

TABLE OF CONTENTS

CONTENTS	PAGES
ACRONYMS AND ABBREVIATIONS.....	5
DEFINITIONS	6
EXECUTIVE SUMMARY	8
CHAPTER 1: AN INTRODUCTORY NOTES	9
1.1 Introduction	9
1.2 Purpose	9
1.3 Four Key Elements of Disaster Management	11
1.4 Responding to Potential Disasters.....	11
1.4.1 Preparation and reaction	11
1.4.2 Communication Networks	11
1.4.3 Disaster Kits	12
1.4.4 Improving Plans	12
CHAPTER 2: LEGISLATIVE IMPERATIVES ON DISASTER MANAGEMENT.....	13
2.1 Introduction	13
2.2 Constitutional and Legislative Mandate.....	13
2.3. Requirements in terms of Disaster Management Act No. 57 of 2002	13
Figure 1 : Disaster Management Policy Framework's Key Performance Areas and Enablers	15
2.4. Paradigm Shift in Global and South African Approach to Disaster Management.....	16
2.5 A Guide to Disaster Management Funding	16
2.6 A Guideline to the Declaration of a Local State of Disaster.....	18
2.6.1 Assignment of Responsibilities	19
2.6.2 Declaration of a Local State of Disaster	20
2.6.3.1 Declaration of local state of disaster in terms of Section 55 of the Act	21
CHAPTER 3: A POLICY FRAMEWORK FOR DISASTER RISK MANAGEMENT	23
3.1 Introduction	23
3.2 From a Municipal Perspective	24
3.3 Contents of a Disaster Risk Management Policy Framework for Municipalities	24
3.4 Policy Framework in relation to Mthonjaneni Local Municipality	26
3.5 Key Performance Area 1: Integrated Institutional Capacity for Disaster Risk Management... 28	
3.5.1 Giving effect to the principle of co-operative governance	28
3.5.2 Co-operation between national, provincial and municipal spheres of Government	29
3.5.3 Mutual assistance agreements	30
3.6 Key Performance Area 2: Disaster Risk Assessment:	30
3.6.1 Disaster Risk Assessment and Risk Reduction Planning.	30
3.6.1.1 Situations requiring a disaster risk assessment	31
3.6.1.2 Undertaking disaster risk assessments for specific known hazards or disasters	31

3.6.1.3	Steps involved in a disaster risk assessment	32
3.6.1.4	Undertaking a disaster risk assessment	33
3.6.1.5	Mthonjaneni standard for assessment of priority disaster risks	33
3.7	Disaster Risk Profile for Mthonjaneni.	34
3.7.1	Consolidating information across disciplines, sectors and government spheres.....	34
3.7.2	Monitoring, updating and disseminating disaster risk information	34
3.7.3	Updating a comprehensive disaster risk assessment	34
3.8	Key Performance Area 3: Disaster Risk Reduction	35
3.8.1	Disaster Risk Reduction Planning.....	35
3.8.2	Identifying Priority Disaster Risks.....	35
3.8.3	Identifying the most vulnerable areas, communities and households.....	36
3.8.4	Identifying the most vulnerable areas, communities and households	36
3.8.5	Priorities for focusing disaster risk protection efforts.....	36
3.8.6	Strategic planning: disaster risk reduction	37
3.8.7	Prevention and mitigation as core disaster risk reduction principles.	37
3.8.7.1	Disaster prevention	38
3.8.7.2	Disaster mitigation	38
3.8.7.3	Disaster Risk Reduction Planning and the Mthonjaneni Integrated Development Plan... 38	
3.9	Key Performance Area 4: Disaster Response and Recovery.	39
3.9.1	Preparedness	39
3.9.2	Disaster response.....	40
3.9.3	Disaster recovery.....	40
3.9.4	Co-ordination of response and recovery efforts	41
3.9.5	Resources	41
	Mechanisms for the activation and mobilization of additional internal as well as external resources for response and recovery measures must be clearly set out in operational plans.	41
3.9.6	Incident Management System.....	41
3.10	Enablers for Attainment of KPAS	43
3.10.1	Enabler 1. Information Management.....	43
3.10.2	Enabler 2. Education, Training, Public Awareness and Research.....	44
3.10.2.1	Responsibility for conducting an education, training and research needs and resour	44
3.10.2.2	Responsibility for developing a disaster risk management education and training	44
3.10.2.3	Training programs for communities.....	45
3.10.2.4	Responsibility for the development of training programs.....	45
3.10.2.5	Schools	45
3.10.2.6	Research.....	45
3.10.3	Enabler 3. Funding Arrangements	46
3.10.3.1	Legislative framework for funding arrangements.....	46
3.10.3.2	Principles underpinning funding arrangements	48
3.10.3.3	Risk pooling.	49

CHAPTER 4: DISASTER RISK PROFILE FOR MTHONJANENI	50
4.1 Introduction	50
4.2 An Overview of Mthonjaneni Local Municipality.....	50
Map1 – King Cetshwayo District Map	51
Map 2 :Mthonjaneni Local Municipality Map.....	51
4.2.1 Population Analysis	51
4.2.2 Current Employment Statistics	52
Table 1: Employment statistics based on old demarcation of wards (census 2011)	52
Map 3: Reflecting unemployment within the area of Mthonjaneni Municipality	53
4.2.3 Traditional Authorities	53
4.2.4 Challenges Faced by the Mthonjaneni Local Municipality	53
4.2.5 Mthonjaneni Municipal Vision and Mission	54
4.2.5.1 Municipal Vision.....	54
4.2.5.2 Mission.....	54
4.3 Disaster Risk Assessment Design and Methodology	54
4.3.1 Disaster Risk Assessment Design	54
4.3.2. Analysis and Interpretation of Data.....	55
Map 4 reflecting disaster incidents in all affected wards	61
Map 5 reflecting Bush fire in all wards of Mthonjaneni Municipality	61
4.4 Disaster Risk Reduction	62
CHAPTER 5: OPERATIONAL PLAN FOR DISASTER MANAGEMENT	64
5.1 Introduction	64
5.2 Content of an Operational Plan	64
5.3 Response Protocols.....	65
5.4 Contingency Planning	67
5.4.1 Steps to Follow	68
Step 1.	68
Step 2.	68
Step 3.	68
5.5 Mthonjaneni Municipality Contingency Checklist for Drought.....	68
5.5.1 Drought Reporting Template.....	68
5.5.2 Communications and Response Sequence	69
5.5.2.1 Call received by Communications Centre attendant who records the:	69
5.5.2.2 Immediate Operational Response	69
5.5.2.3 Activation of District Incident Management Structures	70
5.5.2.4 Relief Organizations	70
5.5.2.5 Access to Specialised Equipment.....	70
5.5.2.6 Reconstruction and rehabilitation	70
5.6 Mthonjaneni Local Municipality Contingency Checklist for Epidemics	71

5.6.1	Reporting Epidemic Template.....	71
5.6.2	Communications and Response Sequence	71
5.6.2.1	Call received by Communications Centre attendant who records the:	71
5.6.2.2	Immediate Operational Response	72
5.6.2.3	Activation of District Incident Management Structures	72
5.6.2.4	Relief Organisations.....	72
5.5.2.5	Access to Specialised Equipment.....	73
5.5.2.6	Reconstruction and rehabilitation	73
5.7	Mthonjaneni Local Municipality Contingency Checklist for Fire	73
5.7.1	Fire Reporting Template	73
5.7.2	Communications and Response Sequence	74
5.7.2.1	Call received by Communications Centre attendant who records the:	74
5.7.2.2	Immediate Operational Response	74
5.8.2.3	Activation of Municipal Incident Management Structures	75
5.8.2.4	<i>Co-ordinated On-Scene activities</i> (All radios must operate on same channel).....	75
5.8.2.5	Evacuation.....	76
5.8.2.6	Activation of Local Incident Management Structures	76
5.8.2.7	Relief Organizations	77
5.8.2.8	Access to Specialised Equipment.....	77
5.7.2.9	Reconstruction and rehabilitation	77
5.8	Mthonjaneni Local Municipality Contingency Checklist for Floods	78
5.8.1	Floods Reporting Template	78
5.8.2	Communications and Response Sequence	78
5.8.2.1	Call received by Communications Centre attendant who records the:	78
5.8.2.2	Immediate Operational Response	79
5.7.2.3	Activation of Municipal Incident Management Structures	79
5.7.2.4	<i>Co-ordinated On-Scene activities</i> (All radios must operate on same channel).....	80
5.7.2.5	Evacuation.....	81
5.7.2.6	Activation of Local Incident Management Structures	81
5.7.2.7	Relief Organizations	81
5.8.2.8	Access to Specialised Equipment.....	81
5.8.2.9	Reconstruction and rehabilitation	82
5.9	Contact Register and Access to Resources	82
5.9.1	Mthonjaneni Municipal contacts in case of a Disaster	84
5.9.2	King Cetshwayo District Municipality' contacts.....	87
5.9.3	KZN Provincial Contacts.....	88
5.9.4	National Contacts	94
5.9.5	Private Sector (NGO) Contacts	97

5.10	Conclusion.....	102
6.	Reference Sources	103

ACRONYMS AND ABBREVIATIONS

ACT	Disaster Management Act 57 of 2002
DRA	Disaster Risk Assessment
KCDA	King Cetshwayo District Municipality
MLM	Mthonjaneni Local Municipality
IDP	Integrated Development Plan
NGO'S	Non-Governmental Organizations
NDMC	National Development Management Centre
PDMC	Provincial Development Management Centre
KPA	Key Performance Area
MM	Municipal Manager
EMRS	Emergency Medical Rescue Services
RTI	Road Traffic Inspectorate
SASSA	South African Social Services Agency
SANDF	South African National Defence Force
SDF	Spatial Development Framework
SAPS	South African Police Services
DWAF	Department of Water Affairs and Forest

DEFINITIONS

Disaster is a progressive or sudden widespread or localized, natural or human caused occurrence which causes or threatens to cause death or injury, damage to property, infrastructure or environment, disruption of life of a community and its magnitude exceeds the ability of those affected to cope using only their own resources.

Disaster management is a continuous and integrated multi-sectorial and multidisciplinary process of planning and implementation of measures aimed at disaster prevention, mitigation, preparedness, response, recovery and rehabilitation.

Risk is a probability of a hazard occurring or threatening to occur

Prevention means activities to provide outright avoidance of the adverse impact of hazards and means to minimize related environmental, technological and biological disasters.

Mitigation means structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards.

Preparedness means activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations.

Response means measures taken during or immediately after an incident or a disaster in order to bring relief to affected communities or individuals.

Recovery means efforts, including development aimed at creating a situation where-

- (a) Normality in conditions caused by a disaster is restored;
- (b) The effects of a disaster are mitigated; or
- (c) Circumstances are created that will reduce the risk of a similar disaster occurring.

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

Hazard is a potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.

Disaster risk reduction is the conceptual framework of elements considered with the possibilities to minimize 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.

Environmental Impact Assessments are studies undertaken in order to assess the effect on a specified environment of the introduction of any new factor, which may upset the current ecological balance.

Environmental Degradation is the reduction of the capacity of the environment to meet social and ecological objectives, and needs.

Geographic Information System is an analysis that combines relational databases with spatial interpretation and outputs often in form of maps. A more elaborate definition is that of computer programs for capturing, storing, checking, integrating, analyzing and displaying data about the earth that is spatially referenced.

Smug Model- Risk Assessment for emergency services, it considers man-made and natural hazardous and counts the elements at risk i.e. Population physical structures etc and also assesses their vulnerability.

Disaster risk management has become the major challenge and the entire world is faced with currently owing to the ever growing population, climate change, and the ever changing environment in general. Natural and man-made disasters, in many instances, result to economic as well as environmental losses and thus place a need for systematic approach to management of risks.

The Constitution of the Republic of South Africa (Act 108 of 1996) places a legal obligation on the Government of South Africa to ensure the health (personal and environment) and safety of its citizens. In terms of section 41(1) (b) of the Constitution, all spheres of Government are required to “secure the well-being of the people of the Republic”. Section 152(1) (d) also requires that local government “ensure a safe and healthy environment”. In the light of the above, and the established understanding of disaster management, the primary responsibility for disaster risk management in South Africa rests with Government.

Section 26(g) of the Municipal Systems Act 32 of 2000 as well as sections 52 and 53 of the Disaster Management Act 57 of 2002 compels each municipal entity to develop a disaster risk management plan as part of and an integrated part of their Integrated Development Plans. This plan establishes the arrangements for disaster risk management within Mthonjaneni Local Municipality and has been prepared in accordance with the requirements of the Disaster Management Act, 57 of 2002 (the Act) and section 26(g) of the Municipal Systems Act, 2000.

A Level 1 Disaster Risk Management Plan applies to national or provincial organs of state or municipal entities that have not previously developed a coherent Disaster Risk Management Plan. It focuses primarily on establishing foundation institutional arrangements for Disaster Risk Management, putting in place contingency plans for responding to known priority risks as identified in the initial stage of the DRA, identifying key governmental and other stakeholders, and developing the capability to generate a level 2 plans.

The purpose of the Disaster Risk Management Plan is to document the institutional arrangements for disaster risk management planning which includes the assignment of primary and secondary responsibilities for priority disaster risks posing a threat in the Municipal Area. It further provides the broad framework within which the disaster risk management planning requirements of the Act will be implemented by the departments and other entities included in the organisational structure of the municipality.

1.1 Introduction

Disaster Management can be defined as the organization and management of resources and responsibilities for dealing with all humanitarian aspects of emergencies, in particular preparedness, response and recovery in order to lessen the impact of disasters. The first people to respond to disaster are those living in the local community. They are the first to start rescue and relief operations. It then therefore become very imperative to focus on community based disaster preparedness, which assists communities to reduce their vulnerability to disasters and strengthen their capacities to resist them. The primary responsibility for disaster management in South Africa rests with the government. In terms of section 41 of the Act 108 (Constitution) all spheres of government are required to secure the well-being of the people of the Republic. Local government is empowered to deal with a number of functions closely related to disaster management under Part B of Schedules 4 and 5 of the Constitution. In addition, section 152(1)(d) of the Constitution requires local government to promote a safe and healthy environment.

The focus as mandated by the Disaster Management Act, 2002 (Act 57 of 2002) is on minimizing the effects of hazards on local communities by ensuring a co-ordinated effort in risk management by utilizing partnership of Provincial Government, District and Local Municipalities, and non-governmental bodies with responsibility or capability in disaster risk management and emergency response.

1.2 Purpose

The purpose of this Disaster Management Plan for Mthonjaneni Local Municipality is to facilitate an integrated and coordinated disaster management that focuses on prevention, reduction of disaster risk, emergency preparedness, rapid and effective response to incidents, disasters and post-disaster recovery as required by disaster management legislation and policies. This plan seeks to identify and clarify the roles and responsibilities of the internal and external stakeholders throughout the entire cycle of disaster management, i.e.: pre-disaster, during disaster and post disaster phases. It again identifies and establishes consultative mechanisms for specific priority risk reduction projects aimed at promoting resilient communities within the Mthonjaneni Local Municipality.

The municipality is prone to various forms of natural disasters that always hit the municipality on an annual basis. These disasters are seasonal in nature. In winter, wild fires are common

whereas hailstorms, thunderstorms, heavy rains and floods are all common in summer. Some of the worst disasters have hit the municipal area in the past years. In all these disasters, the municipality has cooperated with the District Municipality, the Provincial Government and sector departments and NGO's in providing social relief to the affected households.

Given the municipality's experiences with disasters, it is important that the municipality's approach is proactive and preventive in nature and one that seeks to create self-reliable and sustaining communities both during and after disasters. Therefore the purpose of this plan is to establish processes for a comprehensive disaster risk assessment. It further seeks to identify and clarify the roles and responsibilities of the internal and external stakeholders throughout the entire cycle of disaster management, i.e.: **pre-disaster, during disaster and post disaster phases.**

It again identifies and establishes consultative mechanisms for specific priority risk reduction projects aimed at promoting resilient communities within Municipality. Section 53(1)(a) of the Disaster Management Act, 2002 (Act 57 of 2002 – hereafter referred to as “the Act”) requires the Mthonjaneni Local Municipality to prepare a disaster management plan for its area according to the circumstances prevailing in the area and within the ambit of its municipal disaster management framework.

Based on the National Disaster Policy, the Disaster Risk Management Plan seeks to:

- a) Provide for an integrated and coordinated disaster management framework that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective responses to disasters and post-disaster recovery.
- b) Provide for the establishment of local disaster management advisory forum and technical task teams;
- c) Provide for the framework for the mobilization of stakeholders and community members during disaster outbreaks; and
- d) Provide for the framework for medium and long-term development programs aimed at preventing natural disasters.

- e) Provide for the framework for regulating and managing working conditions for employees participating in the management of disaster outbreaks.

1.3 Four Key Elements of Disaster Management

There are four essential parts to disaster management i.e. prevention, preparation, relief and recovery. Not all catastrophes can be prevented, but many types can be avoided, and the effects of others can be mitigated. Preparation might include long-term plans for readiness as well processes that can be done quickly when a disaster seems imminent, such as when a hurricane is expected to make landfall soon. Relief involves action during and immediately after a catastrophe has taken place. Recovery includes repairing, rebuilding, restoring or replacing whatever was damaged, injured or lost because of the disaster.

1.4 Responding to Potential Disasters

It is very important in disaster management to describe the types of catastrophes that could possibly disrupt the day-to-day operations of a business, city, region or country. Among the many types of events that might occur are natural disasters such as floods, hurricanes, tornadoes and earthquakes as well as those such as fires, bombings, mass failure of public utilities and rapid spread of disease. Identifying those potential disasters makes it possible to create contingency plans, assemble supplies and create procedures that can be initiated if and when a particular disaster occurs. The following then becomes critical in the intervention:

1.4.1 Preparation and reaction

Governments and businesses need to continue functioning during emergency situations, so disaster management plans are often multi-layered to account for as many potential scenarios as possible. A typical disaster plan for a local or regional government is likely to address such matters as evacuating people from the effected region, arranging temporary housing, distributing food and providing medical care.

1.4.2 Communication Networks

Disaster management also often addresses the issues of communication. Many disasters can cause communication networks to fail, so a competent plan will include the quick setup of alternative communication capabilities that do not rely on the switches, towers and hubs that are usually part of telephone and cellular communication networks. By making use of short-wave transmissions that are supported by satellite technology, for example, communication can continue to flow from the area affected by the disaster.

1.4.3 Disaster Kits

As part of the crisis management component of disaster plan, it is very important that some types of disaster kits are created. The kits might include food and clothing for people affected by the disaster. Kits might also include first aid supplies and basic medication that could help treat headaches, fever and other minor ailments. In some cases, the kits might include items such as sleeping bags or other necessities that will help displaced people cope after the disaster.

1.4.4 Improving Plans

Creating an effective disaster management plan is often easier said than action. As many cities, countries and organizations have learned, emergency plans that had been thought to be comprehensive have turned out to be partially effective at best. This has caused many companies and government agencies to review all aspects of their plans and run computer simulations to identify their weaknesses and refine the so they can be carried out with more speed and efficiency.

2.1 Introduction

Disaster Management Act is about all spheres of government, all sectors within government, community and business working together to reduce the risk of disasters and to ensure that arrangements are in place to minimize the impact of disasters on the community. It recognizes the need to place a special emphasis on the most vulnerable in our communities

2.2 Constitutional and Legislative Mandate

In terms of the constitution of the Republic of South Africa, Act 108 of 1996, section 41(1)(b), it is the responsibility of all spheres of government to secure safety and wellbeing of the people of the Republic. It is therefore imperative to note that disaster management is the primary responsibility of government particularly in terms of coordination and integration of disaster management issues.

The Section 26(g) of the Municipal Systems Act No. 32 of 2000 as well as sections 52 and 53 of the Disaster Management Act 57 of 2002 compels each municipal entity to develop a disaster management plan as an integral part of the Integrated Development Plans (IDP). This plan has been prepared in accordance with the requirements of the Disaster Management Act, 57 of 2002, Disaster Management Policy Frameworks and section 26(g) of the Municipal Systems Act No. 32 of 2000.

2.3. Requirements in terms of Disaster Management Act No. 57 of 2002

Section 53 (1) of the Disaster Management, Act No. 57 of 2002 stipulates that 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; and
- 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 on the preparation or amendment of its plan.

Section 53 (2) of the Disaster Management, Act No. 57 of 2002 states that A disaster management plan for a municipal area must:

- a. Form an integral part of the municipality's integrated development plan;
- b. Anticipate the types of disaster 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 or 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-

Section 53 (3) of the Disaster Management, Act No. 57 of 2002 states that a district municipality and the local municipalities within the area of the district municipality must prepare their disaster management plans after consulting each other.

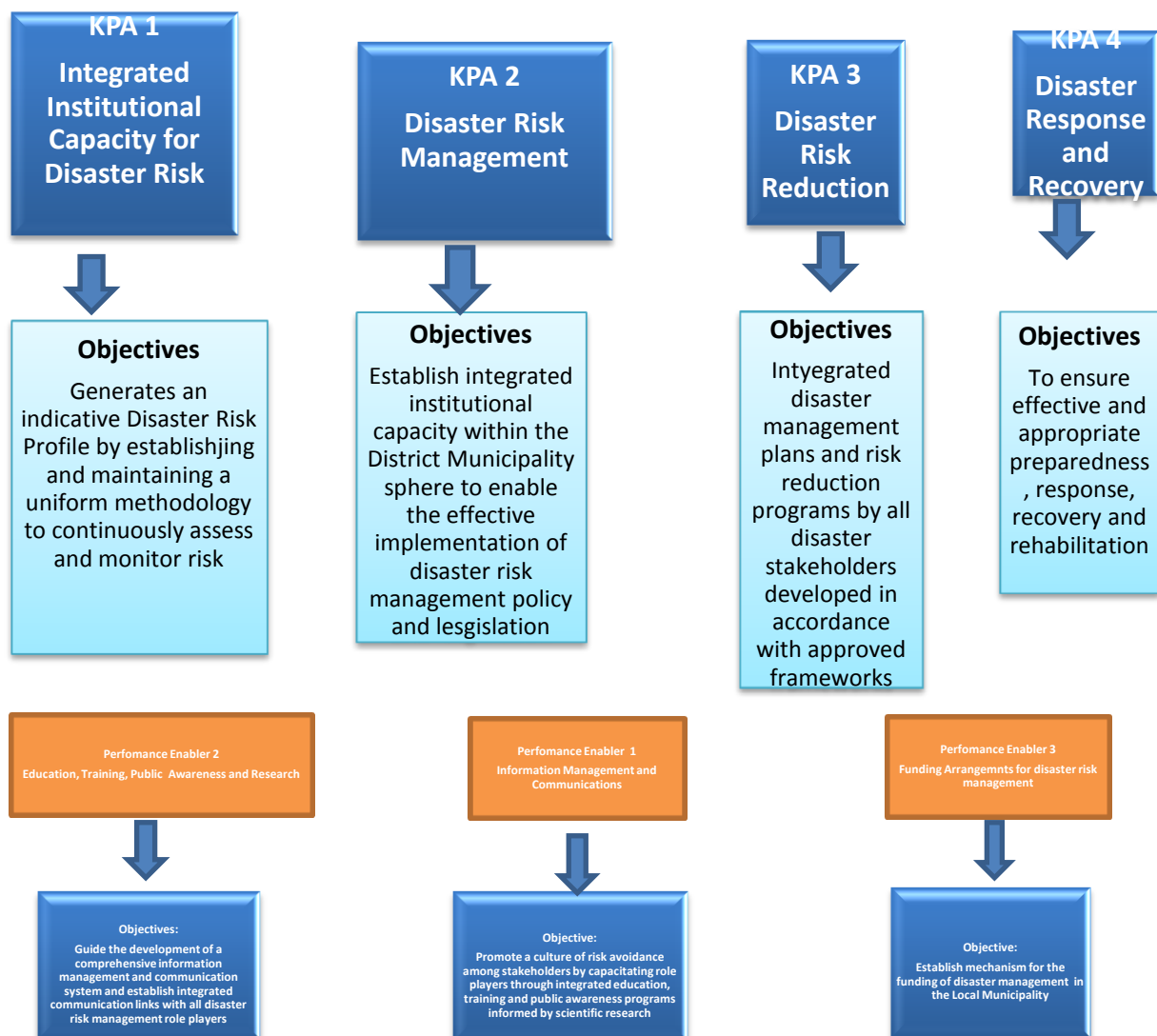
Section 53 (4) of the Disaster Management, Act No. 57 of 2002 states that a municipality must submit a copy of its disaster management plan, and of any amendment to the plan, to the National Disaster Management Centre (NDMC), the Provincial Disaster Management Centre (PDMC), and, if it is a district municipality or a local municipality, to every municipal disaster management centre within the area of the district municipality concerned.

2.3.1. Guiding Policy framework and Approach in Developing Plan

The National, Provincial and District Disaster Management Policy Framework formed a solid basis of developing this plan. The Key Performance Areas (KPA) and Enablers of the disaster management policy frameworks of all spheres of government are a fundamental pillars of South

African approach to disaster management. Hence, the structure and content of this plan are greatly influenced or is in line with the disaster management policy framework KPAs and Enablers.

Figure 1 : Disaster Management Policy Framework's Key Performance Areas and Enablers



The Disaster Management Act stipulates two main provisions for the contents of the National Disaster Management Framework. These are:

The framework must be consistent with international best practice in disaster risk reduction; and that it must provide a coherent, inclusive and transparent policy on disaster risk management for South Africa. The framework is organized into four key performance areas (KPAs), each with a specific objective. The four Key Performance Areas are supported by three performance enablers. These were necessary in order to achieve the objectives of the KPAs.

The four Key Performance Areas are:

KPA 1: Integrated institutional capacity for disaster risk management;

KPA 2: Disaster risk assessment;
KPA 3: Disaster risk reduction; and
KPA 4: Response and recovery.

There are three enablers which are as follows:

Performance Enabler 1: Information management and communication;
Performance Enabler 2: Education, training, public awareness and research (knowledge management); and
Performance Enabler 3: Funding arrangements for disaster risk management.

2.4. Paradigm Shift in Global and South African Approach to Disaster Management

Disaster risk reduction is defined as “the systematic development and application of policies, strategies and practices to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevent) or to limit (mitigate and prepare) adverse impacts of hazards, within the broader context of sustainable development” (ISDR, 2002:25; UNDP, 2004:135). From the definition above, different spheres of governments, communities and businesses around the world and in South Africa are asking themselves what they can do to reduce risks and vulnerability.

There is strong evidence, both globally and in the Southern African region, of an increase in the observed frequency and intensity of weather and climate-related hazards. In addition to this, the Intergovernmental Panel for Climate Change (IPCC) anticipates that, in the short to medium term, many impacts of climate will have a detrimental impact on the low income earners (Hay, 2010; Vermaak and Van Niekerk, 2004).

Literature suggests that in developing countries disasters are becoming very common partly due to climate change and inadequate management of risks and funding thereof.

2.5 A Guide to Disaster Management Funding

All Government Funding is controlled by the Public Finance Management Act of 1999 (Act No. 1 of 1999). Insofar as Disaster Management is concerned there are two specific areas where funding is an issue:-

- Pre-Disaster Risk Reduction; and
- Post-Disaster Response, Recovery and Rehabilitation.

Pre-Disaster Risk Reduction – In terms of Section 53(2)(a) of the Disaster Management Act of 2002 (Act No. 57 of 2002), the Disaster Management Plan for a Municipal area must “form an integral part of the municipality’s integrated development plan (I.D.P.)”.

This would then imply that the Municipal I.D.P. would be the source of funding for Pre-Disaster Risk Reduction programs and projects.

It is the responsibility of the appointed Head of the Municipal Disaster Management Centre to ensure that Disaster Risk Reduction Plans are aligned with the I.D.P.’s of the Municipality.

Post-Disaster Response, Recovery and Rehabilitation – Sections 16 and 25 of the Public Finance Management Act of 1999 provides for the use of public funds in emergency situations.

Section 56 of the Disaster Management Act of 2002 sets the principals which will be applied when a disaster occurs. These principles are set out as follows:-

- National, Provincial and Local organs of state may financially contribute to immediate response efforts and to post-disaster recovery and rehabilitation.
- The cost of repairing or replacing public sector infrastructure should be borne by the organ of state responsible for the maintenance of such infrastructure.
- The National Minister may, in the National Disaster Management Framework, prescribe a percentage of the budget, or any aspect of a budget, of a Provincial or Municipal organ of state, as the case may be, as a threshold for accessing additional funding from the National Government for response efforts.
- Any financial assistance provided by a National, Provincial or Municipal organ of state 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.

In terms of Section 29 Of the L.G. Municipal Finance Management Act Of 2003 (Act No. 56 Of 2003)

(1) The Mayor of a municipality may in emergency or other exceptional circumstances authorise unforeseeable and unavoidable expenditure for which no provision was made in an approved budget.

(2) Any such expenditure –

- a) Must be in accordance with any framework that may be prescribed;
- b) May not exceed a prescribed percentage of the approved annual budget;
- c) Must be reported by the mayor to the municipal council at its next meeting; and
- d) Must be appropriated in an adjustments budget.

If such an adjustments budget is not passed within 60 days after the expenditure was incurred, the expenditure is unauthorised and section 32 applies.”

Section 32(1) of the Act makes provision for the accountability and liability for unauthorised, irregular or fruitless and wasteful expenditure to be assigned to the political office-bearer or municipal official who incurred the expenditure.

Subsection (2) makes provision for the municipality to recover unauthorised, irregular or fruitless and wasteful expenditure from the political office-bearer of municipal official who is accountable for the expenditure

2.6 A Guideline to the Declaration of a Local State of Disaster

Section 23 deals with the classification and recording of disasters as “Local Disaster”, “Provincial Disaster” and “National Disaster”.

In terms of this Section the National Disaster Management Centre must, for the purposes of the proper application of this Act, determine whether an event should be regarded as a disaster as contemplated by the Act.

When assessing the magnitude and severity or potential magnitude and severity of a disaster the National Centre must consider any information and recommendations concerning the event received from a Provincial or Municipal Disaster Management Centre in terms of Sections 35 or 49 of the Act.

Although Sections 41 and 55 prescribe the procedures and responsibilities for the declaration of an event as a disaster at Provincial and Municipal levels, the final classification of a disaster has however, been assigned to the National Disaster Management Centre in terms of Section 23.

It is of vital importance that Provincial and Municipal Disaster Managers refer to the classifications as contained in Section 23 when they are required to manage an event that could

be declared as a Local State of Disaster. This will ensure that the correct information and recommendations are transmitted to the National Disaster Management Centre which is empowered by this section to reclassify a disaster at any time after consultation with the relevant Provincial or Municipal Disaster Management Centers, if the magnitude and severity or potential magnitude and severity of the disaster becomes greater or lesser than the initial assessment.

2.6.1 Assignment of Responsibilities

Section 54 assigns responsibilities in the event of a municipal disaster. In terms of this section, the council of a metropolitan municipality and the council of a district municipality, acting after consultation with the relevant local municipality, are primarily responsible for the coordination and management of disasters that occur in their municipal areas of responsibility, irrespective of whether a municipal state of disaster has been declared in terms of section 55 or not.

By assigning this responsibility to “the Metropolitan and District Municipal Councils”, this section suggests that the Executive Committee of the Metropolitan or District Municipal Council, under the leadership of the Mayor or Executive Mayor, as the case may be, will, not only take the leading role, but will also be responsible for the response, recovery and rehabilitation activities of the municipalities, in their areas of responsibility, that are affected by the disaster, unless the Provincial Disaster Management Centre has been activated in terms of Section 40, in which case the coordination and management function reverts to the provincial structures.

This section does not imply that, in the event of an incident being classified or declared as a municipal state of disaster, the local municipalities in whose areas of jurisdiction the disaster has occurred can now withdraw their resources and refer the total responsibility to the district council or to the provincial government. On the contrary, this section only assigns the coordination and management functions to the metropolitan and district councils. Operationally, all organs of state that have a line-function responsibility or role to play, are legally obliged to continue to render their services as prescribed by existing line-function policies and legislation.

Infrastructure and service delivery will always be municipal line-function responsibilities which are catered for in the municipal I.D.P.’s, however, the logic behind the I.D.P. sectoral status of disaster management does not preclude a provincial or national department from providing extraordinary financial or material assistance to a municipality which has been affected by a disaster.

In terms of the Constitution, it is the responsibility of all three levels of governance to assist communities that have been disrupted or displaced as a consequence of a disaster, to restore normality to their way of life. All that this section is saying is that, if an event is classified or declared as a municipal state of disaster, the responsibility for the co-ordination and management of the activities of all municipalities that are affected by the disaster is assigned to the relevant metropolitan or district municipal council as the case may be.

2.6.2 Declaration of a Local State of Disaster

Section 55 prescribes the procedures to be followed when an event is declared to be a municipal state of disaster. This section also clarifies the logic of assigning the responsibility to co-ordinate and manages a municipal state of disaster to the executive committees of the metropolitan or district councils, as prescribed by section 54.

It is clear from this section that the decision to declare a municipal state of disaster is a decision made by the council of a Metropolitan or District Municipality. In the case of a District Municipality, it is a decision made after consultation with the relevant municipalities that are affected by the disaster. The declaration of a municipal state of disaster is therefore a political decision based on the recommendations of the Head of the Municipal Disaster Management Centre supported by factual reports and information.

It is necessary to emphasize that no official, irrespective of rank or position, has the mandate or the legal authority to declare a state of disaster. It is essential to understand that the decision of the Council will be informed by the information and reports provided by the officials of all three levels of governance who are active on the scene at the time of the disaster. It is equally essential to understand that, in order to avoid duplication and fragmentation, the flow of information and reports to the Council must be coherent and coordinated and therefore must be channelled through a single source which would, in this instance, be the Municipal Disaster Management Centre in terms of the provisions of section 44 of the Act.

This section also stipulates that a municipal state of disaster is declared by the publication of a notice in the Provincial Gazette. At this point it is necessary to clarify the logic of publishing a notice in the provincial gazette. When reading sub-section (1) of this Section which says that “the council of a municipality having primary responsibility for the coordination and management of the disaster may, by notice in the provincial gazette, declare a municipal state of disaster if existing legislation and contingency arrangements do not adequately provide for the

municipal council to deal with the disaster; or other special circumstances warrant the declaration of a municipal state of disaster”, it becomes obvious that the declaration of a state of disaster is not merely an expression of opinion, it is, in fact, a prescribed legal process.

The declaration of a municipal state of disaster by publishing a notice in the provincial gazette therefore provides the municipal council with the legal platform from which to exercise extraordinary measures that may supersede existing legislation and contingency arrangements.

What exactly does “exercise extraordinary measures” mean? To exercise extraordinary measures means that municipal departments can re-prioritize their budgets and development projects and can, if necessary, overspend budgets within the limits stipulated in the Public Finance Management Act.

The declaration of a disaster also allows for the establishing of a relief fund in terms of the Fund Raising Act and provides for the public and industry to participate through financial or material donations.

The fact that the declaration of a municipal state of disaster empowers the Municipal Disaster Management Centre (Metropolitan or District) to co-ordinate and manage the operational activities of all role-players, including those of all national, provincial and local municipal organs of state, does not mean that the Municipal Disaster Management Centre is empowered to dictate the manner in which other departments or municipalities perform their functions. Each national, provincial and municipal organ of state shall, at all times, remain responsible for the performance, by its own functionaries, of its own line-function activities and responsibilities. Having said this, it now becomes obvious that the perception that a declaration of a state of disaster passes the responsibilities to the next higher level of governance is, in fact, totally incorrect.

2.6.3.1 Declaration of local state of disaster in terms of Section 55 of the Act

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 the declaration of a local state of disaster.

- (2) If a local state of disaster has been declared in terms of subsection (1), the municipal council concerned may, subject to subsection
- (3), make by -laws or issue directions, or authorize 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 or 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;

3.1 Introduction

Historically the Civil Protection Act Of 1977 (Act No. 67 of 1977) assigned the responsibility to provide emergency response to incidents which were of such a magnitude to be able to be classified as a disaster, to local municipalities. The main focus of the Civil Protection Act was on response.

During that period the municipal areas of jurisdiction were confined to urban areas only and consequently no municipal services were provided for rural communities.

A variety of National and Provincial departments provided, from within their respective line function responsibilities, some sort of emergency services to both municipal and rural communities. Understandably these services were uncoordinated and fragmented with the result that services and assistance was either duplicated or not provided at all. In fact rural communities were generally left to fend for themselves and received very little or no assistance from the authorities.

After the 1994 general elections, the need to rectify this imbalance in the delivery of emergency services led to the start of the process to develop new legislation which would provide for a new, uniformed, approach to emergency service delivery for the whole of South Africa and eventually resulted in the promulgation of the Disaster Management Act of 2002 (Act No. 57 of 2002).

The intention of the new Disaster Management Act is to create an environment wherein the line function disaster management activities of all National, Provincial and Municipal organs of state are coordinated in a manner which is consistent with and in line with the National policy framework and is in the context of the Act, with special emphasis on mitigation, development, risk reduction, prevention and preparedness.

Section 6 of the Act prescribes the development of the National Disaster Management Policy Framework whilst Section 7 of the Act provides a guideline of the required contents of the National Framework. Both of these Sections of the Act can be found in Chapter 3 which focuses exclusively on National Disaster Management.

Sections 28 (Chapter 4) and 42 (Chapter 5) prescribe the development of Disaster Management Policy Frameworks at Provincial and Municipal levels. It is important to note that neither Chapter 4 nor Chapter 5 provide guidelines of the contents of Policy Frameworks at these levels. It is therefore recommended that, when preparing your Municipal Disaster Management

Policy Framework, the guidelines provided in Section 7 be consulted and adapted to meet your municipal requirements.

3.2 From a Municipal Perspective

In terms of Section 42 of the Disaster Management Act, each Metropolitan and each District Municipality must establish and implement a policy framework for disaster risk management in the municipality aimed at ensuring an integrated and uniformed approach to disaster risk management in its area. It is also clear, from this Section, that Local (Category “B”) municipalities are not required to develop or establish policy frameworks at their level of governance, however, this section does prescribe the consultation and participation of Local municipalities in the development and establishment of District Disaster Risk Management Policy Frameworks.

Irrespective of the fact that the Act does not prescribe the establishment of a policy framework for disaster risk management at Local municipal level, the Act, at the same time, does not prohibit a Local Municipality from developing and implementing its own policy framework for disaster risk management. It would be difficult to imagine how Local Municipalities would be able to effectively implement the Act in the absence of a Disaster Management Policy Framework.

It is, however, necessary to emphasize that the development of a policy framework for disaster risk management at Local Municipal level must be in line with the policy framework of the District and does not, under any circumstances, exclude that Local municipality from participating in the development and establishment of the District Disaster Risk Management Policy Framework.

It is essential that Mthonjaneni Municipality and all the Local Role-players within the area of jurisdiction of the Municipality work together as a team in order to be able to establish a policy framework for the Municipality as a whole, which is unique to Mthonjaneni yet is in line and consistent with the National and Provincial and District policy frameworks.

In terms of this section, the development of a Disaster Risk Management Policy Framework for Mthonjaneni Municipality is, therefore, a combined effort of all the relevant role-players within the jurisdiction of Mthonjaneni Municipality. The basic principles of this Section are equally applicable to both Local and District Municipalities.

3.3 Contents of a Disaster Risk Management Policy Framework for Municipalities

The National Disaster Risk Management Policy Framework, as published in Government Gazette No. 27534 dated 29 April 2005, specifically identifies **four Key Performance Areas (K.P.A.'s) and three Enablers** that form the substance of the Policy Framework, as required in terms of the Act.

KPA 1 --- Deals with the establishment of Institutional Arrangements with special emphasis on the principals of co-operative governance.

The Objective is to establish institutional capacity to enable the effective implementation of disaster risk management policy and legislation.

KPA 2 --- Deals with Disaster Risk Assessment.

The Objective 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.

KPA 3 --- Deals with Disaster Risk Reduction.

The Objective is to ensure that all disaster risk management stakeholders develop and implement integrated disaster risk management plans and risk reduction programs in accordance with approved frameworks

KPA 4 --- Deals with Disaster Response and Recovery.

The Objective 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 municipal services.
- Implementing immediate integrated and appropriate response and relief measures when significant events or disasters occur or threaten to occur.
- Implementing all rehabilitation and reconstruction strategies following a disaster in an integrated and developmental manner.

ENABLER 1 --- Deals with Information Management and Communication

The Objective is to develop an integrated communication system between all of the relevant role-players in the Municipality's area of responsibility, including the public at large and to develop and maintain an integrated data base.

ENABLER 2 --- Deals with Education, Training, Public Awareness and Research

The Objective is to develop a program for projects aimed at Public Awareness, Education, Training and Research.

ENABLER 3 --- Deals with Funding arrangements for Disaster Risk Management

The Objective is to identify pre-disaster risk reduction projects that can be funded through alignment with the development projects of the I.D.P. and to identify internal and external funding sources for post-disaster relief, rehabilitation and reconstruction.

3.4 Policy Framework in relation to Mthonjaneni Local Municipality

Mthonjaneni Municipality faces increasing levels of disaster risk. It is exposed to a wide range of natural hazards, including severe storms that can trigger widespread hardship and devastation. The Municipality's extensive forestry industry, coupled to the major transportation routes, inside the municipality as well as those leading to other major centers, present numerous catastrophic and hazardous materials threats. In addition to these natural and human-induced threats and despite ongoing progress to extend essential services to poor urban and rural communities, large numbers of people live in conditions of chronic disaster vulnerability – in underdeveloped, ecologically fragile or marginal areas – where they face recurrent natural and other threats that range from flooding to informal settlement fires.

The Mthonjaneni disaster management Policy Framework is the legal instrument specified by the Act to address such needs for consistency across multiple interest groups, by providing a coherent, transparent and inclusive policy on disaster management appropriate for the Municipality of Mthonjaneni as a whole.

In this context, the disaster risk management framework of Mthonjaneni Municipality recognizes a diversity of risks and disasters that occur or may occur in the Municipal area of responsibility, and gives priority to developmental measures that reduce the vulnerability of disaster-prone areas, communities and households.

Also, in keeping with international and national best practice, the Mthonjaneni disaster risk management framework places explicit emphasis on the risk reduction concepts of disaster

prevention and mitigation, as the core principles to guide disaster risk management in the municipality.

In terms of disaster risk reduction principles, the local sphere of government is the first line of response and responsibility and, in the event of a disaster occurring or threatening to occur in the Mthonjaneni municipal area of responsibility, the community is, in reality, the first responder. The primary responsibility for the co-ordination and management of local disasters rests with Mthonjaneni Municipality as the local sphere of governance. Thorough disaster risk management planning and effective co-ordination is, therefore, key to saving lives and limiting damage to property, infrastructure and the environment. They also facilitate the optimal utilization of resources.

Apart from internal arrangements to allow for interdepartmental co-operation within the municipality, the ideal mechanism for dealing with disaster risk management planning and co-ordination would be the establishment of an Mthonjaneni disaster risk management committee or advisory forum which should include all internal and external role-players, including traditional authorities.

Such a committee or forum should:

- Give advice and make recommendations on disaster-related issues and disaster risk management
- Contribute to disaster risk management planning and co-ordination;
- Establish joint standards of practice;
- Implement response management systems;
- Gather critical information about Mthonjaneni's capacity to assist in disasters and to access resources; and
- Assist with public awareness, training and capacity building.

It is therefore strongly recommended that Mthonjaneni municipality establish a municipal disaster risk management committee or advisory forum for its area of responsibility.

3.5 Key Performance Area 1: Integrated Institutional Capacity for Disaster Risk Management

3.5.1 Giving effect to the principle of co-operative governance

Constitutionally, the government bears primary responsibility for disaster risk management (Schedule 4, Part A, Constitution of the Republic of South Africa, Act No. 108 of 1996). However, political commitment, legal imperatives and institutional processes are not always enough to ensure success. An effective and comprehensive disaster risk management strategy cannot be achieved without participative decision making, involving a wide range of role players.

Strong policy direction is crucial, as is legitimacy, but it is ultimately the commitment of resources to those individuals, households and communities most at risk that will ensure success.

Disaster risk management is a shared responsibility which must be fostered through partnerships between the various stakeholders and co-operative relationships between the different spheres of government, the private sector and civil society. Furthermore, disaster risk management is an Interdepartmental process, with each sphere of government playing a unique role and performing a specific set of responsibilities in the process.

However, the process requires collateral support to enable the sharing of resources fundamental to disaster risk reduction and all facets of response and recovery. In turn, this interdependence also implies that weakness or ineffectiveness in one sphere will result in the failure of the entire system.

In creating institutional arrangements for co-operative governance and co-ordination, the emphasis must be on facilitating co-operation and co-ordination among existing structures, organizations and institutions wherever possible and on harnessing existing skills and expertise. Disaster risk management functions normally performed by the various sectors and disciplines in the national, provincial and municipal spheres should not be duplicated. The institutional arrangements must also facilitate inclusivity and their primary focus must be on capacitating and building resilience in communities at risk.

Disaster risk management should not be construed as a line function. Instead, it is a management facility, whose purpose is to create an enabling environment for the promotion and

implementation of integrated disaster risk reduction measures and the development of institutional capacity to provide improved preparedness, response and recovery services.

3.5.2 Co-operation between national, provincial and municipal spheres of Government

The Intergovernmental Disaster Management Committee (*National*) provides the political mechanism for the application of the principle of co-operative governance, by bringing together political representatives from the three spheres of government.

The National Disaster Management Advisory Forum (NDMAF) provides a further mechanism for co-operative governance by providing a forum for input, including technological and specialist input, by a wide range of stakeholders from, among others, civil society and the private sector.

To streamline co-ordination, meetings of the NDMAF must be preceded by a meeting between the Head of the NDMC, the Heads of provincial disaster management centers and a representative of the SALGA disaster risk management-working group.

Provincial and municipal centers must establish mechanisms to enable the sharing of expertise. They should also give consideration to the development of disaster assistance response teams (DARTs) and other specialist teams composed of professional and technical experts to assist each other in disaster response and recovery activities.

Issues that are fundamental to interdependence and Interdepartmental relations between the three spheres of government include:

- Information sharing;
- Establishment of standards to ensure that the technology required for an integrated information management and communication system is compatible across the spheres;
- Compilation and sharing of directories of institutional role players across the spheres; and
- Submission of disaster risk management plans and annual reports to other spheres and neighboring centers.

3.5.3 Mutual assistance agreements

In accordance with the Act, provinces and municipalities must establish their level of capacity to deal with disaster risk reduction, response and recovery. Where necessary, and to strengthen this capacity, they must enter into mutual assistance agreements with their neighbors, the private sector, other organs of state and communities. At provincial and municipal level, co-operation and co-ordination efforts must be supported by cross-boundary mutual assistance agreements (that is, between provinces, between provinces and municipalities and between municipalities), and by creating partnerships within each sphere, with the private sector and NGOs through memoranda of understanding.

Mutual assistance agreements and memoranda of understanding are legal documents. Their parameters must be clearly defined and they should include details of financial arrangements, reimbursements and liability. They must also be in compliance with the national standard guideline on mutual assistance agreements developed by the NDMC.

3.6 Key Performance Area 2: Disaster Risk Assessment:

3.6.1 Disaster Risk Assessment and Risk Reduction Planning.

Mthonjaneni Local Municipality faces many different types of risk on a daily basis, including health risks, environmental risks, financial risks and security risks. However, **disaster risk** specifically refers to the likelihood of harm or loss due to the action of natural hazards or other external threats on vulnerable structures, services, areas, communities and households.

Disaster risk assessment is the first step in planning an effective disaster risk reduction program. It examines the likelihood and outcomes of expected disaster events. This would include investigating related hazards and conditions of vulnerability that increase the chances of loss.

Disaster risk assessment planning requires identification of key stakeholders, as well as consultation with them about the design and/or implementation of the assessment and the interpretation of the findings.

Disaster risk assessments, supported with good monitoring systems, are essential for:

- Effective disaster risk management and risk reduction planning.
- Sustainable development planning.

- Identifying potential threats that can undermine a development's 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 programs for specific threats.
- Identifying high-risk periods and conditions.
- Activating preparedness and response actions.

Relevant municipal departments must execute systematic disaster risk assessments in the following instances:

- Prior to the implementation of any disaster risk reduction, preparedness or recovery program.
- As an integral component of the planning phase for large-scale housing, infrastructure or commercial/industrial developments.
- As an integral component of the planning phase for significant initiatives that affect the natural environment.
- When social, economic, infrastructural, environmental, climatic or other indicators suggest changing patterns of risk that increase the likelihood of significant disaster impacts.

3.6.1.1 Situations requiring a disaster risk assessment

Disaster risk assessments must be undertaken to:

- Anticipate and plan for known hazards or disasters in order to prevent losses and to limit the impact on communities and infrastructure; and to
- Ensure that development initiatives maximize their vulnerability reduction outcomes.

3.6.1.2 Undertaking disaster risk assessments for specific known hazards or disasters

Threat or Hazard Analysis is compiled by analyzing official records and historic information gathered from communities concerning:

- The different types of hazards or threats that have occurred in the area in the past and that are likely to occur again in the future;
- The frequency with which the identified hazards or threats are likely to occur; and
- The magnitude of the effect or impact that the identified hazards or threats have and/or are likely to have on the area or community.

3.6.1.3 Steps involved in a disaster risk assessment

Disaster risk assessment is a process that determines the level of risk by:

- Identifying and analyzing potential hazards and/or threats;
- Assessing the conditions of vulnerability that increase the chance of loss for particular elements-at-risk (that is, environmental, human, infrastructural, agricultural, economic and other elements that are exposed to a hazard, and are at risk of loss);
- Determining the level of risk for different situations and conditions; and by
- Helping to set priorities for action.

A reliable disaster risk assessment for a specific threat should answer the following questions:

- How frequently can one expect an incident or a disaster to happen?
- Which areas, communities, households or infrastructure are most at risk?
- What are the most likely consequences of impacts?
- What are the vulnerability 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?

3.6.1.4 Undertaking a disaster risk assessment

There are many different methods for carrying out disaster risk assessments. These vary, depending on the type of risk being assessed, the specific characteristics of the population-at-risk, as well as those related to the area, infrastructure, service or business concerned. Methods used are also determined by the urgency for the assessment and the availability of relevant hazard and vulnerability information, as well as appropriate specialist and other resources to undertake it.

The general process for assessing disaster risk involves the following stages, namely:

- Stage 1:** This initial stage involves identifying the specific disaster risk to be assessed
- Stage 2:** The second stage involves analyzing the disaster risk concerned.
- Stage 3:** The third stage requires an evaluation of the disaster risk being assessed usually in relation to other risks. It involves undertaking much more comprehensive assessments of specific threats and establishes priorities for action.
- Stage 4:** The fourth stage is required to inform ongoing disaster risk assessment and planning. It involves monitoring disaster risks and the effectiveness of risk reduction initiatives. It also involves updating disaster risk assessment information and disseminating this information to all stakeholders.

3.6.1.5 Mthonjaneni standard for assessment of priority disaster risks

The Mthonjaneni disaster management framework gives priority to the establishment of a uniform approach to disaster risk management. This is necessary for managing cross boundary risks and for consolidating risk and disaster loss information from different sources. In this context, the framework foresees the development of standards for the assessment of priority disaster risks as well as guidelines, developed for assessing priority disaster risks in national, provincial and municipal spheres.

3.7 Disaster Risk Profile for Mthonjaneni.

3.7.1 Consolidating information across disciplines, sectors and government spheres

Disaster risk assessment information generated by Mthonjaneni Municipality must be consolidated to provide an Indicative Disaster Risk Profile of the Municipality. This risk profile must include maps that represent priority disaster risks affecting the municipality. In this context, geographic information systems (GIS), provides a powerful tool for spatially representing hazard, vulnerability and consolidated risk information. The information, represented in GIS format, must be validated and sufficiently robust for inclusion in the profile. The process of auditing and compiling information must be inclusive.

3.7.2 Monitoring, updating and disseminating disaster risk information

Just like other risks, disaster risks are not static. They change seasonally and over time. To recognize such changes, and to strategically adjust programs accordingly, all provincial and municipal departments must have monitoring systems in place that are relevant to their specific functional responsibilities.

These systems form the basis for sounding timely warnings of, or alerts for, impending significant events or disasters. They are also essential for monitoring the effectiveness of ongoing disaster risk reduction efforts.

Risk monitoring systems involve:

- Hazard tracking;
- Vulnerability monitoring; and
- Disaster event tracking.

3.7.3 Updating a comprehensive disaster risk assessment

Disaster risk is driven by a combination of hazard and vulnerability processes, including changing patterns of land use, infrastructure development/maintenance, urban growth and settlement densification. Similarly, household size and composition, health status and level of livelihood security, affect household potential for loss. Some risks, particularly those triggered by climate processes, must be reviewed seasonally prior to the rainy season or hot summer months. Other risks, such as flood risk, require extensive flood hydrology investigations.

Provincial and municipal organs of state must seek technical advice from recognized risk specialists to determine the need for updating a comprehensive assessment for a specific threat. Mthonjaneni municipal organs of state with responsibilities for reducing and managing specific risks must review the Mthonjaneni Disaster Risk Profile for their functional areas annually to determine if risk conditions have changed detrimentally. If physical, atmospheric, environmental, health or socio-economic conditions have worsened considerably, or if there are increasing disaster losses reported from small and medium-size events, the assessment and profile must be updated.

3.8 Key Performance Area 3: Disaster Risk Reduction

3.8.1 Disaster Risk Reduction Planning.

Although Mthonjaneni faces a broad range of Disaster Risks, it is not possible to address all potential threats at once. Effective disaster risk management planning by all municipal departments as well as by other essential external role-players requires careful identification of priority disaster risks and the areas, communities, households and infrastructure most vulnerable to the identified risk.

The Disaster Risk Assessment conducted in terms of Key Performance Area 2 will play a critical role in informing the process of Priority Risk identification

3.8.2 Identifying Priority Disaster Risks.

Disaster priority identification is informed by three important considerations:

- The expected magnitude (or impact) for specific disaster types on communities and/or infrastructure.
- The expected frequency of specific types of disaster
- The expected manageability of specific types of disaster at municipal and district levels.

While a wide range of different disaster events can occur at Mthonjaneni, these would only be relevant as District or Provincial disaster risk management planning priorities when disaster risk assessments and/or ongoing risk monitoring processes indicate that:

- a disaster event or process affects more than one municipality or exceeds the capabilities of a single municipality to manage it effectively;

- the same type of disaster event or process occurs repeatedly and at different times in more than one municipality with significant cumulative impacts on lives, property and the natural environment, but is not necessarily classified as a provincial disaster.

3.8.3. Identifying the most vulnerable areas, communities and households

Not all areas, communities and households face the same disaster risks. In undertaking disaster risk management planning, priority must be placed on those areas, communities and households that are exposed to natural or other threats, and have the least capacity to resist and recover from the resulting impacts.

3.8.4 Identifying the most vulnerable areas, communities and households

Not all areas, communities and households face the same disaster risks. In undertaking disaster risk management planning, priority must be placed on those areas, communities and households that are exposed to natural or other threats, and have the least capacity to resist and recover from the resulting impacts.

3.8.5 Priorities for focusing disaster risk protection efforts

For disaster risk management planning purposes, all municipal organs of state must, according to their functional area of jurisdiction, give priority to protecting;

- strategic infrastructure or services whose damage or disruption during disaster events would result in serious and widespread consequences
- critical economic, commercial, agricultural and industrial zones or sites whose damage or disruption would have serious and widespread consequences
- fragile natural ecosystems and environmental assets that offer protective environmental services and which, if damaged or destroyed in a disaster event, would result in serious natural and economic losses
- communities in areas exposed to extreme weather and/or other natural and technological hazards and which are therefore likely to sustain serious human and property losses in the event of a disaster
- poor and underserved rural and urban communities, including informal settlements, especially those located in fragile ecological areas, that sustain repeated losses from

recurrent small, medium, and large disaster events, and who lack insurance coverage to facilitate recovery

- highly vulnerable households at-risk with limited capacity to resist or recover from external shocks, particularly child-headed households or those headed by the elderly or households affected by chronic illness.

Where possible, this process must take place in consultation with those most at risk.

3.8.6 Strategic planning: disaster risk reduction

In keeping with the Act's emphasis on vulnerability reduction and the use of international best practice in this regard, strategic planning must focus efforts on reducing disaster risks. This includes the identification of strategies and measures that would lessen the likelihood of harmful losses by avoiding endangering hazards or reducing vulnerability, as well as those that increase capacity to prepare for and enable timely response and recovery.

Disaster risk management involves a wide range of role players, especially since it requires both developmental efforts that reduce the risk of disasters as well as strengthened capabilities for preparedness, response and recovery. In this context, the disaster risk management plans of different role-players will necessarily differ in their emphasis on disaster risk reduction or on more operational response issues, depending on their respective functional areas.

3.8.7 Prevention and mitigation as core disaster risk reduction principles.

All disaster risk management plans must give explicit priority to the core principles of disaster prevention and mitigation. Disaster prevention, mitigation and preparedness are referred to as disaster risk reduction measures because they lessen the likelihood of harmful losses by avoiding endangering hazards or reducing vulnerability. In this way, prevention and mitigation are central to achieving the goal of disaster risk reduction in which vulnerabilities and disaster risks are reduced and sustainable development opportunities strengthened.

It is often difficult to decide whether an intervention is preventive or mitigative in nature. For this reason, it is more practical to refer to them jointly as disaster risk reduction measures, because both minimise the risk of disasters.

3.8.7.1 Disaster prevention

Disaster prevention refers to 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 that factor in the frequency and severity of natural or other hazards as well as human actions. Examples include:

- replanting indigenous grasses or trees on a recently burned slope near roads or dwellings to stabilise the soil and prevent damaging land subsidence;
- locating critical rail, road and telecommunications structures behind a coastal ‘setback’ line in areas exposed to storm surges to prevent disruption to critical services during violent storms; and
- careful positioning of storm-water drainage and its on-going maintenance, along with protection of natural wetlands, to prevent destructive flooding during heavy rain.

Unfortunately, many small, medium and large disaster events cannot completely be prevented. Their severity can be reduced, however, through ongoing disaster mitigation efforts.

3.8.7.2 Disaster mitigation

Disaster mitigation refers to structural and non-structural measures that are undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards on vulnerable areas, communities and households. These efforts can target the hazard or threat itself (for example, a fire break that stops a fire spreading close to residential areas). This is often referred to as ‘structural mitigation’, since it requires infrastructure or engineering measures to keep the hazard away from those at risk.

Disaster mitigation efforts can also target people who are at risk, by reducing their vulnerability to a specific threat (for instance, promoting community responsibility for controlling fire risk in an informal settlement). This is often called ‘non-structural mitigation’, as it promotes risk-avoidance behaviours and attitudes.

3.8.7.3 Disaster Risk Reduction Planning and the Mthonjaneni Integrated Development Plan.

The alignment of Disaster Risk Reduction Plans with the Municipal I.D.P. **does not** mean the whole Plan document must be submitted to the I.D.P. Committee without any further input from

Disaster Management. On the contrary, the I.D.P. is the Municipality's internal platform from which possible funding for Disaster Management Risk Reduction projects may be accessed.

The Plan that must be aligned with the I.D.P. is, in fact, a **Risk Reduction Plan** which identifies Communities or infrastructure at risk from known disaster threats and contains recommendations on possible developmental projects that are in line with the principals of the I.D.P. and which could reduce the risk of the threat to a particular community at Risk.

The sectoral status of Disaster Management in the Development Planning structures of the Municipality has been established and therefore Disaster Management plays an integral role in the development planning process of the I.D.P. and the Municipality.

3.9 Key Performance Area 4: Disaster Response and Recovery.

The Mthonjaneni disaster risk management policy must also incorporate elements of preparedness, response and recovery appropriate to the respective functional areas of different organs of state.

3.9.1 Preparedness

Preparedness contributes to disaster risk reduction through measures taken in advance to ensure effective response to the impact of hazards, including timely and effective early warnings and the temporary evacuation of people and property from threatened areas.

Preparedness enables the municipality and other institutions involved in disaster risk management, including the private sector, communities and individuals to mobilise, organize, and provide relief measures to deal with an impending or occurring disaster, or with the after-effects of a disaster.

Preparedness differs from prevention and mitigation as it focuses on activities and measures taken in advance of a specific threat or disaster.

Preparedness actions include:

- planning for seasonal threats, such as heavy rainfall, flooding, strong winds, veld or informal settlement fires, and communicable disease outbreaks
- anticipating and planning for the potential dangers associated with large concentrations of people at sporting, entertainment or other events

- establishing clear information dissemination processes to alert communities at risk of an impending seasonal threat, such as a potential outbreak of cholera during the rainy season
- identifying evacuation procedures, routes and sites in advance of expected emergencies, including the evacuation of schools in areas exposed to flash-floods
- developing, in advance, clear communication processes and protocols for different emergency situations, including the dissemination of an early warning for an impending extreme weather threat to isolated or remote communities.

These actions are key components of the contingency plans that should be developed for specific threats as part of the Mthonjaneni disaster risk management plan.

3.9.2 Disaster response

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

3.9.3 Disaster recovery

Disaster recovery (including rehabilitation and reconstruction) focuses on the decisions and actions taken after a disaster to restore livelihoods, services, infrastructure and the natural environment. In addition, by developing and applying disaster risk reduction measures at the same time, the likelihood of a repeated disaster event is reduced.

Disaster recovery includes:

- rehabilitation of the affected areas, communities and households
- reconstruction of damaged and destroyed infrastructure
- recovery of losses sustained during the disaster event, combined with the development of increased resistance to future similar occurrences.

Disaster recovery initiatives present excellent opportunities to incorporate disaster risk reduction actions. Following a disaster event, there are usually high levels of awareness about the risk factors that increased the impact. These present opportunities to introduce disaster risk

reduction efforts consultatively with the affected communities and key stakeholders in order to reduce the likelihood of future loss.

3.9.4 Co-ordination of response and recovery efforts

Responsibility for co-coordinating response to specific known rapid- and slow-onset significant events and disasters must be allocated to a 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 the case of river floods, for example, the Department 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, Mthonjaneni Disaster Management assisted by the District Disaster Management Centre would 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 as a contingency in the event that the particular disaster management centre itself is affected and unable to continue to operate.

3.9.5 Resources

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

3.9.6 Incident Management System

Incidents and emergencies handled on a daily basis by emergency and essential services personnel are routinely managed by an incident commander of a particular agency in terms of that agency's internal line-function policies. However, in the case of significant events and disasters which occur or are threatening to occur, a response management system must be developed and implemented to ensure a systematic co-ordinated approach to the effective utilisation of facilities, personnel, equipment, resources, procedures and communication.

An Incident Management System provides for the clear allocation of roles, responsibilities and mechanisms for strategic, tactical and operational direction and a participative approach to the management of the event.

Mthonjaneni Municipal Disaster Management must therefore develop an incident command system which complies with the requirements of the national standard for response management systems.

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, using only their own resources.

The system must be introduced in all municipal departments and in all spheres of governance situated within the area of responsibility of Mthonjaneni Municipality. It should also make provision for the development of partnerships, for the purpose of enhancing capacity, between external agencies involved in response and recovery, including the private sector, NGOs, traditional leaders, technical experts, communities and volunteers.

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 and business continuity. The SOPs must be consistent with the requirements of relevant legislation, regulations and standards.

The Incident Management system must clearly identify the stakeholders responsible for the operational command, control and co-ordination of an event at both, the on-scene and Incident Management Committee levels.

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. Examples include the routine reporting of all veld and forest fire incidents to the disaster management centre when fire danger rating indices are at certain levels, or the reporting of all incidents that require a predetermined level of response.

3.10 Enablers for Attainment of KPAS

3.10.1 Enabler 1. Information Management

Disaster risk management is a collaborative process that involves all spheres of government, as well as NGOs, the private sector, a wide range of capacity-building partners and communities. It requires capabilities to manage risks on an ongoing basis, and to effectively anticipate, prepare for, respond to and monitor a range of natural and other hazards.

Integrated disaster risk management depends on access to reliable hazard and disaster risk information as well as effective information management and communication systems to enable the receipt, dissemination and exchange of information.

It requires systems and processes that will:

- provide an institutional resource database, including a reporting and performance measurement facility
- facilitate information exchange between primary interest groups
- facilitate risk analysis, disaster risk assessment, mapping, monitoring and tracking
- guide and inform focused risk management and development planning and decision making
- facilitate timely dissemination of early warnings, public awareness and preparedness, especially for at-risk people, households, communities, areas and developments
- enable timely and appropriate decision making to ensure rapid and effective response and recovery operations
- facilitate integrated and co-ordinated multi-agency response management
- record and track real-time disaster response and recovery information
- facilitate education, training and research in disaster risk management
- facilitate the funding and financial management of disaster risk management.

The system must have the capabilities to acquire, sort, store and analyse data for the purposes of targeting information for primary interest groups. In addition, it must include GIS (geographical

information systems) mapping and information display applications, as well as standardised multimedia communication capabilities.

In order to provide a comprehensive information service, Mthonjaneni Disaster Management must undertake the following:

- develop an information database;
- establish a library or resource centre on disaster risk reduction; and
- make provision for easy access to the information database.

3.10.2 Enabler 2. Education, Training, Public Awareness and Research

Sections 15 and 20(2) of the Act specify the encouragement of a broad-based culture of risk avoidance, the promotion of education and training, and the promotion of research into all aspects of disaster risk management.

This enabler addresses the requirements for the development and implementation of a national education, training and research needs and resources analysis and a national disaster risk management education and training framework, the development of an integrated public awareness strategy, including effective use of the media, the development of education and training for disaster risk management and associated professions, and the incorporation of disaster risk management in school curricula. It also outlines mechanisms for the development of a disaster risk research agenda.

3.10.2.1 Responsibility for conducting an education, training and research needs and resources analysis

It is the responsibility of the National Disaster Management Centre (NDMC) to undertake a national education, training and research needs and resources analysis and to facilitate the process. In order to achieve the KPIs within the national framework all provincial and municipal disaster management structures, including Mbonambi Municipality will be required to participate in this initiative.

3.10.2.2 Responsibility for developing a disaster risk management education and training framework

The NDMC is responsible for the development of a national education and training framework which must be completed within two years of the implementation of the national disaster management framework.

The NDMC must ensure that all education and training standards and qualifications comply with the requirements of the South African Qualifications Authority Act, 1995 (Act No. 58 of 1995) and the guidelines prescribed in the NQF.

3.10.2.3 Training programs for communities

Training programs for communities must focus on disaster risk awareness, disaster risk reduction, volunteerism and preparedness. Local indigenous knowledge needs to be incorporated into training programs aimed at local communities. Where appropriate, communities must be given the opportunity to modify and enhance training programs through the inclusion of indigenous knowledge, practices and values, and the incorporation of local experience of disasters and disaster risk management. Indigenous knowledge must also be harnessed and incorporated into needs analyses and course development processes.

3.10.2.4 Responsibility for the development of training programs

The Provincial Disaster Management Centre (PDMC) is responsible for promoting, facilitating and overseeing the development and implementation of training programs and materials for practitioners in disaster risk management and associated fields.

Provincial and municipal organs of state must plan, organise and implement training programs relevant to their respective areas of responsibility in consultation with local communities.

3.10.2.5 Schools

The Disaster Management Section of Mthonjaneni Municipality must seek to establish links with existing community risk awareness programs in schools for the purposes of disseminating information on disaster risk management and risk avoidance.

The creation of programs in schools, focusing on relevant and appropriate aspects of disaster risk management, must be encouraged.

3.10.2.6 Research

The Act calls for ongoing research into all aspects of disaster risk reduction and management. Mthonjaneni Municipality, through a process of consultation, must develop a strategic disaster risk reduction research agenda to effectively inform disaster risk management planning and implementation in the municipality. Research initiatives must also be linked to the IDP

processes. Research is the responsibility of each and every role player in the disaster risk management arena.

3.10.3 Enabler 3. Funding Arrangements

Section 7(2)(k) of the Act requires that the national disaster management framework makes provision for ‘a framework within which organs of state may fund disaster risk management with specific emphasis on preventing or reducing the risk of disasters, including grants to contribute towards post-disaster recovery and rehabilitation.

Given the provisions of the Act, funding arrangements must be designed in a manner that ensures that disaster risk management activities are funded adequately and in a sustainable way.

This enabler describes the disaster risk management funding arrangements for organs of state in the national, provincial and local spheres of government and builds on the recommendations made by the Financial and Fiscal Commission (FFC) on funding arrangements in its *Submission on the Division of Revenue 2003/04*

3.10.3.1 Legislative framework for funding arrangements

The following primary legislation provides the context within which funding arrangements for disaster risk management should be designed

- Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)
- Disaster Management Act, 2002, (Act No. 57 of 2002)
- Public Finance Management Act, 1999 (Act No. 1 of 1999) (PFMA)
- Municipal Finance Management Act, 2003 (Act No. 53 of 2003) (MFMA)
- Municipal Systems Act, 2000 (Act No. 32 of 2000).

The Constitution assigns exclusive or concurrent functions to different spheres of government. Schedule 4 of the Constitution designates disaster risk management as a concurrent national and provincial competence. However, the Act places the responsibility for certain disaster risk management activities squarely within the local government sphere. For example, section 23(7)

of the Act states that until a disaster is classified as either a national or a provincial disaster, it must be regarded as a local disaster.

In terms of section 10A of the Municipal Systems Act as amended, the disaster risk management function imposes new constitutional obligations on local government. These obligations are that the responsible Cabinet member, MEC or other organ of state must take appropriate steps to ensure sufficient funding and capacity-building initiatives as may be needed for the performance of the assigned function. Since disaster risk management at municipal level encompasses a wide range of activities (including disaster risk reduction, preparedness, response and recovery), funding mechanisms must be designed to allocate optimal resources to each of these activities.

Chapter 6 of the Disaster Management Act outlines two principles that should be applied to funding the cost of a disaster when such an event is declared. Firstly, section 56(2) of the Act states that in the event of a disaster, ‘national, provincial and local organs of state may financially contribute to response efforts and post-disaster recovery and rehabilitation’. Secondly, the Act assigns the responsibility for repairing or replacing infrastructure to the organ of state responsible for the maintenance of such infrastructure. Section 57 of the Act, however, provides some leeway for a municipality or provincial government to request financial assistance for recovery and rehabilitation from national government.

The Act attempts to encourage budgeting for disaster recovery and rehabilitation through threshold funding. Section 56(3) allows the Minister to prescribe a percentage of the budget of a provincial or municipal organ of state as a threshold for accessing national funding for disaster response efforts. The extent to which an organ of state has implemented disaster risk reduction efforts will be taken into account when requests for disaster response and post-disaster rehabilitation funding are considered. The broad funding guidelines set out in sections 56 and 57 of the Act make access to disaster recovery and rehabilitation funding contingent on organs of state earmarking funds for disaster risk reduction activities.

This principle reduces the risk of moral hazard behaviour on the part of provincial or municipal organs of state by ensuring that they budget for all disaster risk management activities. In this way, national government does not implicitly guarantee the provision of financial assistance to organs of state for disasters that could have been reasonably prevented or reduced in some way. Apart from the Act, there are other legislative provisions that govern the release of funds for disaster recovery and rehabilitation. Sections 16 and 25 of the PFMA allow the Minister of

Finance or relevant MEC to appropriate funds from their respective revenue funds for use in emergency situations. Funds released in terms of these provisions must be reported to either Parliament or the provincial legislature, as the case may be, and to the Auditor-General within 14 days of their authorisation. In addition, these funds must be attributed to a vote when the adjustments budget is passed.

Similarly, section 29 of the MFMA allows the Mayor of a municipality to authorize unforeseeable and unavoidable expenditure in an emergency. Such expenditure must be ratified by the council in an adjustments budget within 60 days of the expenditure having been incurred. Furthermore, section 29(2) (b) of the MFMA states that unforeseeable and unavoidable expenditure may not exceed a percentage of the budget. This restricts the amount of funds available to respond to emergencies. This percentage must be prescribed by National Treasury in regulations.

3.10.3.2 Principles underpinning funding arrangements

Any funding arrangement must be consistent with the principles set out in the Act and any other related legislation (see section 7.1 above). Furthermore, the management of intergovernmental transfers must be grounded in public finance theory. Anwar Shah, in his seminal book, *The Reform of Intergovernmental Fiscal Relations in Developing and Emerging Market Economies* (published in 1994), points out that the design of any funding mechanism should ensure that the objectives of the relevant legislation are safeguarded, and that the recipients of the funds are held accountable for implementation of the legislation. According to Shah, the important criteria against which any funding mechanism should be evaluated include:

- **Adequacy.** Municipalities should have adequate resources to perform their functions effectively. In relation to disaster risk management, all organs of state should have access to sufficient funding to be able to discharge their legislative responsibilities.
- **Equity.** Funding mechanisms should ensure that legislation is implemented equitably across provinces and municipalities. This would help to avoid inter-jurisdictional spillovers arising from uneven and inequitable implementation.
- **Predictability.** Any funding mechanism that includes intergovernmental transfers should ensure predictability by making allocations from national to provincial and local organs of state over the term of the Medium-term Expenditure Framework (MTEF). Any

allocations to municipalities should be disclosed timeously so that municipalities are able to take cognisance of these allocations in their annual budgets.

- **Administrative efficiency.** The cost of administering the funding mechanisms should be kept to a minimum. Ideally, the funding mechanisms should not impose new reporting obligations on municipal organs of state. Rather, the reporting process should be integrated into the existing reporting cycle.
- **Incentive effects.** Funding mechanisms should be designed in such a way that they provide incentives for sound fiscal management and reduce the likelihood of inefficient fiscal practices. In this way, perverse incentives in the system may be minimized and the risk of moral hazard behaviour by recipients of the funds discouraged.
- **Autonomy.** The assignment of functions or the transfer of funds between spheres of government should not undermine the constitutionally mandated autonomy of municipal organs of state. The autonomy criterion should be viewed within the context of co-operative governance.

3.10.3.3 Risk pooling.

The cost of a disaster can become so substantial that no single provincial and municipal organ of state is able to fund recovery efforts on its own. In such cases, funding mechanisms should make provision for post-disaster recovery costs to be shared across the widest possible population rather than being a burden on the affected population.

In addition, it should be borne in mind that disaster risk management has certain unique characteristics which differ markedly from other public services such as education and street lighting. Disasters are by their very nature unpredictable and require an immediate and decisive response. It is vital, therefore, that a balance is struck in the financing framework between the need for financial controls and oversight and the need to ensure that rapid response and recovery are not compromised. Section 214(2) (j) of the Constitution explicitly mentions ‘the need for flexibility in responding to emergencies or other temporary needs’ as one of the criteria for the equitable division of nationally collected revenue among the three spheres of government.

4.1 Introduction

In terms of Section 53 of the Disaster Management Act of 2002 (Act 57 of 2002), each municipality must prepare a Disaster Risk Management Plan for its area of operation. In order to develop this plan, it then became necessary for the municipality to initially conduct a risk analysis which would identify and prioritize potential hazards and threats that are likely to occur within the area of responsibility of the municipality.

4.2 An Overview of Mthonjaneni Local Municipality

Mthonjaneni is located in the central north eastern part of the province of KZN. It comprises of Melmoth which serves as the Central Place Town for its surrounding rural areas. The larger part of the areas that forms the sphere of influence of Melmoth is deep rural the majority of the people ranging from low to middle income earners. Most of the area under Mthonjaneni Municipality is owned by Ingonyama Trust under the leadership of INkosi Biyela of Obuka, INkosi Zulu of Ntembeni and INkosi Biyela of Yanguye. Part of the area is privately owned with vast areas being owned by white farmers.

Mthonjaneni Municipality experiences warm humid climate with more rainfall being experienced during the summer season. This becomes the favoring factor towards agricultural production. Forests and sugarcane production are the major commercial agricultural practices and livestock farming which is mostly subsistence in most surrounding rural areas.

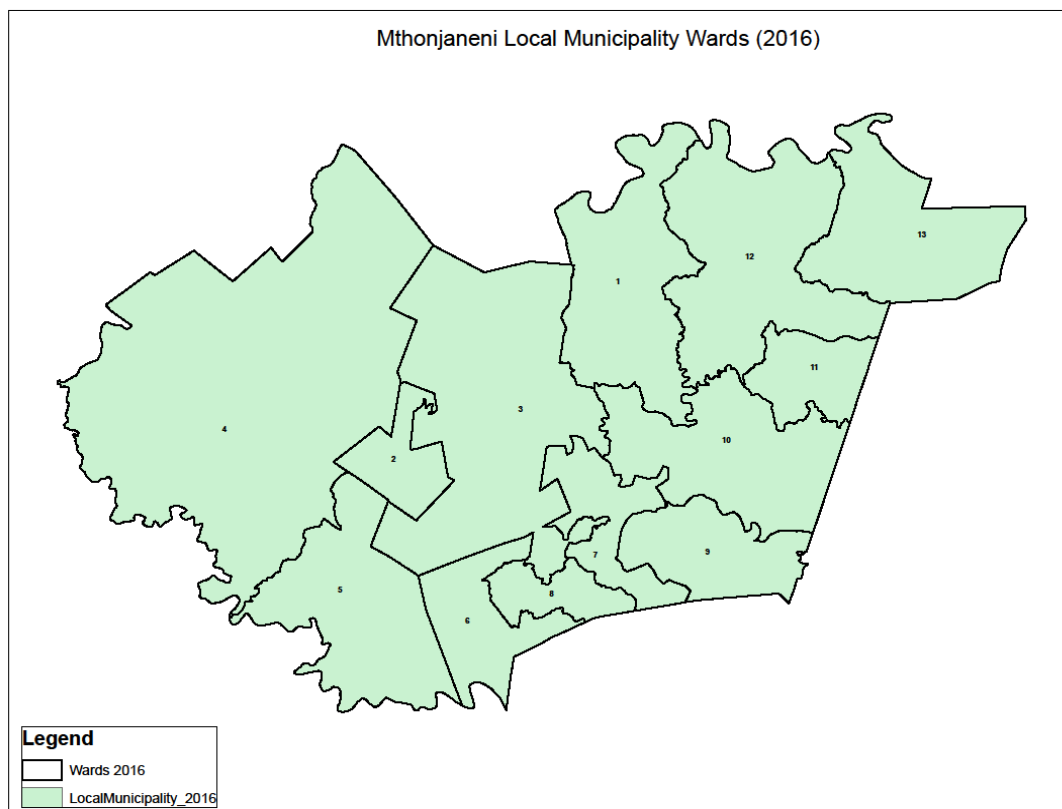
Mthonjaneni (KZ 285) is one of the five local municipalities that make up King Cetshwayo District together with Mfolozi (KZ 281), uMhlathuze (KZ 282), uMlalazi (KZ 284) and Nkandla (KZ 286). The Mthonjaneni Municipality consists of 13 wards as per the new demarcations after the 2016 Local Government Elections.

King Cetshwayo is a district municipality situated in the north eastern region of KwaZulu-Natal province on the eastern seaboard of South Africa. King Cetshwayo covers an area of approximately 8213 square kilometres, from the agricultural town of Gingindlovu in the south to the uMfolozi river in the north and inland to the mountainous beauty of rural Nkandla.

Map1 – King Cetshwayo District Map



Map 2 :Mthonjaneni Local Municipality Map



4.2.1 Population Analysis

- According to the latest census that was conducted in 2011 there is a total population of 47 818 people residing in municipal area of jurisdiction.

- According to the 2011 census there has been a decreases in population in the municipal area of jurisdiction. The total population as per 2001 census there were 50 382 people residing in the municipal area of jurisdiction. The Municipality is currently experiencing out migration.
- There is an overrepresentation of females in Mthonjaneni LM, with females accounting for 53.8% of the municipal population in 2011, whilst males only accounts for 46.5%.
- According to 2011 Statistics the total labour force for the Municipality was 13 534. Using the escalation of 7%, it indicates that the current labour force in the municipality is 14 481 people.

4.2.2 Current Employment Statistics

The 2011 statistics reflect that a large amount of people in Mthonjaneni area of jurisdiction are either unemployed or discouraged work seekers.

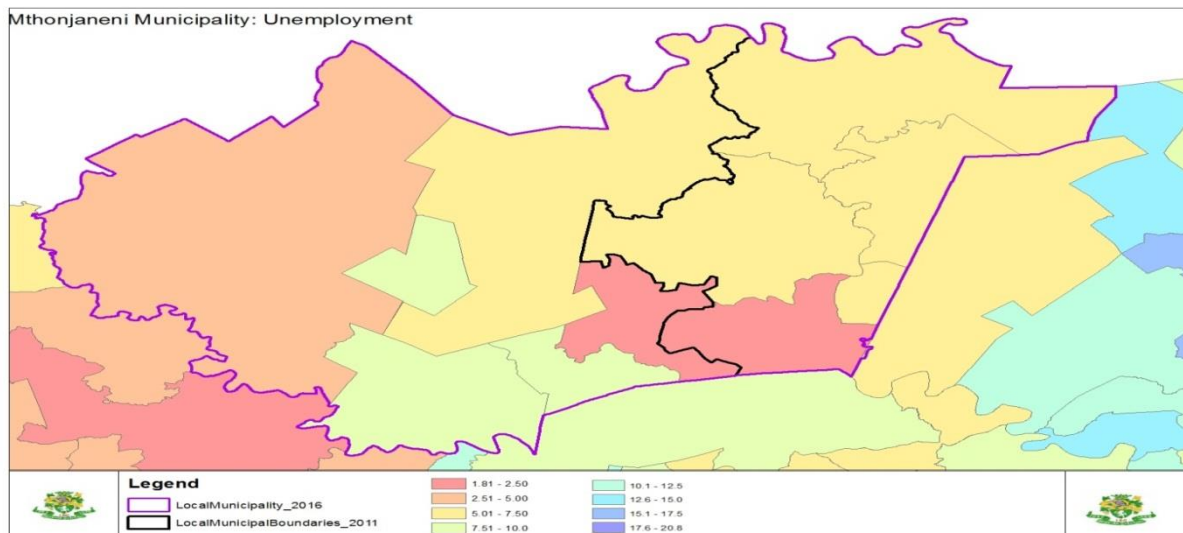
The table below shows the number of persons in the respective municipal wards that are employed and unemployed. The highest percentage of employment is in Ward 1. This ward is located in the developed urban area Melmoth.

Table 1: Employment statistics based on old demarcation of wards (census 2011)

Ward	Employed	Unemployed	Discouraged work-seeker	Other not economical active	Not applicable
1	3036	797	265	1640	8259
2	2088	284	352	1745	7117
3	331	690	365	3143	8845
4	988	523	450	2184	7722
5	747	206	521	3719	9960
6	379	520	356	1898	5914
Total	7569	3020	2309	14330	47818

The employment statistics for the new wards inherited from the former Ntambanana Municipality decreased slightly from 54% in 2001 to 46% in 2011. This is considered to be considerably high when one takes into account the number of the active labour force within the area. The fact that these wards are all rural with poor infrastructure is one of the factors that contribute to the unemployment figures. In order to find employment opportunities, the economically active population has to travel to areas such as Richards Bay and Empangeni.

Map 3: Reflecting unemployment within the area of Mthonjaneni Municipality



4.2.3 Traditional Authorities

There are currently three Traditional Authority areas within the Mthonjaneni Municipality. All these Traditional Authority areas are solely owned by Ingonyama Trust. The Biyela-Kwanguye Traditional Authority is located to the north-east of the municipality and incorporates the KwaYanguye area and surrounding settlements.

The Zulu-Entembeni Traditional Authority is located to the south-east of the municipality and incorporates Makasaneni and Ndundulu and surrounding settlements.

The Biyela-Obuka Traditional authority is located towards the East of the municipality and incorporates areas like Sqhomaneni, Upper Nseleni and other surrounding rural settlements.

4.2.4 Challenges Faced by the Mthonjaneni Local Municipality

- The projections indicate that approximately **3, 1** % of households (317) within the municipal area, are in the homeless and informal dwelling/shack category.
- The population is highly dependent on the agricultural sector for employment opportunities whilst there is opportunity to develop other development sectors including the service sector, Industry and commercial sectors.
- Unresolved Land claims that impact on future development.
- Limited access to basic household and community services.
- Increased incidents of HIV/AIDS and communicable diseases.

- High rate of unemployment which leads to poverty and low economic growth.
- Depletion of infrastructure due to variations in climatic conditions.

4.2.5 Mthonjaneni Municipal Vision and Mission

4.2.5.1 Municipal Vision

Improved livelihoods for our communities

4.2.5.2 Mission

We will realize our vision by:

- Providing exemplary leadership and creating an environment where talented people thrive and grow
- Running up-to-date and integrated IT Management Systems
- Upholding good, corruption free governance principles
- Nurturing transparent, sustainable and mutually beneficial relationships with our key stakeholders
- Ensuring efficient and effective service delivery as our core Business.

4.3 Disaster Risk Assessment Design and Methodology

4.3.1 Disaster Risk Assessment Design

For the Municipality to perfect data capturing and holistic planning, a community based participatory approach was the methodology in implementing this project. A combination of participatory activities that includes but not limiting to stakeholder meetings, ward meetings, transact walks, participatory community mapping, problem tree and venn diagram is our tool used for data capturing, processing and reporting. The methodology was however not fully implemented due to poor attendance and unavailability of other stakeholders; we none the less strived to achieve maximum performance within the possible means.

Literature review and Stakeholder Consultation

Analyse the available data from previous disaster incidents reports, Mthonjaneni IDP, Universities, Disaster Centres and Provincial Sector Departments

Conduct knowledge sharing meetings with government departments and agencies

Interview community members (Councillors, traditional and church leaders)

Assessing Disaster Management Framework and its impact

Assess effectiveness during implementation

Establishing previous occurrences and its usefulness

Does it cater for mixed varieties of risks

Community interviews, group discussions, transect walks and resource mapping

Assess Institutional Capacity

Budget and human resources

Internal structures (Disaster capturing and reporting system, stakeholder workshops and reports assessment

Analyse Risk Factors and Develop Strategies

Identify hazards and vulnerabilities

Determine the probability and frequency thereof

(Community interviews and resource mapping)

Approval of the Disaster Management Plan

Compile the plan

Submit the draft to relevance council committees for adoption and approval

Since the beginning of this financial year (2017/2018), the Municipality through the Disaster Management Section embarked on a participatory approach to source data from communities at ward level, which was based on historical events and experience, as well as indigenous knowledge. The municipality worked closely with municipality stakeholders to collect different kinds of data from different sources, using different platforms.

The PDMC provided risk assessment tools for sourcing data from municipal wards, using community-based structures. The assessment tool was explained to all practitioners prior to the commencement of the data collection process. Data collection was designed to sample on multi-hazard assessment, vulnerability assessment, and quantifying capacity within Organs of State and, within the 13 wards.

4.3.2. Analysis and Interpretation of Data

The Community-Based Risk Assessment adopted numerous complex models to analyze the data. The following models were employed to determine the total risk profile. The assessment used the basic NOAA model process with selected of the SMUG model, the logic of the HIRV model and principles and participatory methodology of the CVCA model. The assessment

deduces that the disaster risk is dependent on the capacity to deal with the prevailing hazards, the datasets were consolidated. These datasets were subsequently captured into GIS and analyzed. The analyzed data was then used to produce hazard, vulnerability, capacity and overall risk maps. The assessment analysis deduced that the disaster risk is dependent on the vulnerability and capacity to deal with the prevailing hazards, as depicted on figure A below:



Mthonjaneni Municipality has 13 wards and all were profiled and analyzed and results were as follows:

Wards	Brief of Overview	Hazards and Threads
1	<p>Ward 1 is situated on the North Western part of Mthonjaneni municipal area. Ward 1 shares municipal boundaries with Ulundi Local Municipality and ward boundaries with ward 12, 10 and 3 of Umthonjaneni Municipality. The ward is entirely populated by the Traditional Rural Communities and Subsistence Farming is the only form of economic activity. There are no emergency facilities situated in this ward. The nearest SAPS Station is situated in Melmoth Town and clinic is at Upper-seleni in ward 12 of the Municipality. There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.</p>	<p>The following are the possible hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Structural and bush fires • Storms and heavy rains • Drought • Lightning • Motor Vehicle Accidents in R66/R34
2	<p>Ward 2 is situated in the middle of the ward 3, 4 and 5. The whole ward falls within a greater part of the Melmoth town and the surroundings. The economic activity of the area is the mall and other small shops.</p> <p>There is SAPS, Magistrate Court, Clinic and municipal offices which serve as the emergency facilities in the ward.</p> <p>There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.</p>	<p>Interviews conducted with ward committee members and random members of the war room structure, have identified the hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Storms • Heavy Rains • Structural Fire • Drought • Motor Vehicle Incidents in R66/R34

3	<p>Ward 3 is situated in the central west part of Mthonjaneni Municipality and shares the Municipal boundary with Ulundi Municipality and ward boundaries with ward 1,2, 4,5,6,7 and 8. The ward consists of the melmoth town, and large scale of land is occupied by commercial timber farmers and subsistence farmers. Melmoth Clinic, Police station are the only emergency facilities within the ward.</p> <p>There are sufficient schools, Early Childhood Development Centres and Town Hall that would be suitable for use as evacuation centres if necessary.</p>	<p>Interviews conducted with different community sectors revealed the following hazards and threats as the common occurrences in the ward with high potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Storms • Heavy Rains • Structural Fire • Bush fires • Motor Vehicle Incidents • Drought
4	<p>Ward 4 is situated in the South/West part of Mthonjaneni and share municipal boundaries with Nkandla Municipality and ward boundaries with ward 2,3 and 5 of Mthonjaneni Municipality. The ward comprised of Mfule and Magwaza Missionary areas. The most economic activities in this ward are the subsistence farming and Commercial Timber Farming. In this ward there is Magwaza Hospital which can provide emergency services to the victims of the disaster incidents. The area is serviced by Melmoth SAPS and all other emergency services are provided in this town.</p> <p>There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.</p>	<p>Interviews conducted with different community sectors revealed the following hazards and threats as the common occurrences in the ward with high potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Storms • Heavy Rains • Floods • Structural Fire • Bush fires • Motor Vehicle Incidents • Drought
5	<p>Ward 5 is situated in the South part of the Mthonjaneni Municipality and shares the municipal boundaries with uMlalazi municipality and ward boundaries with ward 2,3,4 and 6. The most economic activities in this ward are the subsistence farming and Commercial Timber Farming. The area is serviced by Melmoth SAPS and all other emergency services are provided in this town.</p> <p>There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.</p>	<p>Interviews conducted with ward committee members and random members of the war room structure, have identified the hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Storms • Heavy Rains • Structural Fire • Bush Fires • Lightning • Motor Vehicle Incidents • Drought
6	<p>Ward 6 is situated in the South part of the Mthonjaneni Municipality and shares the municipal boundaries with uMlalazi municipality and ward boundaries with ward</p>	<p>Interviews conducted with ward committee members and random members of the community, have identified the hazards and</p>

	<p>5,3, and 8 of Mthonjaneni Municipality. The most economic activities in this ward are the subsistence farming and Commercial Timber Farming. In this ward there is Nogajula Clinic which renders emergency services to the community. The area is serviced by Melmoth SAPS and all other emergency services are provided in this town.</p> <p>There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.</p>	<p>threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Storms • Heavy Rains • Structural Fire • Bush Fires • Motor Vehicle Incidents • Drought
7	<p>Ward 7 is situated on the South part of Mthonjaneni municipal area. The ward shares municipal boundaries with uMlalazi Local Municipality and ward boundaries with ward 3, 8 and 9 of Umthonjaneni Municipality.</p> <p>The ward is entirely populated by the Traditional Rural Communities under Inkosi Zulu and Subsistence Farming is the only form of economic activity and community members use Ndundulu Market Stalls to sell their production. There are no emergency facilities situated in this ward and they get their health related services at Ndundulu Clinic in ward 8 of Mthonjaneni Municipality and Nkwadini Clinic situated uMlalazi Municipality. The nearest SAPS Station is situated in Melmoth Town.</p> <p>There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.</p>	<p>Interviews conducted with ward committee members and random members of the war room structure, have identified the hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Storms • Heavy Rains • Structural Fire • Run-away fires • Motor Vehicle Accidents • Drought
8	<p>Ward 8 is situated on the North part of Mthonjaneni municipal area. The ward shares municipal boundaries with uMlalazi Local Municipality and ward boundaries with ward 3, 6 and 7 of Umthonjaneni Municipality.</p> <p>The ward is entirely populated by the Traditional Rural Communities under Inkosi Zulu and Subsistence Farming is the form of economic activity and they use Ndundulu Market Stalls to sell their production. There is Ndundulu Clinic which is used as emergency facility and they also access their health related services from Nkwadini Clinic under Mlalazi Municipality. The nearest SAPS Station is situated in Melmoth Town.</p> <p>There are sufficient schools, churches and early childhood development centres including Tembeni Traditional Court that would be suitable for use as evacuation centres if</p>	<p>Interviews conducted with ward committee members and random members of the war room structure, have identified the hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Storms • Heavy Rains • Structural Fire • Run-away Fires • Motor Vehicle Incidents • Drought

necessary.

9

Ward 9 is situated on the South East part of Mthonjaneni municipal area. Ward 9 shares municipal boundaries with uMhlathuze and uMlalazi Local Municipalities and ward boundaries with ward 7 and 10 of Umthonjaneni Municipality. The ward is entirely populated by the Traditional Rural Communities under Inkosi PC Biyela and Subsistence Farming is the only form of economic activity. There is Nomponjwane Clinic in this ward which serves as the emergency facility and they are also closer to both Nkwalini Clinic and Nogajula Clinic. The nearest SAPS Station is situated in Melmoth Town.

There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.

Interviews conducted with ward committee members and random members of the war room structure, have identified the hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:

- Storms
- Heavy Rains
- Structural Fire
- Run-away Fires
- Drought

10

Ward 10 is situated on the East part of Mthonjaneni municipal area. Ward 10 shares municipal boundaries with uMhlathuze Local Municipality and ward boundaries with ward 1,3,7, 9,11 and 12 of Umthonjaneni Municipality. The ward is entirely populated by the Traditional Rural Communities under Inkosi PC Biyela and Subsistence Farming is the only form of economic activity. There are no emergency facilities situated in this ward and they get their health related services at KwaMbiza Clinic in ward 12 of Mthonjaneni Municipality and Bhuchanana Clinic in ward 33 of uMhlathuze Municipality. The nearest SAPS Station is situated in Melmoth Town and ward 33 of uMhlathuze Municipality.

There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.

Interviews conducted with ward committee members and random members of the war room structure, have identified the hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:

- Storms
- Heavy Rains
- Run away fires
- Tornadoes
- Drought

11

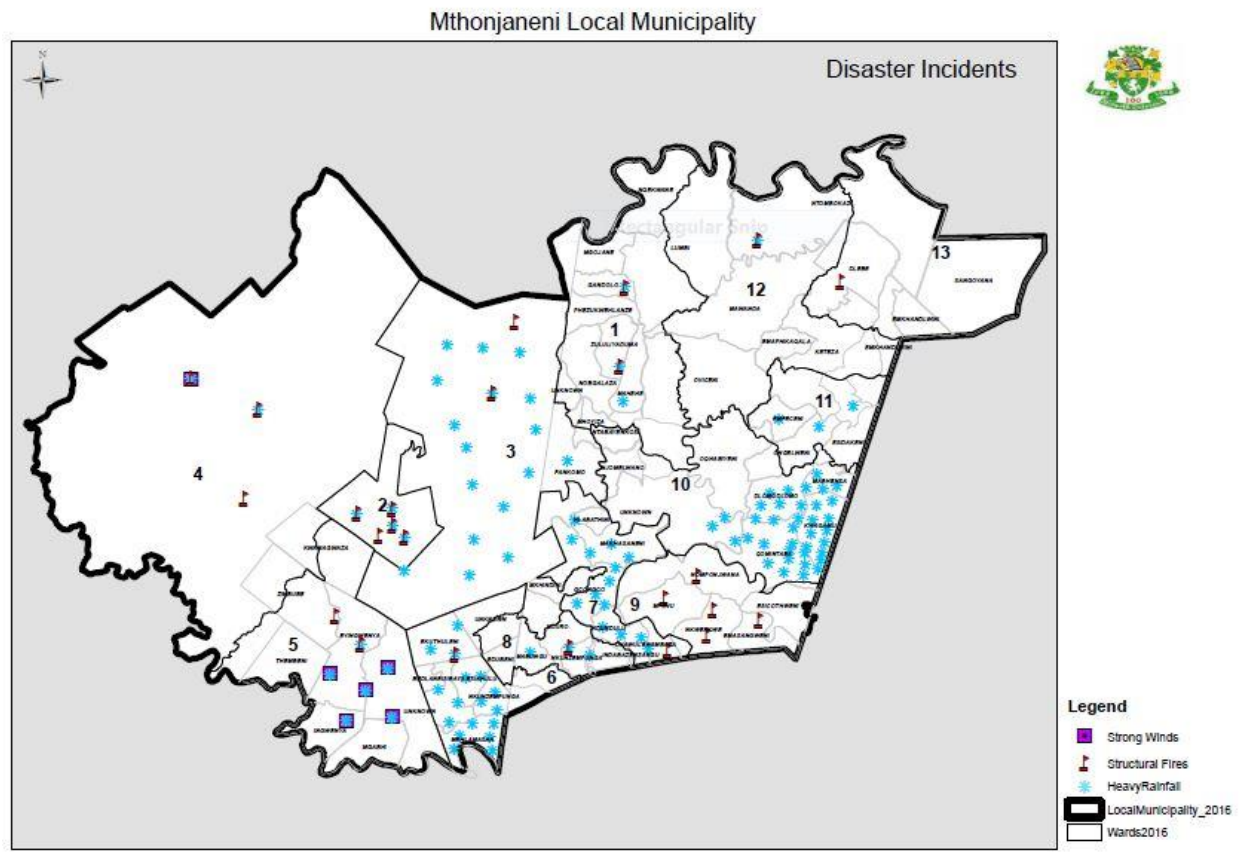
Ward 11 is situated on the North part of Mthonjaneni municipal area. Ward 11 shares municipal boundaries with uMhlathuze Local Municipality and ward boundaries with ward 10 and 12 of Umthonjaneni Municipality. The ward is entirely populated by the Traditional Rural Communities under Inkosi PC Biyela and Subsistence Farming is the only form of economic activity. There are no emergency facilities situated in this ward and they get their health related services at KwaMbiza Clinic in ward 12 of Mthonjaneni Municipality and Bhuchanana Clinic in ward 33 of uMhlathuze Municipality. The nearest SAPS Station is situated in Melmoth Town and ward 33 of

Interviews conducted with ward committee members and random members of the war room structure, have identified the hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:

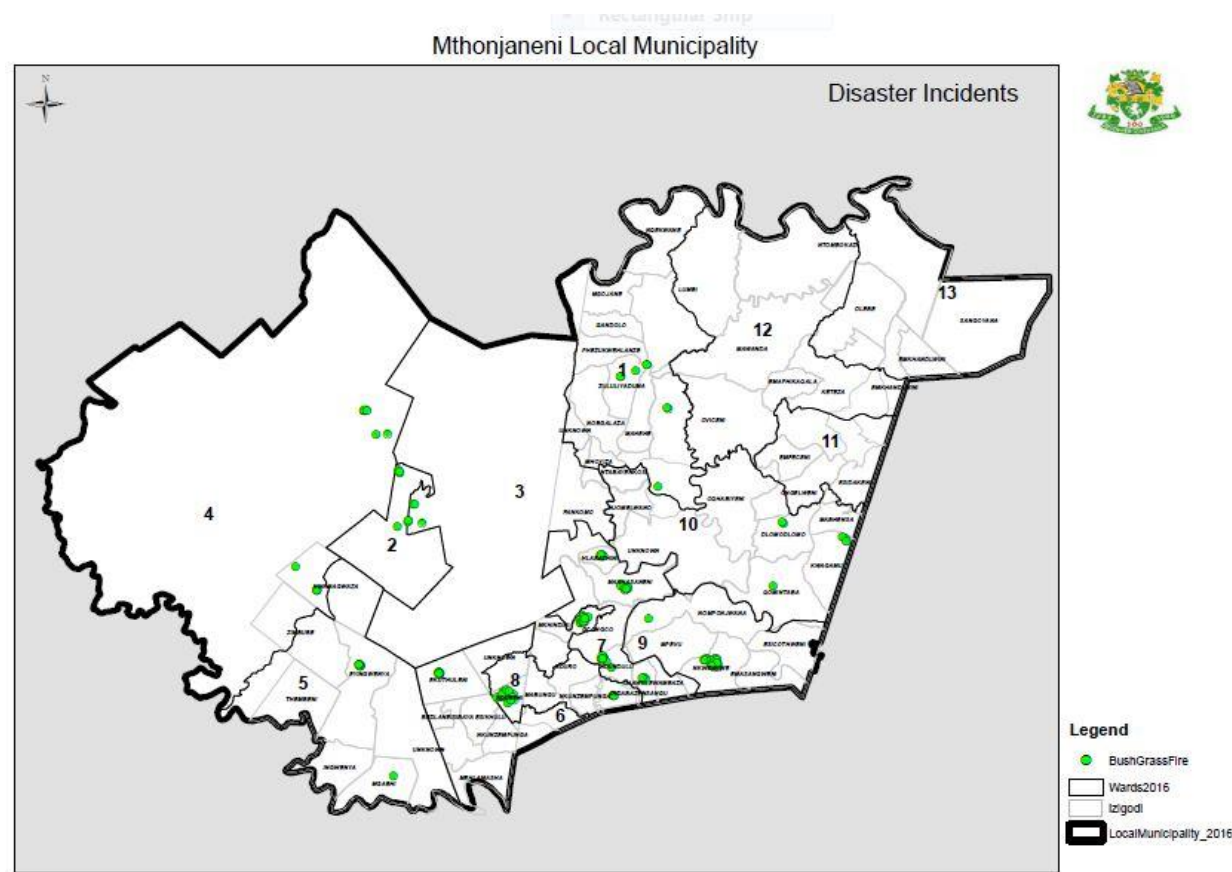
- Storms
- Heavy Rains
- Structural Fire
- Run-away Fires

	<p>uMhlathuze Municipality.</p> <p>There are sufficient schools, churches and early childhood development centres, including Obuka Traditional Court that would be suitable for use as evacuation centres if necessary.</p>	
12	<p>Ward 12 is situated on the North part of Mthonjaneni municipal area. Ward 12 shares municipal boundaries with Ulundi Local Municipality and ward boundaries with ward 1, 10, 11 and 13 of Umthonjaneni Municipality. The ward is entirely populated by the Traditional Rural Communities under Inkosi PC Biyela and Subsistence Farming is the only form of economic activity. There are no emergency facilities situated in this ward and they get their health related services at KwaMbiza Clinic in ward 12 of Mthonjaneni Municipality and Bhuchanana Clinic in ward 33 of uMhlathuze Municipality. The nearest SAPS Station is situated in Melmoth Town and ward 33 of uMhlathuze Municipality.</p> <p>There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.</p>	<p>Interviews conducted with ward committee members and random members of the war room structure, have identified the hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Storms • Heavy Rains • Floods • Structural Fire • Drought
13	<p>Ward 13 is situated on the North East part of Mthonjaneni municipal area. It shares municipal boundaries with Ulundi, Umhlathuze and Mfolozi Local Municipalities and ward boundary with ward 12 of Umthonjaneni Municipality. The ward is entirely populated by the Traditional Rural Communities of Inkosi uMthiyane and PC Biyela. Subsistence Farming is the only form of economic activity in the ward. There are no emergency facilities situated in this ward and they get their health related services at KwaMbiza Clinic in ward 12 of Mthonjaneni Municipality and Bhuchanana Clinic in ward 33 of uMhlathuze Municipality. The nearest SAPS Station is situated in Melmoth Town and ward 33 of uMhlathuze Municipality.</p> <p>There are sufficient schools, churches and early childhood development centres that would be suitable for use as evacuation centres if necessary.</p>	<p>Interviews conducted with ward committee members and random members of the war room structure, have identified the hazards and threats that are common occurrences in the ward and which have the potential to escalate to the level of a disaster:</p> <ul style="list-style-type: none"> • Storms • Heavy Rains • Floods • Structural Fire • Run-away Fires • Lightning • Drought

Map 4 reflecting disaster incidents in all affected wards



Map 5 reflecting Bush fire in all wards of Mthonjaneni Municipality



4.4 Disaster Risk Reduction

After the assessment as outlined above, the following project were identified for implementation per hazard as illustrated in table 2 below:

Hazards	Possible Projects
Run-away Fires Structural Fires Bush Fires	<ul style="list-style-type: none"> • Procurement of fire beaters • Conduction of awareness's • Burning of fire brakes • Improving fire fighting equipment
Floods	<ul style="list-style-type: none"> • Construction of dams • Construction according to building standards • Consistency in Awareness Campaigns • Consistency in Early Warning Systems • Building Bridges
Storms and Heavy Rains	<ul style="list-style-type: none"> • Consistent Awareness Campaigns • Consistency in Early Warnings
Lightning	<ul style="list-style-type: none"> • Lightning Conductors • Consistency Awareness Campaigns • Consistency in Early Warnings
Drought	<ul style="list-style-type: none"> • Conduct Awareness Campaigns

Motor Vehicle Incidents	<ul style="list-style-type: none"> • Upgrading and Road Maintenance • Visibility of Road Traffic Officers • Awareness Campaigns
-------------------------	--

4.5 Conclusion

Based on the outcomes of the Disaster Risk assessment, the following matrix which reflects the hazards threatening Mthonjaneni Municipality as compared to King Cetshwayo District Municipality was developed.

Risk in relation to District Municipality	King Cetshwayo District Municipality	Mthonjaneni Municipality	Local
Drought	x	x	
Fires	x	x	
Flood	x	x	
Heavy Rains	x	x	
Epidemic	x		
Storm	x	x	
Tidal Surge	x		
Hazmat	x		
Aviation	x		
Maritime	x		
Railway	x	x	

CHAPTER 5: OPERATIONAL PLAN FOR DISASTER MANAGEMENT

5.1 Introduction

In terms of disaster risk reduction principles, the local sphere of government is the first line of response and responsibility and therefore, in the event of a disaster occurring or threatening to occur in the Mthonjaneni municipal area of responsibility, the Municipality remains responsible for the co-ordination and management of the disaster incident until such time that the responsibility escalates to a higher level of Governance.

Thorough disaster risk management planning and effective co-ordination of all line function response agencies is, therefore, key to saving lives and limiting damage to property, infrastructure and the environment. They (disaster risk management plans) also facilitate the optimal utilization of resources.

The Mthonjaneni Disaster Management Advisory Forum is the most effective platform from which disaster risk reduction and operational plans can be developed.

5.2 Content of an Operational Plan

In terms of the provisions of the Mthonjaneni Disaster Risk Management Policy Framework, the Municipality is mandated to develop Operational Plans which are aimed at:-

- Response Protocols;
- Contingency Planning
- Access to Resources for:
 - Immediate relief;
 - Equipment; and
 - Recovery and rehabilitation.
- Guidelines for:
 - Funding; and
 - Declaration of a State of Disaster.

5.3 Response Protocols

Having conducted, in terms of the provisions of the approved Disaster Risk Management Policy Framework, a Disaster Risk analysis of the individual Wards within the Mthonjaneni Municipal area, the Advisory Forum will now be able to identify specific communities and infrastructure that are most vulnerable to the risks or threats that are prevalent in that particular Ward.

It is important for the Advisory Forum to be fully acquainted with the Legislative provisions in respect of Line Function Policies and Responsibilities of all Response Agencies who are likely to respond to a Disaster Incident or other Emergency which would require the activation of the Disaster Management co-ordination structures of the Municipality. This is particularly important for the development of Incident Specific Contingency Plans where it is necessary to assign functions and responsibilities to Responding Agencies without deviating from the individual line function policies of the responders.

Although the Disaster Management Act assigns the responsibility for the co-ordination and management of the activities of all responders to a disaster incident, it is of vital importance that the on-scene Command and Control be assigned to the Response Agency most qualified, in terms of line function, to deal with the consequences of the incident. An example of this would be the assignment of Command and Control to the Fire Brigade during a fire.

The Response Protocol of Mthonjaneni will therefore identify the relevant agencies and individuals within those agencies who would respond to a specific incident and then, in a collective process, a plan of action or a Contingency Plan must be developed for each incident.

The Mthonjaneni Disaster Management Advisory Forum has studied the Risk / Hazard Analysis as contained in the Mthonjaneni Disaster Risk Profile and has identified the relevant agencies and individuals within those agencies who would respond to a specific incident.

Having identified the response agencies that have a specific line function responsibility in relation to a particular disaster incident, the Advisory Forum must, in a collective process, develop the Response Protocol for Mthonjaneni which will inform the development of a Contingency Plan (or Plan of Action) for each identified risk or hazard.

The following Risk Response Protocol Matrix has subsequently been developed by the Mthonjaneni Disaster Management in a consultative process.

Response Protocols for Mthonjaneni Local Municipality

OPERATIONAL RESPONSE	FIRE	STORMS	HEAVY RAINS	LIGHTNING	DROUGHT	FLOOD	MOTOR VEHICLE ACCIDENTS
MTHONJANENI MUNICIPALITY							
MANAGER: DISASTER SECTION	X	X	X	X	X	X	
MUNICIPAL MANAGER	X	X	X	X	X	X	
MAYOR	X	X	X	X	X	X	
PROTECTION SERVICES	X	X	X			X	X
MTHONJANENI FIRE BRIGADE	X	X	X	X	X	X	X
TECHNICAL DEPARTMENT	X	X	X	X	X	X	
FINANCE DEPARTMENT	X	X	X	X	X	X	
KING CETSHWAYO DISTRICT MUNICIPALITY							
DISTRICT D.M. CENTRE	X	X	X	X	X	X	
DISTRICT CHIEF FIRE OFFICER	X		X				X
PROVINCE							
KZN PROVINCIAL D.M.C.	X	X	X	X	X	X	X
E.M.R.S.	X	X	X	X	X	X	X
R.T.I.	X	X	X			X	X
Dept. Agriculture, Environment and	X	X	X	X	X	X	

Rural Development							
DEPT OF TRANSPORT (Roads)	X	X	X	X	X	X	X
DEPT. SOCIAL DEVELOPMENT	X	X				X	
DEPT. OF HEALTH	X	X	X	X		X	X
DEPT. OF EDUCATION	X	X		X		X	
DEPT. ENVIRONMENTAL AFFAIRS	X						
NATIONAL							
N.D.M.C.	X	X	X	X	X	X	X
S.A.P.S.	X	X	X	X		X	X
D.W.A.F.	X	X	X	X	X	X	
DEPT. HOME AFFAIRS							
CORRECTIONAL SERVICES							
N.G.O.							
S.A. RED CROSS	X	X	X	X	X	X	
ORG. AGRICULTURE	X	X	X	X	X	X	
Z.I.F.P.A.	X						
M.R.A.	X	X	X	X		X	
SAPPI Forest							

5.4 Contingency Planning

Contingency Plans are alternatives to the normal. Having determined who is likely to be threatened by what hazard and which Emergency Services are likely to respond, it is of vital importance that the responders have a plan of action that must be followed in order to address the particular circumstances at hand.

Contingency plans, therefore, need to identify the availability and accessibility of resources (human, material, financial and structural). This will provide for the re-prioritization of projects in order to make emergency relief or rehabilitation projects possible using own resources.

Contingency plans must also identify developmental projects and programs, aimed at risk reduction, which need to be aligned with the municipal I.D.P.'s in order to identify funding sources.

5.4.1 Steps to Follow

Step 1.	Use the Maps and Risk Profiles to identify particular vulnerable infrastructure and communities within the area of responsibility of the Municipality;
Step 2.	Associate a particular infrastructure or community with all of the identified threats or hazards to which that infrastructure or community is vulnerable.
Step 3.	<p>Develop a specific plan of action, (contingencies) unique to that particular infrastructure or community, in respect of each of the identified threats or hazards providing for:-</p> <ul style="list-style-type: none"> • Emergency response protocols; • Emergency Relief (Immediate Response); • Prime responsibility (clearly allocate command and control); <p>Emergency resources (human, material, financial and structural);</p> <ul style="list-style-type: none"> • Reconstruction rehabilitation guidelines; and • Disaster declaration process.

5.5 Mthonjaneni Municipality Contingency Checklist for Drought

5.5.1 Drought Reporting Template

Name of the Municipality :	Mthonjaneni Local Municipality
Description of Threat :	Drought
Location of Risk :	
Community at Risk :	
Vulnerable Infrastructure :	
Prime Responsibility	
Early Warning Systems	

5.5.2 Communications and Response Sequence

5.5.2.1 Call received by Communications Centre attendant who records the:

Date of Incident :	
Time of Call :	
Name of Caller :	
Telephone Number :	
Location of Incident :	
Remarks :	

5.5.2.2 Immediate Operational Response

SEQUENCE	ACTION	AGENCY	TELEPHONE	RADIO Ch.
1.	Dispatch Immediate Response to Scene.	D.W.A.F. Dept. Agriculture KZN. Wildlife	080 020 0200 082 8323 797 082 465 3664	
2.	Assess magnitude and establish Forward Control Point	First Responder on scene		
4.	Notify Head of Disaster Management	DCS	0733346496	
5.	Notify Municipal Manager	Municipal Manager	0734945358	
6.	Establish Incident Management Committee.	Disaster Manager	071 0247041	

5.5.2.3 Activation of District Incident Management Structures

SEQUENCE	ACTION	TELEPHONE
1.	Disaster Manager	071 024 7041
2.	Municipal Manger	035 450 2082 Ext 326
3.	Mayor	035 450 2082 Ext 207
4.	Senior Representatives of All Responding Agencies	REFER TO CONTACT REGISTER
5.	Notify Provincial Disaster Management Centre	082 897 6696
6.	Media Liaison Official	Appointed by the I.M.C.

5.5.2.4 Relief Organizations

	NAME	TELEPHONE
1.	DEPARTMENT OF SOCIAL DEV ELOPMENT	035) 450-8700
2.	S.A. RED CROSS	073 209 0942
3.	GIFT OF THE GIVERS	083 655 2405
4.	MELMOTH FARMERS ASSOCIATION	082 773 4545

5.5.2.5 Access to Specialised Equipment

N0	TYPE OF EQUIPMENT	CONTAT	TELEPHONE
1.	Transport for Emergency Water	King Cetshwayo Disaster Management Centre	078 460 3422
2.	Borehole Drilling Equipment	Department of Agriculture	082 8323 797

5.5.2.6 Reconstruction and rehabilitation

SEQUENCE	ACTION	RESPONSIBILITY
1.	Damage Assessment – infrastructure - Residential	Mthonjaneni Municipality Department of Human Settlement

2.	Funding Sources – Municipal Provincial National Private Sector Donation Foreign Donations	King Cetshwayo District Disaster Management Centre
3.	Project Programs	Municipality – Local and District
4.	Reconstruction Contracts	Municipality – Local and District

5.6 Mthonjaneni Local Municipality Contingency Checklist for Epidemics

5.6.1 Reporting Epidemic Template

District Municipality	King Cetshwayo
Description of Threat :	Epidemic
Location of Risk :	
Community at Risk :	•
Vulnerable Infrastructure :	• • • •
Prime Responsibility	•
Early Warning Systems	•

5.6.2 Communications and Response Sequence

5.6.2.1 Call received by Communications Centre attendant who records the:

Date of Incident :	
Time of Call :	
Name of Caller :	
Telephone Number :	

Location of Incident :	
Remarks :	

5.6.2.2 Immediate Operational Response

SEQUENCE	ACTION	AGENCY	TELEPHONE	RADIO Ch.
1.	Dispatch Immediate Response to Scene.	Dept. of Health D.W.A.F. W.S.A. Dept. Agriculture KZN. Wildlife	079 8527 111 082 317 7581 078 460 3422 082 8323 797 033 845 1999	
2.	Assess magnitude and establish Forward Control Point	First Responder on scene		
4.	Notify Head of Disaster Management	Director Community Services	035 450 2082 Ext 216	
5.	Notify Municipal Manager	Municipal Manager	035 450 2082 Ext 325	
6.	Establish Incident Management Committee. (JOC)	Disaster Manager	071 024 7041	

5.6.2.3 Activation of District Incident Management Structures

SEQUENCE	ACTION	TELEPHONE
1.	Disaster Manager	071 042 7041
2.	Municipal Manger	035 450 2082 Ext 325
3.	Mayor	035 450 2082 Ext 326
4.	Senior Representatives of All Responding Agencies	REFER TO CONTACT REGISTER
5.	Notify Provincial Disaster Management Centre	082 897 6696
6.	Media Liaison Official	Appointed by the I.M.C.

5.6.2.4 Relief Organisations

	NAME	TELEPHONE
1.	DEPARTMENT OF SOCIAL DEV ELOPMENT	035) 450-8700
2.	S.A. RED CROSS	073 209 0942
3.	GIFT OF THE GIVERS	083 655 2405
4.	MELMOTH FARMERS ASSOCIATION	082 773 4545

5.5.2.5 Access to Specialised Equipment

N0	TYPE OF EQUIPMENT	CONTAT	TELEPHONE
1.	Transport for Emergency Water	King Cetshwayo Disaster Management Centre	078 460 3422
2.	Borehole Drilling Equipment	Department of Agriculture	082 8323 797

5.5.2.6 Reconstruction and rehabilitation

SEQUENCE	ACTION	RESPONSIBILITY
1.	Damage Assessment – infrastructure - Residential	Mthonjaneni Municipality Department of Human Settlement
2.	Funding Sources – Municipal Provincial National Private Sector Donation Foreign Donations	King Cetshwayo District Disaster Management Centre
3.	Project Programs	Municipality – Local and District
4.	Reconstruction Contracts	Municipality – Local and District

5.7 Mthonjaneni Local Municipality Contingency Checklist for Fire

5.7.1 Fire Reporting Template

Local Municipality	Mthonjaneni
--------------------	-------------

Description of Threat :	Fire
Location of Risk :	
Community at Risk :	•
Vulnerable Infrastructure :	• • • •
Prime Responsibility	•
Early Warning Systems	•

5.7.2 Communications and Response Sequence

5.7.2.1 Call received by Communications Centre attendant who records the:

Date of Incident :	
Time of Call :	
Name of Caller :	
Telephone Number :	
Location of Incident :	
Remarks :	

5.7.2.2 Immediate Operational Response

SEQUENCE	ACTION	AGENCY	TELEPHONE	RADIO Ch.
1.	Dispatch Immediate Response to Scene.	Mthonjaneni Fire Services	0861003473 0781202091 0781201973 035 4507691	
		Ambulance S.A.P.S. Traffic (Municip) Traffic (RTI) Z.I.F.P.A.	072 686 2205 083 942 2179 083 632 2466 083 636 1153 083 324 0757	
2.	Assess magnitude and establish Forward Control Point	First Responder on scene		

4.	Notify Head of Disaster Management Establish Incident Management Committee.	Disaster Manager	0710247041	
5.	Notify the Head of Community Services	Director Community Services	035 450 2082 Ext 216	
6.	Notify Municipal Manager	Municipal Manager	035 450 2082 Ext 325	

5.8.2.3 Activation of Municipal Incident Management Structures

SEQUENCE	ACTION	TELEPHONE
1.	Disaster Manager	071 042 7041
2.	Municipal Manger	035 450 2082 Ext 325
3.	Mayor	035 450 2082 Ext 326
4.	Senior Representatives of All Responding Agencies	REFER TO CONTACT REGISTER
5.	Notify Provincial Disaster Management Centre	082 897 6696
6.	Media Liaison Official	Appointed by the I.M.C.

5.8.2.4 Co-ordinated On-Scene activities (All radios must operate on same channel)

	EMERGENCY SERVICES ON SCENE CO-ORDINATED VIA FORWARD CONTROL POINT	PRIMARY AGENCY
1.	Command and Control - (Disaster Team) - Most Senior Fire Officer on Scene	Mthonjaneni Disaster Section
2.	Search and Rescue	S.A.P.S./ S.A.N.D.F. Fire Brigade Services
3.	On scene treatment and evacuation of injured	Ambulance Services
4.	Establish Cordon	Traffic (Municipal & RTI)
5.	Establish and control access routes to and from scene and FCP	Traffic
6.	Establish alternative routes	Traffic
7.	Commence evacuation of area	Mthonjaneni

		Municipality
8.	Maintain crowd control	S.A.P.S.

MEDICAL SERVICES – Dept of Health and EMRS	
1.	Commence Triage and medical treatment
2.	Establish first aid post
3.	Establish casualty clearing station (CCS)
4.	Transport of Injured persons to Treatment Centres

FORWARD COMMAND POST (FCP)	
1.	All Operational messages to and from the scene must pass through the FCP
2.	FCP Co-Ordinator to assess the situation and report to Incident Management Committee
3.	Personnel of ALL responding agencies on scene to report to FCP.

5.8.2.5 Evacuation

1.	Identified Evacuation Centres - -
2.	Identified Access routes and alternative routes - -
3.	Record personal identity details of all refugees on arrival at centre
4.	Provide Immediate Relief - - Shelter, Warmth and Food - - Refer to Resource Register

5.8.2.6 Activation of Local Incident Management Structures

SEQUENCE	ACTION	TELEPHONE
1.	Disaster Manager	071 024 7041

2.	Municipal Manger	035 450 2082 Ext 326
3.	Mayor	035 450 2082 Ext 207
4.	Senior Representatives of All Responding Agencies	REFER TO CONTACT REGISTER
5.	Notify Provincial Disaster Management Centre	082 897 6696
6.	Media Liaison Official	Appointed by the I.M.C.

5.8.2.7 Relief Organizations

	NAME	TELEPHONE
1.	DEPARTMENT OF SOCIAL DEV ELOPMENT	035) 450-8700
2.	S.A. RED CROSS	073 209 0942
3.	GIFT OF THE GIVERS	083 655 2405
4.	MELMOTH FARMERS ASSOCIATION	082 773 4545

5.8.2.8 Access to Specialised Equipment

NO	TYPE OF EQUIPMENT	CONTAT	TELEPHONE
1.	Transport for Evacuation	King Cetshwayo Disaster Management Centre Mthonjaneni Disaster Management Section	078 460 3422 071 024 7041
2.	Earth moving equipment	Dept of Transport	082 907 2183
	Grader	Local Municipality	071 024 7041
	Backacter	Farmers Association	082 773 4545
	Tractor		

5.7.2.9 Reconstruction and rehabilitation

SEQUENCE	ACTION	RESPONSIBILITY
1.	Damage Assessment – infrastructure - Residential	Mthonjaneni Municipality Department of Human Settlement

2.	Funding Sources – Municipal Provincial National Private Sector Donation Foreign Donations	King Cetshwayo District Disaster Management Centre
3.	Project Programs	Municipality – Local and District
4.	Reconstruction Contracts	Municipality – Local and District

5.8 Mthonjaneni Local Municipality Contingency Checklist for Floods

5.8.1 Floods Reporting Template

Local Municipality	Mthonjaneni
Description of Threat :	Floods
Location of Risk :	
Community at Risk :	•
Vulnerable Infrastructure :	• • • •
Prime Responsibility	•
Early Warning Systems	•

5.8.2 Communications and Response Sequence

5.8.2.1 Call received by Communications Centre attendant who records the:

Date of Incident :	
Time of Call :	
Name of Caller :	
Telephone Number :	
Location of Incident :	

Remarks :	
------------------	--

5.8.2.2 Immediate Operational Response

SEQUENCE	ACTION	AGENCY	TELEPHONE	RADIO Ch.
1.	Dispatch Immediate Response to Scene.	Mthonjaneni Disaster Section Ambulance S.A.P.S. Traffic (Municip) Traffic (RTI) Z.I.F.P.A.	086 100 3473 078 120 2091 078 120 1973 035 450 7691 072 686 2205 083 942 2179 083 632 2466 083 636 1153 083 324 0757	
2.	Assess magnitude and establish Forward Control Point	First Responder on scene		
4.	Notify Head of Disaster Management Establish Incident Management Committee.	Disaster Manager	0710247041	
5.	Notify the Head of Community Services	Director Community Services	035 450 2082 Ext 216	
6.	Notify Municipal Manager	Municipal Manager	035 450 2082 Ext 325	

5.7.2.3 Activation of Municipal Incident Management Structures

SEQUENCE	ACTION	TELEPHONE
1.	Disaster Manager	071 042 7041
2.	Municipal Manger	035 450 2082 Ext 325
3.	Mayor	035 450 2082 Ext 326
4.	Senior Representatives of All Responding Agencies	REFER TO CONTACT REGISTER
5.	Notify Provincial Disaster	082 897 6696

	Management Centre	
6.	Media Liaison Official	Appointed by the I.M.C.

5.7.2.4 Co-ordinated On-Scene activities (All radios must operate on same channel)

	EMERGENCY SERVICES ON SCENE CO-ORDINATED VIA FORWARD CONTROL POINT	PRIMARY AGENCY
1.	Command and Control - (FIRE) - Most Senior Fire Officer on Scene	Mthonjaneni Fire
2.	Search and Rescue	S.A.P.S./ S.A.N.D.F. Fire Brigade Services
3.	On scene treatment and evacuation of injured	Ambulance Services
4.	Establish Cordon	Traffic (Municipal & RTI)
5.	Establish and control access routes to and from scene and FCP	Traffic
6.	Establish alternative routes	Traffic
7.	Commence evacuation of area	Mthonjaneni Municipality
8.	Maintain crowd control	S.A.P.S.

MEDICAL SERVICES – Dept of Health and EMRS	
1.	Commence Triage and medical treatment
2.	Establish first aid post
3.	Establish casualty clearing station (CCS)
4.	Transport of Injured persons to Treatment Centres

FORWARD COMMAND POST (FCP)	
1.	All Operational messages to and from the scene must pass through the FCP
2.	FCP Co-Ordinator to assess the situation and report to Incident Management Committee
3.	Personnel of ALL responding agencies on scene to report to FCP.

5.7.2.5 Evacuation

1.	Identified Evacuation Centres - -
2.	Identified Access routes and alternative routes - -
3.	Record personal identity details of all refugees on arrival at centre
4.	Provide Immediate Relief - - Shelter, Warmth and Food - - Refer to Resource Register

5.7.2.6 Activation of Local Incident Management Structures

SEQUENCE	ACTION	TELEPHONE
1.	Disaster Manager	071 024 7041
2.	Municipal Manger	035 450 2082 Ext 326
3.	Mayor	035 450 2082 Ext 207
4.	Senior Representatives of All Responding Agencies	REFER TO CONTACT REGISTER
5.	Notify Provincial Disaster Management Centre	082 897 6696
6.	Media Liaison Official	Appointed by the I.M.C.

5.7.2.7 Relief Organizations

	NAME	TELEPHONE
1.	DEPARTMENT OF SOCIAL DEV ELOPMENT	035) 450-8700
2.	S.A. RED CROSS	073 209 0942
3.	GIFT OF THE GIVERS	083 655 2405
4.	MELMOTH FARMERS ASSOCIATION	082 773 4545

5.8.2.8 Access to Specialised Equipment

N0	TYPE OF EQUIPMENT	CONTAT	TELEPHONE

1.	Transport for Evacuation	King Cetshwayo Disaster Management Centre	078 460 3422
		Mthonjaneni Disaster Management Section	071 024 7041
2.	Earth moving equipment	Dept of Transport	082 907 2183
	Grader	Local Municipality	071 024 7041
	Backacter	Farmers Association	082 773 4545
	Tractor		

5.8.2.9 Reconstruction and rehabilitation

SEQUENCE	ACTION	RESPONSIBILITY
1.	Damage Assessment – infrastructure	Mthonjaneni Municipality
	- Residential	Department of Human Settlement
2.	Funding Sources – Municipal	King Cetshwayo District Disaster Management Centre
	Provincial	
	National	
	Private Sector Donation	
	Foreign Donations	
3.	Project Programs	Municipality – Local and District
4.	Reconstruction Contracts	Municipality – Local and District

5.9 Contact Register and Access to Resources

Disaster risk management is a collaborative process that involves all spheres of government, as well as NGOs, the private sector, a wide range of capacity-building partners and communities. It requires capabilities to manage risks on an on-going basis, and to effectively anticipate, prepare for, respond to and monitor a range of natural and other hazards. Integrated disaster risk management depends on access to reliable hazard and disaster risk information as well as effective information management and communication systems to enable the receipt, dissemination and exchange of information. It requires systems and processes that will:

- Provide an institutional resource database, including a reporting and performance measurement facility
- Facilitate information exchange between primary interest groups
- Facilitate risk analysis, disaster risk assessment, mapping, monitoring and tracking
- Guide and inform focused risk management and development planning and decision making
- Facilitate timely dissemination of early warnings, public awareness and preparedness, especially for at-risk people, households, communities, areas and developments
- Enable timely and appropriate decision making to ensure rapid and effective response and recovery operations
- Facilitate integrated and co-ordinated multi-agency response management
- Record and track real-time disaster response and recovery information
- Facilitate education, training and research in disaster risk management
- Facilitate the funding and financial management of disaster risk management.

The system must have the capabilities to acquire, sort, store and analyse data for the purposes of targeting information for primary interest groups. In addition, it must include GIS (geographical information systems) mapping and information display applications, as well as standardised multimedia communication capabilities.

In order to be able to properly respond to disaster incidents it is necessary for Mthonjaneni Municipality to develop a register of essential contact persons and resources that are available within the area of the municipality. The Contact Register must identify all essential Services and Role-players who are likely to respond to any emergency situation.

The Resource Register must identify:

- The resources (human, financial material and structural) likely to be required to effectively manage a particular disaster event that could possibly occur in a specifically identified area.
- The contact details of the suppliers or providers of the required resources.

It is essential that the source from which resources are to be accessed should be adequately represented on the Mthonjaneni Advisory Forum.

5.9.1 Mthonjaneni Municipal contacts in case of a Disaster

Department Community Services			
Designation		Director – Community Services	
Name	Mr Z Mthethwa	E Mail	dcomms@mthonjaneni.org.za
Cell Phone	073 334 6496	Office Phone	035 450 2082 (Ext. 216)
Res Phone		Fax Number	035 450 3224
Home Address			

Section Disaster and Fire Services			
Designation		Manager	
Name	Mr FS Mazibuko	E Mail	do@mthonjaneni.org.za
Cell Phone	083 631 6504	Office Phone	035 450 2082 (263)
Res Phone		Fax Number	035 450 3224
Home Address			

Alternate Official

Department Disaster and Fire Services			
Designation		Fire Officer	
Name	Mr V shange	E Mail	
Cell Phone	0780 120 1973	Office Phone	086 100 3473
Res Phone		Fax Number	
Home Address			

Remarks

.....

Department Office of the Municipal Manager	
--	--

Designation	Municipal Manager		
Name :	Mr. P Sibiya	E Mail Address :	mm@mthonjaneni
Cell Phone :	073 494 5358	Office Phone :	035 450 2082 (ext. 325)
Res Phone :		Fax Number :	035 450 3224
Home Address :			

Department	Office of the Mayor		
Designation	Mayor		
Name	Cllr. S.B.K Biyela	E Mail Address	makhiwanel@mthonjaneni.org.za
Cell Phone		Office Phone	035 450 2082 (ext. 326)
Res Phone		Fax Number	035 450 3224
Home Address			

Alternate Official

Department	Office of the Mayor		
Designation	Deputy Mayor		
Name :	Cllr PE Ntombela	E Mail Address :	
Cell Phone :		Office Phone :	035 450 2082 (ext. 321)
Res Phone :		Fax Number :	035 450 3224
Home Address :			

Remarks

.....
.....
.....
.....

Department	Protection Services		
Designation	Manager: Protection Services		
Name	Mr. D. Horne	E Mail	derekh@mthonjaneni.org.za

Cell Phone	083 632 2466	Office Phone	035 450 2082 (Ext. 204)
Res Phone		Fax Number	035 450 3131
Home Address			

Alternate Official

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department		Finance	
Designation		Chief Finance Officer	
Name	Mr K Mthethwa	E Mail	cfo@mthonjaneni.org.za
Cell Phone		Office Phone	035 450 2082 (Ext. 206)
Res Phone		Fax Number	035 450 2056
Home Address			

Alternate Official

Department		Finance	
Designation		Deputy Chief Finance Officer	
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department		Technical Services	
Designation		Director	
Name			
Cell Phone			
Res Phone			
Home Address			

Alternate Official

Department		Technical Services	
Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

5.9.2 King Cetshwayo District Municipality' contacts

Department		District Disaster Management Centre	
Designation		Manager: District Disaster Management Centre	
Name	Ms. S. Kunene	E Mail	mokoenas@kingcethswayo.gov.za
Cell Phone	078 460 3422	Office Phone	035 787 3244
Res Phone		Fax Number	035 787 0317
Home Address			

Alternate Representative

Designation				District Disaster Management Centre			
Designation				Chief Fire Officer			
Name	Mr Mlambo		E Mail		mlambot@kingcetshwayo.gov.za		
Cell Phone	072 625 2983		Office Phone				
Res Phone			Fax Number				
Home Address							

Remarks

.....

.....

.....

.....

5.9.3 KZN Provincial Contacts

Department				Provincial Disaster Management Centre			
Designation				Deputy Manager – PDMC			
Name	Mr JM Ndlazi		E Mail		jonty.ndlazi@kzncogta.gov.za		
Cell Phone	082 260 8362		Office Phone		033 846 9021		
Res Phone			Fax Number		033 897 5766		
Home Address							

Alternate Representative

Designation			
Name	Thulani Wiso	E Mail	Thulani.wiso@kzncogta.gov.za
Cell Phone	073 761 2752	Office Phone	033 846 9021
Res Phone		Fax Number	033 897 5766
Home Address			

Remarks

.....

.....

.....

.....

Department:		Economic Development , Environmental Affairs	
Designation		District Manager: Environmental Affairs	
Name	Mr Nqobile Zungu	E Mail	nqobile.zungu@kznedtea.gov.za
Cell Phone	0814811520	Office Phone	035 792 1624
Res Phone		Fax Number	035 792 1620
Home Address			

Alternate Representative

Department:		Economic Development and Environmental Affairs Deve	
Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

Department:		Agriculture, and Rural Development	
Designation		District Manager – Agriculture and Rural Development	
Name	Mr. N.P. Ncwane	E Mail	Praise.ncwane@kzndard.gov.za
Cell Phone	082 832 3797 076 821 7222	Office Phone	035 450 2121
Res Phone		Fax Number	035 450 2127
Home Address			

Alternate Representative

Designation

Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department:		Education	
Designation		District Manager	
Name	Ms. S. Biyela	E Mail	sebebiyela@vodamail.co.za
Cell Phone	082 441 4817	Office Phone	035 901 8700
Res Phone		Fax Number	035 772 2138
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department:		Health – District Managers Office	
Designation		District Manager	
Name	Mr. Malinga	E Mail	malingasj@webmail.co.za

Cell Phone	079 8527111	Office Phone	035 450 8200
Res Phone		Fax Number	035 450 2286
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department:		E.M.R.S.	
Designation		District Manager	
Name	MR. K. Sukruben	E Mail	Kevin.Sukreben@kznhealth.gov.za
Cell Phone	072 686 2205	Office Phone	035 787 6025
Res Phone		Fax Number	035 787 1917
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department:		Social Development	
Designation		Service Office Manager	
Name	Siphiwe Ngcobo	E Mail	Sphiwe.ngcobo@kznsocdev.gov.za
Cell Phone	072 359 4126	Office Phone	035 450 8700
Res Phone		Fax Number	035 450 8750
Home Address			

Alternate Representative

Designation			
Name	Thokozane Mnqayi	E Mail	Thokozani.mnqayi@kznsocdev.gov.za
Cell Phone	078 954 3380	Office Phone	035 450 8700
Res Phone		Fax Number	035 450 8750
Home Address			

Remarks

.....

.....

.....

.....

Department:		Transport	
Designation		District Engineer	
Name	Nondumiso Cele	E Mail	Nondumiso.cele@kzntransport.go.za
Cell Phone	082 886 3661	Office Phone	035 474 2031
Res Phone		Fax Number	
Home Address			

Alternate Representative

Designation

Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department:	Transport (RTI – Road Traffic Inspectorate)		
Designation	Control Provincial Inspector		
Name	Mr. E.T. Zulu	E Mail	themba.zulu@kzntransport.gov.za
Cell Phone	083 636 1153	Office Phone	035 787 1442
Res Phone		Fax Number	035 787 0661
Home Address			

Alternate Representative

Designation	Chief Provincial inspector		
Name	GS Zuma	E Mail	Gugu.Xuma@kzntransport.gov.za

Cell Phone	0822143515	Office Phone	035 5721060
Res Phone		Fax Number	035 5721064
Home Address			

Remarks

.....

.....

.....

.....

5.9.4 National Contacts

Department:				National Disaster Management Centre			
Designation			Acting Head of National disaster Management				
Name	Mr. G. Kilian		E Mail		georgek@ndmc.gov.za		
Cell Phone	082 454 3747		Office Phone		012 334 0667 / 0401		
Res Phone			Fax Number		012 334 0810 – 086 655 7597		
Home Address							

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department:				South African Police Force			
Designation				Acting Head of National disaster Management			
Name	Capt. N.H. Dlodla		E Mail				

Cell Phone	083 942 2179	Office Phone	035 450 8004 / 2
Res Phone		Fax Number	035 450 8011
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department:		Home Affairs	
Designation		Acting	
		Head of National disaster Management	
Name	S. Dlamini	E Mail	Sikhosiphi.dlamini@dha.gov.za
Cell Phone	072 8069 247	Office Phone	
Res Phone		Fax Number	086 2968 713
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department:		Water Affairs (DWAF)	
Designation		Acting Head of National disaster Management	
Name	Mr. Z. Mthotywa	E Mail	Zenzile.mtotywa@gmail.com
Cell Phone	082 317 7581	Office Phone	035 474 4109
Res Phone		Fax Number	035 474 1307
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Department:		Correctional Services	
Designation			
Name	Mr Dlodla	E Mail	
Cell Phone		Office Phone	035 450 2291
Res Phone		Fax Number	035 450 3040
Home Address			

Alternate Representative

Designation

Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

5.9.5 Private Sector (NGO) Contacts

Name of Organisation: Melmoth Farmers Association			
Designation			
Name	Mr J. Le Reux	E Mail	
Cell Phone	082 631 9076	Office Phone	
Res Phone		Fax Number	035 450 0906
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Name of Organisation: S.A. Red Cross	
Designation	

Name	Ms O Dube	E Mail	Lethiwe03@gmail.com
Cell Phone	073 801 3761	Office Phone	035 772 1320 (telefax)
Res Phone		Fax Number	035 772 1320
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....
.....
.....
.....

Name of Organisation: Melmoth Residents Association			
Designation			
Name	Mr. L.M. Von Essen	E Mail	
Cell Phone		Office Phone	035 450 2234
Res Phone		Fax Number	
Home Address			

Alternate Representative

Designation			
Name	R.J. Thompson	E Mail	
Cell Phone		Office Phone	035 450 3077
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Name of Organization ZIFPA -- Mondi			
Designation			
Name	S. Smith	E Mail	
Cell Phone	083 324 0757	Office Phone	035 450 2207
Res Phone		Fax Number	
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

Name of the Organization SAPPI Forest			
Designation			
Name	Buke Ngcamu	E Mail	Buke.ngcamu@sappi.com
Cell Phone	083 661 7063	Office Phone	035 580 1211
Res Phone		Fax Number	035 580 1698
Home Address			

Alternate Representative

Designation			
Name		E Mail	
Cell Phone		Office Phone	
Res Phone		Fax Number	
Home Address			

Remarks

.....

.....

.....

.....

5.10 Conclusion

Some wards of the Mthonjaneni Municipality lack basic infrastructure such roads, water, housings and health care facilities. The basic needs are a priority for the disaster management plan to be successfully implemented. Without proper road structures, it will be very cumbersome for emergency services to respond to disaster incidents.

The lack of access to basic services increase the vulnerability of the community to be exposed to many types of disasters such structural fire, heavy rains and storms. It is their poor socio-economic status which subject many community members to natural disasters which most of them have major impact such as loss of income, loss of life and human suffering. Effective implementation of the above 5 years action plan can minimise the community vulnerability.

6. Reference Sources

- Ministry for Provincial Affairs and Constitutional Development. **1999. *White Paper on Disaster Management Act*. Pretoria.**
- Republic of South Africa. 2003. ***Disaster Management Act, 2002* (Act No. 57 of 2002).** Pretoria: Government Printer.
- Republic of South Africa. 1996. ***The Constitution of the Republic of South Africa, 1999* (Act No. 108 of 1996).** Pretoria: Government Printer.
- Republic of South Africa. . ***A policy Framework For Disaster Risk Management In South Africa*** Pretoria: Government Printer.
- United Nations – International Strategy for Disaster Risk Reduction. **2004 *Terminology on Disaster Risk Reduction*** (Working document). Geneva: United Nations. <http://www.unisdr.org/eng/library/lib-terminology>



MTHONJANENI LOCAL MUNICIPALITY

DISASTER MANAGEMENT PLAN 2018-2022



Compiled In-House by

Disaster Management and Fire Rescue Services