CONCEPT PAPER

COMMENORATION OF THE 2022 INTERNATIONAL DAY FOR DISASTER REDUCTION

THEME:

TARGET G: “SUBSTANTIALLY INCREASE THE AVAILABILITY OF AND ACCESS TO MULTI-HAZARD EARLY WARNING SYSTEMS AND DISASTER RISK INFORMATION AND ASSESSMENTS TO PEOPLE BY 2030”

20 JUNE 2022
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<table>
<thead>
<tr>
<th>ABBREVIATION</th>
<th>FULL NAME</th>
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<tbody>
<tr>
<td>Act</td>
<td>Disaster Management Act, 2002 (Act No. 57 of 2002)</td>
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<tr>
<td>DCOG</td>
<td>Department of Cooperative Governance</td>
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<td>COGTA</td>
<td>Cooperative Governance and Traditional Affairs</td>
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<td>DMC</td>
<td>Disaster Management Centre</td>
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<td>DRM</td>
<td>Disaster Risk Management</td>
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<td>DRR</td>
<td>Disaster Risk Reduction</td>
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<td>EWS</td>
<td>Early Warning System</td>
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<td>FPA</td>
<td>Fire Protection Association</td>
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<td>IDDR</td>
<td>International Day for Disaster Reduction</td>
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<td>LOC</td>
<td>Local Organising Committee</td>
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<td>MHEWS</td>
<td>Multi-Hazard Early Warning System</td>
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<td>NDMC</td>
<td>National Disaster Management Centre</td>
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<td>NDMF</td>
<td>National Disaster Management Framework</td>
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<td>PDMC</td>
<td>Provincial Disaster Management Centre</td>
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<td>SADC</td>
<td>Southern African Development Community</td>
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<td>SDG</td>
<td>Sustainable Development Goal</td>
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<td>SANSA</td>
<td>South African National Space Agency</td>
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<td>SAWS</td>
<td>South African Weather Service</td>
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<td>Sendai Framework</td>
<td>Sendai Framework for Disaster Risk Reduction 2015-2030</td>
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<td>UNDRR</td>
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1. BACKGROUND AND CONTEXT

South Africa is one of the 187 countries that signed the Sendai Framework for Disaster Risk Reduction 2015-2030 (hereunder referred to as the Sendai Framework) on 18 March 2015 at the Sendai City, Miyagi Prefecture, Japan. The Sendai Framework hinges on four priority areas which are: (a) Understanding disaster risk, (b) strengthening disaster risk governance to manage disaster risk, (c) investing in Disaster Risk Reduction (DRR) for resilience and (d) enhancing disaster preparedness for effective response and “build back better” in recovery, rehabilitation and reconstruction.

The Sendai Framework has seven strategic targets and 38 indicators for measuring progress on reducing disaster risk and losses as an integral part of the overall post-2015 global development agenda. These indicators align implementation of the Sendai Framework with implementation of the Sustainable Development Goals and the Paris Agreement on climate change. The Sendai Framework’s expected outcome is a “substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries by 2030”. Thus, to attain this expected outcome, the following goal must be pursued:

Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.

As the complexity and range of risks evolve, the Sendai Framework represents a shift from mainstreaming disaster risk to an approach of managing the risks inherent in social, economic and environmental activity for sustainable development. The Sendai Framework outlines seven global targets (as depicted in Figure 1 below) and four priority areas as outlined in paragraph one above. The global targets may be clustered in two groups: targets from (a) to (d) concern specific outcomes; targets from (e) to (g) concern inputs or enablers.

![Figure 1: Seven global targets of the Sendai Framework](image-url)
Targets (A-D) above measure the concrete outcomes at the national level through the implementation of the risk reduction measures in accordance with the Sendai Framework. These targets measure some of the benefits that implementing the Sendai Framework will bring for countries. Targets E-G and is a qualitative measure of how Member States have established the political and institutional mechanisms to enable them to reduce risk in line with the Sendai Framework, namely the development of DRR strategies and progress in the areas of Multi-hazard Early Warning Systems (MHEWSs) and risk information. The third type measures enhancements in international cooperation in line with Target F, which is not a measure of a concrete outcome or national implementation, but of the level type of support for DRR from within the international community.

"Disaster risk reduction is at the heart of the 2030 Agenda. Development that is not risk informed cannot be sustainable. Recurring disaster losses are a significant brake on poverty eradication. The implementation of the Sendai Framework for Disaster Risk Reduction is essential for the achievement of the Sustainable Development Goals." (Robert Glasser, Special Representative of the Secretary-General for Disaster Risk Reduction). The seven global targets of the Sendai Framework will significantly contribute towards the achievement of the Sustainable Development Goals (SDGs). In September 2015, more than 190 world leaders committed to the 17 SDGs to help end extreme poverty, fight inequality, combat climate change, and build resilience to disasters. While all the SDGs are relevant for building a sustainable and resilient world, a number of them have targets directly or indirectly related to DRR. Implementing the SDGs also contributes towards achieving the goal of the Sendai Framework, viz. to prevent new and reduce existing disaster risk, and strengthen resilience.

In 2016, the United Nations Secretary-General launched the Sendai Seven Campaign to promote each of the seven targets over seven years. Accordingly, since 2016, the commemoration of the International Day for Disaster Risk Reduction (IDDR), (13 October as designated by the United Nations) which aims to promote a global culture of DRR, has been linked to each of the seven (7) targets of the Sendai Framework. Against this background, the 2022 IDDR is commemorated under Target G: "Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to the people by 2030".

The United Nations Office for Disaster Risk Reduction (UNDRR) defines early warning system (EWS) as "an integrated system of hazard monitoring, forecasting and prediction, disaster risk assessments, communication and preparedness activities systems and process that enables individuals, communities, governments, business and others to take timely action to reduce disaster risks in advance of hazardous events". Target G addresses the availability of, and access to, MHEWSs and disaster risk information and assessments. This target, as with Target E, also has an element of subjective scoring based on ranking of hazards and scoring of initiatives undertaken on issues related to EWSs and risk information. Key components of effective MHEWSs include aspects of systematic detection, monitoring and forecasting of hazards, vulnerability and exposure. They also include detailed capacity analysis of the risks involved and appropriate means of communicating risk information from accountable authorities to populations exposed to or at risk at the local level, such that appropriate action to prepare and respond in a timely manner is prompted.

Target G entails a series of qualitative measures to assess progress in substantially increasing "the availability of and access to MHEWSs and disaster risk information and assessments to the people by 2030." It has six global indicators, relating to the quality of MHEWSs, as well as that of disaster
risk information and assessments. One of the indicators (G-6) is a unique output indicator that quantifies the impact and effectiveness of early warning information in terms of evacuated people.

Reporting for Target G requires a complex set of qualitative data around effective national systems for MHEWSs, for which guidance is provided in the UNDRR technical guidance manual. The guidance is based on the deliberations of Open-ended Intergovernmental Expert Working Group (OEIWG) that have also been informed by experts, through open consultations. The guidance also draws on the MHEWS checklist.

The commemoration of the IDDR provides a platform to advocate for political commitment and support before, during and after a disaster. Furthermore, the day avails possible measures to encourage individuals, communities, government, and civil society to contribute and become agents of change in building disaster resilient communities, countries, and regions. This day also provides an opportunity for practitioners across sectors and spheres to engage on measures that are required to reduce disaster risks and losses as well as providing a platform to share good practices and experiences on how to achieve the objectives of the Sendai Framework.

This concept paper seeks to communicate the basis for the envisaged commemoration of the IDDR on 13 October 2022. It also serves as a guideline for the development of a logical framework for future implementation of DRR measures aligned to the 2022 theme. In line with the past practices, the event will be commemorated over a period of two days thus enabling technical and political engagements and reflections respectively. Depending on the level of the COVID-19 Regulations during October 2022, the event is envisaged to be either physical or virtual or a combination of both modalities.

2. STRATEGIC OBJECTIVE

The IDDR is observed annually on 13 October to raise awareness about DRR. It provides an opportunity for disaster management practitioners and policy makers to acknowledge progress that is being made towards reducing disaster risk and losses in lives, livelihoods, and health in line with the Sendai Framework.

Community empowerment is essential in promoting DRR. Knowledge is power. Informed communities will be in a position to manage existing hazards to prevent them from escalating to a disastrous level. A complete and effective, people-centred EWS comprises four inter-related elements (Figure 2), spanning knowledge of hazards and vulnerabilities through to preparedness and capacity to respond. People-centred EWSs empower communities to prepare for and confront the power of natural hazards. However, the efficiency of such systems is to be measured in terms of lives saved and reduction in losses, which is directly related to the execution of an anticipated response by people and institutions once a warning is issued. This addresses traditional views on EWSs, and what it takes to transform them into efficient, people-centred systems.
As outlined in the preceding section, the 2022 IDDR is commemorated under Target G, "Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessment to people by 2030". Target G provides the opportunity to reflect on the progress that the country has made in ensuring that EWSs are in place and communities have equal access to disaster risk information and assessments. This target puts more emphasis on ensuring increased access and provision of adequate disaster risk information and assessments to communities at risk.

South Africa has adopted a MHEWS which is based on international best practices. It makes use of multiple monitoring systems and uses meteorological, hydrological and climate information to prepare for and respond to multiple hazards. Hazards included in this system are floods, heavy rain, wildfires, storm surge and windstorms. The National Disaster Management Centre (NDMC) is mandated in the National Disaster Management Framework, 2005 (NDMF) to be the custodian of MHEWS, although operated by the South African Weather Service (SAWS). MHEWS requires collaboration between disaster risk management (DRM) structures at all levels of governance i.e. national, provincial and local level, to plan and respond to the warnings together.

To this end, the NDMC has developed a National Indicative Risk Profile that ensures accessibility and widespread use of DRM data and information as well as effective information dissemination and display system in consultation with Provincial and Municipal Disaster Management Centres (PDMCs). SAWS is mandated by the Weather Service Act (2001) to produce weather and climate information as well as provide early warning alerts. SAWS is the main source of early warning information in South Africa, and collaborates with government departments, private institutions, community and research organisations to produce, interpret, package and disseminate climate information and advisories to the NDMC, provincial government departments, municipalities, communities and all potentially affected members of the public. The weather advisories, watches and warnings are used by Disaster Management Centres (DMCs) in preparation and readiness for emergency actions, such as
evacuation in the face of a weather-related hazard. The SAWS Severe Weather System, which is part of MHEWS, covers potentially damaging weather events that are common in the country and can result in severe impacts. These include heavy rain, flash floods, heat waves, destructive coastal waves, wildland fires, gale force winds, severe thunderstorms and very cold weather. SAWS is not only providing early warning but now provides Impact-Based Early Warning, which indicates what the impact of the identified hazard will be.

3. PROFILING OF THE COUNTRY’S MECHANISMS FOR EWSs

Target G seeks to increase the availability and access of disaster risk information to the marginalized and communities at risks. Section 16 and 17 of the Disaster Management Act, 2002 (Act No. 57 of 2002) envisage an integrated and uniform system that provides for information exchange between all relevant interest groups in all three spheres of government, in communities and in the private sector through a variety of communication mechanism and media. The system must provide for the receipt, storage, analysis and dissemination of information. Furthermore, the information management system must include the establishment of communication links, which will enable the receipt, transmission, and dissemination of information between DMCs and those likely to be affected by disaster risks as well as other role players and stakeholders involved in DRM.

Integrated DRM depends on access to reliable hazards and disaster risk information management and communication system to enable receipt, dissemination and exchange of information. It requires systems and processes that will facilitate information exchange between primary interest groups, guide and inform focused risk assessment, mapping, monitoring and tracking, facilitate timely dissemination of early warnings, public awareness and preparedness especially for at-risk people, households, communities, areas and developments.

In view of this, the NDMF is unambiguous in calling for the preparation and issuance of hazard warnings of national significance in a timely and effective manner as evidenced by the below statement:

"Effective and early warning strategies have been developed and implemented and the information communicated to stakeholders to enable appropriate responses".

Against this backdrop, the NDMC in collaboration with the various Sectors such as South African Weather Service (SAWS), South African National Space Agency (SANSA), etc. will develop different EWSs through various modes of communication that can be employed in line with Target G. TAG B provides a summary of some of the stakeholders that have EWSs that are in place.

4. EXPECTED OUTCOMES OF THE 2022 IDDR COMMEMORATION

The expected outcomes of the 2022 IDDR are aligned to the global theme which flows from Target G of the Sendai Framework. Thus, the outcomes of the 2022 IDDR are linked to the sub-targets/deliverables of Target G; as articulated by the United Nations International Strategy for Disaster Reduction (UNISDR). With this in mind, the 2022 IDDR provides a platform to assess:

4.1 Number of countries that have multi-hazard early warning systems;
4.2 Number of countries that have multi-hazard monitoring and forecasting systems;
4.3 Number of people per 100,000 that are covered by early warning information through local governments or through national dissemination mechanisms;

4.4 Percentage of local governments having a plan to act on early warnings;

4.5 Number of countries that have accessible, understandable, usable and relevant disaster risk information and assessment available to the people at the national and local levels; and

4.6 Percentage of population exposed to or at risk from disasters protected through pre-emptive evacuation following early warning.

Against this background, the 2022 IDDR will, on one hand, seek to profile work that is underway across sectors in line with the outcomes outlined above and on the other hand, provide an opportunity for the leadership to commit to measures that must be implemented to achieve the objectives of the theme in the medium and long-term. Thus, in order to streamline implementation of these measures, the 2022 IDDR will culminate in the adoption of a national action plan (logical framework) to track and monitor implementation of programmes and initiatives linked to the theme.

5. HOSTING ARRANGEMENTS

While the established practice of rotating hosting of the IDDR in provinces is taken into account in the process of identifying a province that will co-host the event, the organising team took consideration of the existing measures and related issues concerning EWS. Taking cue on this, the commemoration of the 2022 IDDR event will be co-hosted with the Western Cape PDMC. The host Province will be sharing the EWSs and Information Management Systems that are in place in different districts and local municipalities with the involvement of other relevant stakeholders to alert and inform the communities about their disaster risks, especially for communities at risk.

Although the United Nations has dedicated 13 October as the day to commemorate the IDDR, the date for hosting this event would be announced once confirmed by the Ministry of Cooperative Governance and Traditional Affairs (COGTA). The actual hosting modalities will be subjected to COVID-19 Health Regulations and restrictions. In line with the standard of hosting IDDR events, the 2022 IDDR will comprise a political session on the 1st day and technical sessions on the second day. The former would focus on mobilising political support and making commitments to implementation measures to enhance EWSs for effective response, in line with the theme, while the latter would be a platform for technocrats to reflect on practical modalities to implement key resolutions that would emanate from the political session.

Accordingly, the COGTA Minister will lead the political session which is expected to be attended by experts from different portfolios including government, financial institutions, business, civil society, and Non-Governmental Organisations (NGOs) and any other relevant stakeholders that will be identified by the Organising Committee including the community. As outlined in paragraph 5 above, practitioners will adopt a joint national action plan to track and monitor implementation of programmes and initiatives linked to the theme.

The implementation thereof will be monitored on a quarterly basis in consultation with the relevant stakeholders and progress will be reported at various Intergovernmental Forums. In an event where the Department is unable to host the commemoration of the IDDR on 13 October, the Minister will give a media brief on the importance of disaster risk EWSs and disaster risk Information Management Systems to keep the communities alert and to be able to solve their DRR problems.
6. POSSIBLE PARTICIPANTS

While a number of national and international agencies would be invited to participate in the commemoration of the 2022 IDDR, the following institutions that are likely to participate in the event:

a) Relevant national and provincial departments and agencies;

b) Provincial and Municipal DMCs;

c) Disaster Management authorities of neighbouring countries i.e. Kingdom of Lesotho; Namibia; Mozambique, Zimbabwe, Kingdom of Eswatini, and Botswana;

d) United Nations Development Programme;

e) Southern African Development Community Secretariat;

f) Japan International Cooperation Agency;

g) OXFAM SA;

h) Traditional Leaders;

i) Insurance companies;

j) Academia;

k) Research Institutions;

l) NGOs;

m) Municipal Fire Services; and

n) Fire Protection Association (FPA).

7. ESTABLISHMENT OF THE IDDR STEERING COMMITTEE AND ORGANISING COMMITTEE

A National Steering Committee (Steercom) will be established to provide strategic leadership in the hosting of the IDDR, and will be made up of representatives from the identified sectors in line with sub-targets of Target G. A Local Organising Committee (LOC) made up of the Department of Cooperative Governance (DCOG) and the WC PDMC and its sector departments will also be established to focus on organising the event.

In view of this, and in line with sub-targets of Target G and the 2022 IDDR theme, the composition of both the Steercom and the LOC would be drawn from these role players (list not exhaustive):

a) DCOG i.e. NDMC (Convener);

b) All PDMCs and MDMCs;

c) NGOs – urban and rural based;

d) DWS;

e) SANSA;

f) DTA;

g) DFFE;

h) SAWIS;

i) Agricultural Research Council (ARC);

j) FPA;

k) Insurance;

l) Council of Scientific and Industrial Research; and

m) Stats SA.
8. COMMUNICATION STRATEGY

A phased communication approach (Pre/During/Post) will be developed and implemented to profile, educate, and raise awareness about the 2022 IDDR. Our strategic communication approach is based on the understanding that messages should reach all the targeted audiences. The approach will bring together both Internal and External communication working in tandem to share information and key message across all channels and platforms. The approach will emphasise - “One Message many voices”. The following channels and platforms will be used to reach the intended audiences – Livestreaming (Linking many channels), Mainstream Media, Community Media and Online platforms. These various types of media platforms will be engaged through the following tactics – News Releases, Interviews, Media briefing/Doorstop, Electronic brochure and Infor-graphics, as well as Online platforms.

9. HIGH-LEVEL ACTION PLAN

A proposed High-level Action Plan (Figure 3) that will be implemented jointly with the Host City has been developed and is outlined below.

<table>
<thead>
<tr>
<th>NO.</th>
<th>OUTCOME</th>
<th>ACTIVITIES</th>
<th>RESPONSIBLE</th>
<th>TIME FRAME</th>
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<tr>
<td>1.</td>
<td>Draft Concept Note</td>
<td>Develop the IDDR Concept Note for approval by the Head: NDMC.</td>
<td>CD: DRMETAR</td>
<td>30 June 2022</td>
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<td>2.</td>
<td>Project Action Plan</td>
<td>Develop a detailed Action Plan to outline roles and responsibilities.</td>
<td>CD: DRMETAR</td>
<td>29 July 2022</td>
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<td>3.</td>
<td>Brief to the Minister</td>
<td>Develop a Brief for the Minister.</td>
<td>CD: DRMETAR</td>
<td>29 July 2022</td>
</tr>
<tr>
<td>4.</td>
<td>Establishment of Steering Committee</td>
<td>✪ Establish a Steering Committee. ✪ Develop joint meeting calendar.</td>
<td>CD: DRMETAR</td>
<td>31 July 2022</td>
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<td>5.</td>
<td>Marketing of the Event</td>
<td>✪ Consultation with Communication Unit and GCIS on arranging and marketing the event. ✪ Send invitations to various stakeholders.</td>
<td>Communications Unit</td>
<td>31 August 2022</td>
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<td>6.</td>
<td>Host the event</td>
<td>✪ Commemoration of the IDDR.</td>
<td>The Minister</td>
<td>13 October 2022</td>
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<tr>
<td></td>
<td></td>
<td>✪ Practitioners’ Session</td>
<td>Head: NDMC</td>
<td>14 October 2022</td>
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Figure 3: 2022 IDDR High-Level Action Plan.
10. FEEDBACK ON THE IMPLEMENTATION OF THE IDDR RESOLUTIONS

The commemoration of the 2021 IDDR ended with the adoption of the National Action Plan towards monitoring the implementation of the Action Plans for Thematic Areas 1-4 that were developed during the Practitioners Session on 7 December 2021. Feedback in relation to the implementation of the 2021 IDDR National Action Plan is attached as TAG C.

11. CONCLUSION

It is anticipated that the commemoration of the 2022 IDDR under Target (G) "Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessment to the people by 2030" will create a platform for strengthening access and availability of disaster risk information to communities at risks.

12. SIGN-OFF

The Concept Paper is submitted to the Acting Head: NDMC for consideration and approval.

Concept Paper Approved .................. / Not Approved ..............................

MS ANÈ BRUWER
ACTING HEAD: NATIONAL DISASTER MANAGEMENT CENTRE
DATE: 28/6/2022