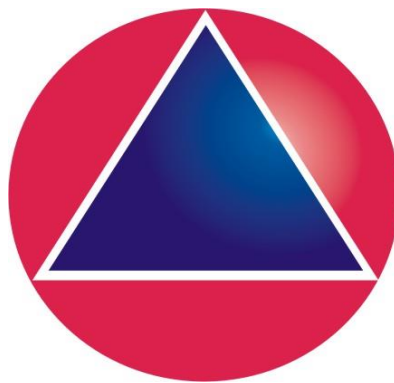




FRAMEWORK FOR ESTABLISHMENT OF AN INTEGRATED DISASTER MANAGEMENT SERVICE FOR CITY OF uMHLATHUZE



DRAFT

TABLE OF CONTENTS

CONTENT	PAGE
DEFINITIONS AND ACRONYMS	4
PREAMBLE	7
DISASTER CATEGORIES	7
CAUSES OF DISASTERS	10
VISION	11
MISSION	11
SWOT ANALYSIS	11
GOVERNING LEGISLATION	11
THE CYCLE OF DISASTER MANAGEMENT	13
THE INTEGRATED APPROACH	14
CLASSIFICATION AND RECORDING OF DISASTERS	15
KEY PERFORMANCE AREA 1: IN LINE WITH THE NATIONAL AND PROVINCIAL DISASTER MANAGEMENT FRAMEWORKS: INTEGRATED INSTITUTIONAL CAPACITY FOR DISASTER RISK MANAGEMENT	16
Municipal Inter- Departmental Committee on Disaster Management	16
Municipal Disaster Management Framework	17
Municipal Disaster Management Centres	18
Benchmarking Feedback	19
Head of Disaster Management Centre	21
Personnel Structure of the Disaster Management Centre	21
Benchmarking Feedback	24
Municipal Disaster Advisory Forum	26
Disaster Management Volunteers	27
Assistance to National Centre and Provincial Disaster Management Centre – Cooperative Governance	28
KEY PERFORMANCE AREA 2: DISASTER RISK ASSESSMENT	29
Disasters Occurring or Threatening to Occur in Municipal Areas	29
Priority risks from previous disaster risk assessments – City of uMhlathuze	33
Monitoring, Measuring Performance, and Evaluating Disaster Management Plans and Prevention, Mitigation and Response Initiatives	35
Conducting Quality Control	35
Measure to establish the accuracy of Disaster Risk Assessment	36

KEY PERFORMANCE AREA 3: DISASTER RISK REDUCTION	37
Disaster Management Plans for Municipal Areas	37
Status in City of uMhlathuze	38
Core Disaster Risk Reduction: Principles of Disaster Prevention and Mitigation	38
Operational Planning	39
Scoping and development of disaster risk reduction plans, projects and programmes	39
KEY PERFORMANCE AREA 4: RESPONSE AND RECOVERY	41
Responsibilities in the event of Local Disasters	41
Declaration of Local State of Disaster	41
Funding of Post-Disaster Recovery and Rehabilitation	42
National contribution to alleviate effects of local and provincial disasters	43
Dissemination of Early Warnings	43
Assessment of a disaster	44
Disaster Reviews and Reports	46
Integrated Response and Recovery	46
Municipal Incident Management System compliant with the Provincial standard response management system	47
Relief Measures	48
Annual Report	49
ENABLERS	50
ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION	50
ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH	52
ENABLER 3: FUNDING ARRANGEMENTS FOR DISASTER RISK MANAGEMENT	53
OFFENCES	57
INDEMNITY	57
SCOPE OF ASSISTANCE BY ORGANS OF STATE	57
SUMMARY AND RECOMMENDATIONS	58
PROPOSED TIME LINES	58
CONTINUOUS CO-REFERENCING	62
REFERENCES	63

DEFINITIONS AND ACRONYMS

Disaster:	An event or series of events which suddenly or progressively disrupt the natural flow of everyday life and causes widespread damage to human life, the economy and the environment.
Disaster Management:	A systematic approach to identifying, assessing and reducing the potential impact of a disaster, coupled with addressing environmental and other hazards that trigger them.
Disaster Risk:	The probability of harmful consequences or expected losses (deaths, injuries, property, livelihoods, disrupted economic activity or environmental damage) resulting from interactions between natural or human-induced hazards and vulnerable conditions.
Priority Disaster Risk:	A risk identified as a priority, <i>through scientific evaluative process</i> , in which different risk are identified, evaluated and ranked according to the broader socio-economic and environmental context in which the risk is located. The process of determining these criteria should be consultative, and involve scientific, civil society and government stakeholders.
Contingency Planning:	The forward planning process for an event that may or may not occur, in which scenarios and objectives are agreed, managerial and technical actions defined, and potential response system put in place to prevent, or respond effectively to, an emergency situation.
Disaster Risk Reduction:	The conceptual framework of elements considered with the possibilities to minimise vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.
Early Warning:	Timely and effective information that allows individuals, households and communities, exposed to the hazard, to take action to avoid, and/or reduce the risk and prepare for effective response.

Mitigation:	Structural and non-structural measures undertake to limit to limit the impact of natural (or man-made) hazards, environmental degradation and technological hazards on vulnerable areas, communities and households.
Preparedness:	Activities and measure taken, in advance, to ensure effective response to the impact of hazards, including the issuance of timely and effective early warning and temporary evacuation of people and property from threatened locations.
Relief:	the provision assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can include the provision of shelter, food, medicine, clothing, water, etc.
Response:	measures taken during or immediately after a disaster with the view of restoring or improving the pre-disaster living conditions of the stricken community, while encouraging and facilitating necessary adjustments to reduce disaster risk. Recovery (rehabilitation and reconstruction) affords an opportunity to develop and apply disaster risk reduction measures.
Public Awareness:	The process of informing the general population, increasing levels of consciousness about risks and how people can act to reduce their exposure to hazards. Public awareness activities foster change in behaviour leading towards a culture of risk reduction.
Flood:	Significant rise of water levels in streams, lakes, reservoirs or coastal areas.
Flash flood:	Rapid inland floods due to heavy rains. Water runs down sloped terrains or fails to infiltrate the ground or run off quickly. Potential for destruction is high.
Wildfire:	Uncontrollable fire which can cause damage to forestry, agriculture, infrastructure or buildings.
Volunteer:	A person who freely offers himself/herself for a service or undertaking, without being paid.
Liquefaction:	Conversion of soil into fluid like mass during earthquake and other seismic (earth-shaking) event.
Subsidence:	Downward movement; sinking

Prion:	Abnormal cellular protein particles
Province:	Kwa-Zulu-Natal
KZN:	Kwa-Zulu-Natal
NDMC:	National Disaster Management Centre
PDMC:	Provincial Disaster Management Centre
MDMC:	Municipal Disaster Management Centre

PREAMBLE

Disasters affect human life on constant basis. Such events have a potential to cause loss of life and property, plus destroy the physical environment. These are often unexpected and commonly leave communities in a state of distress. Some communities are able to move on after a disaster. Others need help to carry on.

Disaster Management is a service wherein reaction or response efforts are good but prevention and mitigation are always best.

The Disaster Management Act (Act 57 Of 2002) calls for compilation and implementation of a formal framework with regard to disaster risk management. This document serves to meet this stipulation.

In compilation of a framework, the above Act also calls for consistency with the Act itself, the National Disaster Management Framework and the Disaster Management Framework of the province concerned. In line with the Act, both the National and the Kwa-Zulu-Natal Disaster Management Frameworks emphasize focus on particular Key Performance Areas and Enablers. These are discussed later in this document and will be adapted to the environment in City of uMhlathuze.

It is important to note that, more often, the Disaster Management Act refers to metropolitan and district municipalities. Section 54(2) of the Act however indicates that *a district municipality and the relevant local municipality may...agree that the council of the local municipality assumes primary responsibility for the co-ordination and management of a local disaster that has occurred or may occur in the area of the local municipality.*

For purposes of this document, the terms disaster management and disaster risk management will be used interchangeably.

For ease of reference, sections drawn directly from the Disaster Management Act and other legislation are captured in italic.

Desktop references were made from the Disaster Risk Reports and Disaster Management Plans of the then uThungulu District Municipality (now King Cetshwayo) and the West Rand District Municipality.

NB. Post the EMCO of 22 January 2018, reference on disaster management centres was made to KwaDukuza, Ray Nkonyeni and New Castle municipalities. These municipalities run disaster management services. However, none of them owns a disaster management centre.

DISASTER CATEGORIES

Common Accord Centre for Research on the Epidemiology of Disaster (CRED) and Munich Reinsurance Company (Munich RE) provide a useful classification and definition of various disasters. This compilation is drawn from analysis of four countries; Vietnam, India, Honduras and Mozambique, plus from consultations between disaster reduction centres in various countries. This classification will help with the keeping and analysis of data:

Geophysical disasters

Disaster Generic Group	Disaster Group	Disaster Main-Type	Disaster Sub-Type	Disaster Sub-sub Type
Natural Disaster	Geophysical	Earthquake	Ground shaking	
			Tsunami	
		Volcano	Volcanic eruption	
		Mass movement (dry)	Rock fall	
			Avalanche	Snow avalanche
				Debris avalanche
			Landslide	Mudslide Debris flow
			Subsidence (sinking)	Sudden subsidence
				Long-lasting subsidence

Meteorological disasters

Disaster Generic Group	Disaster Group	Disaster Main-Type	Disaster Sub-Type	Disaster Sub-sub Type
Natural Disaster	Meteorological	Storm	Tropical storms	
			Extra-tropical cyclones (winter storms)	
			Local/Convective storm	Thunderstorm/ Lightning
				Snowstorm/Blizzard
				Sandstorm/ Dust storm
				Generic (severe) storm
				Tornado
				Orographic storm (strong winds)

Hydrological disasters

Disaster Generic Group	Disaster Group	Disaster Main-Type	Disaster Sub-Type	Disaster Sub-sub Type
Natural Disaster	Hydrological	Flood	River flood	
			Flash flood	
			Storm surge / Coastal flood	

		Mass movement (wet)	Rockfall	
			Landslide	Debris flow
			Avalanche	Snow Avalanche
				Debris Avalanche
			Subsidence	Sudden subsidence
				Long-lasting subsidence

Climatological disasters

Disaster Generic Group	Disaster Group	Disaster Main-Type	Disaster Sub-Type	Disaster Sub-sub Type
Natural disaster	Climatological	Extreme temperatures	Heat wave	
			Cold wave	Frost
			Extreme winter conditions	Snow pressure
				Icing
				Freezing rain
				Debris avalanche
		Drought	Drought	
		Wild fire	Forest fires	
			Land fires (grass, scrub, bush, etc.)	

Biological disasters

Disaster Generic Group	Disaster Group	Disaster Main-Type	Disaster Sub-Type	Disaster Sub-sub Type
Natural disaster	Biological	Epidemic	Viral infectious diseases	
			Bacterial infectious diseases	
			Parasitic infectious diseases	
			Fungal infectious diseases	
			Prion infectious diseases (abnormal cellular protein particles)	
		Insect infestations	Grasshopper/ Locust / worms	

		Animal stampede		
--	--	-----------------	--	--

(CRED & Munich RE)

Section 2.1.7 of the Policy Framework for Disaster Risk Management in the province of Kwazulu-Natal; Consolidation and classification of disaster risk information (page 43) brings a related but differently compiled classification of disaster risk information:

Hazards	Examples
Geological	Landslides, rockslides, liquefaction, subsidence
Biological	Epidemic diseases affecting people or livestock, veld fires, plant infestations
Hydro meteorological	Floods, debris flows, tropical cyclones, storm surges, severe storms, drought, desertification
Technological	Industrial pollution, nuclear activities, toxic waste, dam failure, transport accidents
Environmental	Land degradation, deforestation, loss of biodiversity,

Apart from natural disasters, there are man-made disasters. An extended list of man-made disaster includes aeroplane crashes, sinking ships, train accidents, building collapse, bridge collapse, bomb blasts, warfare, industrial accidents, shootings, terrorism, mass violence, nuclear power plants, explosions, civil unrests, hazardous materials, radiological emergencies.

Additional technological disasters include cyber-attacks or terrorism aimed at computers or computer networks linked to government, airports, high profile landmarks.

CAUSES OF DISASTERS

Causes of disasters are numerous. These could potentially differ from one area to another. Commonly discussed causes include:

Poverty: Poverty forces people to move to locations where there is employment. Absence of proper homes forces people to settle in areas around hills, rivers and so forth. Consequently, they face possibilities of floods and landslides.

Rapid Urbanization: As in the previous factor, high level movement into metropolitan/urban areas puts pressure on the resources of the receiving location. Man-made disasters are common. Also settlement in undesirable areas exposes settlers to natural disasters linked with slopes, steep hillsides and ravines.

Population growth: Population growth causes people to compete for resources such as land and employment opportunities. Phenomena like overcrowding creates an environment conducive for natural or man-made disasters. For example, mass shack fires are common amongst densely populated informal settlements.

Environmental degradation: Phenomena like deforestation lead to rapid run-off, thus setting the stage for floods. Destruction of wetlands and drought conditions have a similar effect.

Lack of information: Disasters can simply occur because people do not understand the implication of their actions and practices. Often, at the point of disaster, people do not know how to respond. The original disaster can therefore be compounded. This can however be addressed through community education and awareness programmes.

Civil unrest: This factor can be triggered by a variety of circumstances; competition for resources, religious and ethnic differences, ideological differences, xenophobia and so forth.

Pollution: Pollution, whether air, land or water, carries a potential to cause disasters. Outside change of climatic conditions, pollution has implications for the health of humans living in the said locality.

VISION

Consideration was given to importing the City of uMhlathuze's vision into the Disaster Management Framework:

The port City of uMhlathuze offering high quality of life for all its citizens through sustainable development, resilient and inclusive economic growth.

For focused relevance on disaster risk management, the secondary vision is adjusted as follows:

Contribution towards the vision of the City of uMhlathuze through disaster risk management.

This secondary vision is used solely for purposes of disaster risk management and is subject to the primary, organizational vision.

MISSION

To contribute towards the 'safer city concept' through a disaster management service geared to prevent, mitigate, confine and manage hazards and disasters in an affordable, effective and efficient manner, in line with the District, Provincial and National disaster management frameworks.

SWOT ANALYSIS

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> ○ Willingness to prioritize disaster management ○ Contingency plans are in place ○ Emergency procedures in place ○ Disaster Advisory Forum in place ○ Industrial Emergency Planning Committee in place (part of the Disaster Advisory forum) ○ Disaster Management is in the IDP 	<ul style="list-style-type: none"> ○ Current limited resources to handle disasters ○ Disaster management centre not yet established ○ Head of municipal disaster management not yet appointed. ○ Outdated Disaster Management Plan Level 1 – 2009 ○ Municipal inter-departmental committee still to be established
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ○ One staff member already in the employ of the Municipality ○ Compilation of a Level 2 Disaster Management Plan 	<ul style="list-style-type: none"> ○ Municipality not disaster ready (not ready to handle disasters should they occur)

GOVERNING LEGISLATION

Constitution of the Republic of South Africa, Act 108 of 1996

Section 152 Objects of Local Government:

- (1) The objects of local government are:
 - (a) to provide democratic and accountable government for local communities;*
 - (b) to ensure provision of services to communities in a sustainable manner;*
 - (c) to promote social and economic development;*
 - (d) to promote safe and healthy environment; and*
 - (e) to encourage the involvement of communities and community organizations in the matters of local government.**
- (2) A municipality must strive, within its financial and administrative capacity, to achieve the objects set out in subsection (1).*

Schedule 4 of the Constitution also designates disaster risk management as a concurrent national and provincial competence. Responsibility for certain disaster risk management is however placed within the local government sphere. For instance, Section 23(7) of the Disaster Management Act states that until a disaster is classified as national or provincial, it must be regarded as a local disaster.

Municipal Finance Management Act, Act 56 of 2003

Section 29 of the Municipal Finance Management Act allows the Mayor of a municipality to authorize unforeseeable and unavoidable expenditure in an emergency. Such expenditure must be ratified by the Council. This expenditure may not exceed a percentage prescribed by National Treasury through regulations.

Municipal Systems Act, Act 32 of 2000

This Act adjoins disaster risk management planning to integrated development planning. Accordingly, funds allocated to disaster risk management are expected to be part of funds allocated to IDP processes.

White Paper on Disaster management (1999)

The White Paper outlines the national policy on disaster risk management in South Africa. It looks at problem areas and proposes mechanisms for addressing these problems. Also discussed are funding methods, national institutional and legal framework for disaster risk reduction. The document also argues the rationale for establishment of the National, Provincial and Local Disaster Management Centres, with their structures and functions.

Disaster Management Act, Act 57 of 2002

This Act serves as primary guiding legislation in to matters linked to disaster management. It discusses:

Section 1.1: establishment of effective arrangements for the development and adoption of integrated disaster risk management policy in South Africa.

Section 1.2: the arrangement for integrated direction and implementation of disaster risk management policy.

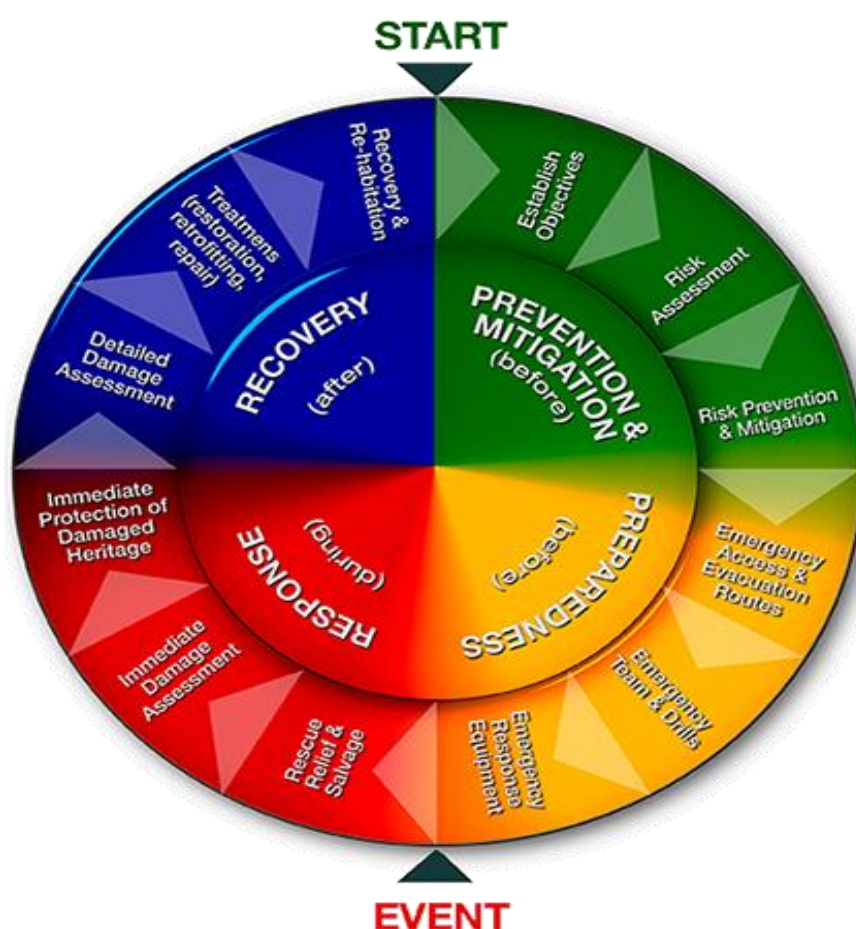
Section 1.3: arrangements required for stakeholder participation and the engagement of technical advice in disaster risk management planning and operations.

Section 1.4: describes arrangements for national, regional and international co-operation for disaster risk management.

NB. Chapter 5 of the Act outlines stipulations specific to local government.

THE CYCLE OF DISASTER MANAGEMENT

Disaster Management occurs in a cycle of four key phases; prevention, preparation, response and recovery.



Prevention

The first phase is focused on taking precautionary measures before an actual disaster or emergency takes place. Prevention includes danger identification, assessment of threat towards life and property in order to limit impact. Key to this stage is also setting up policies, community education and awareness, risk assessment.

Preparation

The preparation phase is centred on developing plans and aligning resources to respond to the disaster as it starts to occur or threatens to occur. This is about setting up measures to

counter the disaster and effects thereof. Activities here are meant to minimize the disaster related damage and improve response operations.

Specific activities include:

Planning (emergency access, evacuation routes)

Training (emergency teams, practice drills)

Supply (providing emergency response equipment)

Response

This phase happens during the disaster. The aim of response activities is to save lives, reduce victim suffering and alleviate multiple losses. Critical in this phase is the implementation of plans formulated and prepared in the preparation phase. Various organizations, for example ambulance services police services, state emergency units, are deployed to combat the effects of the disaster. Disaster management plans at this stage must be geared to:

Reducing possibility of further damage or injuries,

Accelerating recovery

Assisting emergency services

Returning systems to normal

Recovery

This phase takes place after the disaster incident. Affected communities are assisted to effect repairs on areas concerned. Initial rehabilitation happens. Services are restored to normal. Reconstruction of facilities happens. Efforts to reduce future risk factors should be included.

THE INTEGRATED APPROACH

Disaster Management is anchored around the principle of cooperative governance. Section 46 of the Disaster Management Act (Act 57 of 2002) stipulates municipal assistance to the National and provincial Disaster Management Centres. The reverse could also occur wherein Municipalities need help from the National and Provincial Disaster Management Centres. Hence the call for alignment between the National provincial and Municipal Disaster management frameworks and other related plans.

Outside the spheres of government, the National Disaster Management Framework (2005) puts emphasis on uniformity and coherence of approach amongst various role players and partners. Role players and partners include communities and households. The Policy Framework for Disaster Risk Management in the Province of Kwa-Zulu-Natal calls for consultation with traditional leaders, long serving member of emergency services, humanitarian assistance organizations, specialist research commissions, universities, private sector and the insurance industry. A similar sentiment is echoed by Section 51 of the Disaster Management Act itself (Act 57 Of 2002).

On the service front, multiple other role players and partners exist. For effective Disaster Management, collaboration will need to be drawn from, amongst others, Fire Response Service, Rescue Response Service, Ambulance Services, Traffic Services and Community Safety. These services can be from the government or the private sector.

CLASSIFICATION AND RECORDING OF DISASTERS

Section 23(4) *A disaster is local if—*

- (a) It affects a single metropolitan, district, or local municipality only; and*
- (b) the municipality concerned or, if it is a district or local municipality, that municipality alone or with the assistance of local municipalities in the area of the district municipality is able to deal with it effectively*

Section 23(5) *A disaster is a provincial disaster if—*

- (a) it affects—*
 - (i) more than one metropolitan or district municipality in the same province;*
 - (ii) a single metropolitan or district municipality in the province and that metropolitan municipality, or that district municipality, with the assistance of local municipalities within its area, is unable to deal with it effectively; or*
 - (iii) a cross-boundary municipality in respect of which only one province exercises executive authority as envisaged by section 90(30(a) of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998); and*
- (b) the province concerned is able to deal with it effectively.*

Section 23(6) *A disaster is a national disaster if—it affects—*

- (a) more than one province; or*
- (b) a single province which is unable to deal with it effectively.*

Section 23(7) *Until a disaster is classified in terms of this section, the disaster must be regarded as a local disaster.*

Section 23(8) *The classification of a disaster in terms of this section designates primary responsibility to a particular sphere of government for the coordination and management of the disaster, but an organ of state in another sphere may assist the sphere having the primary responsibility to deal with the disaster and its consequences.*

Based on the above extracts of the Disaster Management Act, it is imperative to note that all disasters within the jurisdiction of City of uMhlathuze will be deemed as local and will legislatively be deemed to be the responsibility of the City and the relevant district municipality; in this instance King Cetshwayo. Hence it is important to streamline plans and resources linked to Disaster Management. As legislated, room however exists to ask for help from the Provincial and National government, where necessary.

KEY PERFORMANCE AREA 1 IN LINE WITH THE NATIONAL AND PROVINCIAL DISASTER MANAGEMENT FRAMEWORKS: INTEGRATED INSTITUTIONAL CAPACITY FOR DISASTER RISK MANAGEMENT

The objective of this key performance area is to:

Establish integrated institutional capacity within the municipal sphere to enable the effective implementation of disaster risk management policy and legislation.

Municipal Inter-Departmental Committee on Disaster Management

At national level, this structure is referred to as the Intergovernmental Committee on Disaster Management. In terms of the National Disaster (Risk) Management Framework, the Intergovernmental Committee on Disaster Management is to be established by the President, include representatives from all three spheres of government, must be chaired by the Cabinet member designated by the President, and must consist of Cabinet member holding portfolios of Agriculture and Land affairs, Defence, Education, Environmental Affairs and Tourism, Foreign Affairs, Health, Home Affairs, Housing, Mineral and Energy, National Treasury, Provincial and Local Government, Public Works, Safety and Security, Social Development, the Presidency, Transport, Water Affairs and Forestry. The Intergovernmental Committee on Disaster Management is accountable to the Cabinet for:

- ensuring that appropriate mechanisms and institutional arrangements are in place to give effect to co-operative governance;
- co-ordinating disaster risk management by establishing joint standards of practice between spheres of government as well as between a particular sphere of government and relevant role players.

This Committee must meet at least four times a year.

At provincial level, this structure is referred to as the Interdepartmental Committee on Disaster Management. In terms of the Kwa-Zulu-Natal Disaster (Risk) Management Framework, the Interdepartmental Committee on Disaster Management should be established by the Premier and include the MEC for Co-Operative Governance, MEC involved with disaster Management or implementation of legislation referred to in Section 2(1)(b) of the Disaster Management Act, Municipal Portfolio councillors for disaster Management, the Head of the provincial Disaster Management Centre. The committee must be chaired by the MEC designated by the Premier to administer the Act. The Interdepartmental Committee on Disaster Management is accountable to the Executive Council for:

- ensuring that appropriate mechanisms and institutional arrangements are in place to give effect to co-operative governance;
- co-ordinating disaster risk management by establishing joint standards of practice between spheres of government as well as between a particular sphere of government and relevant role players.

This Committee must meet at least four times a year.

Following the above logic, at municipal level, this structure is to be referred to as the Interdepartmental Committee on Disaster Management. The structure is to be established by the Mayor. The structure should include Portfolio Chairpersons responsible for Disaster Management, Infrastructure Services, Electricity and Energy Services, Facilities, Finances, IT, Communications and City Development. The structure should be chaired by the Portfolio Chairperson designated by the Mayor to administer the Disaster Management Act. In all instances, there is silence about participation of the related administrative team. Logic

however indicates that related Deputy Municipal Managers (or delegates) will serve with the relevant Portfolio Chairpersons. Naturally included is the Head of Disaster Management Centre. As and when necessary, the Committee might need to co-opt officials in particular specialist areas.

The Interdepartmental Committee on Disaster Management is accountable to the Executive Committee for:

- ensuring that appropriate mechanisms and institutional arrangements are in place to give effect to co-operative governance;
- co-ordinating disaster risk management by establishing joint standards of practice between spheres of government as well as between a particular sphere of government and relevant role players.

This Committee must meet at least four times a year.

The committee must ensure post disaster and annual reporting to the Provincial and National Disaster Management Centres.

Key performance Indicator

- Municipal inter-departmental Committee on disaster risk Management is established and is functional.
- Terms of Reference for the Interdepartmental Committee on Disaster Management are documented.

Municipal Disaster Management Framework

Chapter 5, Part 1: Section 42 (1): *Each metropolitan and each district municipality must establish and implement a framework for disaster management in the municipality aimed at ensuring an integrated and uniform approach to disaster management in its area by --*

- (a) the municipality and statutory functionaries of the municipality...*
- (b) all municipal entities...*
- (c) all non-governmental institutions involved in disaster management, and*
- (d) the private sector*

(3) A municipal disaster management framework must be consistent with the provisions of this Act, the national disaster management framework and the disaster management framework of the province concerned.

NB. The compilation of this document serves to meet the requirement for this legislative section; that is the compilation of municipal disaster management framework.

This framework, and other disaster related planning documents, must be submitted to the Municipal Council for approval, prior to submission to the Provincial and National Disaster Management Centres.

Key Performance Indicator

- Disaster Management framework compiled and approved by the municipal Council.
- Quarterly reports submitted (progress on implementation)

Municipal Disaster Management Centres

Establishment

Chapter 5, Part 2: Section 43 (1): *Each metropolitan and each district municipality must establish in its administration a disaster management centre for its municipal area.*

Powers and duties

Chapter 5, Part 2, Section 44 (1): *A municipal disaster management centre --*

- (a) must specialise in issues concerning disasters and disaster management in the municipal area;*
- (b) must promote an integrated and coordinated approach to disaster management in the municipal area, with special emphasis on prevention and mitigation...*
- (c) must act as a repository of, and conduit for, information concerning disasters, impending disasters and disaster management in the municipal area;*
- (d) may act as an advisory and consultative body on issues concerning disasters and disaster management in the municipal area for –*
 - (i) organs of state and statutory functionaries;*
 - (ii) the private sector and non-governmental organizations; and*
 - (iii) communities and individuals;*
- (e) must make recommendations regarding the funding of disaster management in the municipal area, and initiate and facilitate efforts to make such funding available;*
- (f) may make recommendations to any relevant organ of state or statutory functionary –*
 - (i) on draft legislation affecting this act, the national disaster management framework or any other disaster management issue;*
 - (ii) on alignment of municipal legislation with this Act, the national disaster management framework or the relevant provincial disaster management framework; or*
 - (iii) in the event of local disaster, on whether a local state of disaster should be declared*
- (g) must promote the recruitment, training and participation of volunteers in disaster management in the municipal area;*
- (h) must promote disaster management capacity building, training and education, including in schools, in the municipal area;*
- (i) may promote research into all aspects of disaster management in the municipal area;*
- (j) may give advice and guidance by disseminating information regarding disaster management in the municipal area, especially to communities that are vulnerable to disasters;*
- (k) may exercise any powers and must perform any duties delegated and assigned to in terms of section 14; and*
- (l) may assist in the implementation of legislation referred to in section 2(1)(b) to the extent required by the administrator of such legislation and approved by the council.*

NB. It is the going understanding that City of uMhlathuze would like to lead the process of implementation of the Disaster Management Act, within its area of jurisdiction. Chapter 5, Part 3, Section 54(2) of the Disaster Management Act allows for this set-up. It is however imperative that the relevant District Municipality be informed about the Municipality's intention.

Chapter 5, Part 2, Section 44 (2): *A municipal disaster management centre may engage in any lawful activity in the municipal area, whether alone or together with any other organization aimed at promoting the effective exercise of its powers and performance of its duties.*

Chapter 5, Part 2, Section 44 (3): *A municipal disaster management centre must exercise its powers and perform its duties—*

- (a) within the national disaster management framework, the disaster management framework of the province concerned and the disaster management framework of its municipality;*
- (b) subject to the municipality's integrated development plan and other directions of the municipal council acting within the national disaster management framework, the disaster management framework of the province concerned and the disaster management framework of that municipality; and*
- (c) in accordance with the administrative instructions of the municipal manager.*

Chapter 5, Part 2, Section 44 (4): *A municipal disaster management centre must liaise with and coordinate its activities with the National Centre and the relevant provincial disaster management centre.*

The local disaster management centre is the primary functional unit for disaster management in the municipality. It is therefore imperative that this centre be established.

Minimum Infrastructural requirements for municipal disaster Management Centres

in line with the national disaster management Framework, the following are minimum infrastructural requirements for a disaster management centre to function:

- a disaster operations centre for facilitation of multi-disciplinary planning and operations.
- an integrated information management and communications system
- a central communications centre, including a 24-hour communications facility for reporting purposes and for dissemination of early warnings and co-ordinating activation and response to significant events and disasters.
- a media and public information service that provides for two-way communication within communities and amongst individuals.
- an education, training and research facility.
- Adequate office accommodation and facilities for operational staff.

Benchmarking Feedback

Benchmarking exercise was done at two district municipalities; namely, uMkhanyakude (KZN) and eHlanzeni (Mpumalanga).

uMkhanyakude District Municipality

The Disaster Management Centre is a two-storey building.

The ground floor consists of:

- Boardroom
- Kitchen
- Store room
- Control room (including communication system)
- Backup generator
- 40 000 litres reservoir tank

- Recycling system to channel grey water to fire hydrants

The First floor consists of:

- 6 offices
- 3 restrooms

The Disaster Management Centre, including the communication system, was built during the financial year 2013/2014 at the cost of R23m.

Ehlanzeni District Municipality

The Disaster Management Centre is a three storey building.

The *basement* is 1496sqm which consist of:

- 29 parking bays
- 3 store rooms
- 10 000 litres of water in tanks
- 2 000 litres diesel in tanks
- backup generator
- area for refuse collection

The *ground floor* is 1274sqm which consist of:

Multi-functional Hall which can be sub-divided and is used for:

- Disaster Prevention and Awareness workshops
- Community Participation workshops
- Gathering space for volunteers and rescue workers
- Dining facilities for Emergency workers

Kitchen

Canteen/ Cafeteria

Dining area for approximately 100 people

First Floor consists of the following:

Media Centre

- Seating for 40 people for media conferences and briefing

Joint Operations Centre

- Auditorium type of seating for decision makers (each seat has access to telephone and microphone connected to central recording system)

Tactical Room

- Accommodation for technical specialists with dedicated line to SAPS, Weather services, Emergency services, ACSA, etc.

- Server room
- Radio links to police, EMS and Traffic services

The Tactical Room is equipped with SoftCell Communications as well as normal radio links. Information displayed at the Joint Operations Centre

Radio Room

- Space for 6 Rapid Response Operators
- 24/7 emergency operations
- Sleeping accommodation and kitchen are provided for the night shift staff

The Disaster Management Centre, including the communication system, was set up in 2009, at the cost R50m.

Key Performance Indicator

- Disaster Management Centre is established and is functional.

Internally what this means is that the City will have to prioritise:

- Planning, designing and costing of the local Disaster Management Centre
- Construction of the Centre
- Funding for operations

Head of Municipal Disaster Management Centre

Chapter 5, Part 2, Section 45 (1): *A municipal council must, subject to the applicable provisions of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), appoint a person as head of its municipal disaster management centre.*

Chapter 5, Part 2, Section 45 (2): *The head of the municipal disaster management centre—*

- (a) *is responsible for the exercise by the centre of its powers and the performance of its duties; and*
- (b) *in accordance with the direction of the council, take all decisions of the centre in the exercise of its powers and the performance of its duties, except decisions taken by another person in consequence of a delegation by the head of the centre.*

The head of a municipal disaster management centre performs the functions of subject to section 44(3).

Benchmarking Feedback

UMkhanyakude District Disaster Management Centre

The head of the Disaster Management Centre was appointed with 10 staff members.

Ehlanzeni District Municipality

The Head of Disaster Management Centre was appointed with 11 staff members.

- 6 Technical Specialists
- 2 Controllers
- 3 Data Capturers
- 2 GIS specialist/ Controller

NB. From the benchmarking discussions, the trend is for the Head of Disaster Management Centre to report to the Head of Department. It is the internal view that the position can be created at Manager level (level 19). What is significant is for the incumbent to have specialist knowledge in Disaster Management and to implement the Act as required. The level 19 post will then report to Head of Section:

Key Performance Indicator

- The job description of Head of Municipal Disaster(Risk) Management Centre has been developed.
- Disaster Risk Management focal/nodal points have been identified and responsibilities assigned
- The Head of the Disaster Management Centre has been appointed

Personnel Structure of the Disaster Management Centre

National organizational structure guidelines are presented as per **FIGURE 1** on the next page. NB. The boxes represent units.

The structure presented as **FIGURE 2** is from Umkhanyakude District Municipality (benchmarking feedback).

The structure proposed for City of uMhlathuze is captured as **FIGURE 3**. This is a simplified version of the National Guideline. The structure is leaner and allows for interdepartmental collaboration (communications, GIS, etc.), instead of employ dedicated work bodies for Disaster Management.

FIGURE 1: National Guideline on structure for Disaster Management

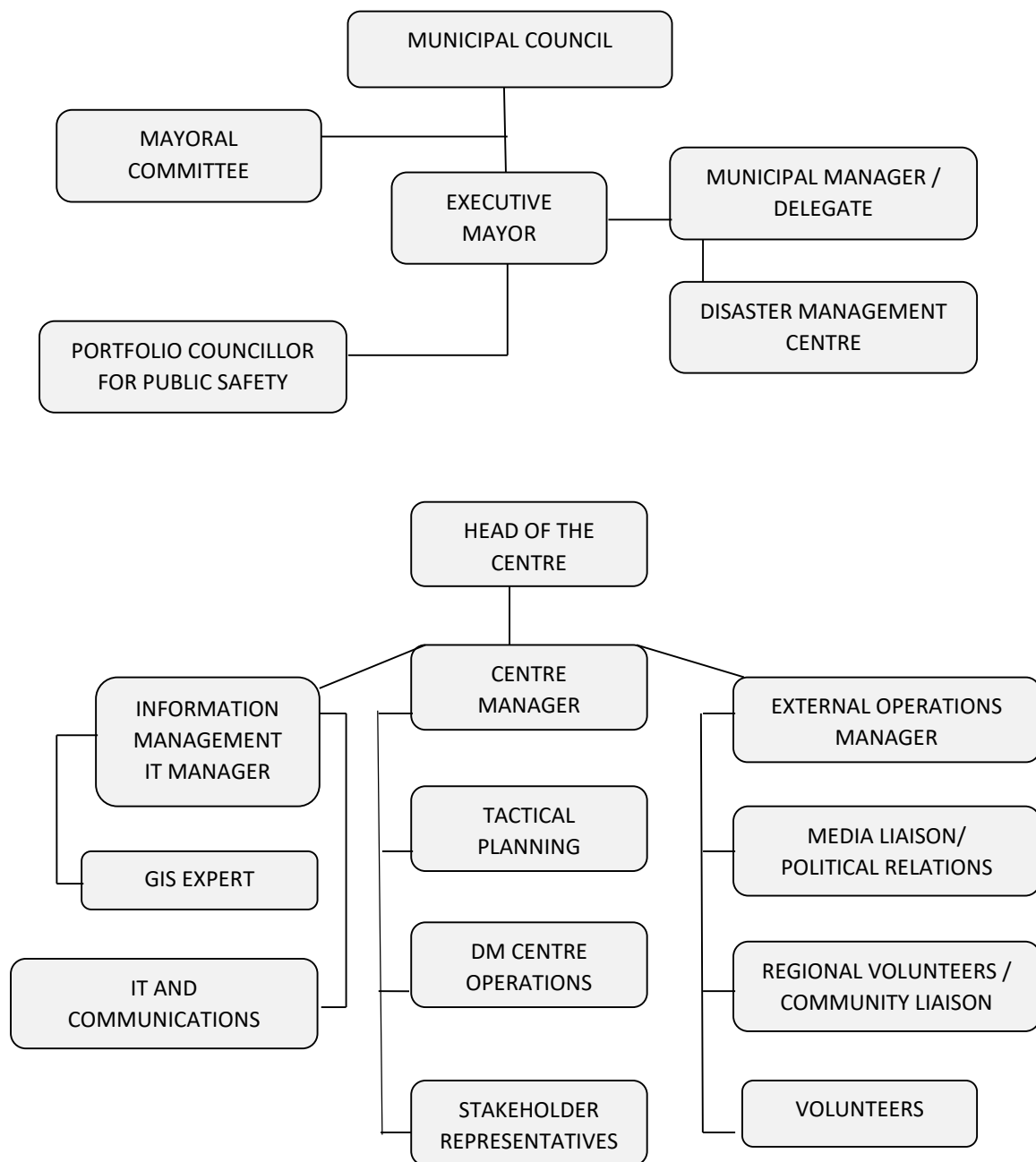


FIGURE 2: Disaster Management structure: Umkhanyakude District Municipality

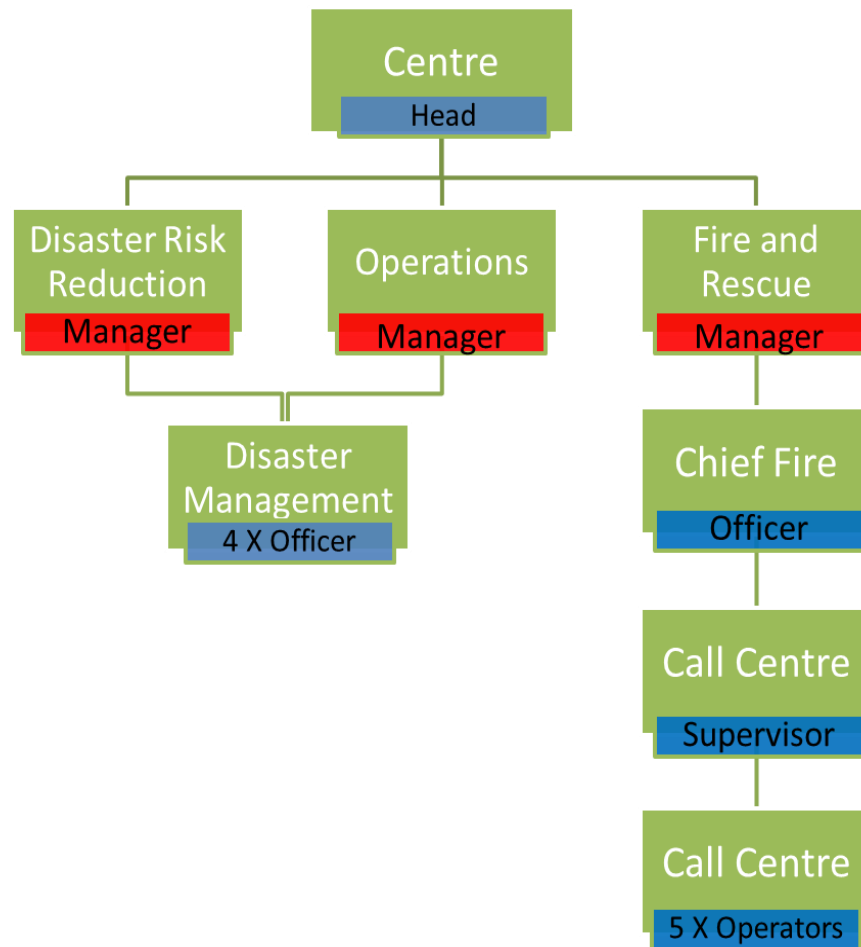
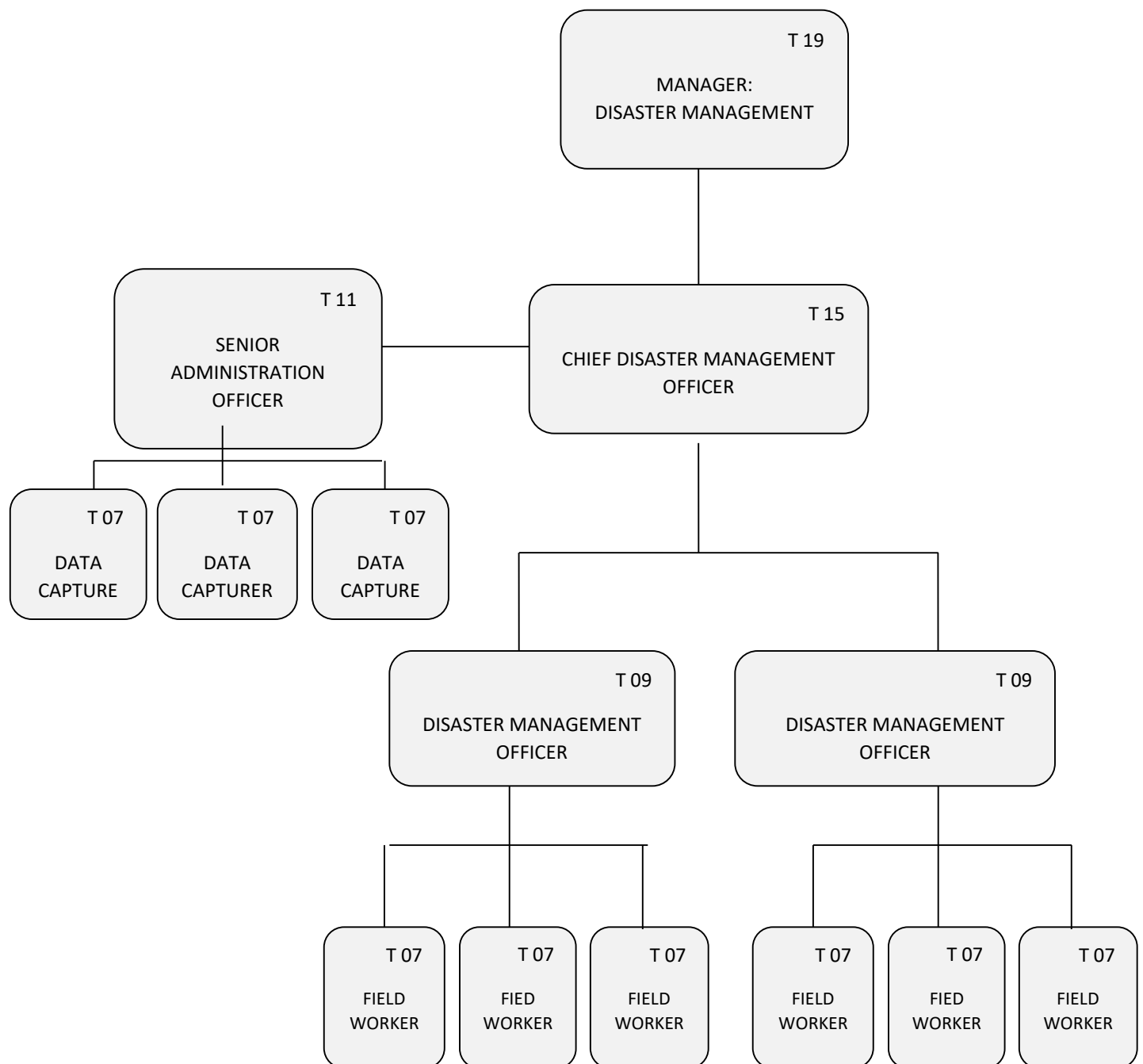


FIGURE 3: Disaster Management structure proposed for City of uMhlathuze



Municipal Disaster Advisory Forum

Chapter 5, Part 3, Section 51(1): a metropolitan or district municipality may establish a municipal disaster management advisory forum consisting of—

- (a) *The head of the municipal disaster management centre in the municipality;*
- (b) *A senior representative of each department or component within the administration of the municipality designated by the executive mayor or mayor, as the case may be;*
- (c) *If it is a district municipality, representatives of the local municipalities within the area of jurisdiction of the district municipality;*
- (d) *Representatives of other disaster management role-players in the municipality designated by the executive mayor or mayor, as the case may be, which may include—*
 - (i) organised business in the municipality;*
 - (ii) organised labour in the municipality;*
 - (iii) relevant community based organizations;*
 - (iv) traditional leaders;*
 - (v) the insurance industry in the municipality;*
 - (vi) representatives of the agricultural sector in the municipality;*
 - (vii) religious and welfare organizations in the municipality;*
 - (viii) medical, paramedical, and hospital organizations in the municipality;*
 - (ix) institutions of higher education;*
 - (x) institutions that can provide scientific and technological advice or support to disaster management;*
 - (xi) other relevant non-governmental organizations and relief agencies in the municipality;*
- (e) *experts in disaster management designated by the executive mayor or mayor, as the case may be; and*
- (f) *persons co-opted by the forum in question for a specific period or specific discussion;*

Chapter 5, Part 3, Section 51(2): *A forum envisaged by subsection (1) is a body in which a municipality and relevant disaster management role-players in the municipality consult one another and co-ordinate their actions on matters relating to disaster management in the municipality.*

Key Performance Indicators

- Municipal disaster Advisory forum is established.
- Terms of Reference for the Disaster Advisory Forum are documented.
- Mechanisms for stakeholder participation in disaster (risk) management planning and operations have been established and are operational.
- Primary responsibility for the facilitation of and co-ordination of disaster (risk) management planning and implementation has been assigned.
- Entities playing a supportive role in facilitating and coordinating disaster (risk) management planning and implementation have been identified and assigned secondary responsibilities.

Disaster Management Volunteers

Chapter 7, Section 58(1): *A metropolitan or district municipality may establish a unit of volunteers to participate in disaster management in the municipality.*

Chapter 7, Section 58(2): *Any person that meets the prescribed minimum requirements may apply to enrol as a volunteers in the unit of volunteers for the relevant municipality.*

Chapter 7, Section 58(3):

- (a) the National Centre must maintain a register of all volunteers enrolled in a unit of volunteers;*
- (b) a municipality that has established a unit must submit the prescribed particulars of any person who has enrolled in the terms of subsection (2) to the National Centre within 21 days of such person's enrolment.*

Chapter 7, Section 58(4): *a unit of volunteers may participate in the exercises related to disaster management organised by one or more municipal disaster management centres, a provincial disaster management centre or the National Centre.*

Chapter 7, Section 58(5): *The Minister may prescribe the following:*

- (a) the command structure of a unit of volunteers;*
- (b) components within a unit of volunteers;*
- (c) the requirements for, and recruitment of, a volunteer;*
- (d) the manner in which any member of volunteers is to be activated and deployed;*
- (e) the training of volunteers;*
- (f) the use of equipment by volunteers;*
- (g) the defraying of expenses incurred by volunteers;*
- (h) uniforms of volunteers;*
- (i) insignia to be worn by by—*
 - (i) different units of volunteers;*
 - (ii) different components within a unit of volunteers, and*
 - (iii) different positions of command within a unit of volunteers, and*
- (j) the transfer of a volunteer from one unit of volunteers to another unit of volunteers.*

Chapter 7, Section 58(6): *This section does not preclude—*

- (a) a municipality from calling on persons who are not members of a unit of volunteers to assist the municipality in dealing with a disaster; or*
- (b) any number of persons from taking reasonable steps to deal with a disaster in an appropriate manner until a municipality takes responsibility for that disaster, and, where appropriate, to continue dealing with the disaster under the control of the municipality.*

Key Performance Indicator

- A current register of disaster (risk) management stakeholders and volunteers has been established and maintained.
- Copy of register of disaster (risk) management stakeholders and volunteers sent to the Provincial and National Centres.

Assistance to National Centre and Provincial Disaster Management Centre – Co-Operative Governance

Chapter 5, Part 2, Section 46(1): *A municipal disaster management centre must assist the National Centre and the relevant provincial disaster management centre at that centre's request to—*

- (a) identify and establish communication links with disaster management role players in the municipal area for the purposes of section 16;*
- (b) develop and maintain the disaster management electronic database envisaged in section 17 in so far as the database applies to the municipality; and*
- (c) develop guidelines in terms of section 19 for the—*
 - (i) preparation and regular review of disaster management plans and strategies, including contingency plans and emergency procedures; and*
 - (ii) the integration of the concept and principles of disaster management, and particularly prevention and mitigation strategies, with development plans and programmes.*

Chapter 5, Part 2, Section 46(2):

- (a) a municipal disaster management centre may, in writing, request any municipal organ of state or person in possession of information reasonable required by that centre for the purpose of subsection (1)(a) or (b), to provide such information to the centre within a reasonable period determined by the centre.*
- (b) If a municipal organ of state fails to comply with the request, the municipal disaster management centre must report the failure to the executive mayor or mayor, as the case may be, of that municipality, who must take such steps as may be necessary to secure compliance with the request, including reporting the failure to the municipal council.*

Key Performance Indicator

- Mechanisms have been identified and implemented to ensure the application of the principle of co-operative governance.
- Guidelines have been developed and disseminated for entering into partnerships and concluding mutual assistance agreements and memoranda of understanding.

KEY PERFORMANCE AREA 2: DISASTER RISK ASSESSMENT

In line with the National and Provincial Disaster Management Frameworks, the objective of this KPA is to:

Establish a uniform approach to assessing and monitoring disaster risks that will inform disaster risk management planning and disaster risk reduction undertaken by organs of state and other role players.

Chapter 5, Part 2, Section 47(1): *A municipal disaster management centre to the extent that it has the capacity, must give guidance to organs of state, the private sector, non-governmental organizations, communities, and individuals in the municipal area to assess and prevent or reduce the risk of disasters, including—*

- (a) ways and means of—*
 - (i) determining levels of risk;*
 - (ii) assessing the vulnerability of communities and households to disasters that may occur;*
 - (iii) increasing the capacity of communities and households to minimise the risk and impact and impact of disaster that may occur; and*
 - (iv) monitoring the likelihood of, and the state of alertness to, disasters that may occur;*
- (b) the development and implementation of appropriate prevention and mitigation methodologies;*
- (c) the integration of prevention and mitigation methodologies with development plans, programmes and initiatives; and*
- (d) the management of high risk developments.*

Chapter 5, Part 2, Section 47(2): *A municipal disaster management centre must promote formal and informal initiatives that encourage risk avoidance behaviour by organs of state, the private sector, non-governmental organizations, communities, households and individuals in the municipal area.*

Disasters Occurring or Threatening to Occur in Municipal Areas

Chapter 5, Part 2, Section 49(1): *When a disastrous event occurs or is threatening to occur in the area of a municipality, the disaster management centre of the municipality concerned must determine whether the event should be regarded as a disaster in terms of the Act, and if so, must immediately—*

- (a) initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster;*
- (b) inform the National Centre and the relevant provincial disaster management centre of the disaster and its initial assessment of the magnitude and severity or potential magnitude and severity of the disaster;*
- (c) alert disaster management role-players in the municipal area that may be of assistance in the circumstances; and*
- (d) initiate the implementation of any contingency plans and emergency procedures that may be applicable in the circumstances.*

Chapter 5, Part 2, Section 49(2): *When informing the National Centre and the relevant provincial disaster management centre in terms of sub-section 1(b), the municipal disaster management centre may make such recommendations regarding the classification of the disaster as may be appropriate.*

Disaster risk assessment is essential for:

- Effective disaster risk management and risk reduction planning
- Identifying potential threats that can undermine development success and sustainability, making it possible for appropriate disaster risk reduction measures to be incorporated into the project design prior to implementation
- Shaping focused disaster risk reduction
- Identifying high risk periods and conditions
- Activating preparedness and response actions

Disaster risk assessment must be carried out under the following circumstances;

- Prior to any municipal disaster risk reduction, preparedness and recovery programme
- As part of the planning phase for large –scale housing, infrastructure or commercial/industrial developments of national significance
- As an integral part of the planning phase for significant initiatives that affect the environment
- When social, economic, infrastructural, environment climatic and other indicators suggest changing patterns of risk that increase the likelihood of significant disaster impacts.

Steps involved in disaster risk assessment:

Disaster risk assessment process determines the level of risk by:

- Identifying and analysing potential hazards and/or threats
- Assessing the conditions of vulnerability that increases the chance of loss for a particular element at risk (environmental, human, infrastructural, agricultural, economic, etc.)
- Determining the level of risk for different situations and conditions
- Helping to set out priorities for action

A reliable disaster risk assessment must answer the following questions:

- How frequently can one expect the incident or disaster to happen?
- Which areas, communities or households are most at risk?
- What are the likely impacts?
- What are the vulnerabilities or environmental and socio-economic risk factors that increase the severity of the threat?
- What capabilities or resources exist to manage the risk?
- Is the risk becoming more serious?
- Is the risk undermining development progress in the areas, communities, and households it affects?
- If so, is the management of the risk a development priority?
- In the areas and communities affected by the risk, are there any other significant risks?

Stage 1: Identifying the specific disaster risk to be assessed.

Stage 2: Analysing the disaster risk concerned.

Stage 3: Evaluation of the disaster risk being assessed.

Stage 4: Monitoring the disaster risk and the effectiveness of risk reduction initiatives; plus updating disaster risk assessment information and disseminating the information to all stakeholders.

Community-based disaster risk assessment

In line with the Disaster Management Act, both the National and provincial Disaster Management Frameworks emphasise the need for disaster risk assessment to actively include participation of vulnerable communities and households, including physically isolated communities, female-headed and child-headed households. This requirement is based on the fact that information collected by way of technically sophisticated methods employed by risk scientists can be significantly enhanced by local and indigenous knowledge relating to disaster risk management. Active engagement of special needs groups improves the quality of disaster risk assessment findings and increase the likelihood of community ownership of risk reduction interventions that may follow.

Sourcing additional information

To optimise the quality of findings, the following sources are to be referred to, during disaster risk assessment as well:

- Information on past significant events as well as declared disasters. Review of newspaper articles may be useful.
- Consultation with community members and traditional leaders in areas affected by past event for information on frequency and severity of events classified as disasters. Locate these events on a local map and record on a graph to reflect seasonality/change over time.
- Consultation with longstanding members of emergency services, South African Red Cross Society, Salvation Army and other humanitarian assistance organizations who can remember or have records of past disaster responses.
- Consultation with specialist research commissions, universities and private sector for existing or past research reports.
- Reference to relevant ministries for information or research completed or currently commissioned.
- Consultation with the insurance industry.

Selecting disaster risk management methods and approaches

The process of disaster risk assessment involves various specialist methods. Depending on the type of risk, particular specialist intervention is required. The National and Provincial Disaster Management Frameworks provide a list of examples, as a guideline on the alignment of types of risks, intervention methods and type of specialists required. See table below:

Type of risk	Possible disaster risk assessment	Expertise
Potential flood risk in a developed estuarine area (an area where the river flows into the sea)	Flood hydrology and hydraulics Ecological and environmental assessment	Environmental and Hydrological specialists
Potential cholera risk in an isolated area known to be cholera-prone	Epidemiological risk assessment Environmental health assessment Groundwater evaluation	Public and environmental health specialists
Potential fire risk in a large informal settlement	Historic and seasonality review of past fire events graphed or mapped over time Aerial photographs to indicate density or other spatial changes over time Participatory rural appraisal / livelihoods analysis/ focus groups interviews Demographic and socio-economic analysis	Urban development facilitators/ planners Fire prevention specialists Social Scientists
Potential wind storm or tornado risk in a rural area	Consultation with local leadership History of past events Historic climatology and seasonal analysis	Indigenous knowledge Community facilitators Climate scientists
Drought risk in a rural community	Participatory rural appraisal/ livelihoods analysis/ focus group interviews Historic rainfall information, history of drought and impacts Remote-sensed information on vegetation and cloud cover	Rural development facilitators Agricultural specialists Public health specialists Climate scientists

NB. Until National standards for assessment of priority disaster risks, all proposed risk assessments planned by local municipalities must be reviewed by the appropriate Municipal Disaster Management Centres (MDMCs) prior to commissioning of the assessments.

Consolidation and classification of disaster risk information

In line with the stipulations of the Disaster Management Act, the National and Provincial Disaster Management Frameworks require that hazard and vulnerability assessment findings be consolidated according to uniform classification. This facilitates integrated multi-sectoral planning across government departments and other partners. It also supports risk management cooperation between administrative areas affected by the same risk.

The proposed classification, discussed earlier, is as follows:

Hazards	Examples
Geological	Landslides, rockslides, liquefaction, subsidence
Biological	Epidemic diseases affecting people or livestock, veld fires, plant infestations
Hydro meteorological	Floods, debris flows, tropical cyclones, storm surges, severe storms, drought, desertification
Technological	Industrial pollution, nuclear activities, toxic waste, dam failure, transport accidents
Environmental	Land degradation, deforestation, loss of biodiversity,

Key Performance Indicators

- Priority risks of the municipality are identified and documented by the MDMC.
- Procedures to consolidate, map update and make information accessible on the municipal priority risks have been established and documented by the MDMC.

Priority risks from previous disaster risk assessments – City of uMhlathuze

Assessment commissioned by City of uMhlathuze:

Order of priority in 2009:

- Disease / Health – Disease: Human
- Hydro-meteorological hazards – Floods (river, urban, dam failure)
- Hydro-meteorological hazards – severe storms (wind, hail, snow, lightning, fog)
- Hazardous material – Hazmat: fire/ explosion (storage & transportation)
- Civil unrest – demonstrations/ riots
- Hazardous material – Hazmat: spill/ release (storage & transportation)
- Fire hazards – formal and informal settlements/ Urban area
- Fire hazards – veld/ forest fires
- Civil unrest – xenophobic violence
- Civil unrest – refugees / displaced people

Order of priority in 2012

Assessment commissioned by uThungulu:

- Disease / Health – Disease: Human (HIV/AIDS & TB)
- Disease / health - Disease: Health (Other diseases)
- Hydro-meteorological hazards – severe storms (wind, hail, snow, lightning, fog)
- Civil unrest - demonstrations/ riots
- Hazardous material – Hazmat: Fire/ explosion (storage and transportation)
- Hazardous material – Hazmat: spill/ release (storage and transportation)
- Oceanographic – storm surge
- Hydro-meteorological hazards – floods (river, urban & dam failure)
- Civil unrest xenophobic violence
- Fire hazards – veld/ forest fires

These lists naturally need to be reviewed. Hence a proposal for a fresh risk assessment process and compilation of a Level 2 Disaster Management Plan.

Level 1 means the organ of state has not previously developed a coherent disaster risk management plan. It focuses on establishing foundation institutional arrangements for disaster risk management, putting in place contingency plans for known priority threats, identifying key government al and other stakeholders and developing capability for a Level 2 Disaster Risk Management Plan.

Level 2 means the organ of state has established foundation institutional arrangements and are building the essential supportive capabilities needed to carry out comprehensive disaster risk management activities. It includes establishing processes for a comprehensive disaster risk assessment, identifying and establishing formal consultative mechanisms for development of disaster risk reduction projects and introducing supportive information management and communication system and emergency communications capabilities.

Level 3 means the organ of state has established both foundation institutional arrangements for disaster risk management and essential supportive capabilities. The plan clearly specifies institutional arrangements for coordinating and aligning with other governmental initiatives and plans of institutional role players. There must be evidence of informed disaster risk assessment and ongoing disaster risk monitoring capabilities, plus relevant developmental measures to reduce the vulnerability of disaster-prone areas, communities and households.

(Kwa-Zulu-Natal Disaster Risk Management Framework)

Monitoring, Measuring Performance, and Evaluating Disaster Management Plans and Prevention, Mitigation and Response Initiatives

Chapter 5, Part 2, Section 48(1): *a municipal disaster management centre must—*

(a) monitor—

- (i) progress with the preparation of and regular updating in terms of sections 52 and 53 of disaster management plans and strategies by municipal organs of state involved in disaster management in the municipal area;*
- (ii) formal and informal prevention, mitigation and response initiatives by municipal organs of state, the private sector non-governmental organizations, and communities in the municipal area, including the integration of these initiatives with development plans; and*
- (iii) the compliance in the municipal area with key performance indicators envisaged by section 7(2)(m); and*

(b) from time to time, measure performance and evaluate such progress and initiatives.

Disaster risk are not static. There's therefore a requirement to strategically adjust programmes in line with the existing monitoring system. Risk monitoring systems involve:

- Hazard tracking: to monitor the physical phenomena that can trigger disaster events. Include systems that provide seasonal or early warning information on approaching adverse weather conditions.
- Vulnerability monitoring: track the ability of areas, communities, households, critical services and natural environments to resist and withstand external threats. Census, poverty surveys, nutritional surveys, and information from health clinics provide insight into changing social vulnerability patterns in at-risk communities.
- Disaster event tracking: monitor changing patterns in disaster risks. Frequencies of unclassified disaster incidents are sensitive indicators of changing risk patterns in at-risk areas. For instance, rising incidents of informal settlement fires may be an early warning of accumulating risks, which may result in a more serious and destructive fire event. It also calls for urgent measures to avert the impending disaster.

Updating a comprehensive disaster risk assessment

As indicated by both the National and Provincial Disaster Management Frameworks, municipal organs of state must seek technical advice from recognized risk specialists to determine the need for updating a comprehensive assessment for a particular threat.

Conducting Quality Control

Who should carry out disaster risk assessments

Disaster risk assessment almost always requires specialist input. When working with technical specialists, the commissioning organ of state must define terms of reference for feedback, consultation, skills transfer and capacity-building processes by the specialists commissioned. This is particularly important for empowerment of non-specialists and management of the risk linked to dissemination of incorrect information or unverified risk assessment data.

Disaster risks, in South Africa, are mostly linked to social, economic and environmental conditions. It is therefore imperative that disaster risk assessment should be grounded on field consultations in the areas and communities at risk.

Measure to establish the accuracy of disaster risk assessment

Technical Advisory Committees

In terms of the National and Provincial Disaster Management Frameworks, there is a current requirement to establish Technical Advisory Committees comprising of recognized specialists in the hazards, vulnerabilities and disaster risks being assessed. These committees are required when complex disaster risk assessments are being carried out. They can assist with development of terms of reference, monitoring of progress, and the validation of findings. *The requirement applies to provincial and large metropolitan disaster risk assessment processes.*

External validation process for methods and findings

As a minimum national and provincial requirement, all assessments carried out should be externally validated in terms of methods used and finding generated. Validation should happen prior to any programme implementation and before maps or reports are published, where such maps are linked to the assessment process.

Recognized specialists for external validation can be drawn from specialist ministries, research institutions, NGOs or the private sector.

Key Performance Indicators

- Disaster risk assessments done show evidence of:
 - Capacity building with respect to commissioning authority
 - Consultation with appropriate government and other stakeholders about the design and /or implementation of the assessment, as well as the interpretation of the findings.
- There is documented evidence in disaster risk assessment done of external validation prior to:
 - The publication or dissemination of hazard, vulnerability or risk maps and/or reports for planning purposes; and
 - The implementation of risk reduction or other initiatives based on the assessment results.
- Disaster risk assessments done show documented evidence of technical consultation with the appropriate disaster management centre(s) prior to implementation.

KEY PERFORMANCE AREA 3: DISASTER RISK REDUCTION

The objective of this Key Performance Area is to:

Ensure that all disaster risk management stakeholders develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with the approved frameworks.

Disaster management frameworks and disaster risk management plans are strategic mechanisms through which disaster risk management action is coordinated and integrated across all spheres of government (Section 3.1.1 – National and Provincial Disaster Management Frameworks).

Disaster Management Plans for Municipal Areas

Chapter 5, Part 3, Section 53(1): *Each municipality must, within the applicable municipal disaster management framework—*

- (a) prepare a disaster management plan for its area according to the circumstances prevailing in the area;*
- (b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players;*
- (c) regularly review and update its plan;*
- (d) through appropriate mechanisms, processes and procedures established in terms of chapter 4 of the Local Government: Municipal systems Act, 2000 (Act No. 32 of 2000), consult the local community in the preparation or amendment of its plan.*

Chapter 5, Part 3, Section 53(2): *A disaster management plan for a municipal area must—*

- (a) form an integral part of a municipality's integrated development plan;*
- (b) anticipate the type of disasters that are likely to occur in the municipal area and their possible effects;*
- (c) place emphasis on measures that reduce the vulnerability of disaster prone areas, communities and households;*
- (d) seek to develop a system of incentives that will promote disaster management in the municipality;*
- (e) identify the areas, communities and households at risk;*
- (f) take into account indigenous knowledge relating to disaster management;*
- (g) promote disaster management research;*
- (h) identify and address weaknesses in capacity to deal with possible disasters;*
- (i) provide for appropriate prevention and mitigation strategies;*
- (j) facilitate maximum emergency preparedness; and*
- (k) contain contingency plans and emergency procedures in the event of a disaster , providing for—*
 - (i) the allocation of responsibilities to the various role-players and co-ordination in the carrying out of those responsibilities;*
 - (ii) prompt disaster response and relief;*
 - (iii) the procurement of essential goods and services;*
 - (iv) the establishment of strategic communication links;*
 - (v) the dissemination of information; and*
 - (vi) other matters as may be prescribed.*

Chapter 5, Part 3, Section 53(3): *A district municipality and local municipalities within the area of the district municipality must prepare their disaster management plans after consulting each other.*

Chapter 5, Part 3, Section 53(4): *a municipality must submit a copy of its disaster management plan, and of any amendment to the plan, to the national Centre, the disaster management centre of the relevant province, and if it is a district municipality or local municipality, to every disaster management centre within the area of the district municipality concerned.*

Status in City of uMhlathuze – Disaster Management Plan

The last disaster Management Plan compiled is dated June 2009 (refer to **DMS 607217**). This was a Level 1 Risk Management Plan. Level 1 means the municipality had not previously developed a coherent disaster risk management plan. The status as outlined in this plan hasn't changes much. There is however an opportunity for improvement.

It is recommended that resources and processes be put in place for new risk assessment and compilation of a Level 2 Plan. Implication hereof is that the municipality must:

- Set up required institutional arrangements. This involves submitting the disaster management framework for approval, by the Council, preparation to set up the disaster management centre, as per legislative requirements, setting up the Disaster Management Advisory Forum and prioritizing the appointment of the disaster Management Centre Manager.
- Prioritize a comprehensive disaster risk assessment. This involves appointment of an external expert on disaster management. Risk assessment should be coupled with subsequent compilation of a plan.
- Set up a formal consultative system
- Introduce a supportive information management and communication system. This forms part of the requirements for the disaster management centre.

While unfolding this process, it is important to note the City's risk profile as presented then (refer to page 22-23 of **DMS 607217**).

Key Performance Indicators

- The municipal disaster management framework has been developed, consistent with the Provincial and National Disaster Management Framework.
- Disaster risk management plan has been compiled and submitted to the Council.
- Municipal Disaster Management Frameworks and Plans are revised at least two-yearly.

Core Disaster Risk Reduction Principles of Disaster Prevention and Mitigation

Disaster Prevention: actions that provide 'outright avoidance' of the adverse impact of hazards and related environmental, technological, and biological disasters. Many disasters can be prevented through effective land-use planning, basic public works and effective municipal services.

Where disasters cannot be prevented, their severity must be reduced.

Disaster Mitigation: structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation, and technological hazards on vulnerable areas, communities and households.

Operational Planning

Disaster risk management plans must include the following elements:

Preparedness: this contributes towards disaster risk reduction through measures taken in advance to ensure effective response to the impact of the hazards, including timely and effective early warning and temporary evacuation of people and property from threatened locations. Preparedness creates opportunity to mobilise, organise and provide relief measures to deal with an impending or occurring disaster or the effects thereof.

Actions linked to preparedness are key components of the contingency plans that should be developed for specific threats.

Disaster response: provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those affected. This can be immediate, short-term or protracted.

Disaster recovery: Disaster recover (including rehabilitation and reconstruction) focuses on the decisions and actions taken after the disaster to restore lives and livelihoods, services, infrastructure and the natural environment. This includes:

- Rehabilitation of the affected areas, communities and households
- Reconstruction of damaged and destroyed infrastructure; and
- Recovery of losses sustained during the disaster event, combined with the increased resistance to future similar occurrences.

Key performance Indicators

- Municipal priority risks have been identified and mapped by the MDMC.
- Specific priority areas, communities and households within the municipality have been identified and mapped.
- Focused initiatives to reduce priority risks have been identified by the municipality.

Scoping and development of disaster risk reduction plans, projects and programmes

Eight key planning points

- Use disaster risk assessment findings to focus planning efforts.
- Establish an informed multi-disciplinary team with capacity to address the disaster risk and identify a primary entity to facilitate the initiative.
- Actively involve communities or groups at risk.
- Address multiple vulnerabilities where possible.
- Plan for changing risk conditions and uncertainty, including the effects of climate variability.
- Apply precautionary principles to avoid increasing disaster risk.
- Avoid unintended consequences that undermine risk-avoidance behaviour and ownership of disaster risk.
- Establish clear goals and targets for disaster risk reduction initiatives and link monitoring and evaluation criteria to the initial risk assessment findings.

These points are discussed in detail in both the National and Provincial Disaster (Risk) Management Frameworks.

Inclusion of Disaster Risk Reduction into other structures and processes

Both the National and Provincial Disaster (Risk) Management Frameworks emphasize the importance of integrating disaster risk reduction into spatial development and integrated development planning.

KEY PERFORMANCE AREA 4: RESPONSE AND RECOVERY

The objective of this Key Performance Area is to:

Ensure effective and appropriate disaster response and recovery by:

- Implementing a uniform approach to the dissemination of early warnings
- Averting or reducing the potential impact in respect of personal injury, health, loss of life, property, infrastructure, environments and government services
- Implementing immediate integrated and appropriate response and relief measures when significant events or disasters occur or are threatening to occur
- Implementing all rehabilitation and reconstruction strategies following a disaster in an integrated and developmental manner.

Responsibilities in the Event of Local Disasters

Chapter 5, Part 3, Section 54(1): *Irrespective of whether a local state of disaster has been declared in terms of section 55—*

- (a) *the council of a metropolitan municipality is primarily responsible for the co-ordination and management of local disasters that occur in its area; and*
- (b) *the council of a district municipality, acting in consultation with the relevant local municipality, is primarily responsible for the co-ordination and management of local disasters that occur in its area.*

Chapter 5, Part 3, Section 54(2): *A district and a relevant local municipality may, despite sub-section (1)(b), agree that the council of the local municipality assumes primary responsibility for the co-ordination and management of a local disaster that has occurred or may occur in the area of the local municipality.*

Chapter 5, Part 3, Section 54(3): *The Municipality having primary responsibility for the co-ordination and management of a local disaster must deal with a local disaster—*

- (a) *in terms of existing legislation and contingency arrangements, if a local state of disaster has not been declared in terms of section 55(1); or*
- (b) *in terms of existing legislation and contingency arrangements as augmented by by-laws nor directions made or issued in terms of section 55(2), if a local state of disaster has been declared.*

Chapter 5, Part 3, Section 54(4): *This section does not preclude a national or provincial organ of state, or another municipality or municipal organ of state from providing assistance to a municipality to deal with a local disaster and its consequences.*

Declaration of Local State of Disaster

Chapter 5, Part 3, Section 55(1): *In the event of a local disaster the council of a municipality having primary responsibility for the co-ordination and management of the disaster may, by notice in the provincial gazette, declare a local state of disaster if—*

- (a) *existing legislation and contingency arrangements do not adequately provide for that municipality to deal effectively with the disaster; or*
- (b) *other special circumstances warrant a declaration of a local state of disaster.*

Chapter 5, Part 3, Section 55(2): *If a local state of disaster has been declared in terms of sub-section (1), the municipal council concerned may, subject to sub-section (3), make by-laws or issue directions, or authorise the issue of directions, concerning—*

- (a) *the release of any available resources of the municipality, including stores, equipment, vehicles and facilities;*
- (b) *the release of personnel of the municipality for the rendering of emergency services;*
- (c) *the implementation of all or any of the provisions of a municipal disaster management plan that are applicable in the circumstances;*
- (d) *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;*
- (e) *the regulation of traffic to, from or within the disaster –stricken or threatened area;*
- (f) *the regulation of the movement of persons and goods to, from and within the disaster-stricken or threatened area;*
- (g) *the control and occupancy of premises in the disaster –stricken or threatened area;*
- (h) *the provision, control or use of temporary emergency accommodation;*
- (i) *the suspension or limiting of the sale, dispensing or transportation of alcoholic beverages in the disaster-stricken or threatened area;*
- (j) *the maintenance or installation of temporary lines of communication to, from and within the disaster area;*
- (k) *the dissemination of information required for dealing with the disaster;*
- (l) *emergency procurement procedure;*
- (m) *the facilitation of response and post-disaster recovery and rehabilitation; or*
- (n) *other steps that may be necessary to prevent an escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster.*

Chapter 5, Part 3, Section 55(3): *the powers referred to in subsection (2) may be exercised only to the extent that this is necessary for the purpose of—*

- (a) *assisting and protecting the public;*
- (b) *providing relief to the public;*
- (c) *protecting property;*
- (d) *preventing or combating disruption; or*
- (e) *dealing with the destructive and other effect of the disaster.*

Chapter 5, Part 3, Section 55(4): *By-laws made in terms of subsection (2) may include by-laws prescribing penalties for any contravention of the by-laws;*

Chapter 5, Part 3, Section 55(5): *A municipal state of disaster that has been declared in terms of subsection (1)—*

- (a) *lapses three months after it has so been declared;*
- (b) *may be terminated by the council by notice in the provincial gazette before it lapses in terms of paragraph (a); and*
- (c) *may be extended by the council by notice in the provincial gazette for one month at a time before it lapses in terms of paragraph (a) or the existing extension is due to expire.*

Funding of Post –Disaster Recovery and Rehabilitation

Chapter 6, Section 56(1): *this Chapter is subject to sections 16 and 25 of the Public Finance Management Act, 1999, which provides for use of funds in emergency situations.*

Chapter 6, Section 56(2): *When a disaster occurs the following principles apply:*

- (a) *national, provincial and local organs of state may financially contribute to response efforts and post-disaster recovery and rehabilitation.*
- (b) *The cost of repairing and replacing public sector infrastructure should be borne by the organ of state responsible for the maintenance of such infrastructure.*

Chapter 6, Section 56(3): *the Minister may, in the national disaster management framework, prescribe a percentage of the budget, or any aspect of the budget, of a provincial organ of state or a municipal organ of state, as the case may be, as a threshold for accessing additional funding from the national government for response efforts.*

Chapter 6, Section 56(4): *Any financial assistance provided by a national, provincial or municipal organ of state in terms of sub-section 2(a) must be in accordance with the national disaster management framework and any applicable post-disaster recovery and rehabilitation policy, of the relevant sphere of government and take into account—*

- (a) whether any prevention and mitigation measures were taken, and if not, the reasons for the absence of such measures;*
- (b) whether the disaster could have been avoided or minimised had prevention and mitigation measures been taken;*
- (c) whether it is reasonable to expect that prevention and mitigation measures should have been taken in the circumstances;*
- (d) whether the damage caused by the disaster is covered by adequate insurance, and if not, the reasons for the absence or inadequacy of the insurance cover;*
- (e) the extent of financial assistance available from the community, public or other non-governmental support programmes; and*
- (f) the magnitude and severity of the disaster, the financial capacity of the victims of the disaster and their accessibility to commercial insurance.*

National contribution to alleviate effects of local and provincial disasters

Chapter 6, Section 57: *When a municipality or a province in the event of a local or provincial disaster requests the national government to financially contribute to post disaster recovery and rehabilitation, the following factors must be taken into account:*

- (a) whether any prevention and mitigation measures were taken or initiated by the municipality or province, and if not, the reasons for the absence of such measures;*
- (b) whether the disaster could have been avoided or minimised had prevention and mitigation measures been taken;*
- (c) whether it is reasonable to expect that prevention and mitigation measures should have been taken in the circumstances by the municipality or province;*
- (d) whether the damage caused by the disaster is covered by adequate insurance, and if not, the reasons for the absence or inadequacy of the insurance cover; and*
- (e) the magnitude and severity of the disaster and whether or not available financial resources at local level, or if is a provincial disaster, at provincial level, are exhausted.*

Dissemination of Early Warnings

Early warnings are meant to alert areas, communities households and individuals to an impending or imminent significant event or disaster so they can take necessary steps to avoid or reduce the risk and prepare for an effective response.

The MDMC must prepare and issue hazard warnings of municipal significance in a timely and effective manner. Warnings of impending or imminent significant events and/or disaster must include information and guidance that will enable those at risk to take risk-avoidance measures to reduce losses.

The MDMC must identify and establish strategic inter-sectoral, multi-disciplinary and multi-agency communication mechanisms, including emergency communication mechanisms accessible to communities at risk, for purposes of disseminating early warnings. The MDMC

must also identify communication links and mechanisms for the dissemination of early warnings through media (television, radio, other electronic and print media).

Key Performance Indicator

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

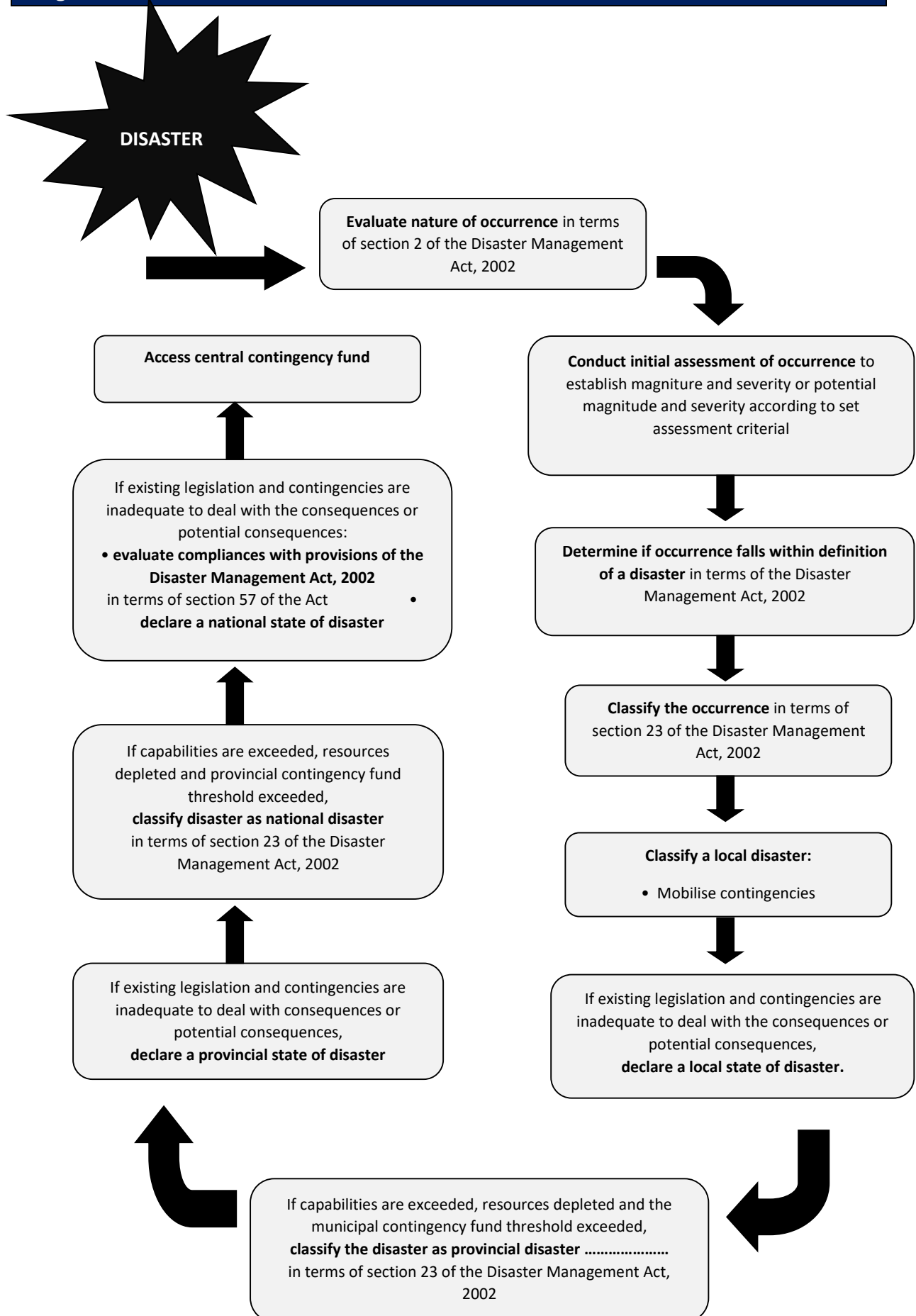
Assessment of a disaster

When a disastrous event occurs or is threatening to occur in the municipality, the MDMC must determine whether the event should be regarded as a disaster in terms of the Act, and if so, the MDMC must immediately—

- Initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster;
- Inform PDMC and NDMC of the disaster and an initial assessment of the magnitude and severity or potential magnitude and severity of the disaster;
- Alert disaster management role-players in the municipality that may be of assistance in the circumstances; and
- Initiate the implementation of any contingency plans and emergency procedures that may be applicable in the circumstances.

When informing the PDMC in terms of subsection (1)(b) of the Disaster Management Act, the MDMC may make such recommendations regarding the classification of the disaster as may be appropriate.

Diagrammatic Process for the Classification and Declaration of a State of Disaster



Disaster Reviews and Reports

Comprehensive reviews must be conducted routinely after all significant events and events classified as disasters. The reviews will provide information against which to assess the application of principles of sections 56 and 57 of the Disaster Management Act. Findings will influence the review and updating of disaster risk management plans and will serve as valuable information for training.

To maximize the benefits gained from regular reviews of significant events and disasters, the MDMC must, in consultation with the PDMC, develop a review programme. The review programme should include:

- Guidelines for the process and procedures to be followed in conducting review of significant events and events classified as disaster, including principles specified in section 56 and requirements outlined in section 57 of the disaster Management Act.
- Appointment of review panels with the relevant expertise;
- A mechanism for reporting on the actual performance in a disaster situation with the aim of improving performance;
- Mechanisms to ensure that post-disaster reviews and reports are disseminated to stakeholders;
- Mechanisms to ensure that immediately following a significant event or disaster, disaster risk management plans are reviewed and, based on the outcomes of post-disaster reviews, appropriate amendments are made; and
- Mechanisms to ensure that learning occurs.

When conducting a review, the appointed review team must take into account local conditions, disaster risk management plans implemented prior to the significant event or disaster, and existing disaster risk management plans.

Key Performance Indicators

- Guidelines and uniform methods, including templates, for the assessment and costing of significant events or disasters have been developed.
- Mechanisms for the rapid and effective classification of a disaster and the declaration of a state of disaster have been established.
- Mechanisms for conducting disaster reviews and reporting, including mechanisms to enable assessments that will comply with and give effect to the provisions of sections 56 and 57 of the disaster Management act, have been developed and implemented.
- Review reports on actual disasters are routinely submitted.

Integrated Response and Recovery

Co-ordination of Response and Recovery Efforts

Responsibility for co-ordinating response to specific known rapid and slow-onset significant events and disasters must be allocated to specific organ of state. 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 organ of state with the other stakeholders assuming supportive responsibilities. In case of riverine floods, for example, the Departments of Water Affairs and Forestry could bear primary responsibility. In the case of drought, the Department of Agriculture could be the primary agency, and in the case of extreme weather events, the Provincial Disaster Management Centre could assume primary responsibility.

The operational plans and guidelines of the various response agencies that contribute to field operations must be considered when allocating responsibilities for response and recovery. In

this regard, primary and secondary responsibilities must be allocated for each of the operational activities associated with disaster response, for example, evacuation, shelter, search and rescue, emergency medical services and fire fighting.

Response and recovery operations must also make provision for the delegation of responsibilities of the Head of the Centre and the assignment of alternate arrangements for a disaster management centre in a particular sphere as a contingency in the event that the particular disaster management centre itself is affected and unable to continue to operate.

(Section 4.3.1: Kwa-Zulu-Natal Disaster Risk Management Framework)

Resources

Mechanisms for the activation and mobilization of additional resources for response and recovery measures must be set out in operational plans.

Volunteers

Mechanisms for the deployment of volunteers must be outlined in operational plans.

Municipal Incident Management System compliant with the Provincial standard response management system

The Municipal Disaster Management Centre (MDMC) must develop an incident command system that complies with the requirements of the national standard response management system. The system must identify specific roles and responsibilities for each response and recovery activity included in the operational plans of the various agencies participating in response and recovery efforts. It must also provide for mechanisms to determine the level of implementation of response and recovery measures according to the magnitude of the event or disaster and the capacity of an agency to deal with it. The system must be introduced in all government departments and all spheres of local government. It should also make provision for the development of partnerships between agencies involved in response and recovery and the private sector, NGOs, traditional leaders, technical experts, communities and volunteers for the purposes of enhancing capacity.

Each agency identified in the incident management system must establish standard operating protocols or procedures (SOPs) for co-ordinating response and recovery operations and for ensuring government/ business continuity. The SOPs must be consistent with the requirements of relevant legislation, regulations and standards.

The response management system must include common terminology for the identification of stakeholders responsible for direction, control and co-ordination of an event at the operational, tactical and strategic level as well as for the title used in each level. For example, the tactical level (field operations) from where the event is being co-ordinated could be referred to as Joint Operations Centre (JOC).

The system must take into account conditions where frequent significant events occurring on a daily basis require extraordinary measures but do not necessarily justify the declaration of a local state of disaster.

The system must provide for a mechanism to track escalation of incidents and facilitate the reporting of 'trigger' indicators. 'Trigger' indicators must be clearly identified and must be reported to the disaster management centres in the various spheres of government. Examples include the routine reporting of all veld and forest fire incidents to the disaster management centre when fire danger indices are at certain levels, or the reporting of all incidents that require a predetermined level of response.

Emergency Communication System

The MDMC must give priority to attention to the development of an emergency communication system to support interagency communication of incidents, significant events and disasters.

Media Relations

Responsibilities and protocols for media liaison, including press releases and media interviews, in the event of a municipal disaster occurring or threatening to occur must be determined by the MDMC.

Regulations and directives for response and recovery operations

The MDMC must ensure the development of directives to standardize and regulate the practice and management of response and recovery operations in the municipal sphere of government.

Key Performance Indicators

- The organs of state that must bear primary responsibility for contingency planning and the coordination of known hazards have been identified and allocated such responsibility;
- Stakeholders that must bear secondary responsibility for contingency planning and coordination of known hazards have been identified and allocated such responsibility;
- Contingency plans for known hazards have been developed.
- Response and recovery plans are reviewed and updated annually.
- Field operations guides (FOGs) for the various activities associated with disaster response and recovery have been developed and are reviewed and updated annually.
- A municipal incident management system has been developed and is reviewed and updated annually.
- SOPs and checklists have been developed and are understood by all stakeholders in their respective fields of responsibility.
- Policy directives for the management of disaster response and recovery operations have been developed.

(Section 4.3.2: Kwa-Zulu-Natal Disaster Risk Management Framework)

Relief Measures

Relief operations following significant events and/or events classified as disasters must be co-ordinated and relief assistance and donations equitably distributed. 'Progressive monitoring and annual reviews of regulation for the management of relief operations, based on lessons learned, must be conducted. These reviews must include—

- Responsibilities for the release of appeals for donations;
- Standards of relief (in keeping with international standards)
- Duration of efforts; and
- Acceptance of assistance.

(Section 4.4: Kwa-Zulu-Natal Disaster Risk Management Framework)

Key Performance Indicators

- Policy for the management of relief operations, in line with Provincial Regulations, has been developed.

- Progressive monitoring and annual reviews or regulations for the management of relief operations, based on lessons learned, are conducted.

Annual Report

Chapter 5, Part 2, Section 50(1): *The disaster management centre of a municipality must submit a report annually to the municipal council on--*

- (a) *its activities during the year;*
- (b) *the results of the centre's monitoring of prevention and mitigation initiatives;*
- (c) *disasters that occurred during the year in the area of the municipality;*
- (d) *the classification, magnitude and severity of these disasters;*
- (e) *the effects they had;*
- (f) *particular problems that were experienced—*
 - (i) *in dealing with these disasters;*
 - (ii) *generally, in implementing the Act, the national disaster management framework, the disaster management framework of the province concerned and the disaster management framework of its municipality;*
- (g) *the way in which these problems were addressed and any recommendations the centre wishes to make in this regard;*
- (h) *progress with the preparation and regular updating in terms of section 52 and 53 of disaster management plans and strategies by municipal organs of state involved in disaster management in the municipal area; and*
- (i) *an evaluation of the implementation of such plans.*

Chapter 5, Part 2, Section 50(2):

- (a) *A municipal disaster management centre must, at the same time that its report is submitted to the municipal council in terms of subsection (1), submit a copy of the report to the National Centre and the disaster management centre of the province concerned.*
- (b) *The disaster management centre of a district municipality must, at the same time, also submit a copy of its report to each local municipality in the area of the district municipality.*

Chapter 5, Part 2, Section 50(3): *The disaster management centre of a district municipality that is operated in partnership with local municipalities within the area of the district municipality must prepare its report in consultation with those local municipalities.*

ENABLERS

Both the National and provincial Disaster Risk Management Frameworks emphasize the fact that, for disaster risk management to effectively implemented, there are key enablers to be put into place. These are discussed below:

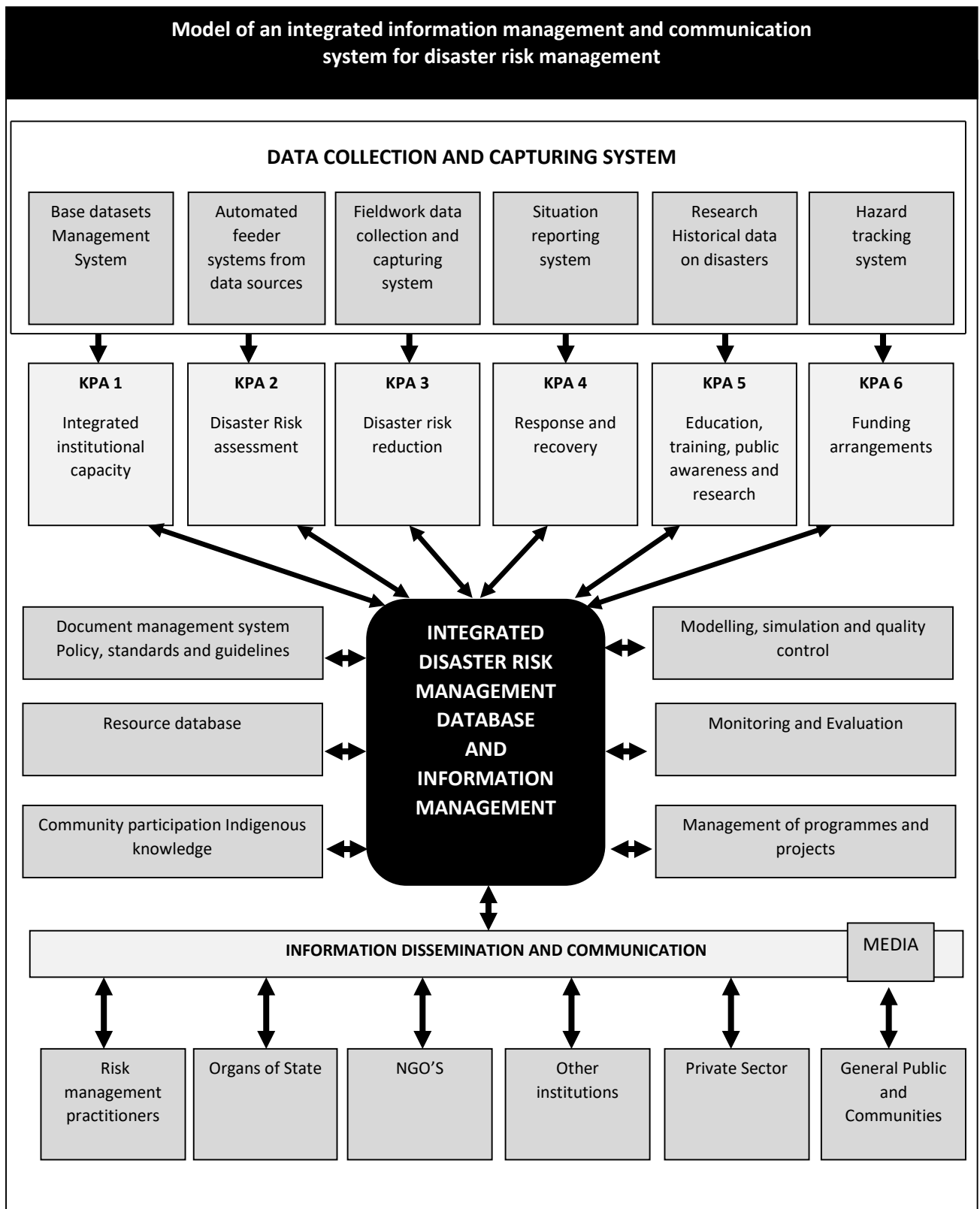
ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION

The objective of this enabler is to:

Guide the development of a comprehensive information management and communication system and establish integrated communication links with all disaster risk management role players.

In terms of the Provincial Disaster Risk Management Framework, integrated disaster risk management depends on access to reliable hazard and disaster risk information, including effective information management and communication systems to enable receipt, dissemination and exchange of information. The system must have the capabilities to sort, store and analyse data for purposes of targeting information towards primary interest groups. It must include Geographical Information Systems (GIS), mapping and information display applications, as well as standardized multi-media capabilities. FIGURE 4 displays a model of an Integrated Information Management and Communication System for disaster risk management:

FIGURE 4:



Other system requirements are discussed on page 92 (section 5.6.1 of the Provincial Disaster Management Framework).

Key Performance Indicators (data)

- Data needs have been defined by the MDMC;
- Data sources have been identified by the MDMC;
- Data collection and capturing methodologies have been developed and implemented;
- The responsibilities of the respective data custodians have been defined and assigned;
- Agreements with identified data custodians have been negotiated to ensure availability, quality and reliability of data;
- Disaster risk management information is easily accessible.

Key Performance Indicators (system)

- A disaster risk management information and communication system has been established and implemented;
- The disaster risk management information and communication system supports the key performance areas and enablers;
- Municipal information management and communication system is fully compatible with the provincial and national systems and are part of an integrated network.

ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH

The objective of this enabler is to:

Promote a culture of risk avoidance amongst stakeholders by capacitating role players through integrated education, training and public awareness programmes informed by scientific research.

This enabler speaks to requirements for development of education, training and research needs and resources analysis, disaster risk management education and training framework, development of an integrated public awareness strategy, effective use of media and the development of a disaster risk research agenda. Training can be in the form of modular course, short courses, workshops, conferences, seminars, mentorships, in-service training, learnerships, mass communication, indigenous knowledge, drills, exercises and rehearsals. Training can be tailor-made for officials and policy-makers, communities, volunteers and trainers.

Research is deemed to be everyone's responsibility in the field of disaster risk management.

Library resources on disaster risk reduction must be developed and be made easily accessible.

Key Performance Indicators

- The municipality participates in the national and provincial scientific education, training, needs and resource analysis;
- The national and provincial needs and resources analysis serves as the foundation for the development of a municipal disaster management education and training framework;
- The national and provincial needs and resources analysis informs the development of appropriate disaster risk management education and training programmes that, not only build on existing strengths, but are responsive to the municipal changing disaster management needs.

ENABLER 3: FUNDING ARRANGEMENTS FOR DISASTER RISK MANAGEMENT

The objective of this enabler is to:

Establish mechanisms for the funding of disaster risk management.

In terms of the National and provincial Disaster Management Frameworks, funding arrangements must be in a way that ensures that disaster management activities are funded adequately and in a sustainable manner. Principles guiding funding arrangements include adequacy, equity, predictability, administrative efficiency, incentive effects and autonomy (page 110 of the Provincial Disaster Risk Management Framework). FIGURE 5 discusses possible funding mechanisms for the key disaster management activities:

FIGURE 5: Possible funding mechanisms for key disaster management activities

ACTIVITY	FUNDING SOURCE	FUNDING MECHANISM
Start-up activities (KPA 1, Enabler 1)	National Government	Conditional grant funding for local government – district and metropolitan municipalities, where necessary
Disaster risk management ongoing operations (KPAs 2 and 3)	National and provincial Government	Own departmental budgets
	New assignment to local government	Increase in the (institutional) component of the equitable share of local government
Disaster risk reduction (KPAs 2 and 3)	National Departments	Own budgets
	Provincial Departments	Own budgets but can be augmented by application for funding to the NDMC for special national priority risk reduction projects
	District Municipalities	Own budgets but can be augmented by application for funding to the NDMC for special national priority risk reduction projects
	In case of low-capacity, resource-poor municipalities	Additional funding released from NDMC targeted at these categories of municipalities
Response, recovery and rehabilitation and reconstruction efforts (KPA 4)	National Government	Own budgets for those departments frequently affected by disasters
		Access to central contingency funds
		Reprioritise within capital budgets for infrastructure reconstruction
	Provincial Government	Own budgets, particularly for those departments frequently affected by disasters

		Conditional infrastructure grants
		Access to central contingency fund once threshold is exceeded on a matching basis
		Reprioritise within capital budgets for infrastructure reconstruction
	Local government	Access to central contingency fund once threshold is exceeded
		Conditional Infrastructure Grant , i.e. Municipal infrastructure Grant (MIG)
Education, training and capacity-building programmes (Enabler 2)	All spheres of government	Own budgets and reimbursement trough SETA
		Public awareness programmes and research activities can also be funded through the private sector, research foundations, NGOs and donor funding
Notes: The suggested ratio for counter-funding is 85;15, i.e. 15 per cent of all start-up costs being funded		

Summary of funding options as outline in the Kwa-Zulu-Natal Disaster Management Framework

Funding start-up costs for disaster management centres

Start-up costs for disaster management can be funded through a conditional grant from national government or through provincial and municipal budgets.” Compelling arguments can be made for both” (116).

Conditional grants can be explored within the context of intergovernmental fiscal relations. In this instance, it is imperative that minimum infrastructure requirements, issued by the NDMC, be complied with.

Conditional grants have been awarded before, with the expectation to:

- Incorporate national priorities into municipal budget;
- Promote national norms and standards;
- Address backlogs and disparities in municipal infrastructure;
- Effect transition by supporting capacity building and restructuring of municipalities.

Funding Disaster Risk Assessment

“Expenditure incurred in monitoring disaster risk should be part of the routine operation of the relevant organ of state and the disaster management centres, and should be budgeted for accordingly” (120).

Funding Preparedness

Emergency Preparedness, dissemination of early warnings and disaster response and recovery must be funded through budgets of the relevant organ of state. Additional funding for response and recovery only can be sourced from the central contingency fund.

Costs associated with accredited training and education can be recovered from the relevant SETA.

Funding Response and Recovery operations

“The fundamental principle underpinning provisions relating to funding in the Act is that all organs of state must budget for costs involved in disaster response and recovery ...Once budgets for response and recovery activities have been exhausted, the relevant organ of state may request financial assistance from national government. Financial assistance will only be provided after taking into account the disaster risk reduction measures taken prior to the onset of the disaster” (125).

“The Act entrenches this principle of self-funding by allowing the Minister designated to administer the Act to prescribe a percentage of the budget of a provincial organ of state or a municipal organ of state that will act as a threshold for accessing future funds from the central contingency fund...In the case of provincial organs of state, it is proposed that a percentage be developed for provinces based on their budgeted expenditures...Municipalities on the other hand raise a substantial part of their own revenue. The operating revenue is a good indicator of a municipality’s relative fiscal capacity” (125). “

Proposed percentages are as per the TABLE below:

Proposed threshold percentages for provincial and local government budgets:

Organ of state	Basis for calculating provision	Threshold percentage
Provincial departments	Budgeted expenditure	1.2
Metropolitan municipalities	Own revenue	0.5
Municipalities with own revenue of over R150 million (excluding metros)	Own revenue	0.6
Municipalities with own revenue of R50 million – R150 million	Own revenue	0.6
Municipalities with own revenue of R1 million – R50 million	Own revenue	1.0

“In order to ensure that municipalities make meaningful provision for disaster response and recovery operations, municipalities with a lower amount revenue collected have been assigned higher percentages. Once municipalities have exhausted their thresholds, they should then be able to request financial assistance from the Kwa-Zulu-Natal provincial government. These thresholds are the minimum amounts budgeted for disaster response and recovery...The DPLG can implement mechanisms within the existing reporting cycle prescribed by the Division of revenue act to monitor whether municipalities are adhering to the thresholds” (126).

Funding for Relief measures

“the aim of relief measures is to provide immediate access to basic necessities for those severely affected by disasters. These funds must be budgeted got in the provincial Department of Social Development’s vote.

Most municipalities have a mayoral discretionary fund aimed at providing relief to local communities. The current mechanisms seems adequate to fund the cost of relief. The challenge is to co-ordinate the inputs of these different spheres of government to ensure that relief measures flow rapidly to communities” (126-127).

Funding rehabilitation and reconstruction

“The Act places the onus for rehabilitation and reconstruction of infrastructure on the organ of state responsible for maintaining such infrastructure. However, rehabilitation is not only limited to infrastructure repair, it also includes rehabilitation of the environment and communities. Rehabilitation and construction projects can be funded through—

- Own budgets;
- Conditional grants;
- Reprioritization within the existing budgets; and
- Access to the central contingency fund.

The methods of funding rehabilitation and reconstruction are complementary rather than competing. Ideally, organs of state should fund their expenditure on rehabilitation and reconstruction from their own budgets up to the threshold. The next alternative should be to reprioritise within their capital budgets. The use of funds from the contingency reserve should be considered only as a last resort” (127).

Key Performance Indicators (risk assessment)

- The cost of disaster risk assessment is included in the budget of the municipality;
- The cost of disaster risk assessment has been estimated and is included in the budget of disaster management.

Key Performance Indicators (disaster risk reduction)

- Budgets in all spheres of government include the costs of routine disaster risk reduction measures and activities;
- Feasibility studies for capital projects include information drawn from disaster risk assessments and appropriate risk reduction measures.
- Capital budgets clearly reflect the costs of disaster risk reduction.
- Preparedness actions are funded through the recurrent budgets of all relevant organs of state.

Key Performance Indicators (response and recovery)

- The percentage of the budget of a municipal organ of state as a threshold for accessing additional funding from national and provincial government for response and recovery efforts has been established and implemented;
- Response and recovery efforts are funded through budgeted threshold allocations;
- A mechanism has been developed to ensure rapid access to national and provincial funds for disaster response;
- Organs of state across the spheres of government have budgeted for threshold allocations;

- People, households and communities affected by a significant event or disaster have immediate access to relief measures;
- Financial thresholds for rehabilitation and reconstruction funding in the different spheres of government have been set;
- Rehabilitation and reconstruction efforts are funded through a combination of own budgets, reprioritisation, budgeted threshold allocations and conditional grants.

Key Performance Indicators (education and training)

- There is documented evidence of an increase in expenditure on accredited education training programmes;
- Organs of state recover their expenditure on accredited education and training from relevant sector Education and training Authorities;
- The conditions of the Municipal Systems Improvement Grant have been extended to cater for disaster risk management education and training programmes;
- All organs of state involved in public awareness budget for integrated public awareness programmes;
- Partnerships between municipal organs of state and the private sector, non-governmental organizations and community-based organizations exist for the purpose of funding public awareness programmes and projects;
- Funds are available from government departments, international donor organizations, private companies, research foundations and non-governmental organizations for research programmes.

OFFENCES

Chapter 8, Section 60(1): *A person is guilty of an offence if that person fails to comply with a request made by the National Centre in terms of Section 18(1) or by the province or municipal disaster management centre in terms of section 32(2)(a) or 46(2)(a).*

Chapter 8, Section 60(2): *a person convicted of an offence mentioned in subsection (1) is liable on conviction to a fine or to imprisonment not exceeding six months or to both a fine and such imprisonment.*

INDEMNITY

Chapter 8, Section 61: *The Minister, the National Centre, a provincial or municipal disaster management centre, an employee seconded or designated for the purpose of the National Centre or provincial or municipal disaster management centre, a representative of the National Centre or provincial or municipal disaster management centre, or any other person exercising a power or performing a duty in terms of the Act, is not liable for anything done in good faith in terms of , or in furthering the objects of this Act.*

This Act means the Disaster Management Act, Act 57 Of 2002.

SCOPE OF ASSISTANCE BY ORGANS OF STATE

Chapter 8, Section 62: *When an organ of state provides assistance to another organ of state for purposes of this Act, the officials and all equipment of the organ of state providing assistance must, for purposes of conditions of employment, utilization of equipment and insurance, be deemed to be deployed within the normal area of jurisdiction of the organ of state providing assistance.*

SUMMARY AND RECOMMENDATIONS

Within the combination of the Disaster Management Act, the National and Provincial disaster Management Frameworks, very strict guidelines are set how the programme of disaster risk management is to be handled. Requirement is that, at their respective levels, organs of state should:

Create institutional capacity for disaster risk management by way of:

- Set up inter-departmental committee on disaster management
- Compile and implement a disaster management framework
- Establish a Disaster Management Centre
- Appoint the head of the Disaster Management Centre
- Set up a functional structure under the head of the Disaster Management Centre
- Set up a disaster advisory forum (which includes external role players)
- Establish a unit of volunteers to participate in disaster management
- Collaborate with the National, Provincial and District (where applicable) Disaster Management Centres

Carry out Disaster Risk Assessment (with expert input)

Compile a disaster Management Plan (with expert input)

Plan for disaster reduction

Plan for response and recovery

Setup relief measures

Make provision for emergency procurement

Report, post disaster and on an annual basis

Create enablers in terms of:

- Information management and communication
- Education, training, public awareness and research
- Provide funding (including sourcing available funding from the national government)
- Include disaster management in the IDP

Overall, it is imperative to comply with the stipulations of the Disaster Management Act.

The Act addresses, primarily, metropolitan and district municipalities. Section 54(2) of the Act however provides for local municipalities to champion issues of disaster management, subject to agreement with the relevant district municipality.

PROPOSED TIME LINES

ACTIVITY	RECOMMENDED TIME LINES	ESTIMATED COST	DEPENDENCIES	REPONSIBLE PERSON
KPA 1: Create institutional capacity for disaster risk management:				
Compile the disaster management framework	January 2018	Time	Stakeholder input Council approval of the proposed framework	DMM: Community Head of Section

Implement the disaster management framework	April 2018	Refer to per item estimated cost	Stakeholder support Funding	DMM: Community Head of Section
Set up inter-departmental committee on disaster management	March 2018	Time	Internal stakeholder participation	Mayor DMM: Community Head of Section
Sustain the disaster advisory forum (which includes external role players)	Ongoing	Time	Internal and external stakeholder participation	Head of Section <i>Manager: disaster Management Centre</i>
Establish a Disaster Management Centre (with the relevant information and communication systems & other necessary equipment)	<i>Option 1:</i> Planning Design & Costing - 2018/19 Construction – 2019/20 <i>Option 2:</i> Procurement of an existing building – 2018/19	R R	<i>Option 1:</i> Funding Technical team for planning, design & costing Supply chain Process Construction company <i>Option 2:</i> Facilitation of the legal process to procure a building.	DMM: Community Head of Section Infrastructure Services Financial Services Corporate Services
Appoint the Head (Manager) of the Disaster Management Centre	2018/19	Total cost for Level 19	Funding of the post HR Recruitment process	DMM: Community Head of Section HR
Set up a functional structure under the head of the Disaster Management Centre	2018/19	To be advised post costing	Funding of the post HR Recruitment process	DMM: Community Head of Section HR

Set up an operational budget for disaster management (apart from Fire & Rescue)	2018/19	To be advised post costing & itemization	Funding operations for	DMM: Community Head of Section CFO
Establish a unit of volunteers to participate in disaster management	2018/19	<i>Option1:</i> Use professional volunteers, war rooms, student fire fighters, Community Police Forums, Ward committees. <i>Option2:</i> Engage volunteers on a monthly stipend	Community willingness to volunteer	Head of Section <i>Manager:</i> <i>Disaster Management Centre</i> HR
Collaborate with the District, Provincial and National Disaster Management Centres	Ongoing requirement	Time	-	Head of Section <i>Manager:</i> <i>disaster Management Centre</i>
KPA 2: Disaster Risk Assessment:				
Carry out Disaster Risk Assessment (with specialist input)	September 2018	R300 000	Funding Supply Chain process	Head of Section <i>Manager:</i> <i>disaster Management Centre</i> Financial Services (Supply Chain Management) External Specialist

KPA 3: Disaster Risk Reduction				
Compile a Disaster Management Plan (with specialist input)	January 2019	R300 000	Funding	Head of Section <i>Manager: disaster Management Centre</i> External Specialist
Plan for disaster prevention, mitigation and preparedness	2018/19	Operational	Operational funding	<i>Manager: disaster Management Centre</i>
Ensure the retention of Disaster Management in the IDP	Each financial year	-	Annual input from the Department: Community Services	Office of the Municipal Manager DMM: Community Services Head of Section
KPA 4: Response and Recovery				
Dissemination of early warnings	Ongoing operational	- Operational budget	Communications	<i>Manager: disaster Management Centre</i>
Assessment of disaster (as they occur)	Ongoing operational	- Operational budget Time	-	<i>Manager: disaster Management Centre</i>
Classify disasters (as they occur)	Ongoing operational	- Operational budget Time	-	<i>Manager: disaster Management Centre</i>
Develop and implement a Policy for the	May 2018	Time	Stakeholder input to the draft Policy	DMM: Community

management of relief operations, in line with Provincial Regulations,			Approval of Policy by the Council	Head of Section <i>Manager: disaster Management Centre</i>
Submission of post disaster review reports	Ongoing (as disasters occur)	-		Head of Section <i>Manager: disaster Management Centre</i>
Submission of the Disaster Management Annual Report to the Council; District, Provincial & National Disaster Management Centres	Ongoing (as disaster occur) End June 2018	-	Consideration by the Council	DMM: Community Head of Section <i>Manager: disaster Management Centre</i>
Education, training, public awareness and research	Ongoing operational	- Operational	Time Educational material	<i>Manager: disaster Management Centre</i>

CONTINUOUS CO-REFERENCING

This document must always be read and reviewed with reference to the District, Provincial and National Disaster Risk Management Frameworks for coherence and constant alignment.

REFERENCES

1. Disaster Management Act, Act 57 of 2002
2. Disaster Management Plan, Level 1, City of uMhlathuze, 2009
3. Disaster Management Plan, Level 2, Uthungulu District Municipality, 2012
4. Disaster Management Plan. West Rand District Municipality, 2012
5. Disaster Risk Assessment, Final Report, Uthungulu District Municipality, 2012
6. Local Government: Municipal Finance Management Act, Act 56 of 2003
7. Local Government: Municipal Systems Act, Act 32 of 2000
8. Policy Framework for Disaster Risk Management in the Province of Kwa-Zulu-Natal, 2011
9. SA National Disaster Management Framework, 2005
10. Disaster Category Classification and Peril Terminology for Operational Purposes; Common Accord. Centre for Research on the Epidemiology of Disasters and Munich Reinsurance Company, 2009
11. The Constitution of the Republic of South Africa, 1996
12. White Paper on Disaster Management, 1999