

PROVINCE OF THE EASTERN CAPE



DEPARTMENT OF RURAL DEVELOPMENT AND AGRARIAN REFORM

EARLY WARNING & DISASTER RISK MANAGEMENT POLICY

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ABBREVIATIONS AND DEFINITIONS

PTO	Permission to Occupy
SARS	South African Revenue Services
MEC	Member of the Executive Council
DRDAR	Department of Rural Development and Agrarian Reform
HOD	Head of Department
FPAs	Capacitate Fire Protection Associations

For the purposes of this policy the following concepts will be defined as follows:

'Subsistence farmer' means an independent household that owns and farms with crops and/or livestock on the same property or common grazing areas. These farmers are typically farming on state, municipal, or traditionally allocated (PTO) land and produce only for household consumption.

'Smallholder farmer' means an independent household or legal entity that primarily owns and farms with crops and/or livestock on property leased or owned by that household or entity and produce for both household consumption and trading.

'Commercial farmer' means an independent household or legal entity that primarily owns and farms with crops and/or livestock on property leased or owned by that household or entity and produce for trading only. SARS registration is compulsory.

'Own contribution' means financial or in kind contribution in terms of own labour or hired labour by the beneficiary. The kind of contribution is determined and agreed upon prior to the allocation of funds to the specific farmer or entity who benefits from any assistance. The contribution should be be quantifiable.

'Disaster Risk Management' refers to integrated multi-sectoral and multi-disciplinary administrative, organisational and operational planning processes and capacities aimed at lessening the impacts of natural hazards and related environmental, technological and biological disasters.

'Emergency disaster' is a situation when a progressive or sudden, widespread or localised natural or people induced occurrence causes or threatens to cause damage to property, infrastructure or the environment, and is of a magnitude that exceeds the ability of those affected to cope with its effects using only their resources.

1 INTRODUCTION

South Africa is prone to a wide range of natural and biological disasters, including drought, cyclones, floods, snow, gale force winds, runaway veld fires, and pest and diseases outbreaks that can trigger widespread hardship and devastation. As a way of responding to numerous unforeseen disastrous situations, the government having consulted relevant stakeholders promulgated Disaster Management Act 2002 (Act No. 57 of 2002).

The Act provides for:

- An integrated and coordinated disaster risk management that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, preparedness, rapid and effective response to disasters, and post-disaster recovery.
- The establishment of national, provincial and municipal disaster management centres.
- Disaster risk management volunteers.

In an agricultural context, disaster occurrences like severe floods, gale force winds, devastating hailstorms, abnormal heavy snowfalls, droughts, runaway veld fires, and severe outbreaks of pest and diseases lead to destruction of infrastructure, crops and livestock losses. The extent of damages might leave farmers and workers unable to absorb losses they incurred, such as:

- Loss of income and food shortages for farmers and farm workers;
- Weakened repayments, and difficult, to obtain loans from financial institutions for urgent rehabilitation of infrastructure and replacement of livestock;
- Increase in unemployment due to loss of income from agriculture industry;
- Deterioration of safety and security;
- Aggravation of solvency; and
- Food insecurity and greater poverty in affected areas.

1.2. Problem Statement

The National Disaster Management Act defines a 'disaster' as a progressive or sudden, widespread or localised, natural or human-caused occurrence which causes or threatens to causes death, injury or disease, damage to property, infrastructure or the environment or disruption of the life of the community. For agriculture sector the critical period for assistance for agriculture related disasters is usually the first 24-48 hours after the disaster had struck. Therefore, as a sector we need a policy framework responding proficiently to this challenge, complementing to the existing provincial and district municipality disaster management frameworks.

1.3. Purpose

The intention of this policy is to manage and respond to provincial agriculture related disasters where farming communities are faced with losses of their agricultural infrastructure, livestock and crops. It also clarifies processes and procedures to be followed for the successful implementation of the emergency relief and agricultural disaster risk management by all role players. This policy, therefore, seeks to complement the national and provincial statutes in responding to disaster situations by providing assistance, relief and management within reasonable time.

2 OBJECTIVES

- 2.1. To strengthen the disaster preparedness for effective response at all levels of the Department, and especially the Early Warning and Disaster Risk Management Unit;
- 2.2. To assist all farmers who have been severely affected by natural disasters with emergency relief within the shortest period possible;
- 2.3. Assist farming communities/farmers who cannot cope with the effects of the disaster using their own resources;
- 2.4. Assist with the conservation of natural agricultural resources from being depleted and/ or loss;
- 2.5. To promote implementation of disaster risk reduction measures by the farming communities;
- 2.6. To develop, monitor and evaluate the disaster preparedness plans for the Department,
- 2.7. To assist communities and farmers with post- disaster recovery and rehabilitation,

3 REGULATORY FRAMEWORK

- 3.1. Public Finance Management Act (Act 1 of 1999)
- 3.2. Intergovernmental Relations Framework Act, 2005
- 3.3. Preferential Procurement Policy Framework Act, 2000
- 3.4. The Animal Health Act, 2002
- 3.5. Animal Protection Act (Act 71 of 1962),
- 3.6. Constitution of the Republic of South Africa: Act 108, 1996
- 3.7. The Disaster Management Act (Act 57 of 2002) as amended,
- 3.8. Supply Chain Management Guide;
- 3.9. Conservation of Agricultural Resources Act (Act 43 of 1983);
- 3.10. Spatial Planning and Land Use Management Act, (Act 16 of 2013),
- 3.11. National Environmental Management Act (Act 107 of 1998) as amended,
- 3.12. Agricultural Pest Act,(Act 36 of 1983),
- 3.13. Communal Land Rights Act (Act 11 of 2004),
- 3.14. Biodiversity Act (Act 10 of 2004),
- 3.15. Plant Improvement Act (Act 53 of 1976).

4 PRINCIPLES, VALUES & PHILOSOPHY

The Early Warning and Disaster Risk Management Policy will be guided by DRDAR core principles and values:

- 4.1. **Innovation:** Commitment to keep abreast of new developments in relevant field of expertise and be innovative in carrying out the mandate of the Department;
- 4.2. **Excellence:** We are committed to exceeding our customer's expectations for quality, responsiveness, efficiency and service excellence;
- 4.3. **"Bambisanani":** We believe that the sum of our collective efforts will be greater than the total of our individual efforts;
- 4.4. **Mutual respect:** We value each other's contribution as we seek to realise the vision and goals of the DRDAR;
- 4.5. **Honesty & Integrity:** Commitment to be transparent with all stakeholders;
- 4.6. **Inclusivity:** "Bonke abantu esisebenza nabo, siya kusebenzisana nabo ngokufanelekileyo nangokulinganayo."

5. SCOPE OF APPLICABILITY

The policy is applicable to all Early Warning and Disaster Risk Management activities carried out by DRDAR, as well as National and Provincial Stakeholders, in the Province.

5.1. Types of disaster

The following are identified as types of disaster recognised under this policy:-

- 5.1.1. Floods,
- 5.1.2. Drought,
- 5.1.3. Heavy snowfalls,
- 5.1.4. Veld fires,
- 5.1.5. Hail storm,
- 5.1.6. Gale force winds,
- 5.1.7. Tornados/thunderstorm,
- 5.1.8. Contamination of water resources, and
- 5.1.9. Pest and Disease outbreaks (animals and crops).

5.2. Eligibility

Certain criteria need to be fulfilled in order for affected persons to qualify for assistance under this policy:-

- 5.2.1. The Policy must benefit all the affected communities/farmers who have been severely affected by natural disasters and cannot cope with the effects of the disaster using their own resources;
- 5.2.2. Farmers must own/lease private farms or occupy communal agricultural land (lease agreement, title deed, PTO/affidavit must be attached as proof) and actively practising farming;
- 5.2.3. Assessment forms must be completed by farmers who want to report impending disaster such as prevailing or deteriorating drought conditions for assessment purposes and declaration by MEC thereof;
- 5.2.4. Although assessment is a pre-requisite to qualify for any possible assistance. Assessments on its own does not imply the zone is declared a disaster area and qualify for relief or grant funding;
- 5.2.5. Applications must be considered for emergency relief based on the availability of resources and for grant funding once physical assessment of the situation has been done and affordability of a farmer determined;
- 5.2.6. A valid proof of ownership of livestock (e.g. copies of branding certificate, livestock cards, etc.) must be attached to the assessment form;
- 5.2.7. Applications must be accompanied by a certified report from the designated official (State Vet, animals, crop or pasture scientists).
- 5.2.8. A certified copy of the Identity Document of a designated claimant or beneficiary must be attached;
- 5.2.9. Farmers must be assisted at different levels according to their scales of operation as follows:
 - a) A subsistence farmer must be subsidized up to 90% of the total loss with the farmer contributing 10%;
 - b) The smallholder farmer must be subsidized up to 80% of the total loss with the farmer contributing 20%; and
 - c) The commercial farmer must be subsidized up to 70% of the total loss with the farmer contributing 30%;
- 5.2.10. Failure to provide all relevant information and/or the discovery of false information may lead to delays in the withholding of possible assistance and relief as well as the institution of legal action.

6. IMPLEMENTATION PROCEDURES

6.1. EARLY WARNING PREPAREDNESS AND MITIGATION

Adequate actions taken before the event (including planning, training and preparedness), help to prevent a disaster, reduce its chance of happening, and damaging effects.

6.1.1. Environment

- 6.1.1.1. Ecological infrastructure must be in place as a mitigating measure, where disasters are likely to happen if such measures are not implemented.

- 6.1.1.2. Encourage farmers and communities to implement spatial planning in relation to land use.
- 6.1.1.3. Harmful chemicals must be disposed of in a proper and acceptable manner, as to avoid possible environmental contamination of air, soil and water.
- 6.1.1.4. Promote awareness and encourage use of conservation agricultural practices.
- 6.1.1.5. Invasive species must be eradicated, in order to realise the full potential of the land for agricultural purposes.

6.1.2. Animals, Veld Pastures, and Veterinary Services

- 6.1.2.1. Issue early warning information, on possible climate change (droughts, floods, hail storms, snow) that is likely to negatively affect farming communities.
- 6.1.2.2. Farmers and relevant departmental officials must be trained in the use and interpretation of disaster information systems.
- 6.1.2.3. Capacitate farmers on how to minimise and avoid the contamination of water resources and to identify polluted water.
- 6.1.2.4. Water harvesting methods must be used.
- 6.1.2.5. To ensure proper livestock identification for the purposes of submitting applications in an event of a disaster.
- 6.1.2.6. Farmers are encouraged to brand their animals and must have branding certificates.
- 6.1.2.7. Livestock owners shall be trained on proper stocking rates so that the carrying capacities of different veld types is observed.
- 6.1.2.8. Encourage farmers on the importance of keeping fodder banks, and conserving crop residues for animal feed.
- 6.1.2.9. Farmers are encouraged to have proper shelters for their animals.
- 6.1.2.10. All departmental professionals and farmers that work with animals and chemicals must be trained in FIRST AID procedures.
- 6.1.2.11. Encourage farmers to take out animals insurance where possible.
- 6.1.2.12. Monitor environmental conditions as related to potential occurrence of drought conditions.
- 6.1.2.13. Monitor the availability and quality water resources, through extension officers.
- 6.1.2.14. Farmers must ensure that livestock infrastructure is well maintained and kept operational in order to provide shelter during disaster periods.
- 6.1.2.15. Farmers must form part of fire associations within their local areas.

6.1.3. Veterinary services

- 6.1.3.1. Issue warnings and control of pests and disease outbreaks across the Province.
- 6.1.3.2. Create awareness on communicable and non-communicable diseases, pests and dipping operations.

6.1.4. Plants

- 6.1.4.1. Issue early warnings about possible weather changes that might favourable to the development of pest and diseases in crops
- 6.1.4.2. Create awareness on crop pest infestation and disease incidences that threaten crop production in the Province
- 6.1.4.3. Encourage the use of enviromentaly friendly control measures such as biological control and integrated pest management.
- 6.1.4.4. Use of drought tolerant cultivars.
- 6.1.4.5. Continous pest and disease surveillance throughout the Province.

6.2. RESPONSE (RAPID)

Actions to be taken to save lives and prevent further property damage during the initial impact of a disaster:

- 6.2.1. Compensate and assist farmers as per the provisions of this policy.

6.2.2. Floods

- 6.2.2.1. Assist with the removal of livestock and crop products after the issuing of an early warning notice;
- 6.2.2.2. Assist with the provisioning of emergency exit mechanisms for trapped livestock and crop produce;
- 6.2.2.3. Assist with the transportation and delivery of fodder to trapped animals;
- 6.2.2.4. Assist in the repairing of agricultural infrastructure for farmers based on the assessment and qualifying criteria stipulated in this policy.

6.2.3. Drought

- 6.2.3.1. Assist with provision of fodder and transportation thereof.
- 6.2.3.2. Provision of emergency water.

6.2.4. Heavy snowfall

- 6.2.4.1. Assist with emergency access to livestock and cropping areas;
- 6.2.4.2. Assist with emergency air, road and rail support to stockholders and transportation of fodder to trapped animals.

6.2.5. Veld fires

- 6.2.5.1. Assist with combating of fires to prevent major disasters;
- 6.2.5.2. Assist with the emergency removal of farmers, farm workers and animals trapped by fire;
- 6.2.5.3. Assist with the provisioning of fodder to the areas where no grazing is available;
- 6.2.5.4. Assist with the carting of water to affected livestock;
- 6.2.5.5. Assist with transportation of animals to areas where grazing has been offered;
- 6.2.5.6. Provide guidelines for the construction of firebreaks.

6.2.6. Hail storm

- 6.2.6.1. Assist with the provision of emergency relief to farmers and animals affected;
- 6.2.6.2. Assist with transportation of fodder to the areas where disaster had struck; and
- 6.2.6.3. Assist with repairing of infrastructure destroyed by storm.

6.2.7. Gale force winds

- 6.2.7.1. Assist with the emergency removal of farmers, farm workers and animals affected by strong winds; and
- 6.2.7.2. Assist with repairing infrastructure destroyed by strong winds where assets were not insurable

6.2.8. Earthquake/landslide

- 6.2.8.1. Assist with transport of animals to areas where alternative shelter has been arranged;
- 6.2.8.2. Assist with provision of emergency relief for farmers, infrastructure and animals affected;
- 6.2.8.3. Assist with repairing infrastructure damaged.

6.2.9. Contamination of Water

- 6.2.9.1. Working with the relevant department's and institutions, assist with the decontamination of contaminated water resources
- 6.2.9.2. Provide emergency drinking water for livestock

6.2.10. Animals, Veld Pastures, and Veterinary Services

- 6.2.10.1. Impact assessment team should be deployed to assess the scope and dimension of the disaster
- 6.2.10.2. Deploy intervention inputs, equipment, field workers and extension personnel to affected area
- 6.2.10.3. Provide measured assistance to address the situation adequately and effectively without resource wastage (water, fodder, infrastructure, etc.)

6.2.11. Plants

- 6.2.11.1. Impact assessment team should be deployed to assess the scope and dimension of the disaster.
- 6.2.11.2. Open farrows for water drainage in cases of floods
- 6.2.11.3. Construct trenches to slow migration of pests such as Army worms.
- 6.2.11.4. Apply all appropriate control measures including pesticides in the affected area.

6.3. RECOVERY/REHABILITATION

Actions to be taken after the initial impact to enhance quick recovery and rehabilitation:

6.3.1. Environment

6.3.1.1. Rehabilitation of ecological infrastructure

6.3.1.2. Where a situation is so severe reseeding of velds for grazing can be explored based on the availability of resources.

6.3.2. Animals, Veld Pastures, and Veterinary Services

6.3.2.1. Replacement/restocking of lost livestock resources

6.3.2.2. Reestablishment of lost/damaged veld/pastures

6.3.3. Plants

6.3.3.1. Explore projects that will assist in the recovery of soils by supplying lime and fertilizers.

6.3.3.2. Supply seeds to assist farmers to recover their cashflow.

6.3.3.3. Assist in the introduction of favourable bio-agents in the environment.

7. ROLES AND RESPONSIBILITIES

7.1. DRDAR

7.1.1. Ensure that an Agricultural Risk Management Plan is jointly developed with all the major stakeholders.

7.1.2. Set up the Disaster Relief Fund and management thereof, as per the Disaster Management Act.

7.1.3. Develop a farmer database to be used in the identification of farmers for disaster assistance.

7.1.4. Organise stakeholders into a forum which must discuss issues relating to disaster before, during and after the event.

7.1.5. Coordinate information on disaster management committees composed of farmer associations and commodity groups.

7.1.6. Advise the MEC on prevailing conditions prior to the declaration of a disaster.

7.1.7. Liaise with the National Department of Agriculture, Forestry and Fisheries in the speedy processing of disaster relief for the Province.

7.1.8. Conduct technical assessments as and when a disaster incident(s) has been reported.

7.1.9. Provide assessment tools and other necessary equipments to be used to gather information and evidence during assessments.

7.1.10. Research into ways to mitigate disaster occurrence with specific reference to livestock and crop production in the Province.

7.1.11. Ensure that, all disaster management services are procured in line with the necessary provisions or prescripts in collaboration with relevant stakeholders involved in the disaster management process.

- 7.1.12. Provide chemicals, dipping and spraying facilities in the rural communities to prevent livestock and crop pest and diseases.
- 7.1.13. Develop information posters, pamphlets, advertisements in the press, publications, outdoor billboards, flag poles, mobile advertising platforms and digital marketing platforms to provide basic information on proper livestock and crop management.

7.2. Farmers and Farmer Organisations

- 7.2.1. Identify and report incidents of disaster.
- 7.2.2. Report any incident of disaster to the nearest local office immediately (DRDAR and Local Municipality).
- 7.2.3. Assist in co-ordinating the application of disaster relief aid.
- 7.2.4. Establishment of Fire Protection and other relevant Associations.
- 7.2.5. Apply best farming practices at all times to prevent and mitigate future disasters.
- 7.2.6. Encourage farmers and or cooperatives to acquire insurance plans.
- 7.2.7. Form part of disaster management committees.
- 7.2.8. Ensure that all farmers are registered on the database to enable them to benefit in times of disaster.
- 7.2.9. Contribute to Agriculture Disaster Risk Management Stakeholder Forum

7.3. Municipalities

- 7.3.1. Assist DRDAR with resources when agricultural disasters occur.
- 7.3.2. Keep database of farmers within their jurisdiction.
- 7.3.3. Take active measures to prevent disasters.
- 7.3.4. Provide emergency relief where necessary.
- 7.3.5. Capacitate Fire Protection and other relevant Associations (FPAs).

8. RESOURCE IMPLICATIONS

- 8.1. The implementation and management of this policy require provisions of human and financial resources by DRDAR as follows:-
 - 8.1.1. Establishment of Early Warning and Disaster Risk Management Directorate.
 - 8.1.2. Establishment of Provincial Agriculture Disaster Relief Fund.
 - 8.1.3. Funds to be used for Disaster Relief and Mitigation must be sourced from the Disaster Relief Fund.
 - 8.1.4. Where reported damages exceed available resources from DRDAR, applications(s) must be made to the Department of Agriculture Forestry and Fishers (DAFF), Provincial and National Treasury.

8.2. Activities covered by the fund in a form of grant are:

- 8.2.1. Construct new and repair non-functional agricultural infrastructure with the exclusion of in-field fencing.
- 8.2.2. Provision and transportation of fodder and water.
- 8.2.3. Crop loss due to disaster must be compensated proportionally using input costs as the basis.
- 8.2.4. Replacement of livestock using proportional (percentages) criteria.
- 8.2.5. Procurement and provision of surveillance and scouting materials and standby chemicals for use in emergencies related to pest and disease outbreaks.

8.3. Exclusions

- 8.3.1. People who own/lease private farms or occupy communal agricultural land but are not actively practising farming.
- 8.3.2. Payment of cash to famers.
- 8.3.3. Reimbursement of purchased agricultural equipment and tractors.

8.4. Breach

- 8.4.1. Any official entrusted with the duty of executing this policy and happen to breach it, normal disciplinary steps must be taken.
- 8.4.2. Any participant who exchanges his benefit for cash will be in breach of the terms of the policy and must be disqualified from participating in any future schemes.

9. MONITORING & EVALUATION

The Department must be primarily responsible for monitoring and evaluating the implementation of this policy, at provincial and municipal level through its Disaster Risk Management Directorate.

10. REVIEW OF POLICY

The policy shall be reviewed after three years from its effective date or when a need arises.

11. RECOMMENDATIONS AND APPROVAL

RECOMMENDED/~~NOT RECOMMENDED~~

I have read this policy and agree with the adjustments that must be made.



MR L COETZEE

DDG: AGRICULTURE

DATE: 26/3/2018

Early Warning and Disaster Risk Management Policy

APPROVED / NOT APPROVED: *APPROVED*

Comments...

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J. J. J. J.

HEAD OF DEPARTMENT

DATE *26/03/2018*