

REPUBLIC OF SOUTH AFRICA

DISASTER MANAGEMENT BILL

*(As amended by the Portfolio Committee on Provincial and Local Government
(National Assembly)) (The English text is the official text of the Bill)*

(MINISTER FOR PROVINCIAL AND LOCAL GOVERNMENT)

[B 21B—2002]

REPUBLIEK VAN SUID-AFRIKA

WETSONTWERP OP RAMPBESTUUR

*(Soos gewysig deur die Portefeuljekomitee oor Provinsiale en Plaaslike Regering
(Nasionale Vergadering)) (Die Afrikaanse teks is die amptelike vertaling van die
Wetsontwerp)*

(MINISTER VIR PROVINSIALE EN PLAASLIKE REGERING)

[W 21B—2002]

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BILL

To provide for—

- * an integrated and co-ordinated disaster management policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post-disaster recovery;
- * the establishment of national, provincial and municipal disaster management centres;
- * disaster management volunteers; and
- * matters incidental thereto.

BE IT ENACTED by the Parliament of the Republic of South Africa, as follows:—

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CHAPTER 1

INTERPRETATION, APPLICATION AND ADMINISTRATION OF ACT

Definitions 30

1. In this Act, unless the context indicates otherwise—
 “Department” means the department of state referred to in section 8(2);
 “disaster” means a progressive or sudden, widespread or localised, natural or human-caused occurrence which—
 (a) causes or threatens to cause— 35
 (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 only their own resources;
 “disaster management” means a continuous and integrated multi-sectoral, multi-disciplinary process of planning and implementation of measures aimed at— 40
 (a) preventing or reducing the risk of disasters;
 (b) mitigating the severity or consequences of disasters;
 (c) emergency preparedness; 45
 (d) a rapid and effective response to disasters; and
 (e) post-disaster recovery and rehabilitation;

- “district municipality” means a municipality that has municipal executive and legislative authority in an area that includes more than one municipality, and which is described in section 155(1) of the Constitution as a category C municipality;
- “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 mobilise, organise, and provide relief measures to deal with an impending or current disaster or the effects of a disaster; 5
- “integrated development plan”. in relation to a municipality, means a plan envisaged in section 25 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000); 10
- “local disaster” means a disaster classified as a local disaster in terms of section 23;
- “local municipality” means a municipality that shares municipal executive and legislative authority in its area with a district municipality within whose area it falls, and which is described in section 155(1) of the Constitution as a category B municipality; 15
- “MEC” means a Member of the Executive Council of a province;
- “metropolitan municipality” means a municipality that has exclusive executive and legislative authority in its area, and which is described in section 155(1) of the Constitution as a category A municipality;
- “Minister” means the Cabinet member designated in terms of section 3 to administer this Act; 20
- “mitigation”. in relation to a disaster, means measures aimed at reducing the impact or effects of a disaster;
- “municipal disaster management centre” means a centre established in the administration of a municipality in terms of section 43; 25
- “municipal entity” means a municipal entity defined in section 1 of the Local Government: Municipal Systems Act, 2000;
- “municipal legislation” means municipal by-laws;
- “municipal manager” means a person appointed as such in terms of section 82 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998); 30
- “municipal organ of state” means—
- (a) a municipality;
- (b) a department or other administrative unit within the administration of a municipality, including an internal business unit referred to in section 76(a)(ii) of the Local Government: Municipal Systems Act, 2000; or 35
- (c) a municipal entity;
- “National Centre” means the National Disaster Management Centre established by section 8(1);
- “national disaster” means a disaster classified as a national disaster in terms of section 23; 40
- “national disaster management framework” means the national disaster management framework prescribed in terms of section 6;
- “national organ of state” means a national department or national public entity defined in section 1 of the Public Finance Management Act, 1999 (Act No. 1 of 1999); 45
- “organ of state” means a national, provincial or municipal organ of state;
- “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 50
- (c) circumstances are created that will reduce the risk of a similar disaster occurring;
- “prescribe” means prescribe by regulation in terms of section 59;
- “prevention”. in relation to a disaster, means measures aimed at stopping a disaster from occurring or preventing an occurrence from becoming a disaster; 55
- “provincial disaster” means a disaster classified as a provincial disaster in terms of section 23;
- “provincial disaster management centre” means a centre established in the administration of a province in terms of section 29(1);
- “provincial organ of state” means a provincial department or provincial public entity defined in section 1 of the Public Finance Management Act, 1999 (Act No. 1 of 1999); 60

“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:

“statutory functionary” means a person performing a function assigned to that person by national, provincial or municipal legislation: 5

“this Act” includes any regulations made in terms of section 59;

“vulnerability” means the degree to which an individual, a household, a community or an area may be adversely affected by a disaster.

Application of Act

2. (1) This Act does not apply to an occurrence falling within the definition of “disaster” in section 1— 10

(a) if, and from the date on which, a state of emergency is declared to deal with that occurrence in terms of the State of Emergency Act, 1997 (Act No. 64 of 1997); or

(b) to the extent that that occurrence can be dealt with effectively in terms of other national legislation— 15

(i) aimed at reducing the risk, and addressing the consequences, of occurrences of that nature; and

(ii) identified by the Minister by notice in the *Gazette*.

(2) The Minister may, in consultation with Cabinet members responsible for the administration of national legislation referred to in subsection (1)(b), issue guidelines on the application of that subsection. 20

(3) Where provincial legislation regulating disaster management in a province is inconsistent with this Act, this Act prevails over the provincial legislation subject to section 146 of the Constitution. 25

Administration of Act

3. This Act is administered by a Cabinet member designated by the President.

CHAPTER 2

INTERGOVERNMENTAL STRUCTURES AND POLICY FRAMEWORK

Intergovernmental Committee on Disaster Management 30

4. (1) The President must establish an Intergovernmental Committee on Disaster Management consisting of—

(a) Cabinet members involved in disaster management or the administration of legislation referred to in section 2(1)(b);

(b) MECs of each province involved in disaster management or the implementation of legislation referred to in section 2(1)(b) in their respective provinces, selected by the Premier of the province concerned; and 35

(c) members of municipal councils, selected by the South African Local Government Association.

(2) The Minister is the chairperson of the Committee. 40

(3) The Committee—

(a) must give effect to the principles of co-operative government in Chapter 3 of the Constitution on issues relating to disaster management;

(b) is accountable and must report to Cabinet on the co-ordination of disaster management among the spheres of government; 45

(c) must advise and make recommendations to Cabinet—

(i) on issues relating to disaster management; and

(ii) on the establishment of a national framework for disaster management aimed at ensuring an integrated and uniform approach to disaster management in the Republic by all national, provincial and municipal 50

organs of state, statutory functionaries, non-governmental institutions involved in disaster management, the private sector, communities and individuals.

National Disaster Management Advisory Forum

5. (1) The Minister must establish a National Disaster Management Advisory Forum 5
consisting of—
- (a) the Head of the National Centre;
 - (b) a senior representative of each national department whose Minister is a member of the Intergovernmental Committee on Disaster Management, designated by that Minister; 10
 - (c) a senior representative of each provincial department whose MEC is a member of that Committee, designated by that MEC;
 - (d) municipal officials selected by the South African Local Government Association;
 - (e) representatives of other disaster management role-players designated by the Minister, which may include— 15
 - (i) organised business;
 - (ii) the Chamber of Mines;
 - (iii) organised labour;
 - (iv) the insurance industry; 20
 - (v) organised agriculture;
 - (vi) traditional leaders;
 - (vii) religious and welfare organisations;
 - (viii) medical, paramedical and hospital organisations;
 - (ix) organisations representing disaster management professions in South Africa; 25
 - (x) other relevant non-governmental and international organisations and relief agencies;
 - (xi) statutory bodies regulating safety standards in particular industries;
 - (xii) institutions of higher education; and 30
 - (xiii) institutions that can provide scientific and technological advice or support to disaster management;
 - (f) experts in disaster management designated by the Minister; and
 - (g) persons co-opted by the Forum for a specific period or specific discussions. 35
- (2) The Head of the National Centre is the chairperson of the Forum. 35
- (3) (a) The Forum is a body in which national, provincial and local government and other disaster management role-players consult one another and co-ordinate their actions on matters relating to disaster management.
- (b) In performing the functions referred to in paragraph (a), the Forum— 40
- (i) must make recommendations concerning the national disaster management framework to the Intergovernmental Committee on Disaster Management; and
 - (ii) may advise any organ of state, statutory functionary, non-governmental organisation or community or the private sector on any matter relating to disaster management. 45

National disaster management framework

6. (1) The Minister, by notice in the *Gazette*—
- (a) must prescribe a national disaster management framework, taking into account— 50
 - (i) any recommendations of the Intergovernmental Committee on Disaster Management made in terms of section 4; and
 - (ii) comments by the public submitted as a result of a publication in terms of subsection (2); and
 - (b) may, from time to time, amend the national disaster management framework.
- (2) Before prescribing or amending the national disaster management framework, the Minister must publish particulars of the proposed framework or amendment in the *Gazette* for public comment. 55

Contents of national disaster management framework

7. (1) The national disaster management framework must provide a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole.
- (2) The national disaster management framework must reflect a proportionate emphasis on disasters of different kinds, severity and magnitude that occur or may occur in southern Africa, place emphasis on measures that reduce the vulnerability of disaster-prone areas, communities and households, and must—
- (a) guide the development and implementation of disaster management envisaged by this Act; 10
 - (b) establish prevention and mitigation as the core principles of disaster management;
 - (c) facilitate—
 - (i) South Africa's co-operation in international disaster management;
 - (ii) regional co-operation in disaster management in southern Africa; and 15
 - (iii) the establishment of joint standards of practice;
 - (d) give effect to the application of co-operative governance on issues concerning disasters and disaster management among the spheres of government and—
 - (i) determine the relationship between the sphere of government exercising primary responsibility for the co-ordination and management of a disaster in terms of sections 26(1), 40(1) and 54(1) or (2) and the spheres of government performing supportive roles; 20
 - (ii) allocate specific responsibilities in this regard to the different spheres;
 - (e) guide the development and implementation of disaster management within national, provincial and municipal organs of state on a cross-functional and multi-disciplinary basis and allocate responsibilities in this regard to different organs of state; 25
 - (f) facilitate—
 - (i) the involvement of the private sector, non-governmental organisations, traditional leaders, technical experts and volunteers in disaster management; 30
 - (ii) community participation in disaster management; and
 - (iii) partnerships for purposes of subparagraphs (i) and (ii) between organs of state and the private sector, non-governmental organisations and communities; 35
 - (g) facilitate disaster management capacity building, training and education, including in schools, and provide incentives for such capacity building, training and education;
 - (h) promote disaster management research;
 - (i) guide the development of a comprehensive information management system; 40
 - (j) take into account indigenous knowledge relating to disaster management;
 - (k) provide a framework within which organs of state may fund disaster management with specific emphasis on preventing or reducing the risk of disasters, including grants to contribute to post-disaster recovery and rehabilitation and payment to victims of disasters and their dependants; 45
 - (l) address the requirements for co-operation and co-ordination between the different spheres of government, the private sector, non-governmental organisations and communities; and
 - (m) provide key performance indicators in respect of the various aspects of disaster management. 50

CHAPTER 3

NATIONAL DISASTER MANAGEMENT

Part 1: National Disaster Management Centre

Establishment

8. (1) A National Disaster Management Centre is established as an institution within the public service. 55
- (2) The National Centre forms part of, and functions within, a department of state for which the Minister is responsible.

Objective

9. The objective of the National Centre is to promote an integrated and co-ordinated system of disaster management, with special emphasis on prevention and mitigation, by national, provincial and municipal organs of state, statutory functionaries, other role-players involved in disaster management and communities. 5

Administration

Appointment of Head

10. (1) The Minister must, subject to subsection (2) and legislation governing the public service, appoint a person as the Head of the National Centre.
 (2) A person appointed as the Head of the National Centre holds office in the Department on terms and conditions set out in a written employment contract which must include terms and conditions setting performance standards. 10

Acting Head

11. When the Head of the National Centre is absent or otherwise unable to perform the functions of office, or during a vacancy in the office of Head of the National Centre, the Director-General of the Department may designate another person in the service of, or seconded to, the Department to act as Head of the National Centre. 15

Responsibilities of Head

12. (1) The Head of the National Centre—
 (a) is responsible for the exercise by the National Centre of its powers and the performance of its duties; and 20
 (b) takes all decisions of the National Centre in the exercise of its powers and the performance of its duties, except decisions of the National Centre taken in consequence of a delegation or assignment in terms of section 14.
 (2) The Head of the National Centre performs the functions of office subject to section 15(3). 25

Staff

13. (1) The staff of the National Centre consists of—
 (a) the Head of the National Centre; and
 (b) persons in the service of the Department designated by the Director-General of the Department to perform the duties of the National Centre. 30
 (2) An employee of an organ of state or other organisation may be seconded to the National Centre by agreement between the Director-General of the Department and that organ of state or organisation.
 (3) Persons seconded to the National Centre perform their functions of office subject to the control and direction of the Head of the National Centre. 35

Delegation or assignment

14. (1) The Head of the National Centre may, in writing, delegate any of the powers or assign any of the duties entrusted to the National Centre in terms of this Act to—
 (a) a member of the staff of the National Centre; 40
 (b) a provincial disaster management centre, by agreement with the MEC responsible for the department in which the centre is located; or
 (c) a municipal disaster management centre, by agreement with the municipality concerned.
 (2) A delegation or assignment in terms of subsection (1)— 45

- (a) is subject to the limitations or conditions that the Head of the National Centre may impose; and
 - (b) does not divest the Head of the National Centre of the responsibility concerning the exercise of the delegated power or the performance of the assigned duty. 5
- (3) The Head of the National Centre may confirm, vary or revoke any decision taken in consequence of a delegation or assignment in terms of subsection (1), but no such variation or revocation of a decision may detract from any rights that may have accrued as a result of the decision.

Powers and duties of National Centre

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General powers and duties

15. (1) The National Centre must, subject to other provisions of this Act, do all that is necessary to achieve its objective as set out in section 9, and, for this purpose—
- (a) must specialise in issues concerning disasters and disaster management;
 - (b) must monitor whether organs of state and statutory functionaries comply with this Act and the national disaster management framework and must monitor progress with post-disaster recovery and rehabilitation; 15
 - (c) must act as a repository of, and conduit for, information concerning disasters, impending disasters and disaster management;
 - (d) may act as an advisory and consultative body on issues concerning disasters and disaster management to— 20
 - (i) organs of state and statutory functionaries;
 - (ii) the private sector and non-governmental organisations;
 - (iii) communities and individuals; and
 - (iv) other governments and institutions in southern Africa; 25
 - (e) must make recommendations regarding the funding of disaster management and initiate and facilitate efforts to make such funding available;
 - (f) must make recommendations to any relevant organ of state or statutory functionary—
 - (i) on draft legislation affecting this Act, the national disaster management framework or any other disaster management issue; 30
 - (ii) on the alignment of national, provincial or municipal legislation with this Act and the national disaster management framework; or
 - (iii) in the event of a national disaster, on whether a national state of disaster should be declared in terms of section 27; 35
 - (g) must promote the recruitment, training and participation of volunteers in disaster management;
 - (h) must promote disaster management capacity building, training and education throughout the Republic, including in schools, and, to the extent that it may be appropriate, in other southern African states; 40
 - (i) must promote research into all aspects of disaster management;
 - (j) may assist in the implementation of legislation referred to in section 2(1)(b) to the extent required by the administrator of such legislation and approved by the Minister; and
 - (k) may exercise any other powers conferred on it, and must perform any other duties assigned to it in terms of this Act. 45
- (2) The National Centre may—
- (a) engage in any lawful activity, whether alone or together with any other organisation in the Republic or elsewhere, aimed at promoting the effective exercise of its powers or the effective performance of its duties; 50
 - (b) exchange information relevant to disaster management with institutions performing functions similar to those of the National Centre in the Republic and elsewhere.
- (3) The National Centre must exercise its powers and perform its duties—
- (a) within the national disaster management framework; 55
 - (b) subject to the directions of the Minister;

- (c) in accordance with the administrative instructions of the Director-General of the Department; and
 - (d) subject to the Public Finance Management Act, 1999 (Act No. 1 of 1999).
- (4) The National Centre must liaise and co-ordinate its activities with the provincial and municipal disaster management centres. 5

Communication links with disaster management role-players

16. (1) The National Centre must—
- (a) develop and maintain a directory of institutional role-players that are or should be involved in disaster management in southern Africa showing—
 - (i) their names, telephone and fax numbers and physical, postal and electronic addresses; 10
 - (ii) particulars of their involvement in disaster management; and
 - (iii) the nature, capacity and location of emergency and relief services under their control; and
 - (b) establish effective communication links with contact persons identified by those role-players. 15
- (2) The directory must include particulars of—
- (a) all national, provincial and municipal organs of state and statutory functionaries involved in disaster management;
 - (b) non-governmental organisations involved in disaster management; 20
 - (c) disaster management experts in South Africa;
 - (d) private sector organisations with specialised equipment, skills or knowledge relevant to disaster management;
 - (e) private sector voluntary agencies involved in disaster management; and
 - (f) foreign non-governmental organisations and international organisations involved in disaster management in southern Africa. 25
- (3) The National Centre must establish communication links with foreign disaster management agencies, including institutions performing functions similar to those performed by the National Centre, to exchange information and to have access to international expertise in and assistance in respect of disaster management. 30

Disaster management information system

17. (1) The National Centre must act as a repository of, and conduit for, information concerning disasters and disaster management, and, must for this purpose—
- (a) collect information on all aspects of disasters and disaster management;
 - (b) process and analyse such information; 35
 - (c) develop and maintain an electronic database envisaged in subsection (2); and
 - (d) take steps to disseminate such information, especially to communities that are vulnerable to disasters.
- (2) The electronic database developed by the National Centre must contain extensive information concerning disasters that occur or may occur in southern Africa and disaster management issues, including information on— 40
- (a) phenomena, occurrences, activities and circumstances that cause or aggravate disasters;
 - (b) risk factors underlying disasters and ways and means to reduce such risks;
 - (c) recurring occurrences that result in loss, but which are not classified as disasters in terms of this Act; 45
 - (d) prevention and mitigation;
 - (e) early warning systems;
 - (f) areas and communities that are particularly vulnerable to disasters;
 - (g) indigenous knowledge relating to disaster management; 50
 - (h) the directory of role-players referred to in section 16 and the names and particulars of their respective contact persons;
 - (i) emergency response resources and capacity in the national, provincial and local spheres of government and in the non-government sectors, including the location and size of, and other relevant information relating to— 55
 - (i) police stations;
 - (ii) hospitals, clinics and other health institutions;

- (iii) emergency medical services;
 - (iv) school, church and public buildings and other facilities that could be used as emergency shelters or hospitals in the event of a disaster;
 - (v) fire-fighting services; and
 - (vi) airports, airstrips, harbours, seaports and railway stations; 5
 - (j) emergency response resources and capacity in neighbouring states and relevant international relief agencies;
 - (k) emergency preparedness in the different spheres of government;
 - (l) each disaster classified by the National Centre in terms of section 23, including the assessment of the National Centre of the disaster and the information recorded in the register referred to in subsection (1)(c) of that section; and 10
 - (m) research and training facilities for disaster management disciplines.
- (3) The National Centre must take reasonable steps to ensure that the database is electronically accessible to any person free of charge. 15
- (4) Subsection (3) does not prevent the National Centre from—
- (a) establishing security safeguards to protect the database from abuse; and
 - (b) classifying parts of the database as restricted areas in consultation with the Minister, and limiting access to those parts to persons authorised by the Minister. 20

Gathering of information

18. (1) The National Centre may, in writing, request any organ of state or person in possession of information reasonably required by the National Centre for the purpose of section 16 or 17, to provide such information to the National Centre within a reasonable period determined by the National Centre. 25
- (2) If an organ of state fails to comply with a request, the National Centre must report the failure to the Minister, who must take such steps as may be necessary to secure compliance with the request, including reporting the failure to Parliament.

Disaster management plans and strategies

19. The National Centre must— 30
- (a) develop guidelines for the preparation, and regular review and updating, of disaster management plans and strategies by organs of state and other institutional role-players involved in disaster management;
 - (b) support and assist in the preparation, and regular review and updating, of these plans and strategies by organs of state and other institutional role-players involved in disaster management; 35
 - (c) assist in aligning these plans and strategies;
 - (d) assist in co-ordinating the implementation of these plans and strategies by the respective organs of state and other role-players;
 - (e) develop guidelines for the integration of the concept and principles of disaster management, and particularly strategies on prevention and mitigation, with national, provincial and municipal development plans, programmes and initiatives; and 40
 - (f) support and assist in the integration referred to in paragraph (e).

Prevention and mitigation 45

20. (1) The National Centre, to the extent that it has the capacity, must give guidance to organs of state, the private sector, non-governmental organisations, communities and individuals to assess and prevent or reduce the risk of disasters, including—
- (a) ways and means of— 50
 - (i) determining levels of risk;
 - (ii) assessing the vulnerability of communities and households to disasters that may occur;
 - (iii) increasing the capacity of communities and households to minimise the risk and impact of disasters that may occur; and

- (iv) monitoring the likelihood of, and the state of alertness to, disasters that may occur;
 - (b) the development and implementation of appropriate prevention and mitigation methodologies;
 - (c) the integration of prevention and mitigation methodologies with development plans, programmes and initiatives; and
 - (d) the management of high-risk developments.
- (2) The National Centre must promote formal and informal initiatives that encourage risk-avoidance behaviour by organs of state, the private sector, non-governmental organisations, communities and individuals.

Monitoring, measuring performance and evaluating disaster management plans and prevention, mitigation and response initiatives

21. The National Centre must—

- (a) monitor—
 - (i) progress with the preparation and regular updating in terms of sections 25, 38, 39, 52 and 53 of disaster management plans and strategies by organs of state involved in disaster management;
 - (ii) formal and informal prevention, mitigation and response initiatives by organs of state, the private sector, non-governmental organisations and communities, including the integration of these initiatives with development plans; and
 - (iii) compliance with key performance indicators envisaged by section 7(2)(m); and
- (b) from time to time, measure performance and evaluate such progress and initiatives.

Giving of advice and guidance

22. The National Centre may give advice and guidance by—

- (a) publishing guidelines and recommendations in the *Gazette* or a provincial gazette;
- (b) interacting with specific role-players and individuals;
- (c) disseminating information;
- (d) conducting workshops;
- (e) facilitating access to its electronic database; and
- (f) acting in any other way approved by the Director-General of the Department.

Classification and recording of disasters

23. (1) When a disastrous event occurs or threatens to occur, the National Centre must, for the purpose of the proper application of this Act, determine whether the event should be regarded as a disaster in terms of this Act, and if so, the National Centre must immediately—

- (a) assess the magnitude and severity or potential magnitude and severity of the disaster;
- (b) classify the disaster as a local, provincial or national disaster in accordance with subsections (4), (5) and (6); and
- (c) record the prescribed particulars concerning the disaster in the prescribed register.

(2) When assessing the magnitude and severity or potential magnitude and severity of a disaster, the National Centre—

- (a) must consider any information and recommendations concerning the disaster received from a provincial or municipal disaster management centre in terms of section 35 or 49; and
- (b) may enlist the assistance of an independent assessor to evaluate the disaster on site.

(3) The National Centre may reclassify a disaster classified in terms of subsection (1)(b) as a local, provincial or national disaster at any time after consultation with the relevant provincial or municipal disaster management centres, if the magnitude and severity or potential magnitude and severity of the disaster is greater or lesser than the initial assessment.

(4) A disaster is a local disaster if—

- (a) it affects a single metropolitan, district or local municipality only; and
 (b) the municipality concerned, or, if it is a district or local municipality, that municipality either alone or with the assistance of local municipalities in the area of the district municipality is able to deal with it effectively.
- (5) A disaster is a provincial disaster if— 5
 (a) it affects—
 (i) more than one metropolitan or district municipality in the same province;
 (ii) a single metropolitan or district municipality in the province and that metropolitan municipality, or that district municipality with the assistance of the local municipalities within its area, is unable to deal with it effectively; or 10
 (iii) a cross-boundary municipality in respect of which only one province exercises executive authority as envisaged by section 90(3)(a) of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998); and 15
 (b) the province concerned is able to deal with it effectively.
- (6) A disaster is a national disaster if it affects—
 (a) more than one province; or
 (b) a single province which is unable to deal with it effectively.
- (7) Until a disaster is classified in terms of this section, the disaster must be regarded 20
 as a local disaster.
- (8) The classification of a disaster in terms of this section designates primary responsibility to a particular sphere of government for the co-ordination and management of the disaster, but an organ of state in another sphere may assist the sphere having primary responsibility to deal with the disaster and its consequences. 25

Annual reports

24. (1) The National Centre must submit a report annually to the Minister on—
 (a) its activities during the year;
 (b) the results of its monitoring of prevention and mitigation initiatives;
 (c) disasters that occurred during the year in each province; 30
 (d) the classification, magnitude and severity of these disasters;
 (e) the effects they had;
 (f) particular problems that were experienced—
 (i) in dealing with these disasters; and
 (ii) generally in implementing this Act and the national disaster management 35
 framework;
 (g) the way in which these problems were addressed and any recommendations the National Centre wishes to make in this regard;
 (h) progress with the preparation and regular updating in terms of sections 25, 38, 39, 52 and 53 of disaster management plans and strategies by organs of state 40
 involved in disaster management; and
 (i) an evaluation of the implementation of such plans and strategies.
- (2) The Minister must submit the report to Parliament within 30 days after receipt of the report from the National Centre.
- (3) The National Centre must, at the same time that its report is submitted to the 45
 Minister in terms of subsection (1), submit a copy of that report to each provincial and municipal disaster management centre.

Part 2: Powers and duties of national government

Preparation of disaster management plans

25. (1) Each national organ of state indicated in the national disaster management 50
 framework must—
 (a) prepare a disaster management plan setting out—
 (i) the way in which the concept and principles of disaster management are to be applied in its functional area;

- (ii) its role and responsibilities in terms of the national disaster management framework;
- (iii) its role and responsibilities regarding emergency response and post-disaster recovery and rehabilitation;
- (iv) its capacity to fulfil its role and responsibilities; 5
- (v) particulars of its disaster management strategies; and
- (vi) contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies;
- (b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players; and 10
- (c) regularly review and update its plan.
- (2) The disaster management plan of a national organ of state referred to in subsection (1) must form an integral part of its planning.
- (3) (a) A national organ of state must submit a copy of its disaster management plan and of any amendment to the plan to the National Centre. 15
- (b) If a national organ of state fails to submit a copy of its disaster management plan or of any amendment to the plan in terms of paragraph (a), the National Centre must report the failure to the Minister, who must take such steps as may be necessary to secure compliance with that paragraph, including reporting the failure to Parliament.

Responsibilities in event of national disaster 20

26. (1) The national executive is primarily responsible for the co-ordination and management of national disasters irrespective of whether a national state of disaster has been declared in terms of section 27.
- (2) The national executive must deal with a national disaster—
- (a) in terms of existing legislation and contingency arrangements, if a national state of disaster has not been declared in terms of section 27(1); or 25
 - (b) in terms of existing legislation and contingency arrangements as augmented by regulations or directions made or issued in terms of section 27(2), if a national state of disaster has been declared.
- (3) This section does not preclude a provincial or municipal organ of state from providing assistance to the national executive to deal with a national disaster and its consequences, and the national executive, in exercising its primary responsibility, must act in close co-operation with the other spheres of government. 30

Declaration of national state of disaster

27. (1) In the event of a national disaster, the Minister may, by notice in the *Gazette*, declare a national state of disaster if— 35
- (a) existing legislation and contingency arrangements do not adequately provide for the national executive to deal effectively with the disaster; or
 - (b) other special circumstances warrant the declaration of a national state of disaster. 40
- (2) If a national state of disaster has been declared in terms of subsection (1), the Minister may, subject to subsection (3), and after consulting the responsible Cabinet member, make regulations or issue directions or authorise the issue of directions concerning—
- (a) the release of any available resources of the national government, including stores, equipment, vehicles and facilities; 45
 - (b) the release of personnel of a national organ of state for the rendering of emergency services;
 - (c) the implementation of all or any of the provisions of a national disaster management plan that are applicable in the circumstances; 50
 - (d) the evacuation to temporary shelters of all or part of the population from the disaster-stricken or threatened area if such action is necessary for the preservation of life;
 - (e) the regulation of traffic to, from or within the disaster-stricken or threatened area; 55
 - (f) the regulation of the movement of persons and goods to, from or within the disaster-stricken or threatened area;

- (g) the control and occupancy of premises in the disaster-stricken or threatened area;
 - (h) the provision, control or use of temporary emergency accommodation;
 - (i) the suspension or limiting of the sale, dispensing or transportation of alcoholic beverages in the disaster-stricken or threatened area; 5
 - (j) the maintenance or installation of temporary lines of communication to, from or within the disaster area;
 - (k) the dissemination of information required for dealing with the disaster;
 - (l) emergency procurement procedures;
 - (m) the facilitation of response and post-disaster recovery and rehabilitation; 10
 - (n) other steps that may be necessary to prevent an escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster; or
 - (o) steps to facilitate international assistance.
- (3) The powers referred to in subsection (2) may be exercised only to the extent that this is necessary for the purpose of— 15
- (a) assisting and protecting the public;
 - (b) providing relief to the public;
 - (c) protecting property;
 - (d) preventing or combating disruption; or
 - (e) dealing with the destructive and other effects of the disaster. 20
- (4) Regulations made in terms of subsection (2) may include regulations prescribing penalties for any contravention of the regulations.
- (5) A national state of disaster that has been declared in terms of subsection (1)—
- (a) lapses three months after it has been declared;
 - (b) may be terminated by the Minister by notice in the *Gazette* before it lapses in terms of paragraph (a); and 25
 - (c) may be extended by the Minister by notice in the *Gazette* for one month at a time before it lapses in terms of paragraph (a) or the existing extension is due to expire.

CHAPTER 4 30

PROVINCIAL DISASTER MANAGEMENT

Part 1: Provincial disaster management framework

Provincial disaster management framework

28. (1) Each province must establish and implement a framework for disaster management in the province aimed at ensuring an integrated and uniform approach to disaster management in the province by all provincial organs of state, provincial statutory functionaries, non-governmental organisations involved in disaster management in the province and by the private sector. 35

(2) A provincial disaster management framework must be consistent with the provisions of this Act and the national disaster management framework. 40

(3) (a) A provincial disaster management framework, or any amendment thereto, must be published in the relevant provincial gazette.

(b) Before establishing or amending a provincial disaster management framework, particulars of the proposed framework or amendment must be published in the relevant provincial gazette for public comment. 45

Part 2: Provincial disaster management centres

Establishment

29. (1) Each province must establish a disaster management centre.

(2) A provincial disaster management centre forms part of, and functions within, a department designated by the Premier in the provincial administration. 50

Powers and duties

30. (1) A provincial disaster management centre—

- (a) must specialise in issues concerning disasters and disaster management in the province;
- (b) must promote an integrated and co-ordinated approach to disaster management in the province, with special emphasis on prevention and mitigation, by— 5
- (i) provincial organs of state in the province; and
- (ii) other role-players involved in disaster management in the province;
- (c) must act as a repository of, and conduit for, information concerning disasters, impending disasters and disaster management in the province;
- (d) may act as an advisory and consultative body on issues concerning disasters and disaster management in the province to— 10
- (i) organs of state and statutory functionaries;
- (ii) the private sector and non-governmental organisations; and
- (iii) communities and individuals;
- (e) must make recommendations regarding the funding of disaster management in the province, and initiate and facilitate efforts to make such funding available; 15
- (f) may make recommendations to any relevant organ of state or statutory functionary— 20
- (i) on draft legislation affecting this Act, the national disaster management framework or any other disaster management issue;
- (ii) on the alignment of provincial or municipal legislation with this Act and the national disaster management framework; or
- (iii) in the event of a provincial disaster, on whether a provincial state of disaster should be declared in terms of section 41; 25
- (g) must promote the recruitment, training and participation of volunteers in disaster management in the province;
- (h) must promote disaster management capacity building, training and education, including in schools, in the province;
- (i) may promote research into all aspects of disaster management in the province; 30
- (j) may give advice and guidance by disseminating information regarding disaster management in the province, especially to communities that are vulnerable to disasters;
- (k) may exercise any powers and must perform any duties delegated and assigned to it in terms of section 14; and 35
- (l) may assist in the implementation of legislation referred to in section 2(1)(b) to the extent required by the administrator of such legislation and approved by the MEC responsible for the department in which the centre is located.
- (2) A provincial disaster management centre may engage in any lawful activity in the province, whether alone or together with any other organisation, aimed at promoting the proper exercise of its powers or performance of its duties. 40
- (3) A provincial disaster management centre must exercise its powers and perform its duties—
- (a) within the national disaster management framework and the provincial disaster management framework referred to in section 28; 45
- (b) subject to the policy directions of the MEC responsible for disaster management in the province acting within the national disaster management framework and the provincial disaster management framework;
- (c) in accordance with the administrative instructions of the head of the provincial department in which it is located; and 50
- (d) subject to the Public Finance Management Act, 1999.
- (4) A provincial disaster management centre must liaise and co-ordinate its activities with the National Centre and the municipal disaster management centres in the province.

Head of provincial disaster management centre

- 31.** (1) The MEC responsible for the department in which a provincial disaster management centre is located must, subject to subsection (2) and legislation governing the public service, appoint a person as the head of the provincial disaster management centre. 55
- (2) A person appointed as the head of a provincial disaster management centre holds office on terms and conditions set out in a written employment contract which must include terms and conditions setting performance standards. 60
- (3) The head of a provincial disaster management centre—

- (a) is responsible for the exercise by the centre of its powers and the performance of its duties; and
 - (b) takes all 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. 5
- (4) The head of a provincial disaster management centre performs the functions of office subject to section 30(3).

Assistance to National Centre

- 32.** (1) A provincial disaster management centre must assist the National Centre, at the request of the National Centre, to— 10
- (a) identify and establish communication links with provincial organs of state and other disaster management role-players in the province for the purposes of section 16;
 - (b) develop and maintain the disaster management electronic database envisaged in section 17 in so far as the database applies to the province; and 15
 - (c) develop guidelines in terms of section 19 for the—
 - (i) preparation and regular review of disaster management plans and strategies, including contingency plans and emergency procedures; and
 - (ii) the integration of the concept and principles of disaster management, and particularly prevention and mitigation strategies, with development plans and programmes. 20
- (2) (a) A provincial disaster management centre may, in writing, request any provincial organ of state or person in possession of information reasonably required by that centre for the purpose of subsection (1)(a) or (b), to provide such information to the centre within a reasonable period determined by the centre. 25
- (b) If a provincial organ of state fails to comply with a request, the provincial disaster management centre must report the failure to the MEC responsible for disaster management in the province, who must take such steps as may be necessary to secure compliance with the request, including reporting the failure to the provincial legislature.

Prevention and mitigation 30

- 33.** (1) A provincial disaster management centre, to the extent that it has the capacity, must give guidance to organs of state, the private sector, non-governmental organisations, communities and individuals in the province to assess and prevent or reduce the risk of disasters, including—
- (a) ways and means of— 35
 - (i) determining levels of risk;
 - (ii) assessing the vulnerability of communities and households to disasters that may occur;
 - (iii) increasing the capacity of communities and households to minimise the risk and impact of disasters that may occur; and 40
 - (iv) monitoring the likelihood of, and the state of alertness to, disasters that may occur;
 - (b) the development and implementation of appropriate prevention and mitigation methodologies;
 - (c) the integration of prevention and mitigation methodologies with development plans, programmes and initiatives; and 45
 - (d) the management of high-risk developments.
- (2) A provincial disaster management centre must promote formal and informal initiatives that encourage risk-avoidance behaviour by organs of state, the private sector, non-governmental organisations, communities and individuals in the province. 50

Monitoring, measuring performance and evaluating disaster management plans and prevention, mitigation and response initiatives

- 34.** A provincial disaster management centre must—
- (a) monitor—
 - (i) progress with the preparation and regular updating in terms of sections 38, 39, 52 and 53 of disaster management plans and strategies by 55

- provincial and municipal organs of state involved in disaster management in the province;
- (ii) formal and informal prevention, mitigation and response initiatives by provincial and municipal organs of state, the private sector, non-governmental organisations and communities, including the integration of these initiatives with development plans; and
 - (iii) the compliance in the province with key performance indicators envisaged by section 7(2)(m); and
- (b) from time to time, measure performance and evaluate such progress and initiatives.

Disasters occurring or threatening to occur in provinces

35. (1) When a disastrous event occurs or threatens to occur in a province, the disaster management centre of the province concerned must determine whether the event should be regarded as a disaster in terms of this Act, and, if so, the centre must immediately—
- (a) initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster;
 - (b) inform the National Centre of the disaster and its initial assessment of the magnitude and severity or potential magnitude and severity of the disaster;
 - (c) alert disaster management role-players in the province that may be of assistance in the circumstances; and
 - (d) initiate the implementation of any contingency plans and emergency procedures that may be applicable in the circumstances.
- (2) When informing the National Centre in terms of subsection (1)(b), the provincial disaster management centre may make such recommendations regarding the classification of the disaster as may be appropriate.

Annual reports

36. (1) The disaster management centre of a province must submit a report annually to the MEC responsible for the provincial department in which the centre is located, on—
- (a) its activities during the year;
 - (b) the results of the centre's monitoring of prevention and mitigation initiatives;
 - (c) disasters that occurred during the year in the province;
 - (d) the classification, magnitude and severity of these disasters;
 - (e) the effects they had;
 - (f) particular problems that were experienced—
 - (i) in dealing with these 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 the centre wishes to make in this regard;
 - (h) progress with the preparation and regular updating in terms of sections 38 and 39 of disaster management plans and strategies by provincial organs of state involved in disaster management in the province; and
 - (i) an evaluation of the implementation of such plans.
- (2) The MEC must submit the report to the provincial legislature within 30 days after receipt of the report from the provincial disaster management centre.
- (3) The provincial disaster management centre must, at the same time that its report is submitted to the relevant MEC in terms of subsection (1), submit a copy of that report to the National Centre and to each municipal disaster management centre in the province.

Part 3: Powers and duties of provincial government

Provincial disaster management advisory forum

37. (1) The MEC responsible for disaster management in a province may establish a provincial disaster management advisory forum consisting of—

- (a) the head of the provincial disaster management centre;
 - (b) a senior representative of each provincial department designated by the Premier of the province concerned;
 - (c) the heads of the respective municipal disaster management centres in the province; 5
 - (d) representatives of organised local government in the province;
 - (e) representatives of other disaster management role-players in the province designated by the MEC, which may include—
 - (i) organised business in the province;
 - (ii) representatives of mines in the province; 10
 - (iii) organised labour in the province;
 - (iv) organised agriculture in the province;
 - (v) traditional leaders;
 - (vi) the insurance industry in the province;
 - (vii) religious and welfare organisations in the province; 15
 - (viii) medical, paramedical and hospital organisations in the province;
 - (ix) other relevant non-governmental organisations and relief agencies in the province;
 - (x) institutions of higher education in the province;
 - (xi) institutions that can provide scientific and technological advice or support to disaster management; 20
 - (f) experts in disaster management designated by the MEC; and
 - (g) persons co-opted by the forum in question for a specific period or specific discussion.
- (2) A forum envisaged by subsection (1) is a body in which a provincial government and relevant disaster management role-players in the province consult one another and co-ordinate their actions on matters relating to disaster management in the province. 25

Preparation of disaster management plans

38. (1) Each provincial organ of state indicated in the national or provincial disaster management framework must, within the applicable provincial disaster management framework— 30
- (a) prepare a disaster management plan setting out—
 - (i) the way in which the concept and principles of disaster management are to be applied in its functional area;
 - (ii) its role and responsibilities in terms of the national or provincial disaster management framework; 35
 - (iii) its role and responsibilities regarding emergency response and post-disaster recovery and rehabilitation;
 - (iv) its capacity to fulfil its role and responsibilities;
 - (v) particulars of its disaster management strategies; and 40
 - (vi) contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies;
 - (b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players; and
 - (c) regularly review and update its plan. 45
- (2) The disaster management plan of a provincial organ of state referred to in subsection (1) must form an integral part of its planning.
- (3) (a) A provincial organ of state must submit a copy of its disaster management plan and of any amendment to the plan to the National Centre and the relevant provincial disaster management centre. 50
- (b) If a provincial organ of state fails to submit a copy of its disaster management plan or of any amendment to the plan in terms of paragraph (a), the National Centre or relevant provincial disaster management centre must report the failure to the MEC responsible for disaster management in the province, who must take such steps as may be necessary to secure compliance with that paragraph, including reporting the failure to the provincial legislature. 55

Disaster management plans for provinces

39. (1) Each province must—

- (a) prepare a disaster management plan for the province as a whole;
 - (b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players; and
 - (c) regularly review and update its plan.
- (2) A disaster management plan for a province must— 5
- (a) form an integral part of development planning in the province;
 - (b) anticipate the types of disaster that are likely to occur in the province and their possible effects;
 - (c) guide the development of measures that reduce the vulnerability of disaster-prone areas, communities and households; 10
 - (d) seek to develop a system of incentives that will promote disaster management in the province;
 - (e) identify the areas or communities at risk;
 - (f) take into account indigenous knowledge relating to disaster management;
 - (g) promote disaster management research; 15
 - (h) identify and address weaknesses in capacity to deal with possible disasters;
 - (i) provide for appropriate prevention and mitigation strategies;
 - (j) facilitate maximum emergency preparedness; and
 - (k) contain contingency plans and emergency procedures in the event of a disaster, providing for— 20
 - (i) the allocation of responsibilities to the various role-players and co-ordination in the carrying out of those responsibilities;
 - (ii) prompt disaster response and relief;
 - (iii) the procurement of essential goods and services;
 - (iv) the establishment of strategic communication links; 25
 - (v) the dissemination of information; and
 - (vi) other matters that may be prescribed.
- (3) Municipal organs of state in the province, to the extent required by the province, may be requested to co-operate with the province in preparing a disaster management plan for the province. 30
- (4) A province must submit a copy of its disaster management plan, and of any amendment to the plan, to the National Centre and each municipal disaster management centre in the province.

Responsibilities in event of provincial disaster

40. (1) The executive of a province is primarily responsible for the co-ordination and management of provincial disasters that occur in the province, irrespective of whether a provincial state of disaster has been declared in terms of section 41. 35
- (2) The provincial executive must deal with a provincial disaster—
- (a) in terms of existing legislation and contingency arrangements, if a provincial state of disaster has not been declared in terms of section 41(1); or 40
 - (b) in terms of existing legislation and contingency arrangements as augmented by regulations or directions made or issued in terms of section 41(2), if a provincial state of disaster has been declared.
- (3) This section does not preclude a national or municipal organ of state from providing assistance to a provincial executive to deal with a provincial disaster and its consequences. 45

Declaration of provincial state of disaster

41. (1) In the event of a provincial disaster, the Premier of a province, after consultation with the other MECs, may, by notice in the provincial gazette, declare a provincial state of disaster if— 50
- (a) existing legislation and contingency arrangements do not adequately provide for the provincial executive to deal effectively with the disaster; or
 - (b) other special circumstances warrant the declaration of a provincial state of disaster.
- (2) If a provincial state of disaster has been declared in terms of subsection (1), the Premier of the province concerned may, subject to subsection (3), make regulations or issue directions or authorise the issue of directions concerning— 55

- (a) the release of any available resources of the provincial government, including stores, equipment, vehicles and facilities;
 - (b) the release of personnel of a provincial organ of state for the rendering of emergency services;
 - (c) the implementation of all or any of the provisions of a provincial disaster management plan that are applicable in the circumstances; 5
 - (d) the evacuation to temporary shelters of all or part of the population from the disaster-stricken or threatened area if such action is necessary for the preservation of life;
 - (e) the regulation of traffic to, from or within the disaster-stricken or threatened area; 10
 - (f) the regulation of the movement of persons and goods to, from or within the disaster-stricken or threatened area;
 - (g) the control and occupancy of premises in the disaster-stricken or threatened area; 15
 - (h) the provision, control or use of temporary emergency accommodation;
 - (i) the suspension or limiting of the sale, dispensing or transportation of alcoholic beverages in the disaster-stricken or threatened area;
 - (j) the maintenance or installation of temporary lines of communication to, from or within the disaster area; 20
 - (k) the dissemination of information required for dealing with the disaster;
 - (l) emergency procurement procedures;
 - (m) the facilitation of response and post-disaster recovery and rehabilitation;
 - (n) steps to facilitate international assistance; or
 - (o) other steps that may be necessary to prevent an escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster. 25
- (3) The powers referred to in subsection (2) may be exercised only to the extent that this is necessary for the purpose of—
- (a) assisting and protecting the public;
 - (b) providing relief to the public; 30
 - (c) protecting property;
 - (d) preventing or combating disruption; or
 - (e) dealing with the destructive and other effects of the disaster.
- (4) Regulations made in terms of subsection (2) may include regulations prescribing penalties for any contravention of the regulations. 35
- (5) A provincial state of disaster that has been declared in terms of subsection (1)—
- (a) lapses three months after it has so been declared;
 - (b) may be terminated by the Premier by notice in the provincial gazette before it lapses in terms of paragraph (a); and
 - (c) may be extended by the Premier by notice in the provincial gazette for one month at a time before it lapses in terms of paragraph (a) or the existing extension is due to expire. 40

CHAPTER 5

MUNICIPAL DISASTER MANAGEMENT

Part 1: Municipal disaster management framework 45

Municipal disaster management framework

- 42.** (1) Each metropolitan and each district municipality must establish and implement a framework for disaster management in the municipality aimed at ensuring an integrated and uniform approach to disaster management in its area by—
- (a) the municipality and statutory functionaries of the municipality, including, in the case of a district municipality, the local municipalities and statutory functionaries of the local municipalities in its area; 50
 - (b) all municipal entities operating in its area;
 - (c) all non-governmental institutions involved in disaster management in its area; and 55
 - (d) the private sector.
- (2) A district municipality must establish its disaster management framework after consultation with the local municipalities in its area.

(3) A municipal disaster management framework must be consistent with the provisions of this Act, the national disaster management framework and the disaster management framework of the province concerned.

Part 2: Municipal disaster management centres

Establishment

5

43. (1) Each metropolitan and each district municipality must establish in its administration a disaster management centre for its municipal area.

(2) A district municipality—

(a) must establish its disaster management centre after consultation with the local municipalities within its area; and

10

(b) may operate such centre in partnership with those local municipalities.

Powers and duties

44. (1) A municipal disaster management centre—

(a) must specialise in issues concerning disasters and disaster management in the municipal area;

15

(b) must promote an integrated and co-ordinated approach to disaster management in the municipal area, with special emphasis on prevention and mitigation, by—

(i) departments and other internal units within the administration of the municipality, and, in the case of a district municipality, also by departments and other internal units within the administration of the local municipalities in the area of the district municipality;

20

(ii) all municipal entities operating in the municipal area; and

(iii) other role-players involved in disaster management in the municipal area;

25

(c) must act as a repository of, and conduit for, information concerning disasters, impending disasters and disaster management in the municipal area;

(d) may act as an advisory and consultative body on issues concerning disasters and disaster management in the municipal area for—

(i) organs of state and statutory functionaries;

30

(ii) the private sector and non-governmental organisations; and

(iii) communities and individuals;

(e) must make recommendations regarding the funding of disaster management in the municipal area, and initiate and facilitate efforts to make such funding available;

35

(f) may make recommendations to any relevant organ of state or statutory functionary—

(i) on draft legislation affecting this Act, the national disaster management framework or any other disaster management issue;

(ii) on the alignment of municipal legislation with this Act, the national disaster management framework and the relevant provincial disaster management framework; or

40

(iii) in the event of a local disaster, on whether a local state of disaster should be declared in terms of section 55;

(g) must promote the recruitment, training and participation of volunteers in disaster management in the municipal area;

45

(h) must promote disaster management capacity building, training and education, including in schools, in the municipal area;

(i) may promote research into all aspects of disaster management in the municipal area;

50

(j) may give advice and guidance by disseminating information regarding disaster management in the municipal area, especially to communities that are vulnerable to disasters;

(k) may exercise any powers and must perform any duties delegated and assigned to it in terms of section 14; and

55

(l) may assist in the implementation of legislation referred to in section 2(1)(b) to the extent required by the administrator of such legislation and approved by the municipal council.

(2) A municipal disaster management centre may engage in any lawful activity in the municipal area, whether alone or together with any other organisation, aimed at promoting the effective exercise of its powers and performance of its duties.

(3) A municipal disaster management centre must exercise its powers and perform its duties—

- (a) within the national disaster management framework, the disaster management framework of the province concerned and the disaster management framework of its municipality;
- (b) subject to the municipality's integrated development plan and other directions of the municipal council acting within the national disaster management framework, the disaster management framework of the province concerned and the disaster management framework of that municipality; and
- (c) in accordance with the administrative instructions of the municipal manager.

(4) A municipal disaster management centre must liaise and co-ordinate its activities with the National Centre and the relevant provincial disaster management centre.

Head of municipal disaster management centre

45. (1) A municipal council must, subject to the applicable provisions of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), appoint a person as head of its municipal disaster management centre.

(2) The head of a municipal disaster management centre—

- (a) is responsible for the exercise by the centre of its powers and the performance of its duties; and
- (b) in accordance with the directions of the council, takes all 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.

(3) The head of a municipal disaster management centre performs the functions of office subject to section 44(3).

Assistance to National Centre and provincial disaster management centre

46. (1) A municipal disaster management centre must assist the National Centre and the relevant provincial disaster management centre at that centre's request to—

- (a) identify and establish communication links with disaster management role-players in the municipal area for the purposes of section 16;
- (b) develop and maintain the disaster management electronic database envisaged in section 17 in so far as the database applies to the municipality; and
- (c) develop guidelines in terms of section 19 for the—
 - (i) preparation and regular review of disaster management plans and strategies, including contingency plans and emergency procedures; and
 - (ii) the integration of the concept and principles of disaster management, and particularly prevention and mitigation strategies, with development plans and programmes.

(2) (a) A municipal disaster management centre may, in writing, request any municipal organ of state or person in possession of information reasonably required by that centre for the purpose of subsection (1)(a) or (b), to provide such information to the centre within a reasonable period determined by the centre.

(b) If a municipal organ of state fails to comply with a request, the municipal disaster management centre must report the failure to the executive mayor or mayor, as the case may be, of that municipality, who must take such steps as may be necessary to secure compliance with the request, including reporting the failure to the municipal council.

Prevention and mitigation

47. (1) A municipal disaster management centre, to the extent that it has the capacity, must give guidance to organs of state, the private sector, non-governmental organisations, communities and individuals in the municipal area to assess and prevent or reduce the risk of disasters, including—

- (a) ways and means of—

- (i) determining levels of risk;
- (ii) assessing the vulnerability of communities and households to disasters that may occur;
- (iii) increasing the capacity of communities and households to minimise the risk and impact of disasters that may occur; and 5
- (iv) monitoring the likelihood of, and the state of alertness to, disasters that may occur;
- (b) the development and implementation of appropriate prevention and mitigation methodologies;
- (c) the integration of prevention and mitigation methodologies with development plans, programmes and initiatives; and 10
- (d) the management of high-risk developments.

(2) A municipal disaster management centre must promote formal and informal initiatives that encourage risk-avoidance behaviour by organs of state, the private sector, non-governmental organisations, communities, households and individuals in the municipal area. 15

Monitoring, measuring performance and evaluating disaster management plans and prevention, mitigation and response initiatives

48. (1) A municipal disaster management centre must—
- (a) monitor— 20
 - (i) progress with the preparation and regular updating in terms of sections 52 and 53 of disaster management plans and strategies by municipal organs of state involved in disaster management in the municipal area;
 - (ii) formal and informal prevention, mitigation and response initiatives by municipal organs of state, the private sector, non-governmental organisations and communities in the municipal area, including the integration of these initiatives with development plans; and 25
 - (iii) the compliance in the municipal area with key performance indicators envisaged by section 7(2)(m); and
 - (b) from time to time, measure performance and evaluate such progress and initiatives. 30

Disaster occurring or threatening to occur in municipal areas

49. (1) When a disastrous event occurs or is threatening to occur in the area of a municipality, the disaster management centre of the municipality concerned must determine whether the event should be regarded as a disaster in terms of this Act, and, if so, must immediately— 35

- (a) initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster;
- (b) inform the National Centre and the relevant provincial disaster management centre of the disaster and its initial assessment of the magnitude and severity or potential magnitude and severity of the disaster; 40
- (c) alert disaster management role-players in the municipal area that may be of assistance in the circumstances; and
- (d) initiate the implementation of any contingency plans and emergency procedures that may be applicable in the circumstances. 45

(2) When informing the National Centre and the relevant provincial disaster management centre in terms of subsection (1)(b), the municipal disaster management centre may make such recommendations regarding the classification of the disaster as may be appropriate.

Annual reports 50

50. (1) The disaster management centre of a municipality must submit a report annually to the municipal council on—

- (a) its activities during the year;
- (b) the results of the centre's monitoring of prevention and mitigation initiatives;
- (c) disasters that occurred during the year in the area of the municipality; 55

- (d) the classification, magnitude and severity of these disasters;
 - (e) the effects they had;
 - (f) particular problems that were experienced—
 - (i) in dealing with these disasters; and
 - (ii) generally in implementing this Act, the national disaster management framework, the disaster management framework of the province concerned and the disaster management framework of its municipality: 5
 - (g) the way in which these problems were addressed and any recommendations the centre wishes to make in this regard;
 - (h) progress with the preparation and regular updating in terms of sections 52 and 53 of disaster management plans and strategies by municipal organs of state involved in disaster management in the municipal area; and 10
 - (i) an evaluation of the implementation of such plans.
- (2) (a) A municipal disaster management centre must, at the same time that its report is submitted to the municipal council in terms of subsection (1), submit a copy of the report to the National Centre and the disaster management centre of the province concerned. 15
- (b) The disaster management centre of a district municipality must, at the same time, also submit a copy of its report to each local municipality in the area of the district municipality. 20
- (3) The disaster management centre of a district municipality that is operated in partnership with local municipalities within the area of the district municipality must prepare its report in consultation with those local municipalities.

Part 3: Powers and duties of municipalities and municipal entities

Municipal disaster management advisory forum 25

- 51.** (1) A metropolitan or district municipality may establish a municipal disaster management advisory forum consisting of—
- (a) the head of the municipal disaster management centre in the municipality;
 - (b) a senior representative of each department or component within the administration of the municipality designated by the executive mayor or mayor, as the case may be; 30
 - (c) if it is a district municipality, representatives of the local municipalities within the area of jurisdiction of the district municipality;
 - (d) representatives of other disaster management role-players in the municipality designated by the executive mayor or mayor, as the case may be, which may include— 35
 - (i) organised business in the municipality;
 - (ii) organised labour in the municipality;
 - (iii) relevant community-based organisations;
 - (iv) traditional leaders; 40
 - (v) the insurance industry in the municipality;
 - (vi) representatives of the agricultural sector in the municipality;
 - (vii) religious and welfare organisations in the municipality;
 - (viii) medical, paramedical and hospital organisations in the municipality;
 - (ix) institutions of higher education; 45
 - (x) institutions that can provide scientific and technological advice or support to disaster management;
 - (xi) other relevant non-governmental organisations and relief agencies in the municipality;
 - (e) experts in disaster management designated by the executive mayor or mayor, as the case may be; and 50
 - (f) persons co-opted by the forum in question for a specific period or specific discussion.
- (2) A forum envisaged by subsection (1) is a body in which a municipality and relevant disaster management role-players in the municipality consult one another and co-ordinate their actions on matters relating to disaster management in the municipality. 55

Preparation of disaster management plans by municipal entities

- 52.** (1) Each municipal entity indicated in the national or the relevant provincial or municipal disaster management framework must—
- (a) prepare a disaster management plan setting out—
 - (i) the way in which the concept and principles of disaster management are to be applied in its functional area; 5
 - (ii) its role and responsibilities in terms of the national, provincial or municipal disaster management frameworks;
 - (iii) its role and responsibilities regarding emergency response and post-disaster recovery and rehabilitation; 10
 - (iv) its capacity to fulfil its role and responsibilities;
 - (v) particulars of its disaster management strategies; and
 - (vi) contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies;
 - (b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players; 15
 - (c) regularly review and update its plan.
- (2) (a) A municipal entity referred to in subsection (1) must submit a copy of its disaster management plan, and of any amendment to the plan, to the National Centre and the relevant provincial and municipal disaster management centres. 20
- (b) If a municipal entity fails to submit a copy of its disaster management plan or of any amendment to the plan in terms of paragraph (a), the National Centre or relevant provincial or municipal disaster management centre must report the failure to the executive mayor or mayor, as the case may be, of the municipality concerned, who must take such steps as may be necessary to secure compliance with that paragraph, including reporting the failure to the municipal council. 25

Disaster management plans for municipal areas

- 53.** (1) Each municipality must, within the applicable municipal disaster management framework—
- (a) prepare a disaster management plan for its area according to the circumstances prevailing in the area; 30
 - (b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players;
 - (c) regularly review and update its plan; and
 - (d) through appropriate mechanisms, processes and procedures established in terms of Chapter 4 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), consult the local community on the preparation or amendment of its plan. 35
- (2) A disaster management plan for a municipal area must—
- (a) form an integral part of the municipality's integrated development plan; 40
 - (b) anticipate the types of disaster that are likely to occur in the municipal area and their possible effects;
 - (c) place emphasis on measures that reduce the vulnerability of disaster-prone areas, communities and households;
 - (d) seek to develop a system of incentives that will promote disaster management in the municipality; 45
 - (e) identify the areas, communities or households at risk;
 - (f) take into account indigenous knowledge relating to disaster management;
 - (g) promote disaster management research;
 - (h) identify and address weaknesses in capacity to deal with possible disasters; 50
 - (i) provide for appropriate prevention and mitigation strategies;
 - (j) facilitate maximum emergency preparedness; and
 - (k) contain contingency plans and emergency procedures in the event of a disaster, providing for—
 - (i) the allocation of responsibilities to the various role-players and co-ordination in the carrying out of those responsibilities; 55
 - (ii) prompt disaster response and relief;

- (iii) the procurement of essential goods and services;
 - (iv) the establishment of strategic communication links;
 - (v) the dissemination of information; and
 - (vi) other matters that may be prescribed.
- (3) A district municipality and the local municipalities within the area of the district municipality must prepare their disaster management plans after consulting each other. 5
- (4) A municipality must submit a copy of its disaster management plan, and of any amendment to the plan, to the National Centre, the disaster management centre of the relevant province, and, if it is a district municipality or a local municipality, to every municipal disaster management centre within the area of the district municipality concerned. 10

Responsibilities in event of local disaster

- 54.** (1) Irrespective of whether a local state of disaster has been declared in terms of section 55—
- (a) the council of a metropolitan municipality is primarily responsible for the co-ordination and management of local disasters that occur in its area; and 15
 - (b) the council of a district municipality, acting after consultation with the relevant local municipality, is primarily responsible for the co-ordination and management of local disasters that occur in its area.
- (2) A district municipality and the relevant local municipality may, despite subsection (1)(b), agree that the council of the local municipality assumes primary responsibility for the co-ordination and management of a local disaster that has occurred or may occur in the area of the local municipality. 20
- (3) The municipality having primary responsibility for the co-ordination and management of a local disaster must deal with a local disaster— 25
- (a) in terms of existing legislation and contingency arrangements, if a local state of disaster has not been declared in terms of section 55(1); or
 - (b) in terms of existing legislation and contingency arrangements as augmented by by-laws or directions made or issued in terms of section 55(2), if a local state of disaster has been declared. 30
- (4) This section does not preclude a national or provincial organ of state, or another municipality or municipal organ of state from providing assistance to a municipality to deal with a local disaster and its consequences.

Declaration of local state of disaster

- 55.** (1) In the event of a local disaster the council of a municipality having primary responsibility for the co-ordination and management of the disaster may, by notice in the provincial gazette, declare a local state of disaster if— 35
- (a) existing legislation and contingency arrangements do not adequately provide for that municipality to deal effectively with the disaster; or
 - (b) other special circumstances warrant the declaration of a local state of disaster. 40
- (2) If a local state of disaster has been declared in terms of subsection (1), the municipal council concerned may, subject to subsection (3), make by-laws or issue directions, or authorise the issue of directions, concerning—
- (a) the release of any available resources of the municipality, including stores, equipment, vehicles and facilities; 45
 - (b) the release of personnel of the municipality for the rendering of emergency services;
 - (c) the implementation of all or any of the provisions of a municipal disaster management plan that are applicable in the circumstances;
 - (d) the evacuation to temporary shelters of all or part of the population from the disaster-stricken or threatened area if such action is necessary for the preservation of life; 50
 - (e) the regulation of traffic to, from or within the disaster-stricken or threatened area;
 - (f) the regulation of the movement of persons and goods to, from or within the disaster-stricken or threatened area; 55
 - (g) the control and occupancy of premises in the disaster-stricken or threatened area;
 - (h) the provision, control or use of temporary emergency accommodation;

- (i) the suspension or limiting of the sale, dispensing or transportation of alcoholic beverages in the disaster-stricken or threatened area;
 - (j) the maintenance or installation of temporary lines of communication to, from or within the disaster area;
 - (k) the dissemination of information required for dealing with the disaster; 5
 - (l) emergency procurement procedures;
 - (m) the facilitation of response and post-disaster recovery and rehabilitation; or
 - (n) other steps that may be necessary to prevent an escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster.
- (3) The powers referred to in subsection (2) may be exercised only to the extent that this is necessary for the purpose of— 10
- (a) assisting and protecting the public;
 - (b) providing relief to the public;
 - (c) protecting property;
 - (d) preventing or combating disruption; or 15
 - (e) dealing with the destructive and other effects of the disaster.
- (4) By-laws made in terms of subsection (2) may include by-laws prescribing penalties for any contravention of the by-laws.
- (5) A municipal state of disaster that has been declared in terms of subsection (1)— 20
- (a) lapses three months after it has so been declared;
 - (b) may be terminated by the council by notice in the provincial gazette before it lapses in terms of paragraph (a); and
 - (c) may be extended by the council by notice in the provincial gazette for one month at a time before it lapses in terms of paragraph (a) or the existing extension is due to expire. 25

CHAPTER 6

FUNDING OF POST-DISASTER RECOVERY AND REHABILITATION

Guiding principles

- 56.** (1) This Chapter is subject to sections 16 and 25 of the Public Finance Management Act, 1999, which provide for the use of funds in emergency situations. 30
- (2) When a disaster occurs the following principles apply:
- (a) National, provincial and local organs of state may financially contribute to response efforts and post-disaster recovery and rehabilitation.
 - (b) The cost of repairing or replacing public sector infrastructure should be borne by the organ of state responsible for the maintenance of such infrastructure. 35
- (3) The Minister may, in the national disaster management framework, prescribe a percentage of the budget, or any aspect of a budget, of a provincial organ of state or a municipal organ of state, as the case may be, as a threshold for accessing additional funding from the national government for response efforts.
- (4) Any financial assistance provided by a national, provincial or municipal organ of state in terms of subsection (2)(a) must be in accordance with the national disaster management framework and any applicable post-disaster recovery and rehabilitation policy of the relevant sphere of government, and may take into account— 40
- (a) whether any prevention and mitigation measures were taken, and if not, the reasons for the absence of such measures; 45
 - (b) whether the disaster could have been avoided or minimised had prevention and mitigation measures been taken;
 - (c) whether it is reasonable to expect that prevention and mitigation measures should have been taken in the circumstances;
 - (d) whether the damage caused by the disaster is covered by adequate insurance, and if not, the reasons for the absence or inadequacy of insurance cover; 50
 - (e) the extent of financial assistance available from community, public or other non-governmental support programmes; and
 - (f) the magnitude and severity of the disaster, the financial capacity of the victims of the disaster and their accessibility to commercial insurance. 55

National contributions to alleviate effects of local and provincial disasters

57. When a municipality or a province in the event of a local or provincial disaster requests the national government to financially contribute to post-disaster recovery and rehabilitation, the following factors may be taken into account:
- (a) Whether any prevention and mitigation measures were taken or initiated by the municipality or province, and if not, the reasons for the absence of such measures: 5
 - (b) whether the disaster could have been avoided or minimised had prevention and mitigation measures been taken;
 - (c) whether it is reasonable to expect that prevention and mitigation measures should have been taken or initiated in the circumstances by the municipality or province: 10
 - (d) whether the damage caused by the disaster is covered by adequate insurance, and if not, the reasons for the absence or inadequacy of insurance cover; and
 - (e) the magnitude and severity of the disaster and whether or not available financial resources at local level, or if it is a provincial disaster, at provincial level, are exhausted. 15

CHAPTER 7

DISASTER MANAGEMENT VOLUNTEERS

- Disaster management volunteers** 20
58. (1) A metropolitan or a district municipality may establish a unit of volunteers to participate in disaster management in the municipality.
- (2) Any person that meets the prescribed minimum requirements may apply to enrol as a volunteer in the unit of volunteers of a relevant municipality.
- (3) (a) The National Centre must maintain a register of all volunteers enrolled in a unit of volunteers. 25
- (b) A municipality that has established a unit of volunteers must submit the prescribed particulars of any person that has enrolled in terms of subsection (2) to the National Centre within 21 days of such a person's enrolment.
- (4) A unit of volunteers may participate in exercises related to disaster management organised by one or more municipal disaster management centres, a provincial disaster management centre or the National Centre. 30
- (5) The Minister may prescribe the following:
- (a) The command structure of a unit of volunteers;
 - (b) components within a unit of volunteers; 35
 - (c) the requirements for, and recruitment of, a volunteer;
 - (d) the manner in which any member of a unit of volunteers is to be activated and deployed;
 - (e) the training of volunteers;
 - (f) the use of equipment by volunteers; 40
 - (g) the defraying of expenses incurred by volunteers;
 - (h) uniforms of volunteers;
 - (i) insignia to be worn by—
 - (i) different units of volunteers;
 - (ii) different components within a unit of volunteers; and 45
 - (iii) different positions of command within a unit of volunteers; and
 - (j) the transfer of a volunteer from one unit of volunteers to another unit of volunteers.
- (6) This section does not preclude—
- (a) a municipality from calling on persons who are not members of a unit of volunteers to assist the municipality in dealing with a disaster; or 50
 - (b) any number of persons from taking reasonable steps to deal with a disaster in an appropriate manner until a municipality takes responsibility for that disaster, and, where appropriate, to continue dealing with the disaster under the control of the municipality. 55

CHAPTER 8

MISCELLANEOUS

Regulations

- 59.** (1) The Minister may make regulations not inconsistent with this Act—
- (a) concerning any matter that— 5
 - (i) may or must be prescribed in terms of a provision of this Act; or
 - (ii) is necessary to prescribe for the effective carrying out of the objects of this Act; and
 - (b) providing for the payment, out of moneys appropriated by Parliament for this purpose, of compensation to any person, or the dependants of any person, whose death, bodily injury or disablement results from any event occurring in the course of the performance of any function entrusted to such person in terms of this Act. 10
- (2) Regulations referred to in subsection (1)(b)—
- (a) must— 15
 - (i) determine the basis upon which and the conditions subject to which compensation must be paid in terms of such regulations;
 - (ii) determine the authority responsible for the administration of such regulations;
 - (b) may, without derogating from the generality of the provisions of subsection (1)(b)— 20
 - (i) determine the persons who must be regarded as dependants for purposes of such regulations;
 - (ii) provide for the revision and, in appropriate cases, the discontinuance or reduction of any compensation payable in terms of such regulations; 25
 - (iii) prohibit the cession, assignment or attachment of any compensation payable in terms of such regulations, or the right to any such compensation;
 - (iv) determine that any compensation received in terms of such regulations must not form part of the estate of the recipient, should such estate be sequestrated; 30
 - (v) provide that if, in the opinion of the authority referred to in paragraph (a)(ii), it is for any reason undesirable to pay the whole amount of any compensation payable in terms of such regulations directly to the person entitled thereto, the said authority may direct that such compensation, or any part thereof, be paid to some other person, on such conditions as to its administration for the benefit of such first-mentioned person or his or her dependants as that authority may determine. 35
- (3) The Minister may, in terms of subsection (1), prescribe a penalty of imprisonment for a period not exceeding six months or a fine for any contravention of, or failure to comply with, a regulation. 40
- (4) Any regulations made by the Minister in terms of subsection (1) must be referred to the National Council of Provinces for purposes of section 146(6) of the Constitution.

Offences

- 60.** (1) A person is guilty of an offence if that person fails to comply with a request 45 made by the National Centre in terms of section 18(1) or by a provincial or municipal disaster management centre in terms of section 32(2)(a) or 46(2)(a).
- (2) A person convicted of an offence mentioned in subsection (1) is liable on conviction to a fine or to imprisonment not exceeding six months or to both a fine and such imprisonment. 50

Indemnity

- 61.** The Minister, the National Centre, a provincial or municipal disaster management centre, an employee seconded or designated for the purpose of the National Centre or a

provincial or municipal disaster management centre, a representative of the National Centre or a provincial or municipal disaster management centre, or any other person exercising a power or performing a duty in terms of this Act, is not liable for anything done in good faith in terms of, or in furthering the objects of, this Act.

Scope of assistance by organs of state

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62. Where an organ of state provides assistance to another organ of state for purposes of this Act, the officials and equipment of the organ of state providing assistance must, for purposes of conditions of employment, utilisation of equipment and insurance, be deemed to be deployed within the normal area of jurisdiction of the organ of state providing assistance.

10

Phasing in of certain provisions of Act

63. (1) (a) The Minister, by notice in the *Gazette*, may phase in the application of the provisions of this Act which place a financial or administrative burden on organs of state by determining the period within which, and the extent to which, an organ of state must comply with a particular provision of this Act.

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(b) The period referred to in paragraph (a) may not exceed two years after the commencement of this Act.

(2) A notice in terms of subsection (1), may—

(a) differentiate between different organs of state;

(b) differentiate between provincial organs of state in the different provinces; 20

(c) apply to a specific municipal organ of state, subject to the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000); and

(d) determine different periods in respect of different organs of state identified in terms of paragraphs (a) to (c).

Repeal of Act 67 of 1977

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64. (1) (a) The Civil Protection Act, 1977 (Act No. 67 of 1977), to the extent that provisions of that Act have not been assigned to a province, is repealed.

(b) Provisions of that Act that were assigned to a province, continue to apply in the province until repealed by the provincial legislature.

(2) Despite the repeal of provisions of the Civil Protection Act, 1977, section 9 of that Act continues to apply to any death, injury or disablement, as described in that section, which occurred before the repeal of that section. 30

Short title and commencement

65. This Act is called the Disaster Management Act, 2002, and comes into operation on a date determined by the President by proclamation in the *Gazette*. 35

MEMORANDUM ON THE OBJECTS OF THE DISASTER MANAGEMENT BILL, 2002

INTRODUCTION

1. The Disaster Management Bill, 2002, gives effect to the White Paper on Disaster Management which was published in January 1999 and which advocated a new approach to disaster management. Unlike previous policies contained in existing legislation that focused predominantly on relief and recovery efforts, the White Paper emphasises the importance of measures to avoid and minimise human and economic losses and establishes prevention and mitigation as the core principle of a future disaster management policy.

2. In terms of the White Paper the development of this new approach to disaster management calls for a two-pronged approach, viz:

- * a significantly strengthened capacity to track, collate, monitor and disseminate information on phenomena and activities known to trigger disastrous events, supported by institutional emergency preparedness and response capacity by both government and the private sector, communities and other non-governmental role-players.
- * an increased commitment to prevention and mitigation actions that will reduce the probability and severity of disastrous events by incorporating these actions into policies, plans and projects of both government and the private sector.

3. To this end the White Paper proposed seven key policy measures. These are:

- * The urgent integration of risk reduction strategies into all development initiatives.
- * The development of a strategy to reduce the vulnerability of people, especially poor and disadvantaged communities, to disasters.
- * The establishment of a National Disaster Management Centre—
 - to ensure that an effective disaster management strategy is established and implemented by all spheres of government and other disaster management role-players;
 - to co-ordinate disaster management in all spheres of government; and
 - to promote and assist the implementation of disaster management measures in all sectors of society.
- * The introduction of a new disaster management funding system which—
 - ensures that risk reduction initiatives are taken;
 - builds sufficient capacity to respond to disasters; and
 - provides for adequate post-disaster recovery.
- * The introduction and implementation of new disaster management legislation which—
 - brings about a uniform approach to disaster management;
 - seeks to eliminate confusion arising from current legislation; and
 - addresses legislative shortcomings.
- * The establishment of a framework to enable communities to be informed, alert and self-reliant and capable of supporting and co-operating with government in disaster prevention and mitigation.
- * The establishment of a framework for co-ordinating and strengthening the current fragmented and inadequate training and community awareness initiatives.

4. The Disaster Management Bill provides for an integrated, co-ordinated and uniform approach to disaster management by all spheres of government. In order to achieve this, the Bill focuses on "disaster management" as a continuous and integrated multi-sectoral, multi-disciplinary process of planning, and implementation of measures, aimed at—

- preventing and reducing the risk of disasters;
- mitigating the severity or consequences of disasters;
- emergency preparedness and a state of readiness to deal with impending or current disasters or effects of disasters; and
- a rapid and effective response to disasters aimed at restoring normality in conditions caused by disasters.

5. The Bill defines a disaster as a progressive or sudden, widespread or localised, natural or human-caused occurrence which causes or threatens to cause death, injury or

disease, damage to property, infrastructure or the environment or disruption of a community, and which is of a magnitude that exceeds the ability of those affected by the disaster to cope with the effects of the disaster using only their own resources. The Bill excludes from its application—

- occurrences that are dealt with in terms of the State of Emergency Act, 1997; and
- incidents of a kind for which specific legislation has been enacted to deal with the consequences of such incidents.

ANALYSIS

6.1 Chapter 2 of the Bill provides for the establishment of an Intergovernmental Committee on Disaster Management consisting of Cabinet members involved in disaster management, members of provincial Executive Councils involved in provincial disaster management and representatives of organised local government. The purpose of the Committee is to make recommendations on issues concerning disaster management and the prescribing of a national disaster management framework. The national disaster management framework will be aimed at ensuring an integrated and uniform approach to disaster management in the Republic by all national, provincial and municipal organs of state, statutory functionaries, non-governmental institutions involved in disaster management, the private sector and communities, and will provide a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole.

6.2 The disaster management framework will, in addition, guide the development and the implementation of the new concept of disaster management, establish prevention and mitigation as the core principle of disaster management and lay the basis of regional co-operation in disaster management with other southern African states.

6.3 The Chapter further provides for the establishment of a National Disaster Management Advisory Forum. The Forum will be chaired by the Head of the National Disaster Management Centre and will consist of senior administrative representatives of national and provincial departments, organised local government and other disaster management role-players designated by the Minister. The Forum will be a body in which the various spheres of government and other disaster management role-players consult and coordinate their actions.

7.1 Chapter 3 of the Bill establishes a National Disaster Management Centre as an institution inside the public service. The Centre will be located in the department of a Minister to whom the President allocates the administration of this Act. The functions of the Centre will be—

- to specialise in issues concerning disasters and disaster management;
- to monitor whether organs of state comply with this Act and the national disaster management framework;
- to act as a repository of, and conduit for, information concerning disasters, impending disasters and disaster management;
- to act as an advisory and consultative body on issues concerning disasters and disaster management;
- to initiate and facilitate efforts to make funds available for disaster management;
- to make recommendations affecting disaster management issues;
- to promote disaster management capacity building and training; and
- to liaise and co-ordinate its activities with provincial and local disaster management offices.

7.2 The National Disaster Management Centre is also given certain special functions which include—

- the identification and establishment of communication links with disaster management role-players in the public and private sectors, including the development and maintenance of a directory of institutional role-players and contact persons;
- the establishment of an electronic database containing extensive information concerning disasters that occur or may occur in South Africa and other vital disaster management data, which must be electronically accessible by any person;

- the gathering of information necessary for the development of the database; and
- the development of guidelines and the rendering of support and assistance in the preparation and maintenance of disaster management plans and strategies by organs of state and other institutional role-players involved in disaster management.

7.3 One of the most important functions of the National Disaster Management Centre will be the classification of disasters as local, provincial or national. Generally, a disaster will be classified as a local disaster if it affects a single municipality and the municipality is able to deal with it effectively. A disaster will be a provincial disaster if the affected municipality is unable, and the province is able, to deal with it effectively. A disaster will be a national disaster if it affects more than one province or a province is unable to deal with it effectively. The classification of a disaster designates primary responsibility to a specific sphere of government but does not prevent an organ of state in any sphere of government to assist in dealing with the disaster and its consequences.

7.4 Chapter 3 also provides for the preparation of disaster management plans by national organs of state indicated in the national disaster management framework and confers special powers on the Minister to declare a national state of disaster if existing legislation and contingency arrangements do not adequately provide for the national executive to deal effectively with any particular national disaster or if other special circumstances warrant the declaration of a national state of disaster. If a national state of disaster has been declared, the Minister responsible for the National Disaster Management Centre may exercise certain special powers to augment existing legislation and contingency arrangements.

8. Chapters 4 and 5 of the Bill provide for provincial and municipal disaster management, respectively. These Chapters, along the lines set out in Chapter 3 in respect of national disaster management, require each province and each metropolitan and district municipality to establish a disaster management centre for the province or municipality. The functions of the provincial and municipal disaster management centres will generally be equivalent to those of the National Disaster Management Centre at their respective levels, but in the case of functions that must be performed at national level only, e.g. the development and maintenance of the electronic database, the provincial and municipal disaster management centres will be required to render support services to the National Centre. As is the case with national organs of state, each provincial organ of state and municipality indicated in the national disaster management framework will also be required to prepare disaster management plans within their respective areas of operation. Special powers are also given to provinces and municipalities to declare provincial and local states of disaster in order to augment their powers to deal with provincial and local disasters.

9. Chapter 6 of the Bill deals with funding of post-disaster recovery and rehabilitation and lays down certain guiding principles in this regard. This Chapter is subject to sections 16 and 25 of the Public Finance Management Act, 1999, which provide for the release of funds by way of direct charges against the National and Provincial Revenue Funds in the case of emergencies for which funds were not budgeted.

10. Chapter 7 of the Bill provides for disaster management volunteers.

11. Chapter 8 of the Bill provides for the promulgation of regulations and declares certain contraventions of the Act as punishable offences. It also provides for the usual indemnities for functionaries when exercising their statutory powers in terms of the Act in good faith.

CONSULTATION

12. The Bill was published for public comment and appropriately adjusted in view of comments received. The following commented on the Bill:

- 15 national departments
- 7 provinces
- 18 municipalities
- 13 institutions and organisations

- 2 educational institutions
- 2 individuals
- 1 parastatal
- 1 organised business

Subsequent to the Bill's initial introduction into Parliament during 2001, the Portfolio Committee on Provincial and Local Government held public hearings on the Bill. The Bill reflects comments made at those public hearings, and which the Portfolio Committee decided to accommodate.

FINANCIAL IMPLICATIONS FOR STATE

13. After in-depth consultation with officials of the National Treasury, it was agreed that the immediate financial implications for provinces and municipalities would be negligible as time progresses and depending on the way provinces and municipalities progress with the implementation of the Act, the financial implications may vary and will, therefore, be addressed on an ongoing basis.

PARLIAMENTARY PROCEDURE

14. The Department and the State Law Advisers are of the view that the Bill should be dealt with in accordance with the procedure set out in section 76 of the Constitution as it falls within a functional area listed in Schedule 4 to the Constitution, namely "Disaster management".