

Foreword

The primary responsibility for disaster risk management in Namibia rests with the government. The first Principle of State Policy, Article 95 of the Constitution of the Republic of Namibia, requires the state to actively promote the welfare of its people. In terms of sub-article 1 of Article 26 of Chapter 4 of the constitution; *“At a time of national disaster or during a state of national defence or public emergency threatening the life of the nation or the constitutional order, the President may by Proclamation in the Gazette declare that a state of emergency exists in Namibia or part thereof.”*

*Sub article 5 (a) states that “ During a state of emergency in terms of this Article or when a state of national defence prevails, the President shall have the power by Proclamation to make such regulations as in his or her opinion are necessary for the protection of national security, **public safety** and the maintenance of law and order.”*

The National Disaster Risk Management Policy pursues the above-mentioned constitutional obligations. The policy seeks to outline a coherent, transparent and inclusive policy on disaster risk management appropriate for the Government of the Republic of Namibia as a whole with a proportionate emphasis on disasters of different kinds, severity and magnitude that occur or may occur in Namibia. The policy gives effect to various rights contained in the International Fundamental Human Rights and Freedoms. These include the right to life, equality, human dignity, a safe environment, the protection of property, health care, food, water, social security and safety nets.

The goal of the National Disaster Risk Management Policy is to contribute to the attainment of sustainable development in line with Namibia’s Vision 2030 through strengthening of national capacities to reduce risk and build community resilience to disasters.

The National Disaster Risk Management Policy aims to:

- minimise the loss of human life, property and damage to the environment from hazards of natural, technological and ecological origin;
- advocate an approach to disaster risk management that focuses on reducing risks especially to those sections of the population who are most vulnerable due to poverty and a general lack of resources;
- advocate for a shared awareness and responsibility to reduce disaster risk in homes, communities, places of work and in society generally;
- give effect to the application of co-operative governance on issues concerning disasters and disaster risk management among the levels of government and allocate responsibilities in this regard to the relevant stakeholders.
- facilitate the involvement of the private sector, non-governmental organisations, communities and volunteers in disaster risk management; and to
- facilitate partnerships in this regard between organs of state and the private sector, non-governmental organisations and communities;

The approach of the Namibian National Disaster Risk Management Policy involves a shift away from a perception that disasters are rare occurrences managed by emergency rescue and support services. This approach requires a significantly improved capacity for early warning and for tracking, monitoring and disseminating information on phenomena and activities that trigger disaster events. The policy considers existing coping mechanisms of vulnerable communities, households and individuals by advocating the enhancement of coping capacities in the affected communities. It also calls for improved institutional emergency preparedness and response capacity at local, regional and national levels and implies an increased commitment to strategies to prevent disasters and mitigate their severity.

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H.E. Hifikepunye Pohamba
PRESIDENT OF THE REPUBLIC OF NAMIBIA

Preface

Disaster loss is on the rise in Namibia with grave consequences for the survival, dignity and livelihood of individuals, particularly the poor as a result of increasing vulnerabilities related to changing demographics, technological and socio-economic conditions. The increased vulnerability can be attributed to unplanned urbanisation taking place within high-risk zones, under-development, environmental degradation, climate variability, climate change, geological hazards, competition for scarce resources, and the impact of epidemics such as HIV/AIDS. These factors indicate a future where disasters could increasingly threaten the national economy, its population and sustainable development.

Currently, Namibia does not have a national policy that defines parameters within which disaster risk management is implemented. The former administration used the Civil Defence Act and Civil Defence Ordinances, which are no longer in keeping with new political dispensation. Furthermore, the existing legislation and national disaster plan focus on disaster management against disaster risk management. The National Disaster Risk Management Policy offers an alternative to disaster management that seeks to address the root causes of disasters through reducing the exposure and vulnerability of people and economic assets in order to reduce losses. Cost effective disaster risk management requires the ability to identify where hazards are most likely to strike, who or what will be exposed, and what vulnerabilities will lead to those assets being damaged or destroyed. Disaster risk management, therefore, depends not only on identifying the consequences of disasters but also on addressing the underlying causes. These causes need to be made visible and real so that the risks can be perceived, understood and reduced.

Integrating disaster risk reduction initiatives into development and poverty reduction programmes and the routine activities of all sectors at the three levels of government in Namibia on an ongoing basis, forms the basis of the National Disaster Risk Management Policy.

.....
Right Honourable Nahas Angula
Prime Minister of the Republic of Namibia

Acronyms and abbreviations

ALAN	Association of Local Authorities in Namibia
ARC	Association of Regional Councils
CBO	Community Based Organization
CDRMC	Constituency Disaster Risk Management Committee
CEMU	Constituency Emergency Management Unit
DDRM	Directorate: Disaster Risk Management
DEM	Directorate Emergency Management
DEA	Department of Environmental Affairs
DRM	Disaster Risk Management
DRMFC	Disaster Risk Management Field Coordinator
DRMS	Disaster Risk Management System
DRR	Disaster Risk Reduction
EMAA	Environmental Management and Assessment Act
EMU	Emergency Management Unit
EWS	Early Warning System
FAO	Food and Agriculture Organization
GBV	Gender Based Violence
GDP	Gross Domestic Product
GRN	Government of the Republic of Namibia
HIV/AIDS	Human Immuno-deficiency Virus/Acquired Immune Deficiency Syndrome
IDNR	International Decade for Natural Disaster Reduction
INGOs	International Non-Governmental Organizations
ISDR	International Strategy for Disaster Reduction
JOT	Joint Operations Team
KPA	Key Performance Area
KPI	Key Performance Indicator
LADRMS	Local Authority Disaster Risk Management System
M & E	Monitoring and Evaluation
MAWF	Ministry of Agriculture, Water and Forestry
MDGs	Millennium Development Goals
MHSS	Ministry of Health and Social Services
MOUs	Memoranda of Understanding
MRLGHRD	Ministry of Regional, Local Government and Housing and Rural Development
MTP	Medium Term Plan
MTWC	Ministry of Transport Works and Communication
NamPol	Namibia Police
NamVAC	Namibia Vulnerability Assessment Committee
NAP	National Action Plan
NDF	National Disaster Fund
NDP	National Disaster Plan
NDRMC	National Disaster Risk Management Committee
NDRMS	National Disaster Risk Management System
NEMC	National Emergency Management Committee
NEPRU	Namibia Economic Policy Research Unit
NFP	National Focal Point
NFPF	National Focal Persons Forum

NGOs	Non-Governmental Organizations
NHEPRP	National Health Emergency Preparedness and Response Plan
NPC	National Planning Commission
NRCS	Namibia Red Cross Society
O/M/A	Offices Ministries and Agencies
OPM	Office of the Prime Minister
OVC	Orphans and Vulnerable Children
RDCC	Regional Development Coordinating Committee
RDRMC	Regional Disaster Risk Management Committee
RDRMFC	Regional Disaster Risk Management Field Coordinator
SADC	Southern Africa Development Community
SDRMC	Settlement Disaster Risk Management Committee
SOPs	Standing Operational Procedures
UN	United Nations
UNAM	University of Namibia
UNDP	United Nations Development Programme
UNFCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
VDRMC	Village Disaster Risk Management Committee
WFP	World Food Programme

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A POLICY FOR DISASTER RISK MANAGEMENT IN NAMIBIA

1. INTRODUCTION

1.1 Preamble

In pursuance of the Government of Namibia's constitutional mandate to actively promote the welfare of the Namibian people, **the Disaster Risk Management (DRM) Policy of the Republic of Namibia** gives effect to the global paradigm shift away from the approach of only responding to disasters *after* they have occurred to one of total disaster risk management. The shift to total disaster risk management, which has taken place internationally, regionally and sub-regionally over the past two decades, involves managing disaster risk holistically on a continuous basis. The aim of this changed approach is to reduce the impacts of and increase the resilience to natural hazards and related environmental, technological and biological disasters. The approach focuses on minimising vulnerabilities and disaster risks throughout a society by building resilience within the broad context of sustainable development.

It is in this context therefore that this policy aligns itself with:

- The Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to disaster which was adopted at the World Conference on Disaster Reduction held in Kobe, Hyogo, Japan in 2005;
- The Kyoto Protocol which is an agreement made under the United Nations Framework Convention on Climate Change (UNFCCC) and other international frameworks for disaster risks associated with climate change;
- The Africa Regional Strategy for Disaster Risk Reduction¹ – which aims to contribute to the attainment of sustainable development and poverty reduction by facilitating the integration of disaster risk reduction into development; and

Taking into account:

- The need to integrate total disaster risk management into national and local development initiatives in Namibia;
- The priorities identified in the 2005 National Action Plan for Capacity Development in Disaster Risk Reduction in Namibia;
- The need for consistency in developing national capacity for disaster risk management and community resilience to disasters; and
- In the absence of a legal framework for disaster risk management in Namibia,

¹ A document produced by the Africa Union (AU)/New Economic Partnership in Development NEPAD to support efforts by governments and the AU/NEPAD to advance disaster risk reduction and facilitate mainstreaming of disaster risk reduction in all aspects of development in Africa to help achieve Africa's development objectives.

The Government of the Republic of Namibia hereby commits itself to the establishment of a National Policy for Disaster Risk Management to effectively give direction and define the parameters for the implementation of the concept of total disaster risk management within the established National Disaster Risk Management System in Namibia.

1.2 The rationale for developing and establishing a Disaster Risk Management Policy for the Republic of Namibia

The need for the development and establishment of a disaster risk management policy which focuses on disaster risk reduction within the broader context of sustainable development is underpinned by the following rationale:

Political commitment is an essential ingredient for sustained disaster risk reduction

Sustained disaster risk reduction can only be achieved when it is supported by strong political commitment. Developing and establishing a national policy on disaster risk management supported by adequate resource allocation demonstrates political commitment.

Disasters put development at risk

Human development if adequately conceived does not create new hazards. Instead of choices being made that generate new disaster risk, development choices made by individuals, communities and government must contribute to a reduction of disaster risk.

Disasters are known to disproportionately affect poor² people the most

Disasters increase the vulnerability of the poor, overstressing their coping capacities, deepening their poverty and preventing them from taking advantage of economic opportunities. Disaster risk reduction measures must focus on economic and social upliftment and on building resilience.

Disasters can be a trigger for food insecurity

Disasters cause human losses and hardship, constrain progress, damage and destroy infrastructure and the environment

The increasing threat of disasters coincides with the growing recognition that progress towards the Millennium Development Goals (MDGs³) is not fast enough.

² Households spending between 60-80% of their total expenditure on food (Namibia Household Income and Expenditure Survey 2003/4)

³ The eight Millennium Development Goals (MDGs) to - Eradicate extreme poverty and hunger, Achieve universal primary education, Promote gender equality and empower women, Reduce child mortality, Improve maternal health, Combat HIV and AIDS, malaria and other diseases, Ensure environmental sustainability, Develop a global partnership for development all to be achieved by the target date of 2015 – form a blueprint agreed to by all the world's countries and all the world's leading development institutions.

Efforts to address risks that constrain progress are required. Damage to housing, service infrastructure, savings, productive assets and human losses reduce livelihood sustainability and push vulnerable households into long-term poverty and increased inequality (MDG1). Disasters can destroy educational infrastructure (MDG2), disadvantage women and girls (MDG3), destroy health infrastructure (related to MDGs 4, 5 and 6) and can result in funds being diverted from development to humanitarian/relief support.

Disasters often damage environmental resources affecting environmental sustainability (MDG7)

Disasters exacerbate deforestation and soil erosion. Both natural and technological disasters increase the likelihood of pollution. Natural disaster risk, including climate change-induced disaster risk, is intimately connected to processes of human development.

Disaster relief/humanitarian assistance sub-serves the goals of national development

While humanitarian assistance/relief is important, the focus should be to contribute to sustainable development through anticipatory planning approaches and not to make people dependent on handouts. Humanitarian assistance programmes should therefore be implemented within the sustainable development framework of the country.

Developing capacities to deal with existing disaster risk is an effective way to generate capacity to deal with future climate change risk

Climate related risk, aggravated by processes of global economic and climate change poses a central unresolved development issue for many countries. In line with Hyogo Framework of Action and the Africa Regional Strategy for Disaster Risk Reduction that emphasise Disaster Risk Reduction, it is recognised that developing capacities that deal with existing disaster risks is an effective way to generate capacity to deal with future climate change risk.

Disaster risk management is a multi-sectoral and multi-disciplinary responsibility

It is important that the reduction of risks be viewed as a shared responsibility requiring a continuous series of endeavours pursued across social, economic, governmental and professional sectors of activity. Instead of being understood as a specialisation of security, emergency services or experts, comprehensive disaster risk management needs to involve many segments of society – starting with those members of the public who are themselves most exposed to anticipated hazards. This understanding is essential if communities are to become more resilient to the effects of hazards so that disaster losses can be reduced in coming years.

Good disaster risk reduction strategies incorporate strong public/private sector partnerships

Good disaster risk reduction strategies incorporate strong public/private sector partnerships. This requires macroeconomic policies and regulatory reforms being reviewed to enhance the private sector role. A positive enabling environment for doing business that enhances domestic enterprises and foreign investors is paramount. An environment of increased financial and corporate transparency and conditions that promote competition are required for private sector partners to play a positive role and not a destabilising role that can increase risk.

Participation and ownership is core to effective disaster risk management

Popular participation is a principle for sustainable livelihood security. Disaster risk management implementation requires the full participation and ownership of all role players/stakeholders in the activities aimed at reducing risk in both the short and long term.

Capacity development is a prerequisite for successful disaster risk reduction

Capacity development is more than training and organisational strengthening. Key challenges (obstacles and opportunities) lie within the enabling environment and concern policy and governance. These demand different interventions and responses than those traditionally found in the capacity development toolbox. They are as much about building ownership, changing systems, and creating an enabling environment in which disaster risk management can occur, as they are about technology transfer, skills development and organisational strengthening.

Gender relations affect how people experience disasters and how disasters impact people in general

Mainstreaming gender in disaster risk management is a pivotal component of disaster risk management implementation. It is the process of fully considering and integrating the concerns of women and men in policies and programmes to prevent and mitigate disasters.

Enhancing gender aspects involves increasing women's participation in disaster risk reduction to improve their chances of survival and their resilience to livelihood risks. It also involves balancing the entitlements and responsibilities of both males and females in the disaster risk reduction process. The parameters must be changed in order to significantly and equitably change women's options and opportunities by ensuring equality of opportunity and of outcomes in disaster reduction interventions.

HIV/AIDS impacts negatively on human development

The debilitating impact of HIV/AIDS on human development is recognised as a long-term problem. HIV/AIDS is viewed as a hazard and a disaster. Mainstreaming HIV/AIDS into risk management initiatives is a fundamental disaster risk management policy issue.

The allocation and mobilisation of resources is fundamental to the development, establishment and implementation of national disaster risk management policy

The allocation and mobilisation of resources for disaster risk management is a funding priority. Constitutionally the National Government must actively promote the welfare of its people and therefore has a duty to ensure their well-being before, during and after any disaster.

The involvement of other development agencies including UN agencies, donors and nongovernmental organisations adds value to a national disaster risk management system

Development agencies including UN agencies, donors and nongovernmental organisations have much to contribute in terms of technical, financial and material support for disaster risk management. They have experience of disaster risk management in other countries. Such experience will assist in developing programmes that effectively enhance community resilience to disasters in the long term. The disaster risk management policy must be guided by the best practices in disaster risk management that such development partners have adopted.

2 FUNDAMENTAL PRINCIPLES ON WHICH THE NATIONAL DISASTER RISK MANAGEMENT POLICY IS GROUNDED

The National Disaster Risk Management Policy is grounded on five fundamental principles:

2.1 Fundamental human rights and freedoms

The Disaster Risk Management Policy shall uphold the protection of fundamental human rights and freedoms, respect of human dignity, equality and freedom from discrimination in accordance with Articles 5, 8 and 10 of the Constitution of the Republic of Namibia.

2.2 Humanitarian principles and codes of practices for humanitarian assistance

The policy shall respect the right of citizens to receive humanitarian assistance, and for Government to offer in accordance with international laws, the humanitarian principles promoted by the United Nations, the Sphere Standards and the Red Cross and Red Crescent Societies' Codes of Conduct. In rendering humanitarian assistance, people shall be treated humanely and with respect in all circumstances irrespective of gender, creed, race or political affiliation. The policy must seek to reduce disaster risks at national, regional and local levels with the primary aim of saving lives and alleviating suffering.

2.3 The shift towards disaster risk reduction

The Government of the Republic of Namibia has adopted the Hyogo Framework for Action and the Africa Regional Strategy for Disaster Risk Reduction both of which underline the paradigm shift in the approach to disasters and dealing with disasters by moving away from emergency response only to integrating disaster risk reduction into development. At all levels, policies and strategies must be implemented with a twofold aim - firstly to build resilience in communities to the impacts of natural hazards and secondly to ensure that development efforts do not increase vulnerability to hazards.

2.4 Protecting sustainable development gains of Namibia by mainstreaming⁴ disaster risk reduction into development

Through Vision 2030, Namibia strives to a prosperous and industrialised nation, developed by her human resources, enjoying peace, harmony and political stability. To protect and enhance development gains for prosperity and industrialisation, disaster risk reduction must be integrated into development policies, strategies and programmes.

⁴ **Mainstreaming refers to** “.....the process of assessing the implications of disaster risk on any planned development action - from the policy to the program implementation – in all practice areas and at all levels. This process enables the incorporation of risk reduction concerns and experiences as an integral dimension of the design, implementation, monitoring and evaluation of policies and programs.” UNDP Definition – 2003: UN DMTP Presentation on DRM (2006)

2.5 Sustainable ecosystem and environmental management

The policy must support the principle that a healthy environment enhances society's disaster resilience by reducing the impact of natural and human induced disasters and that environmental degradation on the other hand, increases the risk of disaster from landslides, floods, droughts, climate change impacts and other hazards.

3 THE NAMIBIA HAZARD PROFILE

3.1 Hazard and vulnerability in Namibia

Namibia, as in neighbouring countries in the southern Africa region, is experiencing a complex combination of factors, which render it vulnerable to disasters. The HIV/AIDS pandemic, deepening food insecurity and the increasing challenges facing national institutions to effectively provide adequate social services have a negative impact on the resilience and coping mechanisms of households. The situation is compounded by a number of factors including erratic climatic conditions, economic shocks, the erosion of household assets and increased morbidity and mortality levels due to HIV/AIDS. Hazards such as floods, drought and desertification are interrupting progress in human development. The net result of the crisis is that limited resources intended for development have to be diverted to disaster response, which delays planned developmental programmes.

Poverty is the major contributing factor to increased vulnerability to disaster in Namibia. Poverty in Namibia is extreme in remote locations, in peri-urban settlements and in areas that were subject to systematic under-investment in the former administration. This is particularly evident in female-headed households, amongst the San community, the youth, the elderly, and people with disabilities. More recently, poverty has also become evident amongst migrants in marginalised urban areas.

There are disparities in infrastructure development throughout the country especially between the urban and rural areas. In addition, there exists unequal access to quality education, health services and employment opportunities between the rural and urban areas. All of these represent other dimensions of poverty in Namibia. The economic and geographical dualism, which is partly a legacy of the colonial past of the country, poses one of the biggest challenges in the fight against poverty and vulnerability in Namibia.

Collectively these factors serve to exacerbate poverty, reduce public expenditure on social services, lower education status and increase livelihood risks resulting in increasing levels of vulnerability.

Vulnerability is referred to as **‘people’s exposure to, and inability to cope with, external shocks’**

The Namibia hazard profile and the social, economic, infrastructural and environmental impact that these hazards cause is depicted in the table below:

Table1:Namibia’s hazard profile and the impact of these hazards on Namibia

Hazard	Impact
<p>The Drought Phenomenon</p> <p>Drought is the most serious natural hazard posing a threat to Namibia. The country experienced severe droughts that required state interventions in 1992/93, 1994/95, 1997/98, 2002/2003 and 2006/7. The drought of 2003 affected about 369,611 people. In 2004, the number of food assistance beneficiaries increased to 642,539 and over 540,000 people require drought relief in the 2008/9 season. <i>A drought disaster in the Namibian context refers to drought conditions so intense or protracted that they are beyond what can reasonably be dealt with in terms of normal risk management practices, and which therefore justify state intervention.</i></p>	<p>Drought impacts at both the national and household level in Namibia. From a national perspective, the impact of drought largely affects the agriculture and water supply sectors. Drought has the potential to affect Namibia in the following ways:</p> <ul style="list-style-type: none"> • drought has major impacts on the national economy through agriculture and other strategic sectors. Agriculture has linkages to the wider economy and a drought induced shock can result in a fall in Gross Domestic Product (GDP) and a weakening of the balance of payments position (exports may fall and imports rise); • a fall in agricultural output has knock-on effects on industries such as the meat-processing sector. These impacts in turn affect on those industries servicing the agricultural sector such as input providers who could suffer if the drought situation leads to a fall in demand for their goods and services; • drought also has a direct impact on sectors other than agriculture such as the provision of hydro-electrical power because the shortage of water leads to a fall in power generation; and • other sectors such as the health, education, tourism and wildlife that use large amounts of water for their daily activities are also affected; • drought leads to a fall in agricultural production which in turn not only lowers the availability of food but also lowers household incomes from crop and livestock sales; • drought contributes to a decline in employment opportunities in the agricultural sector and may also lead to a reduction in incomes which in turn has a particularly negative affect on the poorest of the poor who are dependent on the labour market; • the fall in locally produced food leads to rises in food prices which has a major impact on the poor who are most vulnerable to price rises; • as a short term coping mechanism, drought affected households are forced to sell assets such as livestock and farm implements to survive which jeopardises their food security in the longer term; • drought affects water supplies because ground water levels drop significantly and surface water sources dry up; and • drought, combined with food shortages, can facilitate the spread of communicable diseases, thus further limiting people’s capacity to cope.

<p>Flooding</p> <p>Flooding in Namibia has become a common phenomenon. The Caprivi, Kavango, Oshana, Ohangwena, Omusati, Oshikoto and Hardap regions have experienced severe floods over the last 5 years. The Caprivi region experiences flooding almost every year. Floods resulting from abnormally heavy downpours in localized areas have occurred in the Kunene region, Windhoek city and Swakopmund town.</p>	<p>Floods have had significant impacts in the affected areas including displacement of the population, the loss of life and livestock, destruction of homesteads, crops and the social infrastructure and generally impacting severely on the livelihoods of the affected populations. Although there is no accurate documentation of economic impacts of floods, there is evidence that floods have caused structural damage, loss of life and property; and have resulted in economic and livelihoods losses that have a long-term impact on Namibia's development. For example the 2008 flood disaster affected six of the thirteen regions of the country and resulted in:</p> <ul style="list-style-type: none"> • 215,257 people being directly affected; • 100 reported flood related deaths; • the disruption of education for 32,050 learners from 100 schools; • the loss of 63,637 domestic livestock (cattle, goats, sheep, donkeys and horses); • 150,000 hectares of crop fields being submerged; • extensive damage to roads, bridges, clinics, schools and businesses; • the destruction of homes; • the disruption of water supplies and damage to sewerage works; • an outbreak of cholera; and • severe damage to the subsistence production bases of the local population thus destroying the wage-based as well as natural resource-based livelihoods.
<p>Epidemics (Human Health)</p> <p>Namibia has experienced human disease outbreaks in the past that have warranted state intervention. Epidemic prone diseases in Namibia include Meningococcal Meningitis, Malaria, Dysentery and Cholera. Diseases of public health significance include HIV/AIDS, Schistosomiasis, Tuberculosis, Acute Respiratory Infections, diarrhea related diseases and Hepatitis B. HIV/AIDS is having devastating impacts on livelihoods, and consequently, it is now one of the biggest challenges faced by Namibia in its quest to achieve poverty reduction and other Millennium Development Goals.</p>	<p>Major epidemics which have occurred include:</p> <ul style="list-style-type: none"> • 1,415 suspected cholera cases and 19 cholera deaths were reported during the 2008 flood disaster. • an outbreak of Poliomyelitis, which occurred in the country in May-June 2006 in which 236 cases and 27 deaths were reported. The outbreak occurred after a 10 year period of zero reporting; • the 2000 and 2001 Malaria outbreak which resulted in 743 and 1,282 reported deaths respectively in the northwestern regions. • outbreak of Meningococcal Meningitis in Windhoek in 2001 resulted in 12 deaths⁵; • HIV/AIDS which has contributed to income poverty due to the death of a breadwinner or because the productivity of individuals is reduced due to illness and by forcing households to draw on savings to cover medical and other expenses.

⁵ Emergency Management Unit Paper, WCDR, 2004

<p>Climate Change</p> <p>Although Namibia contributes little to greenhouse gas emissions, its arid environment, recurrent drought, desertification and fragile ecosystem make it one of the most vulnerable countries to the effects of climate change.</p>	<p>The predicted effects of climate change in Namibia include:</p> <ul style="list-style-type: none"> • an increase in temperatures by between 2 and 6 degrees Celsius (2 and 6°C) by 2100; • a rise in the sea level of 0.3m to 1 m. • increases in rainfall of 30 mm per year in some areas and decreases of 200mm below the current rainfall average in other areas; • severe impacts on natural resource base-sectors such as those supplying water and energy and the agriculture and fishing sectors; • impacts on agriculture and livestock production systems which will pose direct threats to rural livelihoods and food security; and • in general, climate change will increase the severity and frequency of the types of natural disasters that the country has been experiencing. •
<p>Environmental degradation</p> <p>Environmental degradation increases the risk of disaster from landslides, floods, droughts, climate change impacts and other hazards. Sustainable management of the environment contributes to reduced environmental hazards and thus reduces vulnerability to environmental hazards.</p>	<p>The effects of natural disasters such as drought and floods are exacerbated by negative human interventions on natural ecosystems such as wetlands, land and water resources and forests.</p> <p>These negative interventions include:</p> <ul style="list-style-type: none"> • deforestation, stream bank cultivation, overgrazing, land clearance, strip mining activities and veld and forest fires which all increase the risk of accelerated soil erosion that culminates in irreparable ecological damage; • soil erosion and the resultant sedimentation and loss of biodiversity constitute major future hazards that may produce social and economic losses of a huge magnitude in Namibia; • continued biodiversity loss that will have lasting adverse effects on the lives and livelihoods of future generations; • communal and commercial farmers facing increased costs from lost output and increased expenditure estimated by the Ministry of Environment and Tourism estimates to be around N\$100 million per year – mainly due to deforestation, biodiversity loss, soil erosion, bush encroachment and soil salinisation; • threats of environmental pollution include marine pollution as a result of sewage and industrial effluent, marine litter, petroleum spills and dumped radioactive substances; fresh water pollution; and air pollution primarily causing injury to marine and aquatic animals and the spread of chemicals to the environment.
<p>Livestock Epidemics</p> <p>Veterinary diseases which pose a threat in Namibia include Foot and Mouth Disease which</p>	<p>The major impacts of livestock disease outbreaks are</p> <ul style="list-style-type: none"> • loss of livestock • loss of income especially from export of meat, meat products and other livestock products due to temporary suspension of exports.

<p>occurs along the borders of Namibia as well as outbreaks of Anthrax, Rabies and lung diseases</p>	<ul style="list-style-type: none"> • Costs to contain disease outbreaks (quarantining of animals, vaccination and disease surveillance costs)
<p>Forest and Veld Fires</p> <p>In Namibia, 3.5 to 7 million hectares of forest and veld land burn every year. In 2002, 3.7 million hectares were burned and in 2001 total land burnt was 5 million hectares⁶. Although these figures fluctuate annually, they indicate the seriousness of the fire problem in Namibia.</p>	<p>Forest and veld fires have both environmental and economic impacts which include:</p> <ul style="list-style-type: none"> • the loss of biodiversity; • the loss of pasture land; • the destruction of forests; • the loss of wood for the furniture industry; • the loss of vegetation cover resulting in soil erosion; • damage to homesteads; and • the loss of livestock and crop fields which results in food insecurity.
<p>Road and Rail Traffic Accidents</p> <p>The rise in the number of commuters on the road has influenced the increase in road traffic accidents involving public transport. Haulage trucks and tankers carrying hazardous materials and toxic waste have become an added cause for concern, which together with the possibility of rail traffic accidents, pose serious risks to the unsuspecting public.</p>	<p>The increasing number of road traffic deaths and injuries are recognised globally as a major public health problem. In Namibia the impact of road traffic accidents has included:</p> <ul style="list-style-type: none"> • loss of life (twenty eight people perishing in a single road traffic accident on the Rundu/Grootfontein highway in May 2005, the loss of 308 lives in road traffic accidents in 2002,⁷. • Diversion of resources for medical expenses, funerals and insurance from the productive sector. 10,895 claims for medical care, injury management, rehabilitation and life enhancement were registered with the Motor Vehicle Accident Fund of Namibia between March 2004 and March 2008 - the total amount paid out for these claims was N\$ 275,060,864; and • while no definitive studies have been done in Namibia, global evidence suggests that the real cost for injuries is double the total claims paid out.

⁶ Draft National Forestry and Veld Fire Policy. Forest Directorate. Ministry of Agriculture, Water and Forestry, 2004

⁷ Source: Shier, C. (2004): Illustration of road safety Situation in Namibia for 2002 and 2003. National Road safety Council

4 THE NATIONAL DISASTER RISK MANAGEMENT POLICY STATEMENT, GOAL, STRATEGIES AND OBJECTIVES

4.1 Policy statement

The National Disaster Risk Management (NDRM) Policy of the Republic of Namibia is the instrument which gives direction and defines the parameters for the application of the concept of total disaster risk management within the established National Disaster Risk Management System in Namibia.

4.2 Policy goal

The goal of the NDRM Policy for the Republic of Namibia is:

To contribute to the attainment of sustainable development in line with Namibia's Vision 2030 through strengthening national capacities to significantly reduce disaster risk and build community resilience to disasters.

4.3 Policy strategies

In pursuance of the goal of the NDRM Policy, the following broad strategies must be applied:

- The integration of disaster risk reduction into sustainable development policies and planning at all levels.
- The strengthening of disaster risk management structures, mechanisms and capacities to build resilience to hazards at national, regional, constituency and community levels.
- The systematic incorporation of risk reduction approaches into the implementation of emergency preparedness, response and recovery programmes.
- The building of multi-stakeholder partnerships at all levels to contribute to the implementation of total disaster risk management.

4.4 Policy objectives

In pursuance of achieving the goal and applying the broad strategies of the NDRM Policy for Namibia, five policy objectives have been identified. These policy objectives are consistent with the priorities for action identified in the Hyogo Framework for Action 2005-2015, to which Namibia was party and are as follows:.

Policy Objective 1:

Make disaster risk reduction a priority at all levels in Namibia by establishing sound, integrated, and functional legal and institutional capacity within the established National Disaster Risk Management System, to enable the effective application of the concept of total disaster risk management.

Policy Objective 2:

Improve risk identification, assessment and monitoring mechanisms in Namibia.

Policy Objective 3:

Reduce the underlying risk and vulnerability factors by improving disaster risk management applications at all levels.

Policy Objective 4:

Strengthen disaster preparedness for effective response and recovery practices at all levels.

Policy Objective 5:

Enhance information and knowledge management for disaster risk management.

4.5 Implementation

The five policy objectives serve as the priorities for implementing the NDRM Policy for Namibia. As such, they have been further expanded into five key performance areas⁸ to provide the parameters within which implementation must take place and against which progress can be monitored and evaluated.

⁸ The five key performance areas are detailed in Chapter 8 of this NDRM Policy.

5 THE ESTABLISHMENT OF THE NATIONAL DISASTER RISK MANAGEMENT SYSTEM (NDRMS) IN NAMIBIA

The decision to transform the National Emergency Management System (NEMS) which was established by Cabinet in 1994, into a National Disaster Risk Management System (NDRMS) is concrete expression of the political will and institutional recognition of disaster risk reduction as a relevant issue at all levels of government in Namibia. An effectively functioning NDRMS will minimise duplication of efforts and will optimise the utilisation of resources by facilitating the alignment and integration of roles and responsibilities for disaster risk management. In addition, the new focus on disaster risk reduction within the broader concept of total disaster risk management will ensure that all ministries, the private sector, other non-state actors and development partners integrate disaster risk reduction practice into their routine activities, thereby building national and community resilience to disasters.

5.1 Establishment of the National Disaster Risk Management System

In terms of Cabinet Action Letter 5TH/15.02.94/006, the Government of the Republic of Namibia resolved to establish the National Disaster Risk Management System (NDRMS) (formerly the National Emergency Management System) in the Office of the Prime Minister.

As resolved by Cabinet⁹ the NDRMS comprises the following inter-sectoral structures:

- The National Disaster Risk Management Committee (NDRMC) formerly the National Emergency Management Committee (NEMC);
- The Directorate Disaster Risk Management (DDRM) (formerly Directorate Emergency Management);
- Regional Disaster Management Committees (RDRMCs) formerly the Regional Emergency Management Unit;
- Constituency Disaster Risk Management Committees (CDRMCs) formerly Constituency Emergency Management Units;
- Local Authority Disaster Risk Management System (LADRMS); and
- Settlement Disaster Risk Management Committees (SDRMCs) formerly the Settlement Emergency Management Units.

5.2 Mandate of *the* NDRMS

The NDRMS is responsible for the development and implementation of integrated disaster risk management policy in Namibia. The mandate of the NDRMS is to give effect to the NDRM Policy. This must be done by developing, establishing and maintaining integrated and coordinated disaster risk management in Namibia through

⁹ The hierarchy of the National Disaster Management System in Namibia is illustrated diagrammatically in Appendix I to this policy.

the application of innovative approaches and technologies to build communities, infrastructure and environments in Namibia that are resilient to disaster risks.

5.3 Role of the NDRMS

The primary role of the NDRMS is to provide an enabling environment for the development, establishment and maintenance of integrated and coordinated disaster risk management in Namibia. The NDRMS must ensure that the concept of disaster risk reduction is applied through a participatory process of ideas and actions amongst all Government ministries, the private sector, other non-state actors and development partners at national, regional, constituency, local authority and settlement levels in Namibia.

5.4 Institutional and operational arrangements for the NDRMS

In order to give effect to Objective 1 of the National Disaster Risk Management (NDRM) Policy, institutional and operational arrangements must be established and maintained that will provide a strong basis for the effective implementation of the NDRMS. These arrangements must include:

- setting out the mechanisms for the development, adoption, regular review and amendment of the legal and regulatory framework within which the NDRMS must operate;
- sound organisational mechanisms to enable the integrated direction and execution of the NDRM Policy and for the clear allocation of responsibilities for disaster risk management in Namibia;
- establishing multi-stakeholder partnerships at all levels to contribute to the implementation of the NDRMS and to ensuring that disaster risk reduction remains a national, regional, constituency, local authority and local priority; and
- establishing relationships with neighbouring and other states in the southern African region and internationally for the purposes of disaster risk management.

5.5 The legal and regulatory framework for the NDRMS

5.5.1 *The President*

The first Principle of State Policy, Article 95 of the Constitution of the Republic of Namibia, requires the state to actively promote the welfare of its people. As Head of State, the President has pursued this constitutional obligation in respect of disasters and the threats that they pose to the welfare of the people of Namibia, by resolving to make disaster risk reduction a national priority. The introduction of a NDRM Policy to provide direction and to prescribe the parameters for the establishment of a NDRMS in Namibia, is consistent with the global approach of integrating disaster risk reduction into sustainable development. It is also consistent with the Hyogo Framework for Action 2005-2015 as well as the Africa Regional Strategy for Disaster Risk Reduction, and is concrete expression of the State's commitment to this obligation.

The Constitution further pursues this obligation to promote the welfare of its people by empowering the President as the Head of State, to declare a state of emergency and to make proclamations in the interest of national security, public safety and the maintenance of law and order when a disaster of national proportions occurs. These powers are vested in the President in terms of Article 26(1) of the Namibian Constitution, which states that:

“At a time of national disaster or during a state of national defence or public emergency threatening the life of the nation or the constitutional order, the President may by Proclamation in the Gazette declare that a state of emergency exists in Namibia or any part thereof.”

In addition, the President is empowered in terms of Article (5b) of the Namibian Constitution, to suspend the operation of any law, including common law or any statute, or any fundamental right or freedom protected by the Constitution of Namibia for such period and subject to such conditions as are reasonably justifiable for the purpose of dealing with the situation giving rise to the emergency (or disaster).

5.5.2 Cabinet

The Cabinet has the constitutional mandate under the leadership of the President to promote the welfare of the Namibian people. In this regard, the Cabinet must ensure that the provisions of Article 95 of the Namibian Constitution are applied in order to build a resilient people and environment in Namibia, through the establishment of a legal and regulatory framework within which the principles of disaster risk reduction are applied and integrated into sustainable development.

Cabinet is responsible for prescribing, adopting and amending the NDRM Policy for Namibia; for approving disaster risk management plans; and for ensuring the allocation of adequate resources for the establishment and operation of the NDRMS.

The NDRMC through the office of the Prime Minister serves in an advisory capacity to Cabinet and makes recommendations to Cabinet on all matters relating to disaster risk management in Namibia.

Cabinet, on the advice of the NDRMC, approves the release of monies from the National Disaster Fund to support disaster risk management activities. During a state of national disasters, Cabinet is responsible for determining the need for international appeals for assistance for disaster relief and the nature of the assistance that is required.

5.5.3 The National Assembly

In terms of Article 63 of the Namibia Constitution, the National Assembly is the principal legislative authority that has power, subject to the Constitution, to make and repeal laws for the peace, order and good governance of the country in the best interests of the people of Namibia. It has power to approve budgets for the effective government and administration of the country. The National Assembly also receives reports on the activities of the Executive and in this regard reports on the disaster situation in the country from the Office of the Prime Minister. The National Assembly

thus has power to approve the Disaster Risk Management laws, policies and plans as well as the declaration and/or revocation of state of national disaster.

5.5.4 *The Office of the Prime Minister*

The Office of the Prime Minister (OPM) has the overall responsibility for the operation of the NDRMS in Namibia. The OPM must establish and maintain the Directorate for Disaster Risk Management (DDRM). In this regard, the OPM is responsible for the coordination of disaster risk management and for executing the NDRM Policy in accordance with pre-determined Key Performance Areas (KPA's). The execution of the NDRM Policy must be undertaken in consultation and cooperation with the National Disaster Risk Management Committee (NDRMC) and the National Disaster Risk Management structures at national, regional, local authority, constituency and settlement levels.

5.5.5 *The Secretary to Cabinet*

The Secretary to Cabinet is the national focal point for disaster risk management in Namibia and is the Convenor of the NDRMC. The Secretary to Cabinet is responsible for motivating all policy issues related to disaster risk management to Cabinet on behalf of the NDRMC and for overseeing the implementation of the decisions of the President in respect of disaster risk management.

The Secretary to Cabinet has the authority to make decisions and to mobilise resources for the routine disaster risk management operations in the country as well for any urgent needs arising from the occurrence of significant events¹⁰ and disasters.

5.5.6 *National Disaster Risk Management Committee (NDRMC)*

The National Disaster Risk Management Committee (NDRMC) (formerly the National Emergency Management Committee (NEMC)) serves as the national multi-stakeholder platform that is assigned the responsibility for disaster risk management in Namibia.

The President established a National Emergency Management Committee (NEMC) now NDRMC chaired by the Secretary to Cabinet. The body will be responsible to the President and the Prime Minister. The NDRMC has the overall responsibility for the institutional arrangements; and for the development of the Disaster Risk Management Policy and plans for Namibia; and for submitting the policy and plans to Cabinet for approval.

The Secretary to Cabinet must serve as the chairperson of the NDRMC and the Directorate Disaster Risk Management must provide the secretariat.

In terms of Cabinet Action Letter 5th/15.02.94/006 the NDRMC is directly responsible to Cabinet through the Secretary to Cabinet. This mechanism enables the NDRMC to

¹⁰ An event which does not necessarily justify the classification of a disaster but is of such a magnitude or importance that extraordinary measures are required to deal with it effectively.

operate outside the normal government bureaucracy when time is of the essence and critical decisions have to be made at short notice. The NDRMC is convened by the Secretary to Cabinet who has the authority to convene urgent meetings of the NDRMC, as and when required.

The NDRMC must function in accordance with the responsibilities recorded in Appendix II to this NDRM Policy.

5.5.6.1 Composition of the NDRMC

The NDRMC comprises the following Permanent Secretaries from the following Offices and Ministries:

- Prime Minister
- Finance
- Health and Social Services
- Labour and Social Welfare
- Agriculture, Water and Forestry
- Defence
- Education
- Information, Broadcasting and Technology
- Mines and Energy
- Regional, Local Government and Housing and Rural Development
- Safety and Security
- Works and Transport
- National Planning Commission
- Foreign Affairs
- Home Affairs
- Justice
- Any other Secretary as the chairperson of NDRMC may appoint.

The following organisations and development partners shall also be members of NDRMC:

- The Association of Regional Councils
- The Association of Local Authorities in Namibia
- The United Nations Development Programme
- The World Health Organisation
- The United Nations Children's Fund
- The World Food Programme
- The Food and Agriculture Organisation
- The Namibia Red Cross Society
- The Namibia Non-Governmental Organisations
- The Desert Research Foundation
- The University of Namibia
- Recognised Labour Organisations in Namibia
- The Namibia Economic Policy Research Unit
- The Namibia Chamber of Commerce and Industry and
- Any other organisation that the Chairperson may appoint to serve on the NDRMC.

5.6 Organisational arrangements for the execution of the NDRM Policy

5.6.1 *The Directorate Disaster Risk Management (DDRM)*

The DDRM is mandated with the coordination of disaster risk management in terms of Cabinet Resolution 15.02.94/006. The DDRM forms part of, and functions within the Office of the Prime Minister.

The DDRM is responsible for the execution of the decisions of the NDRMC and must facilitate the establishment of an integrated and coordinated system of disaster risk management in Namibia by:

- all offices, ministries and agencies at national, regional and municipal level;
- relevant statutory organisations;
- the private sector;
- other non-state role-players who are involved in disaster risk management in Namibia; and
- in communities.

The responsibilities of the DDRM are recorded in Appendix III of this NDRM Policy.

The DDRM must execute these responsibilities in accordance with predetermined Key Performance Areas¹¹.

All appointments made to the DDRM must be in accordance with the Public Service Act, No 13 of 1995.

5.6.2 *The National Focal Persons Forum (NFPF) for DRM*

The NDRMC must establish a National Focal Persons Forum (NFPF) to provide a mechanism for all the relevant role players to consult one another and coordinate their disaster risk management planning and operations.

The Director Disaster Risk Management must chair the NFPF.

Each office, ministry, agency or organisation involved in disaster risk management must appoint an individual who will act as its focal point for disaster risk management. In the case of the offices, ministries and agencies the Director or Deputy Director or their equivalent must serve as the focal point of the relevant office, ministry or agency. The DRM responsibilities together with appropriate key performance indicators must be included in the job descriptions of the relevant focal persons.

The responsibilities of national focal persons are recorded in Appendix IV to this NDRM Policy.

¹¹ The five pre determined key performance areas are detailed in Chapter 8 of this NDRM Policy.

5.6.3 The Namibia Vulnerability Assessment Committee (NamVAC)

A fully institutionalised Namibia Vulnerability Assessment Committee must be established. The NamVac is a multi-stakeholder committee that conducts vulnerability assessments to identify vulnerable groups, the prevalence and degree of any given risk, and their causes using agreed indicators and assessment tools. NamVac also forms an institutionalised information system to collate vital information and conduct multi-disciplinary analysis of the kind required to tackle vulnerability reduction and food security issues that will inform policy and decision makers

5.6.3.1 Composition of the NamVAC

The NamVAC committee comprises key stakeholders from the following ministries and relevant governmental and non-governmental organisations:

- the Ministry of Health and Social Services;
- the Ministry of Regional and Local Government, and Housing and Rural Development;
- the Ministry of Gender Equality and Child Welfare;
- the Ministry of Agriculture, Water and Forestry;
- the Ministry of Defence;
- the Ministry of Environment and Tourism;
- the National Planning Commission;
- the University of Namibia;
- the United Nations Development Programme;
- the World Food Programme;
- the Food and Agriculture Organisation;
- the United Nations Children’s Fund; and
- the Namibia Red Cross Society.

The responsibilities of NamVac are recorded in Appendix V to this NDRM Policy.

5.6.4 The Regional Disaster Risk Management Committee (RDRMC)

The RDRMC, in terms of Cabinet Resolution 15.02.94/006 is the multi-stakeholder platform that is mandated with the coordination of disaster risk management amongst sector ministries, municipalities, statutory organisations, communities and other role-players involved in disaster risk management at regional level.

The Regional Governor in his/her capacity as political head must oversee the activities of RDRMC and must advise government on disasters and disaster risk management matters affecting the region.

The Chief Regional Officer must chair the RDRMC.

The Chief Regional Officer must establish a technical subcommittee to the RDRMC to facilitate the integration of disaster risk reduction into the development planning of relevant regional offices, ministries and agencies. The technical subcommittee to the

RDRMC must be chaired by the Chief Regional Officer who must appoint a team to act as the secretariat to the RDRMC and the technical subcommittee.

5.6.4.1 Composition of the RDRMC

The composition of the RDRMC must include:

- the heads of all relevant regional offices, ministries and agencies;
- representatives of the Local Authorities DRMS
- representatives of development partners in the region;
- representatives of the current Civil Defence organisation¹²;
- councillors; and
- representatives of the Namibia Red Cross Society in the region.

The RDRMC must be linked to the Regional Development Coordinating Committee (RDCC) in order to prevent duplication and to facilitate the mainstreaming DRR into development planning.

The RDRMC must function in accordance with the responsibilities recorded in Appendix VI to this NDRM Policy.

5.6.4.2 Regional Disaster Risk Management Field Coordinators (RDMFC)

Each region must appoint a Disaster Risk Management Field Coordinator (DRMFC) to coordinate disaster risk management activities at regional and constituency levels.

The RDRMFC shall be at the post level of a Control Officer and shall be responsible to the Chief Regional Officer.

The responsibilities of the RDRMFC are recorded in Appendix VII to this NDRM Policy.

5.6.5 Local Authorities Disaster Risk Management System (LADRMS)

Each local authority must establish and implement a framework for disaster risk management within its area of jurisdiction aimed at ensuring an integrated and uniform approach to disaster risk management. The disaster risk management framework of each local authority must form an integral part of the Regional Disaster Risk Management Plan of the region in which it is located.

The LADRMS must be established in accordance with the NDRM Policy and must operate within the legal framework governing local authorities in Namibia

The LADRMS must be represented on the RDRMC but must still maintain its specialist units (Ambulance and Fire Services) and the provision of emergency services in terms of the existing laws and regulations i.e. The Civil Defence Ordinance of 1978 and the Local Authority Fire Brigade Services Act No 5 of 2006.

¹² Civil Defence must be transformed to embrace the concept of total disaster risk management.

The responsibilities of the LADRMS are recorded in Appendix VIII to this NDRM Policy

5.6.6 Constituency Disaster Risk Management Committee (CDRMC)

The CDRMC is mandated with the coordination, at constituency level, of disaster risk management. The CDRMC must promote an integrated and coordinated system of disaster risk management in its constituency by the sector ministries and other role-players involved in disaster risk management and amongst communities.

The Regional Councillor in his/her capacity as political head must oversee the activities of the CDRMC.

The Regional Councillor must establish a technical subcommittee to the CDRMC to facilitate the integration of disaster risk reduction into the development planning of relevant constituency, settlement and village Development Committees. The technical subcommittee to the CDRMC must be chaired by the Control Officer /Chief Clerk. The Control Officer/Chief Clerk must appoint a team to act as the secretariat to the CDRMC and the technical subcommittee and to maintain a database for disaster risk management at constituency level.

The responsibilities of the CDRMC are recorded in Appendix IX to this NDRM Policy.

5.6.6.1 Composition of the CDRMC

The composition of the CDRMCs must include:

- representatives of government at constituency level such as teachers, nurses, agriculture and other extension staff;
- non-governmental organisations operating in the constituency;
- traditional leaders;
- representatives of faith based organisations in the constituency; and
- local representatives of development partners in the constituency.

5.6.7 Settlement Disaster Risk Management Committee (SDRMC)

A SDRMC must be established in every settlement in a constituency. The SDRMC is mandated with the coordination of disaster risk management in the relevant settlement. The SDRMC is responsible for promoting an integrated and coordinated system of disaster risk management by sector ministries, other role-players and members of the community in the relevant settlement.

The SDRMC must be chaired by an elected member of the community. The chairman of the SDRMC shall appoint a secretariat to maintain a database for disaster risk management at settlement level.

The responsibilities of the SDRMCs are recorded in Appendix X to this NDRM Policy.

5.6.7.1 Composition of the SDRMCs

The composition of the SDRMCs must include:

- representatives of government at settlement level such as teachers, nurses, other health personnel and agriculture extension officers;
- nongovernmental organisations;
- traditional leaders; and
- faith based organisations.

6 FUNDING OF DISASTER RISK MANAGEMENT IN NAMIBIA

Disaster response requires the coordinated actions of a variety of agencies. It is vital that these agencies be provided with the necessary resources including equipment, training and supplies to enable them to execute their primary mandate of reducing risk and saving lives in emergency situations. In addition, the agencies must work together in a coordinated manner to ensure that their combined efforts are directed towards the same end result. Government will maintain its policy of providing critical resources for these agencies and support the disaster risk management structures in sourcing the necessary broad based training initiatives for all key responders. Increasingly, Offices, Ministries and Agencies (OMAs) will be encouraged to regard emergency resources as a single pool available to all OMAs to provide the critical response required for any major occurrence. The OMAs, regional councils and local authorities must financially contribute to preparedness, response, post-disaster recovery and rehabilitation efforts. The OMAs, regional councils and local authorities may however request additional financial assistance for disaster risk management activities from the National Disaster Fund. The granting of such financial assistance will be based on the extent to which the different levels of government have implemented disaster risk reduction efforts. All funding arrangements must conform to the provisions of the State Finance Act, No. 31 of 1991 and any other related regulations.

6.1 The National Disaster Fund

A National Disaster Fund has been established. Funding shall be derived from the following sources:

- monies payable to the National Disaster Fund as appropriated by Parliament in accordance with the annual budget;
- advances made to the National Disaster Fund if in any financial year, the demand exceeds the actual income or estimated liabilities in the fund;
- any other monies to which the fund is lawfully entitled, including gifts and donations from any person or organisation; and
- monies received from partnerships with stakeholders and development partners.

Any advances made to the National Disaster Fund shall be subject to the terms and conditions of the State Finance Act, No. 31 of 1991, Treasury Instructions and other related regulations.

The National Disaster Fund will be managed by the Office of the Prime Minister.

The monies invested in the National Disaster Fund serve as a contingency for the development and promotion of disaster risk management and are to be applied for the following purposes:

- research, capacity building and training programmes to promote and strengthen disaster risk management;

- the acquisition of land, equipment, materials and other assets and the construction of buildings in order to promote the objectives of the NDRM Policy;
- meeting any expenses arising from the establishment and maintenance of the fund;
- the acquisition of relief assistance, disaster recovery and rehabilitation once the prescribed percentage threshold of the budget of the affected regional or local authority in Namibia has been breached; and
- any other purpose, which the Prime Minister considers to be in the interests of and contributes to the promotion of disaster risk management in Namibia.

6.2 Estimates and Expenditure

The Prime Minister must prepare and present to the National Assembly an Annual Statement of Income and Expenditure in respect of the National Disaster Fund reflecting:

- all receipts and accruals to the fund;
- all expenditures including the purpose for which the expenditure was made; and
- the balance of the fund at the close of the relevant financial year.

6.3 Funding for disaster risk management materials

Disaster risk management requires a wide range of tools, equipment and supplies many of which must be held in readiness until required in emergency situations. Government will ensure that there is an adequate stock of material resources available to mount an initial response to any emergency or disaster situation. The OMAs, regional councils and local authorities must also make budgetary allocations for the procurement of emergency equipment and materials.

6.4 Funding for human resources

The Government recognises its responsibility to ensure that all persons engaged in disaster risk management activities have the necessary skills to execute their functions in an effective and timely manner. This means that training in disaster risk management must be multi-agency, multi-sector and multi-level. It will also vary from the institutional to the informal. The DDRM will be supported in its coordinating role to deliver and/or obtain training in disaster risk management not only for its own staff but also for the staff of other agencies, as well as for volunteers from the private sector and community based organisations. The OMAs and local authorities must mobilise their own resources for training their personnel in disaster risk management. The DDRM on the other hand must maintain a national budget for training at the national, regional, constituency, settlement and community levels. The DDRM and OMAs must also mobilise resources for human resource development through partnerships with development partners and the private sector.

6.5 Funding of Post Disaster Recovery and Rehabilitation

When a state of national disaster has been declared, the following principles shall apply:

1. The OMAs, regional councils and local authorities must contribute financially to the response efforts and post disaster recovery and rehabilitation.
2. The cost of repairing or replacing public sector infrastructure should be borne by the Government Ministry and local authority responsible for maintenance of such infrastructure.
3. The Office of the Prime Minister after consultations with the NDRMC may prescribe a percentage of the budget of OMAs, regional councils or local authorities as a threshold for accessing additional funding from the National Disaster Fund for disaster recovery and rehabilitation efforts.

When considering applications for such additional funding the following factors will be taken into account:

- whether any prevention and mitigation measures were taken, and if not the reasons for the absence of such measures;
- whether the disaster could have been avoided or minimised had prevention and mitigation measures been taken;
- the extent of financial assistance available from community, public or other non-governmental support programmes; and
- the magnitude and severity of the disaster, the financial capacity of those affected by the disaster and their accessibility to commercial insurance.

Rehabilitation is not only limited to the repair of infrastructure but also includes the rehabilitation of the environment and of communities and must be funded through:

- sector own funding;
- reprioritisation within the existing capital budget;
- access to the National Disaster Fund; and
- external funding.

The Government of the Republic of Namibia will continue to allocate sufficient funds for disaster risk reduction. The line ministries with the primary responsibility for specific disasters must make provision in their budgets every financial year for disaster risk reduction measures that are relevant to their functional area, which must be done in conjunction with the Office of the Prime Minister, Directorate of Disaster Risk Management.

The Government of the Republic of Namibia will also engage in bilateral agreements with donor agencies for disaster risk reduction. Line Ministries are urged to develop appropriate project proposals to be submitted to potential donor agencies for funding. This can be achieved through mainstreaming disaster risk reduction measures appropriately into multilateral and bilateral development assistance programmes,

including those related to poverty reduction, natural resource management, urban development and adaptation to climate change.

The Government will engage the participation of the private sector and non-governmental organisations in both disaster risk reduction and disaster response initiatives. In so doing it will also emphasise the importance of disaster risk reduction and the benefits that can be derived from participating in disaster risk reduction activities.

All government institutions, Regional Councils and Local Authorities are expected to avail required resources before, during and after disasters.

The NDRM Policy supports the concept of establishing public/private partnerships for the implementation of schemes for sharing risk and expanding insurance cover to increase the funding base for post disaster reconstruction and rehabilitation.

The management of resources for disaster risk management activities shall at all times comply with the State Finance Act, No. 31 of 1991, Treasury Instructions and regulations made from the State Finance Act.

6.6 Disaster Risk Management funding arrangements for Regional Councils and Local Authority

Each Regional Council and Local Authority must provide for disaster risk management in their annual budget. Regional Councils and Local Authorities must set aside a proportion of their budget for disaster risk reduction activities. Such funds should be raised through the creation of a Disaster Risk Management Account and approved fund raising activities.

Regional Councils and Local Authorities may however access the funds from the National Disaster Fund if a disaster or significant event is of such a magnitude that it exceeds the capacity of the Regional Council or Local Authority to manage using own resources.

7 THE CONCEPTUAL FRAMEWORK FOR DISASTER RISK MANAGEMENT IN NAMIBIA

The NDRM Policy of Namibia is grounded on the following internationally accepted core concepts of disaster risk reduction:

7.1 Disaster

A disaster is a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses, which exceed the ability of the affected community, or society to cope using its own resources.

A disaster is a function of the risk process. It results from the combination of hazards, conditions of vulnerability and insufficient capacity or measures to reduce the potential negative consequences of risk.

In Namibia, disasters have had two causes: the degree of exposure of people, infrastructure and economic activities to a physical event or hazard; and the vulnerability of those exposed to the hazard or shock. The potential for a hazard to become a disaster depends on a population's vulnerability and coping capacity.

In the Namibian context, an incident becomes a national disaster when its management goes beyond the capacity of one Office, Ministry, Agency (OMA), region or local authority and requires intervention at a national level requiring the mobilisation of resources at a national or in some cases an international level.

Although major disasters such as earthquakes and massive displacement of people are rare events in Namibia, small yet cumulative regular disasters have significant consequences in the daily lives of those affected. The number of people affected indirectly (for example by rising prices or job losses caused by adverse economic consequences and the loss of livelihoods) is incalculable. These effects are generally underreported and cumulative losses are therefore not reflected but probably have large tolls of economic, health and other losses.

Though often caused by nature, disasters can have human origins and are often triggered by hazards. The combination of hazards, vulnerability and the inability to reduce the potential negative consequences of risk results in disaster.

7.2 Disaster Risk Management

Disaster Risk Management (DRM) refers to integrated multi-sectoral and multidisciplinary administrative, organisational and operational planning processes and capacities aimed at lessening the impacts of natural and human induced hazards and related environmental, biological and technological disasters.

Disaster risk management aims to increase the likelihood that a household, community, city or any area will be able to anticipate, resist or recover from the

losses resulting from a hazard or other threat, without external assistance. It can also be described as the process of identifying, measuring and assessing risks posed by various hazards and then developing the strategies to manage the risk of hazards becoming disasters.

Disaster risk management and disaster risk reduction are about looking beyond hazards alone to considering prevailing conditions of vulnerability. Disaster risk management seeks to address the root causes of disasters, reducing the exposure and vulnerability of people and economic assets in order to reduce losses. Cost effective disaster risk management requires being able to identify where hazards are most likely to strike, who or what will be exposed, and what vulnerabilities will lead to those assets being damaged or destroyed. Disaster risk management, therefore, depends not on identifying the consequences of disasters, but rather the causes. These causes need to be made visible and real so that the risks can be perceived, understood and reduced.

7.3 Hazard

A hazard is a potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation (U.N. ISDR 2002, 24).

A wide range of geophysical, meteorological, hydrological, environmental, technological, biological and even socio-political hazards, alone or in complex interaction, can threaten lives and sustainable development. Hazards can be either of natural origin or human induced.

Hazards can be single, sequential or combined in their origin and effects. For example tropical storms can result in floods and in landslides and forest fires can cause environmental damage. Each hazard is characterised by its location, its intensity (the extent of its impact in terms of the area affected or number of people affected, the frequency with which the same hazard occurs and the probability or likelihood of it occurring).

There is a need for greater awareness of the characteristics of hazards, their dynamics and the varying potential impacts of hazards especially in relation to ever changing environments. Hazard mapping is thus critical to inform the NDRMS in planning and implementing DRM activities.

7.4 Vulnerability

Vulnerability refers to a set of conditions and processes rooted in conditions of physical, social, economic and environmental factors which increase the susceptibility of an individual or community to the impact of hazards.

The level of vulnerability of an individual or group depends on levels of access to services and alternative coping options for example before, during and after a

drought, wild fire or flooding. In a country like Namibia where sections of the population suffer from chronic levels of poverty, or where poverty is compounded by other factors like HIV/AIDS, vulnerability to hazards is much higher, exacerbating disaster risk.

*Governed by human activity, **vulnerability** cannot be isolated from ongoing development efforts and therefore plays a critical role in all the aspects of sustainable development. An understanding of vulnerability is therefore essential in DRM programming which requires the implementation of integrated national vulnerability assessments by such bodies as the Namibia Vulnerability Assessment Committee.*

7.5 Capacity

Capacity in the context of disaster risk is a combination of all the strengths and resources available within a community, society or organisation that can reduce the level of risk, or the effects of a disaster.

Where communities are less vulnerable and have adequate capacity, the risk of disasters is reduced and such communities are able to reduce the impact of disasters and are able to recover quickly from the impact of disasters.

Capacity may include physical, institutional, social or economic means as well as skilled personnel or collective attributes such as leadership and management.

Capacity thus includes functional integrated disaster risk management systems with the ability and skills to conduct risk assessments, to maintain functional early warning systems, updated contingency, emergency preparedness and response plans and to access resources that can be quickly mobilised. A capacitated disaster risk management system requires an enabling environment for disaster risk reduction guided by national policies and legislation.

7.6 Resilience

Resilience refers to the capacity of a system, community, or society that is potentially exposed to hazards, to adapt by resisting or changing so as to reach and maintain an acceptable level of functioning and structure.

Resilience is determined by the extent to which the social system is capable of organizing itself to increase its capacity for learning from past disasters so as to protect itself better in future and to improve its risk reduction measures.

Risk

The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazards and vulnerable conditions

Conventionally risk is expressed by the relation Risk = Hazards x Vulnerability/Capacity.

Beyond expressing a possibility of physical harm, it is crucial to recognize that risks are inherent or can be created or exist within social systems. It is important to consider the social contexts in which risks occur and that people therefore do not necessarily share the same perceptions of risk and their underlying causes.

8 KEY PERFORMANCE AREAS TO GUIDE THE IMPLEMENTATION OF THE NATIONAL DISASTER RISK MANAGEMENT POLICY IN NAMIBIA.

Five Key Performance Areas (KPA) have been identified which are derived from the objectives¹³ of NDRM Policy. The five KPAs expand on the policy objectives to provide the parameters within which the implementation of total disaster risk management as envisaged by the NDRM Policy, must take place in Namibia.

Central to the five KPAs are the following broad policy strategies:

- The integration of disaster risk reduction into sustainable development policies and planning at all levels.
- The strengthening of disaster risk management structures, mechanisms and capacities to build resilience to hazards at national, regional, local authority, constituency and community levels.
- The systematic incorporation of risk reduction approaches into the implementation of emergency preparedness, response and recovery programmes.
- Building multi-stakeholder partnerships at all levels to contribute to the implementation of total disaster risk management.

Each KPA is divided up into a number of key imperatives that are integral to achieving the objective of the applicable KPA. Clear parameters are provided for completing the requirements for each imperative and, in the absence of legislation, specific responsibilities are assigned to relevant individuals and OMAs in the three levels of government for the implementation of the requirements. Where applicable, time intervals are provided to specify when or how frequently the task must be executed.

Each KPA is supported by a set of Key Performance Indicators (KPIs) which serve as the instruments against which the application of the NDRM Policy will be monitored and progress with the implementation of total disaster risk management will be evaluated.

The five KPAs are as follows:

- **Key Performance Area 1:**

¹³ The five policy objectives were adopted from the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters.

Establishing sound, integrated and functional legal and institutional capacity for total disaster risk management in Namibia.

- **Key Performance Area 2:**

Improving risk identification, assessment and monitoring mechanisms in Namibia.

- **Key Performance Area 3:**

Reducing the underlying risk and vulnerability factors by improving disaster risk management applications at all levels.

- **Key Performance Area 4:**

Strengthening disaster preparedness for effective response and recovery practices at all levels.

- **Key Performance Area 5:**

Enhancing information and knowledge management for disaster risk management.

8.1 Key Performance Area 1: Establishing sound, integrated and functional legal and institutional capacity for total disaster risk management in Namibia

KPA 1 concentrates on three imperatives which must be implemented to create an enabling institutional environment to ensure that disaster risk reduction remains a priority in Namibia. These three imperatives provide the parameters for establishing a legal framework and functional institutional mechanisms to sustain political commitment and to facilitate the strengthening and transformation of the established Disaster Risk Management System in order to enable the effective application of the concept of total disaster risk management.

The three imperatives which must be applied to achieve the objective of KPA 1 are:

1. Identify and establish mechanisms to ensure that political commitment to the application of total disaster risk management is enhanced and maintained.
2. Develop and promulgate a Disaster Risk Management Act for Namibia.
3. Strengthen and transform the existing National Disaster Risk Management System to enable it to implement total disaster risk management.

8.1.1 *Imperative 1: Identify and establish mechanisms to ensure that political commitment to the application of total disaster risk management is enhanced and maintained*

Political commitment is fundamental to ensuring that disaster risk reduction remains a priority in Namibia.

The Office of the Prime Minister must:

- Identify and establish intergovernmental mechanisms to enhance and sustain political commitment.
- Promote disaster risk management as a multi-sector responsibility.
- Advocate for the recognition of disaster risks reduction as part and parcel of sustainable development.
- Harmonize and link such fields as environmental management, poverty reduction, social risk management (SRM)¹⁴ and climate change with disaster risk management practices.
- Disseminate good disaster risk management practices and results that provide evidence to encourage more commitment to disaster risk reduction.
- Put the concerns of vulnerable people at the centre of development policy and practice at all levels.

8.1.2 *Imperative 2: Develop and promulgate a Disaster Risk Management Act for Namibia*

The development, adoption and implementation of a National Disaster Risk Management Policy for Namibia is evidence of political commitment to the transformed approach to total Disaster Risk Management in Namibia and serves as a precursor for the development and promulgation of legislation that promotes the integration of disaster risk reduction into sustainable development.

The OPM must facilitate the development and promulgation of a Disaster Risk Management Act that will provide the legal framework for the management of disaster risk and will ensure sustained political commitment to making disaster risk reduction a priority in Namibia. The Disaster Risk Management Act must:

- provide for the establishment of an intergovernmental structure that serves as the political forum in which the relevant Cabinet Ministers, their regional counterparts and organised local government can deliberate on disaster risk management matters, coordinate disaster risk management amongst the levels of government and make recommendations to Cabinet on disaster risk management policy;
- focus on disaster risk reduction as a national priority;
- make provision for the establishment of mechanisms to ensure that all development planning is risk reduction based;
- establish clear lines of authority and must assign statutory responsibilities to disaster risk management stakeholders for integrating risk reduction into sustainable development;

¹⁴ Social risk management aims at providing instruments (safety nets - unemployment or old age insurance, disability benefits, direct cash assistance or public works programs) that allow the vulnerable people to minimize the impact of exposure to risk and change their behavior in a way that helps them exit poverty and lower vulnerability (Holzmann, 2000 and 2001).

- make provision for multi-stakeholder engagement which includes the participation of communities;
- make provision for the establishment of mechanisms for the dissemination of early warnings and promote public awareness of known risks; and
- provide for rapid and effective response to significant events and disasters; and must facilitate rapid decision-making.

8.1.3 Imperative 3: Strengthen and transform the existing National Disaster Risk Management System to enable it to implement total disaster risk management

Giving effect to the concept of total disaster risk management requires the strengthening and transformation of the existing NDRMS to provide mechanisms for the integration of disaster risk reduction horizontally into the routine functions of the relevant sectors and their substructures (disciplines) at each of the three levels of government in Namibia. Secondly, it requires the development and establishment of mechanisms to ensure that the efforts at national, regional and constituency levels are integrated with each other.

The DDRM under the direction of the Office of the Prime Minister is responsible for the coordination of disaster risk management in Namibia. The OPM must establish and maintain mechanisms to strengthen the functioning of existing institutional structures and to facilitate the establishment and functioning of additional integrating mechanisms. These mechanisms must include:

- broadening the scope of the NDRMC's role and responsibilities to serve as the multi-sector national platform for disaster risk management in Namibia and to provide for the application of the concept of total disaster risk management;
- broadening the scope of the RDRMC's role and responsibilities to serve as the multi-sector platform for disaster risk management in the relevant region and to provide for the application of the concept of total disaster risk management;
- broadening the scope of the CDRMC's role and responsibilities to serve as the multi-sector platform for disaster risk management in the relevant constituency and to provide for the application of the concept of total disaster risk management;
- establishing functional multi-stakeholder planning teams to enable integrated disaster risk management planning amongst the relevant sectors and their substructures within each level of government. The respective multi-stakeholder planning teams must operate under the auspices of the National, Regional and Constituency DRMCs and must be tasked with the responsibility for the development of holistic disaster risk management plans that are aimed at reducing specific risks identified in the findings of robust and reliable disaster risk assessments;
- identifying and assigning responsibility to the relevant Office, Ministry or Agency to serve as the lead agency for the development and implementation of disaster risk management plans for the specific identified priority risk/s for the relevant level;
- identifying and assigning responsibility to relevant stakeholders from other Offices, Ministries, Agencies and communities to serve as support agencies in

the planning teams established for the development and implementation of disaster risk management plans for the specific identified priority risk/s for the relevant level;

- appointing the focal points from the lead Offices, Ministries and Agencies to serve as project managers and facilitate the work of the relevant multi-stakeholder planning teams for the specific identified priority risk/s for the relevant level;
- establishing mechanisms to enable coordination and integration of disaster risk management planning and implementation between the different levels of government. This applies particularly for the purposes of mutual assistance and for managing cross-boundary threats. One way of achieving this is to make provision for regional and the ALAN¹⁵ and ARC¹⁶ representation on the NDRMC;
- assigning responsibility to national focal points for disaster risk management to facilitate the review of policies, legislation and frameworks relevant to their sector and where necessary to reconcile such legislation, policies and frameworks to make provision for the integration of total disaster risk management into development planning and implementation;
- assigning responsibility to Regional Councils to appoint a Regional Disaster Risk Management Field Coordinator (RDRMFC);
- ensuring that Regional Councils assign specific responsibilities to RDRMFCs that will improve coordination and strengthen institutional capacity to enable fully functional disaster risk management operations at the regional and constituency level;
- developing and implementing a system to monitor progress of the implementation of total disaster risk management which includes the requirement for the preparation of six monthly national, regional and constituency disaster risk management progress reports in accordance with a standard national format for submission to the DDRM;
- establishing mechanisms to facilitate cooperation with neighbouring states which includes planning for prevailing cross boundary risks that pose a threat to Namibia and for the purposes of mutual assistance in terms of disaster response and recovery;
- establishing mechanisms that will enable disaster risk management stakeholders in Namibia to participate in disaster risk management activities in the southern African region and internationally in order to learn from and contribute to global experience in disaster risk management. Mechanisms must include procedures for engaging expertise and accessing resources available from international organisations; and establishing links and networks with counterparts performing similar functions in other countries;
- facilitating the development of a National Action Plan for Capacity Development in Disaster Risk Management to serve as a road map for implementing the KPAs to achieve the objectives of the NDRM Policy in Namibia. The National Action Plan (NAP) must be developed with the full participation of all disaster risk management stakeholders including the relevant government ministries, offices and agencies; NGOs; UN Agencies; the private sector; and regional and constituency representatives;

¹⁵ Association of Local Authorities in Namibia

¹⁶ Association of Regional Councils

- assigning responsibility to all RDRMCs to develop annual work plans for capacity development in disaster risk management that are applicable to their area of jurisdiction but are consistent in approach and format with the NAP. The Regional and Constituency Action Plans for Capacity Development in Disaster Risk Management must be developed in consultation with the DDRM, which will provide technical support and advice. The Regional and Constituency Action Plans and budgets will be funded as part of the decentralised budget for Regional and Constituencies' Operations; and
- based on the regional and constituencies plans, and the NAP the DDRM must develop a national annual work plan. The development of the annual work plan must be undertaken with the full participation of all relevant DRM stakeholders. The annual national DRM work plan must be developed in consultation with the regions and constituencies. A business case for the national annual DRM work plan must be presented to the Ministry of Finance as part of the overall Ministries and OPM budget submission.

8.1.4 Key Performance Indicators for KPA1:

- There is sustained political commitment to the application of total disaster risk management in Namibia.
- A Disaster Risk Management Act that provides a legal framework for Disaster Risk Management in Namibia has been developed, promulgated and implemented.
- The existing NDRMS is transformed and is implementing total disaster risk management in accordance with relevant disaster risk management policy and legislation in Namibia.
- Institutional arrangements at regional and local levels have been strengthened to facilitate the application of relevant disaster risk management policy and legislation in Namibia.
- Legislation, policies and frameworks governing functional areas relevant to disaster risk management incorporate the concept of total disaster risk management.
- There is multi-stakeholder participation in disaster risk management planning and implementation at all levels of government in Namibia.
- Progress with the implementation of total disaster risk management at all levels is monitored and is evidenced in progress reports submitted to the DDRM.
- Namibia participates in disaster risk management activities in the SADC region and internationally.
- All relevant sectors have appointed focal persons to facilitate the work of the relevant multi-stakeholder planning teams for the specific identified priority risk/s for the relevant level.

8.2 Key Performance Area 2: Improving disaster risk identification, assessment and monitoring mechanisms

The Government recognises that making disaster risk reduction a priority in Namibia through the implementation of the concept of total disaster risk management is entirely dependent on robust and reliable disaster risk assessment information. This

means that disaster risk identification and assessment must be the first step in the development and implementation of successful disaster risk management policy and planning in Namibia. The dynamics of disaster risk are such that a significantly improved capacity is required to track, monitor and disseminate information on phenomena and activities that trigger disaster events.

KPA 2 focuses on four imperatives, which must be implemented to provide mechanisms that will improve disaster risk identification, assessment and monitoring and will facilitate the effective dissemination of early warnings to communities and areas at risk in Namibia.

The four imperatives which must be applied to achieve the objective of KPA 2 are:

1. Establish mechanisms for conducting comprehensive multi-hazard disaster risk assessments to serve as an interface for all disaster risk management planning in Namibia.
2. Establish mechanisms to engage the participation of all stakeholders in disaster risk assessment processes.
3. Establish mechanisms for tracking, monitoring, updating and archiving disaster risk information.
4. Establish mechanisms for quality assurance.

8.2.1 Imperative 1: Establish mechanisms for conducting comprehensive multi-hazard disaster risk assessments in Namibia to serve as an interface for disaster risk management planning

Comprehensive disaster risk assessments that are robust and reliable are prerequisites to ensuring that all disaster risk management planning undertaken in Namibia is risk-based.

The DDRM under the direction of the Office of the Prime Minister is responsible for the coordination of disaster risk management in Namibia. Accordingly, the DDRM is responsible for facilitating the development of national standards and guidelines for conducting comprehensive disaster risk assessments that determine the nature and extent of the risk to which Namibia could be exposed. This is done by analysing the potential hazards and risks and then evaluating the prevailing conditions of vulnerability that could pose a potential threat or harm to the people, property, livelihoods and the environment on which the Namibian people depend.

The information obtained from disaster risk assessments must be progressively integrated into all disaster risk management planning¹⁷. This means that systematic disaster risk assessments must be conducted prior to the implementation of any projects and programmes aimed at reducing risk.

Disaster risk assessment involves four distinct stages whereby the results of each stage leads to more comprehensive and more technical assessments. Interpreting the findings of these more comprehensive assessments usually requires specialised

¹⁷ Note: The concept of total disaster risk management incorporates all types of planning that is aimed at reducing risk and building resilience such as developmental planning, environmental management planning, poverty reduction planning, all hazard contingency planning, response and recovery planning etc.

technical expertise. The staged approach provides the mechanism for interfacing the findings of each stage of the disaster risk assessment with the various components of the total disaster risk management planning package as follows:

- response and recovery plans for hazards that have been identified as priorities because of the potential impact they could have in Namibia in the local, regional and national context;
- specific vulnerability reduction plans and programmes that address identified social, economic, physical and environmental factors that cause people, property, livelihoods and the environment to be at risk; and
- specific structural and non-structural risk reduction plans and programmes designed to address households, communities, areas and developments that have been identified to be at high risk because of their multiple vulnerabilities.

The disaster risk assessment process must start with the systematic collection of data at grass roots level by engaging communities and harnessing indigenous knowledge and historical data, which must be integrated with scientific and contemporary knowledge. Information emanating from local disaster risk assessments must be consolidated to generate regional disaster risk profiles, which in turn must be consolidated to generate a national disaster risk profile for Namibia.

In order to facilitate the consolidation of disaster risk assessment information across sectors, between the levels of government and with that of other countries, the DDRM must ensure that the national standards and guidelines make provision for uniform methodology and methods including:

- applying the four-staged approach for conducting disaster risk assessments used by the ISDR¹⁸;
- the use of the internationally recognised classification as used by the ISDR¹⁹;
- the assessment of vulnerability according to social, economic, physical (built environment), environmental and political factors;
- the identification of a common given geographical area at which disaster risk must be represented;
- the use of known hazard scales such as:
 - The Fujita Tornado Intensity Scale used to describe the intensity of a tornado.
 - The Richter Local Magnitude Scale used to quantify the amount of seismic energy released by an earthquake.
 - The Beaufort Wind Scale – an empirical measure used for describing wind speed.
 - The Palmer Drought (Severity) Index used to measure dryness based on recent precipitation and temperature.
- the use of scientifically sound and robust mathematical formulae for determining levels of risk. For example the development of livelihoods baselines based on the Household Economy Approach to be used to assess the vulnerability of communities to hazard shocks; and

¹⁸ Appendix XIII

¹⁹ Appendix XIV

- the development of integrated hazard maps to identify and record geographical areas and communities at risk.

The DDRM must establish mechanisms to capacitate stakeholders on the use of the guidelines and standard tools for conducting disaster risk assessments.

The DDRM will use the Namibia Vulnerability Assessment Committee (NamVAC) as a mechanism for the funding of disaster risk assessments in Namibia and to complement risk assessments conducted by other actors.

8.2.2 Imperative 2: Establish mechanisms to engage the participation of all stakeholders in disaster risk assessment processes

Disaster risk assessments are complex processes that require a multidisciplinary approach involving teams of specialist experts, research institutions, sector departments and other technical expertise relevant to the type of hazards, vulnerabilities and disaster risks being assessed. The DDRM must therefore establish mechanisms to ensure that all stakeholders including communities are engaged in disaster risk assessment processes.

8.2.3 Imperative 3: Establish mechanisms for tracking, monitoring, updating and archiving disaster risk information

The DDRM must establish mechanisms to ensure that all sectors at national, regional, constituency and local authority level develop and implement clear and documented mechanisms and capacity to track, monitor and update disaster risk information relevant to their functional area; and for making such information available to the DDRM and other relevant stakeholders.

Mechanisms must be identified and implemented for the archiving of disaster risk assessment information and for the development of integrated hazard and risk maps to identify geographical areas and communities at risk through the use of Geographical Information Systems and other relevant software.

8.2.4 Imperative 4: Establish mechanisms for quality assurance

In view of the legal and other implications of producing flawed disaster risk assessments that contain incorrect or unverified risk assessment findings, it is essential to put mechanisms in place to establish standards for conducting disaster risk assessments in Namibia and to exercise quality control. In order to achieve the objective of this imperative the DDRM must, in consultation with the NDRMC, establish a Namibia Vulnerability Assessment Committee (NamVAC) to:

- ensure that assessments are conducted using uniform methodology;
- ensure that all disaster risk management planning and practice is based on scientifically sound risk assessments; and
- provide scientific and technical support and advice to offices, ministries, agencies, Regional Councils, Constituencies, Local Authorities and other relevant stakeholders commissioning disaster risk assessments.

The composition of the NamVAC will consist of specialists drawn from nationally recognised research organisations, specialist ministries, UN agencies, NGOs or the private sector. Consideration must be given to appointing a core group of permanent members who will be supported by ad hoc members that are selected to serve for the duration of the task at hand because of their specific expertise in the relevant field.

The NamVAC must operate under the auspices of the NDRMC in accordance with predetermined terms of reference and must submit reports on its activities to the DDRM and the NDRMC in accordance with specified timeframes.

The DDRM in consultation with the NamVAC must determine the time intervals at which disaster risk assessments in Namibia must be reviewed.

All proposed disaster risk assessments planned by offices, ministries, agencies, Regional Councils, Local Authorities and other relevant stakeholders must be submitted to the NamVAC and NDRMC via the DDRM for technical review and approval before being commissioned.

Reports of all disaster risk assessments conducted by offices, ministries, agencies, Regional Councils, Local Authorities and other relevant stakeholders must be submitted to the DDRM for referral to the NDRMC and the NamVAC for technical validation of findings. This has to be done before any plans, projects, programmes, initiatives, and risk and hazard maps based on the assessment findings are initiated; and to enable the National Information Management and Communication System to be updated.

8.2.5 Key Performance Indicators for KPA 2:

- A Namibian Vulnerability Assessment Committee (NamVAC) has been established and is functioning effectively.
- National standards and guidelines for conducting disaster risk assessments have been developed and applied.
- Stakeholders have been capacitated in the use of the guidelines for conducting disaster risk assessment.
- Comprehensive multi-hazard disaster risk assessments have been undertaken at all levels of government in Namibia.
- Disaster risk assessment reports show evidence of community participation and the incorporation of indigenous and historical knowledge.
- Information emanating from disaster risk assessments has been consolidated to generate local, regional and national disaster risk profiles.
- Systematic disaster risk assessments are conducted prior to the implementation of any programmes and projects aimed at reducing risk.
- Mechanisms have been identified and established for funding disaster risk assessment in Namibia.
- Disaster risk assessment reports show evidence of multi disciplinary stakeholder engagement.

- All relevant sectors at national, regional and constituency level have developed and established systems that are capable of monitoring vulnerability and of tracking hazards, disasters and significant events to provide early warning of changing patterns of risk and of impending threats.
- Disaster risk assessment information has been documented, mapped, and archived in the disaster risk management information management system.
- Disaster risk assessment information is disseminated and is readily available.
- All relevant sectors at national, regional and constituency level have developed and established mechanisms for updating disaster risk assessment information and for systematically integrating such information into disaster risk management planning.
- Disaster risk assessment information has been integrated into the National Information Management and Communication System.

8.3 Key Performance Area 3: Reducing the underlying risk and vulnerability factors by improving disaster risk management applications at all levels

Sector (OMA) development planning and programmes as well as post disaster situations must address disaster risks related to changing social, economic and environmental conditions. These include risks related to the use of unsuitable land and the impact of hazards associated with geological events, weather, water, climate variability and climate change. Reducing vulnerability centres on understanding and addressing underlying processes of impoverishment, including events and processes associated with asset depletion and destitution. A key element is to make livelihoods²⁰ disaster resilient.

Reducing vulnerability also means building resilience through simple but effective innovation such as domestic rainwater harvesting, livestock management and perennial crop cultivation. Reducing vulnerability to disasters and other shocks requires efforts to tackle food insecurity. This means a move away from emergency relief towards budgeted national safety nets that deliver timely, adequate, predictable and guaranteed transfers²¹.

Environmental and natural resource management initiatives must support and promote:

- the sustainable use and management of ecosystems;
- the implementation of integrated environmental and natural resource management mechanisms; and
- the integration of disaster risk reduction associated with existing climate variability and future climate change into strategies for the reduction of disaster risk and adaptation to climate change.

Social and economic development practices must include initiatives to reduce disaster risk that support and promote:

²⁰ A 'livelihood' may be defined as a level of wealth and of stocks and flows of food and cash which provide for physical and social well-being and security against becoming poorer

²¹ Redistribution of income through **social security** scheme providing social protection, or protection against socially recognized conditions, including poverty, old age, disability, unemployment and others.

- food security through water harvesting for crop irrigation;
- the implementation of social safety net mechanisms;
- income generating and livelihoods projects to assist the poor;
- the integration of disaster risk management into national development plans of key sectors and into post disaster recovery and rehabilitation projects. This must include protecting and strengthening critical public facilities, utilities and physical infrastructure through proper design, retrofitting, rebuilding and preventive maintenance in order to render them adequately resilient to hazards;
- diversified income options for populations in high risk areas;
- the development of financial risk sharing mechanisms, particularly insurance and reinsurance against disasters;
- the establishment of public/private sector partnership to better engage the private sector in disaster risk management activities and to support and finance a culture of disaster risk management; and
- land use planning and other technical measures which include:
 - incorporating disaster risk assessments into urban planning;
 - the management of disaster prone human settlements;
 - mainstreaming disaster risk considerations into planning procedures for major infrastructure projects as well as other development programmes (for example, regional/rural development planning and management);
 - the revision of existing or the development of new building codes and standards, and
 - the revision of rehabilitation and reconstruction practices at national and local levels with the aim of making them more applicable in the local context, particularly in informal and marginal human settlements and to reinforcing capacity to implement, monitor and enforce such codes. These processes must involve a consensus-based approach with a view to fostering disaster resilient structures.

Health management initiatives remain crucial to reduce the heightening levels of vulnerability associated with the HIV/AIDS pandemic and must promote and support the effective implementation of the third Medium Term Plan for HIV/AIDS. In line with this, disaster risk management initiatives will promote the integration of HIV/AIDS risk reduction strategies into the education sector and into the developmental planning of other relevant sectors.

The development and implementation of disaster risk management plans that focus on integrating disaster risk reduction into the routine activities of the relevant sectors (OMAs) at all levels of government is the primary mechanism for ensuring that disaster risk reduction remains a priority in Namibia.

All disaster risk management planning undertaken in Namibia must be informed by:

- comprehensive disaster risk assessment information sourced from reports compiled by the Namibia Vulnerability Assessment Committee²²;

²²Vulnerability assessment is a multi-sectoral process that identifies vulnerable groups, the prevalence and degree of any given risk and their causes using agreed baselines, indicators and assessment tools.

- specific multi-sector assessments commissioned for communities, areas and developments identified to be at high risk to disasters;
- specific sector risk assessments and surveys such as annual crop assessments;
- the Namibia Household Income and Expenditure Surveys (NHIES); and
- the National Poverty Assessments.

Disaster risk management planning must take into account some of the primary constraints in relation to assessing climate change including:

- limited capacity and awareness to assess vulnerabilities, including political commitment to integrate climate change risk into national policies and investment plans;
- lack of anticipatory, cost-effective, flexible and adaptable management approaches to the potential impacts of climate risks; and
- exposure and vulnerabilities of certain population group and economic sectors to natural environmental variability and climate risks.

KPA 3 focuses on three imperatives that will improve disaster risk management applications at all levels of government so as to reduce identified underlying risk and vulnerability factors in Namibia.

The three imperatives which must be applied to achieve the objective of KPA 3 are:

1. Develop and disseminate a National Disaster Risk Management Planning Framework and guidelines that will facilitate the development and integration of disaster risk management planning into the development plans and programmes of all sectors in the three levels of government and of other relevant stakeholders.
2. Assign specific responsibilities for disaster risk management planning in Namibia.
3. Develop, implement and maintain an early warning system for Namibia.

8.3.1 *Imperative 1: Develop and disseminate a National Disaster Risk Management Planning Framework and guidelines that will facilitate the development and integration of disaster risk management planning into the development plans and programmes of all sectors in the three levels of government and of other relevant stakeholders*

The DDRM must develop a National Disaster Risk Management Planning Framework (NDRMPF) for Namibia.

The NDRMPF must be developed under the auspices of the NDRMC and in consultation with the relevant disaster risk management stakeholders.

The NDRMPF must guide the development of disaster risk management plans; ensure the application of uniform methodology; and must facilitate the alignment of plans amongst all stakeholders with the aim of achieving integrated, holistic and

coordinated disaster risk management planning in Namibia. The NDRMPF must define the composition and scope of the various components of the NDRMPF at the various levels of government.

The NDRMPF must be disseminated to all stakeholders and the NDRMC must prescribe deadlines for the submission of completed plans.

All disaster risk management plans must be reviewed and revised every three years and after every significant event and disaster.

In order to ensure that disaster risk reduction remains a priority the NDRMPF must provide for the incorporation of the following strategies into disaster risk management planning:

- integrated strategies involving multi-stakeholder participation;
- timely disaster risk reduction actions that contribute to sustainable development by limiting environmental and property damage and the loss of life and livelihood;
- the adequate allocation of resources to regional and local government to ensure that the most vulnerable communities can depend on reliable disaster risk management services. These services should alert such communities to natural and other threats and provide professional disaster risk reduction services and humanitarian support during disaster response and recovery operations;
- the introduction of creative formal and informal initiatives that encourage risk avoidance behaviour on the part of individuals, the private sector and government;
- the introduction of mechanisms to ensure that Namibia's transportation, critical services such as telecommunications, electricity and public sector infrastructure networks are able to withstand expected natural and other threats;
- the introduction of mechanisms for setting and implementing minimum building standards, especially for low-cost housing, to ensure structural soundness that withstands the impact of extreme weather patterns or other adverse conditions; and
- strategies to ensure that the development of marginal and environmental fragile areas is appropriate and properly planned.

8.3.2 *Imperative 2: Assign specific responsibilities for disaster risk management planning in Namibia*

8.3.2.1 *Responsibilities for ensuring integrated disaster risk management planning*

The DDRM through the auspices of the NDRMC must consultatively develop, disseminate and facilitate the implementation of guidelines for mainstreaming disaster risk reduction into development programmes and themes of sectors (OMAs) at all levels of government in Namibia.

In order to ensure the integration and alignment of plans the lead agency that has been assigned the primary responsibility for the development and implementation of disaster risk management plans for the specific identified priority risk/s must:

- engage the participation of all stakeholders assigned with secondary responsibility for the specific identified priority risk/s in the multi-stakeholder planning team established for the purpose;
- facilitate the work of the relevant multi-stakeholder planning team and serve as project manager;
- submit project progress reports to the DDRM and the NDRMC in accordance with predetermined time frames;
- ensure that all disaster risk management plans are based on information obtained from reliable and robust disaster risk assessments surveys and research;
- prepare and submit any recommendations on NDRM Policy for consideration to the NDRMC through the offices of the DDRM; and
- ensure that the sector's disaster risk management plans are integrated into National Disaster Risk Management Plans.

8.3.2.2 The National Disaster Risk Management Plan

Based on the NDRMPF, a National Disaster Risk Management Plan must be developed by the DDRM under the auspices of the NDRMC and must be distributed to all role players. The National Disaster Risk Management Plan is a composite plan which is an integration of all the disaster risk management plans developed for Namibia and therefore incorporates, but does not replace, the disaster risk management plans of the sectors (OMAs).

8.3.2.3 Sector (OMA) Disaster Risk Management Plans

Each OMA at national, regional, constituency and local level must identify priority disaster risks relative to its functional area and must identify the areas, communities and households that are most vulnerable to these risks.

Each OMA must prepare a disaster risk management plan which:

- determines its role and responsibilities in relation to the NDRM Policy and the manner in which the concept and principles of disaster risk reduction are to be applied in its functional area;
- determines its role and responsibilities in respect of emergency response, disaster recovery and rehabilitation;
- establishes its capacity to fulfill its disaster risk management role and responsibilities;
- includes details of its disaster risk management strategies; and
- contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies.

Each OMA must:

- participate in multi-stakeholder planning teams established by the NDRMC in order to co-ordinate and align the development and implementation of its disaster risk management plan with those of other stakeholders and institutional role players for incorporation into the National Disaster Risk Management Plan;
- facilitate the training of personnel in the implementation of its disaster risk management plan; and
- must regularly review and update its disaster risk management plan.

Each OMA must submit a copy of its disaster risk management plan, and of any amendment to the plan, to the Office of the Prime Minister: Directorate Disaster Risk Management.

In assessing an OMA's capacity to adhere to the requirements of the NDRM Policy, such capacity must be supplemented, where necessary, by collateral support and the sharing of resources among OMAs, and by harnessing the capacity of the private sector and non-governmental organisations (NGOs). The parameters of such collateral support and assistance must be clearly defined in Memoranda of Understanding (MOUs) and/or Standing Operational Procedures (SOPs).

8.3.2.4 Regional Disaster Risk Management Plans

Each region must develop and implement a disaster risk management plan for its area of jurisdiction.

Regional Councils must involve all relevant stakeholders including communities in the development of disaster risk management plans by ensuring their representation in the multi-stakeholder planning teams established for this purpose.

The Regional Disaster Risk Management Plan does not duplicate or replace the sector (OMA) disaster risk management plans but is a composite plan, which is an integration of all the disaster risk management plans developed for the region.

A regional disaster risk management plan must:

- anticipate the types of disaster that might occur in the region and their possible effects;
- identify the communities and areas at risk;
- provide for appropriate disaster risk reduction strategies;
- identify and address weaknesses in capacity to deal with possible disasters;
- facilitate maximum emergency preparedness;
- provide budget allocation for disaster risk management; and
- contain contingency plans and emergency procedures in the event of a disaster, that provide for:
 - the allocation of responsibilities to the various stakeholders;
 - coordination in carrying out those responsibilities;
 - prompt disaster response and relief;
 - the procurement of essential goods and the distribution of essential services;

- the establishment of strategic communication links; and
- the dissemination of information.

Each region must submit a copy of its disaster risk management plan, and any amendment to the plan, to the Office of the Prime Minister: Directorate Disaster Risk Management.

Regional disaster risk management plans must be reviewed every three years and after every significant event and disaster.

8.3.2.5 Disaster Risk Management Plans of Sectors, Local Authorities and Settlements in Regions

Each local authority and settlement in a region must prepare a disaster risk management plan. The disaster risk management plan of a local authority and settlement must anticipate the types of disaster that might occur in the local authority's area of jurisdiction and must identify communities and areas at risk to those disasters

The disaster risk management plan of a local authority or settlement must:

- determine its role and responsibilities in relation to the NDRM Policy and the manner in which the concept and principles of disaster risk reduction are to be applied in its functional or jurisdictional area;
- determine its role and responsibilities in respect of emergency response and disaster recovery and rehabilitation;
- include details of its disaster risk reduction strategies;
- establish its capacity to fulfill its disaster risk management role and responsibilities;
- facilitate maximum emergency preparedness;
- include contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies, providing for:
 - the allocation of responsibilities to the various stakeholders and coordination in the carrying out of those responsibilities;
 - prompt disaster response and relief;
 - the procurement of essential goods and the distribution of essential services;
 - the establishment of strategic communication links; and
 - the dissemination of information.

Each local authority and settlement must:

- participate in multi-stakeholder planning teams established by the RDRMC in order to co-ordinate and align the development and implementation of its disaster risk management plan with those of other stakeholders and institutional role players for incorporation into the regional disaster risk management plan;
- facilitate the training of personnel in the implementation of its disaster risk management plan; and

- must regularly review and update its disaster risk management plan.

In assessing its capacity to adhere to the requirements of the NDRM Policy, such capacity must be supplemented, where necessary, by collateral support and the sharing of resources among OMAs in the municipalities and settlements and by harnessing the capacity of the private sector and non-governmental organisations (NGOs). The parameters of such collateral and assistance must be clearly defined in Memoranda of Understanding (MOUs) and/or Standing Operational Procedures (SOPs).

Each local authority and settlement in the region must submit a copy of its disaster risk management plan and any amendments to the plan to the Regional Governor and the Chief Regional Officer.

Local authority and settlement disaster risk management plans must be reviewed every three years and after every significant event and disaster.

8.3.3 Imperative 3: Develop, implement and maintain an early warning system for Namibia

An early warning system (EWS) is critical for an effective disaster risk management system. The Government must ensure that local capacity exists to maintain and where necessary, upgrade the EWS to keep pace with technological progress. Early warning is the timely and effective collection and dissemination of information, through identified institutions, that allows individuals, households, areas and communities exposed to a hazard to take action to avoid or reduce the risk and prepare for effective response.

The EWS must have the capabilities to enable:

- the interpretation of disaster risk information;
- hazard and risk mapping;
- tracking, monitoring and forecasting impending events;
- processing and disseminating understandable warnings to political authorities and the population; and
- taking appropriate and timely actions in response to warnings.

The EWS will rely on key technical expert and organisations responsible for scientific data collection and knowledge. Such organisations include:

- the Meteorological Services;
- the Hydrology Department;
- the Namibia Early Warning and Food Information Unit;
- the Rapid Fire Warning System; as well as
- electronic sources such as those provided by United Nations Operational Satellite Applications (UNOSAT) and other international and regional information sources among others.

The EWS requires clear and reliable information and communication, which in turn will rely greatly on local community participation. The EWS must be people centered and systems must be developed that provide warnings that are timely and

understandable to those at risk. The EWS must include guidance for threatened areas, communities and households on the importance of heeding warnings and on how to act upon warnings in order to avoid risk. The EWS must support effective operations by disaster managers and other decision makers.

At national level, the Government through the DDRM must establish mechanisms to ensure that early warning information is delivered to the public without delay when any situation threatens to place people, infrastructure or the environment at risk.

At regional level, early warning information from the sectors, institutions, constituency, settlements and villages must be communicated to the communities at risk through the Regional Governor and the Chief Regional Officer.

Institutional capacities must be established to ensure that EWS are well integrated into governmental policy, decision-making processes and into emergency management systems at both the national and the local levels, and that they are subjected to regular system testing and performance assessments.

8.3.4 Key Performance indicators for KPA 3

Guidelines have been consultatively developed, disseminated and implemented for mainstreaming disaster risk management into development programmes and themes of sectors (OMAs) at all levels of government.

Specific responsibilities have been assigned for the development of disaster risk management plans at all levels of government.

- Disaster risk management plans at national, regional, local authority and settlement levels have been developed and implemented in accordance with prevailing disaster risks profiles.
- There is evidence in reports to the NDRMC and RDRMCs of the progressive application of disaster risk reduction techniques and measures by national and regional OMAs, local authorities, and constituency based organisations/bodies.
- Disaster risk management plans are integrated into the development plans and programmes of the relevant sectors
- There is evidence of the engagement with private sector partners in disaster risk management initiatives and in multi-stakeholder planning teams established by the NDRMC and RDRMCs;
- Disaster risk management plans are reviewed and revised every three years and after every significant event and disaster.
- An EWS has been developed and implemented in Namibia and mechanisms have been established to ensure that the EWS is maintained and current.

8.4 Key Performance Area 4: Strengthen disaster preparedness for effective emergency response and recovery practices at all levels

Disaster impacts and losses can be reduced if all stakeholders including communities and individuals in hazard prone areas are well prepared, ready to act and are equipped with knowledge and capacities for effective disaster response. Post disaster recovery activities must be implemented parallel to the early stages of response. There must be no line separating preparedness, response, early and long-term recovery from development activities.

KPA 4 focuses on five imperatives which must be implemented to provide mechanisms that will strengthen disaster preparedness for effective emergency response and recovery practices at all levels in Namibia.

The five imperatives which must be applied to effectively achieve the objective of KPA 4, are:

1. Establish mechanisms to strengthen disaster preparedness practices in Namibia.
2. Establish mechanisms to ensure rapid and effective response to significant events and disasters.
3. Establish mechanisms for the management of disaster relief and recovery operations.
4. Establish mechanisms for the engagement of volunteers in support of disaster response effort.
5. Establish mechanisms for real time information management when a state of national disaster has been declared

8.4.1 *Imperative 1: Establish mechanism to strengthen disaster preparedness practices in Namibia*

Proficiency in any skill is polished and enhanced by practice. All emergency response agencies must therefore continue to sharpen the skills of their staff through participation in regular drills and exercises. There must be at least one major full-scale emergency response exercise per year supported by tabletop exercises and drills, aimed at strengthening and maintaining the level of emergency response skills.

The DDRM under the auspices of the NDRMC must establish mechanisms at all levels to:

- promote and support dialogue, the exchange of information and coordination amongst primary and secondary stakeholders that have responsibilities for disaster response and recovery which is aimed at fostering a holistic approach to preparedness;
- strengthen and where necessary, develop coordinated approaches, create or upgrade policies, operational mechanisms, plans and communication systems to prepare for and ensure rapid and effective disaster response;
- ensure a uniform approach to the dissemination of early warnings;
- promote regular disaster preparedness exercises and simulations including evacuation drills with a view to ensuring rapid and effective disaster response and access to emergency services as required, for local needs;
- promote the establishment of emergency funds, to support appropriate preparedness, response and recovery measures;

- develop specific measures to engage the active participation and ownership of relevant stakeholders, including communities, in disaster risk management and in particular to build a spirit of volunteerism; to engage the involvement of volunteers; and to clearly set out the mechanisms for the deployment of volunteers.

8.4.1.1 *Community Based Disaster Risk Management Committees (CBDRMCs)*

The CDRMCs must be established at local level. The CDRMCs must provide leadership, ensure community ownership of and participation in, disaster risk management and awareness programmes and facilitate preparedness at local level. The Constituency Disaster risk management Committee must facilitate the establishment of CBDMCs and provide the necessary training and where possible equipment to support their roles. The committees will provide the initial response to disaster and shall work closely with the Field Command Team throughout the period of the disaster.

As part of an advocacy for more responsive and effective governance, national and state level governments must consider integrating CBDMCs in their policy and implementing procedures.

8.4.2 *Imperative 2: Establish mechanisms to ensure rapid and effective response to significant events and disasters*

Disaster response measures are those taken to save lives, protect property, restoring essential life support and community systems and providing a foundation for subsequent recovery activities. The success of disaster response depends on good preparedness. Major field operations for disaster response and recovery include:

- search and rescue;
- treatment and care of those affected;
- evacuation;
- provision of shelter and clothing;
- provision of food, cooking utensils, power or alternative energy sources;
- provision of water and sanitation;
- health services;
- security;
- repair of roads and clearing access for vehicles, aircrafts or boats and trains; and,
- public information.

The Office of the Prime Minister in liaison with the NDRMC must ensure the development of regulations and directives and standing operation procedures to standardise and regulate the practice and management of response and recovery operations at regional, constituency and settlement levels.

8.4.2.1 *The declaration of a state of national disaster*

With the exception of a security-related event, the responsibility for strategic co-ordination in responding to a national disaster or significant event, which occurs or is threatening to occur, rests with the NDRMC. The NDRMC must liaise with the DDRM, the RDRMC and other relevant stakeholders to assess the magnitude of a significant event or disaster or threat thereof and make recommendations to the Cabinet on whether to declare an event a state of national disaster. The NDRMC acting on the information from the assessment of an event warranting the declaration of a state of national disaster, must recommend to Cabinet accordingly. Cabinet will in turn advise the President of the Republic of Namibia. In terms of Article 26(1) of the Namibian Constitution, the President of the Republic of Namibia shall declare a state of national disaster. The declaration of the state of national disaster must specify the population and the areas that will be covered by state intervention.

The state of national disaster shall remain in force for a period of three months from the date that it is specified in the declaration unless the President of the Republic of Namibia by notice in the Gazette withdraws or extends such declaration before the expiry of three months.

Where a state of national disaster has been declared, the Prime Minister shall communicate such declaration to the first sitting of the National Assembly following the declaration.

8.4.2.1.1 Criteria for Declaration of a State of National Disaster

While a wide range of different events that fall within the definition of a disaster can occur at settlement, constituency and regional levels and therefore can be classified as a disaster, these can only be considered as warranting declaration as a *state of a national disaster* when disaster impact assessments and/or ongoing risk monitoring processes indicate that:

- a disaster event or process affects more than one constituency or region or exceeds the capabilities of a single region to manage it effectively. The classification of state of national disaster includes recurrent high- and medium-magnitude events that occur in most regions and may require national support and/or intervention. These include droughts, floods, forest and veld fires, large informal settlement fires, destructive windstorms, rainstorms and communicable disease outbreaks affecting people or livestock;
- low-frequency/rare high-magnitude disaster risks with potential for severe loss and which require levels of specialist support that are possibly not available within a region. These include, major transport and industrial disasters, nuclear accidents and maritime disasters such as severe oil spills.
- disaster risks that affect neighbouring countries have consequences for Namibia. These include unplanned cross-border movements, spread of emerging infections such as Ebola Fever as well as those events that require humanitarian or other relief assistance.

8.4.2.1.2 Reclassification of disasters occurring at constituency, local and regional level

An event which has been classified and announced as a local or regional disaster or has been declared as a state of national disaster may at any time be reclassified by the President with advice from the Cabinet if the magnitude and severity or potential magnitude and severity of the disaster is greater or lesser than the initial assessment.

8.4.2.1.3 Special powers in the event of a state of national disasters

In the case of where a local or regional disaster warrants the declaration of state of national disaster, the NDRMC after consultations with Cabinet shall:

- make arrangements for the release of any available resources of the national government, including stores, equipment, vehicles and facilities;
- make arrangements for personnel from national level to be made temporarily available for the performance of emergency services;
- implement all or any of the provisions of a disaster risk management plan that is applicable in the circumstances or initiate, order and oversee the implementation of all or any of the provisions of such a plan;
- direct, regulate and oversee the evacuation to temporary shelters of all or part of the population from the disaster-stricken or threatened area if such action is necessary for the preservation of life;
- regulate and oversee traffic to, from and within the disaster-stricken or threatened area;
- regulate and oversee the movement of persons and goods to, from and within the disaster-stricken or threatened area;
- control the occupancy of premises in the disaster-stricken or threatened area;
- make provision for and control the use of temporary emergency housing;
- implement any measures necessary to maintain existing, or to install temporary lines of communication to, from or within the disaster-stricken or threatened area;
- issue and disseminate information required for dealing with the disaster; and
- facilitate post-disaster reconstruction, rehabilitation and recovery.

While a declaration of a state of national disaster is in force, the NDRMC shall have authority to requisition/take possession of land, equipment, materials, structures or other property required for dealing with a disaster. The NDRMC shall also have authority to take all other steps that may be necessary to prevent escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster.

The Office of the Prime Minister as the coordinating office during a state of national disaster, shall exercise the powers to the extent that it is necessary for the purpose of:

- assisting and protecting the public;
- providing relief to the public;
- preventing or combating disruption; or
- dealing with the destructive and other effects of the disaster.

The Office of the Prime Minister in exercising its powers may prescribe regulations, including regulations prescribing penalties for any contravention of the regulations.

8.4.2.1.4 The announcement of a Regional or Local Disaster

The RDRMC in liaison with the DDRM, the LADRMC, the relevant SDRMCs and other stakeholders must assess the magnitude of a significant event or threat thereof and make recommendations to the Regional Governor on whether a regional or local disaster exists or not. The Regional Governor must announce a regional or local disaster in a statement made to the full council.

The announcement of a regional or local disaster shall remain in force for a period of three months from the date that it is specified in the announcement unless the Regional Governor by notice to full council withdraws or extends such announcement before the expiry of three months.

8.4.2.1.5 Criteria for Announcement of a Regional or Local Disaster

An event occurring or threatening to occur can only be classified as a regional or local disaster when an impact assessment and/or ongoing risk monitoring processes indicate that:

- a specific risk affects more than one municipality or constituency or settlement, or exceeds the capabilities of a single municipality, constituency or settlement to manage it effectively;
- the risk results in the same type of event occurring repeatedly and at different times in more than one municipality, constituency or settlement with significant cumulative impacts on lives, property and the natural environment;
- an event or process affects more than one municipality, constituency, settlement or exceeds the capabilities of a single municipality, constituency, settlement to manage it effectively;
- regional or local emergency will include recurrent high- and medium-magnitude events that may require regional support and/or intervention. These include floods, forest and veld fires, large informal settlement fires, destructive windstorms, rainstorms and communicable disease outbreaks affecting people or livestock.

An event classified and announced as a regional or local disaster may at any time be reclassified by the RDRMC if the magnitude and severity or potential magnitude and severity of the disaster is greater or lesser than the initial assessment.

8.4.2.1.6 Special powers in event of Regional or Local Disaster

In the case where an event is classified and announced as a regional or local disaster, the Regional Governor of the region concerned may, after consulting the regional council and line ministries and municipalities:

- make arrangements for the release of any available resources of the Regional Council, government departments, municipalities including stores, equipment, vehicles and facilities;

- make arrangements for personnel of a Regional Council, government departments and municipalities to be made temporarily available for the performance of emergency services;
- implement all or any of the provisions of a regional disaster risk management plan that is applicable in the circumstances or initiate, order or oversee the implementation of all or any of the provisions of such a plan;
- direct, regulate and oversee the evacuation to temporary shelters of all or part of the population from the emergency-stricken or threatened area if such action is necessary for the preservation of life;
- regulate and oversee traffic to, from and within the emergency-stricken or threatened area;
- regulate and oversee the movement of persons and goods to, from and within the emergency-stricken or threatened area;
- control the occupancy of premises in the disaster-stricken or threatened area;
- make provision for and control the use of temporary emergency housing;
- implement any measures necessary to maintain existing or to install temporary lines of communication to, from or within the affected area;
- issue and disseminate information required for dealing with the emergency;
- facilitate post-emergency reconstruction, rehabilitation and recovery.

While an announcement of a regional local disaster remains in force, the Regional Governor shall have authority to requisition/take possession of land, equipment, materials, structures or other property required for dealing with the disaster. The Regional Governor shall also have authority to take all other steps that may be necessary to prevent escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster.

The Regional Governor may exercise the powers to the extent only that this is necessary for the purpose of:

- assisting and protecting the public;
- providing relief to the public;
- preventing or combating disruption; or
- dealing with the destructive and other effects of the disaster .

8.4.2.2 Integrated response

8.4.2.2.1 Establishment of a Joint Operations Team (JOT)

The JOT is an operational body that must be established by the NDRMC during disaster situations. The aim of the JOT is to serve in an administrative capacity and to provide and coordinate logistical support for exercises, deployments, and humanitarian assistance. Its mission is to conduct joint, combined and interagency operations in areas affected by disasters and to provide a rapidly deployable, operational-level command and control capability. By bringing together staff and agencies at the strategic and operational level, the JOT will improve the effectiveness of joint planning, assessment, the allocation of resources for disaster operations, and the command and control of operations. The JOT must coordinate

the distribution of disaster relief, search and rescue and the evacuation of people at risk of disasters. The JOT must report to the NDRMC.

The JOT comprises relevant representatives configured according to the business at hand to provide general support functions for engineering, health services, logistics, land, equipment management, military and police, personnel and financial administration and support.

Command during a state of national disaster shall be undertaken at three broad levels by a Central Command Team, Regional Command Teams and Field Command Teams.

8.4.2.2.2 The Central Command Team

The Central Command Team is composed of the following members:

- The Secretary to Cabinet
- The Permanent Secretaries of the Ministries of:
 - Defence;
 - Safety and Security;
 - the Office of the Prime Minister;
 - Regional and Local Government, Housing and Rural Development; and
- The Directors of:
 - Hydrology;
 - Disease Prevention and Control;
 - Veterinary Services;
 - Roads Engineering;
 - Maritime Affairs;
 - Environmental Affairs;
 - Mines;
- The Chief Executive: Namibia Telecommunication; and,
- any other specialist that the Secretary to Cabinet shall incorporate into the Central Command Team.

The Director Disaster Risk Management must serve as the Secretary of the Central Command Team.

8.4.2.2.3 The Regional Command Team (RCT)

The Regional Governor in consultation with the RDRMC must appoint appropriate senior technical regional officers to be members of the RCT. The appointment of members of the RCT will depend on the nature of the disaster event. The Regional Governor may incorporate any other members or specialists to be members of the RCT. The RCT is responsible for the coordination of the traditional functions of the JOT (search and rescue, shelter, relief distribution, security, health services, counseling, supply of water and sanitation) and the joint information centre.

8.4.2.2.4 Field Command Team (FCT)

The RCT shall establish a temporary FCT locally to provide a central point with responsibility for incident oversight, direction, and assistance to effectively coordinate protection, prevention, preparedness, response, and recovery activities. The field command team combines the traditional functions of the JOT (search and rescue, shelter, relief distribution, security, health services, counseling, supply of water and sanitation), the joint information center, and the disaster field office.

The FCT must consist of representatives from:

- the relevant regional council;
- relevant government departments;
- the Namibia Police;
- the Namibia Defence Force;
- the Namibia Red Cross Society; and,
- any other member that the RCT deems essential.

8.4.2.2.5 Co-ordination of disaster response operations

The OMA (Lead Agency) assigned with the primary responsibility for the development and implementation of disaster risk management plans of a specific known rapid- and slow-onset significant event or disaster is responsible for the coordination and management of the response to the applicable significant event or disaster. For example, flood response and recovery efforts would involve the combined efforts of many stakeholders, but the primary responsibility must be allocated to a specific Government Ministry with the other stakeholders assuming supportive responsibilities. In the case of floods, the Hydrology Division of the Ministry of Agriculture, Water and Forestry will bear primary responsibility. In the case of drought, the Department of Agriculture Extension Services will be the primary agency. Table 2 below specifies the OMAs tasked as lead agencies that are assigned the primary responsibility for the coordination and management of disaster response to significant events and disasters resulting from specific known hazards.

Table 2: Lead OMAs for specific hazards

Disasters/Significant events	Lead Office/Ministry/Agency
Drought	Ministry of Agriculture, Water and Forestry
Floods	Ministry of Agriculture, Water and Forestry
Outbreaks of pest and animal diseases	Ministry of Agriculture, Water and Forestry
Forest and veld fires	Ministry of Agriculture, Water and Forestry
Epidemics and other health hazards	Ministry of Health and Social Services
Refugee crises	Ministry of Home Affairs.
Desertification and environmental degradation	Ministry of Environment and Tourism,
Oil spills at sea	Ministry of Fisheries and Marine Resources
Explosion at sea	Ministry of Works and Transport
Mining accidents	Ministries of Mines and Energy
Chemical and industrial accidents	Ministry of Trade and Industry
Road, and rail disasters	Ministry of Works
Aviation disasters	Transport and Civil Aviation Authority

8.4.2.2.6 National standard disaster response management system

Each agency identified that has disaster response responsibilities must establish Standard Operating procedures (SOPs) for co-coordinating response and recovery operations, and for ensuring government/business continuity. The SOPs must be consistent with the requirements of relevant legislation, regulations, policies and standards.

The SOPS must provide a mechanism to track the escalation of incidents and facilitate the reporting of 'trigger' indicators. Trigger²³ indicators must be clearly identified and must be reported to the Disaster risk management System at various levels (Constituency, Regional, Local Authorities and National levels). Examples of trigger indicators include the routine reporting of all veld and forest fire incidents to the line ministry and to the DDRM when fire danger rating indices are at certain levels; or the reporting of all incidents that require a predetermined level of response.

8.4.3 Imperative 3: Establish mechanisms for the management of disaster relief and recovery operations

Government's intention at all levels is to provide immediate assistance to affected communities and areas in order to minimise the suffering and material losses brought about by significant events and disasters. Government undertakes to provide such assistance through the National Disaster Fund to maintain emergency shelters, provide relief supplies and material assistance to persons directly affected by the event. The provision of relief must be consistent with the relevant regulations and within the administrative frameworks established by the NDRMC.

In this regard, GRN will:

²³ An event, condition or indicator that sparks a disaster and includes early warning trigger e.g. crop and pasture failure in the case of a pending drought.

- ensure that persons rendered homeless by a disaster will be provided with temporary shelter with particular attention being given to low-income groups, the elderly, the handicapped and other vulnerable groups;
- promote the cooperation of and consult with the appropriate public, private and non-governmental entities in ensuring the provision of relief assistance;
- take action to support programmes that will expedite the rehabilitation of those rendered homeless as a result of a disaster;
- make budgetary provision for the maintenance and stocking of emergency shelters;
- maintain emergency shelters in accordance with expert advice;
- enter into memoranda of understanding with the owners or suppliers of critical infrastructure necessary in an emergency; and
- bear the cost of returning any privately owned facilities used in the response and relief effort, to their pre-disaster state.

Government assistance in such circumstance should not be perceived as a replacement for insurance.

Relief assistance will be provided on the basis of need, after thorough needs assessments have been conducted and must be coordinated by the DDRM through the RDMC of the disaster affected regions.

In the event that the resources of an OMA, Regional Council/RDRMC, local authority or the private sector are inadequate, inappropriate or unavailable, the OMA, RDMC or local authority may call upon the NDRMC for assistance. The request must be made after full consultations with all relevant stakeholders at regional level and shall only be made through the Regional Governor. If NDRMC approves the request, Cabinet approval to commit state resources must be sought. Once Cabinet has approved a request, the Secretary to Cabinet being the chairperson of NDRMC must call on members of NDRMC to commit resources to satisfy the regional request.

Acceptance by the NDRMC to provide assistance to the OMA, RDMC/local authority shall be subject to the existence of sectoral, regional, and local authority disaster risk management plans which include relevant contingency plans. Where the OMA, region or local authority has no disaster risk management plan or contingency plans, the resources provided to the OMA, region or local authority shall be regarded as an advance which shall be reimbursed to the state fund or the National Disaster Fund from the budget of the relevant OMA, region or local authority.

Mechanisms for the activation and mobilisation of additional resources for response and recovery measures must be clearly set out in operational or contingency plans, including appropriate budgetary provisions.

8.4.3.1 Special measures for Reproductive Health (RH) / HIV/AIDS and Gender components during relief and recovery operations

It is critical that during disasters the reproductive health needs of women and men are highlighted. Women, especially have special reproductive health needs during disasters. Women and girls may be cut-off from health services and in particular from access to reproductive health services.

The following RH/HIV/AIDS and Gender issues must be taken into consideration especially when communities are displaced and are relocated to camps:

- engaging the involvement of women in camp management and in the organisation, coordination and the distribution of food;
- training of humanitarian workers, security and police officers, defence personnel and humanitarian workers on Gender Based Violence (GBV);
- raising awareness on the different forms of GBV and providing information on how to access care should the need arise;
- ensuring the presence of a protection officer on site (for example training a volunteer to raise awareness on the problem and work with the authorities to identify measures to prevent GBV but also to be at the forefront of assistance to survivors);
- providing psychosocial care to cater for victims of violence as well as to help those affected to cope with the difficulties posed by life in the camp environment; and
- providing RH kits such as hygiene kits, contraceptive kits, male and female condoms, delivery kits for pregnant women and for the birth attendants.

8.4.3.2 Disaster Recovery

Disaster recovery operations are a vital aspect of disaster risk management as the effects of disasters continue long after the immediate threats to life and property have diminished. The goal of the recovery effort is to facilitate the recovery of affected individuals, communities and the social and economic infrastructure as quickly as possible in an effective, efficient and sustainable manner.

The primary strategies for disaster recovery are to:

- identify and prioritise recovery activities;
- promote effective coordinated actions among all agencies;
- promote timely decision making and the implementation of decisions;
- eliminate duplication of effort and a waste of resources;
- provide appropriate accounting and reporting arrangements;
- ensure the dissemination of public information;
- reduce vulnerability to the same hazards in the future; and to
- maintain a culture of accountability in the use of disaster relief funds and materials.

8.4.3.3 Psychosocial support

Post traumatic counseling must form an integral component of the recovery phase which should continue for an extended period of time beyond the initial disaster recovery phase for the medium to long term. Efforts should concentrate on restoring a sense of community and normality. It is often when those affected by disaster come to the full realisation of what they have lost that their needs are greatest, as those most affected have to deal with long-term despair and post-traumatic stress. It is

therefore critical to plan for this phase, ensuring that resources are available to those groups within the population for whom the passing of the event is just the beginning of their recovery. Psychosocial support must be provided by relevant sectors including the Ministry of Health and Social Services, the Ministry of Gender Equality Women and Child Welfare, Faith Based Organisations and any other sector with the necessary expertise.

8.4.3.4 Rehabilitation and reconstruction

In order to ensure a holistic approach to rehabilitation and reconstruction in the aftermath of a significant event or disaster, the OMA tasked with the primary responsibility for a known hazard, must facilitate the establishment of project teams for this purpose. These teams must bear responsibility of conducting in-depth post-disaster assessments in order to identify priority rehabilitation and reconstruction activities.

Checks and balances must be effected to ensure that projects and programmes maintain a developmental focus. Project teams established for this purpose must determine their own terms of reference and key performance indicators and must report on progress to the NDRMC.

All rehabilitation and reconstruction strategies following a disaster shall be implemented in an integrated and developmental manner.

8.4.4 Imperative 4: Establish mechanisms for the engagement of volunteers in support of disaster response efforts

When disasters occur, the initial response comes from those directly affected. Broad community participation in disaster risk management, as well as the enrolment of individuals as volunteers must be actively promoted and encouraged. Mechanisms for the deployment of volunteers must be outlined in operational plans. Regional Councils and Local Authorities must mobilise volunteers to take steps to deal with a disaster situation in an appropriate manner until the RDRMS takes responsibility. Regional, Constituency and Settlement Disaster Risk Management Committees must maintain a register of all volunteers enrolled.

8.4.4.1 Reimbursement and Compensation

The GRN must reimburse and indemnify, to the extent and in such a manner as maybe prescribed, any volunteer or other person employed by government for any reasonable expense or liability incurred by such volunteer or other person as a result of:

- carrying out an order or performing any disaster risk management activity; and
- making available for the purpose of disaster risk management any land or other property.

Any claim for payment of compensation on death or injury to any officer in the Public Service shall apply in relation to a volunteer or other person performing any duty

related to disaster risk management. Such compensation shall be in accordance with the Ministry of Finance Treasury Instructions sections E C 0101, O102 and 0103.

Payment for the use of land and other property shall be based on a reasonable cost agreed on between the GRN and the owner of the land or property.

8.4.4.2 Indemnity

The OPM, RDRMC, SDRMC, Local Authority, an employee or representative of the NDRMS, or any other person performing a function or exercising disaster risk management activities in terms of this NDRM Policy, is not liable for any action taken in good faith in terms of or in furthering the objects of this NDRM Policy.

8.4.5 *Imperative 5: Establish mechanisms for real time information management when a state of national disaster has been declared*

When a state of national disaster has been declared, information management mechanisms must be established to provide adequate internal visibility to the event and to support the sharing of “near real-time” information, reports and other useful tools within the NDRMS. Appropriate tools and technologies such as GIS, maps and images must be identified for the specific disaster and provided to the users. The information mechanisms must be incorporated into the national disaster risk management information system as well as other existing information systems. Where possible the mechanisms must be capable of linking with relevant international information systems and accessing a variety of early warning and information websites for multiple sources for the dissemination of information such as:

- earth observation systems;
- Geographic information systems (GIS);
- Global positioning systems (GPS);
- remote sensing; and
- internet and internet wireless connections.

Institutions that are useful for accessing the above-mentioned facilities include:

- the United Nations Operational Satellite Applications (UNOSAT) website that delivers satellite solutions to relief and development;
- the Ministry of Agriculture, Water and Forestry website that provides information on river water levels;
- the Rapid Fire Warning website of the Directorate of Forestry in the Ministry of Agriculture, Water and Forestry;
- the Namibia Meteorological Services; and
- the South African Department of Water Affairs and Forestry website that provides information on river water levels in the region.

8.4.5.1 Information Requirements in Disaster Situations

Critical information requirements in disaster situations include:

- forecast and early warning information;
- the number of people affected by location age groups and gender;
- the nature and extent of the disaster; and
- immediate needs for food, shelter, water supplies, sanitation and health services.

8.4.5.2 Rapid impact assessments

Disaster information must be gathered using standardised data collection tools that are included in standard operation procedures; as well as through inter-organisational coordination meetings; sentinel surveillance; and secondary data from existing profiles of areas affected by disasters. A multidisciplinary team comprising of technical expertise from the relevant OMAs and development partners must be established to conduct rapid impact assessments within twenty-four (24) hours of receiving reports of an impending or disaster situation. A rapid impact assessment report must be compiled and submitted to the NDRMC within seventy two (72) hours of the event. Every assessment team must be provided with terms of reference (TOR) that include instructions and information related to a specific disaster or situation.

Conducting rapid impact assessments, is only the first structured step in the impact assessment process that will continue over a considerable period of time in order to sufficiently reflect the consequences of the disaster, compile and complete the information initially provided and more realistically describe the needs of the most vulnerable. As time progresses, clearer and more comprehensive data is compiled in the form of a detailed sector impact assessment which informs mid- and longer term response and relevant further programming.

A second assessment or re-assessment might be necessary in cases where insufficient information on the situation is available, or in the case of changing needs or budget constraints. The results of the detailed or second assessment are usually used to inform longer term action plans and for the revision of emergency appeals and more detailed programming.

8.4.5.3 Establishment of a reserve communication system

Good communication is essential for effective response. Since normal communication systems may be adversely affected as a result of the impact of the disaster, a reserve communication system must be established. The reserve communication system must include field communication with support from the Namibia Police, the Namibia Defence Force, the Namibia Telecom or other relevant communication systems that could be used in disaster situations. The communication system must serve as the link between the Central, Regional and Field Command Teams.

8.4.5.4 Disaster information dissemination and channels of communication

The Central Command Team must ensure that information is correctly processed and coordinated. This applies to:

- the acquisition of information;
- impact assessment information;
- decision making; and the
- dissemination of decisions and information.

Disaster information must be disseminated timeously and must be shared widely with policy makers, stakeholders, communities and the media. Information gathered during disaster situations from the Field Command Teams must be channeled to the Regional Command Team and then to the Central Command Team. The information must be verified before dissemination. Only designated individuals may issue press/official statements. The Regional Governor and the Secretary to Cabinet or their appointees should be designated to disseminate information on the disaster situation. Specialist organisation such as the Hydrological division, Epidemiology and Disease Control, Surveyor General's Offices, Central Bureau of Statistics, Early Warning Unit and other relevant/authentic information sources should be consulted where necessary to obtain expert information to prevent errors in reporting.

8.4.5.5 Coordination Meetings

Coordination begins with the initiation of working relations and regular sharing of information with the aim of aligning individual responses and achieving synergy in the response efforts. Information sharing includes both written (minutes from meetings, reports) and verbal (teleconferences, briefings) information. Regular meetings for Field, Regional and Central Command Teams should be held to update members on the response activities as well as to compile reports.

Daily reports must be compiled by the Field Command Team. the Regional Command Team must submit adhoc reports as well as weekly reports to the Central Command Team.

Inter-agency coordination meetings must be convened to ensure a multi-sectoral overview of the situation and of the response operations. The meetings are aimed at ensuring sectoral coordination for an integrated and holistic response. The meetings must be convened by the designated sector that has been assigned the primary responsibility for the coordination of the response to a specific disaster threat.

8.4.5.6 Disaster reviews and reports

Comprehensive reviews must be conducted routinely after all significant events and events classified as disasters. The findings will directly influence the review and updating of disaster risk management plans and will also serve as valuable training aids.

8.4.6 Key Performance Indicators for KPA 4:

- Mechanisms for a uniform approach to the dissemination of effective and appropriate early warnings have been developed and implemented.

- Effective and appropriate early warning strategies have been developed and implemented.
- Early warning information has been communicated to the relevant stakeholders to enable appropriate response.
- Regular disaster preparedness exercises, simulations and drills are held to ensure rapid and effective responses.
- Funding mechanisms have been established to support disaster preparedness measures.
- Specific measures have been established to engage the participation of all stakeholders in disaster preparedness measures.
- Regulations and directives to standardise and regulate the practice and management of response and recovery operations at all have been developed and gazetted or published.
- Mechanisms have been identified and implemented for the classification of disaster and for the declaration of a state of national disaster.
- Mechanisms have been identified and established for the coordination and management of integrated responses to significant events and disasters that occur or threaten to occur.
- A national standard response management system which includes standard operating procedures has been developed; is reviewed and is updated annually; as well as after every significant event and disaster.
- Mechanisms have been identified and implemented for the management of disaster relief and recovery operations.
- Rehabilitation and reconstruction strategies following a significant event or disaster are implemented in an integrated and developmental manner.
- The stakeholders/sectors which bear the primary responsibility for contingency planning and the coordination of known priority hazards have been identified and assigned such responsibility.
- Post disaster teams for early recovery, rehabilitation and reconstruction have been established and operate effectively.
- Mechanisms for the monitoring of rehabilitation and reconstruction projects have been established and regular progress reports are submitted to the National Disaster risk management Committee through the DDRM.
- Mechanisms have been identified and implemented for the engagement of volunteers to support disaster response and recovery operations; and for reimbursement, compensation and indemnity.
- Mechanisms have been established for real time information management when a state of national disaster has been declared and the mechanisms have been incorporated in to the national disaster risk management information management and communication system.

8.5 Key Performance Area 5: Enhance information and knowledge management for disaster risk management

A comprehensive disaster risk management information management system and an integrated communication system are essential components of an effective NDRMS in Namibia.

Disasters can be substantially reduced if people are well informed and motivated towards a culture of disaster prevention and resilience, which in turn requires the collection, compilation and dissemination of relevant knowledge and information on hazards, vulnerabilities and capacities. Information and knowledge management cuts across all five Key Performance Areas.

Integrated disaster risk management requires access to reliable hazard and risk information and an effective emergency communication system that enables the exchange of information between stakeholders.

KPA 5 focuses on four imperatives which must be implemented to provide mechanisms that will enhance information and knowledge management for disaster risk management in Namibia.

The four imperatives which must be applied to effectively achieve the objective of KPA 5 are:

1. Develop and establish a comprehensive disaster risk management information management and exchange system in Namibia.
2. Develop and establish mechanisms to enhance disaster risk management knowledge management in relevant sections of school curricula in Namibia.
3. Develop and establish mechanisms to enhance research in disaster risk management in Namibia.
4. Develop and establish mechanisms to create public awareness on disaster risk management in Namibia.

8.5.1 *Imperative 1: Develop and establish a comprehensive disaster risk management information management and exchange system in Namibia*

The DDRM under the auspices of the NDRMC must design and implement a comprehensive integrated national disaster risk management information management and exchange system. The system must have capabilities that will enable risk to be managed on an ongoing basis and must facilitate timely decision making when significant events and disasters occur or threaten to occur. The system must have the capacity to support the requirements of the NDRMS and in particular must support the requirements of the five KPAs as well as information on funding for disaster risk management and for exercising financial control.

The design of the system must include capabilities for:

- providing understandable information on disaster risk and protection options and on actions to reduce risks and build resilience in high-risk communities and areas;
- promoting the use and application of appropriate information and communication technology (ICT), space-based technologies and related services to support disaster risk reduction for training and information dissemination;
- promoting and improving dialogue and cooperation among scientific communities and practitioners working on disaster risk reduction, and

encouraging partnerships among stakeholders, including those working on the socioeconomic dimensions of disaster risk reduction;

- acquiring, sorting, storing, analysing, disseminating and maintaining an integrated disaster risk management database; and
- communication links with all disaster risk management stakeholders and including two way emergency communication links to communities and areas at risk.

8.5.2 Imperative 2: Develop and establish mechanisms to enhance disaster risk management knowledge management in relevant sections of school curricula Namibia

Promoting a culture of risk avoidance and capacitating disaster risk management stakeholders by integrating disaster risk management knowledge into curricula of education systems and widespread public awareness initiatives are fundamental to mainstreaming disaster risk reduction into development.

The DDRM under the auspices of the NDRMC must develop and establish mechanisms that will enhance disaster risk management knowledge management in Namibia. The mechanisms must serve to:

- promote the integration of disaster risk management knowledge in the school curricula at all levels;
- promote the integration disaster risk management knowledge in the relevant training and learning programmes for stakeholders including development planners, emergency managers and local government officials;
- establish standards, mechanisms for accreditation and registration of disaster risk management training that are compliant with the Education Act;
- facilitate widespread community-based disaster risk management training programmes considering the role of volunteers, as appropriate, to enhance local capacities to mitigate and cope with disasters; and
- ensure equal access to appropriate training and educational opportunities for women and vulnerable constituencies; promote gender and cultural sensitivity training as integral components of education and training for disaster risk reduction.

8.5.3 Imperative 3: Develop and establish mechanisms to enhance research in disaster risk management in Namibia

Government can promote applied research by developing a national research agenda, creating opportunities for dialogue among academics, professionals and the private sector. The NDRMC must encourage and guide research in disaster risk management and avail necessary resources and funds for the research and academic community. The NDRMC must develop and establish mechanisms to enhance research in disaster risk management in Namibia through:

- promoting and strengthening scientific, research and technical capacity in disaster risk reduction;
- strengthening the technical and scientific capacity to develop and apply methodologies, studies and models to assess vulnerabilities to and the impact of geological, weather, water and climate-related hazards, including the improvement of monitoring capacities and assessments; and
- encouraging academic disciplines, private sector and key government actors in the collection, synthesis, dissemination and use of available information.

8.5.4 *Imperative 4: Develop and establish mechanisms to create public awareness on disaster risk management in Namibia*

Public awareness activities foster changes in behaviour towards a culture of risk reduction. This involves public information, dissemination, education, radio and television broadcasts and use of the print media. It also involves the establishment of information centres, networks and community participation initiatives. In order to increase public awareness on disaster risk management, the NDRMS under the auspices of the NDRMC must:-

- promote the engagement of the media to stimulate a culture of disaster resilience and strong community involvement through sustained public education and consultations;
- make disaster risk management information accessible free of charge to all;
- secure continued resources for implementing awareness campaigns;
- establish relationships with media professionals and other commercial and marketing interests for sustained public awareness campaigns; and
- engage respected local officials, religious and community leaders and other interest groups to disseminate information on disaster risk reduction and popular participation in disaster risk reduction activities.

8.5.5 *Key Performance Indicators for KPA 5:*

- A functional comprehensive and integrated national disaster risk management information management and communication system has been designed and implemented in Namibia at national, regional and constituency levels that supports the NDRMS, DRM funding and the five Key Performances Areas for the implementation of the NDRM Policy.
- Functional communication links have been established and are maintained with all disaster risk management stakeholders.
- Two-way emergency communication links have been established with communities and areas at risk.
- The core concepts of disaster risk management have been integrated into school curricula at all levels and in the relevant training and learning programmes of disaster risk management stakeholders.
- Standards and mechanisms for accreditation and registration of disaster risk management training that are compliant with the Education Act have been developed and implemented.
- Disaster risk management research contributes disaster risk reduction and to technology development.

- Widespread community-based disaster risk management training (in accordance with national training standards) is taking place on a continuous basis.
- The media and private sector is engaged in promoting a culture of disaster risk management awareness, disaster resilience and strong community involvement.
- Disaster risk management information is accessible free of charge to all.

9 ROLES AND RESPONSIBILITIES OF OTHER STAKEHOLDERS

The NDRM Policy acknowledges that managing disaster risk is a shared responsibility and that establishing a comprehensive and robust NDRMS requires a multi-disciplinary approach. In this regard, the policy recognises the value of establishing sound working relationships with all disaster risk management stakeholders and development partners in Namibia and internationally. Disaster risk management development partners include the United Nations organisation in general, other relevant international and nongovernmental organisations, donor agencies, the private sector, faith and community based organisations and the Namibia Red Cross Society.

All disaster risk management programmes that are initiated by stakeholders and development partners in Namibia must be guided by the fundamental principles and objectives of this policy.

The Office of the Prime Minister on behalf of the Government of Namibia is responsible for facilitating the coordination and integration of the efforts of the various stakeholders before, during and after significant events and disasters. Stakeholders and development partners must collaborate with DDRM in order to integrate their DRM work plans, programmes and activities with each other by participating in the multi-stakeholder planning teams.

9.1 The role and responsibilities of the United Nations agencies and other development partners

United Nations agencies and other development partners will continue to play a pivotal role in supporting government efforts to strengthen capacities for disaster risk management and to supplement efforts in mobilising resources for disaster risk management in Namibia. These collaborative relationships must be diligently pursued and nurtured at all levels. This applies particularly to the continued assistance given to Namibia by the United Nations agencies in its efforts to achieve sustainable human development through building capacity in the design and implementation of development programmes. This will be achieved by integrating disaster risk reduction into the UN agencies' programs and activities dealing with other development priorities which include poverty reduction, sustainable development, women's empowerment, natural resource management and good governance.²⁴

The NDRM Policy provides mechanisms for the coordination and integration of the contributions of UN agencies and other development partners with those of other disaster risk management stakeholders in Namibia through the NDRMC and similar multi-stakeholder platforms in the regional and local context.

²⁴ Details of specialist UN agencies involved in important elements of disaster risk reduction are recorded in Appendix XI to this NDRM Policy.

9.2 The Namibia Red Cross Society

The Namibia Red Cross Society (NRCS) which serves as an auxiliary to government and operates through the Namibia Red Cross Act, No.16 of 1991 is a critical partner in disaster risk management. As an affiliate of the International Federation of the Red Cross and Red Crescent Movement (IFRC), the NRCS complies with the Code of Conduct for the International Red Cross and Red Crescent Movement; the NGOs in Disaster Relief; and in accordance with the guidelines given in the Sphere standards.

The NRCS is thus instrumental in the provision of humanitarian assistance to communities affected by disasters and further contributes to disaster risk reduction and building community resilience to disasters. The DRM policy recognises the role of the NRCS and facilitates unimpeded access to enable it to deliver humanitarian assistance to those affected by disaster, as well as the vital role it plays in the mobilisation of both internal and external resources for disaster risk management.

The NDRM Policy provides mechanisms for the coordination and integration of the contributions of NRCS with those of other disaster risk management stakeholders in Namibia through the NDRMC and similar multi-stakeholder platforms in the regional and local context.

9.3 International Non Governmental Organisations (INGOs)

Cooperation with other INGOs is crucial to strengthening capacities for disaster risk management in Namibia. It is therefore important to adopt an inter-agency approach by integrating the individual mandates of the INGOs to avoid gaps and duplications. The NDRM Policy recognises the need to coordinate the influx of international aid in the country in times of significant events and disasters in order to effect a fair distribution of capacities and resources, and at the same time to optimise the assistance they have offered for the purposes of disaster risk management.

The NDRM Policy provides mechanisms for the coordination and integration of the contributions of INGOs with those of other disaster risk management stakeholders in Namibia through the NDRMC and similar multi-stakeholder platforms in the regional and local context.

9.4 National Non Governmental Organisations, Faith and Community Based Organisations

The vital role that national NGOs, Faith and Community Based Organisations play in the application of effective disaster risk management activities in the country is acknowledged. The contribution that NGOs, Faith and Community Based Organisations can make at grass roots level particularly in remote areas is most valuable as they are flexible and respond rapidly, effectively and appropriately to urgent needs.

The NDRM Policy provides mechanisms for the coordination and integration of the contributions of national NGOs, Faith and Community Based Organisations with

those of other disaster risk management stakeholders in Namibia through the NDRMC and similar multi-stakeholder platforms in the regional and local context.

9.5 The private sector

The NDRM Policy recognises the vital role that private sector has to play in the application of total disaster risk management in Namibia. Disaster risk management is a shared responsibility and the establishment of public/private sector partnerships is an essential element of making disaster risk reduction a priority in Namibia. The private sector plays a vital role in addressing disaster risk management especially in terms of availing and mobilising resources, providing assistance with technical input, implementing safe work practices, conducting risk and vulnerability assessments and mainstreaming disaster risk reduction into all new development projects. There are many ways in which the private sector can contribute to disaster risk reduction such as improving capacity to ease airport logistics in crises and providing support in field-based emergency telecommunications.

9.6 Training and Research Institutions

Promoting a culture of disaster risk reduction among stakeholders requires capacity building through integrated education, training and public awareness programmes that are informed by scientific research.

Training and research institutions in Namibia have a vital role to play in:

- creating additional applied knowledge and information on disaster risk management and integrating it into current curricula;
- providing all stakeholders and role players with access to disaster risk management and related information; and
- providing an organised value-added advisory service to all stakeholders.

The NDRMS must interact with tertiary institutions in Namibia to identify priorities for collaborative research and development that promotes disaster risk reduction. The NDF makes provision for the funding of disaster risk management research and the NDRMS must promote and support the funding of disaster risk management research and the publication and dissemination of research results. The NDRMS must also give priority to establishing mechanisms for the integration of disaster risk management research into other related developmental research programmes such as those contributing to poverty reduction and environmental management.

9.7 The Media

The media is an important primary source of disaster risk information. It significantly influences how the population and the government views, perceives, and responds to hazards and disasters. For example, the right information helps government and humanitarian organisations to understand better the needs of affected communities and ways to meet those needs.

The role of the media during disasters must be defined and managed through a consultative process involving the media, stakeholders in disaster risk management and especially communities that are routinely affected by disasters or impending disasters. The media must be encouraged to focus on emphasising the underlying causes of disasters and must contribute to inculcating a culture of risk avoidance behavior amongst the people of Namibia. The media can do this by informing the public on the importance of understanding early warnings and reinforcing the need to take heed of early warnings. It is equally important that the media maintains its presence not only during the acute phase of disasters but also during post disaster activities to highlight the aftermath and long-term effects of disasters during the recovery and rehabilitation phases.

Informed publicity about disaster risk management initiatives and achievements will increase public awareness and support particularly in the aftermath of a disaster. The national, regional, constituency, local authority and settlement disaster risk management committees must establish and manage ongoing relations with the relevant national and local media to ensure maximum benefit of media coverage on disaster risk management activities.

10 RELATIONSHIP WITH NATIONAL LEGISLATIONS, POLICIES AND STRATEGIES

The NDRM Policy provides an overall framework for the NDRMS in Namibia. The policy is supported by and complements other national plans, policies and legislations relevant to disaster risk management. In addition the policy provides mechanisms for reconciling all policies and strategies relevant to disaster risk management in Namibia.

In this regard the NDRM Policy aims to:

- integrate disaster risk reduction where relevant into development policies and planning at all levels of government, specifically in the poverty reduction strategies sector as well as in other relevant multi-sector policies and plans;
- adopt or modify where necessary, other relevant legislation to support disaster risk management including regulations and mechanisms that encourage compliance with disaster risk reduction principles and that promote incentives for undertaking disaster risk reduction activities; and to
- recognise the importance and the specificity of local risk patterns and trends and to decentralise responsibilities and resources for disaster risk management accordingly to relevant regional and local authorities.

10.1 Key legislations that complement the NDRM Policy

The following key legislations, policies and strategies are, amongst others, complementary to the NDRM Policy. The review of these legal instruments, strategies and plans must be undertaken as a matter of priority in order where relevant to mainstream disaster risk management into them, if effective implementation of the NDRM Policy is to be ensured.

10.1.1 *The Civil Defence Ordinance, No. 3 of 1979*

The Civil Defence Ordinance, No. 3 of 1979 which was amended in 1981, has a colonial history. Its exclusive purpose is civil protection which includes both the protection of people and property; and the rendering of assistance in a state of emergency or a state of disaster. This Ordinance is applicable to local authorities. The Civil Defence Ordinance in its entirety is no longer valid and must be reviewed and replaced in the context of the global approach to disaster risk management and within principles of democracy and equality espoused by Namibia.

10.1.2 *The Labour Act, No. 11 of 2007*

The Labour Act, No. 11 of 2007 provides for the protection of the health and safety of all employees in Namibia. The Labour Act and supporting regulations complement the NDRM Policy in its effort to create a culture of safety and accountability for the health and safety of all Namibians. In addition the Act regulates the conditions of employment particularly with regard to the payment of overtime as well as compensation in the event of injury or losses in the course of the discharge of duty.

10.1.3 *The Minerals (Prospecting and Mining) Act, No. 33 of 1992*

This Act provides for a mine safety code of conduct which regulates all mining operations in Namibia. The NDRM Policy compliments this Act through the promotion of health safety as well as the protection of the environment by advocating sustainable environmental management. The Act makes provision for environmental rehabilitation and for the safe disposal of hazardous materials and by-products emanating from mining operations.

10.1.4 *The Social Security Act, No. 34 of 1994*

The Social Security Act provides a social safety net²⁵ which includes health benefits for the sick, paid maternity leave for women and death and retirement benefits. The Social Security Act also makes provision for a Development Fund for conducting training as well as for the granting of bursaries, loans and other financial assistance to students at tertiary institutions. Employment schemes for the benefit of socio-economically disadvantaged persons who are unemployed are also provided for in the Act. The focus of this Act on the vulnerable contributes partly to cost sharing and to public safety nets. The aim of the Act being to avoid employees and their families from sliding into destitution due to the loss of income as a result of illness, pregnancy, disability, retirement and loss of life, all of which support the fundamental principles on which the NDRM Policy is based.

10.1.5 *The Public Service Act, No. 13 of 1995*

The Public Service Act provides for the establishment, management and efficiency of the Public Service. It makes provision for the regulation of employment in the Public Service, for conditions of service, disciplinary procedures, retirement and for the discharge of staff members from the Public Service and other incidental matters.

The Act provides guidance on a code of conduct for civil servants in the discharge of their duties and provides for regulations for the appointment and dismissal of staff. The Act has a bearing on the structural organisation of the DDRM and therefore on the NDRM Policy.

10.1.6 *The State Finance Act, No. 31 of 1991*

This Act provides for the regulation of the receipt, custody and banking of State monies and for accountability for the control and disposal of State monies and other assets owned or leased by the State.

Section 19 of the Act states that “No gift shall be accepted without authorisation from the Treasury” This provision is particularly pertinent to NDRM Policy because it has a bearing on the manner in which donations that are received in times of disasters are dealt with. This provision applies equally to donations received from within or from outside the country

²⁵ The **social safety net** is a term used to describe a collection of services provided by the state (such as welfare, unemployment benefit, universal healthcare, homeless shelters, and perhaps various subsidized services such as transit), which prevent any individual from falling into poverty beyond a certain level

Section 9(1)(b) of the State Finance Act authorises the withdrawal of monies from the State Revenue Fund in order to defray expenditure on services of a special nature which are not provided for in the appropriation Act. Section 9(1)(b) of the Act thus has a bearing on access to funds for use in disaster response and recovery operations. In terms of the Act the procurement and disposal of any goods and equipment during disasters is subject to Treasury Instructions.

10.1.7 *The Defence Act, No. 1 of 2002*

Section 29 of the Defence Act No. 1 of 2002 provides for the mobilisation of a reserve force for the combating of terrorism, internal disorder or other emergency. The Act provides the President with powers to call out the whole or any portion of a reserve force for service in the preservation of life, health or property or in the maintenance of essential services²⁶. The Act also empowers the Minister of Defence to call out for mobilisation for any such service the whole or any portion of the reserve force where in the opinion of the Minister the urgency of the circumstances requires the services of the defence force. When called out in aid of civil authorities, the Namibia Defence Force is guided by the Namibia Defence Force Rules of Engagement (ROE), Namibia Defence Force Aid to Civilian Authorities and Standing Operation Procedures.

10.1.8 *The Local Authority Fire Brigade Services Act, No. 5 of 2006*

The Act regulates fire suppression in areas governed by local authorities, which comprise mainly urban and semi-urban areas. One of the provisions of this Act is that if a local authority establishes a fire brigade service, the Ministry of Regional and Local Government and Housing and Rural Development must subsidise such a service, and a chief fire officer must be appointed to head each fire brigade service.

The scope of these activities is limited to the vicinity of the populated areas. In addition the Act allows for fire brigades services to serve as training institutions in fire fighting which contributes to building local capacity in fire management. A good example of this type of initiative is the Windhoek Emergency Services, which is regarded as a 'centre of excellence' that provides training services in contingency planning and fire suppression.

From a disaster risk management perspective, provision needs to be made for Local Authority Fire Brigades Services to assist in fire suppression outside of municipal areas as well, particularly in the case of veld and forest fires. The NDRM Policy supports national efforts to ensure that all local authorities have adequate capacity for fire fighting.

10.1.9 *The Environmental Management Act, No. 7 of 2007*

In terms of Article 95(I) of the Namibian Constitution, the state shall actively promote and maintain the welfare of people by adopting inter alia, policies aimed at the "maintenance of ecosystems, essential ecological processes and biological diversity

²⁶ These are services essential to the continuance of corporate/community existence. Their disruption may seriously affect the life of the community; hence the NDRM importance of their protection and maintenance (Source: Namibia Defence Force Aid to Civil Authorities 1993)

of Namibia...”. In accordance with the Article, Namibia enacted the Environmental Management and Assessment Act (EMAA) in 2007. The aim of the EMAA is to give statutory effect to Namibia’s Environmental Assessment Policy in a manner that provides for the establishment of general environmental management principles, preferably by setting-up various environmental responsibilities. Those found to be in violation of the set environmental provisions may be held accountable for their actions. The NDRM Policy complements the EMAA as it recognises the importance of sustainable environmental management. Sustainable management of the environment contributes to reduced environmental hazards which in turn reduce vulnerability to environmental hazards thus contributing to disaster risk reduction.

10.1.10 *The Motor Vehicle Accident Fund Act, No. 10 of 2007*

The Motor Vehicle Accident (MVA) Fund Act makes provision for all motor vehicle accident casualties to receive medical assistance (medical treatment, injury management, rehabilitation and life enhancement) including a funeral grant in respect of any person killed in a motor vehicle accident. The MVA Act thus contributes to disaster risk management through the aforementioned provisions.

10.1.11 *The Namibia Red Cross Act, No. 16 of 1991*

This Act recognises the Namibia Red Cross as a voluntary aid society, which serves as an auxiliary to the Government. In disaster situations, the Namibia Red Cross Society is guided by the Fundamental Principles of the Red Cross and Red Crescent Societies. The Act compliments the National Disaster Risk Management Policy by serving as an auxiliary in the implementation of disaster risk management activities.

10.2 Other relevant national policies, strategies and plans for specific hazards and emergencies that complement the NDRM Policy.

10.2.1 *The National Drought Policy & Strategy*

The National Drought Policy and Strategy was approved by Cabinet in 1997 and was reviewed in 2005. Although only certain aspects of the policy have been implemented, it is relevant to disaster risk management in that it focuses on reducing vulnerability to drought risk. The policy emphasises an **efficient, equitable and sustainable** approach to drought management and a shift of responsibility for managing drought risk from **government** to the **farmer**. The policy advocates a move away from regular financial assistance to large numbers of private-tenure and communal-tenure farmers to measures that support the on-farm management of risk.

The National Drought Policy and Strategy addresses all the key components of disaster risk management by making provision for an enabling policy environment; risk and vulnerability assessments, including drought risk area mapping; promoting drought mitigation technologies and practice; information and knowledge management for drought management; drought relief, and the coordination and funding for drought disasters.

10.2.2 *The Draft National Forest and Veld Fire Management Policy*

The draft policy is not yet approved by the Ministry of Agriculture, Water and Forestry and Cabinet and therefore has not yet been implemented.

The goal of the policy is to improve public safety, sustainable livelihoods and the environment of the Namibian people by reducing the occurrence and severity of uncontrolled forest and veld fires and by utilising the beneficial effects of forest and veld fire management in land resource management.

The Forest and Veld Fire Management Policy is consistent with NDRM Policy as it addresses the following areas:

- the legal framework for veld and forest fire management;
- the modification and review of associated legislations and by-laws;
- the assessment and detection of possible fire hazards;
- public awareness, education, research and training in relation to forest and veld fire management;
- extra-sectoral linkages including linkages with church/faith based organisations, NGOs and CBOs; and
- financing risk management applications such as the construction of cutlines/fire breaks, and fire hazard response mechanisms.

10.2.3 *The Environmental Assessment Policy*

This policy was approved by Cabinet and is being implemented. The goal of this policy is to promote sustainable development in order that the current generation enjoys the benefits that are extracted from the natural environment but without abusing and denying future Namibian generations from enjoying these same environmental benefits.

The overarching objective of the Environmental Assessment Policy is consistent with the core concept of disaster risk reduction in that it is aimed at ensuring that all proposed development projects are subjected to environmental impact assessments and management plans. The rationale being that possible environmental disasters are assumed and determined in advance to enable development partners to define sound mitigation mechanisms. Risk identification and risk management applications form the core of this policy.

10.2.4 *The Aviation Safety Management Systems Policy*

A draft policy has been submitted to Cabinet for approval. The Aviation Safety Management Systems Policy has been adopted and is being meticulously implemented. The NDRM Policy and the Aviation Safety Management Systems Policy are complementary to each other with regard to transportation safety.

10.3 Relevant national/sectoral plans/manuals

10.3.1 *The National Disaster Plan*

A National Disaster Plan (NDP) exists in Namibia. The Plan was approved in 1998 by Cabinet. The NDP was developed in the form of a policy guideline, and was essentially only used by disaster managers. It is not an action plan but rather a reference point and guide for the erstwhile disaster risk management system in Namibia. The NDP is therefore now redundant and the NDRMC must facilitate the review of the NDP as it does not conform to the NDRM Policy and the principles of disaster risk reduction.

10.3.2 *Namibia Defence Force (NDF) Aid to Civil Authorities 1993*

The Namibia Defence Force Aid to Civil Authorities is the Namibia Defence Force manual that provides the operational guidance for use by commanders and other ranks that are called out in aid of civil power. The manual explains the modus operandi of maintenance of law and order and gives notes on legal aspects and expenditure incurred when the Namibia Defence Force is called out in aid of civil authorities. Civil authorities may seek Namibia Defence Force assistance for the maintenance of law and order, maintenance of essential services, assisting during natural and other calamities such as earthquakes, floods, fire and famine and other types of assistance including assistance in development projects.

10.3.3 *The National Development Plan III*

The National Development Plan III (2008/2012) is a five year strategic plan which focuses on an Integrated Result Based Management (IRBM) approach which is in line with the fundamental concept of an integrated disaster risk management system.

The NDRM Policy compliments the National Development Plan III through its focus on reducing risk and building community resilience. Disaster risk management is considered as a cross cutting issue in the National Development Plan III because of the requirement to integrate disaster risk reduction strategies into sectoral development planning. The National Disaster Risk Management policy focuses on protecting development gains and therefore aligns itself with the National Development Plan III.

10.3.4 *The National Strategic Plan on HIV/AIDS: Medium Term Plan (MTP) 2004-2009*

The National Strategic Plan on HIV/AIDS was approved and launched by Government in 2004. The plan is currently under implementation. The MTP III recognises the link between HIV/AIDS, sustainable development and the fact that HIV/AIDS contributes to increased vulnerability. The implementation of the HIV/AIDS plan is multi-sectoral. The Goal of the National Strategic Plan on HIV/AIDS is to reduce the incidence of HIV infection to below epidemic threshold, which is in keeping with the fundamentals of disaster risk management.

10.3.5 *The National Health Emergency Preparedness and Response Plan (NHEPRP): 2003*

This plan was approved by the Minister of Health and Social Services in 2003 and is currently being implemented. The NHEPRP addresses key areas that include risk assessment and mapping, information and knowledge management and emergency response. Roles and responsibilities for implementation by stakeholders are clearly outlined. The NHEPRP recognises the disaster risk management organisational structures as in the DRM policy. The DRM policy complements the NHEPRP and also seeks to foster an integrated disaster risk management approach that includes the prevention and control of epidemics in Namibia.

10.3.6 *The National Oil Spills Contingency Plan*

This plan was approved by Government and is operational. The National Oil Spills Contingency Plan is an integral component of national disaster risk management planning. It addresses legal framework issues; oil spill risks; the mapping of sensitive areas; the management of oil spills; and linkages among national institutions and between Namibia and other coastal states in the region.

10.3.7 *The National Policy on Orphans and Vulnerable Children*

Namibia launched a national policy to address the needs of the country's 150,000 orphans and vulnerable children (OVC) in December 2005. With a prevalence of 23 percent in the age group 15 to 49 years, Namibia is one of five countries in the world most affected by HIV/AIDS. The Namibia's OVC policy was formulated along the guidelines of the UN Convention on the Rights of the Child. The policy provides a foundation for effective interaction between the government, communities and NGOs, to reduce the vulnerability of OVCs and mitigate the impact of HIV/AIDS. The OVC policy also seeks to harmonise the actions of government, NGOs, faith-based organisations and communities. A social safety net that provides communities with financial support to cover the school and health-related expenses of OVCs in their care, including agricultural assistance for increased food production has been inbuilt in OVC programming. The OVC policy has made provisions for setting up a permanent task force on OVCs, and a trust fund to supplement the monthly state grants currently being paid out for 25,000 such children. The OVC policy is thus complimentary to the NDRM Policy in that it addresses vulnerability reduction and building community resilience to impacts of HIV AIDS and natural disasters on OVCs.

11 RELATIONSHIP WITH INTERNATIONAL, REGIONAL PROTOCOLS AND CONVENTIONS

The NDRM Policy recognises the Hyogo Framework for Action 2005-2015, which offers guiding principles, priorities for action and practical means for making disaster risk reduction a priority to achieve disaster resilience for vulnerable communities. The objectives of Namibia's NDRM Policy are derived from those priorities for action and the key performance areas for implementation of the NDRM Policy are built on the objectives.

In addition the NDRM Policy is equally committed to the Africa Regional Strategy for disaster risk reduction which aims to contribute to the attainment of sustainable development and poverty eradication by facilitating the integration of disaster risk reduction into development.

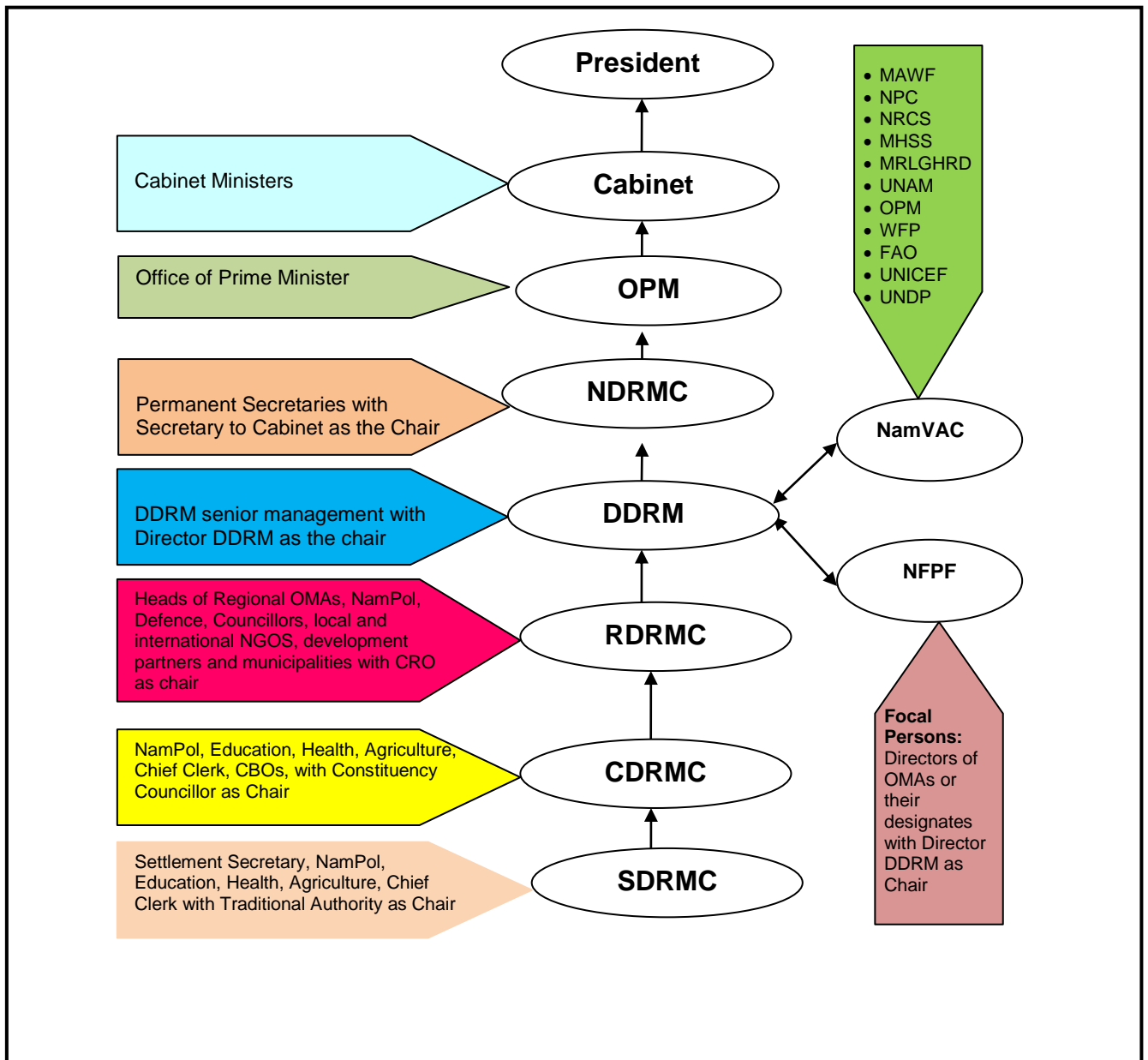
The Southern African Development Community (SADC) Disaster Strategy which is currently under review also provides positive impetus to the NDRM Policy Goal which is to reduce disaster risk and build communities resilience to disasters.

The NDRM Policy, apart from the abovementioned international and African strategies, also recognises the provisions of other relevant international conventions, United Nations Resolutions, and African Charters that provide a global framework for disaster risk management.

These include among others:

- The Convention on Biological Diversity
- The Convention on the Elimination of all forms of Discrimination Against Women
- The Convention to combat Desertification in those Countries Experiencing Serious Drought and/or desertification in Africa
- The Framework Convention on International Civil Defence assistance
- International Cooperation to reduce the impact of EL Nino phenomenon
- The International Decade for Natural Disaster Reduction (IDNR)
- The International Strategy for Disaster Reduction of 2000 (ISDR)
- The International Year of Mountains
- Natural Disasters and Vulnerability
- The UN General Assembly Resolution 2034, of 1965 on natural and technological disasters
- The United Nations Conference on Environment and Development
- The United Nations Millennium Declaration
- The World Climate Change Conference
- The World Conference on Human Rights
- The World Summit for Social Development
- The World Summit on Sustainable Development
- The SADC Disaster Management Strategy

Appendix I: Institutional Structure of the Namibia Disaster Risk Management System



Appendix II: Role and responsibilities of the National Disaster Risk Management Committee (NDRMC)

The NDRMC is a multi-stakeholder platform assigned responsibility for disaster risk management in Namibia. The NDRMC is directly accountable to Cabinet through the Secretary to Cabinet.

The NDRMC must mobilise resources for the application of total disaster risk management in Namibia and to meet the urgent needs created by a disaster.

To achieve this, the NDRMC must:

- meet at least quarterly to monitor progress with the implementation of the NDRMC Policy and to ensure that the relevant ministries are meeting objectives of the NDRM Policy;
- report to the Cabinet quarterly on progress with the implementation of the NDRM Policy;
- ensure that the core concepts of disaster risk reduction are integrated into the activities of each relevant ministry and that each of the relevant ministries takes primary responsibility for disaster risk management within their sector;
- ensure the establishment of effective and functional disaster risk management at all levels;
- ensure that disaster risk reduction is integrated into all development policies, strategies and programmes at national, regional, constituency and local levels;
- support and mobilise resources for improved disaster risk assessment, the quality of information and data on disaster risk and for strengthening early warning systems;
- support the enhancement of skills and capacities for DRM at national, regional, constituency and local levels;
- promote and strengthen scientific research and technical capacity in disaster risk reduction;
- advocate the development of national information and knowledge management strategies and the establishment of stakeholder networks for disaster risk;
- prepare, review and update disaster risk management policy and coordinate and supervise disaster response operations;
- administer the National Disaster Fund;
- provide real time advice to Cabinet on disaster situations;
- support the integration of DRR training into the Namibia Institute of Public Administration and Management and into school curricula;
- facilitate the training opportunities in disaster risk management for policy makers;
- endorse the DRM strategies and plans and give guidance to the DDRM in all matters pertaining to disaster risk management; and
- periodically review policy issues regarding international appeals, soliciting, the acceptance and the use of international assistance, including international personnel. These reviews will include specifications on the acceptability and appropriateness of personnel, food and other commodities as donations.

Appendix III: Role and Responsibilities of the Directorate Disaster Risk Management (DDRM)

The DDRM under the direction of the Office of the Prime Minister is responsible for the coordination of disaster risk management in Namibia and accordingly is responsible under the auspices of the NMDRC to:

- facilitate and coordinate the development of a national DRM policy and the legal framework for disaster risk management in Namibia;
- facilitate the development, strengthening and transformation of the NDRMS;
- facilitate and coordinate disaster risk assessments undertaken in partnership with stakeholders, regional councils and local authorities;
- facilitate and coordinate the development, implementation and maintenance of integrated disaster risk management plans for DRM at the levels of government which include:
 - specific disaster risk reduction strategies, aimed at building resilient areas, communities, households and individuals;
 - the development and testing of contingency plans for known priority risk at all three levels of government;
 - the development of response and recovery plans to ensure rapid and effective response to disasters that are occurring or are threatening to occur and to mitigate the effects of those disasters that could not have been prevented or predicted; and
 - align and consolidate national early warning systems.
- provide support to regional and local authorities disaster risk management committees to implement awareness programmes for the purpose of disaster risk reduction in vulnerable communities at risk to disasters;
- assist with the establishment of mechanisms for creating public awareness inculcating a culture of risk avoidance;
- guide the development of a comprehensive information management and communication system;
- make provision for a national education, training and research strategy;
- develop, implement and maintain dynamic disaster risk management monitoring, evaluation and improvement programmes;
- measure performance to evaluate effectiveness of disaster risk management and risk reduction strategies;
- monitor compliance with the five DRM Key Performance Areas and initiatives for the integration/mainstreaming of DRMR into development planning at all levels; and
- facilitate the training of regional staff in DRR.

Appendix IV: Role and responsibilities of the National Focal Persons (NFP)

The responsibilities of the national focal persons are to:

- facilitate and co-ordinate the relevant office/ministry/agency's disaster risk management arrangements and planning;
- facilitate the mobilisation of resources to manage significant events and disasters relevant to the functional area of the sector;
- ensure horizontal coordination at the national government level with peer offices/ministries/agencies through the NDRMC, and vertical coordination through the DDRM;
- oversee the effective implementation of disaster risk management activities of the relevant office/ministry/agency;
- participate in disaster risk assessment processes including the assessment of post disaster impact;
- activate office/ministry/agency operational units according to their contingency plans;
- monitor and evaluate the capacity and resources of the relevant office/ministry/agency to meet demands of significant events and disasters;
- coordinate the analysis and review of the relevant office/ministry/agency disaster risk management policies and plans;
- facilitate the conduct of simulation exercises to test the relevant office/ministry/agency contingency plans; and
- facilitate the training of the relevant office/ministry/agency staff in disaster risk reduction and participate in integrated disaster risk reduction training for regional staff in DRR.

Appendix V: Roles and Responsibilities of the Namibia Vulnerability Assessment Committee (NamVAC).

The role and responsibilities of the NamVAC are to:

- collect vulnerability information including information on the prevailing food security status and tracking indicators in order to:
 - inform early warning on pending disasters;
 - guide rural development strategies; and
 - inform poverty reduction and social safety net programming.
- assess disaster risk indicators to assess factors that influence vulnerability such as livelihoods and means of survival for communities in Namibia;
- assess the outcomes of impacts of disaster on livelihoods and the ways the people affected will cope in the event of hazard shocks;
- update livelihood zones and baselines for monitoring vulnerability;
- maintain a database for recording and storing vulnerability assessment information;
- compile regular vulnerability assessment reports and submit these to Cabinet through the NDRMC; and

[train regional and constituency officials on vulnerability assessment and monitoring early warning information.](#)

Appendix VI: Role and responsibilities of the Regional Disaster Management Committee (RDRMC)

The role and responsibilities of the RDRMC are to:

- participate in disaster risk assessments processes and facilitate the development of disaster risk management planning in partnership with stakeholders;
- ensure the development, implementation and maintenance of disaster risk reduction strategies which will result in resilient areas, communities, households and individuals;
- facilitate and monitor the integration of disaster risk reduction initiatives with development plans;
- facilitate the development of disaster response and recovery plans;
- coordinate the testing of sectoral and regional contingency plans;
- provide support to constituency and village disaster risk management committees to implement awareness programmes for the purpose of disaster risk reduction in communities exposed to specific hazards;
- assist with the establishment of mechanisms for creating public awareness to inculcate a culture of risk avoidance;
- guide the development of a comprehensive information management and effective communication system;
- align regional early warning systems and facilitate the establishment of a regional disaster risk information database;
- make provision for education, training and research strategy at regional level;
- monitor compliance with the five key DRM performance areas and initiatives for the integration/mainstreaming of DRM into development planning at all levels;
- mobilise resources for disaster risk management activities for the region;
- liaise and consult with DDRM on all issues pertaining to disaster risk management in the region; and
- submit quarterly and annual reports, minutes of meetings and resolutions made by the RDRMC and any information related to disaster risk management to DDRM.

Appendix VII: Role and Responsibilities of the Regional Disaster Risk Management Field Coordinator (RDRMFC)

The role and responsibilities of the RDRMFC are to:

- provide technical advisory support to the RDRMC, CDRMC and VDRMC;
- provide the secretariat to RDRMC;
- ensure the development, implementation and maintenance of disaster risk reduction strategies, which will result in resilient areas, communities, households and individuals;
- facilitate and monitor the integration of disaster risk reduction initiatives with development plans;
- align regional early warning systems and establish a regional disaster risk information database;
- facilitate the development of disaster response and recovery plans;
- facilitate the testing of sectoral and regional contingency plans;
- provide support to constituency and village disaster risk management committees to implement awareness programmes for the purpose of disaster risk reduction in communities exposed to specific hazards;
- assist with the establishment of mechanisms for creating public awareness to inculcate a culture of risk avoidance;
- guide the development of a comprehensive information management and effective communication system;
- develop, implement and maintain dynamic disaster risk management monitoring, evaluation and improvement programmes;
- measure performance to evaluate effectiveness of disaster risk management and risk reduction strategies;
- participate in disaster risk assessment processes as well as post disaster damage assessment;
- liaise and consult with the DDRM on all issues pertaining to disaster risk management in the region; and
- submit quarterly and annual reports, minutes of meetings and resolutions made by the RDRMC and any information related to disaster risk management to the DDRM.

Appendix VIII: Role and responsibilities of the Local Authorities Disaster Risk Management System (LADRMS)

The role and responsibilities of the LADRMS are to:

- conduct disaster risk assessments within the local authority's area of jurisdiction;
- integrate the local authority's disaster risk management plans into the regional disaster plans;
- prepare and update the local authority's response and recovery plans;
- coordinate disaster risk management activities in the local authority;
- mobilise resources for disaster risk management in the local authority;
- facilitate the implementation of public information and public awareness programmes in their area;
- act as primary responding and mitigation agent within the existing capacities of the community;
- act as the channel of communication for the community on all issues related to disaster risk management;
- in partnership with stakeholders participate in disaster risk assessments processes and facilitate the development of disaster risk management planning;
- ensure the development, implementation and maintenance of disaster risk reduction strategies, which will result in resilient areas, communities, households and individuals;
- facilitate the development of disaster response and recovery plans;
- coordinate the testing of sectoral and regional contingency plans;
- assist with the establishment of mechanisms for creating public awareness to inculcate a culture of risk avoidance;
- guide the development of a comprehensive information management and effective communication system;
- align regional early warning systems and facilitate the establishment of a regional disaster risk information database;
- make provision for education, training and research strategy;
- monitor compliance with the five key DRM performance areas and initiatives for the integration/mainstreaming of DRM into development planning at all levels;
- liaise and consult with DDRM on all issues pertaining to disaster risk management; and
- submit quarterly and annual reports, minutes of meetings and resolutions made by the LADRMS and any information related to disaster risk management to DDRM.

Appendix IX: Role and responsibilities of the Constituency Disaster Risk Management Committee (CDRMC)

The role and responsibilities of the CDRMC are to:

- conduct community based disaster risk assessments within the constituency;
- integrate constituency disaster risk management plans into the regional disaster plans;
- prepare and update constituency response and recovery plans;
- coordinate disaster risk management activities in the constituency;
- mobilise resources for the constituency;
- distribution of public information and public awareness programmes in their area;
- act as primary responding and mitigation agent within the existing capacities of the community; and
- act as the channel of communication for the community on all issues related to disaster risk management.

Appendix X: Role and responsibilities of Settlement Disaster Risk Management Committee (SDRMC)

The role and responsibilities of the SDRMC are to:

- participate in disaster risk assessment, disaster risk reduction activities and in disaster response;
- serve as an information source and reporting channel for the community with regard to disaster risk management matters;
- sensitise the community to the importance of understanding and heeding early warnings, the effects of disasters and appropriate responses;
- establish disaster risk management task force;
- develop a village disaster contingency plan including early warning system and activation of emergency response; and
- establish Settlement Emergency Teams that respond to emergencies and disasters.

Appendix XI: An overview of key UN Organisations

Disaster risk reduction in the United Nations

This annex provides a brief overview of some of the key UN organisations involved in disaster risk reduction activities.

- **United Nations International Strategy on Disaster Reduction (UNISDR)**
The umbrella framework for disaster risk reduction within the UN system. It is intended to link work of the UN Secretariat and UN agencies to broader disaster risk reduction community. It is serviced by the ISDR Secretariat, which sits under the Under-Secretary General for Humanitarian Affairs.
- **United Nations Development Programme (UNDP)**
UNDP's work in disaster risk reduction is supported by its Bureau for Crisis Prevention and Recovery. UNDP's work on disaster risk reduction is particularly focused at the regional and country levels.

Specialised UN Agencies

A number of specialised UN Agencies also work on important elements of disaster risk reduction. These include:

- **World Meteorological Organisation** – work includes climatic early warning.
- **World Health Organization (WHO)** – work includes contributing to capacity building of countries to manage health related crisis and with a particular focus on strengthening the resilience of the health system.
- **The United Nations Children's Fund (UNICEF)** advocates and works for the protection of children's rights, meeting their basic needs, and helping them reach their full potential.
- **United Nations Environment Programme (UNEP)** – works on raising awareness about environmental threats.
- **The United Nations High Commissioner for Refugees (UNHCR)** is mandated by the UN General Assembly to lead and co-ordinate international action for the worldwide protection of refugees and the resolution of refugee problems.
- **Food and Agriculture Organisation (FAO)** – works to improve food security through building more resilient livelihoods and supporting food and agriculture related early warning.
- **World Food Programme (WFP)** – work includes strengthening country and regional capacities to address acute hunger and chronic malnutrition with a view to improving long-term food security, protect livelihoods in crisis situations and enhance resilience to shocks.
- **Office for the Coordination of Humanitarian Affairs** Work includes coordination of early warning, contingency planning and humanitarian response.
- **UN Humanitarian Response Depot (UNHRD)**
The United Nations maintains a warehouse of relief supplies in Brindisi, Italy. The World Food Programme (WFP) administers the depot, where OCHA maintains a stockpile of basic non-food survival items, such as tents, blankets,

kitchen sets, generators, water purification/distribution equipment and tools donated by various governments.

OCHA, UNDP or donor governments can request relief shipments in response to crisis. When required, WFP transports and distributes these supplies by air, land or sea to countries in crisis.

- **Office to Combat Desertification and Drought (UNSO):-** Desertification and drought are a substantial threat to the welfare of rural populations, economic growth, and sustainable development in many countries in Africa, South America and Asia. Created in 1973 in response to the drought in the Sahel region in 1973, is part of the United Nations Development Programme and responsible for promoting sound dry land management and development as well as drought preparedness and mitigation. As such, UNSO works in the overall framework of UNDP's Sustainable Human Development (SHD) mandate and focuses on improving people's livelihoods particularly in the world's dry lands.
- **Inter-Agency Standing Committee (IASC)** Established by General Assembly Resolution 46/182, the Inter-Agency Standing Committee (IASC), is chaired by the Under-Secretary General for Humanitarian Affairs and Emergency Relief Co-ordinator (USG/ERC). It brings together a wide range of UN and non-UN humanitarian partners, including agencies, NGOs, and international organisations such as the World Bank and the Red Cross movement, to facilitate inter-agency decision-making on the response to complex emergencies and natural disasters.

Adopted from: Reducing the Risk of Disasters Helping to Achieve Sustainable Poverty Reduction in a Vulnerable World: A DFID policy paper. March 2006 and UNITED NATIONS RESPONSE TO NATURAL DISASTERS. July 2002

Appendix XII: Framework to guide and monitor the implementation of total disaster risk management in Namibia

Key Performance Areas	Key Performance indicators
Key Performance Area 1: Establish sound, integrated and functional legal and institutional capacity for total disaster risk management in Namibia.	A Disaster Risk Management Act that provides a legal framework for disaster risk management in Namibia has been developed, promulgated and implemented.
	The existing NDRMS is transformed and is implementing total disaster risk management in accordance with relevant disaster risk management policy and legislation in Namibia.
	Legislation, policies and frameworks governing functional areas relevant to disaster risk management incorporate the concept of total disaster risk management.
	There is multi-stakeholder participation in disaster risk management planning and implementation at all levels of government in Namibia.
	Progress with the implementation of total disaster risk management at all levels is monitored and is evidenced in progress reports submitted to the DDRM.
	Namibia participates in disaster risk management activities in the SADC region and internationally.
Key Performance Area 2: Improve disaster risk identification, assessment and evaluation mechanisms in Namibia.	National standards and guidelines for conducting disaster risk assessments have been developed and applied.
	Stakeholders have been capacitated in the use of the guidelines for conducting disaster risk assessment.
	Comprehensive multi hazard disaster risk assessments have been undertaken at all levels of government in Namibia.
	Disaster risk assessment reports show evidence of community participation and the incorporation of indigenous and historical knowledge.
	Information emanating from disaster risk assessments has been consolidated to generate local, regional and national disaster risk profiles.
	Systematic disaster risk assessments are conducted prior to the implementation of any programmes and projects aimed at reducing risk.
	Mechanisms have been identified and established for funding disaster risk assessment in Namibia.
	Disaster risk assessment reports show evidence of multi disciplinary stakeholder engagement.
Key Performance Area 3: Reduce the underlying risk and vulnerability factors by improving risk management applications at all levels in Namibia.	Mechanisms have been established for real time information management when a state of national disaster has been declared and the mechanisms have been incorporated in to the national disaster risk management information management and communication system.
	Effective and appropriate early warning strategies have been developed and implemented.
	Early warning information has been communicated to the relevant stakeholders to enable appropriate response.
	Regular disaster preparedness exercises, simulations and drills are held to ensure rapid and effective responses.
	Funding mechanisms have been established to support disaster preparedness measures.
	Specific measures have been established to engage the participation of all stakeholders in disaster preparedness measures.
	Regulations and directives to standardise and regulate the practice and management of response and recovery

	operations at all levels have been developed and gazetted or published.
	Mechanisms have been identified and implemented for the classification of disaster and for the declaration of a state of national disaster.
	Mechanisms have been identified and established for the coordination and management of integrated responses to significant events and disasters that occur or threaten to occur. A national standard response management system which includes standard operating procedures has been developed and is reviewed and updated annually and after every significant event and disaster.
	Mechanisms have been identified and implemented for the management of disaster relief and recovery operations.
	Rehabilitation and reconstruction strategies following a significant event or disaster are implemented in an integrated and developmental manner.
	The stakeholders/sectors which bear primary responsibility for contingency planning and the coordination of known priority hazards have been identified and assigned such responsibility.
	Contingency plans and emergency procedure plans have been developed and implemented as required.
	Post disaster teams for early recovery, rehabilitation and reconstruction have been established and operate effectively.
	Mechanisms for the monitoring of rehabilitation and reconstruction projects have been established and regular progress reports are submitted to the National Disaster risk management Committee through the DDRM.
	Mechanisms have been identified and implemented for the engagement of volunteers to support disaster response and recovery operations and for reimbursement, compensation and indemnity.
	Mechanisms have been established for real time information management when a state of national disaster has been declared and the mechanisms have been incorporated in to the national disaster risk management information management and communication system.
Key Performance Area 4: Strengthen disaster preparedness for effective emergency response and recovery practices at all levels in Namibia.	Guidelines have been consultatively developed, disseminated and implemented for mainstreaming disaster risk management into development programmes and themes of sectors (OMAs) at all levels of government.
	Specific responsibilities have been assigned for the development of disaster risk management plans at all levels of government.
	Disaster risk management plans at national, regional, local authority and settlement levels have been developed and implemented in accordance with prevailing disaster risks profiles.
	There is evidence in reports to the NDRMC and RDRMCs of the progressive application of disaster risk reduction techniques and measures by national and regional OMAs, local authorities, and constituency based organisations / bodies.
	Disaster risk management plans are integrated into the development plans and programmes of the relevant sectors
	There is evidence of the engagement with private sector partners in disaster risk management initiatives and in multi-stakeholder planning teams established by the NDRMC and RDRMCs.
	Disaster risk management plans are reviewed and revised every 3 years and after every significant event and disaster.

	An early warning system has been developed and implemented in Namibia and mechanisms have been established to ensure that the EWS is maintained and current.
Key Performance Area 5: Enhance information and knowledge management for disaster risk management	A functional comprehensive and integrated national disaster risk management information management and communication system has been designed and implemented in Namibia at national, regional and constituency levels that supports the NDRMS, DRM funding and the 5 Key Performances Areas for the implementation of the NDRM Policy.
	Functional communication links have been established and are maintained with all disaster risk management stakeholders.
	Two way emergency communication links have been established with communities and areas at risk.
	The core concepts of disaster risk management have been integrated into school curricula at all levels and in the relevant training and learning programmes of disaster risk management stakeholders.
	Standards and mechanisms for accreditation and registration of disaster risk management training that are compliant with the Education Act have been developed and implemented.
	Disaster risk management research contributes disaster risk reduction and to technology development.
	Widespread community-based disaster risk management training (in accordance with national training standards) is taking place on a continuous basis.
	The media is engaged in promoting a culture of disaster risk management awareness, disaster resilience and strong community involvement.
	Disaster risk management information is accessible free of charge to all.

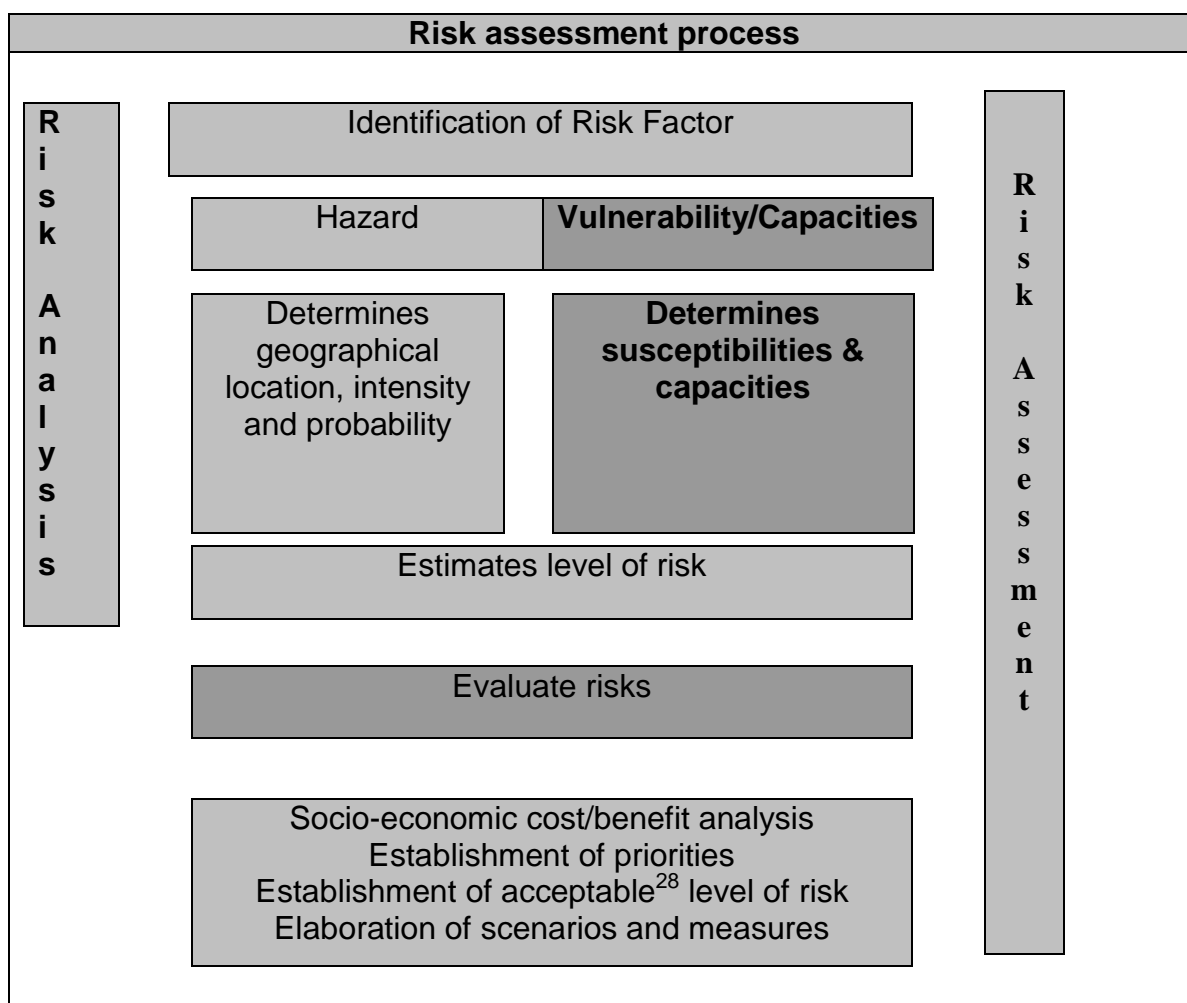
Appendix XIII: The basic stages of the disaster risk assessment process²⁷

Risk Assessment

Risk assessments include detailed quantitative and qualitative understanding of risk, its physical, social, economic and environmental factors and consequences. It is a necessary first step for any serious consideration of disaster reduction strategies.

Risk assessment encompasses the systematic use of available information to determine the likelihood of certain events occurring and the magnitude of their possible consequences. As a process, it is generally agreed that it includes:

- Identifying the nature, location, intensity and probability of a threat;
- Determining the existence and degree of vulnerabilities and exposure to those threats;
- Identifying the capacities and resources available to address or manage threats; and
- Determining acceptable levels of risk.



²⁷ UNISDR: 2004: Living with Risk. A global review of disaster reduction initiatives

²⁸ Acceptable level of risk is the level of loss that a society or community considers acceptable, given existing social, economic, political, cultural, technical, and environmental conditions.

Appendix XIV: Classification of hazards²⁹

Hazard

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

Natural Hazards

Natural processes or phenomena occurring in the biosphere that may constitute a damaging event. Natural hazards can be classified according to their geological, Hydrometeorological or biological origin.

ORIGIN	PHENOMENA/EXAMPLES
<p>Hydrometeorological hazards Natural processes or phenomena of atmospheric, hydrological or oceanographic nature.</p>	<p>Floods, debris and mudflows Windstorms, storm surges, lightning, blizzards and other severe storms Drought, desertification, wild land fires, temperature extremes, sand or dust storms Permafrost, snow avalanches</p>
<p>Geological hazards Natural earth processes or phenomena that include processes of endogenous origin or tectonic or exogenous origin, such as mass movements.</p>	<p>Earthquakes, tsunamis Volcanic activity and emissions Mass movements, that is, landslides, rockslides, liquefaction, sub-marine slides Surface collapse, geological fault activity</p>
<p>Biological hazards Processes of organic origin or those conveyed by biological vectors, including exposure to pathogenic micro-organisms, toxins and bioactive substances.</p>	<p>Outbreaks of epidemic diseases, plant or animal contagion and extensive infestations</p>

Technological hazards

Danger associated to technological or industrial accidents, infrastructure failures or certain human activities which may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation, sometimes referred to as anthropogenic hazards. Examples include industrial pollution, nuclear activity and radioactivity, toxic waste, dam failure, transport, industrial or technological accidents (explosions, fires, spills).

Environmental degradation

Processes induced by human behavior and activities (sometimes combined with natural hazards) that damage the natural resource base or adversely alter natural processes or ecosystems. Potential effects are varied and may contribute to an increase in vulnerability and the frequency and intensity of natural hazards. Examples include land degradation, deforestation, desertification, wild land fires, loss of biodiversity, land, water and air pollution, climate change, sea level rise and ozone depletion.

²⁹ UNISDR: 2004: Living with Risk. A global review of disaster reduction initiatives

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