



Province of the
EASTERN CAPE
COOPERATIVE GOVERNANCE
& TRADITIONAL AFFAIRS

Disaster Management and Emergency Services
Tyamzashe Building | Civic Square | Bisho | 5605
P/Bag X0035 | Civic Square | Bisho | 5605
Tel: +27 (0)40 602 6500

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK



FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

TABLE OF CONTENTS

CONTENTS	PAGE NO
1. Table of Contents	2
2. Departmental Contact detail	3
3. Sign off	4
4. Preamble	5
5. Policy provision	6
6. Introduction	7
7. Glossary	8
8. Acronyms	12
9. The context of Disaster Risk Management (DRM) in the Province of the Eastern Cape	14
10. The Eastern Cape Eastern Cape Disaster Management Framework	15
10.1 Purpose	15
10.2 Vision	15
10.3 Mission Statement	15
11. Legislation and Policies	15
12. Scope and Structure of the Disaster Risk Management Framework for the Province of the Eastern Cape	16
13. Key Performance Area 1: Integrated Institutional Capacity	20
13.1 The Eastern Cape Provincial Executive Council	22
13.2 Disaster Risk Management reports to the Executive Council	23
13.3 Annual reports to the Provincial Legislature	23
13.3.1 Disaster Risk Management Report of Sector Department	24
13.3.2 Performance reports	25
13.3.3 Reports on priority risk reduction planning	25
13.4 Arrangements for the development and adoption of integrated disaster risk management framework for the EC province and for any amendments thereto	25
13.5 Location of the Provincial Disaster Management Centre in the province	26
13.6 Integrated direction and execution of policy	26
13.6.1 The Eastern Cape Provincial Disaster Management Centre	26
13.6.2 The Head of the Provincial Disaster Management	26

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

Centre	26
13.7 Delegation or assignment of the powers of the Head of the Centre	28
13.8 Integrated execution of Disaster Risk Management policy across provincial organs of state	29
13.8.1 Integrating the execution of disaster risk management policy between the provincial, metropolitan and district municipalities in the province	30
13.8.2 Integrated execution of disaster risk management policy in the metropolitan and district municipalities in the province	31
13.8.3	
13.9 Stakeholder participation and technical advice in the province	31
13.10 Cooperation with national and municipal spheres, neighbouring and international role players	33
13.10.1 Cooperative governance	
13.10.2 Cooperation with National Disaster Management Centre, with neighbouring provincial disaster management centre and with disaster risk management authorities in neighbouring states	33
	33
13.10.3 International Cooperation	34
14. KPA 2: Disaster Risk Assessment	35
14.1 Introduction	35
14.2 Responsibilities for conducting disaster risk assessment in the province	35
14.3 Disaster risk assessment methodology	37
14.4 Technical Advisory Committees	38
14.5 Disaster risk assessment reports	38
15. KPA 3: Disaster Risk Reduction	40
15.1 Introduction	40
15.2 The disaster risk management framework and disaster risk management plans	40
15.2.1 Disaster risk management frameworks	40
15.3 Disaster Risk Management Plans	44
15.4 Review of disaster risk management framework and plans	45
15.5 Monitoring the effectiveness of the risk reduction initiatives	45
15.6 Integrating risk reduction planning into other developmental planning	45
16. KPA 4: Response and Recovery	47
16.1 Introduction	47
16.2 Emergency Communication System	47
16.3 Dissemination of early warnings	48

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

16.4 Disaster Impact Assessment	48
16.5 Disaster Classification, declaration of disaster and conducting disaster reviews	49
16.6 Disaster reviews and reporting	50
16.7 Integrated response and recovery operations	50
16.8 Relief Measures	50
16.9 Integrated reconstruction and rehabilitation	
17. Performance Enabler 1: Information Management and Communication	52
17.1 Introduction	52
17.2 Data requirements	52
17.3 Requirements of the information management system and emergency communication network	53
18. Performance Enabler 2: Education, Training, Public Awareness and Research (ETPAR)	54
18.1 Introduction	54
18.2 A provincial analysis of education, training and research resources and needs	54
18.3 A provincial education, training and research framework for disaster risk management	54
18.4 Provincial disaster risk management education and training programmes	54
18.5 Research programmes, information and advisory service	54
19. Performance Enabler 3: Funding Arrangements for Disaster Risk Management	56
19.1 Introduction	56
19.2 Legislative Framework for funding arrangements	56
19.3 Funding for KPA 1 and Enabler 1	58
19.3.1 On-going operations of the PDMC	58
19.3.2 Funding for Regional Co-operation and Humanitarian Assistance	58
19.3.3 Funding for support of the district and local municipalities	59
19.4 Funding for KPA 2	59
19.5 Funding for KPA 3	59
19.6 Funding for KPA 4	60
19.6.1 Early warnings	60
19.6.2 Disaster response and recovery operations	62
19.6.3 Relief measures	63
19.6.4 Rehabilitation and reconstruction	63
19.7 Funding for Enabler 2	69
19.7.1 Integrated Public Awareness Strategy	70
19.7.2 Research Programme	
20. Review of Policy	71

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

21. Version Control	71
----------------------------	----

Departmental Contact Details	
Physical Address	Tyamzashe Building Phalo Avenue Bhisho 5605
Postal Address	Department of Cooperative Governance and Traditional Affairs Private Bag X0035 Bisho 5605
Document Number	01
Document Name	Provincial Disaster Management Risk Management Policy Framework
Contact Person	Mrs P Kolanhu
Designation	Provincial Disaster Management Centre
Component	Disaster Management and Fire Services
Telephone No.	040 602 6500
Fax No.	
E-mail Address	
Date Completed	
Date of Approval	
Date for Next Review	
Related Policies	<ul style="list-style-type: none"> ▪ Policy on Response, Recovery and Rehabilitation

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK


SIGN OFF

Head of Department

This Provincial Disaster Risk Management Framework has been approved by Ms. G Gumbi-Masilela in my capacity as Head of the Department Cooperative Governance and Traditional Affairs.

I am satisfied and concur with the content of the Provincial Disaster Risk Management Policy Framework.

The review of the framework will help enhance the Provincial goal of a properly coordinated and integrated disaster risk management policy framework in the Province.

Signed:	
Designation:	Head of Department
Date:	6/3/2020


FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

Executive Authority

The province of the Eastern Cape has an unprecedented opportunity to improve the quality of life through an effective rendering of quality services to the local communities through the use of this document.

In line with the above, the Provincial Disaster Management Centre together with all provincial sector departments has a responsibility of not only responding to disasters in the Province, but also applies measures to prevent and mitigate the severity of disasters including climate change effects.

We therefore trust that guidance from this Provincial Disaster Risk Management Framework will clearly outline a mandate which is coherent, transparent, and inclusive and set criteria for the systematic management of administrative decisions.

Signed:	
Designation:	MEC: Xolile Nqatha of Cooperative Governance and Traditional Affairs
Date:	26/02/2020

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

1. PREAMBLE

This framework has been structured with the aim of making it easy to use as both a policy document and a reference document. It does not duplicate the NDMF but rather contains the mandatory provisions for giving effect to the Disaster Management Act No 57 of 2002 (amended) in the Province of the Eastern Cape.

Since the framework itself contains only the most essential legal provisions for disaster risk management in the province, it is necessary in certain instances to augment the framework with additional supporting policy documents. Although a 'leaner', more concise framework without the finer detail is easier to follow and to use, it is the finer detail which ultimately will contribute to uniformity in approach among the various disaster risk management stakeholders in the province. It is for this reason that a collection of supporting policy documents should be developed to expand on certain aspects of this framework.

A further advantage of developing and using these documents is that the process for amending them will be much simpler than the process of making and approving amendments to the framework itself. It also allows for the ongoing development and addition of policy documents as the implementation process evolves. The collection of supporting policy documents that have been developed so far are a separate document to this framework.

The EC Provincial Disaster Management Centre (EC PDMC) will therefore ensure that, where necessary, further such supporting policy documents are drafted and adopted by the provincial legislature as the implementation process evolves. The type and extent of these documents will depend on the unique conditions and requirements of the province.

2. POLICY PROVISIONS

The policy provides for a coordinated mechanism by various stakeholders on how to mitigate, prevent, respond to, recover and rehabilitate from a disaster occurrence.

To bring uniformity in terms of disaster intervention within the jurisdiction of the Province of the Eastern Cape.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

3. INTRODUCTION

During the period between 1994 and 2002, South Africa embarked on a process of reforming its approach to the manner in which disaster risk was managed. After the floods on the Cape Flats in 1994 government took the decision to move away from the customary approach which focused only on reactive measures, to aligning itself with the global focus on reducing risk through sustainable development, building resilience and promoting sustainable livelihoods. The result of this reform process was the promulgation of the Disaster Management Act, 2002 (hereinafter referred to as 'the Act'), followed by the promulgation of the National Disaster Management Framework, 2005 (NDMF).

In giving effect to the fact that disaster risk management is the responsibility of a wide and diverse range of role players and stakeholders, the Act emphasises the need for uniformity in approach and the application of the principles of cooperative governance. In this regard, it calls for integrated and coordinated disaster risk management framework which focuses on risk reduction as its core philosophy; as well as the establishment of disaster risk management centres in the three spheres of government, to pursue the direction and execution of the disaster risk management legislation as well as policy in South Africa. It places particular emphasis on the engagement of communities and on the recruitment, training and participation of volunteers in disaster risk management (DRM).

In terms of a proclamation in Government Gazette No. 26228 of 31 March 2004, the President proclaimed 01 April 2004 as the date of commencement of the Act in the National and Provincial spheres and 01 July 2004 in the Municipal sphere.

In order to achieve consistency in approach and uniformity in its application, the Act mandated the Minister to prescribe a National Disaster Management Framework (NDMF) and in accordance with this mandate the National Disaster Management Framework was gazetted in April 2005.

In pursuance of the national objective each province is also mandated to "establish and implement a framework for disaster risk management in the province aimed at ensuring an integrated and uniform approach to disaster risk management in the province by all provincial organs of state; provincial statutory functionaries; non-governmental organisations involved in disaster risk management; and by the private sector." Provincial frameworks must be consistent with the Act and with the National Disaster Management Framework. The Disaster Risk Management Framework of the Province of the Eastern Cape is thus the instrument which gives effect to these legislative imperatives.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

4. GLOSSARY OF DISASTER RISK MANAGEMENT TERMS AND CORE CONCEPTS

- **Adaptation means** —
 - a) in relation to human systems, the process of adjustment to actual or expected climate and its effects, in order to moderate harm or exploit beneficial opportunities; and
 - b) in relation to natural systems, the process of adjustment to actual climate and its effects;
- **Climate change** means a change in the state of the climate that can be identified by changes in the variability of its properties and that persists for an extended period, typically decades or longer;
- **Department** means the principal department that supports the Cabinet member referred to in chapter 3 of the Constitution of the Republic of South Africa.
- **Disaster** means a progressive or sudden, wide-spread or localised, natural or human-caused occurrences which –
 - a) Causes or threatens to cause –
 - I. death, injury or disease;
 - II. damage to property, infrastructure or the environment; or
 - III. significant disruption of the life of a community; and
 - b) is of a magnitude that exceeds the ability of those affected by the disaster to cope with its effects using only their own resources;
- **Disaster Management** means a continuous and integrated, multi-sectoral, multi-disciplinary process of planning and implementation of measures aimed at-
 - a) preventing and reducing the risk of disasters;
 - b) mitigating the severity or consequences of disasters;
 - c) emergency preparedness;
 - d) a rapid and effective response to disasters; and
 - e) post disaster recovery and rehabilitation;

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

- **Disaster Risk Reduction** means both a policy goal or objective, and the strategic and instrumental measures employed for—
 - (a) anticipating future disaster risk;
 - (b) reducing existing exposure, hazard, or vulnerability; and
 - (c) improving resilience;
- **District municipality** means a municipality that has municipal executive and legislative authority in an area that includes more than one municipality, and which is described in section 155 (1) of the Constitution as a category C municipality;
- **Ecosystem** means a system of relationships between animals and plants and their environment;
- **Emergency preparedness** means—
 - (a) a state of readiness which enables organs of state and other institutions involved in disaster management, the private sector, communities and individuals to mobilise, organise, and provide relief measures to deal with an impending or current disaster or the effects of a disaster; and
 - (b) the knowledge and capacities developed by governments, professional response and recovery organisations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions;
- **Integrated Development Plan** in relation to a municipality, means a plan envisaged in section 25 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2002)
- **Local disaster** means a disaster classified as a local disaster in terms of section 23 of the Disaster Management Act (Act No 52 of 2002, amended)
- **Local Municipality** means a municipality that shares municipal executive and legislative authority in its area with district municipality with a district municipality within whose area it falls, and which is described in section 155 (1) of the Constitution as a category B municipality

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

- **MEC** means a Member of the Executive Council of a province;
- **Metropolitan Municipality** means a municipality that has exclusive executive and legislative authority in its area, and which is described in section 155 (1) of the Constitution as a category A municipality;
- **Mitigation**, in relation to—
 - (a) a disaster or disaster risk, means the lessening of the potential adverse impacts of physical hazards, including those that are human-induced, through actions that reduce hazard, exposure, and vulnerability; or
 - (b) climate change, means a human intervention to reduce the sources or enhance the sinks of greenhouse gases;
- **Municipality** means a municipality as contemplated in section 2 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000);
- **Organ of state** means [a national, provincial or municipal organ of state] any organ of state referred to in section 239 of the Constitution of the Republic of South Africa, 1996;
- **Post-disaster recovery and rehabilitation'** means efforts, including development, aimed at creating a situation where—
 - (a) normality in conditions caused by a disaster is restored by the restoration, and improvement, where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors;
 - (b) the effects of a disaster are mitigated; or
 - (c) circumstances are created that will reduce the risk of a similar disaster occurring.
- **Response** means decisions and measures taken to:
 - a) Contain or mitigate the effects of a disastrous event to prevent any further loss of life and/or property;
 - b) Restore order in the immediate aftermath; and
 - c) Re-establish normality through reconstruction and rehabilitation shortly thereafter.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

- **Risk assessment** means a methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend;
- **Vulnerability** means conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards;
- **Capacity** means a combination of all strengths and resources available within a community, society or organisation that can reduce the level of risk, or the effects of a disaster;
- **Capacity building** means efforts aimed to develop human skills or societal infrastructures within a community or organization needed to reduce the level of risk;
- **Coping capacity** means measures by which people or organizations use available resources to face adverse consequences that could lead to a disaster;
- **Disaster risk management** means the systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and community to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities including structural and non-structural measures to avoid (prevention) or to limit (mitigation) adverse effects of hazards;
- **Hazard** means a potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation;
- **Hazard analysis** means identification, studies and monitoring of any hazard to determine its potential, origin, characteristics and behaviour.
- **Prevention** in relation to disaster, means measures aimed at stopping a disaster from occurring or preventing an occurrence from becoming a disaster.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

5. ACRONYMS

CBO	Community Based Organisation
CCC	Central Communications Centre
DMISA	Disaster Management Institute of Southern Africa
DOC	Disaster Operations Centre
DRA	Disaster Risk Assessment
DRM	Disaster Risk Management
DRMC	Disaster Risk Management Centre
EC	Eastern Cape
EC DRMPF	Eastern Cape Provincial Disaster Risk Management Policy Framework
ECN	Emergency Communication Network
EC PDMAF	Eastern Cape Provincial Disaster Management Advisory Forum
EC PDMC	Eastern Cape Provincial Disaster Management Centre
ICDRM	Intergovernmental Committee on Disaster Risk Management
FOS	Field Operations Standards
GIS	Geographical Information Systems
HOC	Head of Centre
IDP	Integrated Development Planning
IDRMC	Intradepartmental Disaster Risk Management Committee
IMS	Information Management System
IPDRP	Indicative Provincial Disaster Risk Profile
KPA	Key Performance Area
KPI	Key Performance Indicator
MAA	Mutual Assistance Agreement

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

MDMAF	Municipal Disaster Management Advisory Forum
MDMC	Municipal Disaster Management Centre
MEC	Member of the Executive Council
HOC's	Heads of the Centre's Forum
MOU	Memorandum of Understanding
MUNIMEC	(Forum of) Members of the Executive Council and Municipal Councillors
NDMAF	National Disaster Management Advisory Forum
NDMC	National Disaster Management Centre
NDMF	National Disaster Management Framework
NGO	Non-Governmental Organisation
PDART	Provincial Disaster Assistance Response Teams
PDMAF	Provincial Disaster Management Advisory Forum
PDMC	Provincial Disaster Management Centre
PE	Performance Enabler
PFMA	Public Finance Management Act No
SALGA	South African Local Government Association
TAC	Technical Advisory Committee
The Act	The Disaster Management Act, No. 57 of 2002 (amended)

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

6. The context of Disaster Risk Management (DRM) in the Province of the Eastern Cape

The Province of the Eastern Cape is constantly threatened by hazards of both natural and technological origins. It is increasingly exposed to the devastating effects of a range of severe hydro meteorological events including severe storms; floods; tornadoes; drought and veld fires. The incidence of epidemic diseases of biological origin affecting humans and livestock has also shown an increase in recent years. Transportation accidents and hazardous material accidents continue to pose major challenges. Despite ongoing efforts to reduce the high levels of poverty and to accelerate the provision of infrastructure and access to services, large numbers of rural people continue to migrate to urban areas in seek of employment. In most instances they have no alternative but to settle in unsafe environments in extremely vulnerable conditions where they are repeatedly exposed to a range of threats including floods, water borne diseases and domestic fires.

The province is bounded in the south and the east by the Indian Ocean with a stretch of coastline extending over a distance of some 800 kilometres. The province's coastline is in proximity to busy international shipping routes. It has a history of shipping disasters and it is therefore through no misnomer that the eastern coastline is popularly referred to as 'the wild coast'. Apart from the risks posed to human lives; property and infrastructure by the possibility of shipping disasters, the inherent marine and coastal environmental threats and pursuant economic risks remain a concern.

Despite the fact that Provinces were only legally obliged to commence the implementation of the Act on 01 April 2004, and that funding arrangements were not as yet defined, the Province of the Eastern Cape - ever mindful of the context of its disaster risk profile - did not lag behind in adopting a more proactive approach. For example, as early as the year 2001 it had already taken the lead by making funding available to fast track the establishment of disaster risk management centres in all of the District Municipalities in the Province; as well as in the Nelson Mandela Bay Metropolitan Municipality.

It is in the context of the disaster risk profile of the Province of the Eastern Cape that this framework pursues the core philosophy of risk reduction through vulnerability reduction and resilience building, by placing priority on developmental initiatives.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

7. The Eastern Cape Disaster Risk Management Framework (EC DRMF)

7.1 Purpose

The purpose of this framework is to provide those with statutory Disaster Risk Management responsibilities (in terms of the Disaster Management Act No.57 of 2002 (amended); the National Disaster Management Framework, 2005 and other applicable legislation) within the Province of the Eastern Cape with a written mandate which is coherent, transparent and inclusive; provides the criteria for the systematic management of administrative decisions; stakeholder participation; operational skills; and capacities and achieves uniformity in the:

- development;
- implementation;
- maintenance
- monitoring; and
- assessment

of all policies, plans, strategies, programmes and projects which are aimed at achieving the vision and mission statement; goals; strategic objectives; and key performance indicators for disaster risk management in the Province.

This framework also serves to guide the development and implementation of uniform and integrated disaster risk management policy and plans in the metropolitan and district municipalities in the Province.

7.2 Vision

To achieve a multi-sectoral integration of disaster risk management in the province of the Eastern Cape.

7.3 Mission Statement

The mainstreaming and integration of Disaster Risk Management in the planning of programmes, projects and initiatives by all stakeholders towards building resilient, safer communities and ecosystems.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

8. Legislation and policies

Section 41(1) (b) of the Constitution of the Republic of South Africa Act No. 108 of 1996 requires all three spheres of government to 'secure the well-being of the people of the Republic'. However, the responsibility for disaster risk management is specified as a functional area of concurrent National and Provincial legislative competence only (Part A, Schedule 4, of the Constitution). Notwithstanding the fact that the disaster risk management function in South Africa is a concurrent National and Provincial competence, there is global consensus that the administration of the disaster risk management function must be focused in the local government sphere. This is to ensure that disaster risk reduction (which includes emergency preparedness, disaster response and recovery activities) is effectively implemented in an integrated and coordinated manner locally, where the impact of disasters actually occurs. This is particularly relevant in the South African context, since the apartheid government has left a legacy of desperately impoverished and disadvantaged communities, most of which are subject to high levels of disaster risk. It is also within these local communities that smaller but much more frequent disasters occur and where the costs in terms of loss of lives and property as well as the financial burden of these are painfully borne, (White Paper on Disaster Management, Government Gazette No. 19676, Notice 23 of 1999).

Taking the aforementioned factors into account, the Minister has therefore elected to exercise section 156(4) of the Constitution and assign by way of National legislation (the Disaster Management Act) the responsibility for disaster risk management to Metropolitan and District municipalities.

This framework serves to establish the disaster risk management policy of the Province of the Eastern Cape and is constituted in terms of the Constitution of the Republic of South Africa Act No.108 of 1996 (hereinafter referred to as 'the Constitution') It is compliant with the Disaster Management Act 2002 (amended), and is consistent with the National Disaster Management Framework and all applicable legislation, regulations, minimum criteria, codes and practices pertaining to disaster risk management in the province.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

9. Scope and structure of the disaster risk management framework for the Province of the Eastern Cape

In order to support the core concepts of integration and uniformity the disaster risk management framework of the Province of the Eastern Cape is structured in components consistent with those of the NDMF – namely into four key performance areas (KPAs) supported by three performance enablers (PEs) as follows:

KPA 1: Integrated Institutional Capacity for DRM

KPA 2: Disaster Risk Assessment (DRA)

KPA 3: Disaster Risk Reduction (DRR)

KPA 4: Disaster Response and Recovery

Although each area of performance is dealt with in a separate chapter there is total interdependence amongst all of the KPAs.

The three performance enablers facilitate and support the achievement of the objectives of each KPA and are detailed similarly as follows:

PE 1: Information Management and Communication

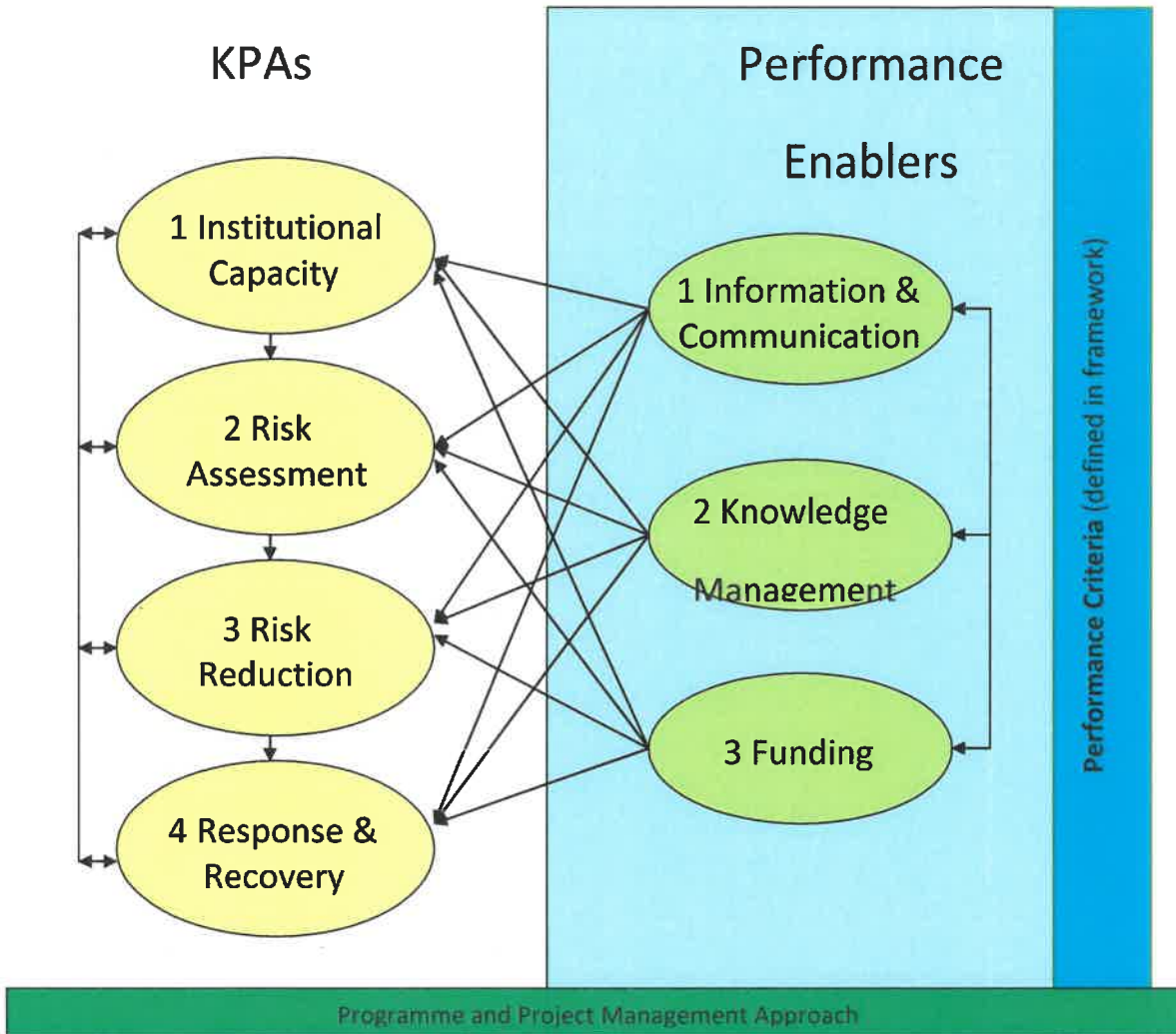
PE 2: Knowledge Management

PE 3: Funding

Clearly whilst each performance enabler is applicable to each KPA there are also inextricable interdependencies between the performance enablers themselves.

Diagram 1: The diagram overleaf illustrates the interdependencies between the 4 KPAs and 3 PEs in the EC DRM Policy Framework

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK



The framework is structured with the aim of facilitating easy reference and promoting user friendliness by confining the body of the framework to mandatory provisions for giving effect to the Act. The body of the framework is then amplified by specific supporting policies.

In the framework the word “**must**” is used to convey statutory imperatives written in a form that will ensure clear interpretation and will eliminate any ambiguity as to ‘**what**’ must be done in the execution of each imperative for the relevant KPA or PE.

The body of the framework assigns categorical responsibilities to ensure clarity as to ‘**who**’ must execute the imperative; concise criteria are defined to provide clear parameters as to ‘**how**’, ‘**when**’ and ‘**why**’ the imperative must be executed; and where relevant, time intervals are provided to define ‘**when**’ and/or how frequently it must be done.

The supporting policy establishes specific parameters for complying with the relevant imperatives of each KPA or PE. These parameters include a range of components and mechanisms such as terms of reference; organisational and administrative

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

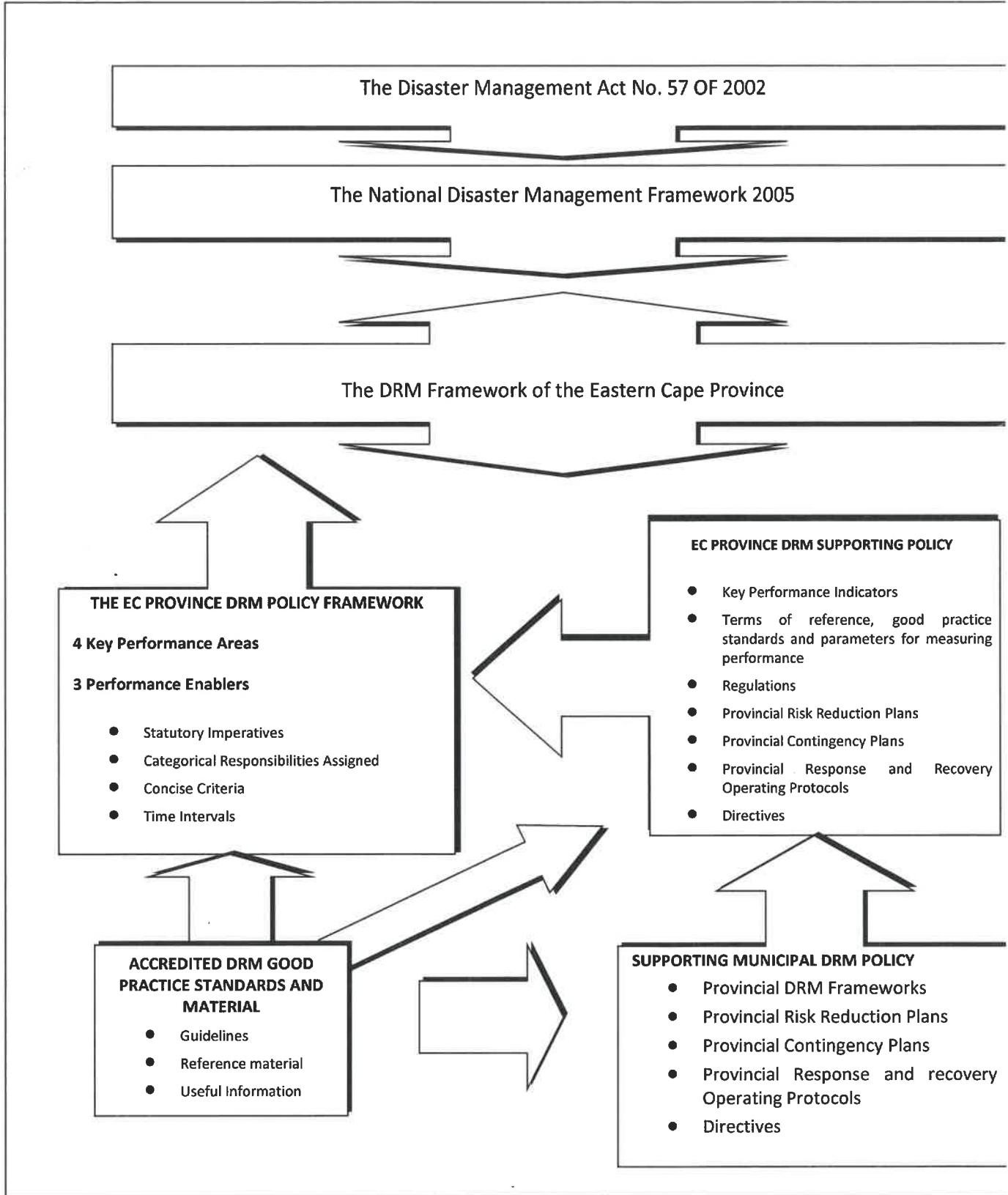
arrangements; the scope of responsibilities and/or activities; operating protocols; templates and good practice standards.

Furthermore, in compliance with the Act, Key Performance Indicators (KPIs) are included in the supporting policy for each KPA or PE, to provide the mechanisms against which the application of legislation and policy can be evaluated.

The supporting policy is thus the legal instrument aimed at ensuring that the national objective of uniformity and integration in the execution of disaster risk management legislation and policy in the Province is achieved, and therefore carries equal statutory obligation and status as does that of the body of the framework.

Diagram 2: The scope and structure of the Eastern Cape Disaster Risk Management Framework

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK



FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

10.Key Performance Area 1: Integrated Institutional Capacity for Disaster Risk Management

Section 29 of the Disaster Management Act requires each province to establish a Provincial Disaster Management Centre (PDMC). The PDMC is responsible to establish mechanisms that promote and maintain an integrated, coordinated and uniform approach to disaster risk management in the province by:

- provincial organs of state and their statutory functionaries;
- the metropolitan and district municipalities and the statutory functionaries of the metropolitan and district municipalities in the province;
- all non-governmental institutions involved in disaster risk management in the province; and
- the private sector.

The Act also places explicit emphasis on the application of the principles of co-operative governance and assigns specific responsibilities to sector departments for the development and implementation of disaster risk reduction, response and recovery (contingency) planning. Both the Disaster Management Act and the National Disaster Management Framework promote the concept of stakeholder participation and co-operation with disaster risk management role players in the region and internationally. This KPA provides the policy for establishing the institutional arrangements necessary to give effect to these requirements.

Diagram 3 overleaf illustrates the arrangements for Integrated Institutional Capacity for DRM in the Eastern Cape

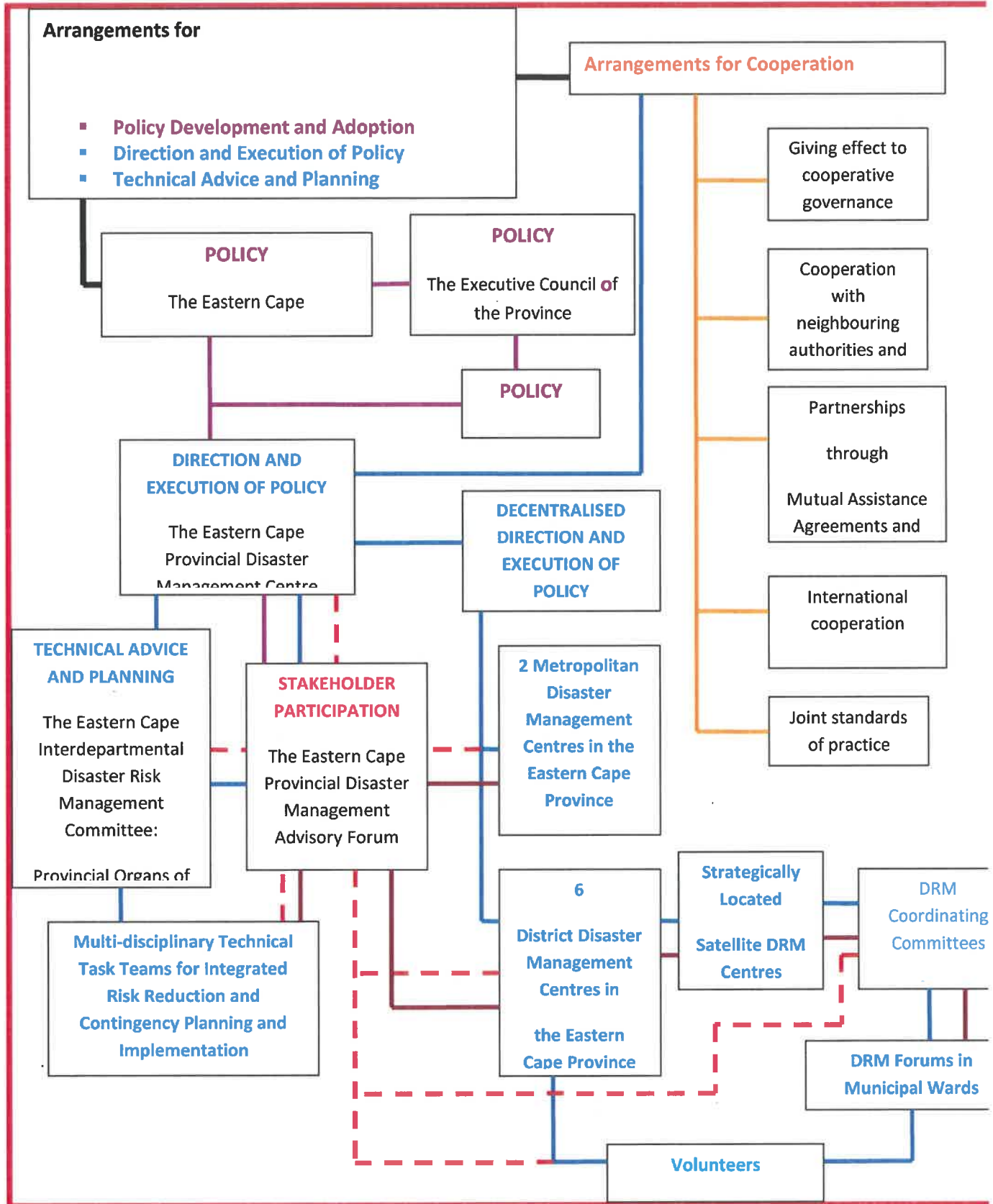
-----Solid Magenta Lines indicate policy making arrangements

_____Solid blue lines indicate arrangements for the direction and execution of policy

-----Broken red lines indicate arrangements for stakeholder participation

_____Solid orange line indicate arrangements for cooperation

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK



FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

10.1 The Eastern Cape Provincial Executive Council

In terms of section 125(2) (b) of the Constitution, the Premier in consultation with other members of the Eastern Cape Provincial Executive Council (hereinafter referred to as 'the Executive Council'), is responsible for ensuring the implementation of the Disaster Management Act and makes all policy decisions in relation to disaster risk management in the Province.

In terms of section 28(1) each province must establish and implement a framework for disaster management in the province aimed at ensuring an integrated and uniform approach to disaster management in the province by all organs of state, provincial statutory functionaries, non-governmental organisations involved in disaster management in the province and by the private sector.

The Premier must;

- establish a disaster management centre in the province (section 29(1) of the Disaster Management Act) which must function within the department;
- establish institutional mechanisms to facilitate integrated disaster risk management to give effect to the Province's responsibilities in terms of the Disaster Management Act, the National Disaster Management Framework and other related regulations and directives;
- establish mechanisms for the application of joint standards of practice to facilitate the coordination of disaster risk management activities amongst provincial organs of state and relevant external role players with disaster risk management, responsibilities in the province.
- give effect to the principles of co-operative governance in accordance with Chapter 3 of the Constitution in the implementation of the Disaster Management Act;
- monitor the implementation of the requirements of the Disaster Management Act and the execution of the provincial disaster risk management framework in the province;
- establish mechanisms, through the Premier's Coordinating Forum and other provincial intergovernmental and interprovincial forums, for coordinated disaster risk management between the Province of the Eastern Cape, the Metropolitan and District municipalities in the province and neighbouring Provinces. Such mechanisms must include the application of joint standards of practice and joint planning to deal with any prevailing cross-boundary risks;

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

- has primary responsibility for the coordination and management of provincial disasters that occur or threaten to occur in the Province of the Eastern Cape (section 40 (2) of the Disaster Management Act);
- may in the case where an event has been classified by the National Disaster Management Centre as a provincial disaster, declare by notice in the provincial gazette, a provincial state of disaster if existing legislation and contingency arrangements do not adequately provide for the provincial executive to deal effectively with the disaster, or if other special circumstances warrant such declaration (section 41 of the Disaster Management Act).
- may, if a provincial state of disaster has been declared, make and/or invoke regulations, issue directions or authorise the issue of directions (section 41(2) of the Disaster Management Act); and
- The Premier, on receiving a report from the Member of the Executive Council (MEC) responsible for disaster risk management, must take the necessary action in terms of section 60(1) of the Disaster Management Act in the event that a provincial organ of state fails to submit information requested by the Eastern Cape Provincial Disaster Risk Management Centre (hereinafter referred to as 'the centre') or fails to submit a copy of its disaster risk management plan or any amendments to the plan to the centre (sections 32(2)(a) and (b) and section 38(3)(b) of the Disaster Management Act).

10.2 Disaster risk management reports to the Executive Council

In order for the Executive Council to continuously monitor the implementation of the requirements of the Disaster Management Act and the execution of the provincial disaster risk management framework, all provincial organs of state must include in their reports to the relevant cluster committees and to the provincial executive, detailed performance reports on their disaster risk management activities.

10.3 Annual reports to the provincial legislature

In compliance with section 36 of the Disaster Management Act, the centre must, within 30 days of the end of the financial year, submit an annual report to the MEC responsible for the Department of Cooperative Governance and Traditional Affairs in which the centre

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

is located. The report must be prepared in consultation with the Metropolitan and District Municipalities in the Province.

The MEC must submit the report to the provincial legislature within 30 days after he or she has received the report from the Centre.

The Centre must, at the same time that its annual report is submitted to the MEC, submit a copy of the report to the National Disaster Management Centre (NDMC).

10.3.1 Disaster Risk Management Report of Sector Department

In compliance with section 24 (4) of the Disaster Management Act (amended), each organ of must, on any occurrence leading to the declaration of a disaster, report on a quarterly basis to National Centre (through the Provincial Centre) on:

- Information reflecting the type, severity, loss in terms of lives, damage to property, crop and other goods;
- The spatial attributes of the areas, communities and households affected by the disaster;
- An analysis of the impact of the disaster in accordance with gender, age, disability and cultural perspectives;
- A list of the measures implemented in order to restore communities and the reconstruction and rehabilitation of infrastructure in a manner that makes those communities less vulnerable to disasters and strengthens their resilience;
- Information on the expenditure incurred on response and post-disaster recovery and rehabilitation;
- Listing of any actions in terms of disaster risk reduction
- Particular problems that were experienced in dealing with the disasters; and
- Any other information that may be prescribed.

Each organ of state is expected in terms of Section 24(5) to submit reports on the implementation of policy and legislation relating to disaster risk reduction and management in municipalities and province must be submitted on a quarterly basis to the municipal and provincial intergovernmental forums established in terms of Intergovernmental Relations Framework Act, 2005 (Act No 13 of 2005).

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

If money has been allocated to province or municipality from the national revenue for purposes of disaster mitigation, relief and post disaster recovery and rehabilitation, whether in the form of a new funding or from current institutional funds, a progress report on the spending of that money must be submitted on a quarterly basis to the municipal, provincial and national forums established in terms of Intergovernmental Relations Framework Act, 2005 (Act No 13 of 2005) as per section 24(6) of the Act.

10.3.2 Performance reports

- The Centre must submit a report on its performance to every meeting of the relevant cluster committee/s (PCF, G&A Cluster, MuniMEC and the provincial legislature). Performance reports must be prepared according to a predetermined format based on the Key Performance Indicators (KPIs) of the Centre.

10.3.3 Reports on priority risk reduction planning

The Centre must submit a report on priority risk reduction planning to the MEC before the end of each financial year. The report must include:

- the disaster risks that were identified in the disaster risk profile as priorities;
- risk reduction initiatives, strategies, plans and actions developed and implemented by provincial organs of state to avert or limit priority risks during the year under review; and
- priority risk reduction initiatives, strategies, plans and actions by provincial organs of state for the ensuing year (section 3.2.4 of the NDMF).

10.4 Arrangements for the development and adoption of an integrated disaster risk management framework for the Eastern Cape Province and for any amendments thereto

The province is responsible for establishing and implementing a disaster risk management framework that makes provision for an integrated, coordinated and uniform approach to disaster risk management in the province.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

In order to maintain consistency with section 4 of the Disaster Management Act, the Premier must establish an Inter-MEC's Forum to serve as the political forum for disaster risk management in the province and is responsible for:

- advising and making recommendations to the Provincial Legislature on issues relating to disaster risk management in the Province;
- establishing mechanisms for the development and adoption of an integrated disaster risk management framework for the Province, and for any amendments to the framework;
- ensuring that there is uniformity in the application of the disaster risk management framework amongst provincial organs of state;
- ensuring that there is uniformity in the application of the disaster risk management framework in municipalities in the province;
- reporting to the Provincial Legislature on the coordination of disaster risk management in the province, including the application of joint standards of practice; and
- making recommendations to the Provincial Legislature on the declaration of a provincial state of disaster.

In order to give effect to the principle of co-operative government and to comply with sections 4 and 28(2) of the DM Act, the Inter-MEC's Forum and the MuniMEC will serve as the political mechanisms for consultation with the municipalities in the province on matters relating to disaster risk management policy.

All matters relating to disaster risk management policy for the Province must also be referred to:

- any other relevant provincial intergovernmental forums
- any relevant interprovincial forums

10.5 Location of the Provincial disaster management centre in the province

In compliance with section 29 (1) of the Disaster Management Act, the Provincial Disaster Management Centre has to be established in a location designated by the Provincial Legislature.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

10.6 Integrated direction and execution of policy

In pursuance of the requirements of the National Disaster Management Framework (section 1.2.1) the centre must be placed in a department where it is given the necessary stature and is able to operate in an environment that is robust and seamless in order to exercise the legal authority assigned to it in terms of section 38 (3) (b) of the DM Act if the objectives of the Disaster Management Act are to be achieved.

10.6.1 The Eastern Cape Provincial Disaster Management Centre

To optimally perform its statutory responsibilities for the direction and execution of disaster risk management policy in the province, the centre must be adequately resourced in terms of personnel, systems and infrastructure. It must comply with the minimum criteria for the employment of suitably skilled personnel, systems and infrastructure set out in the national guidelines which must be approved and adopted by the MEC.

10.6.2 The Head of the EC PDMC

In terms of section 31(1) of the Disaster Management Act, the MEC responsible for the Department of Cooperative Governance and Traditional Affairs in which the centre is located must appoint a suitably qualified person as the Head of the Centre. The appointment of the Head of the Centre is subject to the applicable legislation governing the public service and must be formally made in writing. The person appointed as the Head of the Centre holds office subject to terms and conditions set out in a written employment contract which must include terms and conditions setting performance standards; as well as subject to legislation governing the public service. The appointment letter must clearly state that the person has been appointed as the Head of the Centre, regardless of the departmental designation of the position filled by the person so appointed.

The Head of the Centre is responsible for the exercise by the centre of its powers and the performance of its duties. The head takes all the decisions of the centre in the exercise of its powers and the performance of its duties, except decisions taken by another person in consequence of a delegation by the Head of the Centre. The head performs the functions of office in accordance with section 30(1) of the Act.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

The Head of the Centre performs the functions of office:

- in accordance with the NDMF and the key responsibilities prescribed in the NDMF;
- in accordance with the EC PDRMPF;
- subject to the directions of the MEC responsible for the Department of Cooperative Governance and Traditional Affairs;
- in accordance with the administrative instructions of the head of the provincial department in which the centre is located; and
- subject to the Public Finance Management Act, 1999.

10.6.3 Delegation or assignment of the powers of the head of the centre

The Head of the Centre may, in writing, delegate any of the powers or assign any of the duties entrusted to the centre in terms of the Disaster Management Act to a member of staff of the centre. The head of the provincial department in which the centre is located must give effect to such delegation or assignment of powers. Such delegation is, however, subject to limitations or conditions that the head of the centre may impose. Such delegation or assignment of powers does not divest the head of the provincial disaster risk management centre of the responsibility concerning the exercise of the delegated power or the performance of the assigned duty.

The head of the provincial disaster risk management centre may confirm, vary or revoke any decision taken in consequence of a delegation or assignment, but no such variation or revocation of a decision may detract from any rights that may have accrued as a result of such a decision.

10.7 Integrated execution of disaster risk management policy across provincial organs of state

In terms of the DM Act and the NDMF, every organ of state/entity in the province must:

- determine its role and responsibilities in relation to disaster risk management;
- assess its capacity to fulfil those responsibilities;
- develop and implement policy that is relevant for its functional area for the purpose of executing its disaster risk management responsibilities.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

Where capacity is lacking, it must be supplemented by collateral support and the sharing of resources among departments and by engaging the assistance of the private sector and NGOs. The parameters of such assistance must be clearly defined in implementation protocols concluded in terms of section 35 of the Intergovernmental Relations Framework Act No. 13 of 2005, memoranda of understanding or mutual assistance agreements and must be included in the policy of the relevant provincial organ of state.

Each provincial organ of state must ensure that its disaster risk management responsibilities are integrated into its routine activities. These responsibilities must be reflected in the performance agreements of the relevant Heads of Departments in each organ of state and key performance indicators (KPIs) must be provided for the execution of those responsibilities; and that subject to sections 16 and 25 of the Public Finance Management Act, 1999, it establishes mechanisms to financially contribute to risk reduction measures, response efforts and post disaster recovery and rehabilitation and to bear the cost of repairing or replacing the public infrastructure for which it is responsible.

The Head of each provincial government department or other entity must establish a unit/office for disaster management. The responsibilities of DRM must be executed in accordance with the responsibilities detailed in the relevant supporting policy to this framework.

These responsibilities must also be included in the performance contracts of each Head of department or government entity and key performance indicators must be provided for the execution of those responsibilities. Also on job descriptions of Senior Management officials responsible for disaster management in each department or other entity. Key performance indicators must be provided for the execution of those responsibilities.

The disaster risk management framework of all provincial organs of state must be developed, approved and adopted within 3 years of the review of this framework. Once adopted the relevant policies must be submitted to the Provincial Disaster Management Centre for incorporation as supporting policies to this framework.

To give effect to the principles of cooperative governance and to ensure integration and uniformity among provincial organs of state for the execution of disaster risk

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

management policy, the centre must support organs of state to establish an Intradepartmental Disaster Risk Management Committee (IDRMC).

The purpose of the IDRMC is to provide a technical forum to ensure the integration of internal planning of all key departmental functionaries (or those of other entities) who have statutory responsibilities for disaster risk management or for any other national or provincial legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the Act. The IDRMC must function in accordance with approved and adopted terms of reference, which define the composition, and the scope of the committee's operations. The terms of reference must be in accordance with the national guidelines.

10.7.1 Integrating the execution of disaster risk management policy between the provincial and the metropolitan and district municipalities in the province

The head of the centre must, in consultation with the metropolitan and the district municipalities in the province establish Head of Centre's Forum (HOC), Provincial Disaster Management Advisory Forum (PDMAF), forum for the MEC and MMCs responsible for Disaster Management in Metropolitan and District municipalities to ensure integration and joint standards of practice in the execution of disaster risk management policy in the province. The mechanisms must be clearly defined and adopted by the parties concerned and must be documented as supporting policy to this framework.

10.7.2 Integrated execution of disaster risk management policy in the metropolitan and district municipalities in the province

The municipal councils of each Metropolitan and of each district municipality in the province must ensure that adequate institutional arrangements are in place for the integrated execution of their disaster risk management responsibilities as required by the Disaster Management Act particularly in respect of sections 47, 48, 49, 50, 52 and 53 of the Act and section 1.3 of the National Disaster Management Framework.

Each municipality must establish and maintain a structure for the coordination of disaster risk management in its municipality. The purpose is to provide a technical forum which will ensure integrated, coordinated and uniform disaster risk management planning and

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

operations within the municipality as well as making provision for stakeholder participation.

The head of the EC PDMC must, through a process of consultation with all municipalities in the province, facilitate the development, adoption and implementation of uniform criteria for the following:

- The establishment of institutional arrangements and organisational mechanisms for the integrated execution of disaster risk management policy in all municipalities in the province, including arrangements for the engagement of stakeholder participation, the inclusion of indigenous knowledge, and technical advice. Such arrangements must include the establishment of disaster risk management structures and mechanisms in municipal wards.
- The integration of disaster risk management planning and operations into municipal IDPs and other developmental programmes of all municipalities in the province.

10.8 Stakeholder participation and technical advice in the province

The head of the EC PDMC must establish arrangements to enable stakeholder participation and the engagement of technical advice in disaster risk management planning and practice in the Province. Such arrangements must include but not be confined to the following:

- Establish a Provincial Disaster Management Advisory Forum (PDMAF) for the Eastern Cape Hereinafter referred to as 'the forum'. The forum must be composed of representatives of all key disaster risk management stakeholders in the Province, the heads of Municipal Disaster Management Centres (MDMC) in the Province, the heads of neighbouring Provincial Disaster Risk Management Centres; technical experts, institutions of higher education, non-governmental organisations and the private sector. Reciprocal representation should also be forged with the disaster risk management authority in Lesotho. The composition of the forum must be consistent with section 37 of the Disaster Management Act.
- The forum must function in accordance with predetermined terms of reference that define the composition and the scope of the forum and its operations. The Terms of Reference must be in accordance with the national guidelines for the establishment and functioning of Disaster Management Advisory Fora.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

- Through the forum the centre must establish technical task teams and task them with the development and the implementation of disaster risk management plans based on the disaster risk profile of the Province. Technical task teams must develop their own terms of reference which define the minimum composition of the team, the scope of operations, responsibilities, reporting, budgeting and time frames for each project;

Plans to be developed by technical task teams must include:

- hazard-specific contingency plans for known priority risks;
 - plans for the coordination and management of response and recovery operations;
 - vulnerability reduction;
 - specific priority risk reduction programmes and projects groups, communities, areas and developments that due to their multiple vulnerabilities are at high-risk to disasters; and,
 - any other relevant disaster risk management programmes and operations in the province.
- The management of all disaster risk management projects undertaken in the Province must be methodologically and technologically compliant with the specifications approved and adopted by the National Disaster Management Centre;
 - A programme for the recruitment, training and participation of volunteers in disaster risk management in the province should be developed, adopted and implemented.

10.9 Cooperation with national and municipal spheres, neighbours and international role players

The centre must establish mechanisms to ensure the application of the principles of cooperative governance and to forge links with all neighbouring provinces and with Lesotho for the purposes of integrating and coordinating disaster risk management initiatives, planning and operations; establishing joint standards of practice; as well as to foster cooperation with international role players in the field of disaster risk management.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

10.9.1 Cooperative governance

The centre must establish and maintain mechanisms to ensure that effect is given to the principle of cooperative governance. These mechanisms must include but not be confined to:

- Strengthening capacity by facilitating and fostering partnerships between relevant existing structures, organisations and institutions and engaging existing skills and expertise within Province, other provinces, institutions of higher learning, research institutions, the private sector, NGOs and communities;
- Concluding intergovernmental implementation protocols, mutual assistance agreements (MAAs) and memoranda of understanding (MOUs) with alliance partners;

10.9.2 Cooperation with the National Disaster Management Centre, with neighbouring provincial disaster risk management centres and with disaster risk management authorities in neighbouring states

The EC PDMC must establish and maintain mechanisms to facilitate cooperation with the NDMC, neighbouring disaster risk management centres and with disaster risk management authorities in neighbouring states

These mechanisms must include but need not be confined to:

- participation of the MEC responsible for disaster risk management in the province on the national Intergovernmental Committee on Disaster Management, EC MEC's Forum and in MuniMEC (Forum of Ministers and Members of the Executive Councils);
- participation of the MEC responsible for disaster risk management in the Premier's Intergovernmental Forum (section 18 of the Intergovernmental Relations Framework Act No. 13 of 2005);
- participation of the MEC responsible for disaster risk management in discussions and consultations on disaster risk management matters at Political MuniMEC;
- participation of the MEC responsible for disaster risk management in relevant inter-provincial forums where cross-boundary risks have been identified;
- participation of the portfolio councillors responsible for disaster risk management in the metropolitan and district municipalities in the EC Political MuniMEC
- participation of the head of the EC PDMC in the NDMAF;

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

- participation of the head of the EC PDMC in the meetings convened by the head of the NDMC with the heads of all provincial disaster risk management centres;
- participation in any relevant Provincial Disaster Assistance Response Teams (PDARTs);
- participation by the Head of the Centre in the PDMAFs of the neighbouring provinces and Lesotho; as well as in planning processes by technical task teams for specific identified priority cross boundary risks.

10.9.3 International cooperation

The centre must identify and establish mechanisms to enable the province to participate internationally in disaster risk management activities. Mechanisms must include procedures for engaging with expertise and accessing resources available from international relief and humanitarian organisations; seeking membership of international bodies and professional institutes; and establishing links with disaster management centres, entities and professionals performing similar function in other countries.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

11. Key Performance Area 2: Disaster Risk Assessment

11.1 Introduction

Conducting disaster risk assessments is fundamental for the development and implementation of effective disaster risk management policies and plans in the province. All disaster risk management planning and the development and application of disaster risk reduction policies in the province's area must therefore be informed by disaster risk assessment information. Disaster risk assessment information must also be used to guide priority setting for risk reduction programmes undertaken by Provincial organs of state, Municipalities and other role players in disaster risk management in the Province's jurisdiction. A uniform approach is necessary to ensure uniformity therefore the PDMC should establish such.

11.2 Responsibilities for conducting disaster risk assessments in the province

Section (38) (1) (a-b) of the Act states that each province must—

- (a) conduct a disaster risk assessment for its provincial area;
- (b) identify and map risks, areas, ecosystems, communities and households that are exposed or vulnerable to physical and human-induced threats;

The Eastern Cape Provincial Disaster Management Centre (PDMC) must establish the necessary capability to generate a Provincial Indicative Disaster Risk Profile and to maintain the profile's dynamic character by continuously monitoring and updating it. Disaster risk information generated by Provincial and Municipal organs of state and research commissions in the Province must be consolidated by the EC PDMC to provide a Provincial Indicative Disaster Risk Profile that is in accordance with National requirements. The Risk Profile must include maps that represent the priority risks affecting the Province as a whole, as well as recorded losses for specific threats.

11.3 Maximising Vulnerability Reduction Outcomes

With respect to the implementation of the DMA, the disaster risk assessment must be undertaken when one or more vulnerability reduction criteria listed in table below are considered priorities in any provincially initiated project or programme.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

Situations requiring disaster risk assessments	
Key Vulnerability Criteria To achieve:	Example where disaster risk assessment must be done
Increased sustainability of a development project or programme to support vulnerable households	As part of the planning for an infrastructural development, for example; assessing the likelihood of weather, flooding, subsidence and other threats damaging the structure, so that these can be factored into the construction specifications.
Reduction of potential harmful consequences associated with industrial, commercial or other developments	As part of environmental impact assessments for large scale developments, including industrial, commercial and other enterprises that may increase disaster risk.
Increased understanding of a rapidly changing risk for improved disaster risk management planning	If a flood-prone estuarine area that has recently experienced considerable population growth and is facing increased coastal erosion.
Increased robustness of development initiatives in poor communities and areas	In an informal settlement characterised by recurrent small and medium-size disaster losses that undermine assets and livelihoods.
Management of high risk periods and conditions to ensure service and/or business continuity	Electricity transmission lines and rail infrastructure, as well as health and emergency services, to ensure these essential services do not “fail” under expected high-risk conditions.
Provision of appropriate support for at-risk activities, services, communities and households following an “alert”	Following a drought warning or cholera alert in rural areas, to identify communities and households most at risk and to focus or target preparedness and response actions.

11.4 Steps Involved in a disaster risk assessment

The centre must also implement mechanisms for the ongoing monitoring of risks prevailing in neighbouring jurisdictions that may pose a risk to the Province’s area.

A reliable disaster risk assessment to a specific threat should answer the following questions:

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

- How frequent can one expect an incident or disaster to occur?
- Which areas, communities or households are most at risk?
- What are the likely impacts?
- What are the vulnerability or environmental and socio – economic risk factors that increase the severity of the threat?
- What capabilities or resources exist to manage the risk?
- Is the risk becoming more prevalent?
- Is the risk undermining development progress in the areas, communities and households it affects?
- If so, is the management of the risk a development priority?
- In the area and community affected by the risk, are there any other significant risks?
- What measures are taken and indicate how it will invest in disaster risk reduction and
- Include climate change adaptation, including ecosystem and community-based adaptation approaches;

Conducting comprehensive disaster risk assessment involves the following four stages:

- Stage 1: Identify the specific disaster risk(s);
- Stage 2: Analyse the disaster risk(s);
- Stage 3: Evaluate the disaster risk(s); and,
- Stage 4: Monitor disaster risk reduction initiatives and update and disseminate disaster risk assessment information.

The specifications in the National guidelines for conducting Stage 1 of disaster risk assessments include the requirement that disaster risks in Municipal areas must be represented at least at Municipal ward level. Given the fact that the area of jurisdiction of a Province is the same as the combined area of all the wards of all of the Municipalities (Metropolitan and District) in the Province, it is unnecessary for the Province to independently commission a repeat of Stage 1 of the disaster risk assessments for the same geographical areas because this would result in a duplication of work and fruitless expenditure.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

The EC PDMC must enter into partnerships with District Municipalities in the Province to support them in commissioning disaster risk assessments in Local Municipalities. Adopting this approach will contribute to uniformity in methodology across the Province and will also obviate the need for each Municipality to establish a Technical Advisory Committee (TAC) because a single Provincial TAC on which all Metropolitan and District Municipalities are represented, could be established and serve the same purpose. Establishing uniformity in the methodology adopted is critical in facilitating the consolidation of disaster risk assessment for the development of an Indicative Disaster Risk Profile for the Province.

The centre must ensure that all Provincial and Municipal organs of state with responsibilities for disaster risk management in the Province conduct systematic disaster risk assessments prior to the implementation of any risk reduction programmes. The centre must ensure that disaster risk assessments are an integral component of the planning phase of all developments of provincial significance and of any significant initiatives that affect the natural environment in the Province's area. It is also the centre's responsibility to ensure that disaster risk assessments are undertaken when indicators suggest changing patterns of risk that could increase the risk of significant disaster impacts in the Province.

11.5 Disaster risk assessment methodology

The centre must ensure that the methodology used in all disaster risk assessments undertaken in the Province is consistent with predetermined terms of reference that are based on the National requirements.

The terms of reference for conducting the disaster risk assessment must be community based, must take into account indigenous knowledge and must include the criteria for, but need not be confined to, the following components:

- assessing disaster risk;
- generating a Provincial Indicative Disaster Risk Profile (PIDRP) for the Province;
- climate change adaptation, including ecosystem and community-based adaptation approaches;
- risk and hazard mapping; and
- the implementation of mechanisms by the centre to ensure:

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

- the interfacing of disaster risk assessment findings with disaster risk management planning;
- develop early warning mechanisms and procedures for risks identified in the provincial area;
- the assignment of responsibilities for the monitoring, updating and disseminating of disaster risk information; and
- the development and implementation of mechanisms to ensure quality control in the conduct of disaster risk assessments and the application of assessment findings.

11.6 Technical Advisory Committees

A technical advisory committee (TAC) must be appointed by the Provincial Disaster Management Centre prior to commissioning any disaster risk assessments for the Province.

In addition, any Provincial organ of state or Municipality in the Province intending to commission a disaster risk assessment for its functional area may appoint a TAC. The purpose of a TAC is to provide scientific and technical advice, monitor the progress of the disaster risk assessment project and assist with the validation and/or interpretation of the findings.

The PDMC must ensure that the TAC's comprise of women and persons with disability and their organisations because they are critical in the assessment of disaster risk and in designing and implementing plans tailored to specific requirements, taking into consideration, inter alia, the principles of universal design.

A TAC must function in accordance with predetermined terms of reference, which must be documented and submitted to the centre for approval before being formally adopted by the relevant TAC.

The relevant Provincial organs of state; Municipal departments and Municipal entities in the Province must, in consultation with the centre, determine the intervals at which disaster risk assessments for their functional areas should be reviewed.

All proposed disaster risk assessments planned by Provincial organs of state and Municipalities in the province must be submitted to the centre. These proposed

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

assessments must also be sent to the National Disaster Management Centre for technical review and approval before being commissioned.

11.7 Disaster risk assessment reports

Reports of all disaster risk assessments conducted by Provincial organs of state and Municipalities in the Province must be submitted to the centre and to the National Disaster Management Centre for the technical validation of findings by the National TAC before any plans; projects; programmes; initiatives; risk and hazard maps based on the findings of such assessments are initiated.

User note:

The high cost of conducting scientific disaster risk assessments is acknowledged and for this reason organs of state and Municipalities are urged not to allow the lack of available funds to delay the development of response and recovery plans but rather as an interim measure to use qualitative disaster risk assessment information to inform these planning processes.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

12. Key Performance Area 3: Disaster Risk Reduction

12.1 Introduction

The core principles of disaster risk reduction are inherent to the Disaster Risk Management Framework of the Province of the Eastern Cape.

Building a resilient people, environment and infrastructure is the combined responsibility of all stakeholders with disaster risk management responsibilities in the Province. The development and implementation of disaster risk management plans and programmes that focus on integrating disaster risk reduction into ongoing developmental programmes and initiatives is a strategic priority for all Provincial organs of state and all Municipalities in the Province.

12.2 The disaster risk management framework and disaster risk management plans

The disaster risk management framework and disaster risk management plans are the strategic mechanisms through which the core principles of disaster risk reduction are integrated and coordinated across the organs of state within the Province; across the departments within municipalities; and between the Municipalities and the Province.

This disaster risk management framework is also the guiding and coordinating policy instrument for ensuring a uniform approach to disaster risk management by all role players and stakeholders, including parastatals, non-governmental organisations, the private sector, institutions of higher learning and communities.

The Provincial Disaster Management Centre is responsible for facilitating the development, adoption and implementation of the disaster risk management frameworks and plans in its area in consultation with relevant role players and stakeholders and for their regular review and updating.

The disaster risk management plans of the Province must be aligned and integrated with any other relevant developmental planning taking place in the Province.

Figure 4 below reflects the relationship between disaster risk management frameworks and disaster risk management plans across organs of state within the Province and

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

between the Province and Municipalities. It also provides an illustration of the various components of disaster risk management plans for a Province, namely:

- response and recovery planning components;
- strategic developmental planning component for vulnerability reduction (common vulnerabilities); and
- specific risk reduction planning components.

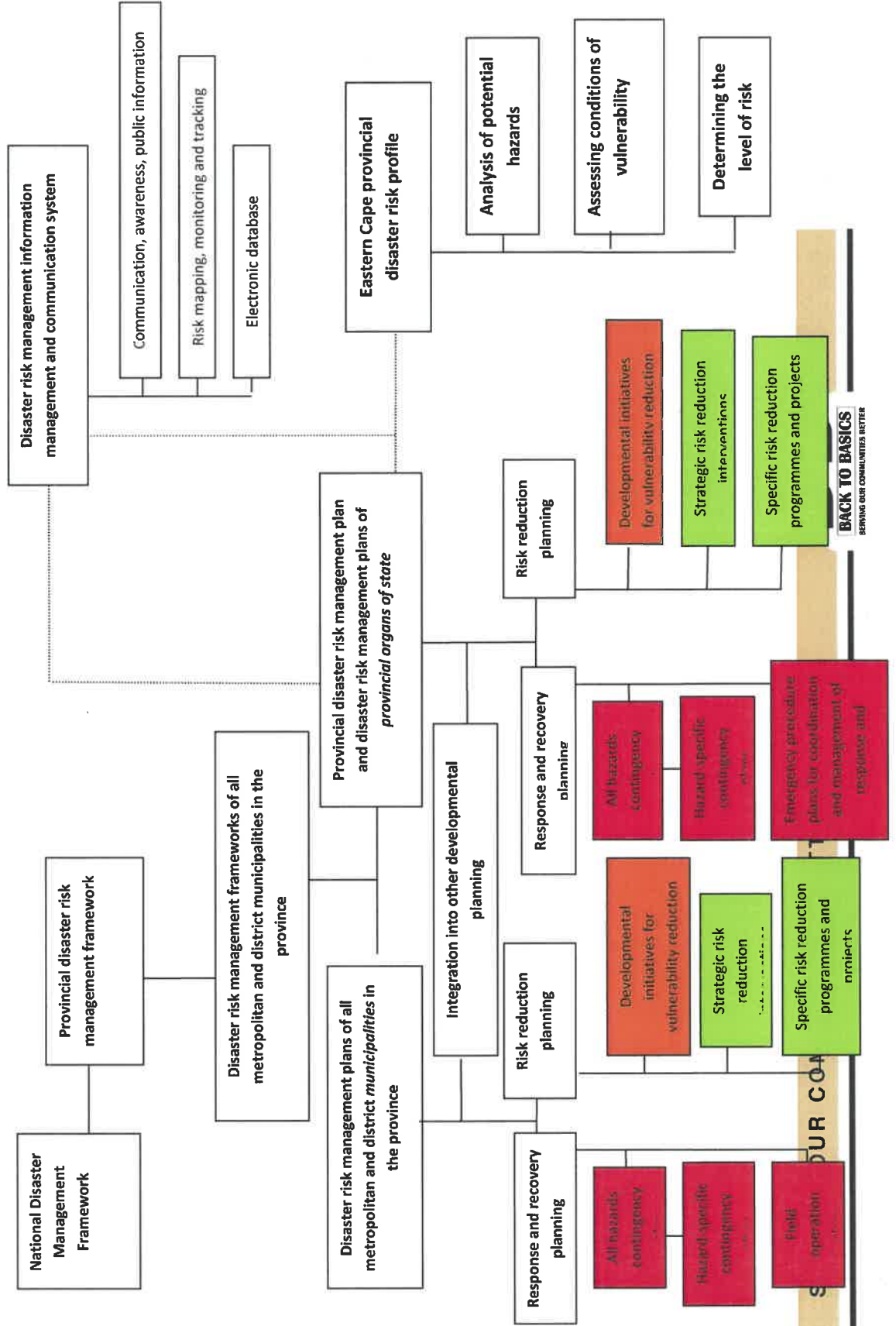
In figure 4 below:

The **red boxes** show the response and recovery planning components.

The **orange boxes** show the strategic developmental planning component for vulnerability reduction (common vulnerabilities)

The **green boxes** reflect specific risk reduction planning components

Figure 4: Diagram showing the relationship between disaster risk management frameworks and disaster risk management plans across organs of state within the Province and between the Province and municipalities



12.2.1 Disaster Risk Management Frameworks

The centre must develop, implement and maintain a disaster risk management framework for the Province, which is current; provides a coherent, transparent and inclusive policy; which anchors uniformity and joint standards of practice as cornerstones; and is consistent with the National disaster risk management framework.

The Metropolitan, District and local municipalities in the Province must develop and implement a disaster risk management framework for their jurisdiction, which is consistent with the National Disaster (Risk) Management Framework, and with the Disaster Risk Management Framework of the Province of the Eastern Cape and four priorities of the Sendai Framework of Action (SFDRR) which are:

- a) Understanding disaster risk;
- b) Strengthening disaster risk governance to manage disaster risk;
- c) Investing in disaster risk reduction for resilience; and
- d) Enhancing disaster preparedness for effective response, and to “Build Back Better” in recovery, rehabilitation and reconstruction.

The province must gear its policy to achieve the expected outcome, the goal and the seven global targets of the SFDRR which are:

- Substantially reduce global disaster mortality by 2030, aiming to lower the average per 100,000 global mortality rate in the decade 2020-2030 compared to the period 2005-2015;
- Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 in the decade 2020-2030 compared to the period 2005-2015;
- Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030;

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

- Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030;
- Substantially increase the number of countries with national and local disaster risk reduction strategies by 2030;
- Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of this Framework by 2030;
- Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to the people by 2030.

In order to achieve the above mentioned goals, the PDMC should give guidance to the province in terms of:

- The establishment of effective arrangements for the development and adoption of integrated disaster risk management policy for the Province.
- the arrangements to address the integrated direction and implementation of disaster risk management policy with specific emphasis to disaster risk reduction and mitigation,
- the arrangements required for stakeholder participation and the engagement of technical advice in disaster risk reduction planning and operations,
- the arrangements for national, provincial and international co-operation for disaster risk reduction and mitigation.
- Impact of climate change with specific focus on:
 - Agricultural production;
 - Agro-climatic;
 - Climate and forestry;
 - Epidemiological (plants and animal);
 - Biodiversity;
 - Migration;
 - Coastal risks; and
 - Weather and climate

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

The centre must submit a copy of its disaster risk management policy framework to:

- the National Disaster Management Centre (NDMC)
- the disaster risk management centre of each District Municipalities in the Province
- the disaster risk management centre of the Metropolitan Municipalities
- the Disaster Management Centres of neighbouring Provinces
- Disaster Risk Management structures in Lesotho

All municipal disaster risk management centres in the Province must submit copies of their disaster risk management framework to the Provincial centre and to neighbouring Municipal centres.

- The centre must establish mechanisms to be followed for processing the establishment of, or any amendments to, the Provincial disaster risk management framework; as well as for all Municipal disaster risk management frameworks developed and established in the Province. Such mechanisms must be documented as supporting policy to this framework.

12.3 Disaster Risk Management Plans

The centre must develop and implement a framework for disaster risk management planning in the Province. The planning framework must be consistent with the National guideline to ensure the adoption of uniform methodology to achieve integrated, holistic and coordinated planning. The planning framework must set out the minimum requirements for the composition and scope of the Province's disaster risk management plans and must be developed in accordance with the three levels of Disaster Risk Management Plans prescribed in the National Disaster Risk Management Framework for Provinces (section 3.1.1.2) and in Volume 1 of the South Africa Disaster Risk Management Handbook Series.

Every Provincial organ of state and Municipality in the Province as well as Municipal departments and entities in the Province that have disaster risk management responsibilities must develop and submit disaster risk management plans to the EC PDMC and to the NDMC consistent with the sections 38 and 39 of the Act especially outlining specific measures taken to address the needs of women, children, the elderly and persons with disabilities during the disaster management process.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

The policy developed by all organs of state and municipalities must address institutional and structural inadequacies for DRR at provincial and municipal sectorial sphere, private sector and non-governmental organizations.

The plans by sectors and municipalities must also provide measures and indicate how it will invest in disaster risk reduction and climate change adaptation, including ecosystem and community-based adaptation approaches.

The centre must identify primary and support agencies and must assign responsibilities to the identified agencies for the development and implementation of each priority disaster risk management plan, programme and project in the area of the Province.

The centre must prescribe deadlines for the submission of disaster risk management plans by Provincial organs of state and by Municipalities in the Province.

12.4 Review of disaster risk management frameworks and plans

The disaster risk management framework and the disaster risk management plans of the Province must be reviewed at least every two years as evidenced in annual reports to the NDMC. In addition, the Province's Disaster Risk Management Framework and the relevant disaster risk management plans must be reviewed following any significant event and/or disaster.

12.5 Monitoring the effectiveness of risk reduction initiatives

The centre must facilitate the development and implementation of mechanisms and methodologies to monitor the effectiveness of risk reduction initiatives. Documented evidence of risk reduction programmes and projects must be consolidated by the centre and must be included in annual reports to the NDMC, as specified by the Disaster Management Act, 2002. This information must be disseminated via the Province's disaster risk management website.

12.6 Integrating risk reduction planning into other developmental planning

The centre must ensure that response and recovery plans and risk reduction plans, programmes and projects are incorporated into any other developmental planning processes in the Province including integrated development plans, spatial development frameworks, environmental management plans and other strategic developmental plans

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

and initiatives in the Province and in its Municipalities. Plans should include but not limited to:

- Development of supplementary DRM content in the National Curriculum Statement
- Development of awareness schooling programme for recognition of International Day for Disaster Reduction
- Development of DRM Research Agenda
- Establishment of occupational categories and career pathway for DRM practitioner
- Audited and built database of existing research on various disaster management topics spanning prevention, avoidance, mitigation and rehabilitation.
- Built capacity and collaborative research agenda with various research and academic institutions
- Built a financial capacity to finance the National Disaster Management Research Agenda
- Built internal capacity and collaboration for research analysis, dissemination and sharing
- Established a resourced Information and advisory Service that comprised of specialist functionaries and a library facility
- Development of a framework for recruitment and training of DRM community volunteers
- Development of a training programme for community development workers.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

13. Key Performance Area 4: Disaster Response and Recovery

13.1 Introduction

The Act requires an integrated and coordinated policy that focusses on rapid and effective response to disasters and post disaster recovery and rehabilitation. When a significant event or disaster occurs or is threatening to occur, it is imperative that there is no confusion as to roles and responsibilities and the procedures to be followed.

13.2 Emergency Communication System

The centre must identify and establish strategic inter-sectoral, multi-disciplinary and multi-agency communication mechanisms and must ensure that such communication mechanisms are also accessible to at-risk communities and areas in the Province.

The centre must facilitate the development of a disaster risk management communication plan for the Province, for communicating of an incident/disaster, also target and activate affected sectors must be documented, adopted and implemented by the Province

13.3 Dissemination of early warnings

The centre must facilitate the establishment of people-centred early warning systems in Municipalities.

The centre is responsible for the technical identification and monitoring of hazards and must prepare and issue hazard warnings of Provincial significance. It must establish communication mechanisms and strategies to ensure that such warnings are disseminated immediately to Municipal disaster risk management centres in the Province for further dissemination to reach at-risk communities, areas and developments as speedily as possible.

- The centre should explore other means of receiving and disseminating information (i.e. use of Insurance companies); and municipalities to enhance utilisation of local radio stations and effectively make use/target traditional leadership.
- Sectors must communicate incidents and triggering events to the PDMC for coordination and monitoring:
- Department with Call Centres must be effectively utilised to communicate incidents to PDMC for monitoring purposes.
- The Centre must identify and establish strategic inter sectoral, multi-disciplinary and multi-agency communication mechanisms and must ensure that such

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

communication mechanisms are accessible to at-risk communities and areas in the Province.

- The Centre must facilitate the development of a communication plan for the district which must be documented and included as supporting policy to this framework.

13.4 Disaster Impact Assessment

The centre must establish mechanisms for the application of uniform methodologies for conducting initial disaster impact assessments that are in accordance with the National guidelines. The purposes of initial disaster assessment are to:

- ensure the provision of immediate and appropriate response and relief measures;
- facilitate the classification of events as disasters and for the declaration of states of disaster;
- facilitate the prioritization and implementation of appropriate rehabilitation and reconstruction measures by Provincial and Municipal organs of state and other Municipal entities in the Province; and
- for the costing of disasters and significant events.

The mechanisms and standards for conducting disaster impact assessments in the Province must be documented; included in disaster risk management plans as a supporting document to this policy framework.

The centre must also facilitate the establishment of Response and Recovery Task Team. Municipalities and Sector Departments must budget for R&R.

In Costing (business plans) by sectors and municipalities, the following must be taken into consideration:

- Disaster funding does not cater for Operations & Maintenance
- Properties insured/ or supposedly insured form no part of the costing (maybe a need to categorise those to be assisted has to be tabulated)
- In monitoring of disaster grant funding, reporting is compulsory by all sectors and municipalities. The PDMC must facilitate the submission of expenditure reports by all affected sectors/municipalities on disaster grant funding.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

13.5 Disaster classification and declaration of states of disaster and conducting disaster reviews

- The head of the centre is responsible for the strategic coordination and management of responses to non-security related disasters and states of disaster classified as provincial disasters which occur or are threatening to occur. The head must make recommendations to the appropriate organ of state or statutory functionary on whether a provincial state of disaster should be declared in terms of section 41 of the Act.
- The centre must establish the mechanisms for the rapid and effective classification and declaration of disasters in accordance with National guidelines and templates.

13.6 Disaster reviews and reporting

The centre must develop and monitor the implementation of mechanisms for conducting routine disaster reviews and for reporting on disaster reviews undertaken.

Reviews and research reports of significant events, trends and disasters occurring in the province must be routinely submitted to the Provincial Disaster Management Centre and to the NDMC. They must also be disseminated to stakeholders. Reviews must be conducted in accordance with the review programme developed by the NDMC in terms of section 4.2.3 of the NDMF.

Standard methodology which is consistent with the national guideline and the supporting policy to this framework must be developed and must be included in all contingency plans for the Province.

13.7 Integrated response and recovery operations

Through the mechanisms of the EC PDRMAF the centre must identify and assign primary responsibility to relevant organs of state for response and recovery (contingency) planning for each known priority hazard. In addition, supporting agencies must be identified and assigned responsibilities.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

Primary and support agencies assigned for each priority hazard must be clustered into a technical task team or teams and the organs of state assigned with primary responsibility must facilitate the development by the technical task team of the response and recovery (contingency) plan or plans for the relevant known priority hazards. The primary agency must ensure that such plans are reviewed and updated annually as well as following significant events and disasters that have occurred.

The response and recovery plans to be developed for the Province must include:

- An All-hazards Contingency Plan
- Hazard-specific Contingency Plans (if relevant)
- Disaster Operations Centre Operational Procedures
- Departmental Operational Response Plans of Provincial organs of state and entities

All response and recovery stakeholders must develop standard operating protocols for their functional areas and must ensure that all operational personnel understand and are well versed in the procedures.

PDMC to provide guidance on development of SOPs for response and recovery to assist stakeholders to develop for their functional areas (provide detailed standard SOP for reference purposes).

The Centre must identify agencies with responsibilities for the various operational activities associated with disaster response and recovery and must identify lead agencies and assign primary responsibility to lead agencies to facilitate the development of Field Operations Standards (FOS) for each operational activity and must identify and allocate responsibilities to support agencies.

The centre must ensure that the response and recovery plans are aligned with the National regulations to be developed by the NDMC in terms of section 4.3.2 of the National Disaster Management Framework so as to standardise and regulate the practice and management of multi-agency response and recovery operations in the Province. The regulations and directives must be included as supporting policy to this framework.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

The centre must monitor the implementation of, and compliance with, such regulations and directives by conducting multi-agency response debriefings after each significant event or disaster.

- In reporting disaster or incidents and disasters, municipalities to submit reports to the PDMC/NDMC for all incidents and disasters;
- Enhance content in terms of process of Classification and Declaration (provide detailed steps followed)
- Enhance content with conditions of Emergency and Rehabilitation and Reconstruction grants to provide more clarity and direction (provide detailed requirements and the grant framework).

13.8 Relief measures

The centre must ensure the development of policy for the management of relief operations in the Province which must be included as supporting policy to this framework. The policy must be consistent with National regulations and directives.

The centre must monitor the implementation of, and compliance with such policy, regulations and directives through debriefings and reviews after each significant event or disaster.

13.9 Integrated reconstruction and rehabilitation measures

Through the mechanisms of the EC PDMAF, the centre must establish multidisciplinary technical task teams for post disaster rehabilitation and reconstruction projects. It must also identify a lead agency and assign primary responsibility to the lead agency for the management of each project using Nationally adopted project management methodologies. Such methodologies must include mechanisms for the monitoring and submission of regular progress reports to the centre.

Lead agencies assigned with responsibilities for the development and implementation of post-disaster rehabilitation and reconstruction projects must ensure that all projects and programmes undertaken maintain a developmental focus and that the principle of 'build back better' is incorporated into all post-disaster rehabilitation and reconstruction projects". The centre is responsible for establishing mechanisms to monitor progress with such projects and programmes.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

14. Performance Enabler 1: Information management and communication

14.1 Introduction

The centre must design, develop and implement comprehensive information management system (IMS) and an integrated emergency communication network (ECN), which establishes communication links with all disaster risk management role players and that complies with national requirements.

- maintenance of the IMS and the ECN;
- the centre must take reasonable steps to ensure that the disaster risk management information is electronically available to any person free of charge. In perusing this, the centre must develop and maintain an interactive website to provide to provide controlled access to the information management system based on defined information needs.
- the centre must identify shortcomings and problem areas that the system may meet and develop mechanisms to address such shortcomings and problems. The centre must do so in line with the minimum infrastructural requirements as detailed in the national disaster management framework.

A comprehensive information management system (IMS) and an integrated emergency communication network (ECN), which establishes communication links with all DRM role players and that complies with national standards, must be developed and implemented.

14.2 Design of Information Management System and Emergency Communication Network

The centre must ensure the design, development and implementation of an Information Management System and Emergency Communication Network in the district that has the capability to support the requirements for:

- Integrated institutional capacity
- Disaster risk assessment
- Disaster risk reduction plans, programmes and projects
- Response and recovery operations
- Knowledge management
- Funding mechanisms and financial controls

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

14.3 Data requirements

The centre must define data requirements for the Province and must identify data sources.

The centre must develop and implement methodologies for the collection and capturing of data, which are consistent with National requirements. The system must include guidelines and mechanism to develop, integrate and incorporate existing databases and information management, as well as databases developed for each KPA and Enabler. (framework policy must give more information on how to access these databases).

The centre must define and assign responsibilities to the specific Provincial organs of state/entities for the custody of data relevant to their functional area. The centre must also identify and enter into agreements with other relevant custodians of data to ensure availability, quality, reliability and currency of data.

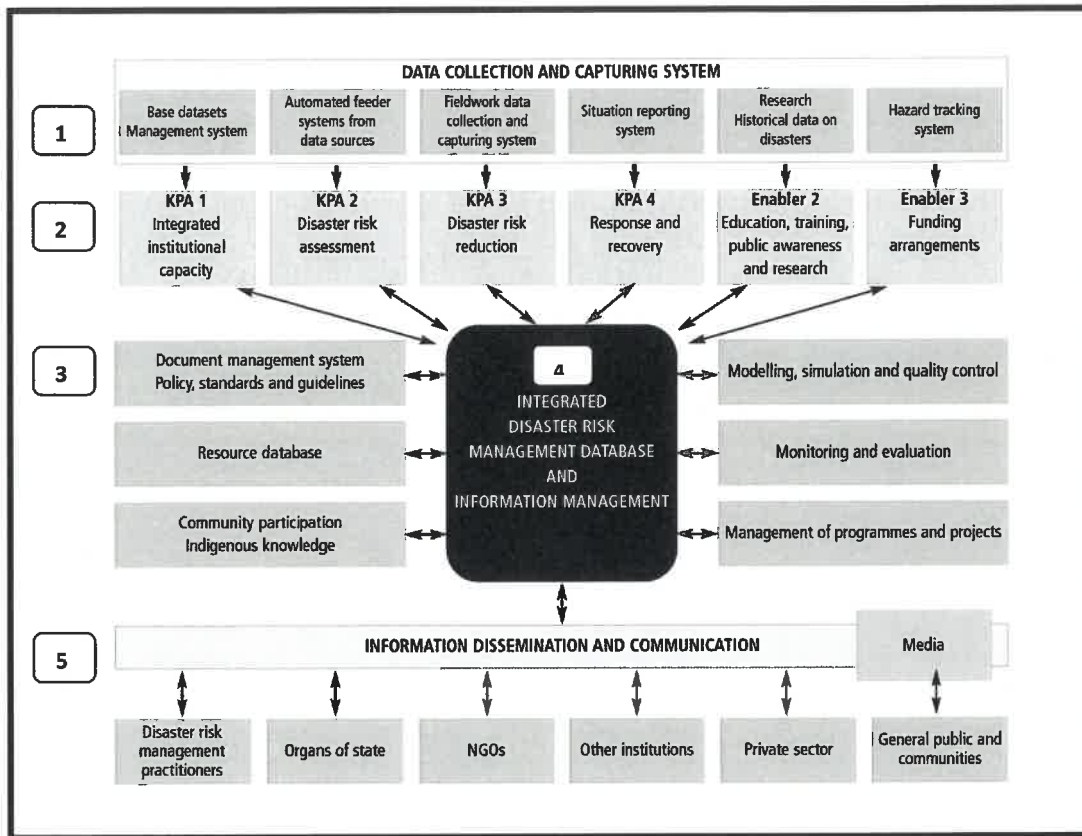
14.4 Requirements of the information management system and emergency communication network

The Province's IMS and ECN must be designed to support the requirements for:

- the system must include guidelines and mechanism to develop, integrate and incorporate existing databases and information management, as well as databases developed for each KPA and Enabler.
- the centre must develop a public information service which makes provision for radio communication within communities and among individuals by providing information on disaster risk reduction, preparedness, response, recovery and all other aspects of disaster risk management.
- to design, develop and implement mechanisms for Management Common Operating Environment (COE) for use in the field of disaster risk management. The COE must facilitate interoperability between systems and system components, sharing of common system components, common infrastructure e components, common data/information reuse and customisation of solutions or components.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

Figure 5: The diagram in figure 4 below provides an overview of an integrated IMS and ECN.



FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

15. Performance Enabler 2: Education, Training, Public Awareness and Research (ETPAR)

15.1 Introduction

Comprehensive mechanisms for education, training, public awareness and research (knowledge management,) supported by scientific research, must be developed and implemented to promote a culture of risk avoidance amongst stakeholders and role players and considering the effects of Climate Change.

15.2 A Provincial analysis of education, training and research resources and needs

The centre must conduct a scientific analysis of the education, training and research resources and needs in the Province to serve as the basis for the development of a Provincial disaster risk management education and training framework and to inform the development and implementation of appropriate education and training programmes by making use of tertiary institutions and retired scientist in the Province. It is advisable that the training and education conducted should incorporate the requirements of the National Qualification Framework (NQF). This will further add to the credibility and legitimacy of the content that participants will be subjected to.

15.3 A Provincial education, training and research framework for disaster risk management

The National Disaster Risk Management Education and Training Framework (NDRMETF) is intended to provide guidance, alignment and ensure that the interests of Disaster Risk Management are expressed within the national education and training priorities. The centre must develop an integrated approach and implement an education, training and research framework for disaster risk management based on the analysis of resources and needs of the Province.

15.4 Provincial disaster risk management education and training programmes

The centre must promote, support and monitor the implementation of education and training programmes for disaster risk management in the Province, in accordance with the National disaster risk management education and training framework. A credible database of disaster management education and training programmes, service providers

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

and qualified individuals should be maintained. These training programmes must be aligned to the NQF requirements.

15.5 Research programmes, and information and advisory service

The centre must establish a strategic disaster risk management research agenda for the Province and must promote the participation of research institutions in Provincial disaster risk management research programmes.

The centre must ensure the correlation between scientific research and Provincial disaster risk management policy and that research contributes to the development of technology.

The centre must establish mechanisms to enable ongoing national, regional, international information exchange and networking.

The centre must ensure that all stakeholders have access to the disaster risk management research database and to a comprehensive disaster risk management advisory service.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

16. Performance Enabler 3: Funding arrangements for disaster risk management

16.1 Introduction

Section 7(2)(k) of the Act requires that the national disaster management framework makes provision for the 'framework within which organs of state may fund disaster management with specific emphasis on preventing or reducing the risk of disasters, including grants to contribute to post-disaster recovery and rehabilitation and payment to victims and their dependents'. Given the provisions of the Act, funding arrangements must be designed in a manner that ensures that disaster risk management activities are funded adequately and in a sustainable way.

16.2 Legislative Framework for Funding Arrangements

The following primary legislation provides the context within which funding arrangements for disaster risk management should be designed:

- Constitution of the Republic of South Africa, 1996 (Act No. 108 1996)
- Disaster Management Act, 2002 (Act No. 57 of 2002)
- Public Finance Management Act, 1999 (Act No 1. of 1999)
- Municipal Finance Management Act, 2003 (Act No.53 of 2003)
- Municipal Systems Act, 2000 (Act No.32 of 2002)

The Constitution assigns exclusive or concurrent functions to different spheres of government.

Schedule 4 of the Constitution designates disaster risk management as a concurrent national and provincial competence. However, the Act places the responsibility for certain disaster risk management activities squarely within the local government sphere. For example, section 23(7) of the Act states that until a disaster is classified as either a national and or a provincial, it must be regarded as a local disaster.

In terms of section 10A of the Municipal Systems Act as amended, the disaster risk management function imposes new constitutional obligations on local government. These obligations are that the responsible Cabinet member, MEC or other organs of state must take appropriate steps to ensure sufficient funding and capacity building initiatives as may be needed for the performance of the assigned function. Since disaster risk management at municipal level encompasses a wide range of activities (including disaster risk reduction, preparedness, response and recovery), funding mechanisms

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

must be designed to allocate optimal resources to each of these activities. Section 38 (1)(c)(vi) further emphasise that each organ of state to prepare contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies.

Chapter 6 of the Disaster Management Act outlines two principles that should be applied to funding the cost of a disaster when such an event is declared. Firstly, section 56 (2) of the Act states that in the event of a disaster, national, provincial and local state may financially contribute to response efforts and post-disaster recovery and rehabilitation. Secondly, the Act assigns the responsibility for repairing or replacing infrastructure to the organ of state responsible for the maintenance of such infrastructure. Section 57 of the Act, however provides some leeway for a municipality or provincial government to request financial assistance for recovery and rehabilitation from national government.

The Act attempts to encourage budgeting for disaster recovery and rehabilitation through threshold funding. Section 56 (3) allows the Minister to prescribe a percentage of the budget of a provincial or municipal organs of state as a threshold for accessing national funding for disaster response efforts. The extent to which an organ of state has implemented disaster risk reduction efforts will be taken into account when requests for disaster response and post disaster rehabilitation funding are considered.

The broad funding guidelines set out in section (56) and (57) of the Act make access to disaster recovery and rehabilitation funding contingent on organs of state earmarking funds for disaster risk reduction activities. In this way, national government does not implicitly guarantee the provision of financial assistance to organs of state for disasters that could have been reasonably prevented or reduced in some way.

Apart from the Act, there are other legislative provisions that govern the release of funds for disaster recovery and rehabilitation. Sections 16 and 25 of the PFMA allow the Minister of Finance or relevant MEC to appropriate funds from their respective revenue funds for use in emergency situations.

Similarly, section 29 of the MFMA, allows the Mayor of the municipality to authorize unforeseeable and unavoidable expenditure in an emergency. Such expenditure must be

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

ratified by the council in an adjustments budget within 60 days of the expenditure having been incurred, Furthermore, section (29) (2) (b) of the MFMA states that the unforeseeable and unavoidable expenditure may not exceed a percentage of the budget. This restricts the amount of funds available to respond to emergencies. This percentage must be prescribed by National Treasury in regulations.

Budgeting for Disaster Risk Reduction activities imposes new expenditure pressures on the budgets of organs of state. However, international experience has shown having risk reduction measures in place substantially reduces the cost of disaster when it does occur.

16.3 Funding for KPA 1 and Enabler 1: Institutional Capacity for Disaster Risk Management and Information Management and Communication

To establish integrated institutional capacity to enable the effective implementation of disaster risk management policy and legislation, funding will be required for the following programmes projects and activities:

- On-going operations of the PDMC;
- Regional co-operation and humanitarian assistance;
- Support of the district and local disaster management centres

16.3.1 On-going Operations of the PDMC

Disaster risk management currently falls under the Department of Cooperative Governance and Traditional Affairs vote. The cost associated with on-going operations of the PDMC must be funded from the COGTA vote.

The responsibilities of the PDMC set out in section 30 of the Act, including developing an integrated information system, must be costed. These costs estimates will form the basis of the budget for disaster risk management in the COGTA vote.

16.3.2 Funding for Regional Co-operation and Humanitarian Assistance

The Eastern Cape Province borders 4 provinces and Lesotho therefore it is well placed to provide technical advice on disaster risk management as well as humanitarian assistance in the event of regional disaster. The costs associated with the establishment of structures for regional co-operation and the provision of ongoing technical assistance in the event of a regional disaster. The costs associated with the establishment of

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

structures for regional cooperation and the provision of ongoing technical assistance must be funded from the PDMC's budget. National departments that deal with regional and international relief efforts must budget for humanitarian relief.

16.3.3 Funding for support of the district and local disaster management centres

Districts and metropolitan municipalities must be able to fund the start-up costs of the Municipal Disaster Management Centres (MDMC's). However, they may require financial assistance from the PDMC to meet the minimum requirements set out in the national guidelines on Minimum Infrastructure Requirements. The costs associated with supporting MDMC's must be funded from the PDMC's budget.

16.4 Funding for KPA 2: Disaster Risk Assessment

Since disaster risk management is a national and provincial competence, national and provincial disaster risk assessments should be funded through the budgets of the relevant organs of state. Section 33 of the Act requires the PDMC to provide guidance to organs on disaster risk assessments. The use of a standard format for disaster risk assessments will contribute towards reducing the variability of costs across the various organs of state. Costs involved in updating disaster risk assessments must be budgeted for on a regular basis.

At municipal level, disaster risk assessment must be funded by council and any subsequent assessments and updates themselves. However, the PDMC should provide guidance by means of developing a standard format to avoid compromising the quality of the risk assessments.

16.5 Funding for KPA 3: Disaster Risk Reduction

In terms of funding arrangements, this KPA can be separated into disaster risk management planning and disaster risk management implementation. The Act requires all spheres of government to develop disaster risk management frameworks that guide disaster risk management activities, including planning and implementing disaster risk reduction programmes and projects.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

Disaster risk management planning must be included in the strategic plans of national and provincial departments and the IDPs of municipalities. Sectoral plans must include specific disaster risk management plans for the relevant departments within all municipalities. These planning processes must be funded through the budgets of the relevant organs of state.

Organs of state must include risk reduction as part of a broader strategy to reduce the overall risk and fiscal exposure of their organisations. In addition, risk reduction activities, including preparedness, must be part of the operational activities of the various organs of state and must be reflected in their plans and budgets.

Any new infrastructure developments should include costs of structural mitigation measures. The same principle applies to provincial and municipal organs of state. Municipalities must prioritise these projects in their IDP's.

16.6 Funding for KPA 4: Response and Recovery

The main activities within the broad scope of disaster response and recovery include:

- Early warnings
- Disaster response and recovery operations
- Relief measures
- Rehabilitation and reconstruction

16.6.1 Early Warnings

The development, implementation and dissemination of early warnings form part of routine planning processes undertaken by organs of state and must therefore be funded through their existing budgets. The PDMC plays a significant role in identifying and monitoring potential hazards and disseminating early warning. These activities must be funded through the PDMC budget.

16.6.2 Disaster response and recovery operations

The fundamental principle underpinning provisions relating to funding in the Act is that all organs of state must budget for costs involved in disaster response and recovery. This principle places the onus for funding the initial costs associated with a disaster on the organs of state involved in response and recovery operations. Once budgets for response and recovery activities have been exhausted, the relevant organ of state may

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

request financial assistance from national government. Financial assistance will only be provided after taking into account the disaster risk reduction measures taken prior to the onset of the disaster.

In the case of provincial organs of state, it is proposed that a percentage be developed for provinces based on their budgeted expenditure. Since provinces do not raise much of their revenue, they should fund disaster response and recovery operations from part of the equitable share.

Municipalities on their hand, raise a substantial part of their own revenue. The operating revenue is a good indicator of a municipality's relative fiscal capacity. Given the significant differences in revenue-raising capacity across municipalities, the thresholds percentage should vary accordingly.

Table 1: Proposed Thresholds Percentages for Provincial and Local Governments Budgets (National Disaster Management Policy Framework; 2005)

Organs of State	Basis for Calculating Provision	Thresholds Percentage
Provincial departments	Budgeted expenditure	1.2
Metropolitan municipalities	Own revenue	0.5
Municipality with own revenue of over R150 million (excluding metros)	Own revenue	0.6
Municipality with own revenue of R50 million – R150 million)	Own revenue	0.8
Municipality with own revenue of R1 million – R50 million	Own revenue	1.0

Once municipalities have exhausted their thresholds, they should be able to request financial assistance from the Eastern Cape provincial government. If the equitable share increases, then the basis for determination of the threshold percentages can be changed to the total revenue received by a municipality.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

Access to the Provincial Emergency Fund

The importance of rapid response in the event of a disaster cannot be underestimated. Funds need to flow quickly to support response and recovery efforts. Rescue efforts, disaster containment activities, provision of immediate basic services, emergency health services and critical infrastructure repair all form of response and recovery.

Funding arrangements must include some mechanisms for allowing the rapid release of funds when provincial disaster is declared, while still ensuring that adequate controls are being implemented. Only the MEC responsible for administering the Act in consultation with the MEC for Finance can authorize the release of emergency funds from the central contingency, and this responsibility cannot be delegated.

Provincial Treasury should assist the Head of the PDMC in developing mechanisms to ensure that funds can be quickly and easily accessed for immediate response. The Head of the PDMC would be accountable to the MEC of COGTA and any withdrawals should be passed through the provincial legislature.

The funds authorized in terms of these regulations must be included in the adjustments budget to ensure budgetary integrity and fiscal transparency. In this way, expenditure will be subject to EXCO scrutiny through relevant portfolio committees.

16.6.3 Relief Measures

The aim of relief measures is to provide immediate access to basic necessities for those severely affected by disasters. The National Disaster Fund, currently administered by the National Disaster Relief Board disburses funds for emergency relief to communities. These funds are budgeted for in the Department of Social Development.

16.6.4 Rehabilitation and reconstruction

The Act places the onus for rehabilitation and reconstruction of infrastructure on the organ of state responsible for maintaining such infrastructure. However, rehabilitation is not only limited to infrastructure repair, it also includes rehabilitation of the environment and communities. Rehabilitation and reconstruction projects can be funded through:

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

▪ **Own budget**

Thresholds are applicable not only to the response and recovery operations but also to rehabilitation and reconstruction. Depending on the extent of infrastructural damage, organs of state may be able to fund rehabilitation and reconstruction costs from their own budgets up to the thresholds. Rehabilitation and reconstruction costs are generally high, so organs of state may need to fund these costs from a combination of sources, including own budgets, reprioritisation and the central contingency fund.

Provincial organs of state frequently affected by disasters must also fund rehabilitation and reconstruction costs from their own budgets.

▪ **Conditional grants**

Rehabilitation and reconstruction costs can be funded at provincial level through the Provincial Infrastructure Grant. A condition to the grant must be evidence that risk reduction measures have been included in reconstruction projects in order to reduce future potential losses from disasters.

Municipalities can access funding through the Municipal Infrastructure Grant (MIG). The MIG formula differentiates between new and rehabilitated infrastructure in a ratio of 80:20. Since the MIG augments the capital budget as a whole and is not a project-by-project grant, it is possible for municipalities to use part of the allocation for post disaster rehabilitation purposes.

▪ **Reprioritization within Existing Capital Budgets**

Provincial and municipal organs of state are required to develop three-year capital plans setting out their capital expenditure over the medium term. Provinces, with the input of their MEC's, can prioritise their capital budgets in order to carry out the necessary rehabilitation and reconstruction projects. In effect, they can move their existing commitments to the outer years of the MTEF, and use the subsequently released resources to fund rehabilitation and reconstruction. The shifting of funds between the years and programmes must comply with the legislative provisions governing such transactions in the PFMA.

At the municipal level, the same process can be followed as long as the municipal council approves the reprioritised budget. The council must consider whether the

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

reprioritisation of the budget will have substantial negative implications for service delivery in the long term. Any multi-year appropriations or shifting of funds must comply with the MFMA.

- **Access to the central contingency fund**

Provincial departments, once their own funds are exhausted, may access funding from the central contingency fund for rehabilitation and reconstruction on a matching basis. It is proposed that the ratio for accessing such funds is set at 75:15. This ratio demands counter funding from provincial department reduce the perverse incentives associated with access to national funds.

Municipalities may gain access to the central contingency fund for the rehabilitation and reconstruction of assets required to provide the minimum level of basic services. Motivations for such projects must be done on a case-by-case basis and requests for funding should be submitted to the PDMC to support and recommend to the NDMC.

Upon receipt of requests and recommendations for funding, the NDMC will analyse the submission, compile a list of projects and associated costs, and motivate a section 16 release of funds under the PFMA to National Treasury.

16.7 Funding for Enabler 2: Education, Training, Public Awareness and Research

The PDMC must make budgetary provision for the implementation of a provincial needs and resource analysis to determine the disaster risk management education, training and research needs involved in disaster risk management across sectors, levels and discipline. It must also make provision for the development of a provincial disaster risk management education and training framework.

Provincial organs of state already have enough budgets for the education and training of officials and policy makers. In the case of programmes that are not accredited, organs of state must budget for this form of training.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

16.7.1 Integrated Public Awareness Strategy

The PDMC is responsible for developing an integrated public awareness strategy to encourage a culture of risk avoidance in all organs of state and in communities. In addition, organs of state are required to formulate appropriate public awareness campaigns within the framework of the integrated public awareness strategy. The PDMC must budget for the development and implementation of such a strategy.

Line departments involved in public awareness programmes must budget for the development and implementation of programmes relevant to their functional areas. In addition, they must be able to access funds for specific programmes aimed at creating awareness around provincial priority disaster risks from the national departments.

Municipalities must include public awareness campaigns in community participation processes. In this way, they will not require additional funds for these programmes. Municipalities should also forge links with NGOs and the private sector in order to share costs for dedicated public awareness programmes that focus on priority risks.

16.7.2 Research Programme

Once the PDMC has developed its agenda, it should approach various other governments departments, private companies, research foundations and NGO's to fund disaster risk management research. The PDMC must also allocate a portion of its budget to research activities and routine post-disaster reviews.

Technical line departments that are regularly affected by disasters must budget for research on priority risks and disaster risk reduction programmes.

FINAL PROVINCIAL DISASTER RISK MANAGEMENT POLICY FRAMEWORK

REVIEW OF POLICY

This policy will be reviewed in every 5 years or is subject to prevailing circumstances as at when it is deemed fit to review and supporting policies every two years.

The policy will be effective on the date that it is approved by the Executive Council of the Eastern Cape Province.

Version Control and Change History

Version Control	Date Effective	Approved By	Amendment
Start from	01 April 2020	MEC: Xolile Nqatha	30 March 2025