

Implementing the NDMF (Work stream 2: Training Needs Assessment of the NETaRNRA project)

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Hyogo Framework for Action 2005-2015

- The *Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters* was adopted by 168 countries at the World Conference on Disaster Reduction held 18-22 January 2005 in Kobe, Hyogo, Japan (ISDR, 2005:1).
- Participants resolved to pursue the following expected outcome for the next 10 years: *The substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries*. To achieve this expected outcome three strategic goals and five priorities for action were adopted.
- The five priorities for action are (ISDR, 2005:6):
 1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.
 2. Identify, assess and monitor disaster risks and enhance early warning.
 3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
 4. Reduce the underlying risk factors.
 5. Strengthen disaster preparedness for effective response at all levels.

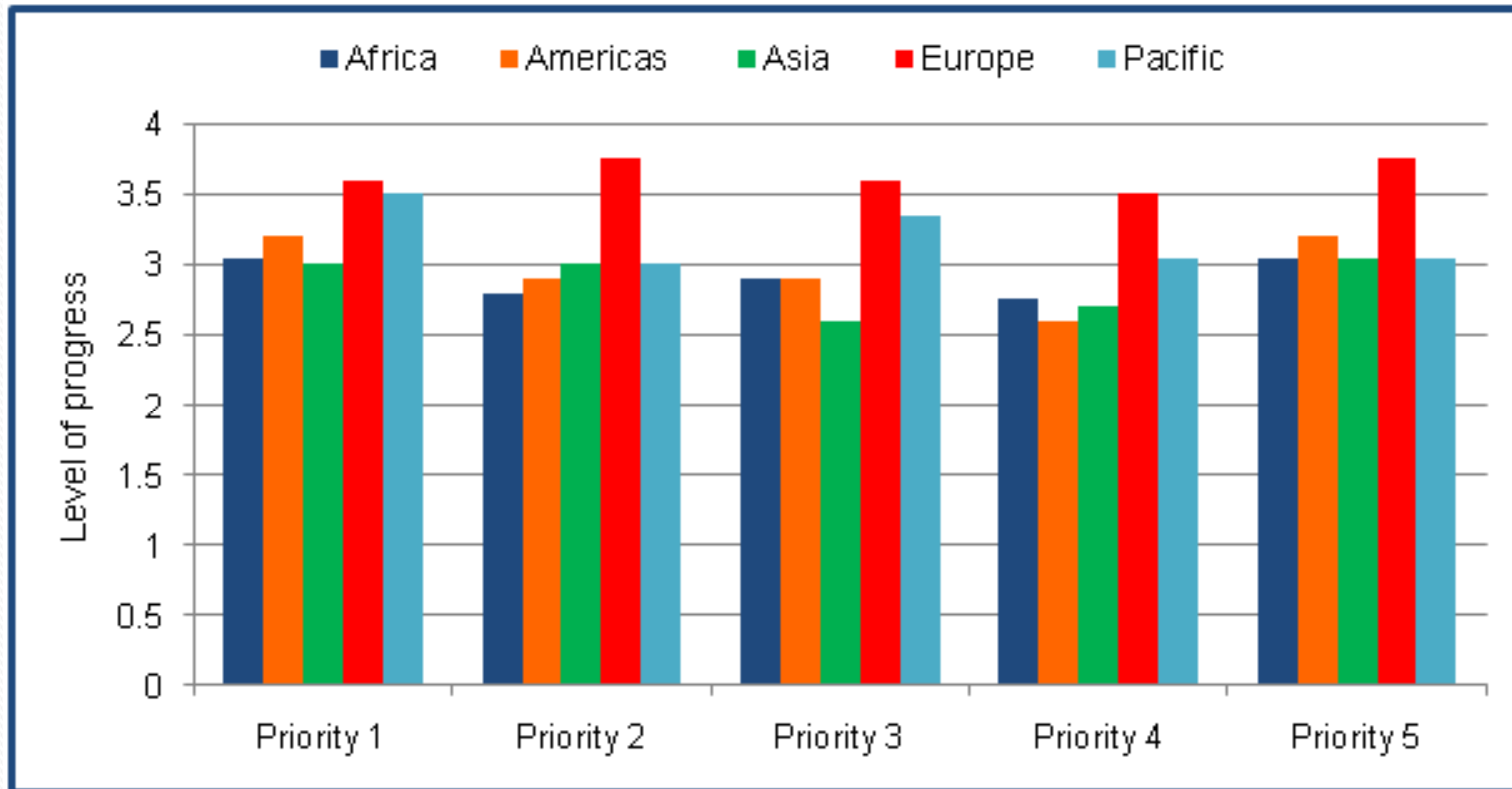
Progress with Implementing Hyogo Priorities for Action

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- Chapter five of the ISDRs Global Assessment Report on Disaster Risk Reduction reviews countries' progress towards the achievement of the strategic goals and priorities for action. The analysis is based on interim national Hyogo Framework for Action progress reports completed by 62 countries for the period June 2007 to May 2009.
- Many countries are making progress in developing institutional systems, legislation, policy and plans to improve disaster preparedness, and response and early warning.
- However, reported progress in addressing other underlying risk drivers is less encouraging:
 - Many of the institutional and legislative systems created for disaster risk reduction have had little influence on development sectors, due to a lack of political authority and technical capacity, particularly in countries where much development is unregulated and occurs in the informal sector.
 - Progress in addressing issues of social equity and gender through disaster risk reduction has been similarly elusive. Few countries have mechanisms in place to protect the most vulnerable social groups from the long term impacts of disaster on poverty and human development.

Regional progress on Hyogo Framework of Action (February 2009)

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1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.
2. Identify, assess and monitor disaster risks and enhance early warning.
3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
4. Reduce the underlying risk factors.
5. Strengthen disaster preparedness for effective response at all levels.

South African Disaster Management Act and Framework

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- South Africa's Disaster Management Act 2002 predated the World Conference on Disaster Reduction and subsequent adoption of the Hyogo Framework for Action in 2005.
- The Disaster Management Act, 2002 (Act 57 of 2002), was hailed as an example of international best practice – especially in profiling the role of legislation in driving integration of disaster risk reduction action across multiple sectors and disciplines.
- The Disaster Management Act, 2002 (Act 57 of 2002) and the National Disaster Management Framework (Notice 654 of 2005) have introduced the concept of risk reduction into disaster management in South Africa. This is in line with international trends in the shift away from a focus on hazards; disasters and emergency preparedness, response and recovery towards a focus on prevention and mitigation; understanding the causes and factors that lead to disasters; and risk reduction measures.

Pretoria versus Hyogo

- The national disaster management framework comprises four key performance areas (KPAs) and three supportive enablers required to achieve the objectives set out in the KPAs.
- Hyogo Framework for Action 2005-2015 comprises three strategic goals and five priorities for action.
- The purpose of the Disaster Management Act contains most of the concepts of the strategic goals set for the Hyogo Framework.
- The five key priority areas of the Hyogo Framework are contained in the objectives of the four key performance areas and Enabler 2 of the National Disaster Management Framework.

Hyogo Framework for Action: Strategic Goals and Priorities for Action	Purpose of the Disaster Management Act, Key Performance Areas and Enablers of the Disaster Management Framework
Goal 1: More effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.	Purpose of the Act: Provide for an integrated and co-ordinated disaster management policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post-disaster recovery; the establishment of national, provincial and municipal disaster management centres; disaster management volunteers; and matters incidental thereto.
Goal 2: Development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.	
Goal 3: Systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.	
Priority 1: Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.	KPA 1: Establish integrated institutional capacity within the national sphere to enable the effective implementation of disaster risk management policy and legislation.
Priority 2: Identify, assess and monitor disaster risks and enhance early warning.	KPA 2: Establish a uniform approach to assessing and monitoring disaster risks that will inform disaster risk management planning and disaster risk reduction undertaken by organs of state and other role players.
Priority 3: Use knowledge, innovation and education to build a culture of safety and resilience at all levels.	Enabler 2: Promote a culture of risk avoidance among stakeholders by capacitating all role players through integrated education, training and public awareness supported by scientific research.
Priority 4: Reduce the underlying risk factors.	KPA 3: Ensure all disaster risk management stakeholders develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with approved frameworks.
Priority 5: Strengthen disaster preparedness for effective response at all levels.	KPA 4: Ensure effective and appropriate disaster response and recovery.
Priority 3, but also in the other priority areas.	Enabler 1: Guide the development of a comprehensive information management and communication system and establish integrated communication links with all disaster risk management role players.
Priority 1, Priority 4 and Priority 5	Enabler 3: Establish mechanisms for the funding of disaster risk management in South Africa.

NDMF Progress Reported at National and Provincial Workshops

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- One of the key performance indicators of Enabler 2 of the National Disaster Management Framework of 2005 is “to conduct a scientific disaster risk management National Education, Training and Research Needs and Resources Analysis (NETaRNRA) for South Africa”.
- A series of national and provincial workshops (one national and nine provincial) were held in February, March and April 2009 to introduce the NETaRNRA project.
- Representatives from a total of 199 stakeholder groups¹ have participated in the workshops held across country.
- Participants to the workshops were engaged in a process to create an awareness of the disaster risk management responsibilities and roles of organisations in accordance with the National Disaster Management Framework of 2005.

¹ Organs of State (National Departments; Provincial Departments; Metropolitan Municipalities; District Municipalities; Local Municipalities; Parastatals; and Regulatory and Research bodies) and Private organisations (Private Business; NGOs, Associations and Universities).

NDMF Progress Reported at National and Provincial Workshops (continued)

- Participants were asked to indicate their organisation's responsibility for and involvement in hazards and report progress made with regard to the implementation of the four key performance areas and three enablers of the National Disaster Management Framework of 2005.
- In the following sections a summary of the results from an analysis of the data collected during the workshops are presented. It has to be emphasised that the results reported here can be accepted as indicative at most: it is merely a reflection of the perceptions of those who represented their organisations at the workshops.
- Please note that only a summary of the most salient findings from an analysis of the outcome of the workshops are provided. The full report, describing the multidimensional nature of the workshop process and an analysis of the responses to the questions listed above is in two separate reports entitled: *National Workshop Report* and *Provincial Workshops Report*.

NDMF Progress Reported at National and Provincial Workshops (continued)

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- It is acknowledged that only part 1(d) of the workshop process has focused on the implementation of the National Disaster Management Framework, but an analysis of the results of Questions 1–4 shows gaps that could be addressed either through training or through an awareness campaign. The results are presented in the following sequence:
 1. Firstly, an answer is sought to the question of “whose disaster is it anyway?” This is done by looking at accepted responsibility, stated involvement and assigned responsibility and involvement.
 2. Secondly, the perceptions held by workshop participants with regard to their organisation’s role in the stages of the disaster management cycle are introduced.
 3. Thirdly, the reported progress made with the implementation of the National Disaster Management Framework is presented.
 4. Fourthly, a comparison between the average progress made by 62 countries with the implementation of the Hyogo Framework for Action and the average progress made by 166 organs of state in South Africa with regard to the implementation of the National Disaster Management Framework is made.
 5. Finally, the information and skills needs identified as a result of the analysis will be highlighted and recommendations made to address these gaps.

Whose Disaster is it anyway?

- Clearly demarcated responsibilities, roles and timelines for actions – to be performed by each institution – is a very important aspect of disaster risk management (Caragliano, & Manca, 2007; Pelling & Holloway, 2006:31; Keipi, et al., 2007:12; King, 2008).
- The Disaster Management Act explicitly demands that all organs of state take on key disaster management functions (Pelling & Holloway, 2006:27).
- In terms of Section 7.2.e of the Disaster Management Act the national disaster management framework must guide the development and implementation of disaster management within national, provincial and municipal organs of state on a cross-functional and multi-disciplinary basis and allocate responsibilities in this regard to different organs of state.
- In terms of Section 7.2.d of the Disaster Management Act, the national disaster management framework must give effect to the application of co-operative governance on issues concerning disasters and disaster management among the spheres of government and:
 - (i) determine the relationship between the sphere of government exercising primary responsibility for the co-ordination and management of a disaster in terms of sections 26(1), 40(1) and 54(1) or (2) and the spheres of government performing supportive roles;
 - (ii) allocate specific responsibilities in this regard to the different spheres.

Whose Disaster is it anyway? (continued)

- Although the National Disaster Management Framework provides guidance with regard to responsibilities across the different spheres of government with regard to disaster risk management, there is currently no indication (i.e. *Gazetted* schedule) of which organ of state at which sphere of government should coordinate or manage what disaster and which organ of state at which sphere of government should perform a supportive role in the disaster.
- Participants, to the South African Forum on Local Perspectives on Disaster Risk Reduction held in November 2006, called for ***a stronger government coordination role in disaster risk management.*** (Gwimbi, 2006:13)
- ***The transversal 'mainstreaming' of disaster risk management into all organs of state across national, provincial and municipal spheres has not significantly progressed.*** Pelling and Holloway (2006:26-27) offer several explanations for this paucity in the 'mainstreaming' of disaster risk management, of which the following are highlighted:
 - the government department (the dplg) tasked with overseeing this transformation was so focused on its own reform process that it had little capacity to support the disaster risk reduction 'mainstreaming' obligations of other sectors and departments;
 - larger reorientation of post-apartheid South African policy significantly limited institutional capacity to absorb the strategic requirements of other legislation that is not viewed as directly linked to a department's 'core business'; and
 - the dplg has limited authority and status with regard to disaster risk 'mainstreaming' which constrain cross-sectoral integration.

Taking the Lead: Accepted and Assigned Responsibility and Involvement

- The paucity in the 'mainstreaming' of disaster risk management into all organs of state across national, provincial and municipal spheres – explicitly demanded by the Disaster Management Act – was confirmed by representatives from stakeholders who have participated in the national and provincial NETaRNRA workshops held in February, March and April 2009.
 - Less than half of the representatives of national organs of state and of District Municipalities have accepted responsibility for specific hazards.
 - More than half of the representatives from provincial departments, Local Municipalities and Metropolitan Municipalities accepted responsibility for specific hazards.
 - Representatives either have consensus that national departments are not responsible for disaster risk management, or there are not much clarity about which national department should be the leading department for which hazard.
 - In contrast, the correspondence between self-assessments regarding responsibility and the opinion of other participants of who should be responsible at provincial level is remarkable.
 - Less than half of the representatives of national organs of state and of District Municipalities have accepted responsibility for specific hazards. More than half of the representatives from provincial departments, Local Municipalities and Metropolitan Municipalities accepted responsibility for specific hazards.

Organisation's Role in the Stages of the Disaster Management Cycle

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- Participants were not sure about the role of their organisations (e.g. coordinate, implement or involved) in the stages of the disaster management cycle (e.g. prevention; mitigation; preparedness; response; recovery and rehabilitation) with regard to those hazard(s) they have indicated their organisations are responsible for.
- In particular, representatives from **national and provincial organs of state** and from **local municipalities** did not have clarity regarding their role in the stages of the disaster management cycle.
- Representatives from **district municipalities** and **metropolitan municipalities** have comparable views regarding responsibility and involvement in hazards and their role in the stages of the disaster management cycle.
- National organs of state seem to focus on the response phase in the disaster management cycle (around 70%) rather than on disaster risk reduction measures.

Most Frequently Selected Hazards

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- There may be uncertainty with regard to responsibilities, but there is clarity with regard to the hazards prevailing in the country.
- Although not in the same order of importance, eight of the 10 most frequently selected hazards by participants to the National Workshop were also among the 10 most frequently selected by participants to the Provincial Workshops.
- According to disaster statistics, six of these hazards (floods, human epidemics, severe storms, veld fires and extreme temperatures) have killed or affected the most people or caused the most economic damage in South Africa, between 1990 and 2008.
- The fact that South Africa is considered a “low” to “medium low” risk country may contribute to a lack of urgency toward disaster risk reduction.

Most Frequently Selected Hazards

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National Workshop	Provincial Workshops	International Disaster Database ¹
<ol style="list-style-type: none"> 1. Major Events 2. Human Epidemic Disease 3. Floods 4. Spill/Release of waste 5. Veld Fires 6. Severe Storms 7. Fire 8. IT Break/Destruction 9. Civil unrest 10. Water Infrastructure/ Supply Failure 	<ol style="list-style-type: none"> 1. Severe Storms 2. Floods 3. Veld Fires 4. Civil Unrest 5. Urban Fires 6. Human Epidemic Disease 7. Major Events 8. Spill/Release of waste 9. Drought, Extreme Temperatures and Industrial Fires 10. Infrastructural Failure 	<ol style="list-style-type: none"> 1. Floods 2. Epidemics 3. Severe Storms 4. Wildfires 5. Earthquakes 6. Extreme Temperature 7. Mass movement (wet)

¹ Reported people killed by natural disaster type (1980 – 2008) the information on natural hazards is taken from EM-DAT: The OFDA/CRED International Disaster Database. In order for a disaster to be entered into the database at least one of the following criteria has to be fulfilled: 10 or more people reported killed; 100 people reported affected; a call for international assistance; and declaration of a state of emergency.

Reported Progress with the Implementation of the Framework

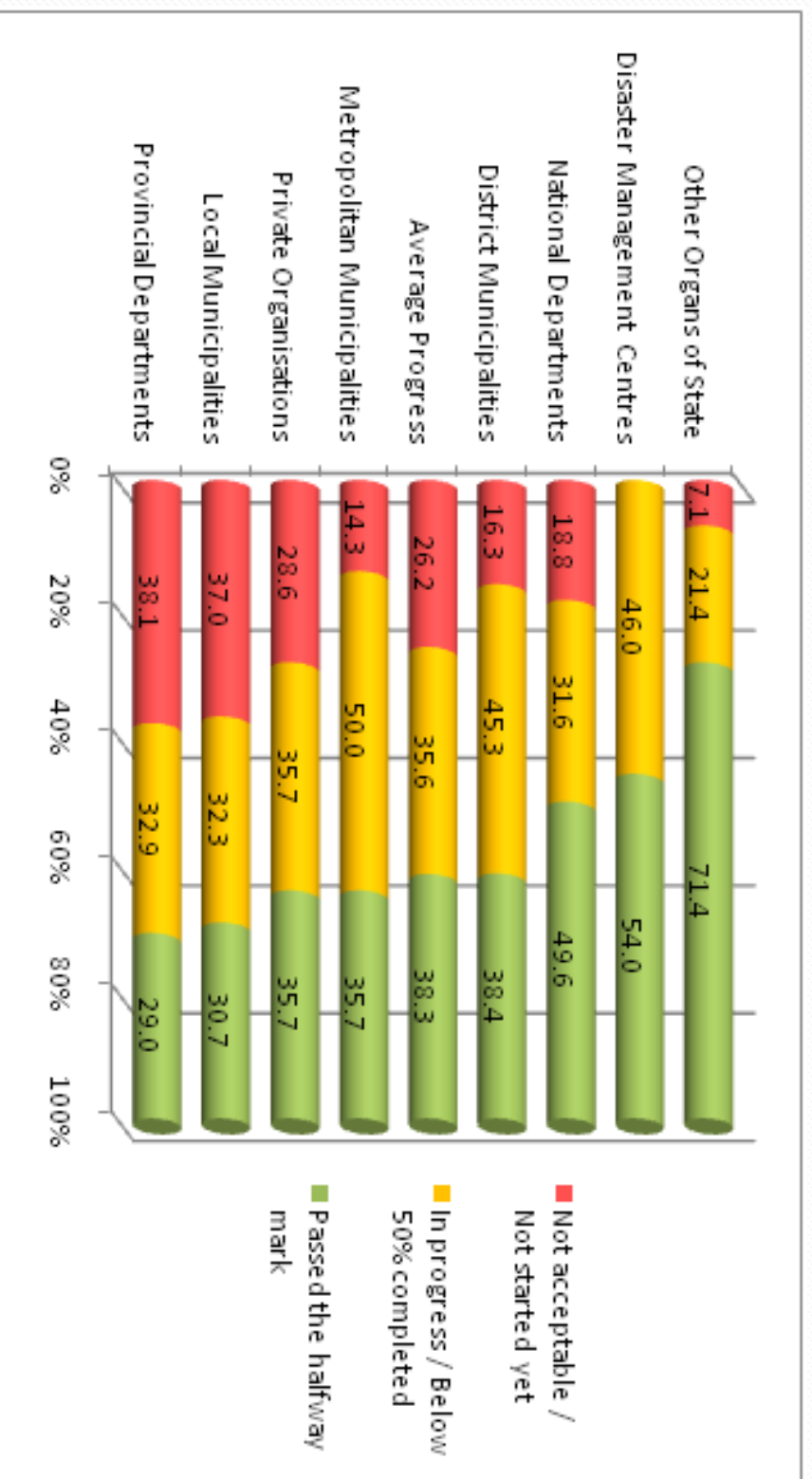
- Monitoring, evaluation and reporting of whether organs of state comply with the Disaster Management Act and National Disaster Management Framework is not receiving the attention called for in the Disaster Management Act:
 - No official report on South Africa's progress with implementing the National Disaster Management Framework was available at the time of writing this report.
 - South Africa was not one of the 62 countries that have completed an interim progress report using the online Hyogo Framework for Action Monitor tool as of 28 February 2009.

Reported Progress (continued)

- Collective progress made with implementation of the National Disaster Management Framework reported at the NETeRNRA workshops in general is weak:
 - More than a quarter of the representatives – from all the stakeholder groups that have participated in the workshops – have indicated that the organisation has not started yet.
 - A further third is still below the halfway mark with implementation.
 - Progress is uneven within and across national, provincial and local spheres of government:
 - Other Organs of State; Disaster Management Centres; National Departments and District Municipalities show above average progress.
 - Metropolitan Municipalities; Private Organisations; Local Municipalities; and Provincial Departments show below average progress.
 - KPA 3 and Enabler 3 are the areas that need the most attention, across all three spheres of government.

Figure: Reported progress with the implementation of the Framework

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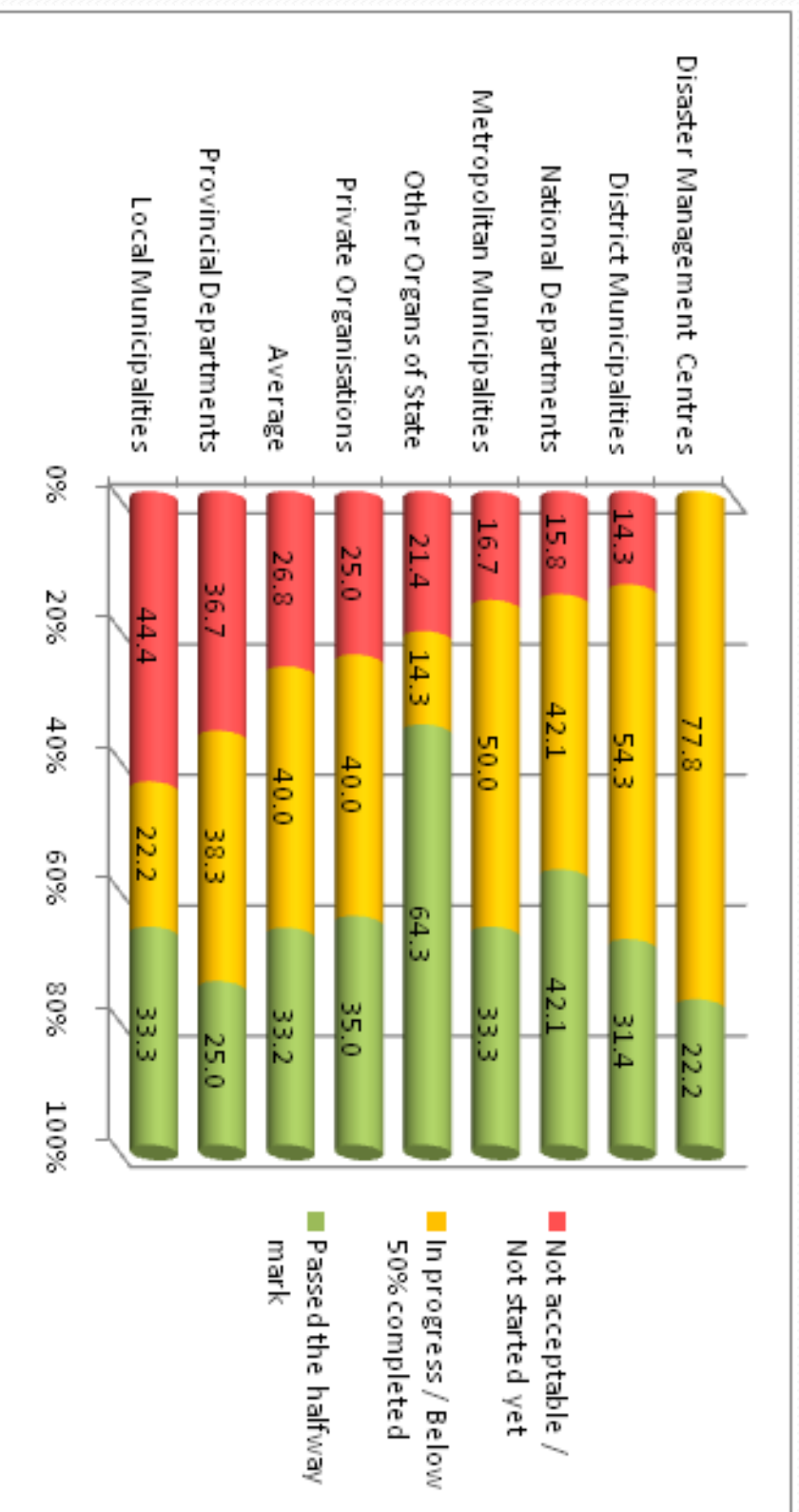


Reported Progress (continued): KPA 3

- Four years after the promulgation of the National Disaster Management Framework and around **two-thirds** of all stakeholder organisations are **below** the 50% completion/compliance mark with implementation.
- In summary (in order of highest percentage of respondents who have indicated below 50% completion/compliance with implementation to the lowest):
 - Key Performance Area 3: *Ensure all disaster risk management stakeholders develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with approved frameworks* (66.8% below 50% complete).
 - Other Organs of State is the only stakeholder group where two-thirds of the organisations have passed the 50% completion/compliance mark.
 - More than half of Disaster Management Centres, District Municipalities, and National Departments are all below the halfway mark.
 - Local Municipalities and Provincial Departments reported little progress with regard to the implementation of KPA 3.

Develop and Implement Integrated Disaster Risk Management Plans and Risk Reduction Programmes

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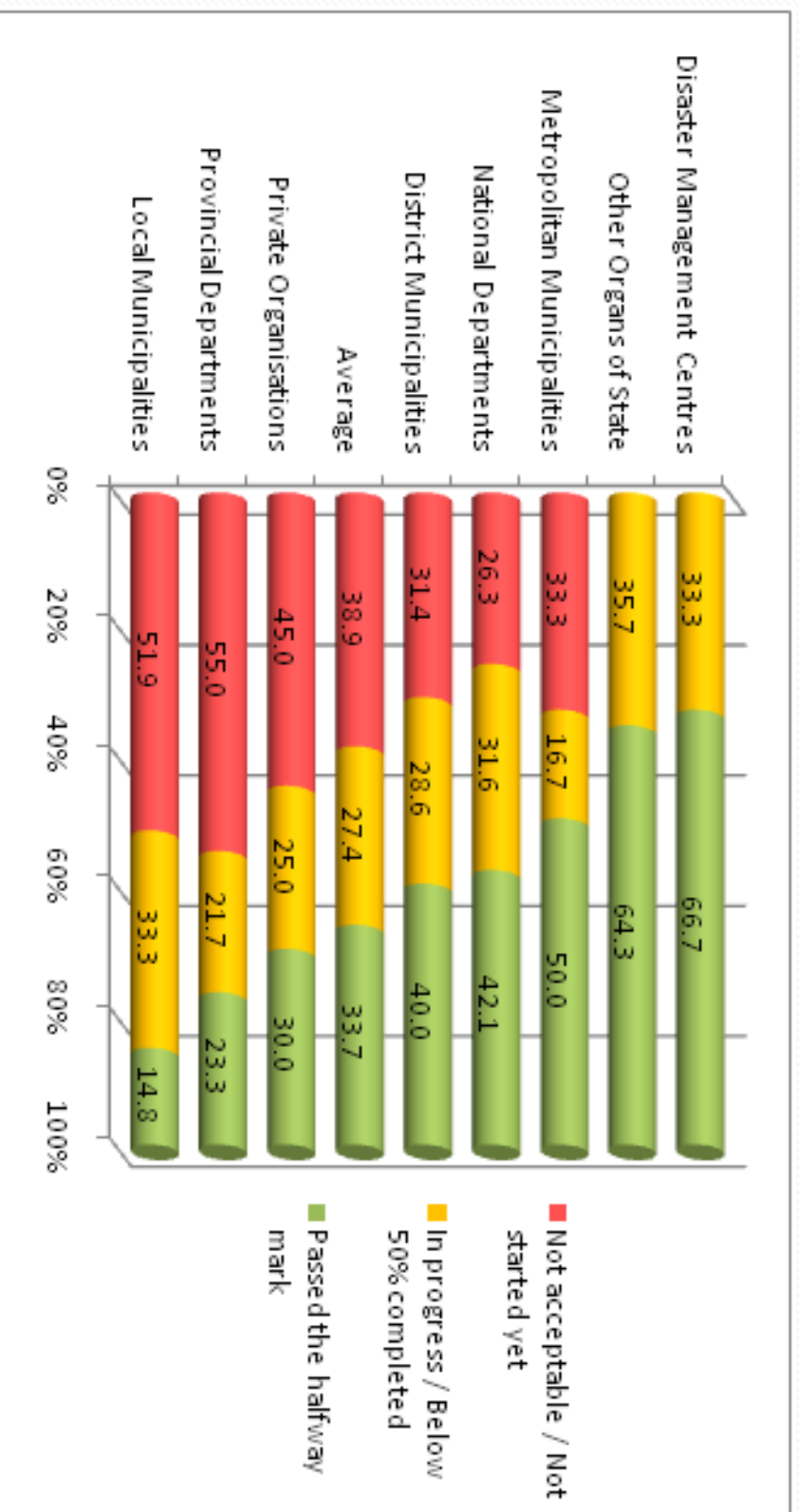
Reported Progress (continued): Enabler 3

➤ Enabler 3: *Establish mechanisms for the funding of disaster risk management in South Africa / your area of responsibility (66.3% below 50% complete):*

- More than half of the Provincial Departments and Local Municipalities; and a third of Metropolitan Municipalities and District Municipalities have indicated that that their progress is not acceptable/they have nothing in place/have not started yet.
- Disaster Management Centres; Other Organs of State; and Metropolitan Municipalities have passed the halfway mark with regard to the implementation of Enabler 3.

Establish Mechanisms for the Funding of Disaster Risk Management

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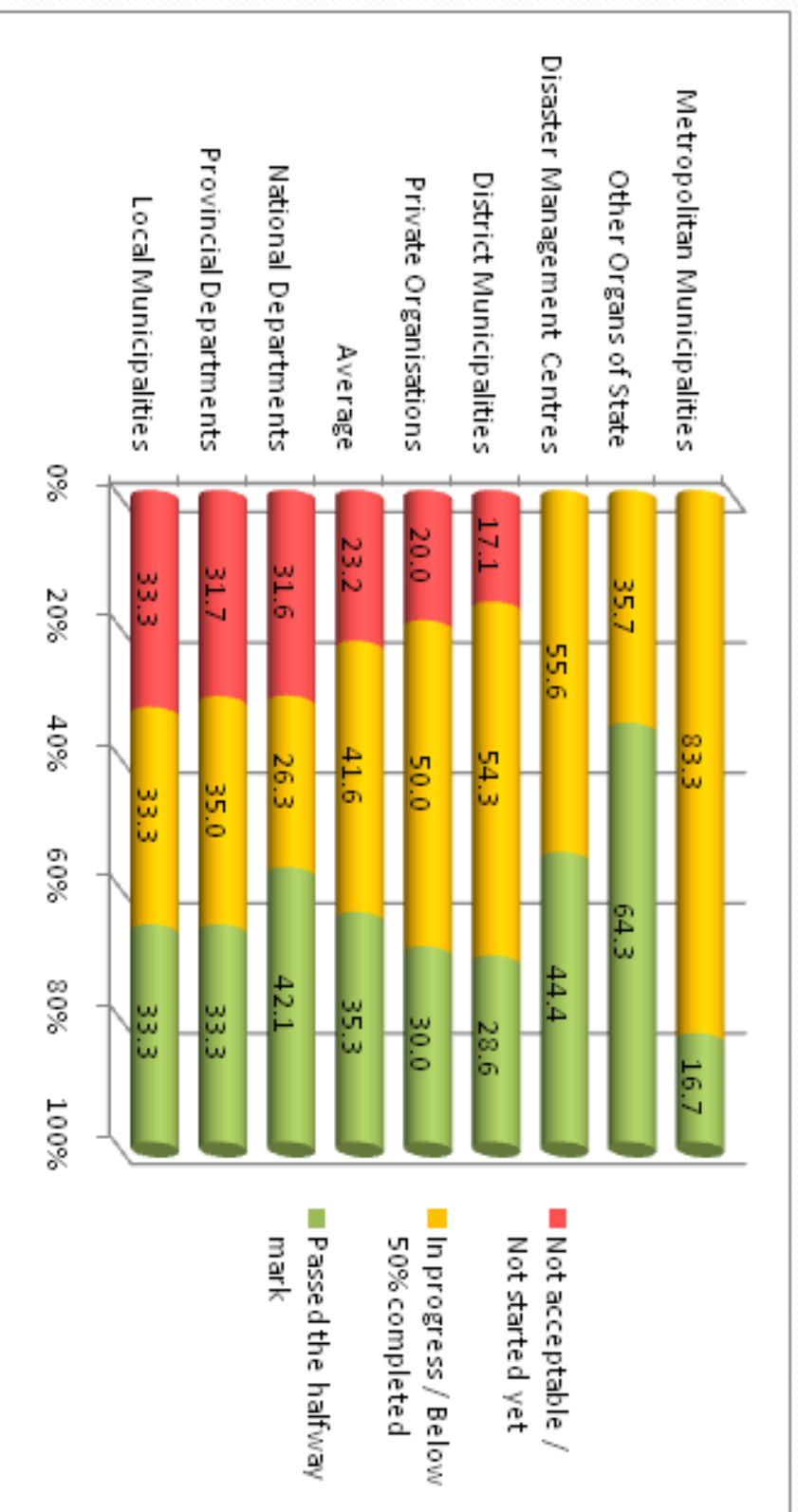


Reported Progress (continued): Enabler 1

- Enabler 1: *Guide the development of a comprehensive information management and communication system and establish integrated communication links with all disaster risk management role players (64.7% below 50% complete):*
 - Provincial Departments; Local Municipalities; Private Organisations; and District Municipalities reported similar profiles in the sense that around two-thirds are still below the 50% completion/compliance mark with implementing Enabler 1.
 - It is concerning to note that most of the Metropolitan Municipalities are still below the 50% completion/ compliance mark in developing comprehensive information management and communication systems and integrated communication links (Enabler 1).

Development of a Comprehensive Information Management and Communication System

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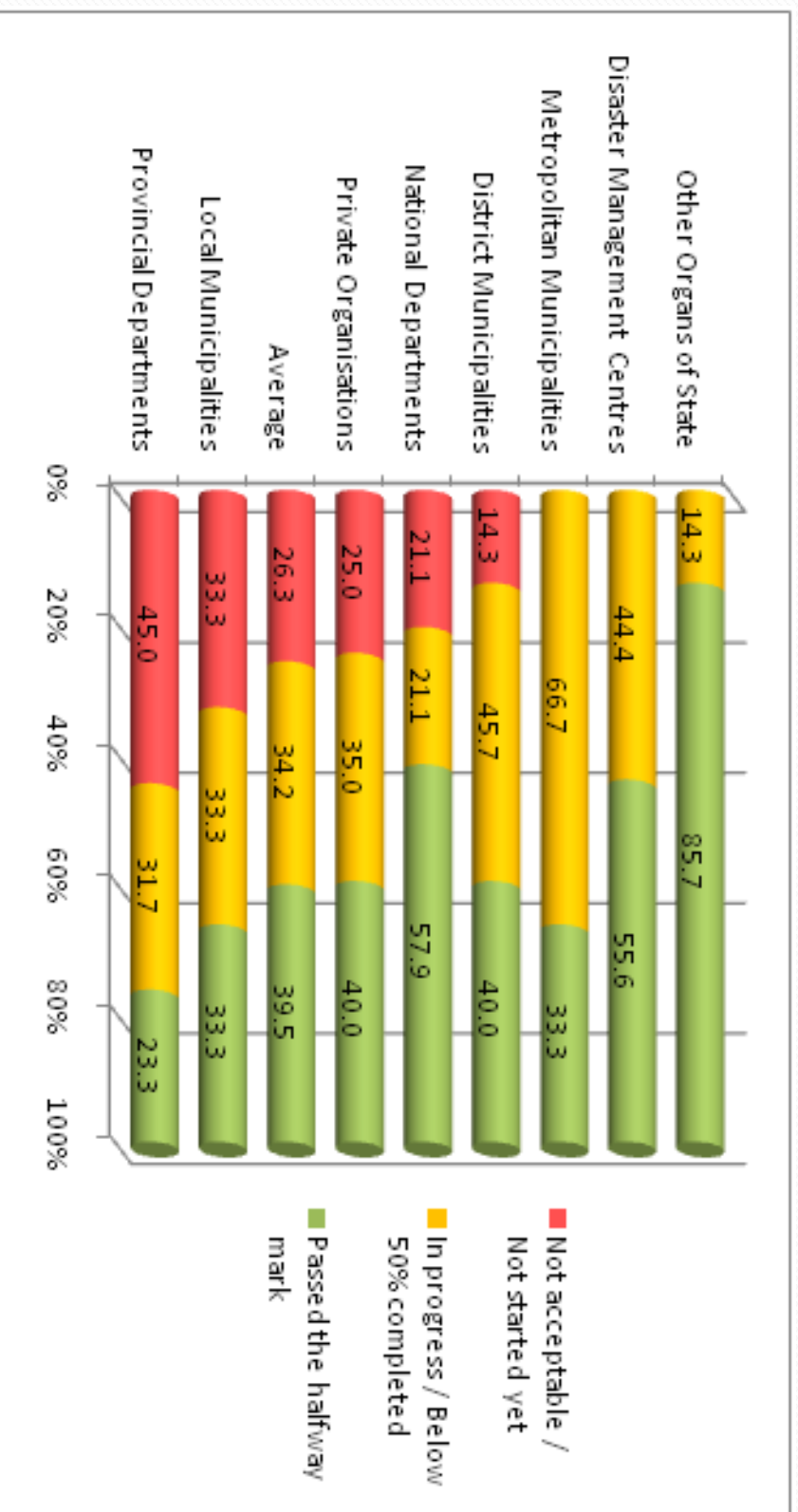


Reported Progress (continued): Enabler 2

- Enabler 2: *Promote a culture of risk avoidance among stakeholders by capacitating role players through integrated education, training and public awareness programmes informed by scientific research (60.5% below 50% complete).*
 - Half of the Other Organs of State; Disaster Management Centres and National Departments have passed the halfway mark.
 - District Municipalities and Private Organisations reported similar profiles in the sense that 40.0% of the organisations are still below the 50% completion/compliance mark.
 - A third of Local Municipalities and nearly half of the Provincial Departments have indicated that their progress is not acceptable/they have nothing in place/they have not started yet with implementing Enabler 2.

Promote a Culture of Risk Avoidance

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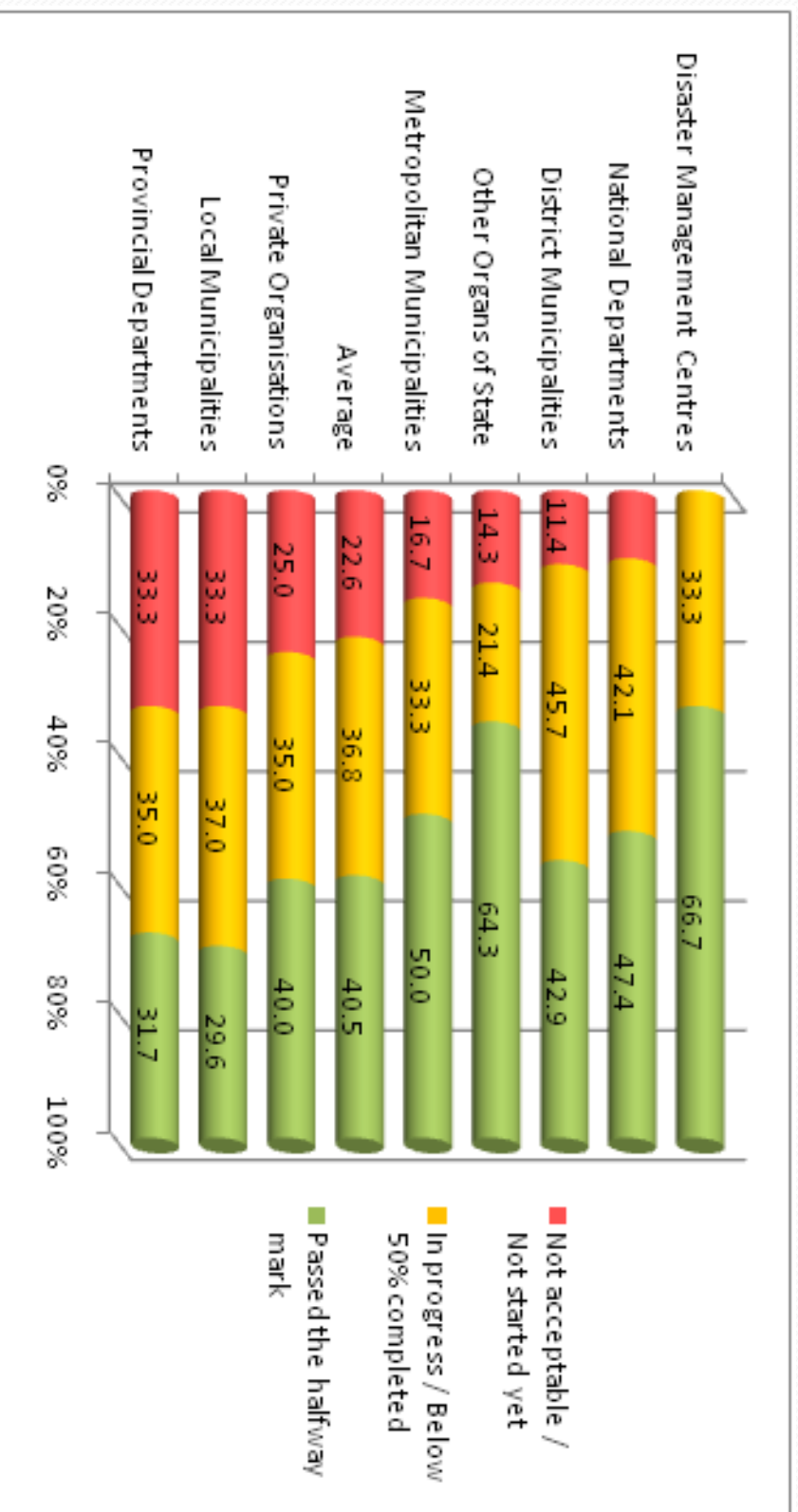


Reported Progress (continued): KPA 2

- *Key Performance Area 2: Establish a uniform approach to assessing and monitoring disaster risks that will inform disaster risk management planning and disaster risk reduction undertaken by organs of state and other role players across all spheres of government (59.5% below 50% complete).*
 - Disaster Management Centres; National Departments; District Municipalities; Other organs of State and Metropolitan Municipalities all have passed the halfway mark.
 - Local Municipalities and Provincial Departments reported little progress with implementing KPA 2.

Assessing and Monitoring Disaster Risks

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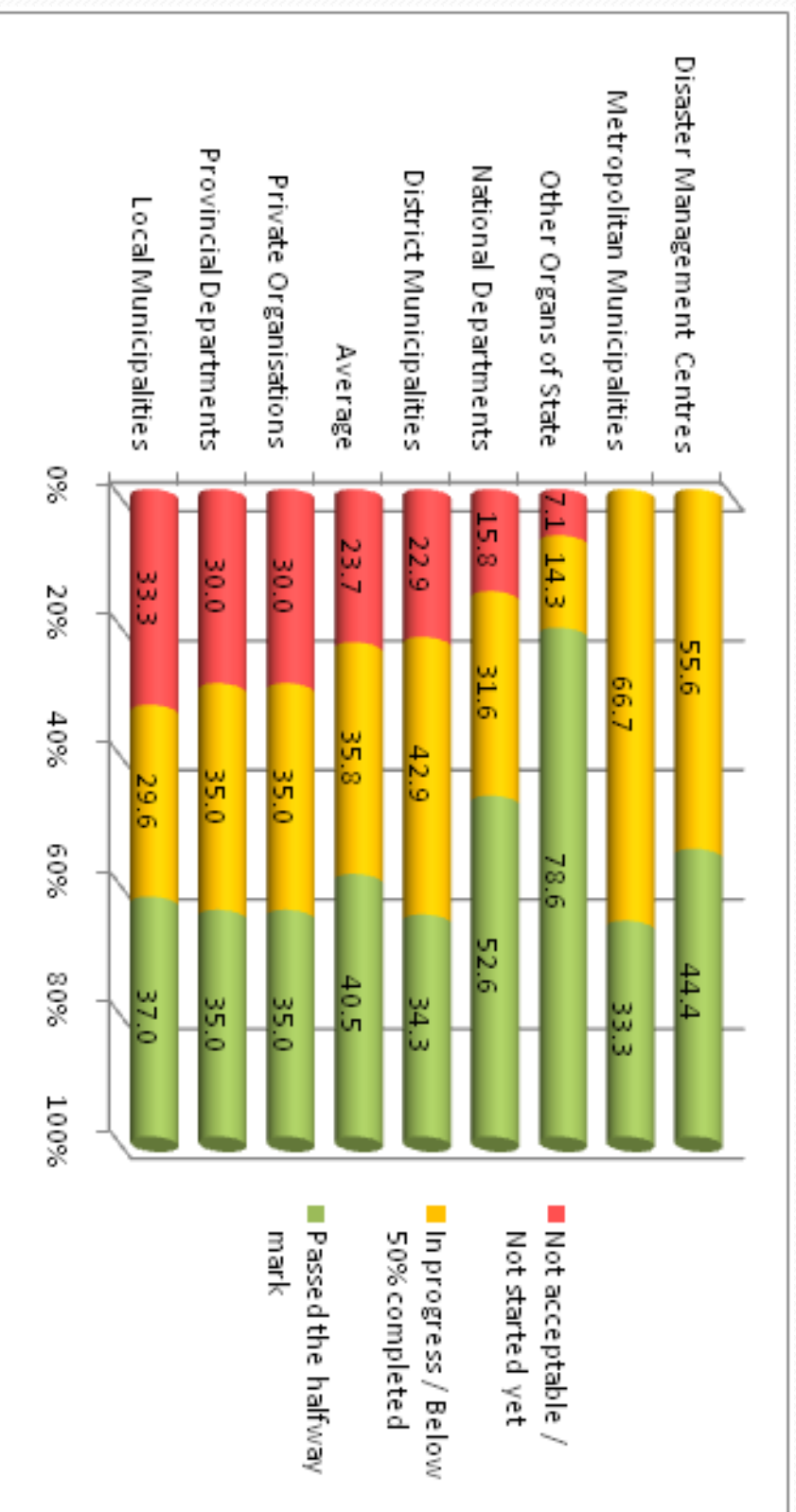


Reported Progress (continued): KPA 4

- Key Performance Area 4: *Ensure effective and appropriate disaster response and recovery (59.5% below 50% complete)*.
 - Most of Other Organs of State and more than half of National Departments have passed the halfway mark in implementing KPA 4.
 - Local Municipalities; Provincial Departments; Private Organisations; and District Municipalities reported similar profiles in the sense that a fifth and more of the representatives have indicated that their progress is not acceptable/they have nothing in place/have not started yet.
 - Only a third of Local Municipalities; Provincial Departments; Private Organisations; and District Municipalities half past the halfway mark with implementing KPA 4.

Ensure Effective and Appropriate Disaster Response and Recovery

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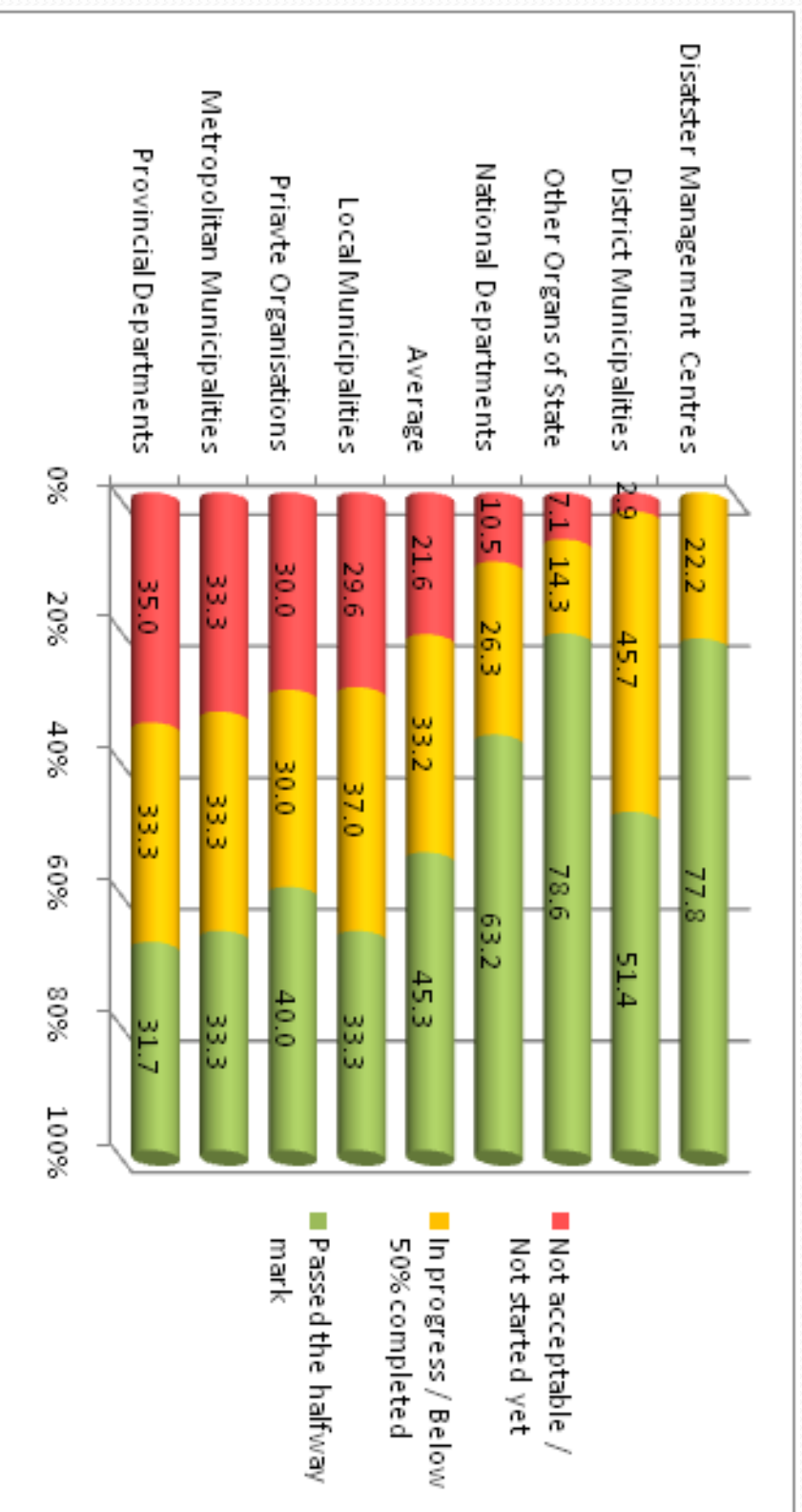


Reported Progress (continued): KPA 1

- Key Performance Area 1: *Establish integrated institutional capacity within the relevant sphere of government (national/provincial/municipal) to enable the effective implementation of disaster risk management policy and legislation (in the relevant sphere of government) (54.7% below 50% complete):*
 - Regulatory/Other bodies; Provincial Disaster Management Centres; Parastatals and District Municipalities have passed the halfway mark.
 - Metropolitan Municipalities; Local Municipalities and Provincial Departments reported similar profiles in the sense that around two-thirds are still below the 50% completion/compliance mark.

Establish integrated institutional capacity

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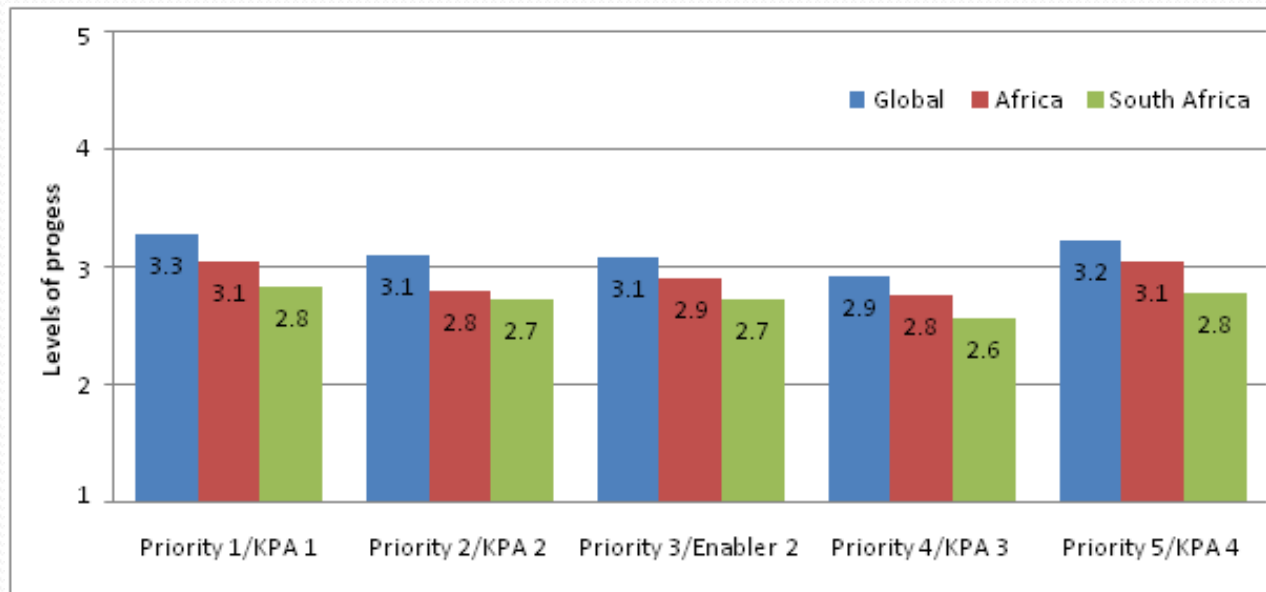


Reported Progress: South Africa vs Hyogo

- A comparison between the average progress made by 62 countries with the implementation of the Hyogo Framework for Action and the average progress made by 166 organs of state in South Africa with regard to the implementation of the National Disaster Management Framework shows two important trends, namely:
 - South Africa lags slightly behind with regard to the implementation of all five comparable objectives.
 - South Africa follows the order in which global progress is made, i.e. progress is best with regard to Priority 1/KPA 1 and worst with Priority 4/KPA 3.
- Global progress with four of the Hyogo Framework for Action priorities is slightly above Level 3: *Institutional commitment attained, but achievements are neither comprehensive nor substantial*. Although slightly below the Global average, African countries have made similar progress. South Africa also has made similar progress but is slightly below the Global and Africa average.

Reported Progress: South Africa vs Hyogo

- Countries have difficulty addressing underlying risk drivers such as poor urban and local governance, vulnerable rural livelihoods and ecosystem decline in a way that leads to a reduction in the risk of damages and economic loss.
- The governance arrangements for disaster risk reduction in many countries do not facilitate the integration of risk considerations into development. In general, the institutional and legislative arrangements for disaster risk reduction are weakly connected to development sectors.



Recommendations

- Increase risk reduction governance to ensure implementation, enforcement and accountability.
- Adopt a top-down approach to disaster risk management.
- Place the disaster risk management function at the highest possible level of political authority in order to:
 - Increase enforcement mechanisms.
 - Integrate/link disaster risk reduction with economic development, social-cultural development, environmental development and land-use planning.
 - Integrate poverty and disaster risk reduction policy frameworks.

Recommendations (continued)

- Centralise hazard monitoring and risk assessment.
- Set a timeframe to conduct a comprehensive national multi-risk assessments to cover the entire country – at the smallest geographical/enumerator area as possible – with hazard maps and assessments, for natural disasters overlaying socio-economic profiles (i.e. poverty, unemployment, female and children headed households, population growth, homelessness/shack dwelling, urbanisation).
- Target the most vulnerable groups: identify risk prone communities and ring fence funding to strengthen the capacity of the local government in that geographical area to integrate sustainable development objectives and disaster risk management and increase community involvement.

Recommendations (continued)

- Improve tools and enhance capacities for monitoring disaster risk and progress being made in risk reduction.
- Institutionalise functions for tracking emerging trends in disaster risk and monitoring progress on risk reduction and climate.
- Include risk reduction in national development plans and budgets.
 - Allocate funds for disaster risk reduction – in addition to priorities for response and preparedness related expenditure – in national, provincial and local budgets.
 - Increase and permanently allocate budgetary and financial support, resources, and capacity development, particularly to local level and particularly to most vulnerable groups.
- Responsibilities and actions to be performed by each institution across different spheres of government should be clearly defined. The use of schemes and tables is suggested.

Thank You!