



Western Cape Provincial Disaster Management Centre

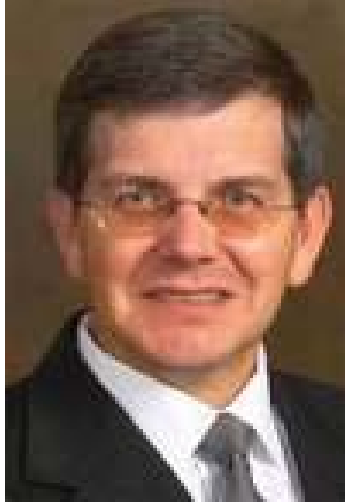


2007 – 2008
Annual report

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1. INTRODUCTION: BY MINISTER PIERRE UYS

It is my pleasure to present a brief background to this first report of the Provincial Disaster Management Centre of the Western Cape.

The Constitution of the Republic of South Africa Act(Act No 108 of 1996), the Local Government: Municipal Systems Act, 2000(Act No 32 of 2000), the Disaster Management Act, 2002(Act No.57 of 2002), the Intergovernmental Relations Framework Act, 2005(Act No.13 of 2005) and the National Disaster Risk Management Policy Framework of 2005 provide for :

- The establishment, implementation and maintenance of systems and structures through and across the three spheres of government, the state owned enterprises (SOEs), the Private Sector, non-governmental organisations (NGOs), communities and individuals,
- The identification, assessment, classification and prioritization of hazards and vulnerable elements.
- The development, implementation and monitoring and evaluation of disaster risk reduction (prevention, mitigation and preparedness) programmes, projects and measures,

- The establishment, implementation and maintenance of an integrated rapid and effective disaster response system, post-disaster recovery and rehabilitation.

The United Nations International Strategy for Disaster Reduction (UNISDR 2005) provides that each country has the primary responsibility for its own sustainable development and for taking effective measures to reduce disaster risks and that disaster risk reduction should be factored into policies, planning and programming related to sustainable development, relief, rehabilitation and recovery activities.

The UNISDR, 2005 and UNDP, 2004 call for strong economic political and administrative governance in issues relating to disaster management policies, strategies and leadership.

The Western Cape is prone to some thirty-nine (39) hazards with floods, fires and drought being more prevalent and this report is designed to give effect to progress and challenges experienced in implementing the Disaster Management legislation and policies in the province.

This annual report will highlight the following as required in terms of Section 36 of the Disaster Management Act.

- a) The Provincial Disaster Management Centres (PDMC) activities during the period under review;
- b) The results of the PDMC's monitoring of prevention and mitigation initiatives;
- c) Disasters that occurred during the year in each municipality;
- d) The classification, magnitude and severity of these disasters
- e) The effects they had;
- f) Particular problems that were experienced-
 - (i) in dealing with disasters; and

- (ii) generally in implementing this Act and the national disaster management framework;
- g) The way in which these problems were addressed and any recommendations that the PDMC wishes to make in this regard;
- h) Progress with the preparation and regular updating in terms of sections 38, 39, 52 and 53 of disaster management plans and strategies by organs of state involved in disaster management in the province; and
- i) An evaluation of the implementation of such plans.

As this is the first disaster management annual report of the Western Cape, I would like to urge the political and administrative leadership to support and commit themselves to disaster management activities in order to create safer communities as well as sustainable development in the province.



2. OVERVIEW BY THE HEAD OF THE PROVINCIAL DISASTER MANAGEMENT CENTRE: DR HILDERGARDE FAST

Between 2004 and up to the end of the 2007/08 financial year, the Western Cape has been home for a number of major incidents and declared disasters for example:

- December 2004: About 1000 informal huts were destroyed by the fire in Khayamandi;
- December 2004: Floods in the district of Cape Winelands, Eden and Overberg;
- January 2005: Peninsula Mountain fires;
- January 2005: Floods in the Eden District;
- January 2005: About 3150 informal huts were destroyed by the fire in Joe Slovo;
- July / August 2006: Floods in the Eden District;
- June 2007: Floods in the West Coast District; and
- November 2007: Floods in the districts of Eden and Overberg.

More than R3 billion damage was caused by the above mentioned disasters and major incidents and the occurrences of such incidents is increasing at an alarming rate.

The Provincial Disaster Management Centre (PDMC) is therefore there to coordinate, facilitate and advice and support provincial departments, municipalities, the private sector, non-governmental organizations (NGO`s), State-owned enterprises (SOEs) and communities in issues relating to disaster management in the province.

The implementation of the Disaster Management legislation is based on the guidelines of the National Disaster Management Policy Framework as follows:

Key Performance Areas-

- a) Establishment of an integrated institutional capacity for disaster risk management for each sphere of government and for each department;
- b) Disaster risk assessments;
- c) Development and implementation of disaster risk reduction strategies and projects; and
- d) Establishment and maintenance of rapid and effective, disaster response and recovery systems.

In order to give effect to the implementation of the disaster management legislation and the key performance areas, the policy framework requires each sphere of government to develop and implement a system for education, training, public awareness, research and funding arrangements for disaster risk management within each sphere of government.

Each sphere of government or department should be able to articulate its roles and responsibilities towards disaster management programmes and activities.

3. BACKGROUND

The Disaster Management Act, 2002(Act No.57 of 2002) was promulgated on 15 January 2003 and became effective on 1 April 2004 for National and Provincial governments and 1 July 2004 for municipalities.

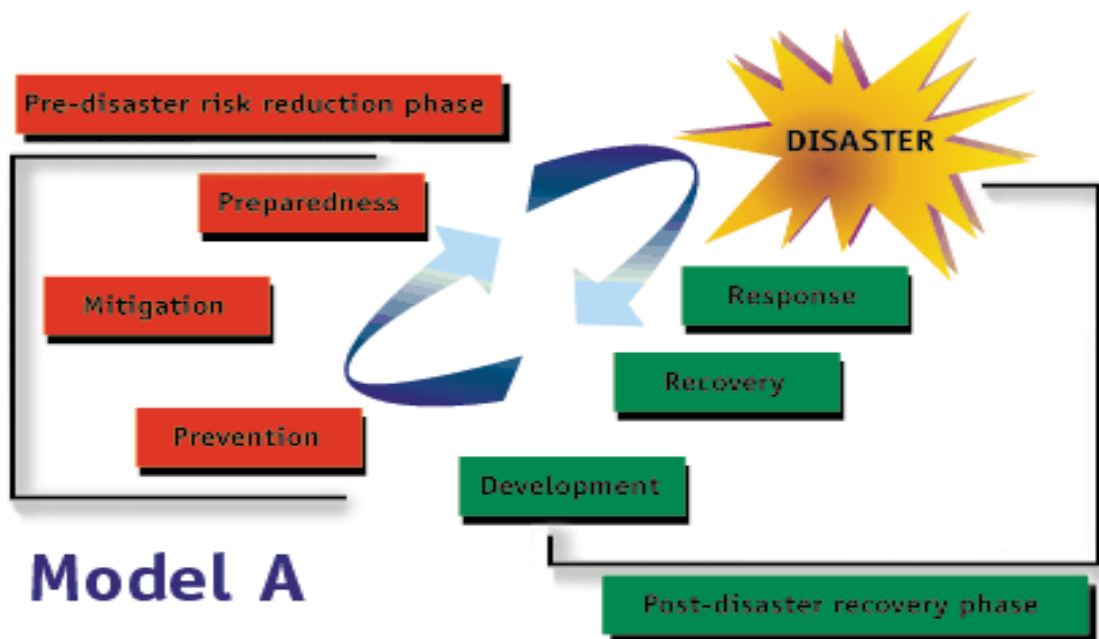
The Act provides for-

- 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;
- The establishment of national, provincial and municipal disaster management centers;
- Disaster management volunteers; and
- Matters incidental thereto.

The introduction of this Act, meant an increased and holistic responsibility for government and its partners and role players to begin to incorporate disaster risk reduction measures (prevention, mitigation and preparedness) as opposed to the Civil Defence or Civil Protection approach which had a limited focus to disaster response and recovery.

Figure 1 on the next page depicts the old and new approach to disaster management in South Africa

Fig 1 Disaster Management Cycle



4. SOME NOTABLE DEFINITIONS

“**Disaster**” means a progressive or sudden, widespread or localized, natural or human-caused occurrence which-

- a) causes or threatens to cause –
 - i) death, injury or disease;
 - ii) damage to property, infrastructure or the environment; or
 - iii) disruption of the life of a community; and
- b) is of a magnitude that exceeds the ability of those affected by the disaster to cope with its effects using their own resources;

“Disaster Management” means a continuous and integrated multi - sectoral, multi-disciplinary process of planning and implementation of measures aimed at-

- a) preventing and reducing the risk of disasters;
- b) mitigating the severity or consequences of disasters;
- c) emergency preparedness
- d) a rapid and effective response to disasters; and
- e) post disaster recovery and rehabilitation

“Emergency preparedness” means a state of readiness which enables organs of state and other institutions involved in disaster management, the private sector, communities and individuals to mobilize, organize and provide relief measures to deal with an impending or current disaster or the effects of a disaster.

“Mitigation” in relation to a disaster, means measures aimed at reducing the impact or effects of a disaster;

“Post-disaster recovery and rehabilitation” means efforts, including development, aimed at creating a situation where –

- a) normality in conditions caused by a disaster is restored;
- b) the effects of a disaster are mitigated; or
- c) circumstances are created that will reduce the risk of similar disaster occurring;

“Prevention” in relation to a disaster, means measures aimed at stopping a disaster from occurring or preventing an occurrence from becoming a disaster.

“Response” in relation to a disaster means measures taken during or immediately after a disaster in order to bring relief to people and communities affected by the disaster.

5. ORGANISATIONAL STRUCTURE OF THE PROVINCIAL DISASTER MANAGEMENT CENTRE IN THE PROVINCE

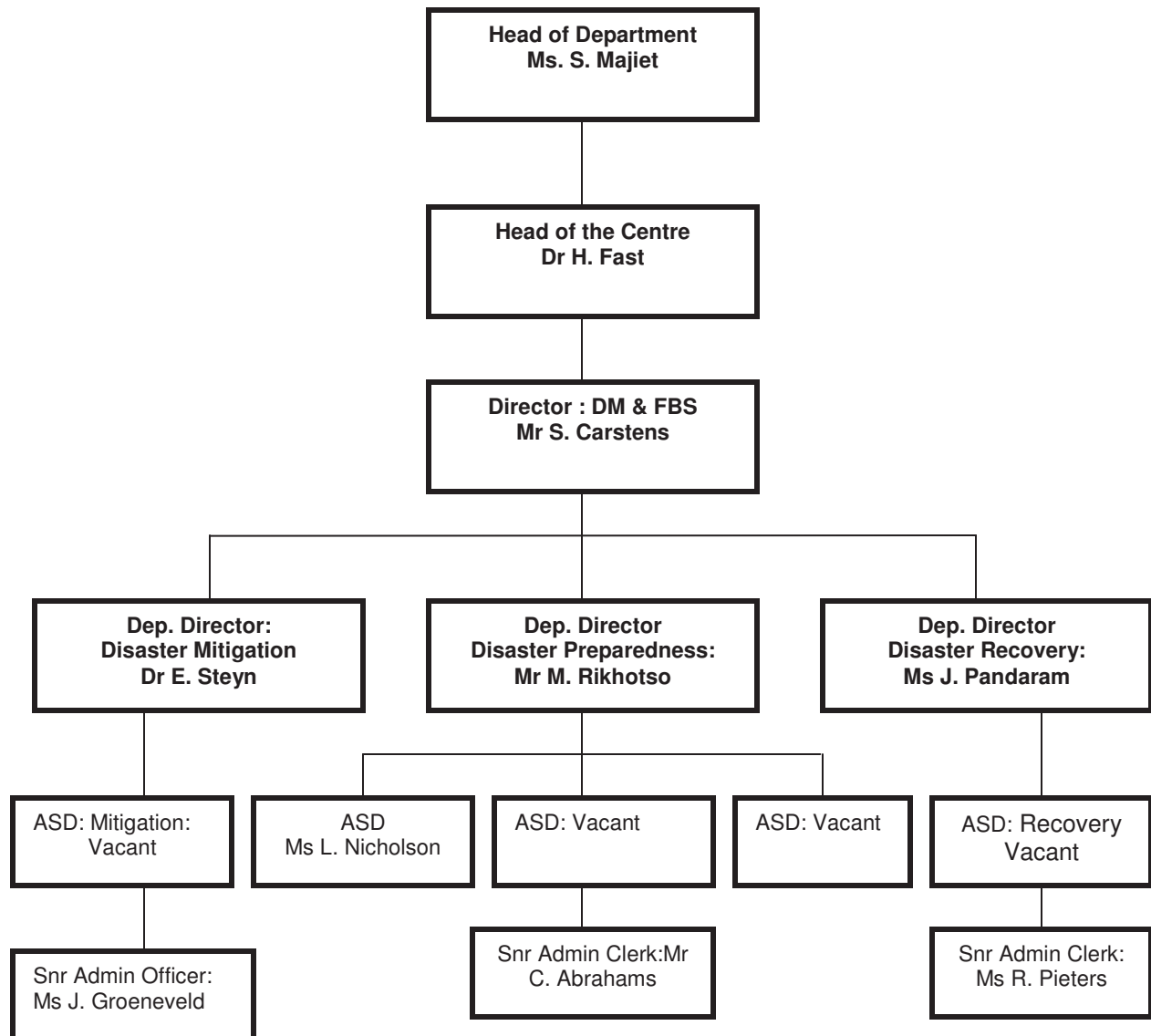


Figure 2 depicts the organizational structure of the PDMC and its location within the Department of Local Government and Housing.

The following is a summary of activities of the sub directorates:

Sub-Directorate: Disaster Mitigation

The Disaster Mitigation Sub-directorate is responsible for the following high level activities.

- Awareness and Marketing.
- Risk and Vulnerability Assessment (RAVA).
- Training and Education.
- Disaster Risk Reduction.

Sub-Directorate: Disaster Preparedness

The Disaster Preparedness Sub-directorate is responsible for the following high level activities.

- Developing an Integrated Institutional Capacity for Disaster Management in the Province.
- Disaster Management IGR Structures.
- Disaster Management Centres
- Disaster Management plans.
- Information Communication Technology (ICT) for Disaster Management.
- ICT Training and disaster simulation exercises.

Sub-Directorate: Disaster Recovery

The Disaster Recovery Sub-directorate is responsible for the following high level activities:

- Disaster relief.
- Disaster damage assessment.
- Disaster declarations.
- Disaster research.
- Disaster funding.
- Disaster debriefing

6. ACTIVITIES OF THE PDMC DURING THE YEAR UNDER REVIEW

6.1 Appointments

Dr Hildagarde Fast (DDG, Policy, Strategy and Corporate Services) was appointed Head of the Provincial Disaster Management Centre, Mr. Schalk Carstens was appointed Director: Disaster Management and Fire Brigade Services and Dr. Elmien Steyn was appointed as Deputy Director: Disaster Mitigation.

6.2 Resignations

Assistant Directors Kim Kline and Merle Green left the Provincial Disaster Management Centre for greener pastures.

6.3 Academic Achievements

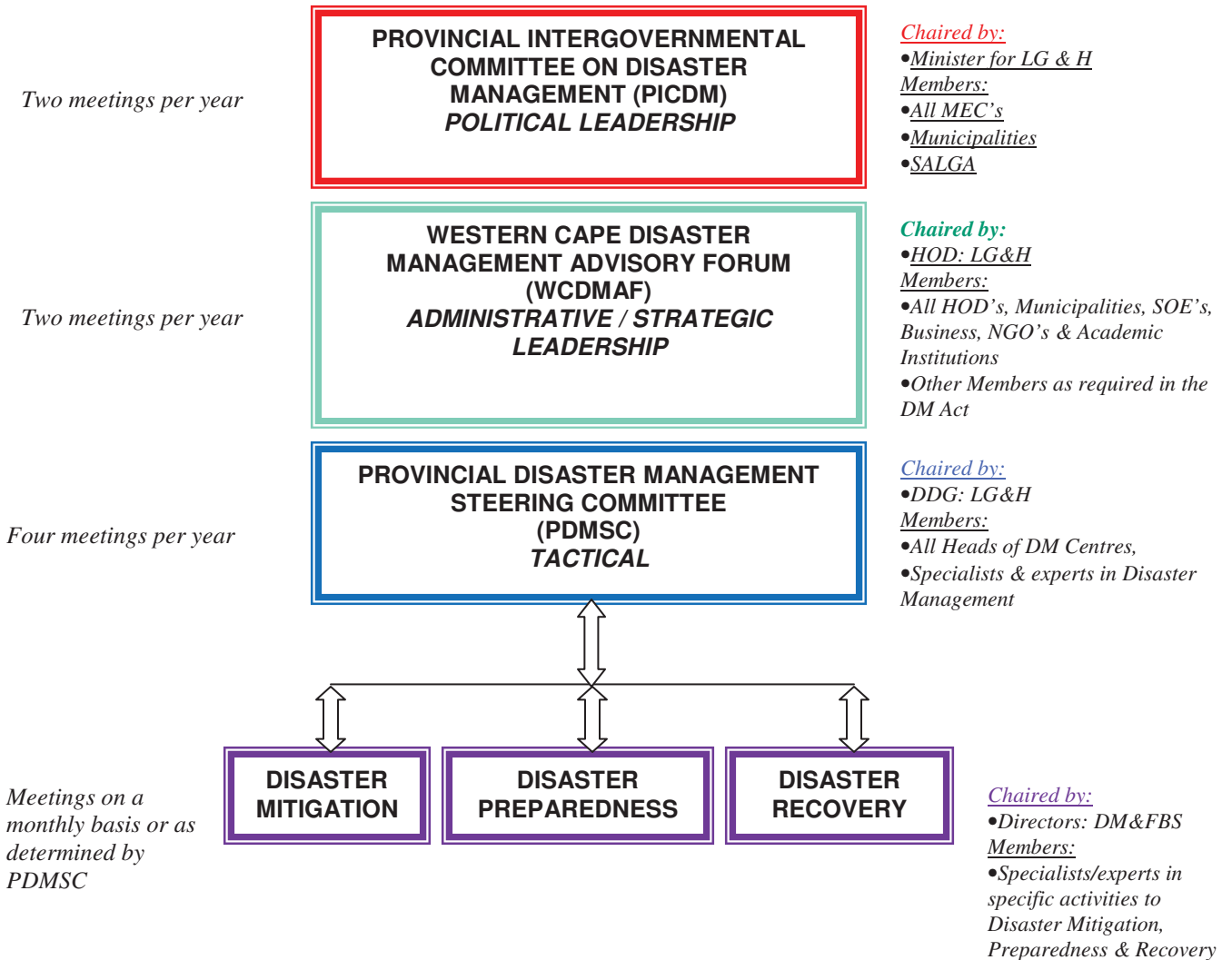
The following employees attached to the Provincial Disaster Management Centre achieved the following qualifications:

- Elmien Steyn : PhD Degree.
- Ronelle Pieters : National Diploma.

6.4 Provincial Disaster Management Committee

A Provincial Disaster Management Committee (interim) was established in order to create a climate where provincial, national and municipal spheres of government consulted each other on matters relating to disaster management while the process of establishing permanent Disaster Management IGR structures will be formerly established and launched by the Premier on 1 April 2008, as follows:

THE INSTITUTIONAL STRUCTURES



- The Intergovernmental Committee on Disaster Management (ICDM).
- The ICDM shall consist of all Cabinet members, the Executive Mayors of the City of Cape Town, Cape Winelands, Central Karoo, Eden, Overberg and West Coast District and not more than six representatives from the local municipalities nominated by the South African Local Government Association (SALGA). The Committee shall meet twice a year or as required.

6.5 The Provincial Disaster Management Advisory Forum (PDMAF)

The PDMAF shall consist of all Provincial Heads of Departments (HODs), Municipal Managers of the City Cape Town and the Districts of Cape Winelands, Central Karoo, Eden, Overberg and West Coast, SALGA Western Cape, the private sector, National Departments and state – owned enterprises operating in the province.

The Forum shall meet twice a year or as required.

6.6 The Provincial Disaster Management Steering Committee (PDMSC)

The PDMC shall consist of all experts and specialists involved in disaster management in the province and these will include representatives and these will include representatives of the three of government, the private sector, organized labour, non-governmental organizations (NGO`s) and / or other role players as identified.

6.7 The Provincial Cabinet Management Policy Framework.

During August 2007, the first draft of the Provincial Disaster Management policy framework was published under Provincial Gazette Extraordinary 6455 dated 7 August 2007. The draft policy framework was distributed to all stakeholders as well as interested parties for public comments. The final Provincial Disaster

Management policy framework will be finalized once the inputs and comments are analyzed and incorporated as part of the consultation process.

6.8 Status and the results of disaster risk assessments undertaken.

The Western Cape is prone to variety of natural and human-made hazards which occasionally lead to of property and lives. In the past decade, these hazard occurrences have become more frequent and severe. Recent events include the major floods in the Eden (2006/ 7) and West Coast (2007) and the annual Cape Flats flood. Devastating seasonal veld fires as well as fires in informal settlements are also a regular occurrence in the province. Fires and floods have been identified as the two main hazards threatening the lives and livelihoods of the poor. To enable mitigation, the most vulnerable settlements most at risk for fires and floods in the Western Cape, must therefore be determined and ranked. An analysis was done for the Central Karoo and Overberg District Municipalities.

7. STATUS OF DECLARED DISASTERS WITHIN THE WESTERN CAPE

The Sub-Directorate: Disaster Recovery is still in process of managing previous disasters. These are all included in the table on the next page:

DISASTER	FUNDING	EXPENDITURE	STATUS
Floods (2004)	R24 500 000.00	100%	MOA was entered into with Hessequa, Mossel Bay and Knysna Local Authorities.
Eden Floods (2006)	R274 776 599.00	R187,602,883.40	Most Mun are nearing completion except Mun with multi-year projects.
Haarlem Hail (2006)	R9 200 000.00	R5,000,000.00	Project ±54%

			completed
West Coast Floods (2007)	R127 204 751.60	R3,162,460.52 (funds divided into three financial years)	Funds to be managed through the MIG process on registering of projects
Prolonged drought	R20 000 000.00	100%	Additional funding of R37mil required
Floods (2007)	R1 181 436 762.24	Own funds	Awaiting National Treasury approval

8. DESCRIPTION OF PROJECTS UNDERTAKEN, PUBLIC AWARENESS PROGRAMMES AND HOW COMMUNITIES WERE INVOLVED.

During 2005 the Provincial Disaster Management Centre (PDMC) started embarking upon the Training, Education, Awareness and Marketing (TEAM) programme, which is a disaster management project, with the intent and purpose to “enhance risk reduction and coping skills”, i.e. resilience of residents in most vulnerable areas in the Western Cape through the provision of training, education and marketing interventions. These interventions were tailored to specific disaster hazards and risks applicable to vulnerable communities. The following eleven (11) most vulnerable communities were identified in the Western Cape, namely: Masiphumelele, Phola Park, Doornbach, Wallacedene, Khayelitsha (TR Section), Witsand, Kayamandi, De Doorns, Rooidakke and Water Works and Haarlem.

The TEAM programme is a collaborative initiative between the PDMC and the Development Fund of the Development Bank of Southern Africa (DBSA) and the Disaster Mitigation for Sustainable Livelihoods Project (DiMP) at the University of Cape Town (UCT) was appointed as the service provider for a period of 18 months.



(The 11 TEAM pilot areas in the Western Cape)

A cadre of disaster management volunteers were trained in first aid (basic and advanced), home-based care, environmental health and fire awareness. The TEAM programme foresaw the production of a facilitator’s guide in community-based disaster risk management (CBDRM), the development of a short (accredited) training course in CBDRM and the implementation of training of twenty (20) facilitators. This guide (“Weathering the Storm: Participatory risk assessment and planning for informal settlements”) is an associated outcome of the TEAM programme compiled by the DiMP at UCT. This guide is intended to strengthen participatory risk assessment capabilities for a wide range of municipal and development professionals and practitioners – including those who work in disaster management, fire services, catchment management and environmental health. It is also relevant to professionals involved in housing, social development, health, adult education, CBO’s and NGO’s.

TEAM is a community-orientated project, which involved members of the public as volunteers in collaboration and support of all relevant organisations.

9. BEST PRACTICE / ACHIEVEMENTS / SUCCESSES

The disaster recovery funding allocated for the 2006 floods allowed for several mitigation projects which includes the relocation of the Heidelberg Sewerage Works in Hessequa Local Municipality, after which it suffered severe damage the past 3-4 flooding events, the relocation of the Sedgefield Water Treatment Works in Knysna Local Municipality and the relocation of the vulnerable Power Town informal settlement community living in flood plain in the Mosselbay Municipality. The upgrading of this critical infrastructure to a more risk adverse and sustainable development will reduce the risk of future flood damage.

Following the 2006 floods the University of Cape Town (UCT) was appointed to conduct an impact assessment. This study revealed that with all these severe weather events the two Departments which suffered the most losses are the Department of Agriculture and the Department of Public Works. It is for this reason that presentations were made to the senior management of these departments including the Department of Local Government and Housing under which Disaster Management resorts. These two departments are currently looking at different approaches to disasters and disaster management within their own field of expertise. The Provincial Disaster Management Centre is planning a follow-up workshop with all stakeholders who attended the 2006 floods debrief in order to provide an opportunity for UCT to present their findings and for Municipalities and Departments to respond to implementable strategies for these recommendations and findings. The Provincial Disaster Management Centre is also in process of assisting UCT and CSIR to conduct research focusing on debris loading in rivers specifically in the Eden District.

Following the Haarlem Hail devastation the Western Cape Provincial Cabinet agreed that the Department of Agriculture establish a disaster management component within their existing structures. Personnel have already been seconded to this component and new appointments will be made within the new financial year.

10. PROBLEMS EXPERIENCED

Problems related to disaster recovery include:

- The extensive time taken from the time the incident/disaster occurs until such time that disaster recovery funding is approved and provided to Municipalities and Departments;
- The time taken for verification of damages is too long especially when done by consultants;
- The provision of emergency funding through the Municipal Infrastructure Grant;
- The lack of directives and guidelines pertaining to emergency procurement procedures;
- The lack of commitment by Municipalities and Departments to monitor spending patterns and implementation and to communicate that information to the PDMC on a monthly basis;
- The inclusion of mitigation/ risk reduction projects which might be three times the cost of replacing infrastructure to its previous form or standard;
- The hesitancy of Municipalities to declare the areas as a local disaster in the aftermath of a incident/disaster;
- The misunderstanding/ confusion of roles and responsibilities as well as resources relating to disaster relief.

1.1 CONCERNS

Disaster recovery is a long term process which in many instances might be between 1-3 years from the time an incident/disaster occurred. Financial expertise and skills is often needed in order to ensure effective and efficient reporting. The lack of directives and guidelines pertaining to emergency procurement procedures does cause confusion and misunderstanding at Municipal and Departmental level.

The reality of global warming and climate change should be viewed in much more serious terms. This is evident in the type of disasters as well as the time of occurrence as can be seen throughout the Western Cape Province. The floods of November 2007 are a classical example. This is supposed to be a summer season when heavy rain and flooding is definitely less expected. The same goes for the hail storm on Christmas Eve in Piketberg. Farmers in the area were shocked as they never experienced these phenomena before. Let alone the prolonged drought in Central Karoo. It is evident that climate change and global warming should be further investigated in order to ensure adaptation, diversification and awareness and education in this regard.

12. ANY OTHER DISASTER MANAGEMENT INITIATIVES.

Disaster Risk Reduction begins at school: Basic Education Kit

The Provincial Disaster Management Centre (PDMC) together with the Department of Education, who is the implementing agent, have launched the Basic Education Kit in four pilot schools (i.e. Masiphumelele, Kayamandi, Phola Park and Khayelitsha primary schools) to improve school safety by encouraging the application of resilient behaviour that can withstand any kind of natural hazard. The North West University, more specifically the Centre for Public Sector Management has initially developed this Kit to be implemented in the Tshwane municipal area, which consists of the following:

- Educators study guide;
- Learner's workbook [grades 5 (fire), 6 (floods) and 7 (compilation of an evacuation plan)];
- Song;
- A2 poster;
- Riskland board game;
- Riskland activity book; and

- Capacity building workshop for educators.

The Kit is used as resource material linked to the current school curriculum for social science, emergency medical services and life orientation sessions.

This project is funded by the Development Bank of Southern Africa (Development Fund).

Three task team meetings (i.e. 16 and 29 November 2007 and 18 January 2008) were held with all relevant stakeholders [i.e. Provincial Disaster Management Centre, Department of Education, City of Cape Town (DRMC), Stellenbosch Municipality and the South African Weather Service] since November 2007. After the compilation of a project plan and role clarification document the committee decided to embark on a capacity building workshop for educators. This workshop took place on Saturday, 16 February 2008, at the PDMC and were attended by both the task team members, as well as the educators for grades 5, 6 and 7 in the following identified primary schools:

- Ukhanyo (Masiphumelele);
- Ikhaya (Kayamandi);
- Bongolethu (Phola Park); and
- Masiphumelele (Khayelitsha).

It is envisaged that approximately 2 069 learners and 53 educators will be involved in this initiative.

Training of Community Development Workers (CDWs) by the Paraffin Safety Association of Southern Africa (PSASA) and by the PDMC

PSASA wish to build collaboration with the PDMC in the following areas:

- Assisting community development workers (CDW's) to conduct community based safety training;
- Assisting CDWs and other department members to inform communities to take seriously their household energy issues and to act on them;
- Collaborate on using and popularizing the Surveillance system as a tool for evidence based interventions into health and safety promotion; and
- Collaborate on promoting safe paraffin use as a viable demand side management and fire basic alternative energy option.

PSASA conducted a two-day training session for 21 CDW's held on 10 and 11 December 2007. The PDMC and PSASA will determine a roll-out plan regarding the training for CDW's for 2008.

PSASA see collaborating with the PDMC as a crucial step forward in bringing about household energy safety. They hope that the way they learn to collaborate will become a learning that can be replicated in all provinces.

The PDMC appointed Disaster Management Solutions (DMS) to conduct two disaster management training sessions for 58 CDW's (28 - 29 February 2008 and 4 - 5 March 2008).

14. CONCLUSION

This report evaluated the Western Cape Provincial Disaster Management Centre's performance during the 2007 / 2008 financial year. It could also be regarded as a true reflection on the disaster mitigation, preparedness and recovery activities performed by the centre during the period under review. The Western Cape is prone to some thirty-nine (39) hazards with floods, fires and drought being more prevalent. The occurrence of disaster damages and major incidents is increasing at an alarming rate.

The implementation of disaster management legislation and policies cannot take place in an integrated and co-ordinated manner without the necessary participation of all departments and role-players who will need to address risk and vulnerability assessments, development and implementation of risk reduction plans and disaster response and recovery plans. The Disaster Management Act, 2002 (Act No. 57 of 2002) was promulgated on 15 January 2003 and became effective on 1 April 2004 for National and Provincial governments and 1 July 2004 for municipalities. The introduction of the Act, meant an increased and holistic responsibility for government and its partners and role players to begin to incorporate disaster risk reduction measures (prevention, mitigation and preparedness) as opposed to the Civil Defence or Civil Protection approach which had a limited focus to disaster response and recovery.

The permanent Provincial Disaster Management IGR structures were formerly established and launched by the Premier on 1 April 2008. The Provincial Disaster Management Centre started embarking upon the Training, Education, Awareness and Marketing (TEAM) programme, with the intent and purpose to “enhance risk reduction and coping skills” in the most vulnerable areas in the Western Cape through the provision of training, education and marketing interventions.

Disaster recovery funding allocated for the 2006 floods allowed for several mitigation projects which include the relocation of the Heidelberg Sewerage Works in Hessequa Local Municipality, after which it suffered severe damage the past 3 – 4 flooding events. The relocation of Sedgefield Water Treatment Works in Knysna Local Municipality and the relocation of the vulnerable Power Town informal settlement community living in the flood plain in the Mosselbay Municipality. Concerns is that disaster recovery is a long term process which in many instances might be between 1 – 3 years from the time an incident / disaster occurred.

The Provincial Disaster Management Centre together with the Department of Education, who is the implementing agent, have launched the Basic Education Kit in four pilot schools (i.e. Masiphumelele, Kayamandi, Phola Park and Khayelitsha primary schools).

15. RECOMMENDATIONS

It is recommended:

- That the PTM committee take cognizance of the PDMC's role to co-ordinate and facilitate the effective and efficient impletion of the Disaster Management Act in the province.
- That each department take full responsibility for the implementation of Disaster Management activities for all hazards within its area of responsibility.
- That each department nominates two senior officials to represent the department in the various Disaster Management committees.
- The Disaster Management become a permanent agenda item of the PTM where each department reports on success/ challenges relating to disaster risk management.