

THE PROVINCE OF MPUMALANGA  
DIE PROVINSIE MPUMALANGA

**Provincial Gazette Extraordinary**  
**Buitengewone Provinsiale Koerant**

*(Registered as a newspaper) • (As 'n nuusblad geregistreer)*

**Vol. 16**

**NELSPRUIT, 8 OCTOBER 2009**  
**OKTOBER**

**No. 1726**

---

**CONTENTS • INHOUD**

*No.*

*Page  
No.    Gazette  
         No.*

**GENERAL NOTICE**

|     |  |   |      |
|-----|--|---|------|
| 328 | Disaster Management Act (57/2002): Disaster Risk Management Policy Framework ..... | 3 | 1726 |
|-----|--|---|------|

---

---

# GENERAL NOTICE

---

## NOTICE 328 OF 2009

### DISASTER MANAGEMENT ACT, 2002

#### DISASTER RISK MANAGEMENT POLICY FRAMEWORK

I, Mohlalefi Norman Mokoena, Member of the Executive Council responsible for Cooperative Governance and Traditional Affairs, in the Mpumalanga Province, after consultation with all Disaster Management Stakeholders hereby publish the Disaster Risk Management Policy Framework in terms of Section 28 (3)(b) of the Disaster Management Act, 2002 (Act 57 of 2002) for public comments.

All comments must be forwarded to the following address on or before **30 October 2009**

For attention: Ms R.V Jones,

Director Legal Services.

Department of Co-operative Governance and Traditional Affairs.

Private Bag X 11304

**NELSPRUIT**

1200

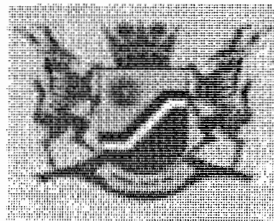
[rjones@mpg.gov.za](mailto:rjones@mpg.gov.za)



**Mr M.N. MOKOENA**

**MEC: CO-OPERATIVE GOVERNANCE  
AND TRADITIONAL AFFAIRS**

**THE DISASTER RISK MANAGEMENT  
POLICY FRAMEWORK  
FOR THE PROVINCE OF MPUMALANGA**



**FIRST DRAFT FOR PUBLIC COMMENT**

## TABLE OF CONTENTS

|       |   |    |
|-------|---|----|
| 1     | Introduction .....  | 4  |
| 2     | The context of Disaster Risk Management (DRM) in the Mpumalanga Province.....                                   | 5  |
| 3     | The Mpumalanga Disaster Risk Management Policy Framework (MPDRMPF) .....  | 7  |
| 3.1   | Purpose.....  | 7  |
| 3.2   | Vision .....  | 7  |
| 3.3   | Mission Statement.....  | 8  |
| 3.4   | Legislation and policies .....  | 8  |
| 3.5   | Scope and structure of the disaster risk management policy framework for the Mpumalanga Province.....           | 8  |
| 4     | Custodian of the Mpumalanga DRMPF .....   | 12 |
| 5     | Key Performance Area 1: Integrated Institutional Capacity for Disaster Risk Management.....                     | 12 |
| 5.1   | Policy development and adoption .....   | 14 |
| 5.2   | Integrated direction and execution of policy .....  | 14 |
| 5.2.1 | Mpumalanga Provincial Disaster Risk Management Centre .....   | 15 |
| 5.2.2 | Integrated execution of DRM policy amongst provincial organs of state .....                                     | 16 |
| 5.2.3 | Integrating the execution of DRM policy between the provincial and the municipal spheres in the province .....  | 18 |
| 5.2.4 | Integrated direction and execution of DRM policy in the municipal sphere in the province.....                   | 18 |
| 5.3   | Stakeholder participation and technical advice .....  | 20 |
| 5.3.1 | Provincial arrangements to engage stakeholder participation and technical advice .....                          | 20 |
| 5.3.2 | Municipal arrangements to engage stakeholder participation and technical advice .....                           | 21 |
| 5.4   | Cooperation with national and municipal spheres, neighbours and international role players .....                | 22 |
| 5.4.1 | Cooperative governance .....  | 22 |
| 5.4.2 | Cooperation with national and municipal spheres and with neighbouring states.....                               | 23 |
| 5.4.3 | International cooperation.....  | 24 |
| 6     | Key Performance Area 2: Disaster Risk Assessment (DRA) .....  | 25 |
| 7     | Key Performance Area 3: Disaster Risk Reduction .....   | 27 |
| 7.1   | Disaster Risk Management Policy Frameworks .....  | 27 |
| 7.2   | Disaster Risk Management Plans .....  | 28 |
| 7.3   | Review of DRM policy frameworks and plans .....   | 28 |
| 7.4   | Monitoring the effectiveness of risk reduction initiatives.....   | 29 |
| 7.5   | Integrating risk reduction planning into other developmental planning..   | 29 |
| 8     | Key Performance Area 4: Disaster Response and Recovery .....  | 29 |
| 8.1   | Dissemination of early warnings .....   | 29 |
| 8.2   | Disaster Assessment .....   | 30 |
| 8.3   | Disaster classification of disasters and declaration of states of disaster and conducting disaster reviews..... | 30 |

|      |  |    |
|------|--|----|
| 8.4  | Integrated response and recovery operations .....                                    | 31 |
| 8.5  | Relief measures .....  | 32 |
| 8.6  | Integrated reconstruction and rehabilitation measures.....                           | 33 |
| 9    | Performance Enabler 1: Information management and communication ..                   | 34 |
| 9.1  | Data requirements.....   | 34 |
| 9.2  | Design of Information Management System and Emergency<br>Communication Network ..... | 34 |
| 10   | Performance Enabler 2: Knowledge management .....                                    | 35 |
| 10.1 | A provincial analysis of knowledge management needs and<br>resources .....           | 35 |
| 10.2 | A provincial knowledge management framework for DRM.....                             | 35 |
| 10.3 | Provincial knowledge management programmes .....                                     | 35 |
| 10.4 | Research programmes, and information and advisory service .....                      | 36 |
| 11   | Performance Enabler 3: Funding arrangements for disaster risk<br>management.....     | 37 |

# **THE MPUMALANGA PROVINCE DISASTER RISK MANAGEMENT POLICY FRAMEWORK (MPDRMPF)**

## **1 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 policy which focuses on risk reduction as its core philosophy; and on 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 and 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.

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 policy frameworks must be consistent with the Act and with the national disaster risk management framework.

The Disaster Risk Policy Framework of the Mpumalanga Province is thus the instrument which gives effect to these legislative imperatives.

## **2 The context of Disaster Risk Management (DRM) in the Mpumalanga Province**

The province of Mpumalanga is located in the north eastern part of South Africa, and is bordered by Mozambique to the east and the Kingdom of Swaziland to the south and east. Mpumalanga also shares common borders with the Limpopo Province to the north, Gauteng to the west, the Free State to the south west and KwaZulu-Natal to the south east. The province has a land surface area of 78 370 km<sup>2</sup> which represents 6,4% of South Africa's total land area. The population of just over 3 million people represents 7,3% of the country's population. Mpumalanga's capital city, Nelspruit, is one of the fastest growing centres in South Africa. The economy of the region as a whole is supported principally by manufacturing, mining, agriculture, forestry, power



generation and tourism. The Mpumalanga climate and topography varies from cool highveld grasslands at 1600m above sea level, through the middleveld and escarpment, to the subtropical lowveld plains towards the Kruger National Park and the private game reserves on the eastern border.

The Mpumalanga Province 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 veldt 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.

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.

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

### **3 The Mpumalanga Disaster Risk Management Policy Framework (MPDRMPF)**

#### ***3.1 Purpose***

The purpose of this policy framework is to provide those with statutory Disaster Risk Management responsibilities (in terms of the Disaster Management Act, 2002; the National Disaster Risk Management Framework, 2005 and other applicable legislation) in the Mpumalanga Province 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
- assessing 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 policy framework also serves to guide the development and implementation of uniform and integrated disaster risk management policy and plans in the municipal sphere.

#### ***3.2 Vision***

Our vision is to achieve integrated disaster risk management and to ensure resilient communities within a safe environment in the Mpumalanga Province.

### **3.3 Mission Statement**

Our mission is to entrench effective and efficient management of multi-disciplinary and multi-sectoral disaster risk management in the Mpumalanga Province, executed by committed and empowered people.

### **3.4 Legislation and policies**

This policy framework, which establishes the policy of the government of the Mpumalanga Province for the management of disaster risk in its jurisdiction, is constituted in terms of the Disaster Management Act, 2002; is consistent with the National Disaster Management Framework, 2005; and is compliant with all applicable legislation, regulations, standards, codes and practices for Disaster Risk Management in the Mpumalanga Province.

### **3.5 Scope and structure of the disaster risk management policy framework for the Mpumalanga Province**

In order to support the core concepts of integration and uniformity the disaster risk management policy framework of the Mpumalanga Province 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**
- KPA 4: Disaster Response and Recovery**

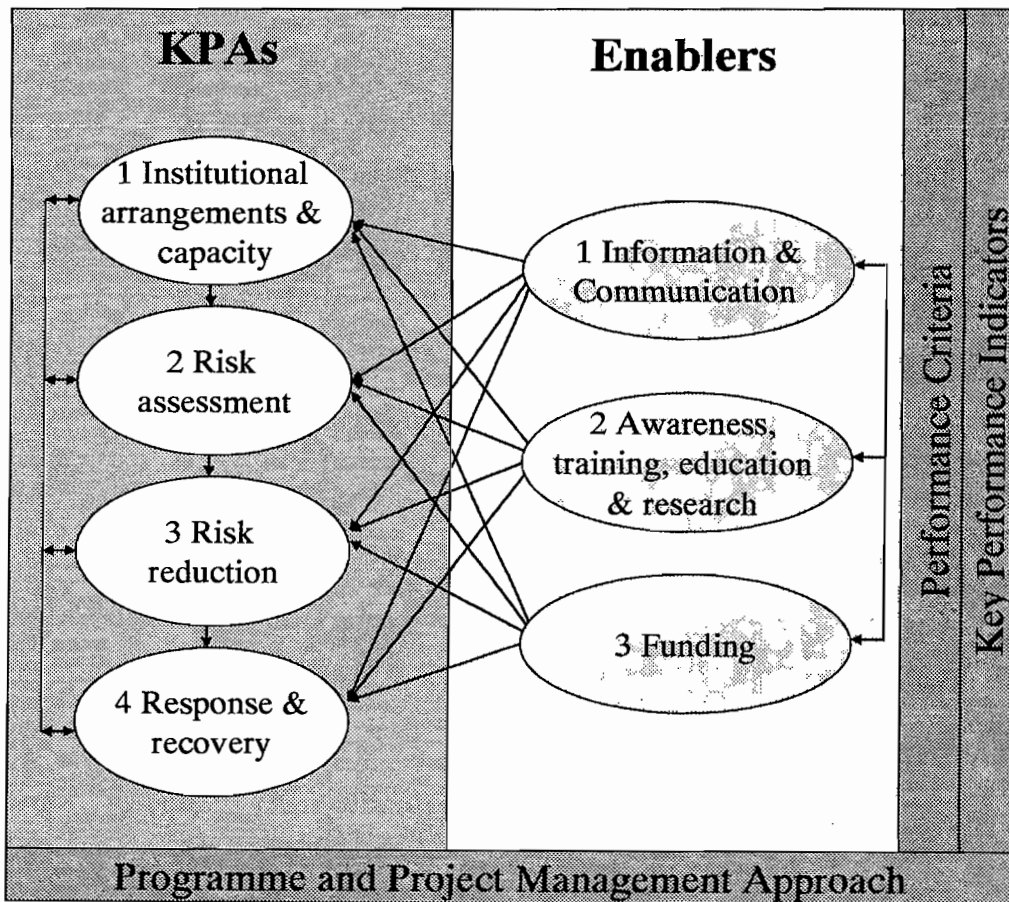
Although each area of performance is dealt with in a separate chapter there is total interdependence amongst all of the KPAs.

The three 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 illustrates the interdependencies between the 4 KPAs and 3 PEs in the Mpumalanga DRM Policy Framework**



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

framework is then amplified by specific supporting policies which are separated from the main body in cross referenced and hyperlinked sections.

In the policy 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.

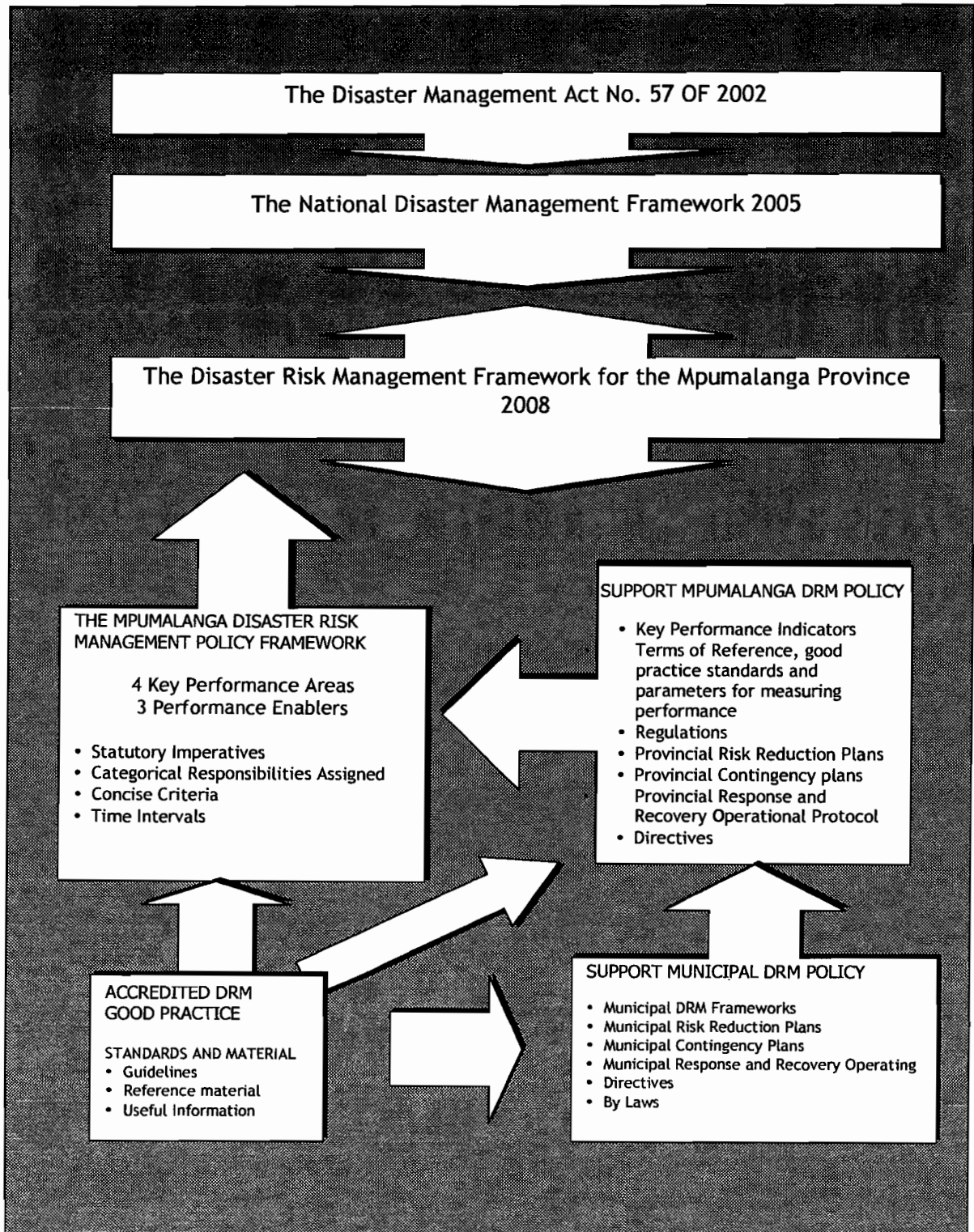
The body of the policy framework assigns categorical responsibilities to ensure clarity as to “**who**” must execute the imperative; concise criteria are defined to provide clear parameters as to “**how**” and “**why**” the imperative must be executed; and where relevant, time intervals are provided 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 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 policy framework.

**Diagram 2: The scope and structure of the Mpumalanga DRM policy framework**



#### 4 Custodian of the Mpumalanga DRMPF

The Head of the Disaster Risk Management Centre of the Mpumalanga Province is the custodian of the Disaster Risk Management Policy Framework and must ensure the regular review and updating of the plan.

The Head of the Centre must ensure that the procedures for the establishment and implementation of the policy framework and any amendments thereto, as prescribed by section 28 of the Act are executed; and that copies of the policy framework as well as any amendments thereto are submitted to:

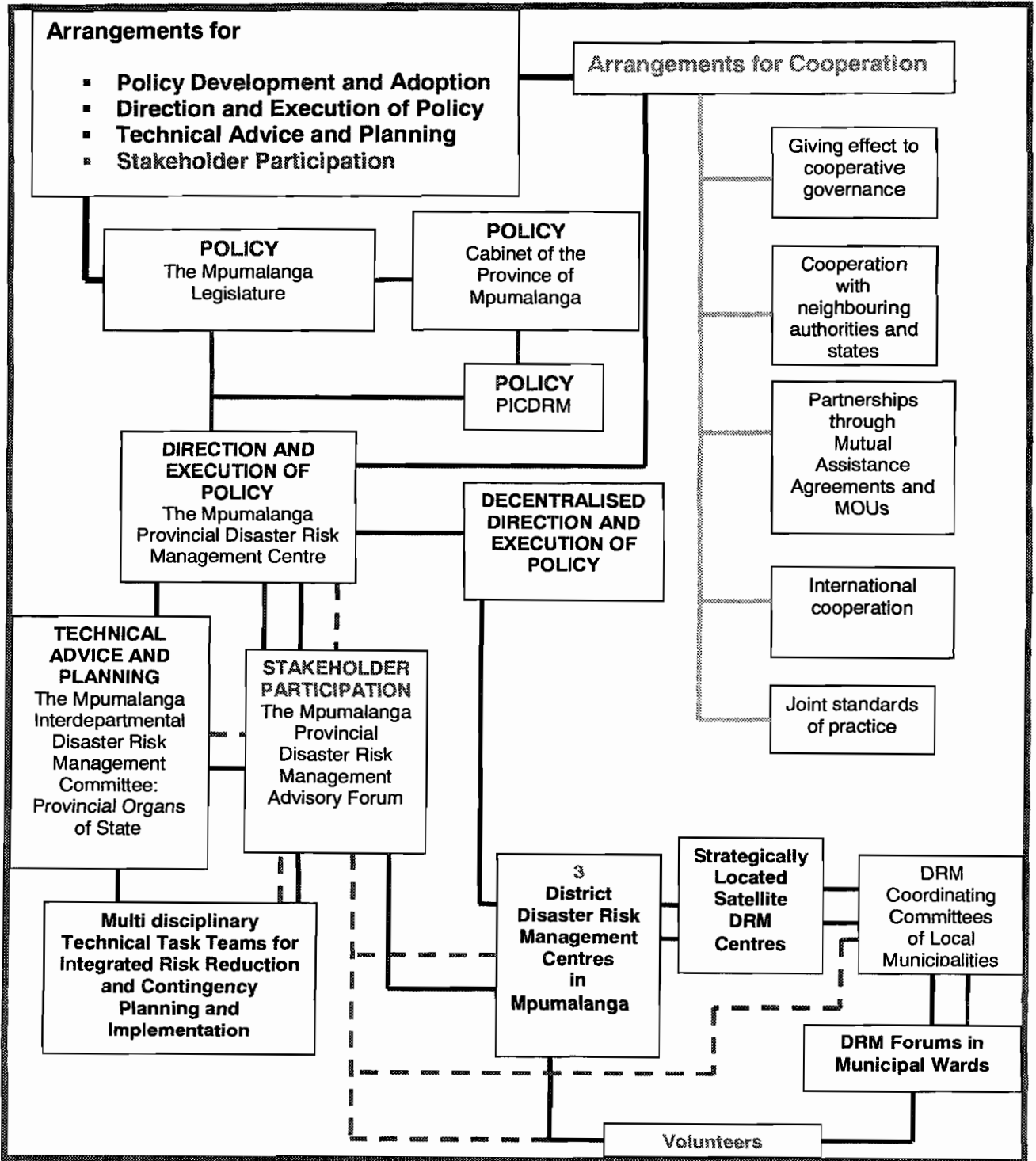
- the National Disaster Management Centre (NDMC); and
- the Disaster Risk Management Centre of each of the 3 district municipalities in the province.

#### 5 Key Performance Area 1: Integrated Institutional Capacity for Disaster Risk Management

The Provincial Disaster Risk Management Centre (PDRMC) must establish and maintain integrated institutional capacity for the development and implementation of disaster risk management policy and legislation in Mpumalanga

**Diagram 3 overleaf illustrates the arrangements for Integrated Institutional Capacity for DRM in Mpumalanga**

- \_\_\_\_\_ 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
- ..... Broken green lines indicate arrangements for coordination





### **5.1 Policy development and adoption**

The Premier must establish a Provincial Intergovernmental Committee for Disaster Risk Management (PICDRM) in Mpumalanga Province.

The Member of the Executive Council (hereinafter referred to as the MEC) responsible for the department in which the Disaster Risk Management Centre is located, is the chairperson of the Mpumalanga PICDRM.

The MEC must, in terms of section 126 of the Constitution, assign the powers and functions as determined in the Disaster Management Act to district municipalities within Mpumalanga Province.

The Mpumalanga PICDRM is accountable to the Provincial Executive Council and must function in accordance with documented terms of reference approved and adopted by the Executive Council. The terms of reference must be documented as supporting policy to this framework<sup>1</sup>.

The Mpumalanga PICDRM must establish mechanisms for the development and adoption of disaster risk management policy and legislation for the province<sup>2</sup>.

### **5.2 Integrated direction and execution of policy**

The Premier must establish a disaster risk management centre for the province.

In terms of section 1.2.1 of the National Disaster Management Framework, the Mpumalanga Provincial Disaster Risk Management Centre (Mpumalanga PDRMC) (hereinafter referred to as the centre) must be located closest to the highest level of decision making in the Province and should have the authority to cut across departments which have individual responsibilities for disaster

---

<sup>1</sup> SP 1: Terms of reference for the Mpumalanga PICDRM

<sup>2</sup> SP 2: The Policy Making Process

risk management. An interim measure until the establishment of a South African disaster risk management authority or similar entity is to locate the centre in the Office of the Premier. This will not only demonstrate the level of the province's commitment to reducing disaster risk in the province and the integration of risk reduction into developmental initiatives, but also facilitates the fast tracking of decision making when disaster strikes and improved disaster risk management planning and implementation.

The Premier must designate the department within which the Mpumalanga PDRMC must function.

### **5.2.1 Mpumalanga Provincial Disaster Risk Management Centre**

In order to enable the 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 in accordance with standards which comply with the national guidelines and which are approved and adopted by the Provincial Executive Council.

The standards must be documented as supporting policy to this framework<sup>3</sup>.

The centre must be permanently established and fully operational within 2 years of the date of the commencement of the Act.

#### **The Head of the Mpumalanga PDRMC**

The MEC must appoint a suitably qualified and experienced person as the Head of the Centre<sup>4</sup>.

The Head of the Centre may delegate or assign the functions of office to another official in the event that he or she is absent or otherwise unable to perform the functions of office. The HOD of the department responsible for

<sup>3</sup> SP3: Standard for the establishment and functioning of the Mpumalanga PDRMC

<sup>4</sup> SP4: Parameters for the appointment of the HoC and key output goals

administering the Act must give effect to such delegation or assignment of powers.

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; and to legislation governing the public service.

The Head of the Centre is responsible for the exercise by the centre of its powers and the performance of its duties in accordance with section 30(1) of the Act and 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 of the Centre performs the functions of office within the NDMF and the key responsibilities prescribed in the NDMF; and in Mpumalanga PDRMPF; subject to the policy directions of the MEC responsible for administering the Act, acting within the NDMF and Mpumalanga PDRMPF; and in accordance with the administrative instructions of the HOD of the Department in which the Mpumalanga PDRMC is located; and subject to the Public Finance Management Act, 1999.

In compliance with section 36 of the Act, the Head of the Centre must submit a report before 31 March annually, to the MEC who must submit the report to the provincial legislature within 30 days of receipt of the report from the Mpumalanga PDRMC. The Mpumalanga PDRMC must, at the same time that the report is submitted to the MEC, submit a copy of that report to the NDMC and to each MDRMC in the province.

### **5.2.2 Integrated execution of DRM policy amongst provincial organs of state**

In terms of the Act and the NDMF, each provincial organ of state must determine its role and responsibilities in relation to disaster risk management;

must assess its capacity to fulfill those responsibilities; and must develop and implement policy that is relevant for its functional area for the purposes of executing its disaster risk management responsibilities. Where capacity is lacking it must be supplemented by collateral support and the sharing of resources among organs of state, by engaging the assistance of the private sector and non governmental organizations. The parameters of such assistance must be clearly defined in mutual assistance agreements and/or memoranda of understanding which must be included in the policy of the relevant organ of state.

Disaster risk management responsibilities must be integrated into the routine activities of the various sectors and disciplines within the relevant provincial organs of state and their substructures. These responsibilities must be reflected in the job descriptions of the relevant role players in each organ of state and key performance indicators must be provided for the execution of those responsibilities.

The HOD of each provincial organ of state must identify and appoint a person to serve as the focal point for disaster risk management for the department. The responsibilities of DRM focal points must be executed in accordance with the responsibilities detailed in the relevant supporting policy to this framework.

The disaster risk management policy of all provincial organs of state must be developed, approved and adopted within 3 years of the commencement of the Act. Once adopted the relevant policies must be incorporated as supporting policy to this framework<sup>5</sup>.

In order to give effect to the principles of cooperative governance and to ensure integration and uniformity amongst provincial organs of state for the execution of DRM policy, the centre must establish an Interdepartmental Disaster Risk Management Committee (IDRMC) for the province.

---

<sup>5</sup> SP 5: Policy of provincial organs of state for the execution DRM

The purpose of the IDRMC is to provide a mechanism to ensure the integration of internal planning and the participation of all key departmental functionaries 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 documented as supporting policy to this framework<sup>6</sup>.

### **5.2.3 Integrating the execution of DRM policy between the provincial and the municipal spheres in the province**

The Head of the Centre must establish mechanisms to ensure integration and joint standards of practice in the execution of DRM policy amongst the Heads of Municipal DRMCs in the province and the PDRMC.

The mechanisms must be clearly defined and documented as supporting policy to this framework<sup>7</sup>.

### **5.2.4 Integrated direction and execution of DRM policy in the municipal sphere in the province**

Each district municipality in the province must establish arrangements for the integrated direction and execution of DRM policy by the said municipalities in the province.

In terms of the Act the heads of disaster risk management centres in the municipal sphere are mandated with important strategic responsibilities for the integrated execution of DRM legislation and policy across the sectors and disciplines. This applies both within the relevant municipality and between local municipalities and the other spheres of government; as well amongst

<sup>6</sup> SP 6: Standard for the establishment and functioning of the Mpumalanga IDRMC

<sup>7</sup> SP 7: Mechanisms for integrated direction and execution of DRM policy between spheres

external role players. The heads of municipal centres are tasked with statutory responsibility for the exercise by the centre of its powers and the performance of its duties; “and in accordance with the directions of the municipal council, takes all the decisions of the centre” in the exercise by the centre of those powers and the performance of those duties. In addition the execution of the statutory responsibilities of the head of the centre must be undertaken in accordance with the administrative instructions of the municipal manager.

The Councils of District Municipalities in the province must therefore ensure that disaster management centres are placed closest to the highest authority in the municipality if the objectives of the Act are to be pursued.

In order to give effect to national policy and legislation and to ensure integration, uniformity and joint standards of practice municipal arrangements for DRM must include:

- The establishment of MDRMCs in each District Municipality in the province consistent with national guidelines and in accordance with the standards for municipal disaster risk management centres as defined and documented in the supporting policy to this framework;
- The appointment of a Head for each municipal DRMC in the province;
- The establishment of mechanisms within every municipality in the province to ensure the integrated direction and execution of DRM policy and the integration of DRM planning and operations into the Municipal Integrated Development Plan and other development programmes in accordance with the guidelines defined and documented as supporting policy to this framework; and
- In the case of district municipalities decentralised arrangements must be established which must include the establishment of satellite centres in accordance with the guidelines defined and documented as supporting policy to this framework<sup>8</sup>.

---

<sup>8</sup> SP 8: Standard for the establishment of Satellite Disaster Risk Management Centres

### **5.3 Stakeholder participation and technical advice**

The centre must establish arrangements to enable stakeholder participation and the engagement of technical advice in DRM planning and operations in the province.

#### **5.3.1 Provincial arrangements to engage stakeholder participation and technical advice**

Arrangements to enable stakeholder participation and the engagement of technical advice in the province must include but not be confined to:

- The establishment of the Mpumalanga Provincial Disaster Risk Management Advisory Forum (PDRMAF) hereinafter referred to as the forum, composed of representatives of all key DRM stakeholders in the province, including the heads of MDRMCs in the province and of neighbouring authorities; as well as representatives of disaster risk management structures in Mozambique and Swaziland.
- The establishment and tasking of technical task teams for the development and the implementation of plans for disaster risk management based on the disaster risk profile of the province. Plans to be developed by technical task teams must include contingency plans for known priority risks; operational plans for response and recovery; vulnerability reduction plans; and plans for specific priority risk reduction programmes and projects; including any projects and programmes originating from the Mpumalanga DRM strategic planning process; and any other disaster risk management programmes and operations for the province. Technical task teams must develop their own terms of reference which define the minimum composition, the scope of operations, responsibilities, reporting, budgeting and time frames for each project;
- The forum and technical task teams must function in accordance with terms of reference which define the composition and the scope of the forum's operations and which are documented as supporting policy to this framework<sup>9</sup>;

---

<sup>9</sup> SP 9: Standard for the establishment and functioning of the Mpumalanga PDRMAF

- The development, adoption and implementation of a programme for the recruitment, training and participation of volunteers in DRM in the province<sup>10</sup>; and
- The management of all DRM projects undertaken in the province must be methodologically and technologically compliant with the specifications approved and adopted by the National Disaster Management Centre<sup>11</sup>;

### **5.3.2 Municipal arrangements to engage stakeholder participation and technical advice**

Arrangements to enable stakeholder participation and the engagement of technical advice in municipalities must include but not be confined to:

- The establishment of a Municipal Disaster Risk Management Advisory Forums (MDRMAF) in each District Municipality in the province. Municipal disaster risk management advisory forums must be composed of representatives of all key DRM stakeholders in the relevant municipality; the head/s of neighbouring MDRMCs; representative/s of the provincial disaster risk management centre. Municipal disaster risk management advisory forums must function in accordance with terms of reference which define the minimum composition and their scope of operations. Such terms of reference must be included in the disaster risk management policy framework of the relevant municipality;
- The establishment and tasking of technical task teams for the development and the implementation of municipal plans for disaster risk management which must include risk reduction plans based on the findings of disaster risk assessments. Plans to be developed by technical task teams must include contingency for known priority risks; for response and recovery operations; for vulnerability reduction; and for specific priority risk reduction programmes and projects for high risk groups, communities, areas and developments with multiple vulnerabilities; and for any other relevant disaster risk management programmes and operations in the municipality. Technical task teams must function in accordance with terms

---

<sup>10</sup> SP 10: Programme for the recruitment, training and participation of volunteers in DRM

<sup>11</sup> SP 11: National Directive: Approved and adopted project management methodology



of reference which define the minimum composition, the scope of operations, reporting, budgeting and time frames for each technical task team. Such terms of reference must be included in the policy disaster risk management policy framework of the relevant municipality;

- The management of all DRM projects undertaken in the municipality must be methodologically and technologically compliant with the specifications approved and adopted by the National Disaster Management Centre; and
- The development, adoption and implementation of standards for the establishment of integrated institutional arrangements and planning in the metropolitan, district and local municipalities in the province including in municipal wards.

#### ***5.4 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 establish links with neighbouring provinces and with Mozambique and the Kingdom of Swaziland for the purposes of integrating and coordinating DRM initiatives, planning and operations; establishing joint standards of practice; as well as to foster cooperation with international role players in DRM.

##### **5.4.1 Cooperative governance**

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

- The development of mechanisms to strengthen capacity by facilitating and fostering partnerships between existing structures, organisations and institutions and engaging existing skills and expertise within provincial and municipal spheres, across provincial and municipal boundaries, with institutions of higher learning, the private sector, NGOs and with communities;

- Concluding mutual assistance agreements (MAAs) and memoranda of understanding (MOUs) with such alliance partners; and
- Developing and adopting standards for MAAs and MOUs which are included as supporting policy to this framework; and which are in accordance with the national guideline which provide the legal framework and include the necessary details relating to financial arrangements, reimbursements and liability<sup>12</sup>.

#### **5.4.2 Cooperation with national and municipal spheres and with neighbouring states**

The centre must establish and maintain mechanisms to facilitate cooperation with national and municipal spheres as well as between municipalities which must include but not be confined to:

- Participation by the responsible MEC in the ICDM at National sphere and in MINMEC;
- Participation of the portfolio councillors responsible for DRM in district municipalities in the Mpumalanga PICDRM;
- Participation of SALGA in the Mpumalanga PICDRM;
- Participation of the Head of the Centre in the NDMAF;
- Participation by the Head of the Centre in the meetings of the NDMC with the Heads of PDRMCs;
- The development of and participation in Provincial Disaster Assistance Response Teams (PDARTs);
- Participation by the Head of the Centre in the DRMAFs of the neighbouring provinces of Mpumalanga and in any relevant disaster risk management forums in Mozambique and Swaziland; as well as in planning teams for specific identified priority cross boundary risks;
- Participation of heads of municipal disaster risk management centres in the Mpumalanga PDRMAF;
- Participation by the Head of the MDRMCs in the DRMAFs of neighbouring municipalities;

---

<sup>12</sup>SP 12: Standard for Mutual Assistance Agreements and Memoranda of Understanding

- Inviting participation of the heads of neighbouring disaster risk management centres and of relevant disaster risk management structures in Mozambique and Swaziland in the Mpumalanga PDRMAF and in relevant MDRMAFs as well as in planning teams for specific identified priority cross boundary risks;
- Participation by the Head of the PDRMC and of MDRMCs in IDP and other developmental planning structures; and
- Developing and implementing mechanisms for:
  - information sharing
  - standards for information management systems and for strategic communication links
  - compiling directories of institutional role players and resource databases
  - submission of DRM plans, reports and reviews to other spheres and to neighbouring centres

#### **5.4.3 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; offering reciprocal assistance to neighbouring states in respect of applicable disaster risk management expertise and resources, where available; seeking membership of international bodies and professional institutes; and establishing links with disaster management centres, entities and professionals performing similar function in other countries.

## **6 Key Performance Area 2: Disaster Risk Assessment (DRA)**

The centre must develop a standard in accordance with the NDMF and supporting guidelines for the assessment and ongoing monitoring of disaster risk in the province. The standard must inform disaster risk management planning in the province and in municipalities; and the development and application of disaster risk reduction policies; and priority setting for risk reduction programming undertaken by provincial organs of state, municipalities and other role players in the province<sup>13</sup>.

The centre must ensure that the methodology used in all disaster risk assessments undertaken in the province is in accordance with the standard.

The disaster risk assessment standard must establish the criteria for, but need not be confined to, the following elements:

- Assessing disaster risk;
- Generating an Indicative Provincial Disaster Risk Profile (IPDRP) for the province;
- Risk and hazard mapping;
- Interfacing disaster risk assessment findings with disaster risk management planning;
- Responsibilities for monitoring, updating and disseminating disaster risk information; and
- Quality control.

The centre must ensure that all provincial organs of state with disaster risk management responsibilities execute systematic disaster risk assessments prior to the implementation of any risk reduction programme; that disaster risk assessments are an integral component of the planning phase of all developments of provincial significance and of provincially significant initiatives that affect the natural environment; and that disaster risk

---

<sup>13</sup> SP 13: Standard for conducting disaster risk assessments in the Mpumalanga Province

assessments are undertaken when indicators suggest changing patterns of risk that could increase the risk of provincially significant disaster impacts.

The centre as well as the provincial organs of state and the municipal disaster centres in the province commissioning disaster risk assessments must appoint a Technical Advisory Committee (TAC) to monitor progress and to assist with the validation and/or interpretation of the findings. The TAC must function in accordance with predetermined terms of reference and in accordance with the mechanisms identified and documented as supporting policy to this framework<sup>14</sup>.

The relevant provincial organs of state; municipal departments and municipal entities must, in consultation with the TAC, determine the intervals at which the review of disaster risk assessments must be undertaken for their functional area.

All proposed disaster risk assessments planned by provincial organs of state and municipalities in the province must be submitted to the provincial centre and to the National Disaster Management Centre for technical review by the TAC before being commissioned.

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

---

<sup>14</sup> SP 14: Standard for the establishment and functioning of TACs

## **7 Key Performance Area 3: Disaster Risk Reduction**

Integrated disaster risk management plans and risk reduction programmes must be developed and implemented by all stakeholders with disaster risk management responsibilities in the province and in municipalities in accordance with this policy framework.

### ***7.1 Disaster Risk Management Policy Frameworks***

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

Each District Municipality in the province must develop and implement a disaster risk management policy framework, which is consistent with the National DMF, and the disaster risk management policy framework of the Mpumalanga Province.

The Mpumalanga PDRMC must submit a copy of its disaster risk management policy framework to the NDMC; to all the MDRMCs in the province; to neighbouring PRMCs; and to other relevant DRM Centres and authorities.

All municipal disaster risk management centres in the province must submit copies of their disaster risk management policy 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, provincial DRM policy frameworks; as well as for all municipal disaster risk management policy frameworks

developed and established in the province. Such mechanisms must be documented as supporting policy to this framework<sup>15</sup>.

## **7.2 Disaster Risk Management Plans**

The centre must develop and implement a standard for disaster risk management planning in the province, which is consistent with the national guideline to ensure the adoption of uniform methodology to achieve integrated, holistic and coordinated planning. The standard must define the minimum composition and scope of disaster risk management plans in accordance with the levels of plans prescribed in the national disaster risk management framework for the relevant spheres and entities and must be included as supporting policy to this framework<sup>16</sup>.

Every provincial and municipal organ of state and municipal entity with disaster risk management responsibilities must develop and submit disaster risk management plans to the NDRMC, the PDRMC and the relevant MDRMC.

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 province.

The centre must prescribe deadlines for the submission of disaster risk management plans by provincial organs of state and by municipalities.

## **7.3 Review of DRM policy frameworks and plans**

All provincial and municipal disaster risk management policy frameworks and plans must be reviewed at least every two years as evidenced in annual reports to the relevant DRMCs. In addition the relevant provincial and

---

<sup>15</sup> SP 15: Mechanisms for processing provincial and municipal DRMFs in Mpumalanga

<sup>16</sup> SP 16: Standard and scoping of disaster risk management plans for Mpumalanga

municipal disaster risk management policy framework and plans must be reviewed following any significant event and/or disaster.

#### ***7.4 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 included in annual reports to the national disaster management centre, the provincial and municipal centres as specified by the Disaster Management Act, 2002. The results must be disseminated via the provincial disaster risk management website.

#### ***7.5 Integrating risk reduction planning into other developmental planning***

The centre must ensure that contingency plans and risk reduction plans, programmes and projects are incorporated into Integrated Development Plans, Spatial Development Frameworks, Environmental Management Plans and other strategic developmental plans and initiatives taking place in the province.

## **8 Key Performance Area 4: Disaster Response and Recovery**

### ***8.1 Dissemination of early warnings***

The centre must ensure the technical identification and monitoring of hazards and must prepare and issue hazard warnings of provincial significance. The centre must develop and implement communication mechanisms and strategies to ensure that such warnings reach at-risk communities, areas and developments.



The centre must identify and establish strategic inter sectoral, multi disciplinary and multi agency communication mechanisms and must ensure that such 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 province which must be documented and included as supporting policy to this framework<sup>17</sup>.

## ***8.2 Disaster Assessment***

The centre must establish mechanisms for the application of standard disaster assessment using uniform methodologies in accordance with the national guideline to ensure the provision of immediate and appropriate response and relief measures; to facilitate the classification of events as disasters and for the declaration of states of disaster; to facilitate the prioritisation and implementation of appropriate rehabilitation and reconstruction measures by provincial and municipal organs of state and other municipal entities; and for the costing of disasters and significant events.

Standards for conducting disaster assessment in the province which are consistent with the national guideline must be documented and included as supporting policy to this framework<sup>18</sup>.

## ***8.3 Disaster classification of disasters and declaration of states of disaster and conducting disaster reviews***

The Head of the centre is responsible for the strategic coordination and management of response to non security related disasters or states of disaster classified as provincial disasters which occur or are threatening to occur and must make recommendations to the appropriate organ of state or

---

<sup>17</sup> SP 17: Mpumalanga Disaster Risk Management Communication Plan

<sup>18</sup> SP 18: Standards for conducting disaster assessments

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<sup>19</sup>.

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

Reviews and research reports of significant events, trends and disasters occurring in the province must be routinely submitted to the provincial centre and to the national centre and must also be disseminated to stakeholders.

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.

#### ***8.4 Integrated response and recovery operations***

Through the mechanisms of the Mpumalanga PDRMAF the centre must identify and assign primary responsibility to relevant organs of state for contingency planning and for the coordination of known priority hazards. Supporting stakeholders must be identified and assigned responsibilities.

Organs of state assigned with primary responsibility must facilitate the development of contingency plans for known priority hazards and must ensure that such plans are reviewed and updated annually and following significant events and disaster which has occurred.

The centre must identify agencies with responsibilities for the various operational activities associated with disaster response and recovery and

---

<sup>19</sup> SP 19: Mechanisms for the classification and declaration of disasters

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 such FOS are reviewed and updated simultaneously with that of contingency plans.

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 with procedures.

The centre must ensure the development of regulations and directives, which are consistent with national regulations, and directives 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<sup>20</sup>.

The centre must monitor the implementation of and compliance with such regulations and directives.

### ***8.5 Relief measures***

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

The centre must monitor the implementation of and compliance with such regulations and directives.

---

<sup>20</sup> SP 20: Regulations and directives for the practice and management of multi agency response and recovery operations

### ***8.6 Integrated reconstruction and rehabilitation measures***

The centre must establish multidisciplinary technical task teams for post disaster rehabilitation and reconstruction and must identify a lead agency and assign primary responsibility to the lead agency for the management of each project using project management methodologies which must include mechanisms for the monitoring and submission of regular progress reports to the centre.

## **9 Performance Enabler 1: Information management and communication**

A 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 standards, must be developed and implemented.

### **9.1 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 standards.

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

### **9.2 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 province and in municipalities 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; and
- Funding mechanisms and financial controls.

## **10 Performance Enabler 2: Knowledge management**

Comprehensive mechanisms for knowledge management supported by scientific research must be developed and implemented to promote a culture of risk avoidance amongst stakeholders and role players.

### ***10.1A provincial analysis of knowledge management needs and resources***

The centre must conduct a scientific analysis of knowledge management needs and resources 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 knowledge management programmes.

### ***10.2 A provincial knowledge management framework for DRM***

The centre must develop and implement a knowledge management framework for disaster risk management in the province based on the needs and resource analysis<sup>21</sup>.

### ***10.3 Provincial knowledge management programmes***

The centre must promote, support and monitor the implementation of knowledge management programmes for disaster risk management in the province in accordance with national standards.

---

<sup>21</sup> SP 21: Mpumalanga Knowledge Management Framework for Disaster Risk Management

#### ***10.4 Research programmes, and information and advisory service***

The centre must establish a strategic research agenda for the province and must promote the participation of research institutions in provincial 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 research database and to a comprehensive disaster risk management advisory service.

## **11 Performance Enabler 3: Funding arrangements for disaster risk management**

The centre must determine funding arrangements for disaster risk management in the province, which must include but not be confined to funding for:

- the establishment of institutional arrangements for disaster risk management;
- conducting disaster risk assessments;
- planning and implementing disaster risk reduction;
- disaster response and recovery; and
- Knowledge management for disaster risk management stakeholders.

The funding arrangements for disaster risk management in the province must be approved and adopted by the Executive Council.

The disaster risk management funding arrangements must be included as supporting policy to this framework and must be reviewed annually<sup>22</sup>.

---

<sup>22</sup> SP 22: Mpumalanga Disaster Risk Management Funding Directive