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cooperative governance

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

Branch: Disaster Management
*Chief Directorate: Disaster
Management Legislation, Policy and
Compliance Management*

National Urban Search and Rescue Framework

Urban Search and Rescue Framework

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1. STRATEGIC CONTEXT

1.1 INTRODUCTION

Africa is the only continent whose share of reported disasters in the world has increased over the past decade. More people are affected by natural hazards and economic losses incurred are rising. Disaster impacts have become an impediment to sustainable development in Africa. South Africa faces increasing levels of disaster risk. It is exposed to a wide range of weather hazards, including drought, cyclones and severe storms that can trigger widespread hardship and devastation. In addition, South Africa's extensive coastline and proximity to shipping routes present numerous marine and coastal threats. Similarly, our shared borders with six southern African neighbours present both natural and human-induced cross-boundary risks, as well as humanitarian assistance obligations during times of emergency.

Disasters are the ultimate test of emergency response capability. The ability to effectively deal with disasters is becoming more relevant because of factors that tend to increase risk. Disaster response activities are actions taken at a time when a disaster strikes (or prior to impact, if the event is predicted or forecasted) that are intended to reduce threats to life-safety, secondary hazards and losses occasioned by the event. These include warning, evacuation, protection of lives and property, search and rescue; care of those who are injured; provision of emergency shelter for victims; damage assessment; debris removal; and other activities that take place during the post-impact emergency period.

Adequate procedures to deal with disaster situations and relief measures must be planned prior to the event, with strong legislation to empower those responsible to carry out the tasks. Careful planning is required to coordinate the effective use of resources, both human and physical, for saving of lives and property, limiting damage to the environment, and the return to a normal lifestyle as soon as possible.

1.2   BACKGROUND

Like many countries in the world, South Africa is at risk from a wide range of natural, technological and environmental hazards that can lead to disasters such as droughts, floods, major fires, tornadoes, major oil spills and even earthquakes. Disasters have occurred across the millennia often with devastating loss of life, infrastructure and damage to the environment. As humans became more technologically advanced, their perceptions of disasters changed. At first disasters were seen as divine intervention and was often associated with anger of the higher being. However as time and human development progressed so the perception of disasters changed. Humankind now focus its attention not only on developing strong response systems, but on placing huge emphasis on disaster capacity building, prevention, risk reduction and mitigation strategies.

The nature of disasters places huge pressures on the resources available to deal with its effects. Analysis of disasters occurring before 1988 often-exposed communication and coordination difficulties due to response strategies that were only formulated after the event occurred. The thinking at the time was almost entirely centred on response capacity building and as a result it was believed that dedicated planning could only commence once an incident occurred due to the different nature of disasters. It was clear that a mechanism was required to coordinate and organise scarce resources in an appropriate manner before incidents occur to make the biggest possible impact during the initial stages of the disaster once it occurred, particularly so in rapid onset disasters.

In order to address these difficulties and following initiatives of international disaster management teams that responded to the Armenia   earthquake   in   1988,   the International Search and Rescue Advisory Group (INSARAG) was established on 19 December 1991 by the United Nations (UN) Resolution 46/182 to which South Africa is a signatory. The Field Coordination Support Section (FCSS) in the Emergency Services Branch (ESB) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) based in Geneva functions as the INSARAG secretariat.

INSARAG is a global network of more than 80 countries and disaster response organizations under the United Nations umbrella. INSARAG deals amongst other with USAR related issues and aim to establish standards for international USAR teams and methodologies for international coordination in disaster response. The INSARAG Mandate entails the development of effective international USAR procedures and operational standards, implementation of UN General Assembly Resolution 57/150 of 22 December 2002 on "Strengthening the effectiveness and coordination of USAR assistance", improving cooperation and coordination amongst international USAR teams at disaster sites, promoting activities to improve USAR preparedness in disaster prone countries, development of standardized guidelines and procedures and sharing of best practices amongst national and international USAR teams and defining standards for minimum requirements of international USAR teams.

1.3   PURPOSE OF FRAMEWORK

The purpose of the National Urban Search and Rescue (USAR) framework is to elucidate the exact scope wherein USAR is to be organised and thereby guiding the development and operational functioning thereof. The USAR framework intends to provide a single framework and enabling environment for the National Disaster Management Centre, Provincial and Municipal Disaster Management Centres, other government departments and stakeholders to address the challenges inherent in USAR.

2.   LEGISLATIVE MANDATE

The primary responsibility for disaster management in South Africa rests with the government. In terms of section 41 (1) (b) of the Constitution of the Republic of South Africa, all spheres of government are required to *"secure the well-being of the people of the Republic"*. Part A of Schedule 4 of the Constitution identifies disaster management and related issues as areas of concurrent national and provincial legislative competencies. This means that both national and provincial government have powers and responsibilities in relation to disaster management. Local government is also

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empowered to deal with a number of functions which are closely related to disaster management under Part B of Schedule 4 and 5 of the Constitution.

The Department of Cooperative Governance through the National Disaster Management Centre (NDMC) is mandated to administer the Disaster Management Act, 2002 (Act No.57 of 2002) and the Fire Brigade Services Act, 1999 (Act No. 99 of 1987) which forms the legislative basis upon which disaster management, fires services and related matters are dealt with in the Republic. This mandate places a significant responsibility on the Departments' role to ensure that disaster management framework development processes addresses the needs of all phases of disaster management including the need for a rapid and effective response to disasters which, amongst others necessitate the development of an Urban Search and Rescue Framework (USAR). This USAR framework is governed by the Disaster Management Act, 2002 (Act No.57 of 2002), National Disaster Management Framework, 2005 and the Fire Brigade Services Act, 1999 (Act No. 99 of 1987) as administered by the department.

2.1   DISASTER MANAGEMENT ACT, 2002 (Act No. 57 of 2002) (DMA)

The DMA is the cornerstone of disaster management in South Africa. It provides inter alia for an integrated and coordinated 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. This act also makes provision for the establishment of national, provincial and municipal disaster management centres which are the principal functional units for disaster management in the respective spheres of government. The DMA also introduces the concept of disaster management volunteers and set out relevant framework principles. The DMA defines a disaster as a progressive or sudden, widespread or localised, natural or human-caused occurrence which causes or threaten to cause; death, injury or disease, damage to property, infrastructure or the environment or disruption of the life of a community and is of a magnitude that exceeds the ability of those affected by the disaster to cope with its effects using only their own resources.

2.2   NATIONAL DISASTER MANAGEMENT FRAMEWORK, 2005

The National Disaster Management Framework (Framework) is the legal instrument specified by the DMA to address such needs for consistency across multiple interest groups, by providing *"a coherent, transparent and inclusive framework on disaster management appropriate for the Republic as a whole".* The Framework specifies that the NDMC is responsible for establishing effective institutional arrangements for the development and approval of integrated disaster risk management framework. The Framework comprises four Key Performance Areas (KPAs) and three supportive enablers required to achieve the objectives set out in the KPAs. KPA 4 presents implementing priorities concerned with disaster response and recovery and rehabilitation. The point of departure in terms of this KPA is that, when a significant event or disaster occurs or is threatening to occur, it is imperative that there must be no confusion as to roles and responsibilities and the necessary procedures to be followed.

The Framework also recognises the strategic importance of regional co-operation for the purpose of disaster management and specifies that appropriate mechanisms must be initiated to establish a forum in which such co-operation can be achieved. This is based on the recognition that measures taken in South Africa have the potential to increase or reduce risk in neighbouring countries and that similarly, threats in countries beyond South Africa's borders have the potential to increase or reduce disaster risk in the country. The Framework also encourage active support and participation by South Africa in the strategies and efforts of the international community to reduce disaster risk in order for the country to remain at the cutting edge of developments, to learn from international best practice and to be in a position to contribute to global thinking on disaster management.

2.3   THE FIRE BRIGADE SERVICES ACT, 1987 (Act No. 99 of 1987) (FBSA)

The Constitution assigns local government executive authority for the provision of matters listed in Schedule 4B with fire services being amongst these matters. The FBSA further legislate the provision of fire services by providing for the establishment, co-

ordination and standardization of fire brigade services across in the municipal sphere and private sector, the latter being referred to as designated services. A service established in terms of the Constitution and the FBSA must maintain such a fire brigade service for the following different purposes:

- Preventing the outbreak or spread of fire;

- Fighting or extinguishing a fire;

- The protection of life or property against a fire or other threatening danger;

- The rescue of life or property from a fire or other danger;

- Subject to the provisions of the Health Act, the rendering of an ambulance service as an integral part of the fire brigade service; and

- The performance of any function connected with any of the matters referred to above.

2.4   THE NATIONAL HEALTH ACT, 2003 (Act No. 61 of 2003)

This Act provide a framework for a structured uniform health system within the Republic, taking into account the obligations imposed by the Constitution and other laws on the national, provincial and local governments with regard to health services. The Act also makes provision for emergency treatment and stipulates that a health care provider, health worker or health establishment may not refuse a person emergency medical treatment.

3.   INTERNATIONAL GUIDING INSTRUMENTS

3.1   UNITED NATIONS RESOLUTION 57/150 (22 December 2002)

South Africa is a signatory to the United Nations (UN) and has obligations in terms of UN Resolution **57/150** "*Strengthening the Effectiveness and Coordination of International Urban Search and Rescue Assistance*" which was adopted on 26

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December 2002. The resolution also recognises the guidelines develop by the INSARAG, as a flexible and helpful reference tool for disaster preparedness and response efforts by:-

- Stressing the need to improve efficiency and effectiveness in the provision of international urban search and rescue assistance, with the aim of contributing towards saving more human lives;

- Encouraging efforts aiming at strengthening INSARAG and its regional groups, particularly through the participation in its activities of representatives from a larger number of countries;

- Urging all States, consistent with their applicable measures relating to public safety and national security, to simplify or reduce, as appropriate, the customs and administrative procedures related to the entry, transit, stay and exit of international urban search and rescue teams and their equipment and materials, taking into account the Guidelines of the INSARAG particularly concerning visas for the rescuers and the quarantining of their animals, the utilisation of air space and the import of search and rescue and technical communications equipment, necessary drugs and other relevant materials;

- Also urging all States to undertake measures to ensure the safety and security of international urban search and rescue teams operating in their territory;

- Further urging all States that have the capacity to provide international urban search and rescue assistance to take the necessary measures to ensure that international urban search and rescue teams under their responsibility are deployed and operate in accordance with internationally developed standards as specified in the Guidelines of INSARAG, particularly concerning timely deployment, self-sufficiency, training, operating procedures equipment, and cultural awareness;

- Reaffirming the leadership role of the United Nations Emergency Relief Coordinator in supporting the authorities of the affected State, upon their request, in coordinating multilateral assistance in the aftermath of disasters;

- Encouraging the strengthening of cooperation among States at the regional and sub regional levels in the field of disaster preparedness and response, with particular respect to capacity-building at all levels;

- Encouraging Member States, with the facilitation of the Office for the Coordination of Humanitarian Affairs of the Secretariat and in cooperation with INSARAG, to continue efforts to improve efficiency and effectiveness in the provision of international urban search and rescue assistance, including the further development of common standards; and

- Reaffirming that each State has the responsibility first and foremost to take care of the victims of natural disasters and other emergencies occurring on its territory and, hence, the affected State has the primary role in the initiation, organisation, coordination and implementation of humanitarian assistance within its territory.

The INSARAG Guidelines aim to provide a methodology for the country affected by a sudden onset disaster causing large-scale structural collapse as well as international USAR teams responding to the affected country. They also outline the role of the UN assisting affected countries in on-site coordination.

4. GUIDING FRAMEWORK PRINCIPLES

In striving to meet the USAR framework objectives, the national government will be guided by the following broad principles:

- The need to save lives;
- The promotion of USAR as a critical facet of disaster management;
- Integrated and co-ordinated USAR is based on partnerships and co-operative governance between all spheres of government;
- Efficient and cost-effective USAR must be based and built upon existing capacity in government, the private sector and civil society.

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The principles guiding the implementation of this Framework are in keeping with the imperatives of the Constitution, DMA, FBSA, the INSARAG Guidelines, Batho Pele Principles, and other related policies.

5. CURRENT SOUTH AFRICAN URBAN SEARCH AND RESCUE CAPABILITY

5.1 Over the past 10 years, dedicated officials at various levels of government and later in partnership with Non Governmental Organizations (NGOs developed USAR capabilities centred mainly in the Gauteng and Western Cape provinces. Despite the absence of a National USAR framework the organisation, deployment and the development of the resources progressed to a point where successful interventions could be made at major local incidents including the floods of Limpopo in 2000, fires in the Western Cape in 2002, fires in Mpumalanga 2007, fires in Limpopo in 2008 and various international calls for assistance during earthquakes in Turkey in 1999, India in 2001, Iran in 2003, Algeria in 2003, Pakistan in 2005, Haiti in 2010 and more recently the tsunami in Japan in 2011. The initial development process and the responses alluded to in the above were made possible through funding provided by amongst others the state, NGO's, foreign development agency donor funds, local business sponsorships and funds donated by the public when requested to do so.

5.2 In spite of the exceptional results that were obtained during these deployments, USAR capacity available in the country remains inadequate and has largely been based on volunteers, deployed by their respective employers that are brought together by the dedicated officials in times when needed. This situation is not conducive to achieving the objectives as set out in the disaster management framework of the Republic and is not in keeping with the international agreements that the country ratified.

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5.3 The diversity of expertise and equipment required for these incidents can only be assembled into an effective team through the development and implementation of an integrated multi-agency response team.

5.4 In April 2009 a small team, led by members of the Gauteng Provincial Disaster Management Centre (PDMC), started work on developing a generic Standard Operating Procedure (SOP) manual. The Western Cape PDMC also initiated a similar process which culminated in an additional draft SOP manual. It is envisioned that these draft SOPs will form the backbone of further development by the national technical task team in terms of ensuring a uniform set of USAR SOP's for the Republic.

6. SCOPE, APPLICATION AND DEVELOPMENT OF USAR

6.1 Industrialisation, urbanisation, underdevelopment, poverty, illiteracy and the growth in the world population increases community vulnerability as more people are forced to live in areas that are prone to natural hazards or may be affected by human induced calamities. Evidence suggests that disasters are on the increase in scope, scale and frequency thus placing more people at risk more. USAR can contribute significantly to the initial search and rescue phase of a calamity and also in setting up the initial coordination structures that is needed for effective coordination of ongoing disaster management initiatives.

6.2 Disaster management preparations must include a multi-hazard approach in the form of the classic disaster management cycle depicted in (**Figure 1**) which includes, hazard analysis, vulnerability analysis, mitigation and prevention strategies, preparedness planning and capacity building, prediction and early warning systems, emergency response and recovery.
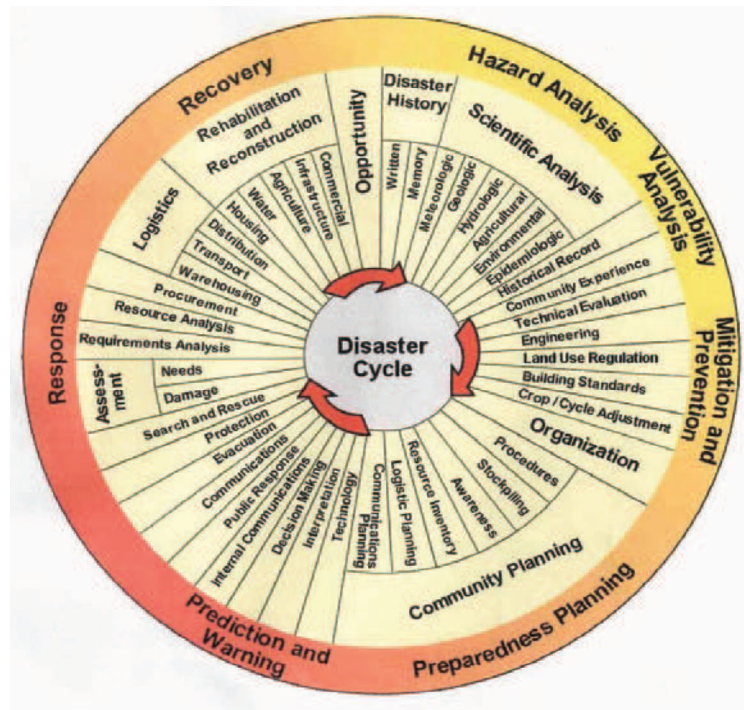
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Figure 1: Disaster Management cycle

6.3   USAR operates in the sphere of specialist response of the disaster cycle and is defined by the INSARAG guidelines as the processes used to safely remove entrapped victims from collapsed structures and other places of entrapment. By design, the processes describe the steps to manage the responding team (including logistical needs), how to search for victims, the techniques for their rescue and medical treatment of survivors. Typically, these steps are employed following the structural collapse incidents caused by earthquakes, cyclones, terrorist activity severe weather amongst others. However, the coordination concepts used by USAR teams is applicable to all major incidents and disasters whether anthropogenic or naturally occurring. Five key components listed in (**Figure 2**) make up the operational USAR team management concept, namely Team Management, Logistics, Search, Rescue and Medical.

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                        ┌──────────────┐
                        │ Team Leader  │
                        └──────────────┘
              ┌──────────────┐   ┌──────────────┐
              │  Planning    │   │Safety/Security│
              └──────────────┘   └──────────────┘
              ┌──────────────┐   ┌──────────────┐
              │   Public     │   │   Liaison    │
              │ Information  │   │              │
              └──────────────┘   └──────────────┘
      ┌─────────────┐  ┌─────────────┐  ┌─────────────┐
      │ OPERATIONS  │  │ Specialized │  │  LOGISTICS  │
      └─────────────┘  └─────────────┘  └─────────────┘
         ┌──────────┐   ┌──────────┐   ┌──────────────┐
         │  SEARCH  │   │ Haz Mat  │   │Communications│
         └──────────┘   └──────────┘   └──────────────┘
         ┌──────────┐   ┌──────────┐
         │  RESCUE  │   │Engineering│
         └──────────┘   └──────────┘
         ┌──────────┐   ┌──────────┐
         │ MEDICAL  │   │  Rigging │
         └──────────┘   └──────────┘
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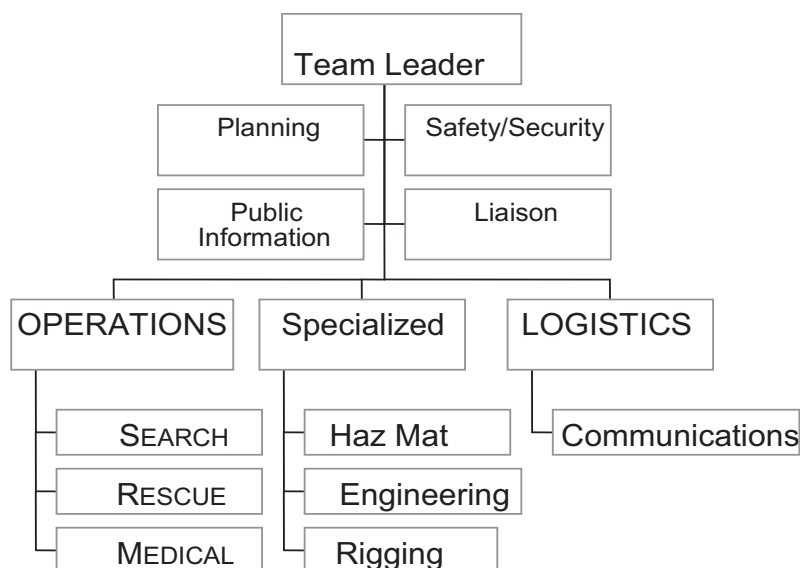
Figure 2: Team Management Process

6.4   A USAR team is an end result of focussed planning, budgeting and training undertaken locally to address a local need. By coordinating local planning, it is possible to integrate the response capacity in a scalable manner to address incidents of larger scale. In the development of USAR teams, local government must first determine the capacity required for its particular geographic area of response. Typically, a resource of this type starts as an element or elements of a complete USAR team. The final product should rather be driven by identified local and provincial requirements than by perceived national and international needs. This will ensure that the USAR resource is developed, trained and equipped to address local requirements first and foremost and then add towards the provincial, national and international capacity as needed.

6.5   A USAR response system cannot exist in isolation and must form an integrated part of a disaster management response framework (**Figure 3**). A USAR team is just one of many emergency and disaster response components, i.e. government agencies, emergency management and emergency services (police, fire and ambulance).
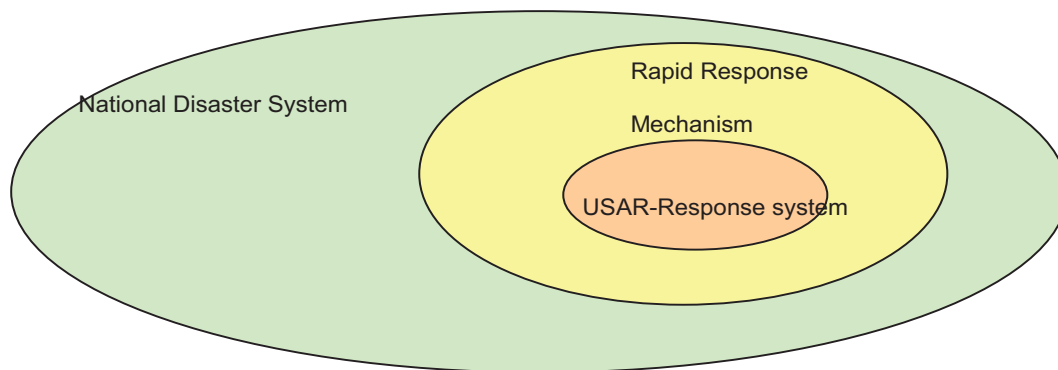
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Figure 3: Disaster Management Response Framework

6.6 In South Africa, incidents such as motor vehicle accidents and fires are a common occurrence, whereas earthquakes, floods and landslides occur less frequently **(Figure 4)**. Emergency response capacity development should be designed around commonly occurring incidents in a certain area. However, it must be designed in a manner that allows it to be scalable (up or down) when required.

6.7 When developing a USAR team, the sought capacity must meet the initial local requirements. It is nearly impossible to project the time span required in developing any level of response capability. This is bound by determination of a sustainable funding source, recruitment of team members, training of personnel and establishing an equipment cache. The initial requirement is to first analyse the immediate local need and whether it is search, rescue or a combination of these. As these elements develop, a medical function (doctors, paramedics, nurses) will be required and the team will need to be supported by logistics and other specialised elements such as engineers and hazardous materials experts amongst others. It must be noted however that during the development phase, the team would be available to respond as and when required. **Figure 4** illustrates how individual team members, its components and finally a combined USAR team can be effectively utilised through various types of incidents, ranging from regularly occurring emergencies to large incidents such as a major earthquake.
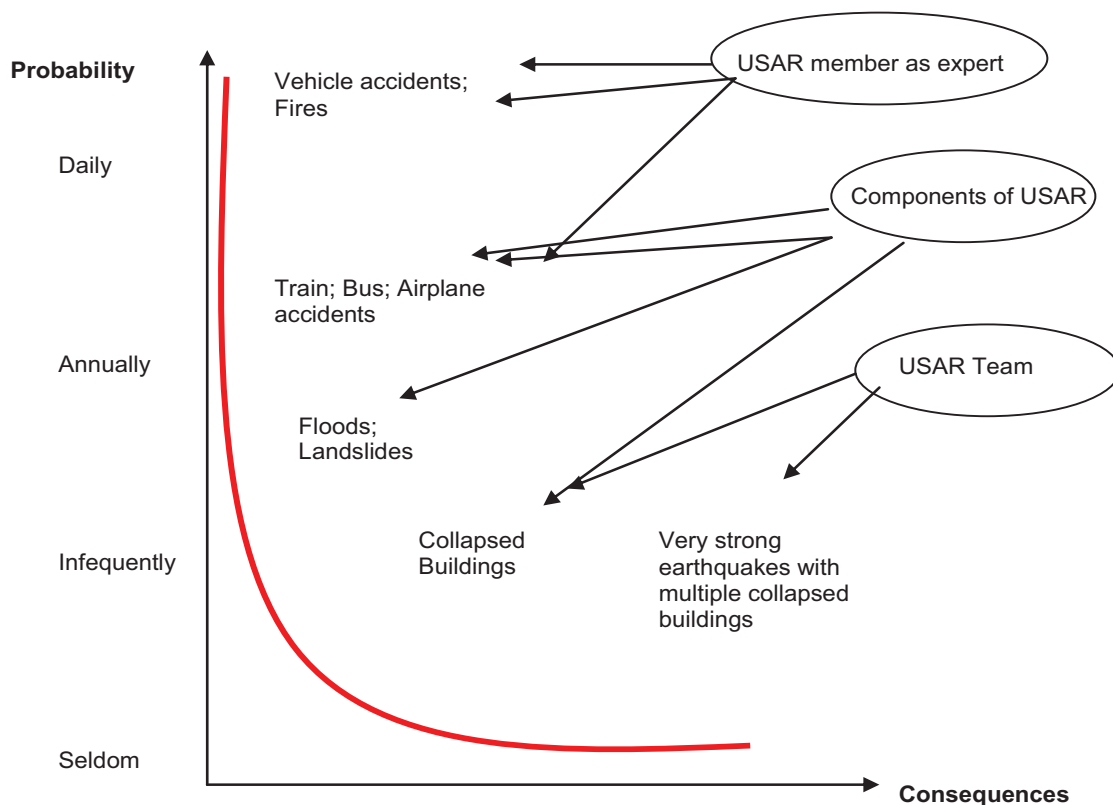
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Figure 4: USAR team distribution versus utilisation

6.8 Some may confuse the term USAR to refer only to a capacity that specialises in search and rescue in the urban setting. As alluded to above, the management principles used in USAR must be developed and implemented throughout the Republic to ensure that when incidents occur, regardless of its location, that a seamless, scalable approach is achieved. Hence, the development and operation of USAR components across the nation is as important in the urban as it is in the rural setting.

6.9 The proposed USAR framework encompasses all levels of response, whether it is a spontaneous community response driven by necessity, or an international response of highly sophisticated USAR teams **(Figure 4)**. It is important to note

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that USAR capacity within different countries varies considerably, as certain countries may have no formal USAR teams, whereas other countries may have teams which follow the INSARAG Guidelines' description of Light, Medium or Heavy teams. Therefore, in order for a USAR team to be effective in any arena, it should be in constant use within its locality (or region) for domestic incidents as indicated in (**Figure 5**) to ensure that the activation and response mechanism is regularly tested and refined and the USAR team(s) maintains a high level of technical expertise.
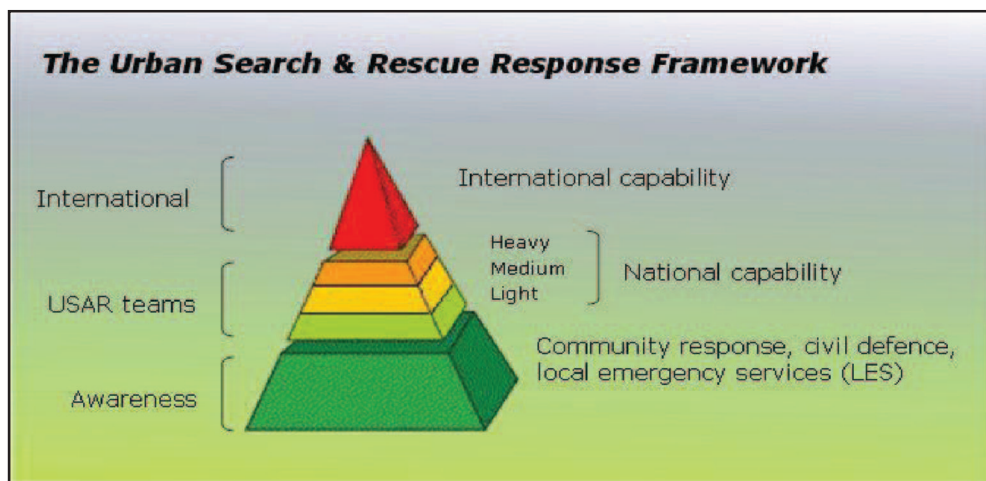

Figure 5: The Urban Search and Rescue Response Framework

6.10   Therefore, all USAR teams, irrespective of their capacity classification and operational capability, must comprise of the components depicted in **Figure 2**.

6.11   USAR teams therefore specialise in the search, rescue and occasional recovery of victims of natural and human caused disasters where they occur be it in the urban or rural setting. It is clear that this field requires specialist cooperation between a host of personnel with various educational backgrounds and from various organisations, working as a collective unit. In this cooperation lies the strength and success of USAR teams in finding and extricating victims of disasters in rapid succession after the occurrence.

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6.12   History has shown that during the first few days after the occurrence of a large scale incident the affected state is usually not in a position to logistically support such specialised teams. This normally is the time when the highest possibility exists to save lives. As such USAR teams have developed operational deployment strategies that allow it to be self sustaining for the normal stabilisation period that follows incidents.

6.13   Despite performing the services discussed above, the dawn of the millennium and financial pressures sparked USAR teams to undergo a metamorphosis in that teams developed capabilities that resemble specialised units which could adapt to fulfil multiple roles as required at very short notice by the type of incident.   Hence USAR teams are able to use their collective skills and operational policies to perform multiple roles that are adaptable to the occurring incident. This effectively entails special operations units that could make immediate interventions that reached beyond the original scope of USAR whilst maintaining the ability to have zero impact on systems that were failing or were about to fail. The added advantage of this metamorphosis is that this ability is not bound to the urban setting but can be very effectively applied within the rural environment.

6.14   This framework is applicable to all organisations providing search and rescue services in disastrous situations requiring interaction and coordination amongst more than one agency.

7.   PROPOSED FRAMEWORK

7.1   Role players

7.1.1   Within the South African context, the main role players from a legislative perspective in providing search and rescue services are fire brigades, emergency medical services and the South African Police Service, with disaster management playing a coordinating role. However, this does not entail that

NGO's and volunteer organisations have no role to play in USAR operations. On the contrary, NGO's have proven that given the opportunity, they can make a meaningful and valuable contribution.

7.1.2   As depicted by **Figure 4**, the frequency of large scale incidents is low but their consequences are huge. It is also clear that a USAR team must be sourced from operational units that are deployed in a day-to-day operational role providing the services more frequently required using the skills and experiences gained as part of the USAR team.

7.1.3   In line with international philosophy, the line functionaries alluded to in paragraph 7.1.1 have informally integrated their capabilities and capacities in a scalable way, particularly during large scale incidents, more out of operational need than by structured approach. The framework corrects this by setting up collaboration structures where all role players are brought together with the aim of developing and shaping USAR according to their needs.

## 7.2   FRAMEWORK CONCEPT

7.2.1   As depicted by **Figure 4 and 5** in the preceding paragraphs, the national USAR response framework aims to bring together conscripts of various organisations in a scalable manner. In principle, the legal framework for the establishment and effective coordination of a South African USAR response framework already exists within the structures established in terms of the Disaster Management Act, 2002 and the Fire Brigade Services Act, 1987, through the Rescue Technical Task Team of the National Disaster Management Advisory Forum (NDMAF) and the National Search and Rescue Committee (NASCOM) of the National Fire Services Advisory Committee (NAFSAC), respectively. This framework aims to clearly define the interaction between the identified structures, and the role players of the various agencies both in the government and non-government sectors.

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Urban Search and Rescue Framework

7.2.2 Three coordination and development levels are proposed for the South African USAR framework being the strategic / coordination level, the tactical / organisational level and the task / operational level:

a. The strategic level would entail the framework formulation and coordination for national and international USAR activities across all government and non-government structures and will be coordinated by the NDMC. The Rescue Technical Task Team to be established by the National Disaster Management Advisory Forum (NDMAF) will be responsible for framework formulation, whilst coordination during deployment will be the responsibility of the Emergency Operations Technical Task Team to be established by the NDMAF.

b. The organisational / tactical level would entail the physical organisation and coordination of conscripts from the various role players within a province that would make up the provincial USAR team(s), the equipment needed by the team(s) and the operational agreements, arrangements etc, which will be led by the various PDMCs. During non-deployment periods, framework implementation and capacity building will be coordinated by a Rescue Technical Task Team to be established by the Provincial Disaster Management Advisory Forum (PDMAF). During incidents requiring national and or international response, the Emergency Operations Technical Task Team to be established by the NDMAF will be responsible for coordination whilst the PDMC's will remain responsible for the coordination of incidents in their respective areas of jurisdiction.

c. The task / operational level would entail the physical operational procedures that would guide USAR teams during operational deployment and will be managed by an appointed team leader in consultation with the PDMC and NDMC as the case may be. During non-deployment periods, the USAR team will participate in equipment maintenance, operational audits, training and advocacy programs, whilst coordination will be ensured during deployment through interaction of the team leader and the Emergency Operations Technical Task Team or the PDMC as the case may be.

7.2.3 **Figure 6** below depicts the interaction between the three levels:

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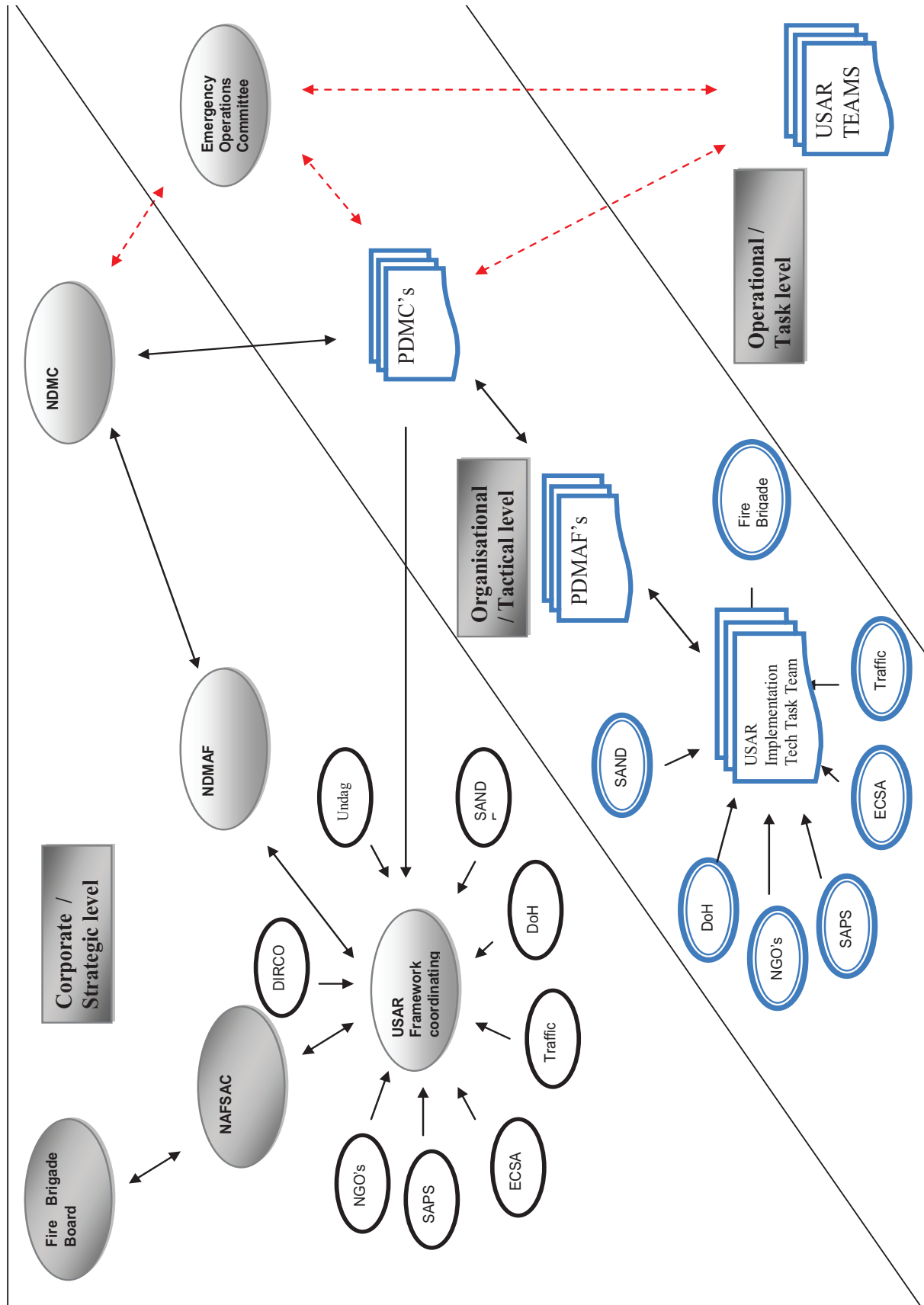
8.   INSTITUTIONAL ARRANGEMENTS AND GOVERNANCE

The lack of proper institutional arrangements such as planning, inter-sphere coordination and implementation contribute to many of the problems relating to USAR. Disaster management including USAR is a co-operative governance issue that has to be performed by the three spheres of government. Given its mandate, the NDMC has the ultimate responsibility for facilitating all aspects of disaster management. While this is the case, the NDMC acknowledges that collaboration with the relevant stakeholders is of the essence in building adequate capabilities for USAR in the country. Therefore, the NDMC undertakes to collaborate with the relevant government Departments and key USAR stakeholders in developing an institutional and legal framework that responds positively to the needs, and implementation of USAR.

The NDMC will also serve as the INSARAG Country Focal Point and will amongst others be responsible for the following:

- Act as a point of contact for the South African government to the INSARAG Secretariat in the United Nations Office for the Coordination of Humanitarian Affairs (OCHA);
- Promote INSARAG methodology as defined in the General Assembly Resolution 57/150 of 16 December 2002 on Strengthening the Effectiveness and Coordination of International USAR Assistance in South Africa and among disaster managers at all administrative levels;
- Represent or ensure representation of the country at meetings of the respective INSARAG Regional Group; etc

The NDMC will be responsible for the development and review of USAR framework after consultation with the relevant stakeholders.

9.   FUNDING MECHANISM AND CAPACITY BUILDING

The four most common sources for financing joint government projects such as this one are donor funds, government grants from the general budget, local revenues (from the local government and the community), and allocations from a dedicated fund. These sources provide funds for capital and operational expenditures.

The NDMC will promote a government approved funding model. In the run-up to the 2010 FIFA World Cup the NDMC obtained start-up funding to establish two heavy USAR caches. The funds totalling R 16.8 million was used to procure the USAR equipment and vehicles which were placed under agreement in the Western Cape and Gauteng provinces respectively.

The NDMC commits itself to mobilize funding for the phased implementation of medium and light USAR teams for the remainder of the provinces based on their immediate identified needs and requirements.

The NDMC will work with all stakeholders to develop and implement a capacity building strategy for USAR in the country building on capacity that already exist across the country.

10.   IMPLEMENTATION FRAMEWORK AND WAYFORWARD

The NDMC will strive to establish the required institutional structures as depicted in **Figure 5** and ensure the implementation of the framework.

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11. MONITORING AND EVALUATION

The NDMC will be responsible for the monitoring and evaluation of overall USAR Framework performance and to ensure effective framework implementation. The PDMCs will ensure monitoring and evaluation of USAR framework in their respective provinces. The NDMC will develop indicators to monitor the success of this framework and these will be linked to the operational and strategic plans of PDMCs and MDMCs.

12. CONCLUSION

The finalisation of the USAR framework is a reflection of the commitment of the Department of Cooperative Governance through the NDMC to the establishment of capacity to respond rapidly and effectively to disasters in the country and beyond the borders. This USAR framework should be read in conjunction with all other policies and guidelines of the Department as it is a commitment to a comprehensive and co-ordinated approach to the management of disasters in the Republic. The Department in partnership with various stakeholders will work together and do more to create an enabling environment for effective and responsive USAR in keeping with the principles of a coordinated, integrated and multi-disciplinary disaster management which is driven at all spheres of government.

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