

D. TITLE DISASTER MANAGEMENT BY NATIONAL DISASTER MANAGEMENT OFFICE –2006

1. INTRODUCTION

1.1 Background

National Disaster Management Office (NDMO) was established in 1998 vide Presidential Directive CAB 31/98 of 15th December 1998. NDMO is responsible for the overall coordination of disaster management in Botswana. The Department falls under the Development Division in the Office of the President. It has three (3) Sections namely: The Information, Education & Public Awareness; Operations, Control & Coordination; and Logistics & Communications. Stakeholders involved in the coordination and implementation of the disaster management programme are Government Ministries and Departments, Parastatals, the Private Sector and Civil Society.

In Botswana, potential and actual disasters include drought, floods and animal diseases. These adversely affect human lives, livestock, habitat, infrastructure and disrupts social and economic development. An audit was carried out to find out whether disaster management structures existed and were working efficiently to deliver the Government Policy on Disaster Management.

1.2 Motivation

Office of the Auditor General (OAG) management motivated an audit of the disaster management because it was considered one of the critical issues. In addition, Botswana was vulnerable to the following actual/potential disasters: drought, floods, and animal diseases. These adversely affected human lives, livestock, habitat, infrastructure and disrupted social and economic development. Following the 1999 – 2000 flood disaster a number of observations were made that prompted an audit of the NDMO. Some observations, among others, included the construction of infrastructure in the disaster prone areas and the non-integration of disaster management into the planning processes. Damages caused by floods in 1999 – 2000 were estimated at P1.1 billion.

OAG carried out an audit in order to find out if the structures at national and district levels had adequate capacity to proactively respond to any disasters that may occur.

1.3 Audit Objective

The objective of the audit was to find out whether disaster management structures existed and were working efficiently to deliver the National Policy on Disaster Management.

2. PLANNING

2.1 Audit Scope

1.2.1 The audit focused on the following:

- (i) Structures in place at national and district levels, whether there was adequate capacity to proactively respond to any disaster that may occur; and
- (ii) Whether disaster management was integrated into Government planning processes.

2.1.2 Time and Geographical Limitations

The audit covered four financial years from 2001/2002 to 2004/2005. 9 out of 28 (32%) districts were visited. These are Gaborone, Kanye, Lobatse, Mochudi, Mabutsane, Maun, Molepolole, Ramotswa and Tlokweng. The audit could not cover 100% DDMCs due to financial constraints

2.2 Audit Criteria

- Legislation should be developed
- Policy guidelines, rules, regulations and procedures should be in place
- National Disaster Management Office (NDMO) should set up an adequate organisational structure to enable the efficient day-to-day running of the Organisation.
- NDMO should establish adequate structures that will enable the Organisation to perform its functions and fulfill its responsibilities in an efficient and effective manner
- NDMO should keep updated records on disaster management supplies/inventories
- NDMO should have a database to capture all disaster management information
- The department should have devise monitoring mechanisms to ensure that District Disaster Management Committee comply with the National Disaster Management Policy.

3. METHODOLOGY

The audit was based on document review, interviews and questionnaires:

3.1 Document Review

Most of the information was collected from the following documents:

- National Development Plan 8 and 9
- National Policy on Disaster Management,
- Finance and Audit Act
- Consultants Report of 1994

- Annual Performance Plan (30/6/04,10/1/05, 31/3/05)
- Annual Progress Report (30/9/04,)
- Strengthening of the National Disaster Management Structures and Mechanisms (July 1994)
- Job Descriptions
- Files

The purpose of document review was to gather more information about the organization, the structures, guidelines and regulations in place to implement the disaster management programme.

3.2 Interviews

Twenty-five (25) interviews were conducted with the management, staff at national and district levels. The interviews were conducted to understand the operations of the NDMO and implementing structures and to find out problems encountered by the organization and solicit suggestions for improvement. The following officers were interviewed:

- Deputy Permanent Secretary (Development)OP
- Director – NDMO
- Operations, Control and Coordination Officer - NDMO
- Logistics and Communications Officer – NDMO
- Principal Finance Officer(OP)
- District Commissioner – Gaborone
- District Commissioner - Kanye
- District Commissioner – Mochudi
- District Officer – Tlokweng
- District Officer – Ramotswa
- District Officer – Lobatse
- District Officer – Mabutsane
- District Officer – Molepolole
- District Officer (Development) – Maun
- Council Secretary – Maun
- 9 Supplies Officers of the visited areas

2.3.3 Questionnaires

50 questionnaires were distributed to members of NCDM, NDMTC and the Chairpersons of DDMCs and 24 (48%) were responded to. The questionnaires were developed to establish whether the disaster management structures at district level are operational and proactive enough to counter disaster risks within their areas of jurisdiction so much that the concept of disaster management forms the integral part of the

developmental goals succinctly outlined in the urban/district development plans.

4 KEY FINDINGS, CONCLUSION AND RECOMMENDATION

4.1 Key Findings

1. National Disaster Management Legislation

The National Policy on Disaster Management (NPDM) had provided for development of a comprehensive National Legislation on disaster management. The Legislation would have been an umbrella to synchronise the sector specific disaster Acts. At the time of audit NDMO had not developed the legislation to coordinate enforcement.

2. Guidelines and Procedures

One of the functions of NDMO was to prepare and update the Guidelines. A review of the files and in-depth analysis of data contained therein and interviews with the district officers indicated that no Guidelines had been developed and Procedures formulated. This was corroborated by interview with the Director of NDMO. The Guidelines and procedures would interpret the Policy and provide guidance to stakeholders on what roles to play and processes to follow for preparedness, mitigation and response.

3. Emergency Operations Centre

OAG appreciates the fact that NDMO use the existing capacity and resources as far as possible. For instance, the Botswana Police Service stations countrywide are used as Emergency Operations Centres (EOCs) during disasters. OAG observed that the EOC was not established at national level. However it is mandatory that it be established at national level in order to provide a centralised location, where all decisions would be made and activities coordinated by one body with a single voice during emergencies.

4. Resources

Human

There was very little or no capacity building for stakeholders involved in disaster management, hence response to incidents was slow. In most cases Committees focused only on the response factor of disaster management continuum instead of being proactive. Capacity in respect of disaster management at national and

district levels was not developed in terms of basic infrastructure such as necessary skills to efficiently implement the disaster management programme.

4.2 Other Resources

4.2.1 Equipment

OAG found out during review of files at national and district levels that tents were either not complete (missing accessories), worn out or not collected from the victims after disasters. Moreover, review of files revealed that equipment was not used at appropriate places. With this situation prevailing, NDMO or DDMCs would not be prepared to respond promptly.

4.2.2 Database

NDMO had an inadequate and therefore unreliable database due to information not forthcoming from the districts. NDMO would benefit from a database that would allow them to record and maintain easily accessible information on the existence of property/commodities earmarked for disaster.

5. Evaluation

The programme had never been evaluated since NDMO's inception 7 years ago. The programme if evaluated, would apprise Parliament and all other stakeholders on whether it has achieved its stated objectives and value for money had been achieved. It would also provide independent measure of accountability that would be used to assess its impact since inception.

4.2 Conclusion

Notwithstanding the fact that the implementation of the disaster management programme was constrained by absence of Legislation from which the programme could derive its legislative authority and the fact that Guidelines and Procedures, National Disaster Management Plans, Database had not been developed, OAG acknowledges that NDMO, with the limited capacity and resources, managed to provide its best under the circumstances.

4.3 Recommendations

1. NDMO should ensure that legislation is developed to enforce disaster management measures on sectoral departments, private organizations and communities. Guidelines and procedures would give directions to all stakeholders and outline processes to be followed.
2. NDMO should develop Guidelines and procedures to interpret and explain in detail what the legislation and policies entailed.

3. NDMO should develop the NDMP and ensure that it is cascaded to districts (District Disaster Management Plans). NDMO should review and update the plans annually and ensure that they are cascaded to district level.
4. NDMO should develop a Strategic Plan that would ensure that NDMO and DDMCs focus in their disaster management activities.
5. NDMO should establish EOC at national level to achieve the objective of being proactive.
6. NDMO should ensure that the number of staff is strengthened and skill improved in order for the department to achieve its mandated activities
7. NDMO should devise mechanisms that will enable it to efficiently coordinate and monitor performance of the DDMCs. NDMO should also devise a reporting mechanism that would encompass all the disaster management structures. The mechanism should ensure that disaster management activities are reported regularly. The reports should be compiled annually to inform Parliament and stakeholders on the progress of the programme.
8. NDMO should evaluate the programme in order to apprise Parliament and all other stakeholders on whether it has achieved its objectives and also to assess its impact since its inception in 1996.