



NATIONAL DISASTER RISK MANAGEMENT POLICY 2011

THE KINGDOM OF SWAZILAND



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EXECUTIVE SUMMARY

Swaziland is experiencing a combination of hazards associated with extreme weather conditions resulting in droughts, flash floods, extreme temperatures, wild fires, windstorms, hailstorms and epidemics such as Cholera, HIV and AIDS, MDR and XDR TB. An analysis of the risks, hazards and disasters indicate that Swaziland is experiencing recurrent natural hazards and disasters. Most recently, the country experienced exogenous economic shocks which are creating an impact that is much more than the sum of their separate effects. These hazards have exacerbated conditions/levels of food insecurity and poverty especially to vulnerable groups such as the rural and urban poor, elderly, orphaned and vulnerable children including and people living with disabilities.

This policy framework aims to change the approach to and the nature of Disaster Risk Management in Swaziland. Specifically, in recognition of the country's changing disaster profile, it sets down the requirements for the institutionalization of Disaster Risk Management in Swaziland on a cost effective but permanent and sustainable basis. Disaster Risk Management is a critical dimension for building sustainable futures in Swaziland. It is thus imperative that Disaster Risk Management is integrated in sector plans and frameworks, development planning, programming and projects formulation.

This policy seeks to provide a well coordinated framework to disaster risk management and disaster risk reduction in Swaziland aligned to national development instruments, regional and international instruments for Disaster Risk Management and Disaster Risk Reduction as well as current and emerging sustainable development challenges such as climate change. The policy was developed through a participatory and consultative process that seeks to maximize benefits to communities, institutions and stakeholders that are served by ministerial sectors and the NDMA.

The Government of Swaziland established the National Disaster Management Agency developed the Disaster Management Act and the Disaster Risk Reduction Action Plan, these instruments together with the National Disaster Management Policy will put the country in a better position to effectively manage disasters.

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LIST OF ACRONYMS AND ABBREVIATIONS

CC	Climate Change
CRR	Climate Risk Reduction
DMA	Disaster Management Act
DPM	Deputy Prime Minister
DRA	Disaster Risk Assessment
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DTF	Disaster Task Force
ERA	Environmental Risk Assessment
FAO	Food and Agriculture Organization
HFA	Hyogo Framework for Action
IFRC	International Federation of Red Cross and Red Crescent Societies
KPA	Key Performance Area
MoA	Ministry of Agriculture
MoTEA	Ministry of Tourism and Environmental Affairs
MoFAIC	Ministry of Foreign Affairs and International Cooperation
MoTAD	Ministry of Tinkhundla Administration and Development
NAP	National Action Plan
NDMA	National Disaster Management Agency
NDRMP	National Disaster Risk Management Policy
NDMPRTF	National Disaster Management Policy Review Task Force
PM	Prime Minister
PPCU	Public Policy Coordination Unit
PRS	Poverty Reduction Strategy

RA	Regional Administrator
RS	Regional Secretary
SANDMF	South African National Disaster Risk Management Framework
SOER	State of the Environment Report
UNDP	United Nations Development Programme
UNISDR	United Nations International Strategy for Disaster Reduction
USDF	Umbutfo Swaziland Defense Force
USD	United States Dollar
WSSD	World Summit on Sustainable Development

1.0 INTRODUCTION

Swaziland is mostly affected by natural and man-made hazards such as droughts, floods, wild fires, windstorm, hailstorm and epidemics (HIV and AIDS, A/H1N1, MDR-TB, Cholera) causing destruction of property, environmental losses and humanitarian consequences. Since the 1980's, levels of disaster risk have been on the increase mainly due to the erosion of household assets and increased morbidity and mortality levels due to HIV and AIDS, deepening food insecurity due to erratic rainfall, economic shocks, poverty and the declining capacity of national institutions to effectively respond to hazard events. Climate change experts have predicted that Southern Africa is expected to be drier with obvious implications to agricultural production and food security. The 2007 drought, which resulted in over 600 000 people relying on food aid, is one of the testimonies of the impact of climate change.

In recent years, the socio-economic situation in Swaziland has exhibited a number of serious challenges. These include interrelated issues of high HIV prevalence of 26% (SDH,2006) and poverty rates of 69% (MEPD, 2006), an intensification of climate change induced drought conditions that has exacerbated food insecurity, particularly in rural areas, peri-urban centres and continuing difficulties in ensuring sustained macroeconomic stability.

Historically, there have been no permanent institutions of the Government of Swaziland established to deal with disaster management until the establishment of the National Disaster Management Agency (NDMA) in 2008. Prior to this, the National Disaster Task Force was dealing with disaster relief and emergency response. As such the country's response to disasters in the past has been largely ad hoc and reactive to immediate problems posed by a disaster event that has occurred and the subsequent rehabilitation and recovery requirements. In order for a country to effectively manage disasters it must be able to anticipate them and put in place mechanisms for early warning and for mitigating their effects as well as for recovery. Progress has been made by establishing of the NDMA whose mandate is to coordinate a coherent system disaster risk management system in the country. A National Action Plan (NAP) (2008-2015) for disaster risk reduction (DRR) which has been developed for 2008-2015 provides a

coordinated framework for preventing and controlling disasters. Within the framework of anticipation especially in this country, it is necessary to rethink the traditional concept of disasters so as to include HIV and AIDS, TB as well as other emerging disasters such as epidemics like Avian Influenza and other Influenzas, Rift Valley Fever and Red Locusts. It is equally important to consider man-made disasters caused by poor land use practices and infrastructure developments.

The changing disaster profile gives the impetus for the review and implementation of National Disaster risk management Policy developed in 1999. It is against this background that a policy review task force (PRTF) was commissioned to review the NDMP. Such a need has been a result of national efforts by the Government of Swaziland (GOS) in collaboration with various national partners in the UN and civil society sectors who have embarked on a paradigm shift from a mere focus on emergency response/relief by the NDMA to identification of root causes of risks, and hence the disaster risk reduction approach. This is to promote the mainstreaming of disaster risk reduction in national development policies and plans. The anticipation of disaster threats and the implementation of actions to prevent and/or reduce the risk of impact before events occur is very critical in promoting sustainable human development in Swaziland.

Government's concern on the recurring and persistent disasters has been embedded in its Economic and Social Reform Agenda (2004) and the National Development Strategy and Millennium Action Plan and Millennium Development Goal. The government's vision has been laid in the National Development Strategy (NDS, 1999) where it stipulates that *'the Kingdom of Swaziland will be in the top 10% of the medium human development group of countries, founded on sustainable economic development, social justice and political stability'*.

The ESRA acknowledges national disasters, though limited in scope to water and fire, and acknowledges that the extensive development of early warning systems would enhance efforts for disaster risk management. It was through this very strategy that the Disaster Management Act (DMA) (2006) was propagated, as a means to providing a legal framework for the management of disasters in the country. The political will was

further extended and emphasized in the Government Program of Action in 2008 as the government emphasized its will to *'increasing -institutional capability to be able to react quickly and incisively to disaster when it strikes'*.

Whilst there may be concerns on the integration and recognition of DRM as an area of concern, it is possible through integrated management to find an entry point in environmental management and climate change concerns, which have been prioritized in government. Scientist from environment and climate change in Rome in 2008 agreed on the ripple effect of Climate Change and Disaster Risk Reduction proven. It was noted that with the climate variability, more frequent and intensive disasters will result, with more severe consequences on food security and livelihoods of agriculture dependant populations, like Swaziland. Swaziland has made food security one of its prime objectives and currently has the Swaziland Agricultural Development Programme (SWADE), in conjunction with the European Union, to among other things; resuscitate the agricultural extension services and ensure increased and equitable water resources use and management in vulnerable communities.

The emerging scientific evidence on the changing climatic patterns increases our urgency to invest in and implement disaster risk reduction activities. Disaster preparedness and management in conjunction with mitigation and adaptation measures should be put in place/ practiced for climate vulnerability. Climate change adaptation, measures to improve food security and environmental management when used as entry points will help improve the recognition of disaster risk management and provide for initial recognition of the subject. This policy framework aims to change the approach to and the nature of disaster management in Swaziland. Specifically, in recognition of the country's changing disaster profile, the policy framework sets down the requirements for the institutionalisation of disaster risk management in Swaziland, on a cost effective but permanent and sustainable basis.

1.1 Evolution of DRM in Swaziland

Swaziland's response to disaster in the past has been largely ad hoc and reactive to disaster events that have occurred and the subsequent rehabilitation and recovery requirements. But in order for a country to effectively manage disasters it must be able

to anticipate them and put in place mechanisms for early warning and for mitigating their effects as well as for recovery. With the increase in disasters in the country, government saw it fit to place a National Disaster Task Force (NDTF) in 1992 to coordinate responses to the affected communities and coordinate the funding from external donors. The persistent drought prompted the establishment of an Agency that will deal with disaster risks. A disaster policy (1999) was later put in place as an operational guideline for the task force. The policy placed the Prime Minister as the responsible person to declare a disaster. Logistics required that a legislative instrument be put in place to effect this hence the enactment of the Disaster Management Act in 2006. Progress was made by establishing NDMA, as a semi-autonomous body. The Mandate of the NDMA is to coordinate and manage a coherent disaster risk management system in the country. A National Action Plan (NAP) (2008-2015) for Disaster Risk Reduction (DRR) provides a coordinated framework for preventing and controlling disasters. Within the framework, it is necessary to rethink the traditional concept of disasters so that it includes HIV and AIDS as well as other emerging disasters such as Avian Influenza, Rift Valley Fever and Red Locusts. It is equally important to consider man-made disasters caused by poor land use practices and infrastructure developments.

The policy review therefore was aimed at considering the current and emerging disaster threats in Swaziland in order to promote the mainstreaming of disaster risk reduction in national development policies and plans.

1.3 Rationale for Review of Policy

The purpose for reviewing the NDMP is to update and provide a well-coordinated policy framework to disasters in Swaziland aligned to national development instruments as well as current and emerging sustainable development challenges such as climate change.

The disaster policy was formulated in 1999 and is no longer consistent with the DMA of 2006. The review has also been necessitated by the need to align the policy with current and emerging disaster trends including regional and global frameworks for DRM and DRR, and, according to international standards the policy should be reviewed after every five years.

1.4 Mandate of NDMA

The mandate of the National Disaster Management Agency (NDMA) is to coordinate and manage any kind of disaster related activities in the country from disaster risk identification, risk assessment, institutionalization, risk reduction and monitoring, knowledge management and disaster preparedness. It is by virtue of its establishment, the advisory wing of government on issues of disaster and has the responsibility to coordinate and subscribe to international and regional standards, conventions, protocols and other regulatory instruments relevant to disaster risk management.

1.5 Policy Review process

1.5.1 Consultation with National Disaster Management Policy Review Task Force (NDMPRTF)

The consultant worked in close consultation with the NDMA and the NDMPRTF and other stakeholders including the Public Policy Coordination Unit (PPCU) in an attempt to align the policy review process with the aspiration of the Agency. Such consultation served to enrich the knowledge and inform the review.

1.5.2 Consultation Process

The stakeholder consultation process has been structured into different levels for ease of understanding:

- Technical group: this group was made of relevant government officers, NGOs, private sector and other technical personnel.
- Community Development Workers: this group included several communities around the country
- National validation process: where all relevant stakeholders deliberated the draft policy and made final input.

1.6 Hyogo Framework for Action 2005-2015

The basic approach to disaster of the Hyogo Framework for Action is to build the resilience of nation and communities. The Hyogo framework outlines priority action points for countries for 2005 -2015 including; prioritizing disaster Risk Reduction; Risk identification and assessment for action; building understanding and awareness;

reducing risk and finally strengthening preparedness for response. These priority action points are also translated into key performance areas for the countries to implement the framework.

1.7 Africa Region Strategy on Disaster Risk Reduction and SADC Strategy for Disaster Risk Reduction

The Africa Region Strategy on Risk reduction and the SADC Strategy for Disaster Risk Reduction both recognize the principles of the Hyogo Framework for Action and as such detail its implementation in the Africa region and SADC sub-region respectively.

1.8 Relationship with national policies and strategies of the Government of Swaziland

This policy will be in harmony with all other relevant government policies. All policies shall be reviewed with the help of the PPCU under the advice of the NDMA using established structures to facilitate harmony.

2.0 OVERALL POLICY GOAL AND OBJECTIVES

2.1 Vision

By 2022, Swaziland will have a functional national disaster risk management system that minimizes community vulnerability to hazards and effectively prevents and mitigates the impact of disasters within the context of sustainable development.

2.2 Mission

To apply innovative approaches and technologies to enhance community resilience to disaster risks through effective coordination, facilitate and implementation of all disaster risk management initiatives in Swaziland

2.3 Goal

The goal of this Disaster Risk Management Policy is to prevent and minimize the impact of disasters on vulnerable communities and groups; develop response systems and standards; and issue timely alerts on any disaster and help protect the country's critical infrastructure.

2.4 Core Values

- Pro-activeness: prioritize on prevention before cure
- Gender sensitive, humane and compassionate
- Impartiality: equity, neutrality, fairness, even handedness, objectivity and unbiased
- Timeliness: Efficiently and effectiveness, responsiveness, and relevance
- Integrity: accountability, transparency, honesty and confidence
- Innovation: creativity, visionary, energetic and inspirational
- Professionalism: high quality, reliability, flexibility
- Participation: value ideas, inclusive, non judgmental

2.5 Emergency Preparedness and Disaster Risk Management Policy Objectives

2.5.1 Overall Objective

The overall objective of this disaster management policy is to ensure an adequate and coherent policy framework for effective disaster risk management in Swaziland.

2.5.2 Specific objectives

The specific objectives of the policy are to:

- a) To create effective and functional legal and institutional framework on DRR.
- b) To improve risk identification mechanism in the country
- c) To enhance information and knowledge management for risk management
- d) To improve national risk management applications for poverty and disaster risk reduction
- e) To establish/strengthen disaster preparedness and emergency response practices
- f) To develop an effective information and early warning system.
- g) To promote information management and exchange through research, appropriate education, training and other capacity building programmes as well effective media involvement in public awareness, locally, regionally and internationally.

3.0 GUIDING PRINCIPLES FOR DISASTER RISK MANAGEMENT (DRM)

The recurrence of disaster and the international implications on the economies and the human livelihoods has necessitated the development of key guiding principles based on disaster risk management and specifically on the reduction of disasters. Such principles have been embedded in international instruments and agreements which the rest of the world is parties to. These principles include the following:

Principle 1 - The State has the Responsibility to implement all disaster reduction measures

The state has the responsibility to put in place a coherent framework and strong institutions for effective disaster risk management. The government of the Kingdom of Swaziland as the primary leader in the implementation of Sustainable Development has the power as well as the responsibility to protect its citizens and their national assets by reducing the risk of losses from disasters. Even though disasters mainly occur at regional level and below, national government has important responsibilities in advocacy and in support of the efforts for regional government and the communities as well to promote a culture of prevention. The first major objective of DRM in Swaziland is to save lives, livelihoods and property. This can only be achieved if the principal focus of the programme is on preventing disasters happening in the first place.

Principle 2 - Partnership and Stakeholders Participation

Effective disaster risk reduction relies on the efforts of many different stakeholders, including regional and international organizations, civil society including volunteers, the private sector, the media and the scientific community. Partnership and participation must also happen at community level where the disaster occurs

Principle 3 - Disaster Risk reduction must be integrated into development activities

Disasters undermine hard-won development gains, destroying lives and livelihoods and trapping many people in poverty. States can minimize such losses by integrating disaster risk reduction measures into their development strategies, assessing potential

risks as part of development planning, and allocating resources for risk reduction, including in sector plans.

Principle 4 - A multi-hazard approach can improve effectiveness.

A particular community is usually exposed to risks from a variety of hazards, which can be either natural or human-induced in origin, and can stem from hydro-meteorological, geological, biological, technological or environmental forces. The resulting cumulative risk cannot be tackled effectively if actors plan merely for selected hazardous events. A multi-hazard approach involves translating and linking knowledge of the full range of hazards into disaster and risk management, political strategies, professional assessments and technical analysis, and operational capabilities and public understanding, leading to greater effectiveness and cost-efficiency

Principle 5 - A system for early warning should be developed and implemented at all levels for effective disaster risk management.

A national integrated early warning system coordinated by the NDMA should be developed.

Principle 6 - Focus on promoting self-reliance

Disasters often outstrip the capability of a country or community to deal with the event without resorting to outside aid and assistance. This has led to dependency in Swaziland. It should be a principle of disaster risk management in Swaziland that self-reliance should be an ideal to work towards.

Principle 7- Adapted to local conditions

Any element of the national disaster risk reduction, response and management programme must relate to Swaziland's disaster profile and to the country's cultural, economic and social realities.

Principle 8 - Build capacity for existing institutions

Capacity Development is needed to build and maintain the ability of people, organizations and societies to manage their risks successfully themselves. This requires

not only training and specialized technical assistance, but also the strengthening of the capacities of communities and individuals to recognize and reduce risks in their localities. It includes sustainable technology transfer, information exchange, network development, management skills, professional linkages and other resources. Capacity development needs to be sustained through institutions that support capacity-building and capacity maintenance as permanent ongoing objectives.

Principle 9 - International and regional obligations

The Government of Swaziland must remain true to its regional and international obligations in respect of disaster risk management. This requires support for SADC regional programmes and full compliance with treaties and resolutions of the United Nations, the Geneva Conventions and other international bodies and institutions.

Principle 10 - Decentralize responsibility for disaster risk reduction and management

Many disaster risk reduction and management activities need to be implemented at regional and community levels, as the hazards faced and the populations exposed are specific to particular geographic areas. Similarly, the administrative responsibilities to manage key risk factors, such as land-use zoning or building approvals, are often devolved to such scales. In order to recognize and respond to these locally specific characteristics, it is necessary to decentralize responsibilities and resources for disaster risk reduction and management to relevant regional or local authorities, as appropriate. Decentralization can also motivate increased local participation along with improved efficiency and equitable benefits from local services. Each actor must be clear on his role and boundaries as specified in planning mechanisms

Principle 11 - The planned access to resources

Disaster risk management in Swaziland should be based upon the planned access to resources rather than the physical holding of large stocks and reserves. This will allow the private sector to play its full part in disaster risk management.

4.0 CONCEPTUAL FRAMEWORK

The NDM Policy (1999) preceded the Hyogo Framework for Action (HFA) (2005) by more than five years, the Africa Regional Strategy for Disaster Risk Reduction (2004), as well as the SADC Disaster Risk Reduction strategic Plan 2006-2010 by five years.

This policy build on these regional and international consensus and lessons learned and the corresponding DRR, and exploit the way in which the country can benefit from the existing regional and international organizations for implementing its plans for strengthening the national capacity for DRR. The policy is a thoughtful participatory process that seeks to maximize benefits to communities, institutions and stakeholders that are served by ministerial sectors and NDMA. Through this policy, the country aims to prioritize preparedness, pre-positioning, responding and mitigating disaster impacts.

This policy framework addresses disaster risk management in the context of sustainable development. It promotes disaster risk management as an equally sustainable activity integrated into development planning and programming. This is consistent with Government of Swaziland overall development policy and strategy. It is also consistent with the Government's Poverty Reduction Strategy and Action Plan (PRSAP), (2007). Pillar 6 of the PRSAP states that there is a need for improving governance and strengthening institutions. The strategic objective of this pillar emphasizes the need to implement the Disaster Risk Management Policy and Plan and build capacity for disaster preparedness. The National Action Plan (NAP) for Disaster Risk Reduction (DRR) (2008-2015) was thus developed. Considering the immense significance of DRM, the effective implementation of the NAP has become a national priority as reducing risk and increasing community resilience to disasters will help achieve Swaziland's Vision 2022 thus contributing to the Poverty Reduction Strategy and Action Programme¹ and the Millennium Development Goals for Swaziland.

¹ **Vision:** By the year 2022 the Kingdom of Swaziland will be in the top 10% of the medium human development group of countries founded on sustainable economic development, social justice and political stability'. **Mission:** To provide a climate and infrastructure that will progressively maximize the quality and security of the life of the people of Swaziland and make the best use of the country's natural and human resources

According to the PRSAP (2007), the Government is committed to “reduce the poor people’s vulnerability.” It states that, “Government will work with other development partners to ensure that vulnerability to economic shocks, crop failure, natural disasters, and displacements (due to government projects) are given urgent attention and their effects are greatly minimised. The complex nature of this vulnerability calls for collective and often simultaneous effort by all stakeholders to alleviate suffering and reduce the vulnerability of households to such external factors.” It is argued that development planning that considers the implications of disaster risks can make significant contributions to ensuring the acceleration of economic growth, to the improvement of social welfare and to good governance.

Whereas the response to disaster in the past has been largely reactive, the programme emphasis for the future will be proactive – the anticipation of disasters threats and the implementation of actions to reduce the risk of impact before the events occur.

The approach taken by this policy framework is based upon an increasingly internationally accepted conceptual argument that places effective disaster risk management as a clear development objective. In essence, disasters occur at the interface between **hazards** (which are derived either from natural or human made environments) and populations which are vulnerable for a variety of reasons. The causes of vulnerability to disasters are complex and relate to factors well beyond mere settlement in dangerous locations or building structures and infrastructure in a dangerous way out of ignorance. Vulnerability relates to a variety of pre-conditioning factors which leave communities lacking the essential capacity to cope with or manage potential disaster. Such pre-conditioning factors can be rooted in poverty which can manifest itself through a range of dynamic, negative pressures such as, the lack of education, training, skills, resources and investment. These pressures may be further exacerbated by forces largely outside the control of any single community – population growth, urbanisation, environmental degradation, etc.

Thus, it is not sufficient to only address the problem of people living in hazardous locations and dangerous buildings, but also to seek solutions to the reasons why they are living in that way. That requires a development perspective and a focus on risk

reduction. Programmes aimed at reducing the risk of future impacts are referred to as **disaster mitigation** (or prevention as some would have it – prevention, of course, remains the ultimate goal). Disaster mitigation programmes are closely related to development strategy. Their objectives are aimed at the reduction of poverty and at the improvement of available capacity. As such disaster mitigation programmes are continuous.

Disaster preparedness programmes are equally continuous and measures must adapt and change. Disaster preparedness measures should be kept constantly under review and be frequently tested, in particular the assessment of risks and vulnerabilities. A comprehensive risk and vulnerability assessment has not yet been undertaken for a range of different hazards that might affect Swaziland. However, a knowledge of the likely risks and vulnerable communities (or most at risk) is an essential prerequisite for effective disaster preparedness.

When disasters occur, there will be a need for effective **disaster response**, including **emergency relief** during the immediate aftermath and **rehabilitation, reconstruction and recovery** subsequently. Actual disaster occurrence provides the platform for improved disaster mitigation and preparedness programmes for the future and indicates where the development initiatives aimed at reducing the risks of a similar occurrence in the future, is to be aimed. The overall aim should be to improve the capacity of vulnerable communities so that they are better able to deal with disaster threats and actual disaster occurrence in the future.

5.0 SITUATIONAL ANALYSIS

5.1 Background

Swaziland has always been affected by hazards which have resulted in destruction of property, economic losses, environmental effects as well as deaths in some cases. In Swaziland, the major hazards, traditionally, are drought, environmental degradation, windstorms, floods, and hailstorms. Episodes of disaster induced by these factors include the 1982/83 1991/92 and 1995/96 droughts, the 1982 cholera outbreak, the 1984 cyclone (“Domonina”), foot and mouth disease epidemic and flood in 2000. The worst storm in 20 years hit the country in January 2005 affecting about 100,000 people, causing widespread damage and killing about 30 people (OCHA 2005). Lightning from rainstorms is also common, often resulting in human deaths. Earth tremors have also occurred, particularly in 1999 and 2000.

During 1980-2000, about 90% of disaster mortality was due to drought, compared to 10% from flood. Drought conditions result in several environmental impacts, including vegetation loss (due to several factors such as deforestation, loss of forest quality and vegetation migration), reduced water availability and degradation of aquatic systems, extinction of local fauna, ecosystem changes, and soil degradation that can ultimately lead to desertification. It also impacts environmental disease incidence, including malaria

The Hyogo Framework for Action (HFA) advocates for the building of resilience of nations and communities towards disasters. It provides a framework for the development of national guiding principles on disaster risk management which is integrative and extensive. It notes the need to integrate Disaster Risk efforts ‘systematically into policies, plans and programmes for sustainable development and poverty reduction through supported bilateral, regional and international cooperation’. With sustainable development and poverty reduction as active programmes and government priorities, disaster risk management, by default, also takes priority. The *ad hoc* management of disasters in Swaziland is being placed into perspective by the enactment of the Act and review of the Disaster risk management Policy.

5.2 Disaster and hazards profiles

The disaster and hazard profile indicates a range of occurrences in the country and the SADC region in general.

5.3 Disaster Vulnerabilities in Swaziland

In the analysis of risks, hazards and disasters experienced in Swaziland, an attempt was made at identifying and detailing the key factors underlying vulnerability in Swaziland. Swaziland is experiencing a convergence of disasters, or the 'dreadful synergies' of climate change, HIV and AIDS, poverty, food insecurity, wildfires and, more recently, exogenous economic shocks which are creating an impact that is much more than the sum of their separate effects. The UN country team in 2004 identified poverty and food insecurity, HIV and AIDS, weakened governance, development-generated factors and a fragile environment as the major sources of vulnerability to disaster risk in Swaziland.

5.4 Health Conditions, Livelihoods and Vulnerabilities

5.4.1 HIV and AIDS, STIs and TB

The country has one of the highest HIV prevalence in the world at 26% among the sexually active population with HIV infection higher among women at 31.1% than men at 19% (National Health Sector Strategic Plan 2008-2013, March 2009 extracted from DHS 2006-2007). The number of people living with HIV who need antiretroviral therapy is estimated at 58, 250. ART treatment is provided in 22 health facilities with 25 000 clients on treatment as at the end of 2007. The HIV and AIDS epidemic has given rise to concurrent TB epidemic in the country, with recorded new cases rising from 1500 in 1993 to over 8000 in 2006. As such, TB has become a major health problem. It is estimated that HIV co-infection occurred in about 80% of all TB cases. Implementation of the DOTS (Directly Observed Treatment, Short Course) strategy is currently being introduced in the four regions of the country having been piloted in one region (Lubombo). The case detection rate (57%) and cure rate (42%) are respectively lower than the international targets of 70% (detection rate) and 85% (cure rate) (National Health Sector Strategic Plan 2008-2013, March 2009).

HIV-related illnesses have become the major cause of morbidity and mortality among children under the age of five years. According to the MOH, the HIV-related illnesses account for 47% deaths among under fives. HIV infection could be a contributory factor to pneumonia and diarrheal diseases, whereas limited access to clean water and sanitation, especially in rural and peri-urban areas are indicated as the major direct risk factors. In 2005 mother to child transmission of HIV infections was reported to have been reduced by 1.74 % (Government of Swaziland, 2005).

5.4.2 Influenza - A/H1N1

A human infection with a swine-origin influenza A/H1N1 virus that is transmissible among humans was first identified in the United States and Mexico. Adults, youth and adolescents with MDR TB, XDR TB, HIV infection-especially persons with low CD4 cell counts- are known to be at higher risk for influenza complications.

Evidence that influenza can be more severe for HIV infected people comes from studies among HIV infected persons who had seasonal influenza. They reported higher hospitalization rates, prolonged illness and increased mortality. Thus immuno-compromised persons with low CD4 cell counts or AIDS can experience more severe complications of several influenzas and it is possible that HIV infected persons are also at higher risk for A/H1N1 and A/H5N1 complications.

Pandemic Phase 6 was declared on the 11th June 2009 indicating that there was increased human-to-human transmission at the community level. Local A/H1N1 statistics highlight the adolescents, youth and young adults as the most affected and at risk groups apart from immuno-compromised groups due to MDR TB, XDR TB, malnutrition and HIV and AIDS. A total of 95 A/H1N1 cases have been confirmed and no deaths have been reported as of 30 February 2010, amongst these 15 confirmed A/H1N1 cases are of unknown ages. A total of 62 out of 80 (76%) A/H1N1 confirmed cases of known age groups are the youth and young adults, and 61 (98%) of these cases are in the Hhohho and Manzini regions, hence the rationale to stage the mass campaign (EPR Feb 2010 Report).

5.4.3 Measles

Measles is an extremely contagious viral disease, which before the widespread use of measles vaccine affected almost every child. High risk groups for complications from measles include infants and people suffering from chronic diseases and impaired immunity or from severe malnutrition, including Vitamin A deficiency. Regional routine immunization coverages are at a range of 60% to 79% for the past two years as opposed to set goal of 90/80 to meet Global Immunization Vision Strategy, Millennium Development Goal 4 and National Health Strategic broad objective for child health.

The decline in routine immunization over the years has posed a serious threat to the most vulnerable group evidenced in an outbreak in the incidence of measles with 22 measles IgM positive cases recorded in 2009 and over 300 measles IgM positive cases reported in 2010 (Measles outbreak Analysis Report July 2001).

5.4.4 Malaria

Malaria continues to be a public health concern and is more prevalent in the Lubombo Region where more than 50% of the cases occur. It is estimated that 30% of the population is at risk of malaria infection. For the period 2002-2005 the average incidence rate of clinical malaria was 13 per 1000 population and the incidence rate of confirmed malaria cases is 0.3 per 1000 population for 2006-2007. A significant reduction in the incidence rate of malaria has been observed during the period 2006-2007.

The emergence and re-emergence of Malaria calls for improved preparedness, strong coordination and rapid response. Unprepared communities will always be subjected to worse disasters due to lack of systematic approach in dealing with problems. Being well prepared increases the likelihood of rapid and effective response.

Despite Swaziland being in the Malaria Pre-Elimination phase Malaria Epidemic preparedness remains critical and should be included as part of the civil protection/disaster preparedness activities (Malaria Epidemic Preparedness and Response National Guidelines, September 2009).

5.5 Hydro meteorological factors

The total rainfall received and the temperature profile normally determines the amount of available water, both at river catchments and ground water level. These two weather parameters drive the others such as wind speed and direction, humidity, pressure, and lightening, storms for which their extreme conditions could lead to the loss of life and property. The combination of weather parameter, landscape and river basin to a large extent determine the disaster profile that is likely to be prominent in a given area.

Swaziland experience weather and climate disasters that are natural and they can not be prevented. However, their impacts can be mitigated through early warning systems. Even though Swaziland is a small country, weather and climate related disasters such as drought, lightning, cyclone, wind storm and flash floods are predominate and the highest mortality is associated with droughts. Nonetheless, weather and climate information and forecasts are vital before, during and after the disaster period.

Climate in a nutshell is the degree of rainfall and temperature profile in a given space over specified time period. And in time memorial these two weather parameters have guided settlement, infrastructural development, agriculture, availability of water resources, migration and to certain extend our environment. The gradual increase of the world's atmospheric temperature as a result of outgoing heat radiation trapped by atmospheric gases in the lower atmosphere, in a similar manner to the green house effect is causing global warming. The Global Warming is driving the changes in rainfall patterns and temperature profile which leads to climate change.

The effects of change in rainfall patterns and temperature profile (Climate Change) are going to be felt by any living organism with direct consequences to the ecosystem, sustainable socio-economic development and the environment. For people, plants and animals to survive they need adequate rains and the right temperature otherwise they perish or through adaptation possible new species are likely to emerge. At the same time the impact of changing climate can not be equated to such epidemic such as HIV/AIDS, Swine flu and so on because at this stage there are no preventing measures. The impact of climate change will affect things at individual level so much that it does

not matter whether you are young, old, or rich or poor, all things will be affected in their own respective

5.6 Socio- economic factors

Swaziland is a country with high income inequality. According to the Swaziland Income and Expenditure Survey (2010) 63 % of the population of Swaziland lives below the poverty line, with 37% being extremely poor while 20% of the population control 40% of the country's wealth. The 'poor' population lives mainly in the rural areas and they do not only suffer the inequality of resource distribution, but lack of access to the kind of concessional lending that is helping other Africans pull themselves out of poverty. Swaziland's inability to access concessional lending is potentially a strong contributor to the present and future disaster situation in the country and it is incumbent upon the development community to review the country's status in the light of the rapid decline of HDI in the last decade and the emergence of startling statistics that make Swaziland stand out from the rest of the world, such as the highest HIV and AIDS rate and the lowest life expectancy.

5.7 Current Status of the issue

The policy has been developed in an environment where the country is experiencing effects of global economic shocks, food insecurity, and depletion of livelihoods, climate change consequences, and epidemics such as A/H1N1, MDR-TB, HIV and AIDS. Table 1 below is a tabulation of hazard events experience by Swaziland since 1983.

Hazard	Year	Population Affected
Hydro-meteorological hazards		
Drought	1983	-
	1990	35 000
	1992	250 000
	1994	45 000
	1995	45 000
	2001	347 000
	July 2007	410 000
	July 2008*	287 000
	2009	260000
	2010	170000
Strong winds/ Windstorms	28 Jan 1984	632 500

	23 Jan 2005	1 150
	1 Aug 2006	6 535
	March 2010	1000
Hailstorms, thunder & lightning	Jan 2000	
Floods	Jan 2008	272 000
Epidemiological hazards		
*Foot & mouth,	Jan 1992	2228
	Jan 1996	-
	12 Dec 2000	1449
A/H1N1	2009	95
Malaria		
Avian influenza	2009	
Cholera	2009	20
MDR and XDR TB	2009	<ul style="list-style-type: none"> • TB incidence rate 1198 per 100000 population • TB mortality rate 317 per 100000
Mental illnesses	-	-
Environmental Hazards		
Invasive Alien Plant Species <i>Chromoleana odorata</i> (Sandanezwe)	October 2005	-
	February 2008	2500
	2009	
	2010	
Dongas/gullies		
Man-made hazards		
Wildfires	27 Jul 2007	1500
	8 Oct 2008	1230*
Terrorist threats	-	-
Livestock rustling	-	-
Human Trafficking	-	-
Geological hazards		
Earth tremors	1999, 2000	-

Table 1: Profile of hazard events

Source: EM-DAT (2005; 2007) www.em-dat.net; Swaziland Vulnerability Reports, 2006 & 2007

* NDMA and Bhaphalali Red Cross, 2008. Bush fire disaster report

Risk and vulnerability profiles for the country have not been compiled yet and remain an urgent task to be done by the NDMA as an integral part of their efforts for disaster risk management. The population density has risen from 29 people per km² in 1976 to 58.6 in 2000 (Demographic and Health Survey, Swaziland. 2007) and 62 in 2005

(FAO, Water Report, 2005). There has been gross expansion of tenure farms, particularly in Lubombo region. Both developments have increased the environmental pressure on the areas in use. The high rainfall in the highveld has led to leaching of soils, thinning the land and greatly reducing the arable land. Not only is the environmental pressure exerted here but the food security is threatened by the reduced availability of arable land.

At least 60% of the population resides in the rural area and of the household interviewed during the DHS in 2007, the majority of the population was vulnerable in the listed manner:

- a. 60% use wood for energy; 7% paraffin. The type of fuel in use for cooking may have direct effect on the health status and risk.
- b. At least 12% still use cow dung for the floor with others leaving bare soil. This highlights the exposure to disease causing agents
- c. Wood, cane, planks and grass are still common building materials with some households still having windows without panes or screens which is of special concerns in the malaria infested Lubombo region.
- d. Households in rural areas still have outdoor cooking or *emadladla*, indicating vulnerability to food exposed to harmful elements
- e. 52% of households are likely to be headed by a woman which increases vulnerability to physical and other elements. There has been a further increase in child headed homesteads, in both rural and urban areas. This is due to the impact of the HIV and AIDS disaster as declared in the country.

Government efforts to provide services to the rural communities have come at a price in the form of environmental degradation as communities resettled; development projects clearing indigenous forests for development; the carbon sequestration is reduced; water sources polluted; etc

5.8 Causes of the issue

The main causes of these pressures on the vulnerable communities has been population expansion, habitat loss due to development and commercialization. Other reemerging causes include climate change and the environmental crisis.

5.9 Scope and Severity of problem

The primary focus of Swaziland in the past with regards to disaster has been response and relief provision. It has been dealing with the consequences of disaster rather than prevention and risk reduction. This has seen much effort and resources go towards recurring need for relief over the years and has created a dependency syndrome in some communities on such relief. The approach of this policy is to prevent disaster by reducing risk and vulnerability for communities and the nation at large

5.10 Prior efforts to solve the problem

There are efforts being made by the Swaziland government to address these conditions. In this in-depth analysis, it was generally found that many of these risk and vulnerability factors are well understood and supported by comprehensive and appropriate policies, institutional structures and activities within Government. The Swaziland Government emphasizes small holder agriculture, diversification and food security as the pillars for reducing poverty and increasingly recognizes the importance of rational land use, water resource management, environmental assessment and urban and peri-urban planning as critical elements for sustainable growth. Disaster risk reduction in many sectors is therefore taking place.

However this is being done in a fragmented, uncoordinated and often overlapping manner that is costly to the nation's increasingly scarce technical and financial resources. Effectively mainstreaming disaster risk reduction into the development process requires a focused approach and concerted effort. The government initiated a mainstreaming process with its Disaster Management Policy in 1999 culminating in the National Action Plan (NAP) for DRR developed for 2008-2015. The Action Plan offers a clear framework for a comprehensive disaster risk reduction process, incorporating vision, objectives, outputs and activities. Despite this, implementation of the Action Plan continues to be delayed by lack of human resources in the NDMA.

In dealing with emergencies and recovery operations, communications technology and advanced logistical capacity will be required. A new approach to communication is needed to address capacity problems and reduce logistical obstacles and high overheads. The main issue concerns the cumbersome nature of the participation processes (e.g. as outlined in the Disaster Management Act), in which a broad number of stakeholders are brought together into different committees from the executive to the regional levels. While this is good in principle, and very much diverse and encompassing in terms of getting stakeholder views in to disaster risk reduction it is not so feasible in practice. Swaziland needs to face up to the challenge of reduced human and financial resources in an innovative and modern way. Participation methodology needs to be driven by modern information technology. Internet based or virtual participation and training can to a large extent replace meetings in conference centers. This will require the NDMA to be at the forefront with communications equipment and skills, using ICT to facilitate its role as coordinator and information provider.

6.0 KEY PERFORMANCE AREAS

6.1 To increase an effective and functional legal and institutional framework for disaster risk management

Through integrating disaster risk reduction in development planning, institutional and legal framework emphasis should be on prevention and mitigation; as well as recovery, rehabilitation and reconstruction, rather than mere response. Well-organised and co-ordinated disaster risk management institutions at national, regional and community levels enhance disaster risk reduction. It is important to recognise, support, integrate, and adopt national institutional and legislative framework; assess and allocate resources for disaster risk management; as well as promote community participation.

For this goal to be achieved, there are key activities that should be observed and carried out.

6.1.1 Recognize, support, integrate, and adopt an enabling legislative framework

Policy framework should guide the implementation of disaster risk management programmes. This policy must also be harmonised with the legislation.

Policy Statement:

It is National Policy to develop and enforce effective legislative frameworks to strengthen disaster risk management

Strategies

All sectoral programmes and legislation should complement disaster risk management. Legislation should therefore be recognized, supported, integrated and adopted; as well as enforced.

6.1.2 Recognise, support, integrate, and adopt national institutional framework

The Disaster Management Act, 2006 provides for the establishment of institutions for disaster risk management at various levels. These structures have been defined and are summarised in the diagram in Figure 1. This policy proposes amendments to the institutional arrangements for effective service delivery as shown in figure 1. It is

proposed that considerations be made for the NDMA to become an autonomous Agency according to the Disaster Management Act of 2006 and the necessary amendments of the Act be done to provide for this proposed change. It is envisaged that by 2015, a comprehensive institutional review of the NDMA be done to determine the need for it to become an autonomous Agency.

Policy Statement:

It is National Policy to establish and implement well-organised and co-ordinated institutional framework to enhance disaster risk management

Strategies

- Develop and implement a strategic plan for the establishment of the NDMA as an autonomous Agency by 2015
- Disaster Risk Management Committees at national, regional, tinkhundla, chiefdoms and area levels
- Establish and strengthen appropriate committees where the National Disaster risk management Agency is a member
- Committees of various departments and other sectors
- Inter-sectoral reaction teams
- Local Authority committees and sub-committees established by legislation
- Community Based Organisations (CBOs) and Non Governmental Organisation (NGOs)

6.1.3 Promote community participation

Disasters happen at community level. The community is the first to suffer and first real-time responder in any disaster. It is communities that constitute “disaster fronts”. Communities therefore play a critical role in disaster risk management. They live with the hazards; they are directly affected by disasters. Being at the forefronts, communities need to have capacity to respond to threats themselves. It is for this reason that communities should be involved in managing the risks that may threaten their well-being. Community members may cause or prevent disasters.

Policy Statement:

It is National Policy to promote community participation in disaster risk reduction and management activities

Strategies:

- Promote community participation in awareness campaigns
- Promote community participation in development of simple hazard mapping/village mapping as a process of hazard and vulnerability analysis.
- Involve community in development programmes
- Involve community in programme management
- Encourage community to provide local resources/materials
- Motivate community to pay taxes and levies
- Support home-based care; child-headed families (*special acknowledgement of the role of women and children*)
- Promote child centred DRM
- Promote gender responsive DRM
- Promote establishment and strengthening of community based DRM systems
- Encourage community to report on disaster risk management
- Encourage compliance with provisions of legislation
- Strengthen community role in search and rescue activities
- Encourage membership of various local committees

6.1.4 Improve community participation

Strategies:

- Improve community awareness
- Ensure effective information management at community and other levels
- Develop/improve communication means
- Ensure that local structures are strengthened
- Improve role of community based workers
- Sectors should recognise community needs

- Regions should appreciate role of communities
- Establish community based surveillance systems
- Strengthen committees at community level
- Ensure structured training. Use participatory methods
- Ensure communities appreciate the benefits of disaster risk management

6.1.5 Overall development plans

All development initiatives are calculated to improve the living conditions of people. If not properly planned development can lead to increased disaster risk. To optimize development gains it is imperative to incorporate disaster risk management in all development plans.

Policy Statement:

It is National Policy to integrate disaster risk management into all development plans to enhance sustainable development

Strategies

- Integrate disaster risk management in all development planning
- Ensure a paradigm shift from disaster response to disaster risk management through a developmental approach.

6.1.6 Assess and allocate resources

Existing resources should be assessed and allocated on the basis of clearly prioritised actions.

Policy Statement:

It is National Policy that for sustainability, resources should be mobilized locally with less dependence on external funding

Strategies

- Sectoral budgets show risk reduction
- Each sector prioritize related disaster risk reduction

- Food for Work (FFW) and policy

6.1.7 Finance National Emergency Preparedness and Disaster risk management Fund

Funding of disaster risk management should be consolidated. The establishment of a Disaster risk management Fund under the National Disaster Risk Management Agency must be prioritised. The objectives for which the Fund is established shall be the development and promotion of disaster risk management.

Policy Statement:

It is National Policy that government and its institutions shall mobilise resources for the Disaster Risk Management Fund

Strategies

The Fund should be financed from possibly but not limited to these:-

- Moneys appropriated by Act of Parliament
- Budgets set aside by Local Authorities for disaster risk management
- A percentage of sector budgets set for DRM
- Fines (*Polluter Pays Principle*, EMA Act,2002)
- Donations
- SADC and other regional organisations
- Community Based Organisations (CBOs)

While the Disaster Management Act specifies the requirement of the Disaster Management Fund it is important to note that other government legislation also prescribe related Funds such as the Environment Fund which may be only used to handle environmental disasters. There is need for harmonisation of operation of such funds so as to streamline and avoid duplication.

6.2 To develop risk identification and vulnerability mapping mechanisms in the country

It is crucial to support vulnerable households and communities to be able to offset risks, mitigate against shocks and decrease the vulnerabilities they face.

The development of national and local risk assessments; development and maintenance of early warning system and support for capacity building are essential components of hazard and vulnerability analysis. Equally important is co-operation in assessment and monitoring of regional and emerging risks.

6.2.1 Develop and document national and local risk assessment:

Risk assessment should be situation and area specific. The process involves the identification of the risks and the people at risk in order to reduce the risks and vulnerabilities. In consultation with NDMA all sectors will recommend declarations and un-declarations of emergencies and response levels. All sectors will have responsibility to develop threshold indicators and minimum standards for risk early warning information and disseminate to NDMA and relevant stakeholders. In event where there are no standards the relevant sector in consultation with NDMA should develop country specific standards.

Policy Statement:

It is National Policy that hazards and vulnerabilities should be regularly identified, analysed and documented and that measures to reduce the risks and vulnerabilities should be developed and implemented

Strategies

- Identify existing gaps in preparedness and response standards. Adopt and adapt regional and global standards
- Conduct hazard and vulnerability assessments
- Ensure sector assessment builds into national assessment
- Share information among stakeholders
- Identify hazard and disaster prone areas
- Develop and regularly update risk maps

- Ensure each disaster preparedness planning area has a plan which should conform to policy
- Ensure documentation of risk assessment is mandatory for all sectors, including NGOs
- Build capacity for risk assessment
- Train regularly in view of the high attrition rate
- Identify and capacitate the vulnerable
- Strengthen community coping mechanisms (safety nets)
- Involve the locals in research, planning and disaster risk management
- Develop materials for campaigns and training
- Develop hazard vulnerability, assessments guidelines and protocols
- Make funds/resources available and guiding policy for access, utilization and accountability
- Establish and maintain national strategic supply chain network
- Ensure strict monitoring and evaluation of risk assessments

6.2.2 Develop and maintain early warning

Investment in communication and communication equipment is of critical importance in the development of an effective early warning system. Access to accurate information through linkages between sectors enhances early warning. Early warning should be a national priority. NDMA should facilitate involvement of all relevant sectors in developing a comprehensive national early warning system.

Policy Statement:

It is National Policy to develop and implement early warning systems at all levels for effective disaster risk management

Strategies

- Identify hazards calling for early warning
- Develop harmonized rapid assessment tools and build capacity on the tools

- Use inter-sectoral structures and partnerships for different scenarios
- Establish and maintain national, regional and community based early warning systems, through community participation
- Identify focal points (“whistle blowers”) at community level to liaise with preparedness planning area
- Conduct research on and enhance appropriate traditional early warning signs
- Develop thresholds and indicators to improve early warning
- Plan schedules for early warning throughout the year
- Provide and pre-position resources such as equipment, transport and skills/expertise. Wherever possible use local resources
- Develop and update hazard maps through community participation
- Make it mandatory for preparedness planning areas and provinces to send reports on early warning to the Director of the NDMA. The Organisation should assume overall responsibility for early warning, co-ordination of information flow, as well as penalties for default
- Ensure notifications and feedback that cascade through established channels
- Use appropriate local language
- Document

6.2.3 Support capacity building

For effective disaster risk management, adequate human skills, infrastructure and database capacities are required. NDMA will ensure existence of the data base.

Policy Statement:

It is National Policy to develop and strengthen capacity for disaster risk management at all levels

Strategies

- Improve staff complement
- Establish and maintain staff retention schemes

- Identify and train relevant personnel
- Conduct general training on disaster risk management, including training at tertiary institutions
- Establish, formalise and train community level structures
- Identify and capacitate the vulnerable, especially women and children
- Strengthen community coping mechanisms (safety nets) through community participation
- Involve the locals in research, planning and disaster risk management
- Establish and maintain national strategic warehouse and specialist facilities
- Develop material for campaigns and training
- Develop and use guidelines

6.2.4 Co-operate in assessment and monitoring of regional and emerging risks

Disasters are transboundary. There is therefore need for co-operation in the assessment and monitoring of regional and emerging risks. In this respect, the NDMA should lead the co-ordination of development and implementation of a transboundary cooperation strategy.

Policy statement:

It is National Policy to strengthen cooperation with other countries, regional organisations and institutions in the assessment and monitoring of regional and emerging risks

Strategies:

- Identify and involve all stakeholders, as well as allocate roles and responsibilities
- Enter into bilateral agreements and protocols
- Promote information exchange
- Establish inter-regional linkages
- Identify focal persons
- Identify expertise; and establish and maintain register of experts
- Develop regional Standard Operating Procedures (SOPs)

- Develop standard inter-country and regional tools
- Support cross-border collaboration
- Establish co-ordinated Rapid Response Teams
- Promote river basin initiatives: holistic basin management
- Establish and maintain early warning systems with neighbouring countries
- Conduct structured regional simulations
- Develop/adopt common regional legislative requirements/provisions
- Encourage and participate in inter-country and regional conferences

6.3 To enhance information and knowledge management for DRM

One way in which communities contribute towards disaster risk reduction is through their knowledge and innovation. In addition educating a community on disaster risk reduction helps build a culture of safety and resilience; promotes information management and exchange; and enhances research and capacity building. Media involvement in disaster risk reduction plays a facilitative role in public awareness.

6.3.1 Build culture of safety and resilience

Communities have the potential to either increase or reduce disaster risk through their action or inaction. Of importance is their ability to prevent or mitigate disasters, as well as their resilience when disaster strikes. Safety and resilience are hazard specific. Relevant knowledge and information on hazards, vulnerabilities and capacities should therefore be disseminated.

It is imperative to inculcate a culture of safety and resilience within communities and other stakeholders; encouraging a paradigm shift from disaster risk management to sustainable development through disaster prevention, and mitigation; as well as giving particular attention to recovery and rehabilitation.

Policy Statement:

It is National Policy that people be well informed and motivated towards a culture of disaster prevention and resilience as a way of mitigating disasters

Strategies:

- Conduct awareness campaigns, continuous repetitive reminders
- Improve capacity building through community participation
- Establish communication mechanisms and information channels
- Improve information flow
- Conduct regular mock exercises at community level
- Recognise and adopt community coping mechanisms and traditional practices
- Use existing norms and values of the community to build on knowledge gaps
- Encourage disaster risk reduction strategies

6.3.2 Promote information management and exchange

Disaster risk management begins with information'. Integrated disaster risk management depends on access to reliable and effective information and communication channels to enable the dissemination and exchange of information. The process demands timely availability of accurate information for informed decision making on disaster risk management planning.

Policy Statement:

It is National Policy that a comprehensive information and communication systems be developed and that integrated communication links be established with all disaster risk management role players

Strategies:

- Develop and establish GIS based data bank for uploading and downloading information
- It should be made mandatory requirement for institutions and other stakeholders to disseminate and share information through NDMA
- All sectors to have a disaster risk management focal person to feed information to the NDMA
- Develop communication mechanisms for disaster risk reduction continuously activate and hold regular meetings with critical stakeholders at national, regional and community levels.

- Develop and regularly update a user-friendly information management system for disaster risk reduction at all levels
- Ensure effective awareness on disaster risk management at all levels
- Ensure that information centres under the Ministry of Information are all encompassing and that they provide information on disaster risk reduction
- Incorporate disaster risk reduction in the education curriculum from primary level of education
- NDMA should co-ordinate information at all levels
- Continuously enhance and retain capacity and team-building through training of all sectors at levels at grass root level.
- Ratify and implement relevant SADC Protocols whose objectives are to enhance transboundary cooperation in DRM
- Mobilise resources/funding for operational research
- Publish a monthly or quarterly newsletter on disaster risk reduction

6.3.3 Promote research, education and training (formal and non-formal)

Appropriate education and training on disaster risk management should be incorporated in the school curriculum; and promoted for communities and other stakeholders at all levels to facilitate for capacity building for disaster risk reduction.

Policy Statement:

It is National Policy that a culture of risk avoidance be promoted among all stakeholders through integrated education training and public awareness supported research.

Strategies:

- Identify areas needing research and prioritise training in appropriate research methodologies
- Establish and support a Research Committee as a sub-committee of the NDMA to direct research activities in disaster risk management
- Establish a research fund for disaster risk management

- Encourage 'within departments' operational research initiatives using their own resources
- Localise operational research; use risk specific approach
- Promote expertise and involve research institutions e.g. universities, harnessing resources from, and creating twinning arrangements with them
- Use participatory techniques and share results with communities for their benefit and sustainable development
- Develop mechanisms for attracting partnership funding when appropriate
- The NDMA at national level; as well as its co-ordinators at regional and local levels should promote and co-ordinate relevant research programmes and activities at their levels

6.3.4 Promote media involvement in public awareness

Effective media involvement in public awareness on disaster risk reduction helps stimulate a culture of disaster resilience. Media Houses and media practitioners themselves should be directly represented in disaster risk management institutions to engender the feeling of 'belonging' and promote the spirit of social obligation.

Policy Statement:

It is National Policy that media houses and practitioners should be directly represented in disaster risk management institutions and programmes to engender the feeling of 'belonging' and promote the spirit of social obligation to objectively report on disaster risk management

Strategies:

- Ensure that Media Houses themselves, in addition to the parent Ministry, are active members of NDMA at all levels; identify and support link persons from the media
- Support Ministry of Information, Media Houses and practitioners in recognising and acknowledging their social responsibility to report and provide sustained information to raise community awareness on disaster risk reduction, free of charge

- Fully inform and apprise the media through timely briefings and the use of user-friendly language
- Minimise red tape, for example encourage dialogue between the media and other stakeholders, including 'free' but responsible comments/interviews with the media on disaster risk reduction
- Media could promote social responsibility through, free of columns or space for information on disaster risk reduction, highlighting proactive actions, e.g. *fireguards* rather than *fire*
- Ministry of Information should revive and maintain community outreach information programmes
- Encourage the corporate world to flight disaster information with their advertisements as every product has some influence (positive or negative) on disaster risk reduction
- Media should use relevant strategies for public awareness, e.g. the "captive audience" strategy in public places

6.4 To reduce the underlying risk and vulnerability factors by improving risk management applications at all levels

Promotion of integrated environmental and natural resource management; promotion of food security, protection of public facilities, safety nets and partnerships in social and economic development practices; as well as incorporation of disaster risk reduction strategies and other technical measures in land use planning help in addressing underlying risk factors. These strategies should comply with the provisions of relevant policies.

Policy Statement:

It is national policy to identify and reduce underlying risk factors for disaster risk management

Strategies:

- Each sector identifies relevant risk

- Each sector develops programme for risk reduction

6.4.1 Promote integrated environmental and natural resource management

Land, with its environment and natural resources, is not an infinite resource. Environmental and natural resource management should be promoted through a multi-sectoral approach with relevant sectors taking respective leading roles.

Policy Statement:

It is National Policy to ensure that land use planning responds to the environmental needs and tolerance levels of their area

Strategies:

- Identify stakeholders, their responsibilities and roles
- Control and management of natural resources should be the prerogative of central government, with responsibility and authority delegated to regional and community level institutions
- Empower local community leadership to promote and enforce integrated environmental and natural resource management
- Establish local 'Agenda 21 committees' for the protection of the environment through awareness campaigns and enforcement of laws on the environment
- Encourage sectors to develop and use sectoral policies that support national policy on integrated environmental and natural resource management, ensuring full participation by local communities on the formulation and implementation of these policies
- Incorporate integrated water resource management in land use planning
- Environmental rehabilitation after operations that interfere with the morphology of the environment should be mandatory
- Promote full implementation of prohibitive fines spelt out in the EMA Act of 2002 should be fully implemented to deter environmental degradation and to avert environmental disasters.

6.4.2 Promote food security, protection of public facilities, safety nets and partnerships in social and economic development practices

While some socio-economic development practices may mitigate for disaster risk reduction, others increase the risks. It is important to isolate these practices and appropriately address them. Promotion of food security, safety nets and partnerships in social and economic development practices should form an integral part of reducing underlying disaster risks.

6.4.3 Promote food security

Food security is a critical component of community livelihoods.

Policy Statement:

It is National Policy that each household should fulfill its food requirements in terms of its own production, social transfers in cash or kind and in terms of wages and other income as is nationally acceptable

Strategies:

- Promote full implementation of the National Food Security Policy, 2005
- Should be mandatory that food security be included in development plans at each level
- Policy on food security should deliberately address cropping suitable for agro-ecological zones
- Encourage open pollinated varieties of seeds
- Establish and promote incentives for producers including markets
- Promote irrigation schemes, including construction of irrigation earth dams
- Place more emphasis on production of food for local consumption than on cash cropping and export
- Recognise and address the needs of the vulnerable
- Encourage and support 'Insimu YeNdlunkhulu' concept and rain making ceremonies
- Use traditional/historical knowledge; recognize existing local practices
- Zone crops by agro-ecological regions; include re-building of the national herd

- Conduct research in partnership with academic institutions that should help in identifying crops to grow in specific areas
- Zone land use, including proper environmental management to mitigate drought and floods
- Encourage urban agriculture; with the approval of multi-sectoral stakeholders
- Strengthen livelihoods based on vulnerability
- Ensure timely distribution of inputs by need or region, with state intervention
- Emphasize food storage facilities in grain shortage areas and cold rooms for vegetables
- Develop quota systems to ensure each producer or farmer sells a specified quantity to the national strategic grain reserves
- Strengthen monitoring mechanisms and enforce legislation to ensure that food exports are sanctioned by government
- Communication means (roads) to promote trading of crops

The NDMA should ensure harmonization of these strategies with those in the National Food Security Policy, 2005 and promote their implementation through the relevant institutions.

6.4.4 Promote protection of public facilities

Critical public facilities and physical infrastructure should be properly designed, retrofitted and where necessary re-built in order to render them adequately resilient to hazards; and protected from vandalism and thefts. These facilities and infrastructure include schools; health facilities; water and power plants; communications and transport lifelines; disaster warning and management centres; and culturally important lands and structures. Protection of public facilities is of paramount importance in disaster risk reduction. In particular the goal of "hospitals safe from disaster" should be promoted to ensure that in the event of a disaster these facilities continue to provide services with minimal disruption, since a significant number of disaster victims may end up in hospital.

Policy Statement:

It is National Policy that public facilities should be properly designed and constructed in order to render them adequately resilient to hazards and that community participation and more control over local issues should be encouraged to inculcate sense of ownership of public facilities

Strategies:

- Promote development and implementation of building codes that ensures that infrastructures are resilient to natural hazards
- Ensure the design and construction of public facilities comply with minimum safety standards
- Wherever possible, use non-recyclable materials in the design and construction of the facilities. Reinforcement will deter vandalism
- Promote a culture of collective ownership and valuing of property by the community - ensure their participation throughout from design so that they identify with the facilities
- Community awareness should make communities realize the importance of infrastructure so that they come up with their own plans to protect their facilities
- Community should be responsible for security, whilst the state and Local Authorities oversee the overall protection of the facilities
- Contract out those facilities that are not necessarily the core-business of Government and Local Authorities. Lessee should be responsible for maintenance and security of the facilities
- Develop, implement and monitor security mechanisms
- Provide incentives for reporting the crime
- Make it mandatory for stakeholders to include security of public facilities in their reports
- Although arresting and fining offenders may not always be effective, vandalism and theft of public facilities should be re-classified as a serious crime; legislation firmly enforced; penalties reviewed and deterrent sentences and fines imposed
- Prosecute and eliminate the market for stolen goods

6.4.5 Promote safety nets

Even if disaster strikes, communities still cope with the effects in one way or the other implying that they have coping mechanisms (safety nets). However, most traditional safety nets have been compromised through 'modernization'.

Policy Statement:

It is National Policy that socio-economic safety nets need to be strengthened in order to improve community livelihoods and enhance disaster risk reduction

Strategies:

- Identify and maintain traditional structures and practices that enhance safety nets. Conduct research on coping mechanisms, document and strengthen them
- Identify gaps in responses
- Promote disaster awareness campaigns
- Encourage food conservation, preservation and storage
- Promote use of local resources and value addition of the resources
- Encourage 'Insimu YeNdlunkhulu' concept to ensure it is part of disaster risk management plans
- Strengthen early warning to activate safety nets
- Monitor and evaluate impact and strengths of safety nets

6.4.6 Promote partnerships

Government alone cannot successfully manage disasters. The task requires the involvement of all stakeholders, including the private sector. Effective public-private partnership in disaster risk management should therefore be promoted.

Policy statement:

It is National Policy that disaster risk management related partnerships be based on unity of purpose and mutual understanding

Strategies:

- Create awareness on need for partnerships

- Create enabling environment for mutual understanding and confidence building
- Identify stakeholders and ensure their active participation at all levels
- Define roles and responsibilities: Partner-matrix
- Formalize partnership (*Enter into contracts and Memorandum of Understanding - MoU*)
- Share resources, assist partner in capacity building and share information
- Hold regular meetings and conduct mock exercises jointly

6.4 Incorporate disaster risk reduction strategies and other technical measures in

Land-use planning

All development initiatives have the potential to increase or reduce disaster risk. Strategies on disaster risk reduction should be incorporated in land use planning at all the stages. During recovery and rehabilitation, opportunities should be used to build capacities to facilitate for disaster risk reduction in the long-term.

Policy Statement:

It is National Policy that all development planning should incorporate risk reduction strategies

Strategies:

- Involve all relevant stakeholders in all land use planning
- The NDMA should support SEA's efforts to ensure that the provisions of the Environmental Audit and Assessment Review Regulation on Impact Assessment (EIA), and other relevant pieces of legislation are complied with
- Ensure land use practices comply with the provisions of legislation
- Promote participatory approach in land use planning
- Conduct baseline studies; develop risk maps and land use maps
- Adopt integrated natural resource management concept
- Ensure Government and Local Authority building structures are subject to plan approval by all relevant departments prior to construction

6.5 To strengthen disaster preparedness, emergency response and recovery practices

Legislation on disaster risk management should emphasise prevention and mitigation of disasters rather than response. However when these measures fail and disaster strikes the communities and other stakeholders are forced to respond. Strategies should be put in place to ensure that response is effective, and for sustainable development, that recovery and rehabilitation are in-built components of disaster response.

Enhancement of regional, national and local capacities to strengthen disaster preparedness for effective response; preparation and periodic update of disaster plans; and promotion of regular disaster preparedness exercises should be promoted.

6.5.1 Enhance regional, national and local capacities to strengthen disaster preparedness for effective response

Disasters may be localised or transboundary. The impact and losses of a disaster can be significantly reduced if the level of preparedness of the authorities, communities and individuals are high. Disaster response, recovery and rehabilitation should be strengthened through regional, national and local co-operation.

Policy Statement:

It is National Policy that capacities for disaster response, recovery and rehabilitation should be strengthened through national regional and local cooperation

Strategies:

- Establish and strengthen collaboration and information exchange at local, national and regional levels
- Identify focal persons
- Define roles and responsibilities by regions
- Develop Standard Operating Procedures (SOPs)
- Establish rapid response teams

- Mobilise resources specifically for common hazards
- Enter into agreements and sign MoUs
- Build capacity, incorporating strategic planning in disaster risk reduction and interaction
- Ensure core capacities at various levels; reaching schools, chiefs, headman and other local leadership
- Provide incentives for Local Authorities
- Conduct simulation exercises (Local level drills will identify disaster risk reduction with communities)
- Establish safe havens, e.g. schools, halls
- Highlight the need for regional bodies
- Establish and make use of Associations
- Mandatory monthly reports whether there is a disaster or not; covering prevention, mitigation, response, recovery and rehabilitation
- Promote volunteers in specialised areas/fields

6.5.2 Prepare and periodically update disaster plans

Proper planning is critical for effective disaster risk management. To prevent fragmentation, planning should be a concerted effort at all levels, with specific technical persons assigned to assist prepared areas.

Each institution/organisation, sector and inter-sectoral structure should prepare and periodically update their disaster risk reduction plans, in compliance with national guidelines.

Policy Statement:

It is National Policy that each institution and sector should prepare or review, and periodically update their disaster risk management and contingency plans at all levels, with particular focus on the most vulnerable areas and groups

Strategies:

- Every institution, sector and inter-sectoral structure should have an up to date disaster risk management plan, including a contingency plan (covering all relevant hazards)
- Disaster preparedness and contingency plans should be a key result area for controlling officers/PSs to ensure integration of DRM in sector plans
- Plans should be standard, ensuring compliance with national guidelines
- When preparing plans, use lessons learnt from previous disasters
- Process of preparation of plans should be consultative
- NDMA should develop criteria for funding of plans to ensure that funding is based on merit
- Plans should be prepared and updated timely; providing support and supervision for all appropriate levels
- Education/training and awareness campaigns should be carried out regularly
- Ensure regular monitoring and evaluation

6.5.3 Promote regular disaster preparedness exercises

People learn more by doing rather than by merely hearing or seeing. Regular disaster preparedness exercises enhance the core capacities of stakeholders to prevent, mitigate and respond to disasters.

Policy Statement:

It is National Policy that disaster preparedness exercises, including evacuation drills, should be regularly conducted

Strategies:

- Mandatory scheduled preparedness exercises should be conducted at least twice per year
- Develop minimum standards for materials, equipment, medicals, shelter, food, and reaction time
- Develop Standard Operating Procedures (SOPs)
- Conduct regular awareness campaigns on hazards that are prevalent in the area

- Ensure the simulations are area and hazard specific based on hazard and vulnerability analysis
- Each institution, sector and disaster risk management structure should set aside specific budget for simulation activities
- As the co-ordinator, NDMA should promote and support regular simulations
- NDMA should provide technical expertise to co-ordinate, direct, support, supervise and monitor the lower levels
- Inculcate a culture of using locally available resources
- Identify possible sources of funding from parties with particular interest
- Use and promote national, regional, Tinkhundla and chiefdom DRM to enhance disaster risk management
- NDMA should be empowered to command - with legislated power/authority
- Organisations with potentially hazardous enterprises should take active part; including funding
- Ensure regular monitoring of simulation exercises

7.0 MANAGEMENT AND COORDINATION OF DRM

7.1 Structures for effective disaster risk management

In line with objectives for sustainable development in Swaziland, disaster risk management, equally, should aim to be sustainable. The disaster risk management programme in Swaziland is spearheaded by the **National Disaster Management Agency (NDMA)**. Since disaster risk management is a national priority, structures need to be established at each administrative level and across the sectors. With the emphasis on using existing skills and expertise wherever possible, structural focus is on co-ordination and facilitation, bringing together the required elements and creating the appropriate operational environment. The clear focus must be on capacitating vulnerable communities with the objective of decreasing vulnerability and increasing preparedness and mitigation capacity. Each administrative level, each organisational and institutional mechanism, must orient its activities to support capacity building in communities. Central to the effectiveness of this is the importance of Regional Government and its pivotal role in providing the link between national level resources and the institutions, localities and communities on the ground. It is the regional level that the main emphasis for operations and programme implementations should be.

Of crucial importance to the successful working of structures at all levels is the understanding that all sectoral and functional capacity and resources can be assessed in terms of the needs of the national sustainable disaster risk management programme. Disaster risk management must not be used treated as a separate sector requiring separate resources and capacity. The sustainable disaster risk management programme is a facility, a mechanism for promoting co-ordination and harmonisation between different sectors and organisations in order to achieve the chosen objectives.

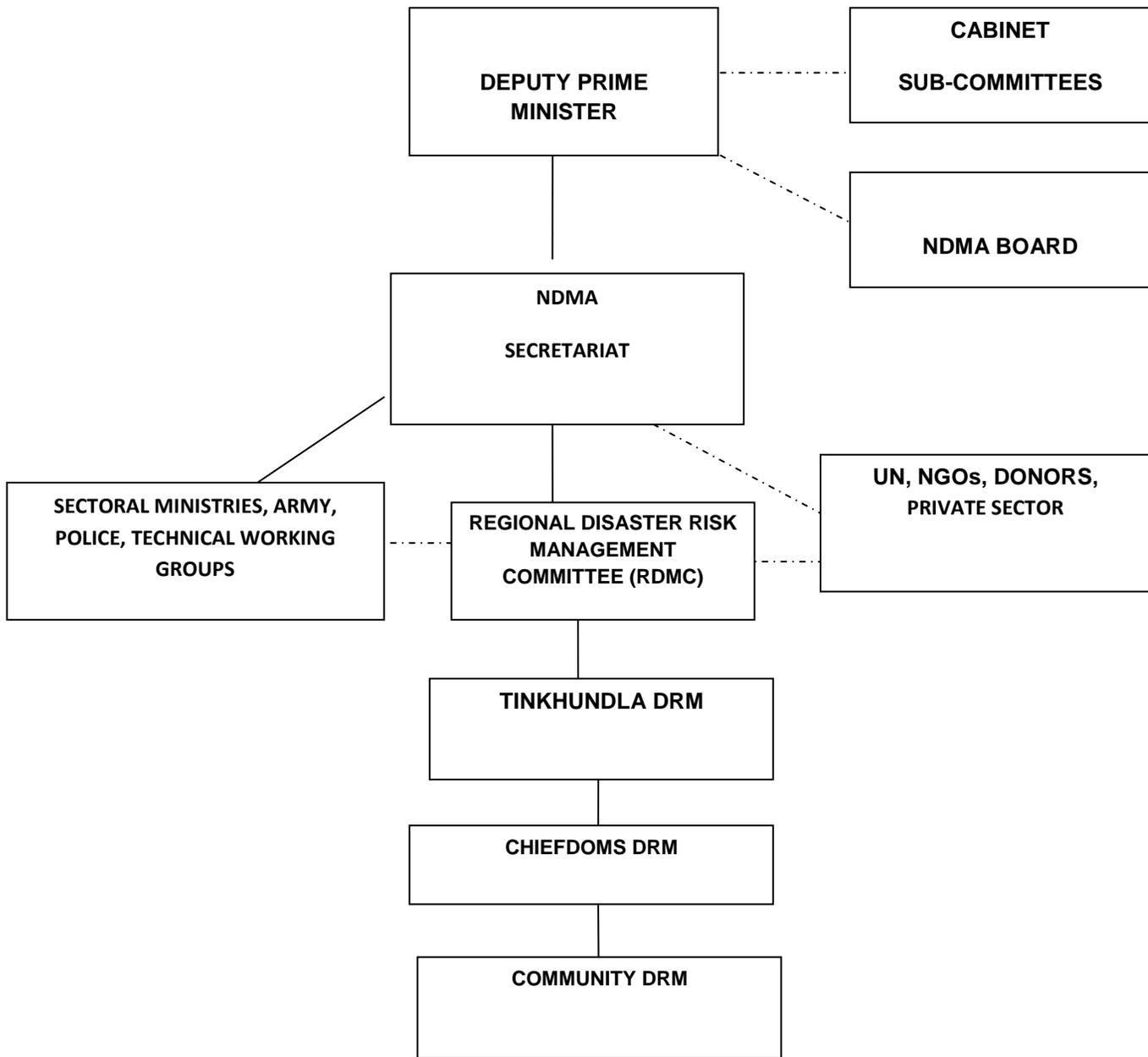
With the principal criterion being the use of existing resources and capacity wherever possible, the structures set down in this policy framework are, in some cases, reflective of structures that already exist or have existed in the past. Thus a Regional Disaster Management Committee reflects multi-sectoral meetings that already take place at that level and replicates ad hoc committees that were established following the drought of

1991/92. The suggested regional committees need not be constituted as bodies separate from existing mechanism. The membership of existing multi-sectoral committees and their advisers contain the very expertise required for the successful planning and implementation of programmes. The structures should display disaster risk management integrated with other activities, with job descriptions and responsibilities reflecting this.

The need for co-ordination, particularly from the national level, is a necessity. The proper implementation of agreed disaster risk management priorities programmes need to be monitored, co-coordinated and facilitated. With much activity in this area implemented through sectoral departments and multi-sectorally through integrated programmes, there is a need to ensure that there is a national overview without the sectoral bias and with the authority to act on behalf of national disaster risk management objectives and priorities. The structures presented here recommend the inclusion of the NDMA as a secretariat, answerable to the National Disaster Management Board (NDMB), which, is responsible for maintaining this overview and promoting and implementing cross-sectoral disaster risk management activities such as information management, training and capacity building and public awareness.

Under the authority of the Deputy Prime Minister (DPM), the principle elements of a national structure are as follows (Figure 1 below):

NATIONAL DISASTER RISK MANAGEMENT STRUCTURE FOR SWAZILAND



KEY
 — LINE OR FUNCTIONAL RELATIONS
 - - - - - ADVISORY OR EX-OFFICIO RELATIONSHIPS

Figure 1: Disaster Management Organogram

Cabinet, under the chairmanship of the Prime Minister, is the supreme policy generating body in Swaziland and it is this responsibility that cabinet would be asked to take in respect of the national disaster risk management programme. Cabinet defines national policy and the ministerial and departmental responsibilities. Cabinet also endorses national plans and regulations and is responsible for the declaration of an emergency where appropriate.

7.1.1 Cabinet Sub-Committee

Cabinet-Sub-committees will provide advisory support to the DPM in all matters pertaining to DRM and DRR.

7.1.2 National Disaster Management Board (NDMB)

Under the chairmanship of Deputy Prime Minister (or his appointee), the NDMB consists of representatives of all sectoral ministries (at Principal Secretary or Under Secretary level), the senior officer commanding the army, the senior officer commanding the national police, the four regional secretaries, the director of the Swaziland Red Cross, the director of CANGO, the director of the Swaziland Chamber of Commerce and the director of the Swaziland Federation of Employers. The United Nations Resident co-ordinator in Swaziland, representatives of bi-lateral and multi-lateral donors to Swaziland and other NGOs attend ex officio.

The NDMB is responsible for proposing policy and programme direction to Cabinet and will play the role of overall supervisor of disaster risk management activity in Swaziland including:

- The development of policy and legislation.
- The preparation of budgets.
- The co-ordination of needs and damage assessment in times of disaster.
- The development of the National Disaster risk management Plan and other administrative and sectoral plans, and monitoring and regular review of these
- The development of the operational framework for the NDMA.

- The overall supervision and monitoring of disaster risk management programmes (response, preparedness and mitigation/prevention).
- The focal point for the dissemination of information for the public about disaster threats and action.

The NDMB will be served by the Director of the NDMA who will act as secretary to the meetings of the board. The Director will also be chief executive of the NDMA Secretariat.

7.1.3 The National Disaster Management Agency (NDMA)

The Secretariat will be a permanent Government body based in Deputy Prime minister's Office, will serve as the interface between the national disaster risk management programme and the general public, and will be the principal functional body for disaster risk management at national level. The NDMA will have a Director and technical staff relevant to the needs of national disaster risk management programmes and objectives. NDMA technical staff will cover the following areas:

- administration
- finance
- logistics and relief
- information management
- Training and public awareness.

Primarily, the NDMA is the Government's implementer of disaster risk management activity at national level. It will oversee and facilitate the directives of the national policy and national disaster risk management plans and will coordinate all activity in this area. It will also be responsible for the implementation of major cross-sectoral programme elements, such as:

- the preparation of national disaster and emergency plans and similar plans at other administrative levels, as well as accompanying regulations and procedures and the legislation that gives them authority,

- programmes of training and capacity building, such training being closely related to responsibilities given under the National Disaster risk management Plan and other plans, and the institutionalization of these,
- information management – the establishment of an information cell responsible for the collection, analysis and dissemination of information related to disaster risk management programmes,
- public awareness – the promotion of disaster of management within communities at different administration levels and among politician, the media, etc.

The NDMA will also have the responsibility for the production of regular reports on its activities. A Regional Disaster risk management Officer will represent the NDMA in each region.

7.1.4 Regional Disaster Risk Management Committee (RDMC)

Each of the four regions of Swaziland will appoint an RDMC under the Chairmanship of the Regional Secretary or his appointee. The membership of each RDMC will be based upon the heads of relevant sectoral departments at regional level, together with representatives from the Red Cross and other relevant NGOs, the Army, Police and the Private Sector. The RDMC should also include one nomination from each inkhundla in the region. The RDMC will have the authority to create specialist or technical sub-committees to deal with specific hazards or geographical areas. With the Deputy Prime Minister's Office responsible for regional affairs and the regional secretaries, therefore, reporting to the deputy Prime Minister, there is a logical line relationship because the Deputy Prime Minister's Office will also be responsible for disaster risk management.

The responsibilities of each RDMC are to provide an overview of disaster risk management programmes and priorities for the region concerned, to oversee the preparation of provincial level plans and procedures, and to facilitate the implementation of disaster risk management programmes agreed for the region. The RDMC's will be channels of information to the NDMA and will act as the link between national objectives and community priorities.

The Regional Secretary will become the focal point for the implementation of disaster risk management programmes in Swaziland. He / she will be responsible for ensuring that mitigation and preparedness objectives are met and will head regional emergency programmes in the event of disaster occurring. The Regional Secretary will have the authority to declare a local level disaster which, if the event outstrips the region's resources, can be made into a national declaration of disaster upon the approval of the Prime Minister.

7.1.5 The Role of the Tinkhundla

The Tinkhundla play an important role in linking the chiefdoms and the communities they represent, with the national and regional programmes. Their representation on the RDMC implies that they are integrally a part of programme development within the regions and they will carry the responsibility of ensuring that programme elements are implemented appropriately on the ground through the chiefs. The tinkhundla are also an important channel of information for a whole range of disaster risk management priorities.

The Tinkhundla will need to establish mechanisms to ensure that other groups working at the grass roots are involved in programme development and implementation – NGOs, religious groups and community based organizations. This is the “front line” of disaster risk management. It is where disasters occur and disaster risk management projects should largely be community driven and based upon community priorities and objectives.

7.1.6 NDMA Technical Advisory Groups

At national level, the Director of the NDMA, with the full approval of the NDMB, will form technical advisory groups to provide technical support to the work of the Secretariat. Although the focus of these technical groups must remain flexible. The principal disciplinary foci for individual technical groups are suggested as follows:

- Water and Sanitation Group
- National Epidemic Task Force
- Emergency Relief and Logistics

- Training and Capacity Building
- Civil Emergencies

These technical groups will consist of expertise appropriate to the disciplinary focus and can assist the Secretariat in the preparation, development and implementation of specific elements of the programme. The NDMA may add or reduce the technical groups as per need.

7.1.7 Emergency Management Structures

When disaster strikes, the immediate aftermath, or emergency period, frequently requires rapid action to respond to the immediate needs of those affected. The declaration of a disaster, the legislated responsibility of the Prime Minister (on the advice of the NDMA) at national level and of individual Regional Secretaries at regional level (on the advice of the RDMC), is made in order to expedite management systems devised to ensure rapid response. As this happens, the disaster risk management systems and structures described in Section 10 above, reconstitute themselves as Emergency Management structures to implement the procedures related to emergency plans that will be prepared at each level. These procedures will activate resources and manpower in respect of immediate needs, and give responsibilities to specific technical groups required to implement expert tasks (such as the police, the army, public health officers from the Ministry of Health, etc)

The national focal point for emergency management and, in effect, the control room at national level for the co-ordination of emergency programmes is the Director of the NDMA, reconstituted for the purposes of the emergency as the National Emergency Management Secretariat (NEMS). The NEMS will be brought into existence by Cabinet enacting emergency powers delegated through the Deputy Prime Minister to the National Emergency Management Council (NEMC), the reconstituted NDMA.

If it is deemed that a disaster has not occurred extensively to warrant a declaration of emergency on a national scale, then an emergency can be declared at regional level only, by a Regional Secretary, to enact parts of the legislation that establish the emergency focal point at regional level. In this case, the control room for the co-

ordination of the emergency programme is the office of the Regional Secretary (which will also, of course, have operational functions even in an emergency on a national scale), with delegated authority given to the Regional Disaster risk management Officer (RDMO) by the NEMS to take the operational lead on behalf of the Regional Secretary. The RDMC will reconstitute itself as the Regional Emergency Management Committee (REMC). All emergency management activity, like disaster risk management activity generally, is aimed at supporting communities, in this case, to overcome immediate problems. With an emergency only being declared at regional level, the national disaster risk management structures remain as they are, but in support of regional emergency requirements.

7.2 Disaster and Emergency Management Responsibilities at National Regional and Inkhundla Levels

7.2.1 National Level

- Creation of the political will to take disaster risk management forward as an integrated element in the development process.
- Leadership in the attainment of national objectives.
- Preparation of the framework and legislation for policies, regulations, plans and guidelines to develop effective standards of disaster risk management.
- Ensuring the implementation of national policy through the National Disaster risk management Plan and the disaster risk management and emergency management plans at regional and other levels.
- Identification of responsibilities at ministerial level and the preparation of ministerial plans.
- Ensuring that plans and procedures are consistent with community priorities and objectives and that they reflect the vulnerabilities and risks faced by communities on the ground.

- Ensuring and monitoring the preparation of regional disaster risk management and emergency management plans.
- Analysis of data and the dissemination of information in support of the implementation of disaster risk management programmes.
- Promotion and implementation of disaster risk management training at all levels.
- Promotion and implementation of programmes of public awareness and information at all levels.
- Declaration of a disaster situation at either the national or regional level.
- Mobilization of national resources for disaster risk management, including the Army, in support of regional and, if necessary, local resources.
- Seeking assistance from the United Nations and other bi-lateral and multi-lateral donor agencies.
- In any post disaster situation or development project, evaluation of the effectiveness of disaster risk management planning and co-ordination.

7.2.2 Regional Level

- Acting as a channel for information from the communities and the Tinkhundla, to be fed into the planning and programming process.
- Preparation of regional disaster risk management and emergency management plans.
- Ensuring and monitoring the preparation of disaster risk management and emergency management arrangements at Inkhundla level and below.
- Mobilization of regional resources for disaster risk management, including the Army, in support of resources at Inkhundla level and below.
- Collection and dissemination of information and data on regional disaster risk management issues.

- Promotion and implementation of disaster risk management training at the regional level and ensuring the implementation of agreed training at Inkhundla level and below.
- Monitoring the implementation of regional disaster risk management and emergency management plans.
- Promotion of public information and awareness programmes at regional level and below.

7.2.3 Inkhundla Level

- Ensuring the flow of information from communities to the regional level on community risks and vulnerabilities, objectives and priorities.
- Preparation of disaster risk management and emergency management arrangements.
- Implementation of disaster risk management and emergency management arrangements.
- Mobilization of resources for disaster risk management.
- Implementation of agreed disaster risk management training and public awareness and information.

7.3 Responsibilities of Specific Departments, Organization and Agencies

In disaster risk management, complementary roles are performed by a range of Government departments, agencies and institutions, as well as by NGOs, the private sector, community-based organisations and family units. These complimentary roles relate to all phases of disaster. Ultimately, disaster risk management is the responsibility of all citizens, not merely those who have specific obligations.

7.3.1 The USDF

The USDF has an important role to play in disaster risk management. Among its considerable assets is manpower, often the most useful resource, particularly in disaster response. Other important skills and resources possessed by the USDF my include logistics, communications and engineering. They all possess good organisation and can be used for such purposes as, for example, the evacuation of population. The

USDF's contribution should not be seen purely in the area of disaster response. The USDF can make significant contributions to long term mitigation and prevention.

7.3.2 The Private Sector

Increasingly, the private sector's role in disaster risk management will be more significant. However, the private industrial and commercial sectors have a role to play in safety consciousness, to ensure that their plants and premises do not contain elements that could cause accidents and possible disaster. In disaster risk management, the private sector possesses machinery and equipment, stores and supplies and technical skills. It is not cost efficient for Government to hold large quantities of supplies and equipment as it may not possess some very specific technical skills. These can be provided by the private sector. However if the Government needs to rely on the private sector for acquisition of specific requirement, they should be able to access what is needed as and when it is needed. Agreements will be required between the Government and particular companies and firms to ensure that the procedures for access and costs covering are clearly understood. There is no doubt that the use by Government of the private sector wherever possible will ensure that disaster risk management in Swaziland is more cost effective. The role of the private sector will be co-coordinated through the Swaziland Chamber of Commerce and the Federation of Swaziland Employers.

7.3.3 The Baphalali Swaziland Red Cross Society

The national Red Cross Society in any country enjoys a special relationship with Government owing to the role played by the organization internationally in monitoring international humanitarian law and action. The national Red Cross Society is part of the International Red Cross (which also includes the International Committee of the Red Cross – ICRC, and the International Federation of Red Cross includes the monitoring of the Geneva Conventions and the provisions, from a position of neutrality, of assistance to civilians caught in war situations, guided by International Humanitarian law. Because of this international context, each national Red Cross Society has to be formed by Government in the provision of humanitarian assistance in times of disaster.

The Baphalali Swaziland Red Cross Society is no exception to this and the Government Act bringing the Society into existence was passed soon after the country's independence. The National Red Cross Society, although independent of Government, will play a special role as auxiliary to Government among the NGOs present in Swaziland.

7.3.4 Non-Governmental Organisations

There are many other NGOs in Swaziland both national and international, represented at all levels from the national down to the local. These organisations are able to make most valuable contributions to all aspects of disaster risk management. In many cases their activities are most effective at local or community level and they can play particularly important roles in the distribution of relief, in the promotion of public awareness and in training aimed at promoting self reliance. NGOs will also be expected to make significant technical contributions in support of this policy framework, the term NGOs includes institutions such as the churches.

7.3.5 Government Departments

Government departments at all levels are chiefly responsible for the implementation of disaster risk management programmes which require the professional and technical expertise that they can supply. The identification of roles and responsibilities in each case will be defined in the National Disaster risk management Plan and similar plans at regional and other levels. Individual ministries should also generate plans covering their involvement in disaster risk management activities defined within the National Disaster risk management Plan. Government departments (or ministries) will appoint officials to act as disaster risk management focal points who will be responsible for the promotion and co-ordination of their specific ministry's defined role and responsibilities. The officials will also be expected to take part in the deliberations of the technical Support Groups which assists the NDMA, as appropriate.

7.3.6 Centre for Emergency Preparedness and Response for Public Health Security

The Ministry of Health has established a centre for Emergency Preparedness and Response which coordinates Planning, Preparedness and responses to Health emergencies and ensures that the Health Sector is adequately prepared to deal with all types of emergencies, monitors outbreaks and global disease trends, assess public health risks during emergencies and develops national health emergency response plans including provision of Emergency Medical Services.

7.3.7 The Police and The Emergency Services

The police and the emergency services have specific roles to play in preparedness and response and principally in an urban context. Such responsibilities will include search and rescue, evacuation planning and management, crowd control, fire fighting, security, emergency medical support and communication. It is expected that the police will be the lead agency in civil emergencies such as traffic accidents, industrial accidents and terrorism.

7.3.8 The Media

The press radio and television have an important role to play in national disaster risk management in two specific areas – in the documentation and reporting of disaster risk management activity as a whole (rather than merely on the sensational aspects of emergency programmes which is a traditional focus for the media) and in assisting public awareness programmes. The national disaster risk management programme itself should encourage and promote access to the media by all citizens of Swaziland.

7.3.9 Multi-lateral and Bi-lateral Agencies and Donors

United Nations Agencies provide chiefly technical support to the Government's disaster risk management machinery within the constraints of each agency's programme objectives. Multi-lateral and bilateral donors can provide both resources and technical support for specific aspects of the national disaster risk management programmes as well as an international perspective on disaster risk management for the national

programme. In cases of severe disaster, donors are able to appeal for funds and resources internationally.

7.3.10 Chiefdoms, Communities and Families

At the level of the Chiefdom, and among communities and individual families, there are responsibilities for taking measures, within existing capacities, to protect lives and property. However, it is expected that measure taken by individual families and communities will form part of an integrated approach which will include the development of family and community capacities and a reduction in their vulnerabilities over time. Because the national disaster risk management programme will be aimed principally at the reinforcement of community capacity to withstand disaster threats, communities and families have a responsibility to ensure that their attitudes to and understanding of the threats, their perception and normal ways of countering the risk.

7.3.11 Politicians

Politicians are important role players in disaster risk management because they represent constituencies whose members will suffer from disasters. Politicians are expected to support national and local efforts to respond equally both to disaster threats and to disaster themselves when they occur. Politicians remain strong advocates for the national disaster risk management programme as representatives of people.

7.4 The Gender Issue

The national disaster risk management programme will be implemented in a gender sensitive way, taking into account the effect of disasters on men, women and children. Specifically, the national disaster risk management programme will take note of the fact that many disasters place a heavy burden on women and children and will implement measures aimed at protecting those who are vulnerable and at risk.

8.0 MEASURES FOR DIFFERENT PHASES OF DRM

8.1 Disaster Prevention and Mitigation

Successful prevention and mitigation measures are essentially long term in scope and are part of normal development action. The key areas for consideration in Swaziland are as follows:

- a. Determination of priorities sector by sector in harmony with economic and social development. Specifically the identification of existing programmes that support the objectives of the national disaster risk management programme, as well as those that appears to be in conflict. Many of the priorities for disaster risk management in Swaziland are already development priorities and relate to such issues as sustainable livelihood, poverty alleviation and good governance.
- b. The assessment of disaster risk and the analysis of vulnerabilities. The assessment of disaster risk relates to data which shows what kind of disasters Swaziland might expect to occur in the future, in which geographical zones, the potential magnitude of future disaster events and how often events of given magnitudes are likely to occur. It is not enough to rely on what we think we know about the past. Thorough research and analysis is required. It is unlikely that all the details require for such an assessment is currently available but as information gathering and analysis improve so the risk assessment process will improve. Data of this kind are important in identifying the areas of concerns for disaster risk management programmes.
- c. The analysis of vulnerability is the means of which programmes can be targeted to the populations most in need. If risk assessment identifies what disasters are likely to occur, where, how often and in what magnitude, vulnerability analysis assists in the identification of the most vulnerable population and infrastructure in those areas of risk. Thus, programmes can be targeted very accurately. Defining vulnerability is very important for Swaziland as this will determine priorities and programme focus.

- d. Monitoring and evaluation of ongoing programmes and the testing and review of plans, regulations and procedures. Maintaining and developing the information systems to aim at the eventual establishment of a baseline for disaster risk management.
- e. Developing guidelines for the inclusion of environment impact and disaster impact assessment into project approval mechanisms. It is imperative to ensure that, as far as possible, the disaster risk and vulnerabilities to populations who are the targets of development programmes are understood and dealt with as part of programme implementation in order to protect programme goals. Part of this process is to discover what understanding vulnerable communities already have, how they deal with the threats, their normal traditional coping mechanisms and whether, over time, these mechanisms have been eroded.
- f. Training and awareness rising. Training comes in many forms and is significant in the building of capacity. Training in relation to disaster prevention and mitigation relates to the need to ensure that the key players disaster risk management in Swaziland are aware of the long term developmental goals of the programme, that the political will is maintained through awareness raising targeted at politicians and legislators, that communities in disaster threatened localities are aware of the important implementing and monitoring role that they play, that sectoral specialist are aware of the multi-sectoral nature of the programme and the need, therefore, of active co-ordination and facilitation, etc.
- g. Public information and awareness rising. The most difficult aspect disaster risk management as a continuing process is the maintenance of strong and active programmes when there is no disaster or when a major disaster has not occurred for a long time. Public awareness, thus, needs to focus on keeping disaster risk management alive as in issue, to stimulate programme momentum.
- h. Possible prevention and/or mitigation measures for specific disasters that have or might affect Swaziland are as follows:

- i. For drought: water catchments programmes, dam construction, forestation, pasture management and the use of modern agricultural practices.
- ii. For storm and cyclones and the floods caused by them: land use zoning, improved agricultural practices, better designed structures, etc.
- iii. For epidemics including the HIV and AIDS pandemic: improvements in health facilities and delivery, institutionalization of health education and prevention programmes.
- iv. For animal diseases: improved extension services
- v. For motor vehicle accidents: the enforcement of laws and deterrents, the construction of traffic-slowing devices, etc.
- vi. For fires: the enforcement of laws and deterrents, the development of community development responsibilities.

8.2 Disaster Preparedness

- a. Preparations of plans at national, regional, ministerial and other levels and sectors covering roles and responsibilities and co-ordination to allow disaster preparedness and management (and thereby disaster response) to proceed (see section 8.5 below).
- b. Creation of the institutional framework for implementation which is consistent with the objectives of policies and plans. The institutional framework should aim to support vulnerable communities, should be flexible to changing needs and circumstances and should have authority.
- c. The development of information system to ensure that mitigation, preparedness and response programmes are targeting vulnerable population and relevant needs. The whole disaster risk management system should be structured to ensure the free flow of information both down to communities and up to national structures, while the information system should aim to be dynamic, increasing the relevance and the quality of its output over time.

- d. Establishment of a resource base which guarantees access to require where and when necessary. This policy is based upon the principal of planned access to resources rather than the large scale holding of stock by Government authorities. The exception would be the limited scale holding of stocks for contingencies (such as stocks of vaccine because a disease is known to occur regularly in defined geographic areas). The information system is used to assist the development of inventories of equipment and supplies and the geographical location of these.
- e. The investigation of and possible installation of warning systems. Advance warnings are not possible for all disaster types. However, cyclones, drought, some floods, (not flash floods), pests infections and epidemics, in most cases give time for warnings to be issued. For drought, the lead time is considerable, allowing for creative interventions well in advance of crises. Warning systems need not to be expensive, can often be operated with neighbouring countries (as happens with the SADC Drought Early Warning Programme), and should have strong community involvement. Effective warning systems are more than just the reception and/or generation of information and the subsequent dissemination of messages. They are also about response – that is to say, reacting to the messages once received.
- f. Establishment of appropriate mechanisms for disaster response, including the preparation of emergency plans at different levels. The mechanism established should activate the implementation of emergency programmes covering the activities listed below (see section 8.5 below)
- g. Implementation of training programmes. Training programmes, closely linked to role and responsibilities in disaster preparedness plans, are a principal means of capacity building. Training should prepare individuals, departments and organizations for their roles as cited in the plans, give them tools and techniques to allow them to undertake their tasks efficiently, and give them the confidence to work in a multi- sectoral environment. That training should cut across sectoral boundaries is obvious. Whereas individual sectors may have their own technical

training requirements in respect of sectoral programmes, training for implementation of disaster risk management programmes must cover all involved sectors and organisation together, stressing co-ordination. Training takes place at all levels, and includes training trainers to take part on the responsibilities of disaster risk management as part of ongoing educational and training programmes.

- h. Implementation of public information and awareness programmes. The objectives of such programmes are to ensure that everyone has the fullest information possible to make disaster risk management decisions. The definition of “public” is important. The public, in the case of disaster risk management, is everyone from farmers in rural communities to the highest politicians or public servant. People on the ground need to know the provisions for disaster risk management in their communities but equally, national level officials need to know what community objectives, priorities, needs and understanding are to make informed decision. Thus, public awareness is a two way process. It is also continuous activity and this is particularly important during periods when no disasters have occurred.
- i. Review and monitoring of programmes including rehearsals of plans and procedures (perhaps within a training environment). Disaster preparedness is a continuous activity; it must be kept constantly under review and adjusted to suit changing circumstances.
- j. For Swaziland’s disaster profile the disaster preparedness actions described above are common to all potential disasters in general although the detail may differ. Preparedness in respect of drought will certainly include warnings as well as steps to support food security. Contingency may be help and there may also be contingency programmes such as food for work or public works programmes that will come into effect once drought is known to have established itself. When floods as a result of heavy rains from storms and cyclones are expected, preparedness measures will also include warnings as well as the holding of contingency stocks of sandbags, the establishment of evacuation plans and

community “safe places”. For animal diseases, contingency stocks of vaccine are important in preparedness along with measures such as contingency funds held by Government to purchased diseased animals. Pre-positioning of vaccines is also important when epidemics are anticipated (although this is obviously not the case in HIV and AIDS) as are measures for the rapid isolation of infected populations. With bush fires, materials and equipment to extinguish fires is an important preparedness measure while with road accidents the pre-positioning of road side communications and first aid equipment would be a measure that could be taken.

8.3 Disaster Declaration Criteria

All public and private institutions have a moral obligation to develop disaster risk indicators relevant to the sector. Such indicators will be made available to the technical advisory groups advising NDMA. Such indicators shall be linked to the information sharing, early warning and awareness systems established by the NDMA. This is to enable appropriate and timely response with accurate technical input from the relevant institutions.

The NDMA will advise the Deputy Prime Minister should any indicator reach critical level for the preparation of imminent disaster. The Prioritization of indicators will include the first health considerations.

8.5 Disaster Response (Including Rehabilitation, Reconstruction and Recovery)

- a. Activation of plans, procedures and regulations covering response activities and the roles and responsibilities of Government staff and the staff of specialists departments and organizations. The preparations for disaster response are covered by disaster preparedness plans (see above section 8.2) but emergency procedures and plans are required to activate systems once disaster has struck. Emergency plans and procedures will cover for example:
 - i. The activation of warning systems and accompanying information and procedures.

- ii. The implementation of evacuation plans and plans to receive temporary migrants.
 - iii. The implementation of search and rescue activities.
 - iv. The conduct of post disaster assessment.
 - v. The provision of emergency relief.
 - vi. The establishment of supply, logistics and transportation systems.
 - vii. The establishment of an emergency communications and information management
 - viii. The identification of existing the survivor response and coping mechanisms.
 - ix. The assessment and provision of security systems
 - x. The establishment of emergency operations management systems.
- b. Although immediately following a disaster strike the emphasis must be on the satisfying of immediate needs and the protection of survivors, every effort should be made to move to rehabilitation, reconstruction and recovery as soon as possible. Thus, within the emergency plans and procedures, the emphasis must be on the implementation of the rehabilitation and reconstruction measures as soon as possible. These measures may, in themselves, help to shorten the period for which emergency assistance is required. The more rapid reconstruction and rehabilitation programmes can be implemented, the more the opportunity exist for risk and vulnerability reduction measures to be incorporated at a time when the disaster is still very fresh in people's minds and, when co-operation and support can still be relied upon. Thus, there is a need to ensure that a framework for the implementation of reconstruction and rehabilitation activity is prepared in advance.
- c. It is very important to establish the fact that rehabilitation and reconstruction activity is concerned with attempts to improve upon the conditions that existed before. Rehabilitation and reconstruction activity is not about getting a population

“back to normal”, particularly if the “normal” situation was one of extreme vulnerability.

- d. While the opportunities for training during the actual emergency may be limited, they are not entirely absent. Emergencies provide opportunities for more junior staff to work alongside senior and more experienced staff, thus training “on the job”. There is no substitute for first hand experience of actual emergency operations so that opportunities that arise should be taken. Training and capacity building in to the overall needs in disaster response include management and specific skills acquisition (for example, search and rescue techniques).

Even though, for convenience, disaster risk management is divided into distinct phases—mitigation and prevention, preparedness, response, rehabilitation and reconstruction – each phase should not be considered as mutually exclusive but as part of an integrated whole where the overall objective is the reduction of disaster risks and vulnerabilities. Within this objective there should be the recognition that the reduction of risks and vulnerabilities is a long-term objective and that disasters will continue to occur (albeit hopefully less frequently and less intensely) and have to be dealt with. This interpretation implies a close relationship with ongoing social and economic development with which disaster risk management activity is, therefore, the incorporation of disaster risk management programmes into development planning

9.0 IMPLEMENTATION FRAMEWORK

9.1 Community DRM

NDMA will support communities to establish DRM committees at chiefdom level. NDMA in collaboration with development partners will capacitate these committees and make annual contingency plans/CDPPs. Implementation of these plans can be sanctioned by the Chiefs/ local leaders. The committees will be responsible for engaging the community on preparedness activities, assessments, dissemination of information, coordination, response and resource acquisition. They will consult with the regional disaster management committees on pre-positioning needed resources and skills to respond to an emergency. These committees should resolve their own operational constitution with the support from community based organizations.

9.2 Regional Disaster Risk Management Committees

The NDMA will support the establishment of Regional DRM Committees, one in each region. NDMA in collaboration with development partners will capacitate these committees make annual contingency plans/RDPPs, whose implementation can be managed by the Regional Secretary on behalf of NDMA. The committees will be responsible for engaging all stakeholders and partners on preparedness activities, assessments, dissemination of information, coordination, response and resource acquisition. They will consult with the NDMA on pre-positioning needed resources and skills to respond to an emergency. These committees should resolve their own operational constitution by establishing partnerships and support from all regional stakeholders relevant to the region.

The regional committee will also monitor the implementation of the DRM plans for the region, Tinkhundla and Communities in the region.

The RDMC will act as a conduit of information to and from the Agency in order to support and facilitate the implementation of Disaster Management Policies Programmes and Procedures. It will provide a platform for role players in Disaster Management to consult among themselves at the Regional level.

When a disaster event is threatening-

- (1) Initiating efforts to assess the magnitude and severity or potential magnitude and severity of threatening disaster;
- (2) Informing the Agency of the threatening disaster and its initial assessment of the potential magnitude and severity of the threatening disaster;
- (3) Issue an early warning of impending hazards and threats on the instruction of and as directed by the Agency;
- (4) Step up the provision of other information required for preparing or dealing with a disaster;
- (5) Through the Agency, make recommendation to the Minister to direct and compel the evacuation of all or part of the population from any disaster threatened area if it is deemed that such action is necessary for the preservation of life and move them to temporary shelter elsewhere where adequate facilities exist;
- (6) Alert Disaster Management Role Players that may be of assistance in the circumstances;
- (7) Initiate the implementation of any Disaster Management, contingency plans and emergency procedures that may be applicable in the circumstance consistent with Part 11 and Part IV of this Act;
- (8) Take necessary and reasonable measures in order to prevent, alleviate, contain and minimize the effects of the threatened disaster and;
- (9) Performing any function or duty as the Minister may prescribe.

9.3 NDMA

This shall be the principal coordinator of DRM in the country. It will implement the following activities:

- (1) Establishing a National Disaster Management Plan for the country which the Minister shall submit to the Cabinet for approval and ensuring that the Plan-

- (2) Addresses the requirements for Disaster Management including mitigation, preparedness, response and recovery measures and
- (3) Is integrated with national and regional disaster management plans, programmes and procedures and shall be supported by a Disaster Management Manual containing detailed responsibilities and procedures for Disaster Management and capacity building programmes aimed at decreasing vulnerability and increasing preparedness and mitigation capacity.
- (4) Supervising and monitoring disaster response, preparedness, mitigation and prevention programmes for the country;
- (5) Managing the national emergency operations system;
- (6) Coordinating, facilitating and monitoring the implementation of disaster management policies, plans, programmes and procedures;
- (7) Developing effective performance standards for disaster management;
- (8) Developing budgets for disaster management and supporting the council in developing a framework for the financial contributions by government at all levels to the Disaster Management Fund for the funding of disaster management and payment of compensation to those affected by a disaster and their dependants;
- (9) Administration the National Disaster Management Fund, as established under section 35 and managing national emergency assistance commodities;
- (10) Analyzing data and dissemination information in order to support and facilitate the implementation of disaster management policy, programmes and procedures;
- (11) Acting as the focal point for the dissemination of information concerning disaster threats and hazards, including warning the public of approaching disasters;
- (12) Promoting and implementing public awareness programmes especially in respect of known hazards;
- (13) Coordinating needs and impact assessments in the event of a disaster occurrence;

- (14) Evaluating the effectiveness of disaster management planning and coordination in any post disaster situation;
- (15) Supporting the development of disaster management volunteers, in consultation with the National Disaster Management Council;
- (16) Developing guidelines for capacity building programmes aimed at decreasing vulnerability and increasing preparedness and mitigation capacity;
- (17) Developing guidelines for capacity building programmes aimed at decreasing vulnerability and increasing preparedness and mitigation capacity;
- (18) Fostering disaster management research and;
- (19) Dealing with any other matter that may be prescribed by the Minister.

10. TRAINING AND CAPACITY BUILDING

An important component of the national disaster management programme in Swaziland is training and capacity building. It will be necessary to ensure that, as far as possible, the programme remains cost effective and this implies using existing resources and capacity and existing institutions wherever possible. Thus, training existing capacity becomes a priority.

Training relates to programmes which give people access to knowledge, understanding, skills and techniques and can be implemented in a number of ways. Training should be closely related to the roles and responsibilities defined in the planning instruments and should be preceded by a comprehensive training needs analysis which determines who needs training, what they need to be trained in, how the training is to be delivered, where the training is to be delivered, the training methodologies to be used and the institutions and staffing required.

Training will play an important part in the sustainability of the disaster management programme but only if a key objective is institutionalisation. Institutionalisation of the training programme requires an assessment of how training is delivered normally on behalf of Government and the institution that provides it. The overall goal will be to see disaster management firstly, as a component of existing and relevant training programmes (for example, in public administration or local government), and, secondly, as a separate training element oriented towards specific groups and individuals. There will be a national disaster management training plan in the National Disaster Management Plan which will detail the planning requirements and which institutions should deliver it.

Training goes beyond just the formal classroom acquisition of knowledge and skills to include the raising of political awareness, the training of trainers (or the orientation of existing trainers), "on the job" training and team building. Capacity building also includes the promotion of institutional awareness.

11. MONITORING AND EVALUATION FRAMEWORK

Monitoring and Evaluation are necessary tools in ensuring that:

- a. Correct milestones are being achieved as planned
- b. Corrective measures are undertaken in a timely manner while indicators show that the set objectives are unlikely to be achieved
- c. Adequate resources and capacity for programme implementation is available.

For the purposes of successful implementation of the National Action Plan, monitoring and evaluations will be at the regional and national levels.

At the regional level, the Regional Disaster risk management Committee under the guidance of the NDMA will take full responsibility to ensure that Regions make progress in the implementation of the National Action Plan.

Therefore, the NDMA should get quarterly progress reports from the RDMC. There should also be deliberate arrangement to convene regular inter-regional meetings to exchange information and update each other on the progress being made.

For adequacy of monitoring and evaluation four key aspects need to be covered with the assistance of the NDMA:

11.1 Progress report

These will be made at national and regional level and must be tailored such that the regional reports are comprised of all the issues from the Tinkhundla in that region whilst the national reports cover all the issues raised by the regions.

These reports must also be in line with targets as set in the National Action Plan.

11.2 DRR Programme review

The implementation of the disaster reduction programme needs several reviews to facilitate the accurate measurement of performance under the NDMA. Firstly the initial review needs to establish resources and capacity of the implementing agents.

Mid-term reviews will have to be carried out in line with the National Action Plan targets and timelines. Such reviews must also include indicators to measure the impact of the programme at all relevant levels of implementation.

11.3 Programme Risk Assessment

SWOT analysis of the programmes and projects carried out under disaster risk reduction will be done to indicate both the opportunities created by the programmes and the threats to the programmes. Such assessment must cover issues of budget variances, resource issues and implementation problems as experienced during programme implementation.

11.4 Communication

This is a key ingredient in the successful reduction of disaster risk and increased preparedness. All outcomes of reviews and assessment must be communicated to all relevant stakeholders and partners in a manner that can be understood by them. This will help foster commitment to disaster risk reduction and increase cooperation.

The NDMA should take the lead in ensuring the participation of all stakeholders in the implementation of the National Action Plan. They should ensure that reports from the RDMC and the government are kept abreast on pertinent and current issues. Stakeholders meetings at different levels should be encouraged to ensure sustained sharing and exchange of information, and team work.

According to international standards the policy should be reviewed after every five years. Accordingly, an M& E framework and systems should be developed.

Annex 1

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Annex 2

WORKING DEFINITIONS

Acceptable Risk The level of potential losses that a society or community considers acceptable given existing social, economic, political, cultural, technical and environmental conditions.

Adaptation The adjustment in natural or human systems in response to actual or expected climate stimuli or their effects, which moderates harm or exploits beneficial opportunities

Assessment The process of documenting, usually in measurable terms, knowledge, skills, attitude and beliefs on disaster

Awareness The public or common knowledge or understanding about a social, scientific, or political issue. Specifically applied to here is the knowledge or understanding about disaster

Biological Hazard Processes or phenomenon of organic origin or conveyed vectors, including exposure to pathogenic micro-organisms, toxins and bioactive substances that may cause loss of life, injury, illness or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Capacity The combination of all the strengths, attributes and resources available within a community, society or organization that can reduce the level of risk, or the effects of a disaster.

Capacity may include physical, institutional, social or economic means as well as skilled personal or collective attributes such as leadership and management. Capacity may also be described as capability.

Contingency Planning A management process that analyses specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations.

Coping Capacity The ability/ capacity of people, organisations and systems using available resources, to face and manage adverse conditions, emergencies or disasters.

Coping Mechanisms Are strategies developed by individuals and communities to address problems relating to hazards and environmental stresses. Such strategies are built upon historical knowledge, cultural acceptability and experience through working contact with the locations within which they lie. Coping mechanisms help communities to adjust and adapt to changing, frequently form part of a community's social mores.

Disaster A disaster is a serious disruption of the functioning of society, causing widespread human, material, or environmental losses, which exceed the ability of the affected society to cope, **using its own resources**. Disasters are often classified according to their speed of onset (sudden or slow), or according to their cause (natural or human made) within a timeframe.

Disaster Mitigation Disaster mitigation refers to all activities aimed at a reducing the threat from and the impact of future disasters. The ultimate goal of disaster mitigation is disaster prevention, which implies elimination of the threat entirely.

Disaster Preparedness Disaster preparedness consists of pre-positioned plans, regulations and resources aimed at minimising losses from disasters once they have struck, through effective disaster response. **Preparedness** Activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations

Disaster Relief is the aid provided to the affected population to satisfy immediate needs and to alleviate life-threatening situations. Such relief (for example, food, medicines, blankets, water, etc) is usually available to the whole affected population in the immediate aftermath of a disaster as a gift, and subsequently available to defined vulnerable groups (such as the aged, children and pregnant and lactating mothers). Disaster relief may also be in the form of a contribution to disaster rehabilitation and reconstruction or development (food for work).

Disaster Response Disaster response is a set of activities implemented once disaster has struck, aimed firstly, at satisfying the immediate needs of the affected population, and subsequently at the rehabilitation and reconstruction of affected infrastructure, facilities and economic activity.

Disaster Risk Management The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards.

Disaster Risk Reduction The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

Disaster Risk The potential losses, in lives, health status, livelihoods, assets and services which could occur to a particular community or a society over some specified time period.

Early Warning The provision of timely and effective information, through identified institutions, that allows individuals exposed to a hazard to take action to avoid or reduce their risk and prepare for effective response.

Early warning systems include a chain of concerns, namely: understanding and mapping the hazard; monitoring and forecasting impending events; processing and disseminating understandable warnings to political authorities and the population, and undertaking appropriate and timely actions in response to the warnings.

Emergency State in which normal procedures are suspended and extra ordinary measures are taken in order to avert a disaster

Emergency management The organization and management of resources and responsibilities for dealing with all aspects of emergencies, in particularly preparedness, response and recovery/ rehabilitation.

Environmental Degradation The reduction of capacity of the environment to meet social and ecological objectives and needs.

Environmental Hazard Ecological process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Exposure People, property, systems, or other elements present in hazard zones that are thereby subject to potential losses.

Food for Work Is food assistance that is available as full or part payment for work done by disaster affected populations as contributions to development/disaster risk management (mitigation and preparedness) programmes in the affected area. FFW often applied to the able-bodied part of the disaster affected population once immediate needs have been met and the life threatening situation alleviated.

Food Security Food security is the adequate supply of food and food availability. This means stability of supplies and access to food and consumption by all. *“Food security is achieved when all people, at all times, have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life”.*

Geological Hazard Geological process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Hazard A potentially damaging physical event, phenomenon or human activity, which may cause the loss of life or injury, damage to property, social and economic disruption or environmental degradation.

Hazard Analysis Identification, studies and monitoring of any hazard to determine its potential, origin, characteristics and behavior.

Hydrometeorological Hazard Process or phenomenon of atmospheric, hydrological or oceanographic nature that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Land-use Planning The process undertaken by public authorities to identify, evaluate and decide on different options for use of land, including consideration of long term economic, social and environmental objectives and the implications for different communities and interest groups, and the subsequent formulation and promulgation of plans that describe the permitted or acceptable uses.

Minister Person responsible for disaster risk management at any given point in time

Mitigation Elimination or reduction of frequency, magnitude, or severity of exposure to risks, or minimization of the potential impact of a threat or warning.

Natural hazards Natural processes or phenomena occurring in the biosphere that may constitute a damaging event. *Natural hazards can be classified by origin namely: geological, hydrometeorological or biological/epidemiological*

Non Government Organisations Are independent entities from government that undertake programmes in disaster risk management, preparedness, response, relief and development, frequently (though not exclusively) at levels which bring them into contact with communities. They can be based on the provision of charity, on the voluntary donation of time and money, and can be associated with particular institutions such as churches.

Occurrence The actual happening of a hazard or phenomenon

Prioritisation The evaluation of a group of items (disasters) and ranking them in their order of importance or urgency

Public Awareness The extent of common knowledge about disaster risks, the factors that lead to disasters and the actions that can be taken individually and collectively to reduce exposure and vulnerability to hazards.

Reconstruction The actions taken to re-establish a community after a period of rehabilitation following a disaster. Actions might include the construction of permanent housing, the full restoration of all services, and the complete resumption of the operations of the pre-disaster state.

Rehabilitation Concerned with operations and decisions taken after a disaster with a view to restoring an affected community to its former living conditions, while encouraging and facilitating the necessary adjustments to changes caused by the disaster.

Response The provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short term, or protracted duration.

Risk management A multidisciplinary process of planning and implementation of measures and programmes aimed at dealing with the expected/ anticipated losses that could be caused by a particular hazard.

Risk The potential losses, in lives, health status, livelihoods, assets and services which could occur to a particular community or a society over some specified future time period.

Sustainable Development Is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. In the context of disaster risk management, sustainable development is concerned with reduction of losses from environmental degradation and irresponsible development practices.

Technological Hazard A hazard originating from technological or industrial conditions, including accidents, dangerous procedures, infrastructure failures or specific human activities, that may cause loss of life, injury or other health impacts, property damage,

loss of livelihoods and services, social and economic disruption, or environmental damage.

Vulnerability The extent to which an individual, community, sub-group, structure, service or geographical area is likely to be damaged, destroyed or disrupted by the impact of a particular hazard.