

2.1.1 Introduction

World-wide, the impact of disasters on humans – including all those killed, injured, or made homeless – between 1970-1994 has conservatively been estimated to have affected 134 million people. The annual economic cost to industrialised countries for the period 1990-1994 alone was estimated to be more than US \$ 535 million.

While the infrastructural damage from disasters is greatest in industrialised countries, more than 95% of all deaths caused by disasters occur in developing countries.



These enormous losses underscore the urgent need for improved disaster reduction, especially when one considers the negative impact disasters have on the lives of those affected and a country's resources.

A complicating factor is that disaster management has become increasingly complex, compared to previous limited responses to natural and human-made events. The field of disasters, emergencies and risks is a rapidly changing one. Today, the field of disaster management raises many questions of morality and principle. It entails operations of greatly varying scale and diversity.

Disaster management has become a focus area for scientific endeavours to achieve a better understanding of the hazards that shape our natural and built environments and to set standards to bring about a safer world. It encompasses, for example, interpreting the early warning signals of natural phenomena, such as too little or too much rainfall. Similarly, it involves contingency planning and response to emergency events triggered by both natural and non-natural (including technological) forces.

Disaster management seeks to reduce the vulnerability of communities most at risk through improved access to services, development opportunities, information, education and empowerment.

It embraces the body of knowledge, policy and practice associated with humanitarian responses to both natural and technological disasters.

2.1.2 International trends

In developing the policy outlined in this White Paper, the following international trends were taken into consideration:

- A considerable amount of both indigenous and scientific knowledge exists on natural and technological threats. There has been an increase in the literature

on environmental and disaster management. In recent times, there has also been an increased understanding of the important relationship between certain environmental vulnerabilities and human action. This rapidly expanding body of knowledge can greatly improve local forecasting of natural and technological threats. A prerequisite, however, is adequate investment in information systems and information management.

- In many countries, improved information dissemination, emergency response services and community action has allowed for a greater sensitivity to and understanding of early warning signals. This offers the opportunity to minimise human and economic losses by timely intervention, such as the evacuation of communities at risk in flood-prone areas.
- Largely as a result of the **United Nation's International Decade for Natural Disaster Reduction**, there is increasing pressure for greater investment in prevention and mitigation actions that avert the need for expensive and often repeated assistance.

In South Africa, millions of rands, which could support ongoing development initiatives, are diverted to provide relief for those affected by house and veld fires, floods and drought. Similarly, disaster-stricken households are obliged to reallocate their resources and energies to recovery efforts, rather than development activities.

- Studies in Latin America and Asia suggest that the devastating effects of human and economic losses of poorer households in small community disasters are often overshadowed by rarer and more sensational disaster events. This issue has particular relevance in South Africa, where the absence of national and local systems for tracking disaster losses makes it impossible to accurately estimate the uninsured costs that are silently borne by the poorest households and communities.

- Experts in disaster management are increasingly calling for a broader engagement with civil society as a whole – including the private sector, development practitioners, educators and policy makers – as a way of forming co-operative partnerships in the struggle to minimise damage caused by disasters.



2.1.3 Regional Co-operation

Natural and other threats are not constrained by national boundaries. Measures taken in South Africa can increase or reduce risks in neighbouring countries, just as potential dangers across our borders can directly affect South Africa.

Regional co-operation around disaster management has many dimensions. These include improved sharing of early warning information so that

precautionary measures can be taken in the event of epidemics, insect infestations and meteorological hazards, to name but a few examples.



It includes joint agreements on emergency preparedness and response procedures, including the movement of people, vehicles and equipment across borders, as well as emergency telecommunication procedures and protocols. In this context, cross-border emergency response protocols should clearly differentiate between the responsibilities of humanitarian agencies, the military, police services and other role players such as NGOs and international assistance agencies.

In order to establish joint standards of practice across the Southern African Development Community (SADC), there is a pressing need to develop accredited curricula for disaster management education and training. This is a prerequisite for ensuring uniformity in standards of humanitarian and mitigation practice across the region.

South Africa's existing bilateral and multilateral agreements with individual countries provide opportunities for incorporating shared mitigation interventions, as well as strengthened early warning capacity and co-ordinated responses in times of a disaster.

SADC's sector co-ordination in Food Security, Water, Transport and Telecommunications also provides opportunities for amending existing protocols to accommodate regional risks and disaster management.

2.1.4 International Agencies

There are many international agencies, intergovernmental organisations and NGOs involved in disaster management. These include United Nations agencies in the front line of emergency assistance, such as:

- The Office of the Co-ordinator for Humanitarian Affairs (OCHA)
- The United Nations High Commission for Refugees (UNHCR)
- The World Food Programme (WFP)
- The United Nations Children's Fund (UNICEF)
- The World Health Organisation (WHO)

At country level, the resident representative of the United Nations Development Programme co-ordinates disaster management matters for locally represented United Nations agencies. There are, however, many other United Nations agencies involved in additional aspects of disaster reduction.

The World Meteorological Organisation (WMO), through its support to the Weather Bureau, plays a critical role in weather forecasting. The Food and Agriculture Organisation (FAO) and the United Nations' Economic and Social Council (UNESCO) provide technical support on issues of food security and



applied scientific understanding of natural and other threats. Moreover, the International Committee of the Red Cross and the International Federation of the Red Cross both provide emergency response support in times of humanitarian crisis.

In a world that is becoming increasingly interdependent, there is a pressing need for South Africa to strengthen its engagement with these international organisations.

South Africa should draw on the extensive expertise of such agencies, have strategies in place for streamlined co-operation in times of crisis and discourage *ad hoc* and uncoordinated responses in emergency situations. This process, however, must take place within the context of international conventions and South Africa's foreign and economic policy framework.

South Africa needs to clarify procedures for requesting external assistance in areas such as logistics, medical expertise, public health, water and telecommunications. This is an area for priority action as there are few guidelines to ensure the smooth co-ordination of such international and bilateral assistance.

2.2 The current situation in South Africa

Disasters in South Africa have been dominated by localised incidents, such as veld fires, seasonal flooding and accidents in the mining industry.

At the national level, severe drought has affected macro-economic growth, as well as the livelihoods of especially the poorer sections of the population living in rural areas. It is difficult, however, to exactly measure the human, economic and environmental costs caused by disasters. Some examples of the high costs of disasters are illustrated in the table (overleaf).

While drought, floods, veld fires and mining disasters continue to be areas of concern, disasters that are predicted in the future relate to current trends of rapid urbanisation. Disasters may well result from environmental, technological and natural risk associated with unplanned or poorly planned urbanisation.

The risk factors underlying a disaster occurrence have become increasingly inter-linked.

For instance, declining livelihood opportunities in rural areas are associated with urban migration. The result is rapid growth of under-serviced settlements close to industrial or manufacturing areas which increases the potential for human death and injury in the event of an industrial accident. The disaster "trigger" may be the industrial accident, but the overcrowding and poor living conditions in the settlement nearby place many more at risk, and may result in a much bigger and more serious disaster.

Counting the cost of some recent disasters

Place	Disaster	Cost
Ladysmith	<i>Floods: 1994</i>	400 families evacuated R50 million damages
Merriespruit	<i>Slimes Dam: 1994</i>	17 lives lost R45 million damages
Pietermaritzburg	<i>Floods: 1995</i>	173 lives lost Emergency shelter needed for 5 500
Ladysmith	<i>Floods: 1996</i>	Damages to infrastructure R25 million
South Africa	<i>Drought: 1991/1992</i>	49 000 Agricultural jobs lost 20 000 Non-agricultural jobs lost Associated with 27% decline in agricultural Gross Domestic Product
Northern Province	<i>Floods: 1996</i>	R105 million damages
Mpumalanga	<i>Floods: 1996</i>	R500 million damages

Moreover, there are several factors related to development that are likely to increase the risk of future disaster occurrences. For instance, population growth increases the pressure for residential, agricultural, commercial and industrial development. This in turn results in the occupation of marginal or "at risk" areas such as arid zones and flood plains. The challenge is to minimise the risk to these environmentally vulnerable areas.

Disaster-related losses are hardest felt within historically disadvantaged communities. Current national efforts in poverty reduction, land reform, housing, employment creation and service expansion offer cost-effective opportunities to integrate risk reduction with development initiatives. Failure to seize the opportunities increases the potential for costly losses both at household and community level.



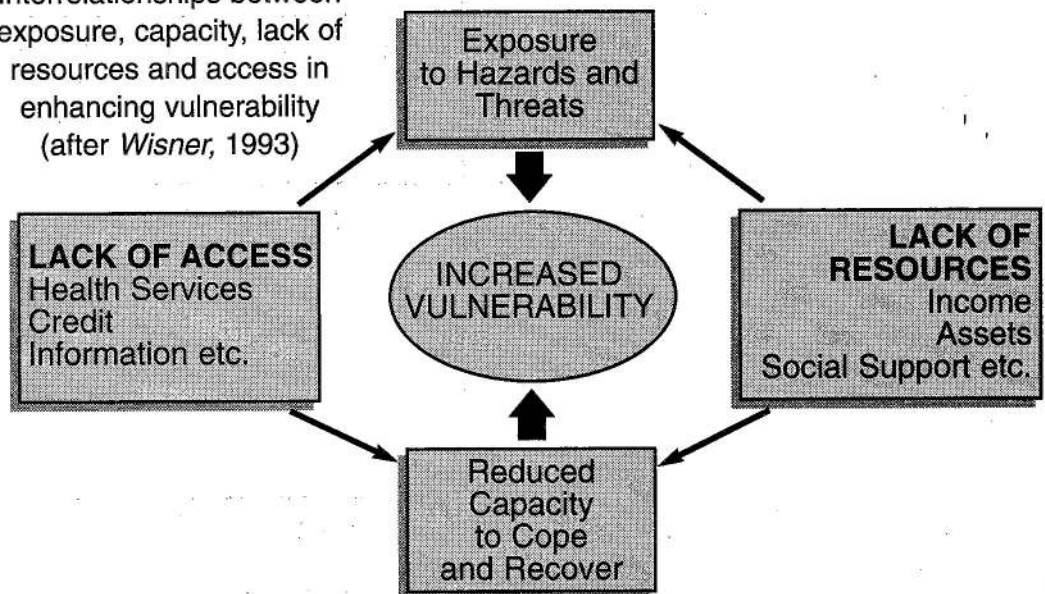
2.3 Developing a New Approach

Current perceptions of disasters need to change. Disasters are not primarily rare occurrences managed by emergency rescue services. Rather, there needs to be a common awareness and shared responsibility for risk reduction in every aspect of our lives.



It is clear that the risk factors for disaster occurrences are interconnected and increasingly driven by patterns of developmental vulnerability. As discussed above, a disaster event can cause human, property, environmental and economic losses, which divert energies and resources away from opportunities for sustainable growth.

Interrelationships between exposure, capacity, lack of resources and access in enhancing vulnerability (after Wisner, 1993)



The development of a new approach to disaster management calls for a two-pronged approach:

- A significantly strengthened capacity to track, collate, monitor and disseminate information on phenomena and activities known to trigger disaster events, such as droughts, floods, epidemics and fire. This needs to be supported by institutional emergency preparedness and response capacity primarily by government at local, provincial and national levels.
- An increased commitment to prevention and mitigation actions that will reduce the probability and severity of disaster events. These actions should be incorporated into existing and future policies, plans and projects of national, provincial and local government, as well as policies and practices of the private sector.

The proposed National Disaster Management Centre (see Section Three) will play a pivotal role in developing and implementing this new approach to disaster management.

2.3.1 Risk Reduction in Development Planning

Urgent action should be taken to reduce the probability and severity of disaster occurrences through developmental action and planning. This is a broad-based initiative, aimed at significantly reducing the potential for loss of life and injury, as well as economic and environmental costs that result from natural and other threats.

It must, moreover, aim to substantially increase awareness of natural and other threats, so that society demands greater investment and action in risk reduction rather than solely relying on emergency or insured compensation.

The following strategies are examples of what can be done to incorporate risk reduction into development planning:

- Developing integrated disaster management strategies that emphasise risk reduction
- Adequate allocation of resources to local government to ensure that the most vulnerable communities can depend on reliable disaster management services. These services should alert such communities to natural and other threats and provide professional and humanitarian support in times of emergency. Timely disaster management actions contribute to sustainable development by limiting environmental and property damage, as well as loss of life and livelihood
- Establishing creative formal and informal initiatives that encourage risk-avoidance behaviour on the part of individuals, the private sector and government
- Ensuring that South Africa's transportation, telecommunications, electricity and public sector infrastructure networks are able to withstand expected natural and other threats. They are cornerstones for the movement of people, goods and services between urban centres and isolated rural areas. They are also the lifelines for communities when slow and sudden onset disaster events occur, as they will be relied upon to support ongoing development action, as well as humanitarian relief in times of stress
- Setting and enabling the implementation of minimum building standards, especially for low-cost housing, to ensure structural soundness to withstand the impact of extreme weather patterns
- Ensuring that development of marginal and environmental fragile areas is appropriate and properly planned



3

THE NATIONAL DISASTER MANAGEMENT CENTRE

This section outlines the rationale for having a National Disaster Management Centre. It establishes principles to guide its establishment and describes its structure and functions.

3.1 **Rationale for the establishment of the National Disaster Management Centre**

In South Africa, the capacity for managing disasters varies from ongoing service and infrastructure provision, as part of longer-term development initiatives, to that of emergency preparedness and response (usually triggered by a rapid-onset event).

Currently, however, there are a number of shortcomings that hamper effective disaster management. These include the lack of:

- An effective and comprehensive disaster management strategy
- Co-ordination and clear lines of responsibility for those involved in disaster management
- Government capacity, particularly of local government, specifically in rural areas, to implement disaster management.
- Integration of civil society into effective disaster management activities, particularly those concerned with risk reduction

One way to help overcome these obstacles is to develop and establish a management structure spearheaded at national level by a National Disaster Management Centre ("the Centre"). This would ensure that an effective disaster management strategy would be established and implemented. Because national co-ordination is urgently required, the Centre should co-ordinate disaster management at various levels and promote and assist the implementation of cross-sectoral disaster management activities.



Thus, the Centre should primarily function as a co-ordinating structure that is a repository and conduit of information pertaining to disaster management. It should, therefore, greatly strengthen existing capacity for tracking, monitoring and disseminating information on phenomena and activities that trigger disaster events. It should also act in an advisory capacity to the Inter-Ministerial Committee.

3.2 **Guiding Principles**

The following principles should guide the establishment, structure and functions of the Centre:

- Integrated and co-ordinated disaster management is based on partnerships and co-operative governance between all spheres of government. The Centre should therefore not subsume nor duplicate disaster management functions normally undertaken at national, provincial or local levels

- Efficient and cost-effective disaster management must be based and built upon existing capacity in government, the private sector and civil society

3.3 Structure and location of the Centre

As a result of the current fragmented and poorly co-ordinated approach to disaster management, there is no integrated national disaster management strategy or plan that supports local level responses to emergencies and disaster mitigation in the long-term. Comprehensive, coherent and appropriate disaster management training and community awareness strategies and programmes are also absent.



These limitations militate against the immediate establishment of a fully fledged Centre in the short term. The Centre should spearhead the development of a comprehensive national disaster management thrust. To set the process in motion, it is proposed that the Centre should be established as a core structure, made up of a few key trained personnel capable of being expanded and adapted, as the need arises.

Currently, the Minister for Provincial Affairs and Constitutional Development is responsible for the establishment and management of the Centre. The Centre already exists in an embryonic form, under the auspices of this Department.

The Department of Constitutional Development will manage the Centre, at least as an interim measure until a permanent home is found for it. This interim measure is appropriate because the Department is closely linked to local government, through its direct involvement with issues relating to local government.

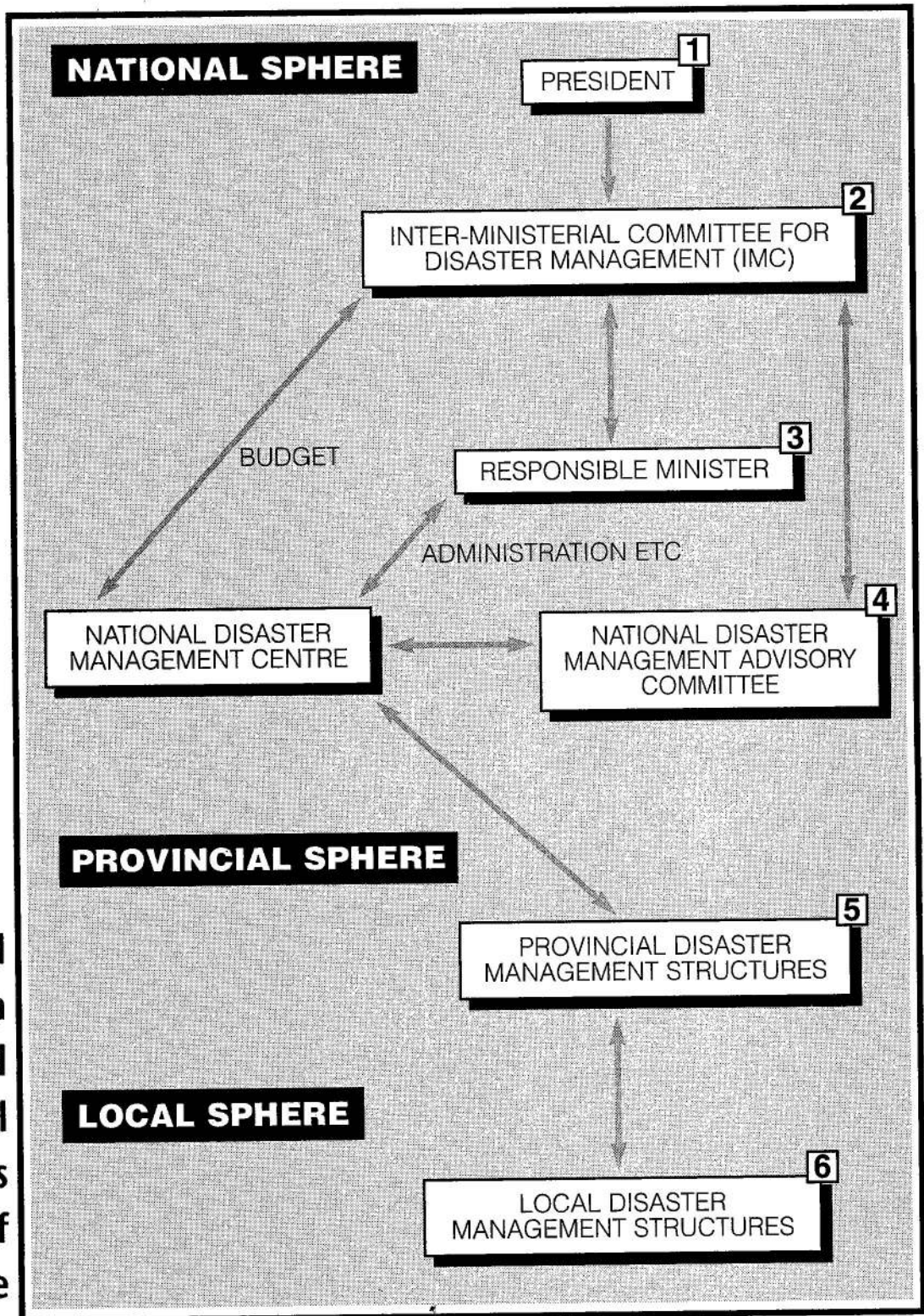
If the Centre is to remain a structure within government, it should be located in a national department that performs tasks that cut across individual responsibilities such as water, health, agriculture and so on. Examples of such departments in the current situation are: the Department of Constitutional Development, the Department of Public Service and Administration and the Department of Finance.

This would facilitate improved disaster management planning and financial allocation, which would not unwittingly favour or neglect any relevant functional responsibility. Crucially, such a department will need to facilitate both disaster management and risk reduction activities.

The proposed location and legal standing of the Centre in the envisaged institutional structure for disaster management is set out in following organogram. Stakeholders should carefully examine the viability and practical application of this model.

**Note:**

- The structures set out in the organogram below are all embryos of similar structures already in existence.
- Emergency management and essential services personnel, comprising representatives from various emergency management and essential services organisations, must participate in the disaster management structures.
- In so far as inter-departmental relations are concerned, the IMC may well require the relevant MECs to participate in certain IMC meetings or meet with such MECs in a MINMEC type forum.



Proposed
location
and
legal
status
of
Centre

Explanatory note to Organogram

- 1 The President would be able to declare a national disaster under extra-ordinary circumstances. (See Section Five, paragraph 5.7). The IMC should act in an advisory capacity to the President in this regard.
- 2 The IMC is comprised of those Ministers set out in Section One, paragraph 1.4. The Minister responsible for the Centre should convene the IMC. Currently, the Minister for Provincial Affairs and Constitutional Development convenes the IMC.
- 3 The Minister for Provincial Affairs and Constitutional Development is currently responsible for the establishment and management of the Centre. Provision should be made in the proposed National Disaster Management Act (see Section Five, paragraph 5.11.2) for the powers and functions of the Minister responsible for the Centre. The Centre would therefore be accountable directly to the responsible Minister, and through him or her, to the IMC.
- 4 The National Disaster Management Advisory Committee is to comprise of: – disaster and emergency management and essential services personnel, senior representatives from those national departments whose respective Ministers are represented on the IMC, the Heads of Department charged with disaster management at provincial level or their deputies, representatives of the South Africa Local Government Association (SALGA), NGOs and other relevant role players. Such a Committee can establish various working groups. The establishment of the Committee by the responsible Minister may be provided for in the proposed Disaster Management Act, subject to the availability of government funds, (see Section Five, paragraph 5.11.2).
- 5 These structures should be convened by the MEC of each province respectively, who has been assigned the responsibility for disaster management in the relevant province. Currently, the MEC dealing with local government matters in each province has been assigned this responsibility. These structures should also comprise of disaster and emergency management personnel, the Heads of Department or their deputies, the provincial affiliate to SALGA, NGOs, CBOs and the private sector.
- 6 These structures will be convened by the Official tasked with the responsibility of coordinating disaster management and who is accountable to the Chairperson of the Executive Committee (or the Executive Mayor). These structures will also comprise of disaster and emergency management and essential services personnel, NGOs, CBOs/ village/district/community representatives and the private sector.
(See Section Five paragraph 5.9).



3.4 Key functions of the Centre

In keeping with the incremental approach to the establishment of the Centre, a similar phased-in approach regarding its functions and activities should be adopted.

3.4.1 Information Management

One of the most important functions of the Centre should be its ability to act as a repository and conduit of information on issues pertaining to disaster management. It should serve as an information management and advice centre to all spheres of government, the private sector and the broader community on risk reduction and disaster management.

In order to enable the Centre to perform this critical function, it must have the authority to compel government and other role players to make the requisite information available. It must be able to monitor requests and recommendations made by it.

A key output of the Centre would be the development of a composite range of disaster management information strategies.

Stage one:

- Establish a comprehensive Disaster Management Information System, including an electronic database (e.g. "Geographic Information System" capability, meteorological forecasts, available emergency response resources, hydrological information, health status of children under the age of five, information relating to training and community awareness)
- Establish necessary links to facilitate the collection of information and its rapid dissemination in order to avoid the duplication of existing systems
- Establish mechanisms to strengthen the information flow to and from communities (e.g. through NGOs) to enhance and build resilience to heightened vulnerability and risks
- Monitor compliance by government, by having the authority to request information

Stage two

- Continue improving the information collection and rapid dissemination systems
- Upgrade the quality of information collected
- Assist in guiding future development programmes and advising on the management or improvement of existing high-risk developments



3.4.2 Preparation of Strategies, Policies and Plans

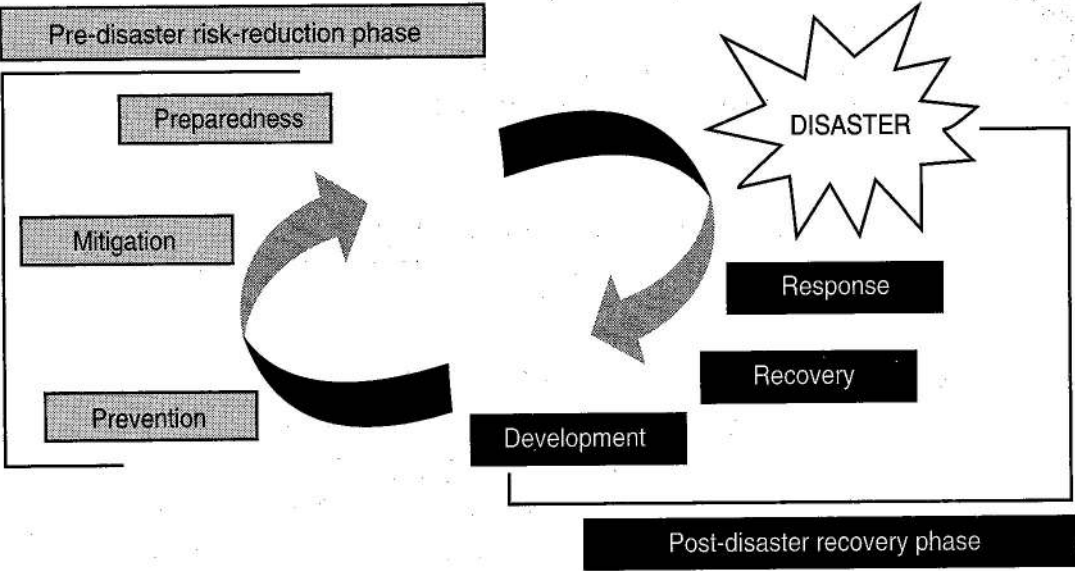
The Centre should focus on preparing and compiling appropriate disaster management strategies, discreet policies such as drought and flood management policies and contingency plans, including emergency procedures and so on. The compilation of disaster plans is essential for, *inter alia*, anticipating disasters, developing and implementing risk reduction strategies and co-ordinating disaster response among all role players.

Stage one:

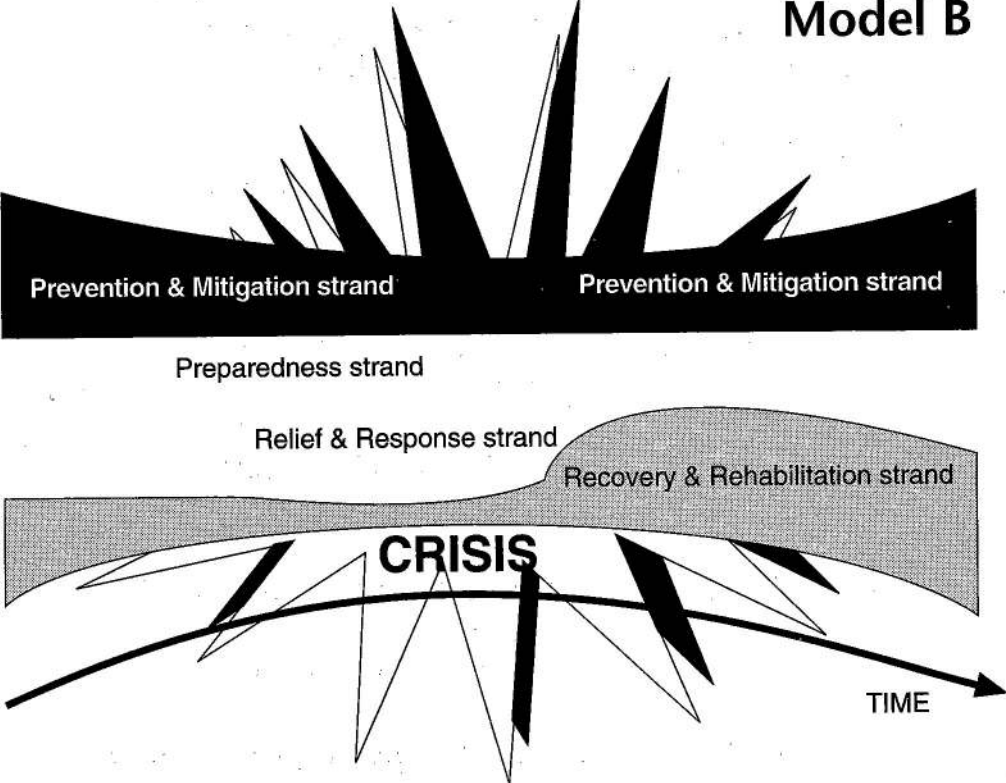
- Initiate and co-ordinate the development of disaster management strategies, discreet policies and plans. These have to be done in conjunction with relevant national, provincial and local government agencies, as well as NGOs and broader civil society
- Initiate the establishment of effective disaster management at provincial and local level in consultation with the relevant role players. Ensure that the key aspects of disaster management namely, prevention, mitigation, preparedness, response, recovery and rehabilitation, are embraced as depicted in **Models A and B**.
- Initiate the integration of risk reduction strategies into the setting of land development objectives in terms of the Development Facilitation Act and Integrated Development Plans drawn up in terms of the Local Government Transition Act. This must be done in consultation with the relevant role players
- Establish and maintain links with local government, the relevant national and provincial government departments, as well as NGOs and broader civil society
- Establish and maintain links with Southern African aid agencies involved in disaster management
- Establish and maintain international links to ensure the accessibility of valuable disaster management information relating, for instance, to innovations in monitoring and warning systems, operational centres and equipment
- Support the development of community disaster management strategies



Model A



Model B



**Stage two:**

- Develop national guidelines and a framework for the production of disaster management plans
- Develop international guidelines with the relevant national government departments on disaster management plans for the Southern African region
- Support the initiatives of national government departments in seeking appropriate options for South Africa's involvement in international disaster relief efforts
- Support the initiatives of national government departments in the development of co-ordinated procedures for incoming relief in the form of specialist skills in emergency logistics, health, water, telecommunications and international humanitarian assistance and so on
- Continue to support community risk reduction and other disaster management strategies

3.4.3 Assessing Vulnerability

The key to successfully reducing the effects of a disaster is to understand the nature of the potential disaster and the factors that contribute to it. Once this information is available, the ability to develop community mitigation, planning and advice is greatly increased. The principal outputs for the Centre are to enhance capacity to assess vulnerability, determine levels of risk and ensure appropriate mitigation and effective disaster reduction.

Stage one:

- Establish links with research bodies, institutions, NGOs and local communities that can provide relevant data and methodology on risk reduction
- Review local capacity and levels of resilience to those conditions which can increase vulnerability
- Undertake a review of existing information pertaining to risk reduction

Stage two:

- Establish broad-scale hazard monitoring capability
- Determine shortfalls in available information
- Analyse data to determine levels of vulnerability and risk

3.4.4 Co-ordination and support during disaster and emergency situations

When an emergency or disaster situation arises, the Centre and other relevant disaster management structures should be able to expand their capacity and re-focus their activities to enable them to respond rapidly and effectively.

In order to facilitate the temporary expansion of the Centre in crisis situations, support plans should be developed to enable the temporary release of personnel to the Centre when an emergency or disaster occurs.

Government at all levels should, in consultation with relevant role players (including organised labour), compile lists of those persons who may be released temporarily to the Centre on short notice.

An expanded Centre should ensure that key decision-makers, such as the members of the IMC, receive the best available information and advice regarding response activities. Since the Centre would hold information pertaining to the various levels of disaster and emergency management, decisions could be taken at the level appropriate to the scale of the disaster or emergency.

Stage one:

- Establish the work plans for a fully fledged co-ordination Centre with the capability to provide a 24-hour service if the need arises
- Develop and maintain plans for the effective co-ordination of disaster response
- Initiate the development of plans to enable the expansion of the Centre on short notice when a disaster occurs

Stage two:

- Facilitate working partnerships between the disaster management agencies, community, government and private organisations
- Continue to develop a co-ordination Centre with operational guidelines that can be adopted when a disaster occurs
- Investigate and begin to establish potential disaster early warning capabilities



3.4.5 Non-Emergency Situations

During non-emergency situations, the Centre should focus on longer-term risk reduction such as making inputs into the setting and implementation of minimum standards for low cost housing. It should ensure that co-operation and support are provided to emergency and essential service organisations.

Contact, information exchange and dissemination and liaison should be ongoing between the Centre and such service organisations. Then when an emergency occurs, clear mandates and lines of responsibility are understood by all players in the response and recovery chain.

3.4.6 Conducting Audits

Stage one and two

There are numerous players in the disaster management arena. These include national, provincial, and local government, the private sector, NGOs, and broader civil society. Each performs various disaster management functions. These, however, may not be clearly defined or widely known.

The Centre should therefore, in consultation with existing structures, audit the current capacity, structures, responsibilities and reporting mechanisms of all organs involved in disaster management and related activities.

The auditing of current capacity in disaster management and the identification and delineation of clear lines of responsibility and functions will facilitate the integration of the Centre's information gathering role with relevant existing programmes.

The key strategy would be to dovetail the requirements and information needs of the Centre with national, provincial and local initiatives and programmes that are already functioning and which are effective.

3.4.7 Training and Community Awareness

The Centre should facilitate disaster management training and promote community awareness of disaster and risk reduction.

Stage one:

- Facilitate the assessment of training needs in order to determine the training requirements for various sectors
- Facilitate the development of awareness creation programmes and engage with agencies involved in information dissemination in order to raise awareness of disasters, hazards and risks





- Develop working links and partnership arrangements with those organisations, sectors and institutions involved in disaster management training, particularly with the Sector Education and Training Authorities (SETAs), established in terms of the Skills Development Act

Stage two:

- Develop appropriate training and education material with relevant partners. This initiative should be harmonised with the work of the SETAs within the framework of the National Skills Development Strategy
- Continue to build working partnerships with training providers and educators



4

FUNDING DISASTER MANAGEMENT

This section establishes principles to guide the development of financial arrangements for disaster management. It outlines current financial mechanisms, highlights key problems with the current situation, and proposes a set of future funding arrangements.

4.1 CURRENT FINANCIAL MECHANISMS

Overview Of Current Funding Arrangements

Generally, the financial responsibility for disaster management is borne by local government. However, depending on the magnitude of the disaster and the capacity of the relevant municipality, provincial and national government may become involved.

The Disaster Relief Fund may also provide relief when a disaster is first declared in terms of the Fund Raising Act, No 107 of 1978. This Fund is administered by the Department of Welfare and Population Development ("The Department of Welfare")

Funding for the identification of slow onset responses tends to be drawn from the budgets of national departments.

4.1.1 Prevention

Currently, municipalities, provincial governments and various national departments – including Water Affairs and Forestry, Agriculture, Health, Environment and Tourism, Safety and Security and Minerals and Energy – all dedicate some financial resources towards prevention and mitigation measures, often as part of their development strategies.

There is no active monitoring of the funding of prevention and mitigation activities. These costs are usually absorbed into other line items except in the case of certain expenditure by the Department of Agriculture.



The Department of Agriculture has historically made provision for disaster relief in the line item "Relief of Distress". During the 1992/93 drought, this provision was used to provide approximately R3,8 billion, most of which went to commercial farmers. However, this approach tends to discourage prevention and mitigation measures and is currently under review.

4.1.2 Capacity To Respond

Currently, there is no separate budget line item for the funding of disaster management response. This comes from general government funding for the maintenance of equipment, training and staffing. There is no formal system that monitors and evaluates the capacity of each sphere of government to respond to disasters.

4.1.3 Immediate Relief

i. Local Government

Municipal services are usually first on the scene of disasters and assume initial control.

In terms of section 156(1) of the Constitution, local government is responsible for fire-fighting, municipal planning and municipal health services. (Part B of Schedule 4 of the Constitution).

In addition, section 156(4) of the Constitution enables national and provincial governments to assign functions to municipalities (These functions are listed in Part A of Schedules 4 and 5). This is done only if the relevant municipality has sufficient administrative capacity and can provide the service more effectively. Section 154 of the Constitution also makes provision for national and provincial governments to assist local government to develop sufficient capacity to carry out their functions. However, in the event that a municipality has insufficient resources to deal with a disaster, it may request assistance from the provincial or national government.

ii. Provincial Government

Provinces have concurrent responsibilities with national government for disaster management, health and welfare services and so on. (Part A of Schedule 4 of the Constitution). Provinces have full responsibility for ambulance services (Part A of Schedule 5).

A province has executive authority to carry out these functions only if it has the administrative capacity to assume effective responsibility (section 125 (3) of the Constitution). This section of the Constitution, however, places the onus on national government to assist provinces to develop sufficient administrative capacity to fulfil these functions.

The Premier of a province may declare a disaster and take the steps that are necessary. This may include the rendering of financial assistance to a municipality for up to four days. This assistance is rendered from the province's budget. (Section 2 (3) of the Civil Protection Act No 67 of 1977)

Where the financial resources of the provincial government and those of the relevant municipality are insufficient to deal with a disaster, provincial governments can approach the national government for assistance. Once a disaster occurs, the Minister of Finance may be approached for the release of funds. In the interim, the relevant provincial government pays these expenses from its own budget while national funds are approved.

iii. National Government

Depending on the nature of a disaster, national government departments may respond by providing services and expertise. The Minister of Finance must



approve any reallocations of resources. The Director-General of the relevant department is required to provide a full explanation of the reasons for the reallocations at the close of the financial year to the Department of State Expenditure.

A request for international aid may be considered by the national government in the case of very serious disasters.

4.1.4 Recovery In The Post-Disaster Phase

Recovery is a vital aspect of disaster management as the affects of disasters continue long after the immediate threats to life and property have diminished. National, provincial and municipalities do not generally make specific allocations for recovery activities. There are, however, exceptions:



i. Funds administered by the Department of Welfare

There are three funds currently administered by the Department of Welfare that provide financial support after a disaster:

- The Disaster Relief Fund provides *ex gratia* support to people involved in both natural disasters and human-made disasters.

To access this Fund, the relevant municipality must request the Premier of the Province to approach the National Department of Welfare to take the necessary steps to have the event declared a disaster. Once the Department of Welfare receives such a request, it advises the President who can declare the event a disaster.

- The Social Relief Fund provides support to organisations that provide relief services to communities that are affected by violence.
- The State President's Fund provides support to individuals affected by "violent acts of terrorism".

The operation of all of these funds is governed by the Fund Raising Act. Before money can be released from these Funds, the President must first declare a disaster.

These Funds were originally designed to provide immediate relief to persons affected by disasters. However, they have been slow to provide assistance to victims of disasters and organisations involved in relief efforts.

ii. Contingency Reserve

Government is the self-insurer of provincial and national public assets. This means it finances repairs to damaged infrastructure from its own funds. Provisions are made in the Medium-Term Expenditure Framework (MTEF) for a contingency reserve, which can be made available after a disaster to repair

damaged infrastructure.

iii. The Exchequer Act

Section 1(1)iv) of the Exchequer Act No 66 of 1975 provides funding for expenditure incurred due to unforeseen and unavoidable circumstances. The Treasury Committee and Cabinet must approve applications for this funding. As the Treasury Committee only meets twice a year, the Minister of Finance may grant authority for money in the State Revenue Fund to be used in exceptional circumstances.



iv. Conservation of Agricultural Resources Act

The Minister of Agriculture can provide financial assistance for relief during agriculture-related disasters. This can be done in terms of section 8 of the Conservation of Agricultural Resources Act, No 43 of 1983. The Act, however, is currently being revised.

The direction of current agricultural policy is that a greater burden of risk associated with agricultural activity will have to be borne by commercial farmers. The Department plans to place greater emphasis on prevention and mitigation strategies by supporting risk management initiatives, research of large-scale epidemics and hazards, providing information to farmers on markets, climate and available taxation and insurance measures.

4.1.5 Expediting Tender Procedures

In the case of rapid onset disasters, it is sometimes necessary to waive tender procedures. This prevents delays in providing services and equipment.

Government agencies can be given powers to deviate from the procurement process, if they can motivate why it is necessary to do so. There is a limit on the amount of R150 000 per requirement without reference to the State Tender Board. If any estimated expenditure exceeds this amount, an application for an exemption must be made to the State Tender Board.

Ex post facto requests are only considered if the State Tender Board is satisfied that a real emergency existed and that the funds were spent in the best interests of the state.

4.2 Problems with current mechanisms

4.2.1 General

There are a number of difficulties associated with the current funding arrangements. In general, there are no incentives and punitive measures to ensure that all aspects of disaster management are catered for. This applies, in particular, to prevention, capacity to respond, immediate relief and recovery.

4.2.2 Prevention

There are currently no criteria for disaster prevention, risk mitigation or preparedness when accessing funds administered by the Department of Welfare, the Treasury Committee and the Minister of Finance.

This means that costs of recurring disasters are paid by the government time and time again. No, or little, action is taken to reduce the risk of similar disasters in the future.

There is little incentive for government agencies to spend money on effective risk reduction programmes and activities. There is also no comprehensive monitoring and evaluation of mitigation and surveillance activities and there is little accountability for the success or failure of funded prevention programmes.

The current relief-grants encourage individuals and organisations to expect compensation in the event of a disaster. This reduces the incentive to take appropriate measures to avoid a disaster or to mitigate its effects through insurance or other means.

4.2.3 Capacity To Respond

Most municipalities have limited financial resources and many are in financial difficulty. They are unable to allocate sufficient resources to emergency services. There is, therefore, an urgent need to examine additional sources of funding for local emergency services.

4.2.4 Immediate Relief

The three funds administered by the Department of Welfare take an extremely long period of time to reach affected people or organisations involved in emergency service delivery. This delay affects poorer members of communities who are often worst affected by natural disasters.

In addition, each of these funds has its own boards, thus duplicating administrative structures and placing unrealistic demands on the resources of the department.

4.2.5 Recovery In The Post-Disaster Phase

There are few programmes or activities dedicated to recovery in a post-disaster context. The funds administered by the Department of Welfare and the national contingency reserve fail to address the full effect of disasters. It is vitally important that resources are allocated for effective recovery activities.



4.3 **Proposals for future funding arrangements**

4.3.1 **General**



When a disaster occurs, the initial financial burden is usually borne by the individuals affected by the event. However, because of the vulnerability and poverty of many South Africans, particularly in rural areas, government in line with national objectives of efficient and effective management of the nation's resources, will make a significant contribution to the alleviation of the long-term effects of disasters.

However, the provision of resources by government should not replace nor discourage self-help or community support in an emergency. It should also not discourage the use of commercial insurance schemes.

Government resources should only be used when individuals or communities cannot cope. However, when such resources are provided, they should be provided rapidly and efficiently.

4.3.2 **Guiding Principles**

Financial arrangements for disaster management should:

- Encourage all levels of government to take measures to minimise the impact and reduce the likelihood of disasters. Where feasible, incentives should be provided for the taking of such measures
- Meet clearly stated objectives of any disaster management strategy or plan in a timely and efficient manner that is consistent with the financial policies of government
- Encourage response to disasters at the most localised level of responsibility possible. National and provincial government should be approached for funding only when capacity and resources at local level have been exhausted or are absent

4.3.3 **National arrangements**

i. Release of Funds in an Emergency

The proposed Treasury Control Bill will replace the Exchequer Act. Once enacted, section 15 of the Treasury Control Bill will allow Cabinet to release funds in emergency situations from the National Revenue Fund to defray expenditure which is not provided for in the current budget, and which cannot be postponed until the next budget.

These funds may be used to provide immediate relief for affected people or for

emergency services. This means that funds could be released for emergency situations more rapidly than is presently possible under the Exchequer Act.



The combined amount for these authorised expenditures may not exceed two percent of the total amount in the annual national budget and would be charged against the National Revenue Fund (contingency reserve). Once these funds are approved, the expenditure must be accounted for in an Adjustments Budget.

ii. Immediate Relief to Individuals

The three funds administered by the Department of Welfare should be merged into a single **Disaster and Emergency Fund** ("the Fund"). The purpose of this fund should be to provide immediate relief directly to people affected by disasters. The Fund should, however, supplement rather than replace local and provincial contributions.

The Department of Welfare will in consultation with the Centre be responsible for the administration of the Fund. It should draw on the capacity of various governmental and non-governmental agencies to assist with relief efforts and the disbursement of grants to individuals.

The emergency funding provisions in section 15 of the Treasury Control Bill should be used to finance the Disaster and Emergency Fund.

The decision by Cabinet to release money to the Disaster and Emergency Fund should be guided by a set of previously agreed criteria and guidelines.

To prevent the Fund being used for recurring or foreseeable disasters in the same areas, a post-disaster review should automatically be conducted whenever funds are drawn from the Fund.

This review should include recommendations on how the municipality or the provincial government in question should improve its disaster management capacity to prevent or mitigate the impacts of such disasters. A monitoring system should be introduced to ensure that the recommendations of the post-disaster review are implemented.

The new proposed Disaster Management Act (see Section Five) should make provision for the declaration of local, provincial and national disasters. These provisions should be linked to accessing funds from the Fund.



iii. Funding Repairs To Damaged Infrastructure

A National Reserve has been established in line with budgetary requirements under the MTEF to provide contingency funds for a range of situations. This fund should continue to be utilised for repairs to public infrastructure, as a result of damage caused by disasters.

iv. Expediting Tender Procedures

When a disaster occurs, prices for essential goods and services are sometimes dramatically inflated. Government should investigate the possibility of compiling lists of tender approved goods and services from local suppliers at prices fixed in advance. The listed suppliers should be used in disaster situations to procure goods in an expeditious and cost-effective manner.

4.3.4 Provincial and Local Government Arrangements

i. Budgeting

Budgets of municipalities and provincial government departments involved in disaster management system should be adapted to provide for a budget item called "disaster management". The main purpose of this proposal is to make provision for, amongst other things, the following:

- The staff and involvement of other resources to assess disaster risks
- the development of disaster management plans
- the development of risk reduction strategies
- ability to respond to disasters

The expertise of members of the proposed Disaster Management Centre should be drawn on for the preparation and compilation of disaster management plans and strategies financed by this line item.

In the event of a major disaster, provincial departments and municipalities should be encouraged to draw from their current budgets to respond to the disaster. Section 15 of the Treasury Control Bill should only be resorted to after all other options have been explored.

All funds approved by Parliament or a Provincial Legislature for disaster management should be reflected in the respective Appropriation Acts as funds allocated for this specific purpose (that is included in Column 2 of the respective Act). This will ensure that such funds are not shifted without the necessary political authorisation.

The disaster management item must be audited and accounted for in the same way as other line items. The introduction of the new system of "output oriented budgets" means that outputs will have to be established for the item. This will make it easier for the activities and spending on the line item to be assessed.



ii. Financing Shortfalls

While there is a need for local and provincial government to allocate more resources to disaster management, as proposed earlier, it is necessary to take into account the tight budgetary constraints under which they operate.

To overcome this tension, a mix of capacity building, incentives and punitive measures should be introduced. Some options are set out below, which could be implemented on a staggered basis.

Capacity Building Options

Capacity building of municipalities and provincial government is emphasised in the Constitution and is already being undertaken, particularly in the areas of financial planning and management.

In the context of disaster management specifically, the following capacity building options should be explored:

- Public-private sector partnerships in the provision of emergency services. Emergency response expertise in the private sector should be used by municipalities particularly where they do not have the resources to provide the required services themselves
- The development of community support for disaster prevention and management. Municipalities should enlist the support of communities and local business in establishing disaster management plans. Also, disaster management volunteer services should be established, similar to the system of police reservists. This would help to improve capacity and increase public awareness of disaster management
- Provide an enabling environment for disaster management. The Disaster Management Centre should play a pivotal role in providing an enabling environment for disaster management. It should support municipalities and provinces with the preparation of disaster management plans and help with their budgeting



Incentives

There are currently few, if any, incentives to encourage municipalities and provinces to take preventative and longer term risk reduction measures, develop disaster management plans, conduct surveillance for signs of slow onset disasters and provide sufficient capacity to respond to disaster events. A phased introduction of the following options is proposed:

- **Within 2 years**

The Disaster Management Centre should assist provincial management and municipalities to develop disaster management plans. In any event, the proposed National Disaster Management Act will require the preparation of such plans. National government must provide incentives to encourage the preparation of such plans.

- **Within 5 years**

National government could be required to match a proportion of the funds that municipalities and provincial governments dedicate to disaster management.

For example, national government could provide funding equal to 20% of what provincial governments and municipalities budget for disaster management. The additional funds from national government could be used for a specific undertaking that the provincial government or municipality can not afford in that year.

Punitive Measures

National government intends introducing legislation to make municipal accounting officers strictly accountable. This will ensure that all the functions of municipalities – including disaster management – are adequately budgeted for and that budget items are spent efficiently and effectively.

4.3.5 Insurance



National government's policy on insurance is to avoid the funding of insurance schemes that are better managed by the private sector.

However, there is a need for government to explore insurance options for municipalities with limited financial capacity and for low-income individuals and communities.

Small-scale emerging farmers are a key group whose insurance needs require

consideration, as they are generally unable to afford commercial insurance rates.

While the private sector is beginning to offer a wider range of insurance products for commercial farmers, little attention has thus far been paid to the insurance needs of small-scale farmers. In all likelihood, such schemes would have to involve a public-private partnership. The Department of Agriculture and the commercial insurance sector should develop product options for this group.

4.3.6. **Funding of Training and Community Awareness Programmes**

The funding for disaster management training and community awareness programmes (outlined in Section Six) may be met by existing sources, as they do not require significant additional funding. Funds for this may also be drawn from the budget of the Disaster Management Centre.

There are some items, however, which will require additional funds. A variety of sources should be accessed to provide financial support, as well as skills and expertise, for these items. These are outlined in the Table below.

Potential sources of funding

Training needs	Potential sources of funding and expertise
Undertaking needs analyses and identifying priorities for training needs	<i>Independent research organisations, international donor agencies, SETAs, NGOs and CBOs.</i>
An evaluation of current disaster management training material	<i>Independent research organisations, educational institutions, SETAs, NGOs and CBOs.</i>
Setting of standards	<i>Private emergency service providers, international donor agencies, educational institutions, SETAs, NGOs and CBOs.</i>
Research	<i>Independent research organisations, international donor agencies, educational institutions.</i>



With regard to the funding of local government training, the Skills Development Act provides for the creation of a National Skills Fund through the imposition of a 1% levy from the payroll of certain organisations, including municipalities. Money from this Fund will be made available to the local government SETAs and may only be utilised for the training of local government employees and councillors.

It is, therefore, imperative that disaster management training should compete for a fair share of the proposed training levy envisaged in the Skills Development Act.

When provincial government provides disaster management training and community awareness support to local government, the necessary funding should come from the provincial budget.

4.3.7 Funding the National Disaster Management Centre

The National Disaster Management Centre should be funded by government so that it can effectively perform its functions, both in phase one and two of its development (see Section Three). The budget for the Centre must be approved by the IMC.

Since the Centre is to function as the node for communication, liaison and advice, it is expected that a significant portion of the budget will be used to acquire appropriate technical skills and expertise to staff the Centre, as well as dedicated information technology systems.

5

A NATIONAL DISASTER MANAGEMENT ACT

This section outlines the reasons for introducing a new National Disaster Management Act. It suggests the process to be used in drafting the legislation and puts it in a constitutional context.

5.1 Rationale for a National Disaster Management Act

Existing South African legislation does not deal adequately with disaster management. The major shortcoming is that it focuses on dealing with disasters after they have happened and largely ignores prevention and risk reduction.

In addition, the current legislative framework is extremely confusing because of the many levels at which decisions can be taken. There is no clear delineation of authority and no appropriate process or criteria for disaster declarations.

The Civil Protection Act No 67 of 1977 empowers the Minister for Provincial Affairs and Constitutional Development to declare a "state of disaster" but it does not instruct other relevant ministries of the actions they should take.

The Fund Raising Act, No 107 of 1978, also provides for the "declaration of a disaster" by the President in order to provide relief to victims of disasters.

New national legislation needs to streamline and unify disaster management and promote a risk reduction approach, particularly at provincial and local levels. The legislation should also eliminate the confusion around disaster declarations and address current legislative gaps.



5.2 Process

The following process should precede the drafting of the proposed legislation:

- All the relevant role players should be canvassed for their opinions and ideas. These would include communities, NGOs, the public and private sectors
- International experience in disaster legislation should be taken into account
- A comprehensive audit of the legislation dealing with disaster management and relief should be undertaken. The legislation to be audited should include statutes and national regulations, provincial ordinances and regulations and municipal by-laws in the following categories:

- | | |
|-------------------------|------------------------|
| • Development Planning | • Hazardous Substances |
| • Resource Management | • Emergency Response |
| • Resource Conservation | • Health |
| • Transportation | • Welfare |
| • Pollution Control | • Labour |
| • Waste Management | |

An institutional audit should be undertaken – in tandem with the legislative audit – by the Disaster Management Centre.

5.3 Linkages with other Legislation

The proposed Disaster Management Act should not conflict with or duplicate any other legislation. Existing legislation should be made to conform with government policy outlined in the White Paper on Disaster Management.

Processes and mechanisms should be created to prevent duplication and conflict. Relevant government agencies and other stakeholders should be involved in designing these processes and mechanisms.

5.4 Limitations

The proposed legislation should not be used to control civil disorders or industrial disputes.

5.5 Constitutional context

With the exception of certain provisions of the Civil Protection Act, most of the existing legislation on disaster management has been assigned to the provinces in terms of section 235(8) of the Interim Constitution of 1993. Also, disaster management and many related issues are defined as concurrent national and provincial competencies.

This means that the proposed Disaster Management Act can only prevail over provincial legislation if the requirements of section 146 of the Constitution are met.

In terms of Section 156(1) of the Constitution, local government has authority in the matters listed in Parts B of Schedules 4 and 5 of the Constitution. These include air and noise pollution, fire-fighting services, storm-water management, water and sanitation services, health services, municipal planning and waste disposal.

The legislation should make a distinction between these municipal responsibilities and responsibilities that should be assigned to local government in the event of a disaster.

The assignment of disaster management responsibilities to local government should comply with section 156(4) of the Constitution.



5.6. Scope

The proposed legislation should include:

- Disaster declarations
- The establishment of the National Disaster Management Centre
- The establishment of provincial and local disaster management structures
- The preparation and compilation of disaster management plans by all spheres of government
- Volunteers, their usage and insurance cover
- Other relevant provisions

5.7 Disaster Declarations

The proposed legislation should replace the relevant provisions of the Fund Raising Act and the Civil Protection Act that deal with disaster declarations.



It should provide for different levels of disasters. This would include, for instance, the declaration of a major incident at local government level by the Chief Municipal Officer, the declaration of a provincial disaster by the Premier and the declaration of a national disaster by the President.

The reasons for declaring a local, provincial or national disaster should be clearly spelt out and be drawn from the rationale outlined below.

5.7.1 Rationale for Disaster Declarations

The reasons for the declaration of a disaster should include the following:

- Facilitating quick response to emergencies
- Facilitating the speedy release of funds
- Ensuring the rapid mobilisation and deployment of resources
- Granting special powers to the Chief Municipal Officer, the Premier or the President, and other relevant officials so that they can take appropriate action
- Expediting the implementation of disaster management plans
- Expediting or waiving tender procedures

5.7.2 Determining the magnitude of the disaster

Agencies at all spheres of government should play a role in deciding on the magnitude of the disaster and defining it as a local, provincial or national disaster. This is particularly important because currently local government can

only administer certain limited functions if a disaster has been declared. Furthermore, a national disaster should only be declared under extraordinary circumstances.



The legislation should therefore outline the criteria that will trigger the declaration of disasters at local, provincial or national levels. These criteria should include the possibility of any level of disaster being upgraded to a greater level of severity.

The legislation should outline the role of the Disaster Management Centre in determining such criteria, as the Centre will have all the necessary information relating to different levels of disasters.

Consideration should also be given to the possible employment of independent assessors to evaluate disasters on site.

5.8 The Establishment of the Disaster Management Centre

The legislation should provide for the establishment of the National Disaster Management Centre, its structure, powers, functions and funding.

Particular attention should be paid to the implications of the two-phase approach to the Centre's establishment, and how this will affect its functions, structure and staffing.

In particular, the Centre should be given the necessary powers to carry out its information management function as set out in this White Paper.



The legislation should also clearly set out the relationship between the Centre and provincial and local disaster management structures to promote integrated and co-ordinated disaster management.

5.9 Establishment of provincial and Local Disaster Management Structures

The legislation should subject to the availability of government funds, provide for the establishment of provincial and local disaster management structures. (See organogram in Section Three) This will ensure that disaster management is dealt with in a co-ordinated and efficient way at provincial and local levels.

The legislation should provide for the composition, functions and funding of these structures, in consultation with the relevant stakeholders.

5.10 Disaster Management Plans

The legislation should provide for the preparation of detailed disaster management plans at all spheres of government. It should define the action to be taken to prevent and mitigate disasters.

The plans should also deal with preparedness, response and recovery. The legislation should provide for the reviewing and updating of these plans.

These requirements should not, however, conflict with or duplicate the existing responsibilities of government. Particular attention should be paid to the pressures on and complexities of municipal planning that are imposed by various pieces of legislation.



The proposed legislation should include mechanisms to co-ordinate the efforts of various government agencies in emergency situations even when a disaster has not been declared

5.10.1 Rationale

The compilation of disaster plans is essential for:

- Anticipating the types of disasters that might occur and their possible effects
- Identifying prevention and mitigation strategies (and areas and communities at risk) and how much they will cost
- Co-ordinating disaster response among all role players
- Procuring essential goods and services
- Identifying weaknesses in capacity and training so that plans for disaster management and relief operations can be made in advance

5.10.2 Incentives and Punitive Measures

The legislation should provide for incentives to encourage government agencies to comply with the provisions relating to the preparation and review of disaster management plans.

The legislation should also provide for incentives to encourage government agencies to comply with requests by the Centre for information it needs to perform its functions in relation to such plans.

However, provision should also be made for appropriate penalties in the case of non-compliance with such requests.



5.11 Other relevant provisions

5.11.1 Immunity from Liability

The legislation should provide protection against third party liability to any employee or volunteer authorised to perform a role or discharge a responsibility in accordance with any disaster management plan.

5.11.2 Minister Responsible

The legislation should appoint a Minister to assume responsibility for the establishment and management of the Disaster Management Centre. This Minister should be accountable to Cabinet for the activities of the Centre and the administration of the proposed legislation. He or she should also be empowered to establish the National Disaster Management Advisory Committee (See organogram, Section Three).

Delegation by Minister Responsible

The legislation should include provisions that allow the Minister responsible to delegate powers and functions.

Making Regulations

The Minister should be empowered to make regulations to support the provisions of the legislation.

5.11.3 Definitions

The proposed legislation should clearly define words and phrases that have a particular meaning in the field of disaster management and, where possible, keep them consistent with recognised disaster management terminology.



6

TRAINING AND COMMUNITY AWARENESS

This section provides an overview of the current situation regarding disaster management training and community awareness programmes. It proposes a framework for the development of comprehensive disaster management training and community awareness strategies and programmes.

6.1 The Current Situation

Currently, disaster management training and community awareness activities are poorly co-ordinated. There are no comprehensive strategies and programmes and no coherent and co-ordinated needs analyses have been undertaken.



There are huge disparities in the setting of standards for formal and informal disaster management training, primarily due to the lack of national guidelines or standards. There is also no independent monitoring structure for the evaluation of disaster management training material.

Existing informal training and community awareness programmes emphasise disaster response and recovery actions. Little or no attention is paid to potential hazards, particularly those faced by vulnerable communities, and what can be done to mitigate their impact.

The challenge is to develop strategies and programmes that address current needs and shortcomings.

6.2 A Framework For Disaster Management Training And Community Awareness Programmes

6.2.1 Objectives

Training and community awareness programmes should achieve the following objectives:

- Formal and informal training programmes should be developed and prioritised in accordance with the recommendations of the training needs analyses
- Training and community awareness creation should be an inclusive, cross-sectoral process involving policymakers, government officials, local leaders, NGOs, communities and the private sector
- Existing training and community awareness initiatives should be strengthened
- Minimum standards should be established for training material and training institutions
- Training programmes, community awareness courses and training institutions should be registered
- Research should be undertaken on programmes that deal with disaster management and risk reduction



6.2.2 Needs Analyses



Comprehensive needs analyses should be urgently undertaken. These should identify and examine the following:

- The training needs of the various role players
- Available disaster management skills and the extent to which they can be integrated into existing training programmes
- Formal training programmes offered by institutions, the extent to which they can be improved and made accessible, and whether they focus on risk reduction as well as emergency response
- Current environmental management courses to ensure that disaster management is included in Environmental Impact Assessment training
- The type of personnel and training needed for all aspects of disaster management, particularly risk reduction.
- Existing training material, as well as community awareness material, in South Africa and the Southern African region with a view to adapting and updating it to meet local needs
- Current training institutions, organisations and other groups
- Current certification requirements
- The need for collaborative and wider regional training and education programmes for the Southern African region

6.2.3 Target Groups

Disaster management training should be made available to all relevant role players, including the following:

- Policy makers
- Professionals involved in disaster management and those from related disciplines
- NGOs and community organisations
- The general public
- Educational institutions, including schools
- Line function departments at the national, provincial and local levels of government
- Trainers, educators and researchers
- Business and industry, including the agricultural sector



6.2.4 Training For Key Target Groups

i. Training of government officials and policy makers

This training should include planning, prevention, risk reduction, hazards and preparedness.

The training of municipal councillors and officials should take place within the national training and education framework provided for by the Skills Development Act, the Skills Development Levies Act and the National Qualifications Act.

This legislative framework will have a direct bearing on the qualifications and career paths of officials involved in disaster management.

ii. Professional training

Aspects of disaster management should be integrated into existing programmes for personnel in emergency and essential services. These would include the police, defence force, nursing staff, doctors, engineers, ambulance personnel, fire-fighters and others.

iii. Training of trainers

This training should strengthen and develop trainers in the field of disaster management, who can transfer improved skills and knowledge.

iv. Community-based training

Training in communities should focus on improving risk awareness, risk reduction, general awareness and preparedness. Communities should, however, be given the opportunity to enhance training programmes through their own experiences, traditional knowledge, practices and values.

v. Development of curricula for schools

Disaster management training should be integrated into primary and secondary school curricula. The risk reduction component of disaster management training should be tied into broader education on development and the environment. Schools should be regarded as a focal point for improving awareness.

vi. Formal training

Programmes offered by training institutions, such as technikons and universities, should be updated in line with the recommendations of the needs analyses.



vii. Training of volunteers

Special training programmes should be developed for people interested in volunteering their services. These programmes should address issues such as mitigation, prevention, vulnerability assessments and greater awareness of risks and hazards, as well as general preparedness and response.

6.2.5 Standards Setting

Appropriate minimum standards should be set by the relevant role players. These role players should include the Department of Labour, the Department of Education, the Sector Education and Training Authorities (SETAs), provincial government, the Centre, NGOs and the relevant representatives from the private and public sectors.



Such standards must, however, comply with the South Africa Qualifications Authority Act, which provides for a National Qualifications Framework (NQF). The NQF, in turn, provides for the registration of national standards and qualifications.

Standards should be set for, inter alia, the following:

- Appointment of officials to disaster management posts at national, provincial and local level
- Training in disaster management of government officials, emergency personnel and essential service providers
- Training of volunteers
- The training programmes of institutions, such as technikons and universities
- Informal training in communities
- Certified training in communities
- Training and awareness programmes run by NGOs

6.2.6 Training Material

Training material should be designed for decision makers and government officials. The materials should be based on the principles that underpin the White Paper on Local Government, as well as the provisions of the Skills Development Act, the Skills Development Levies Act and the National Qualifications Act.

The contents of the training material should cover a wide range of functions and skills, including the following:

- Planning
- Risk reduction
- Day-to-day management activities
- Co-ordination strategies
- Logistics
- Crisis management activities
- Recovery

- Specialist skills in rescue, first aid, vulnerability assessment, emergency housing and feeding, relief and welfare, communications and information management

6.2.7 Accreditation And Registration

An accreditation and registration system should be established to ensure that all training undertaken by specialist agencies, trainers, training institutions, NGOs, and the private and public sectors complies with the minimum standards.

Guidelines should be developed for the registration of trainers, training institutions and organisations. These guidelines should ensure cost-effective and quality training. Approved training courses and programmes should be recognised.

6.2.8 Resource Base

A central resource base should be established to supply information on accredited and registered programmes and training agencies. This is an integral component of the general information management function of the Centre (see Section Three).

6.2.9 Research

Ongoing research into all aspects of disaster management should be undertaken. The emphasis should be on researching communities "at risk", monitoring systems and international experience. Research initiatives should build on the existing skills and knowledge of communities and other experts in the field. This will ensure sustainable and cost-effective solutions.

6.2.10 International Co-operation

Disaster management curricula must be developed and certified to establish joint standards of practice across the Southern African Development Community. This is necessary to ensure uniformity in standards of humanitarian and mitigation practice in the region.



There is also a need to liaise with the international disaster management community. This will provide access to information on developments in monitoring and warning systems, operational centres, equipment and other resources.

7

CONCLUSION

This Section sums up the most significant features of government policy on disaster management.

7.1 **Summary of significant features of the policy**

This policy represents a marked departure from the existing approach to disaster management.

It introduces a coherent national framework for disaster management aimed at integrating risk reduction measures into all development initiatives, in order to avoid human, economic, environmental and property losses.

Risk reduction is, therefore, the core principle of the policy and is aimed at reducing the vulnerability of communities, especially the poor and disadvantaged, to disasters.

This approach is in keeping with international trends. It is in line with the **United Nation's International Decade for Natural Disaster Reduction**. It encourages greater investment in prevention and mitigation measures by both the public and private sectors.

The policy signifies a shift away from the disproportionate emphasis given to rare major disasters. It seeks to include relatively smaller household and community disasters and the resulting losses borne by different sectors of society. This is of particular significance in the South African context, with its mixture of developed and developing economies.

The policy addresses the importance of regional co-operation and the establishment of joint standards of practice in the Southern African region.

The policy recognises that the primary obligation for disaster management rests with government. It is mindful, however, of the need for the establishment of partnerships between government and the private sector and the sharing of responsibilities for risk reduction.

The policy recognises that successful disaster management can only be achieved if the spirit of partnerships and co-operative governance emphasised in the Constitution is adhered to by government agencies, particularly due to the cross-cutting nature of disaster management.



7.2 Implementation tools

The White Paper embodies various principles and guidelines for a disaster management framework. It also contains tangible implementation strategies and plans. These include:

- The establishment of a National Disaster Management Centre
- Proposals for new funding arrangements which include incentives and punitive measures
- New disaster management legislation
- A framework for the development of comprehensive disaster management training and community awareness strategies and programmes.



APPENDICES

Appendix I:**Table of Current Funding Mechanisms for Disaster Management**

	LOCAL	PROVINCIAL	NATIONAL	OTHER
Prevention	Risk reduction is supposed to be a standard aspect of planning at all spheres of government: national, provincial and local. It is generally not provided for in national budgets as a separate line item, with the exception of the Department of Agriculture. There is no monitoring and evaluation of plans for disaster risk reduction.			NGOs may be involved in promoting public and community awareness about disaster prevention and mitigation.
Capacity to respond	Fund upkeep of fire, ambulance and emergency services from own budget.	Provincial departments fund upkeep of staff and equipment from own budget.	Various national departments fund upkeep of staff and equipment from own budget.	
Immediate relief	Fund fire, ambulance and emergency services, which respond immediately. Will fund immediate relief such as shelter and food for affected victims depending on financial and material resources.	Provincial government may provide financial support to municipalities, if their resources are inadequate to deal with the emergency or disaster. Provincial branches of some national departments, such as the Departments of Welfare and Water Affairs, may respond promptly.	The SAPS funds police services, which generally respond promptly. The Department of Defence will respond immediately if their services are requested and there is an immediate threat to life and property. They will recover costs from the requesting party. National government can provide financial government, upon request, if provincial government resources are inadequate.	International emergency and disaster relief organisations may provide services and support. CBOs are much more likely to be involved. Volunteer organisations such as the Red Cross, Mountain Rescue club and the SPCA may also volunteer services, where appropriate.
Recovery in post-disaster phase	Depending on resources, municipalities may provide some post-disaster recovery services.	Depending on resources, provinces may provide financial support to local government for the provision of some post-disaster recovery services.	Victims affected by disasters and organisations assisting in the relief efforts of certain disasters can apply to one of three national funds administered by the Department of Welfare. Although originally designed to provide immediate relief, they play more of a role in recovery than in immediate relief because funds are disbursed slowly. Funds can be accessed from the National Contingency Reserve for the repair and reconstruction of infrastructure damage by a disaster.	CBOs involved in local development may be involved in post disaster recovery.

APPENDIX II: GLOSSARY OF TERMS

CBOs – Community-based organisations



Contingency Planning – The forward planning process, for an event which may or may not occur, in which scenarios and objectives are agreed, managerial and technical actions defined, and potential response systems put in place to prevent, or respond effectively to an emergency situation.

Criteria – A standard, rule, guide or test against which a judgement or decision is based.



Development – A process for improving human well being through reallocation of resources that may involve some modification to the environment. It addresses basic needs, equity and the redistribution of wealth. Its focus is on the quality of life rather than the quantity of economic activity.

Disaster – A natural or human-caused event, occurring with or without warning, causing or threatening death, injury or disease, damage to property, infrastructure or the environment, which exceeds the ability of the affected society to cope using only its own resources.



Disaster Management – A collective term encompassing all aspects of planning for and responding to disasters, including both pre and post disaster activities namely, prevention, mitigation, preparedness, response, recovery and rehabilitation. It may refer to the management of both the risks and consequences of disasters.

Drought – A condition which occurs over a period of time when rainfall is so low (or unreliable) that natural vegetation and/or farming activities are severely damaged or destroyed.



Early Warning – The identification, interpretation and recognition of events that would draw attention to a potential emergency.

Emergency – A sudden and usually unforeseen event that calls for immediate measures to minimise its adverse consequences.

Epidemic – An outbreak of a contagious disease that spreads rapidly and widely amongst people and/or animals.



Floodplain – An area of land adjacent to a river that is inundated by floods occurring in the river.

Expenditure – Disbursements of funds by government.

Green Paper – A government policy document that is at discussion phase.



Hazards – Threats to life, well being, material goods and/or the environment. They are caused by extreme natural processes or technological developments. When a hazard results in great suffering or collapse, it is usually termed a disaster.

Hazardous Substances – Substances that can cause harm or damage to humans, animals and the environment

Human-made disasters – Disasters or emergency situations that are caused directly or indirectly by identifiable human actions, deliberate or otherwise



Incident – A relatively minor occurrence or event (that can lead to a public crisis).

Infrastructure – Roads, dams, power stations and wastewater treatment plants to name but a few examples,

Line function – Refers to the departments that implement government policy.



MEC – Member of Executive Council.

MINMEC – The Committee of Ministers and Members of the Executive Councils.

Mitigation – Action taken to reduce the effects of a disaster. The term normally implies that while it may be possible to prevent some disaster effects, other effects will persist and can be modified or reduced, if appropriate steps are taken.



Monitoring – A system of checking and observing to ensure that the correct procedures and practices are being followed.

NGOs – Non-governmental organisations.

Natural Disasters – Extreme climatological, hydrological or geological process that pose a threat to persons, property, the environment and the economy.

Preparedness – Measures aimed at impeding the occurrences of disasters and/or preventing such occurrences and its harmful effects.



Private sector – Refers to everything which is privately owned and controlled, such as business, banks and insurance companies, the stock exchange, private schools and clinics.

Public sector – Refers to everything that is publicly owned and controlled. It

includes government, state owned companies (e.g. Iscor and Telkom), national agencies such as the South African Police Services, public schools and hospitals.



Rapid onset disasters – A “rapid onset” disaster is often caused by natural events such as earthquakes, floods, storms, fires and volcanic eruptions. Although such events are more sudden, the impact can also be heightened by underlying problems associated with poverty.

Recovery – The rehabilitation and reconstruction activities necessary for a rapid return to normality.



Rehabilitation – Actions taken in the aftermath of a disaster to enable basic services to resume functioning, to assist affected persons in self-help efforts to repair dwellings and community facilities, and to facilitate the revival or economic activities.

Relief – Activities aimed at supporting victims of disaster through provision of shelter, medicine, food, clothing, water, etc.



Response – Activities that are arranged to deal with emergency situations and can involve the evacuation of people, dealing with accidents, extinguishing fires, etc.

Risk Reduction – Measures taken to reduce long-term risks associated with human activity or natural events.

Sanitation – Refers to facilities for the disposal of sewage and refuse.

SEATs – Sector Education and Training Authorities established in terms of the Skills Development Act.



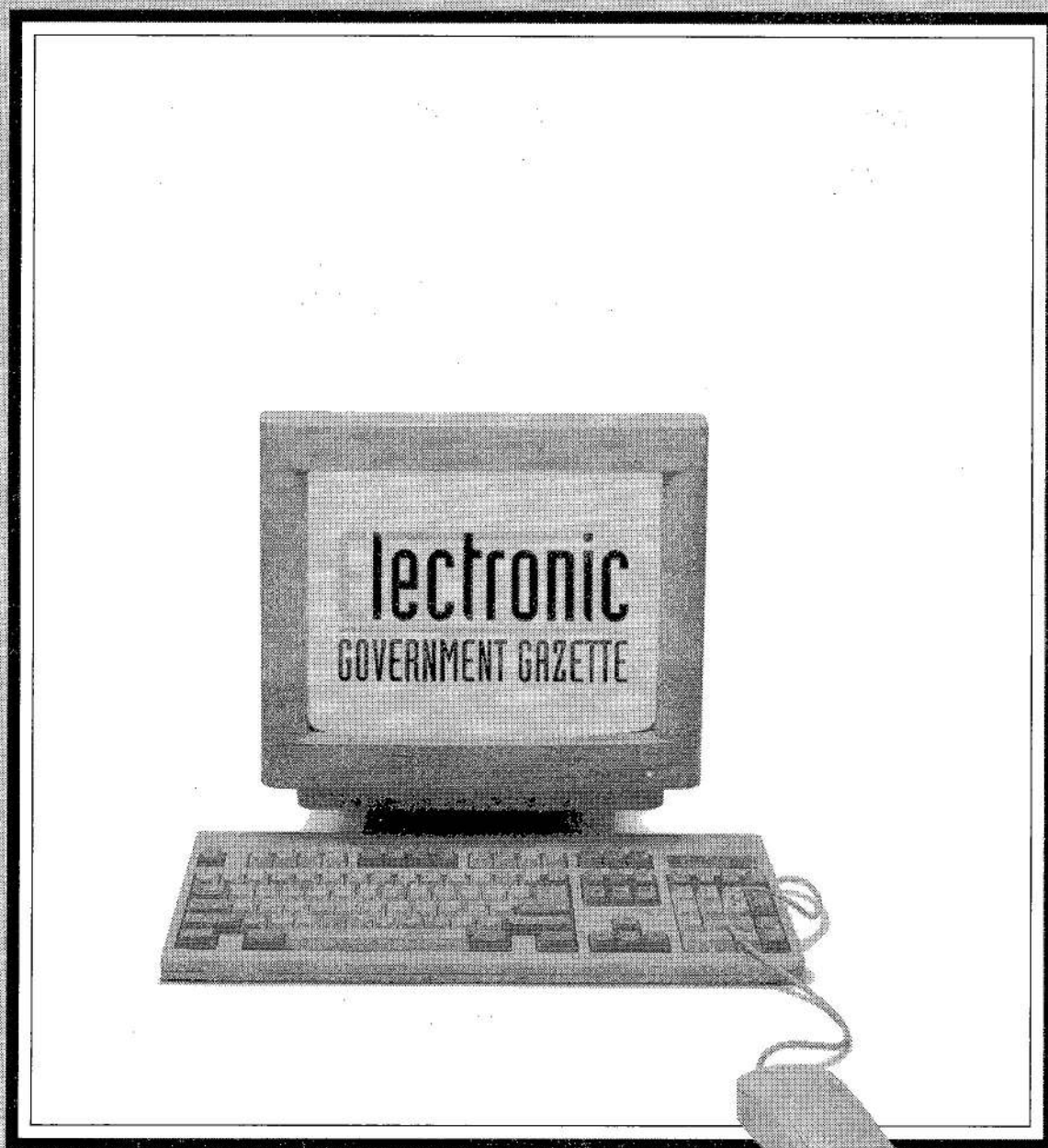
Slow-onset disasters – Slow-onset disasters or “creeping emergencies”, (so named because they take several months or years to reach a critical phase) result when the ability of people to support themselves and sustain their livelihoods, slowly diminishes over time. Such disasters may also be aggravated by ecological, social, economic or political conditions.

Strategy – Different actions or steps that can be taken to reach the aims of policy.



White Paper – A document that contains official government policy, duly adopted by Parliament or Cabinet.

Vulnerability – The degree to which an individual, family, community or region is at risk of experiencing misfortune following extreme events.



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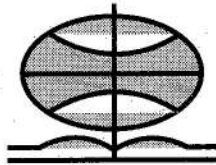
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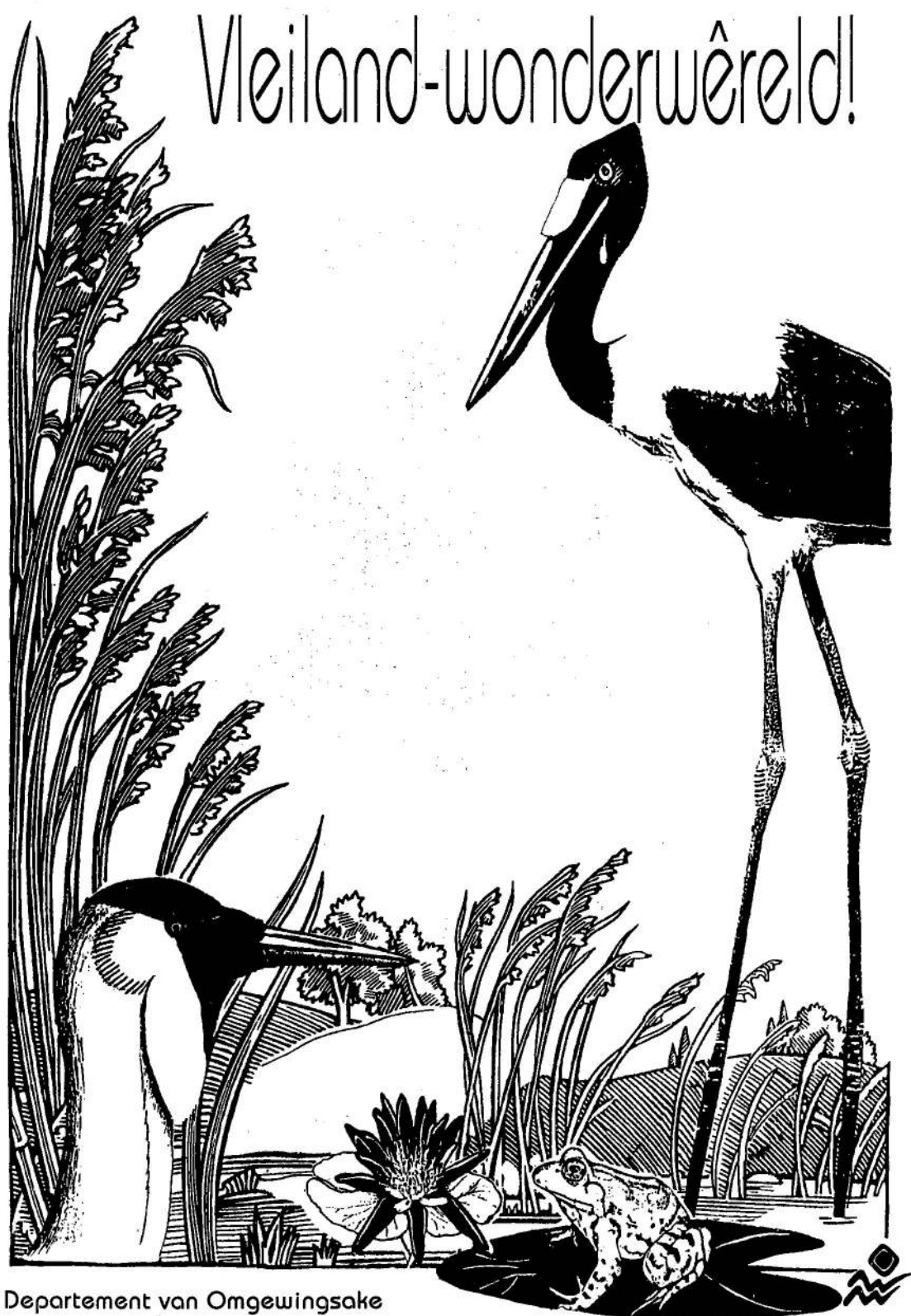
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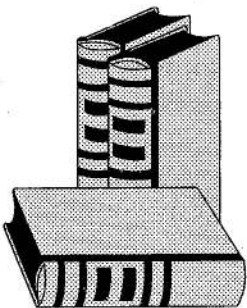
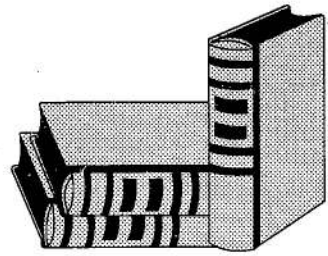
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