

A COMPREHENSIVE IMPLEMENTATION STRATEGY FOR PHASING IN THE DISASTER MANAGEMENT ACT 2002 AND THE NATIONAL DISASTER MANAGEMENT FRAMEWORK

1 LEVELS OF PLANS

Section 3.1.1.2 of the National Disaster Management Framework (NDMF) prescribes 3 levels of disaster risk management plans. The following critical outcomes have been identified for each level:

Level 1 Plan:

- Critical outcome I: Foundational institutional arrangements for Disaster Risk Management are established
- Critical outcome II: The capability to generate a Level 2 plan has been developed
- Critical outcome III: Contingency plans for known priority risks have been developed, approved, adopted and implemented

Level 2 Plan:

- Critical outcome I: Processes are established for conducting comprehensive risk assessments
- Critical outcome II: Formal consultative mechanisms for specific risk reduction projects have been identified and established
- Critical outcome III: A supportive information management system has been developed
- Critical outcome IV: Emergency communication capabilities have been developed

Level 3 Plan

- Critical outcome I: Specific institutional arrangements are established for coordinating and aligning plans
- Critical outcome II: Mechanisms to ensure ongoing and informed risk assessment are established
- Critical outcome III: Mechanisms are implemented to ensure the relevancy of disaster risk management frameworks and plans is maintained

2 LEVEL ONE PLAN

Critical Outcomes:

- 1 Foundational institutional arrangements for DRM are established**
- 2 The capability to generate a Level 2 plan has been developed**
- 3 Contingency plans for known priority risks have been developed, approved, adopted and implemented**

Step 1:

Engagement with DRM stakeholders

Objectives:

- to ensure a common understanding of the basic concepts of disaster risk management and government's approach to dealing with disasters and disaster risk management in terms of the Disaster Management Act, 2002 and the NDMF
- to obtain buy in and to inculcate an understanding and recognition of the roles and responsibilities of the relevant role player/s and stakeholders in terms of the Act and the NDMF
- to establish the current status of disaster risk management in the relevant sectors/discipline in the sphere
- to table an outline of the recommended institutional arrangements for disaster risk management relevant to the role player/stakeholder for consideration

Activities:

- Consultation and sensitisation with the Premier/Executive Mayor or Mayor and the Executive Committee/Mayoral Committee to identify relevant key political role players
- Consultation with Heads of Departments/entities to identify key internal role players who have disaster risk management responsibilities and to identify key external role players and stakeholders
- Assessment of current status of disaster risk management (GAP analysis) in the relevant department/entity to be conducted concurrently during the above consultations
- Convening and facilitation of 3 x 2 day workshops for identified role players and stakeholders as follows:
 - Politicians
 - Officials including Heads of Departments and of other relevant entities, all key personnel with disaster risk management responsibilities identified during consultations
 - External role players and stakeholders including - in the case of Provinces - representatives of metropolitan and district municipalities; and in the case of district municipalities - representatives of local municipalities

Deliverables:

- Key role players and stakeholders are informed and are in full support of the process
- Role players and stakeholders fully understand their roles and responsibilities in respect of disaster risk management and the process to be followed for phasing in the Disaster Management Act, 2002 and the NDMF

- A concept document setting out arrangements for integrated institutional capacity for disaster risk management in the relevant sphere (which will contribute to the following phases of the process) has been developed and approved
- Role players and stakeholders have actively participated and provided input in processes which will contribute to step 2 of the roll out project

Step 2:

Establishing arrangements for policy making; the direction and execution of policy; technical advice; and stakeholder participation for Disaster Risk Management in the relevant sphere

Objective:

To establish foundational institutional arrangements for the sphere which complies with legislative imperatives by providing mechanisms for policy making; direction; the execution of policy; technical advice and stakeholder participation; and which will ensure that effect is given to the principles of cooperative governance for disaster risk management.

Activities:

- Establishing arrangements for policy making:
 - Identification and documentation of arrangements to be implemented for dealing with recommendations relating to the development and adoption of policy in respect of disasters and disaster risk management in the sphere
- Establishing arrangements for the direction and execution of policy:

- Development and adoption of standards for the establishment of the Provincial/Municipal Disaster Risk Management Centre (PDRMC/MDRMC) which include:
 - Recommendations and motivation for the placement of the DRMC within the organisational structure of the sphere as well as for the physical location of the DRMC
 - Description of the key responsibilities of the DRMC
 - Criteria for the appointment of the Head of the Centre including key performance areas (strategic goals); key performance indicators; qualifications; experience and attributes commensurate with the duties and powers of the post
 - A description of the primary components of the DRMC and description of the key performance areas (strategic goals) for each component
 - A description of the ideal resources and infrastructure necessary for the components of the centre to function effectively and the need to include budget estimates
 - Recommendations on decentralised arrangements necessary for the execution of disaster management in the Province/Metro/District

- Establishment by the Head of the Centre of an Interdepartmental Disaster Risk Management Committee (IDRMC) for the sphere which includes:
 - Defining the composition of the committee i.e. every role player in the each sector/department/entity in the sphere who has DRM responsibilities
 - Development of draft terms of reference for consideration at the first meeting of IDRMC
 - Finalisation and adoption of terms of reference

- Gaining input at the following two meetings of the IDRMC which will contribute to the development of phases 3,4 and 5 of the roll out
- Establishing arrangements for technical advice and stakeholder participation by the establishment of a Disaster Risk Management Advisory Form (DRMAF) for the sphere
- Defining the composition of the DRMAF in terms of categories of stakeholders who have DRM responsibilities/interests
- Development of draft terms of reference for consideration at the first meeting of IDRMC
- Convening the first meeting of the DRMAF to further define specific stakeholders in each category; and to consider and finalise the terms of reference
- Convening a follow up meeting of the DRMAF to which all stakeholders identified at the first meeting are invited for the purposes of:
 - Adopting the terms of reference for DRMAF
 - Developing an interim qualitative disaster risk profile for the sphere
 - Identifying task teams for specific planning projects in accordance with the outcomes of the interim qualitative risk profile
 - Identifying stakeholders for participation in the various task teams identified
- Convening meetings of identified task teams for the purposes of:
 - Identifying primary agencies and support agencies for each task
 - Assigning responsibilities to primary agencies and support agencies
 - Tasking primary agents as the team leaders

- Tasking teams to determine their terms of reference for the project and to prepare project management plans
- Gathering information necessary to facilitate the initial development of steps 3, 4 and 5 of the project
- Establishing a Technical Advisory Committees comprising highly specialised expertise commensurate with prevailing risk in the jurisdiction to facilitate the development of the terms of reference for stages 1 and 2 of the disaster risk assessment; to monitor progress with the assessment; to monitor the validation and/or interpretation of the findings

Deliverables:

- Arrangements for policy making for the purposes of disaster management have been established and adopted
- Standards for the establishment and operation of the DRMC have been developed, approved and adopted
- The Head of the Centre has been appointed
- The DRMC is established and is functioning as an effective operational entity in accordance with the approved standards
- The IDRMC as been established and is functioning as an effective operational entity in accordance with the Terms of Reference
- The DRMAF has been established and is functioning as an effective operational entity in accordance with adopted and approved terms of Reference
- Specific planning task teams have been identified and established in accordance with the outcome of the interim qualitative disaster risk profile
- Primary agents and support agencies have been identified and assigned responsibilities
- Terms of reference and project management plans submitted by planning task teams have been approved and adopted

- A Technical Advisory Committees has been established
- Necessary information has been collected to facilitate the initial development of steps 3, 4 and 5 of the project

Step 3:

Conducting stages 1 and 2 of the disaster risk assessment in municipalities and/or developing an interim prioritised indicative risk profile for a province as a whole

Objectives:

To identify known priority risks; common vulnerabilities affecting the jurisdiction as a whole; and to identify priority at-risk people, areas, communities, households and developments

Activities:

- In the case of municipalities
 - preparing the terms of reference for conducting stages 1 and 2 of the disaster risk assessment for the municipality
 - commissioning the conduct of the first 2 stages of the disaster risk assessment
- In the case of a province
 - conducting a survey, including a review of previous disasters and significant events, which will involve province-wide consultation with a broad spectrum of role players and stakeholders including technical experts, scientists, politicians, officials, traditional leaders, communities, non governmental and community based organizations to identify hazards and vulnerabilities affecting the province as a whole

- Analysing the information gathered to provide an interim prioritised risk profile for the province as a whole, until such time as municipalities have completed their DRAs and the information/findings can be consolidated to provide a scientifically based risk profile for the province

Deliverables:

- Stages 1 and 2 of the municipal disaster risk assessment have been conducted to:
 - Establish priority disaster risks to inform level 1 contingency planning for the metropolitan or district municipality
 - Identify common vulnerabilities to inform level 1 developmental planning for the metropolitan or district municipality
 - Identify priority at-risk people, areas, communities, household and developments for further highly specialised multi disciplinary comprehensive risk assessment (stages 2, 3 and 4) to inform the development and implementation of focused level 2 and 3 risk reduction plans
- An indicative risk profile has been developed for the Province as a whole which provides interim identification of:
 - specific known priority risks to inform provincial contingency planning
 - common vulnerabilities prevailing in more than one municipality in the province
 - priorities for risk reduction planning
 - significant events of a recurrent nature which have occurred in the province and which could serve as early warnings

Step 4:

Development of a policy framework for disaster risk management for the relevant sphere

Objectives:

To develop a disaster risk management policy framework which will ensure an integrated and uniform approach to disasters and disaster risk management in the sphere

Activities:

- Facilitating a process of understanding amongst key role players of the contents of the NDRMF/PDRMF
- Identifying key elements for inclusion in the Provincial/Municipal DRM framework by progressive consultation with all three spheres of government
- Establishing and convening a core project team for the development of the framework
- Developing a project management plan
- Developing a draft discussion document which complies with national guidelines and circulate for consideration by role players and stakeholders
- Incorporating any amendments or additions to the framework prior to channeling the draft through the policy making process and then to the Executive Committee/Council for adoption prior to publishing the first draft in the provincial gazette for public comment
- Incorporating any amendments or additions to the framework prior to channeling the final draft through the policy making process and then

- finally to the Executive Committee/Council for adoption and final publication in the provincial gazette
- Submitting copies of the policy framework to the NDRMC and the DRMCs in the other spheres

Deliverables:

A comprehensive policy framework for disaster risk management for the sphere is approved, adopted and copies are submitted to the other spheres which:

- is consistent with the national framework and national guidelines
- guides the development and implementation of disaster risk management envisaged by the Act
- ensures an integrated and uniform approach to disaster risk management in the sphere
- is the product of a process of wide consultation and participation of role players and stakeholders

Step 5:

Development of a scoping document to guide the development of disaster risk management plans for the sphere

Objectives:

To develop an instrument to take the DRMC through the stages of planning as envisaged by the disaster risk management framework for the relevant sphere to *strategically guide* for the development and implementation of:

- risk reduction planning
- contingency plans

- response and recovery operational planning

Activities:

- Identifying a core project team to manage the process
- Preparing an outline of the proposed scoping document for discussion and input
- Engaging in a consultative process to obtain inputs from:
 - key internal role players with disaster risk management responsibilities
 - key role players in the sphere
 - all relevant external essential and emergency services with disaster risk management responsibilities
 - other relevant stakeholders
- Incorporating inputs and further developing the document before submitting a first draft for consideration and comment
- Incorporating relevant additions and making necessary amendments prior to submitting final draft for adoption and implementation
- Convening and facilitating a strategic planning session for the development implementation of the disaster risk management planning process for the sphere

Deliverables:

- A scoping document for disaster risk management planning has been developed and adopted
- A strategic plan has been developed for the implementation of the disaster management planning process
- The Head of the Centre has taken ownership of the scoping document and strategic plan for implementation

Step 6

With the *exception of the development of contingency plans for responding to known priority threats*, all of the processes necessary for the completion of a level 1 disaster management plan will have been completed during steps 1-5

- ***It should be noted that the development of contingency plans requires the specific technical expertise and participation of the end users of such plans. Accordingly it is not a process that can be undertaken and completed by an external, independent agency such as a service provider.***
- Taking the aforementioned principle into account if the lead agency does not have the resources it may be necessary to appoint a project facilitator to provide guidance; to facilitate; to provide technical support; as well as to compile the plans and provide editorial services for the development of such contingency plans towards completing the development of a level 1 disaster management plan for the sphere.