

DRAFT DISASTER MANAGEMENT PLAN FOR 2032/2024



**NDWEDWE LOCAL MUNICIPALITY
P100 ROAD NDWEDWE COURTHOUSE**

NDWEDWE

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1 Introduction

The Ndwedwe Local Municipality is primarily responsible for the implementation of the Disaster Management Act, 2002 (Act 57 of 2002) within its area of jurisdiction, with a specific focus on ensuring effective and focused disaster risk reduction planning. The outcomes of a comprehensive disaster risk assessment can ensure that all developmental initiatives as well as contingency planning and practice of the municipality are informed by accurate knowledge of disaster risk, enabling various stakeholders to contribute to the reduction of disaster risk within the Ndwedwe Local Municipality.

The purpose of the Disaster Management Plan is to enhance the capacity of the municipality to prevent and to deal with disasters and to avoid developments which are subject to the exposure of high risk of disasters. As per Section 53 of the Disaster Management Act a Municipality must “*prepare a disaster management plan for its area according to the circumstances prevailing in the area.*” Through the development of the Disaster Management Plan, the Ndwedwe Local Municipality highlights its current position and preparedness in response to emergencies. As per the Service Delivery Budget Implementation Plan Ndwedwe Local Municipality targeted to review the Municipality’s Disaster Management Plan.

1.1 How to use this document?

The preparation of a disaster management plan is an extensive process and is a joint effort between the municipality, local communities and the project team. A plan has been compiled consisting of the academic analysis which has resulted in both the qualitative and quantitative outputs as described in this plan. The outcomes of this process result in the Ndwedwe Municipality complying with the Disaster Management Act, Act 57 of 2002.

For ease of use, this document has been structured into sections with relevance to the specific departments and individuals who are required to use this plan. The plan requires revision at least once a year and on an ongoing basis. Through this process, new projects should be identified and existing projects reviewed.

This plan should be considered by the municipality in conjunction with all other sectorial plans when developing and reviewing their Integrated Development Plan. And this document can be used as follows:

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The Disaster Management Plan:

It is recommended that the **Disaster Management Practitioner** familiarize him/herself fully with the content of this document.

Disaster Management Enabling Projects

It is recommended that the **IDP Manager** familiarize himself with these projects for submission to the IDP forum for acceptance and approval. The **Disaster Management Practitioner** should ensure that these projects are implemented.

Disaster risk reduction projects

It is recommended that the **IDP Manager** familiarize himself with these projects for submission to the IDP forum for acceptance and approval. The **Disaster Management Practitioner** should ensure that these projects are implemented.

Disaster Management Preparedness Plans

It is recommended that the **Disaster Management Practitioner and relevant members of his team** (i.e. Disaster Management role players) familiarize themselves fully with the content of this section of the plan.

Project List

It is recommended that the **IDP Manager** familiarize himself with these projects for submission to the IDP forum for acceptance and approval. The **Disaster Management Practitioner** should ensure that these projects are prioritized and implemented.

Project Details

It is recommended that the Disaster Management Practitioner or designated service provider or person familiarize themselves with this section of the plan as this will form the basis for the drafting of project specific business plans.

1.2 Outline of the document

The National Disaster Management Framework categorizes disaster management into 2 different aspects i.e. Key Performance Area (KPA) or an Enabler, described below:

KPA 1- Integrated institutional capacity

KPA 2- Risk Assessment

KPA 3- Disaster Risk reduction

KPA 4- Disaster Preparedness

Enabler 1- Information and communication management

Enabler 2- Education, training, public awareness and research

Enabler 3- Funding arrangements

The above mentioned components should form the basis of Municipal Disaster Management Plan. For ease of understanding the document has been structured accordingly. The main document will provide a brief overview of each of the components while the detail will be included as annexures. Disaster Management is multi-sectoral and multidisciplinary, which require the involvement of multi- agency. This document is structured in such a way to allow for dissemination of information. The Disaster Management Plan is the document which provides the details of what should be done while the Disaster Management Framework provides the guidance and legislative framework as to who should be executing the plan. The Disaster Management Plan has to be included in the IDP as a sector plan to ensure that the disaster management strategies form part of the municipal strategy and that funding can be made available to effectively implement the disaster management plan.

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2 Understanding of Disaster Management Principles

In this section the document demonstrates the understanding of the Disaster Management Planning principles.

2.1 Definition and Key Terms

The following terminology¹ is used in this document:

Development Planning: Development planning is an integrated, multi-sectorial process through which governmental institutions streamline social, economic and spatial growth. Effective arranging is basic for a community to effectively plan for, react to and thus recover from a disaster event. Hazard evaluations, hazard based arranging and versatility are closely coordinates through the arranging prepare.

Disaster: A serious disruption of the functioning of a community or a society causing widespread human, infrastructure, economic, ongoing community development programs or environmental losses that exceed the ability of the affected community or society to cope, using its own resources.

Hazards: A possibly harming physical occasion, human movement, which may cause the misfortune of life or harm, property damage, social and financial disturbance or natural debasement.

Mitigation: Activities that prevent an emergency, reduce the chance of an emergency happening, or lessen the damaging effects of unavoidable emergencies.

Preparedness: Activities and measures taken in advance to ensure effective response to the impact of a hazard, including the issuance of timely and effective early warnings and temporary evacuation of people and property from threatened locations.

Preventative Measures: Measures aimed at stopping a disaster from occurring or preventing an occurrence from becoming a disaster.

Recovery: Decisions and actions taken immediately after a disaster with a view to resorting or improving the pre-disaster living conditions of the stricken community, while encouraging and facilitating necessary adjustments to strengthen the resilience.

Resilience: The capacity of a system, community or society to resist or to change in order that it may obtain an acceptable level of the current situation..

Response: Measures taken during or immediately after a disaster in order to bring relief to people and communities affected by the disaster.

Risk: The probability of harmful consequences, or expected loss (of lives, people injured, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human induced hazards and vulnerable conditions.

Risk Reduction: The adage "*Prevention is better than cure*" has never been more applicable than in the case of disaster management. **Risk reduction** is the science of reducing the risks to which vulnerable communities are being exposed. And as such the Disaster Management Act requires of the Municipalities to reduce these risks as much as possible.

Disaster Preparedness: When the risks have been reduced to the extent that communities are not very vulnerable to risks and/or find it acceptable to live with these risks, the Disaster Preparedness phase kicks in. **Disaster Preparedness** can be defined as the discipline of being prepared to manage any of the residual risks with the utmost speed and efficiency.

Vulnerability: Vulnerability refers to a set of conditions resulting from physical, social, economic and environmental factors, which increase the susceptibility of a community to the impact of a hazard.

2.2 Background

A typical institutional framework comprises of the following elements:-

Key Outcome Points: The “*reason for being*” of any institution or organization is the services and the products that are being supplied to their constituencies or customers. These products and services are the key outcome points that the institution or organization should be achieving.

Outcome Based Delivery Processes: For each of the key outcome points, delivery processes, or business processes, will have to be developed that define the functions that contribute to its delivery at each of three levels, namely:

Strategic Stage: Here the overall objectives and parameters are defined.

Tactical Stage: The budget is assigned and the project or programme is decided upon.

Operational Stage: Where it gets implemented and maintained.

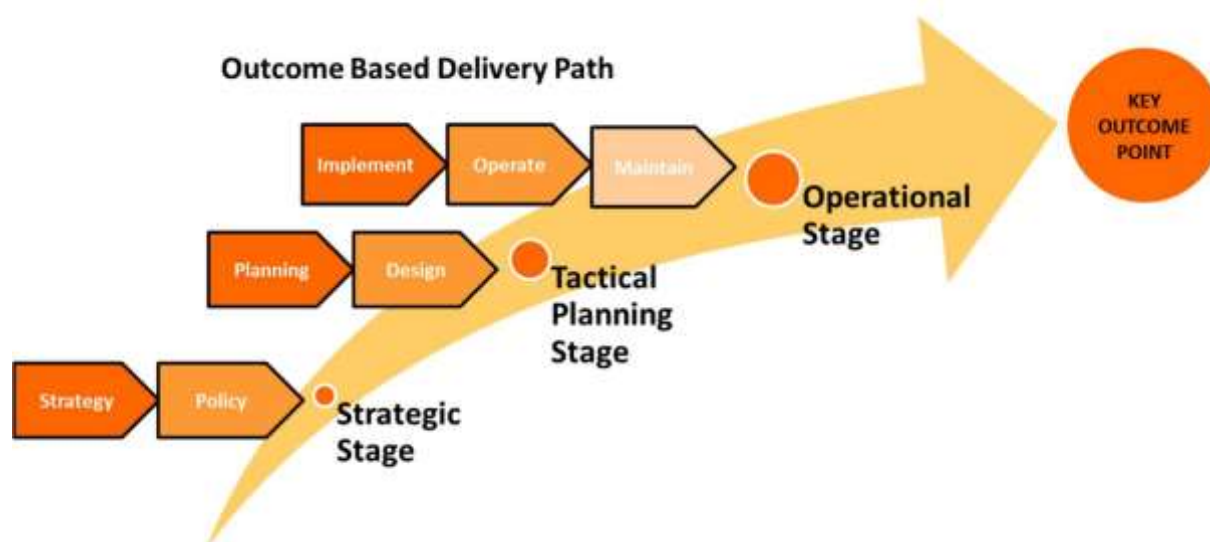


Figure 1: Definition of Outcome Based Delivery Process

Organizational Structure: The organizational structure should be designed to support the outcome based delivery processes. Staff should be placed in the

organization and trained to perform their functions so that the delivery processes keep delivering the desired outcomes.

Office Accommodation: The staff in the organization should have properly equipped office accommodation, which must facilitate the day-to-day operational activities that staff performs.

Performance Management: A process by which it is ensured that the desired outcomes are achieved.

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2.3 Key Outcome Points of the Act

The National Government has promulgated the Disaster Management Act, Act 57 of 2002, to provide an integrated and coordinated disaster management regulatory framework in which various role players can work towards a common purpose. This common purpose can best be described as, among others:

- **Key Outcome Point 1 ~ Disaster Risk Reduction (Disaster Mitigation)**

Planning: The first *key outcome point* of the Act is that Municipalities and Provinces should seek to mitigate or reduce the risk of disasters occurring in vulnerable communities as a first prize (described in Section 39 (2) and (53) (2) (a);(b);(c);(d);(e);(f);(h) and (i) of the Act). To achieve this *outcome*, Municipalities and are expected to propose, implement and monitor cost-effective and innovative projects and programs that will mitigate or reduce the risk of disasters occurring in vulnerable communities. The majority of these plans will be linked to the Integrated Development Plan (IDP) as projects and programs.

- **Key Outcome Point 2 ~ Disaster Preparedness (Response & Relief)**

Planning: Another *key outcome point* of the Act is that Municipalities should be prepared for disasters that could occur. To achieve this *outcome*, Municipalities are expected to have Preparedness Plans which should address response and relief actions to be implemented should the disaster hit a community.

- **Key Outcome Point 3 ~ Disaster Impact Assessment and Recovery Planning (Recovery, Rehabilitation & Reconstruction):**

The third *key outcome point* of the Act is that Municipalities should be able to address the consequences of a disaster. To achieve this *outcome*, Municipalities are expected to propose, implement and monitor cost-effective and innovative disaster recovery measures, which will also reduce the risk of the same disaster impacting on the same community again.



Figure 2: Key Outcome Points of Disaster Management Act

2.4 Performance Management

Typical performance management issues that must be addressed are, to name a few:

Define Impacts to be measured: To ensure that the Key Outcome Points are being achieved, it will be necessary to define what impacts must be measured in each of the Key Outcome Points. This will, in turn, inform the requirements for information systems relating to the disaster management plans for instance, Early Warning Systems (EWS).

Identify Key Performance Indicators along Outcome Based Delivery Process to be measured: It is also necessary to identify what KPI's must be measured in each task of the outcome based delivery processes. The objective of these performance measurements is to ensure that the delivery processes are functioning optimally and not to monitor individual performance. These KPI's will inform the information systems requirements.

Implement Information Systems: With inputs from the performance management side mentioned above, it will be required that appropriate information system be developed, implemented and maintained. The objectives of these information systems are two-fold, namely:

Operational Assistance: The primary focus of these information systems will be to ensure that staff is supplied with appropriate tools that will assist them in their day-to-day activities.

Performance Management: A secondary focus is to measure the performance of the impacts being achieved and the performance of the overall delivery process.

2.5 Legal requirements applicable to the Ndwedwe Local Municipality

South Africa is prone to a variety of natural and human-induced hazards, which occasionally lead to loss of property and lives. In the past decade, these hazard occurrences have become more frequent and severe. **The Constitution of the Republic of South Africa (Act 108 of 1996) gives everyone the right to a safe environment. Section 24** states that “*everyone has the right to an environment that is not harmful to their health or well-being*”.

The National Government recognized a need to establish an institutional framework that allows for risk prevention and rapid action during an occurrence and has taken certain steps towards this end, such as:-

White Paper on Disaster Management: The White Paper introduced a new paradigm in the management of disasters, by placing an emphasis on risk reduction and preparedness.

Disaster Management Act: The White Paper led to the promulgation of the Disaster Management Act, Act 57 of 2002, which is the regulatory framework for disaster management in South Africa. The Department of Provincial and Local Government (DPLG), through the National Disaster Management Centre (NDMC), administers the Act.

Disaster Management Amendment Bill: The Amendment Bill was approved by the NCOP on 3 November 2015 and will now be promulgated. The purpose of the Bill is to amend the Disaster Management Act, 2002. The bill's amendments include the following:

- Clarification of policy focus on rehabilitation and functioning of disaster management centers.
- Alignment of the functions of the National Disaster Management Advisory Forum to accommodate the South African National Platform for Disaster Risk Reduction.
- Providing for the South African National Defense Force (SANDF) and South African Police Service (SAPS) to assist disaster management structures.

- Providing for an extended reporting system by organs of state on information regarding: events leading to declarations of disasters; expenditure on response and recovery; actions pertaining to risk reduction and particular problems experienced in dealing with disasters.
- Strengthening of reporting on implementation of policy and legislation relating to disaster risk reduction and management of allocated funding to municipal and provincial intergovernmental forums established in terms of the Intergovernmental Relations Act of 2005.
- Expanding the contents of disaster management plans to include conducting disaster risk assessments for functional areas, mapping of risk, areas and communities vulnerable to disasters; to provide measures to reduce the risk of disaster through adaptation to climate change and developing of early warning mechanisms.
- Providing for regulations on disaster management, education and training matters.
- Substitution and insertion of certain definitions.

National Disaster Management Framework: The NDMC is currently in the process of preparing a National Disaster Management Framework, which will aim to guide the development and implementation of disaster management in the country.

Policy Framework for Disaster Management in the KwaZulu-Natal Province: The Policy Framework aims to guide the development and implementation of disaster management in the KZN.

Policy Framework for Disaster Management in the ILembe District Municipality: The policy framework aims to guide the development and implementation of disaster management in the ILembe District Municipality.

National Disaster Management Centre Guidelines: The NDMC has developed guidelines for the establishment of disaster management centers (DMC's).

National Disaster Management Planning Guidelines: The NDMC has requested proposals to prepare "Guidelines for Preparing Disaster Management Plans" that will assist Municipalities in the drafting of their disaster management plans.

Yokohama Strategy for a Safer World: The Strategy provides guidelines for natural disaster prevention, preparedness and mitigation and its plan of action. It focuses on disaster reduction, centered on the objective of saving human lives and protecting

property. The Strategy calls for an accelerated implementation of a Plan of Action to be developed and provides recommendations for the action to be taken at all levels.

Hyogo Framework of Action: The expected outcome of this Framework can be summarized as *“The substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries”*. The framework includes strategic goals and priorities for action from 2005-2015. In order to achieve these goals and act upon the priorities identified in the Framework, a range of tasks have been identified to ensure implementation and follow-up by regional and international organizations in collaboration with civil society and other stakeholders.

Sendai Framework for Risk Reduction 2015-2030: The Sendai Framework is the successor instrument to the Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters. Building on the Hyogo Framework for Action, the Sendai Framework aims to achieve the following outcome over the next 15 years: *The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries*. To attain the expected outcome, the following goal must be pursued: *Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience*. The framework reiterated the commitment to address disaster risk reduction and the building of resilience to disasters with a renewed sense of urgency within the context of sustainable development and poverty eradication, and to integrate, as appropriate, both disaster risk reduction and the building of resilience into policies, plans, programmes and budgets at all levels and to consider both within relevant frameworks.

2.5.1 The Disaster Management Act (the Act)

The Disaster Management Act, Act No. 57 of 2002 (the Act), requires that, inter alia, the three spheres of government prepare **Disaster Management Plans** (Sections 39 and 53 of the Act).

Section 39 of the Disaster Management Act addresses the disaster management planning requirements for Provinces, namely:

“(1) Each province must-

(a) prepare a disaster management plan for the province as a whole:

(b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players; and

(c) regularly review and update its plan.

(2) A disaster management plan for a province must-

(a) form an integral part of development planning in the province;

(b) anticipate the types of disaster that are likely to occur in the province and their possible effects;

(c) guide the development of 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 province;

(e) identify the areas or communities 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:

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(i) provide for appropriate prevention and mitigation strategies;

(j) facilitate maximum emergency preparedness; and

(k) contain contingency plans and emergency procedures in the event of a disaster, providing for-

(i) the allocation of responsibilities to the various role-players and

(ii) prompt disaster response and relief;

(iii) the procurement of essential goods and services:

(iv) the establishment of strategic communication links;

(v) the dissemination of information; and

(vi) other matters that may be prescribed.

(3) Municipal organs of state in the province, to the extent required by the province, may be requested

to co-operate with the province in preparing a disaster management plan for the province.

(4) A province must submit a copy of its disaster management plan and of any amendment to the plan to the National Centre and each municipal disaster management center in the province.”

Section 53 of the Disaster Management Act address the disaster management planning requirements for Municipal Entities, namely:

"(1) Each municipality must, within the applicable municipal disaster management framework-

(a) prepare a disaster management plan for its area according to the circumstances prevailing in the area;

(b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players;

(c) regularly review and update its plan; 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.

(2) 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-

(i) the allocation of responsibilities to the various role-players and co-ordination in the carrying out of those responsibilities;

(ii) prompt disaster response and relief;

(iii) the procurement of essential goods and services;

(iv) the establishment of strategic communication links;

(v) the dissemination of information; and

(vi) other matters that may be prescribed.

(3) A district municipality and the local municipalities within the area of the district municipality must prepare their disaster management plans after consulting each other.

(4) A municipality must submit a copy of its disaster management plan, and of any amendment to the plan, to the National Centre, the disaster management Centre of the relevant province, and, if it is a district municipality or a local municipality, to every municipal disaster management Centre within the area of the district municipality concerned.”

3. A Brief Description of Each Key Performance Areas and Enablers

In this section a short description of each of the KPA's and Enablers of the Policy Framework for Disaster Management in South Africa is provided to enable the reader/user to contextualize the use of the KPA's and Enablers within the Municipal Disaster Management Plan of the Ndwedwe Local Municipality. Each of these KPA's and Enablers are further elaborated upon in the Disaster Management Frameworks of the KwaZulu-Natal Province and iLembe District.

3.1. KPA 1: Integrated Institutional Capacity for Disaster Management

Key Performance Area 1 of the Policy Framework for Disaster Management in South Africa (NDMF) establishes the requirements for effective institutional arrangements in the national sphere to ensure the integrated and coordinated implementation of Disaster Management policy and legislation and the application of the principle of co-operative governance. Key Performance Area 1 also places appropriate emphasis on arrangements that will ensure the involvement of all stakeholders in Disaster Management in order to strengthen the capabilities of national, provincial and municipal organs of state. Arrangements that will facilitate co-operation with countries in the region and the international community for the purpose of Disaster Management are also discussed.

3.2 KPA 2: Disaster Risk Assessment

Disaster risk specifically refers to the likelihood of harm or loss due to the action of hazards or other external threats on vulnerable structures, services, areas, communities and households within an area. Key Performance Area 2 addresses the need for conducting ongoing disaster risk assessments and monitoring to inform Disaster Management planning and priority setting, guide disaster risk reduction efforts and monitor the effectiveness of such efforts. It also outlines the requirements for implementing disaster risk assessment and monitoring by organs of state within all spheres of government.

3.3. KPA 3: Disaster Risk Reduction

The successful implementation of the Act critically depends on the preparation and alignment of Disaster Management frameworks and plans for all spheres of government. The legal requirements for the preparation of Disaster Management frameworks and plans by national, provincial and municipal organs of state are specified in sections 25, 38 and 52 of the Act. This Key Performance Area addresses the requirements for Disaster Management planning within all spheres of government. It gives particular attention to the planning for and integration of the core risk reduction principles of prevention and mitigation into ongoing programmes and initiatives.

3.4. KPA 4: Response and Recovery

The Act requires an integrated and coordinated strategy that focuses on preparedness for disasters, rapid and effective response to disasters and post-disaster recovery and rehabilitation. When a significant event or disaster occurs or is threatening to occur, it is imperative that there should be no confusion as to roles, responsibilities, funding arrangements and the procedures to be followed. This section addresses key requirements that will ensure that planning for disaster response and recovery as well as rehabilitation and reconstruction achieves these objectives.

3.5 Enabler 1: Information Management and Communication

Disaster Management is a collaborative process that involves all spheres of government, non- governmental organizations, the private sector, a wide range of capacity-building partners and communities. Integrated Disaster Management depends on access to reliable hazard and disaster risk information as well as effective communication systems to enable the receipt, dissemination and exchange of information. It therefore 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. It further requires systems and processes that will enable all role players to make timely and appropriate decisions during emergencies. These systems and processes must also inform Disaster Management and development planning processes by all stakeholders.

3.6 Enabler 2: Education, Training, Public Awareness and Research

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

Performance Area addresses the development of education and training for Disaster Management and associated professions as well as the inclusion of Disaster Management and risk-avoidance programs in school curricula. It also outlines mechanisms for awareness creation and the development of a national disaster risk research agenda. Hence awareness campaigns need to be the integral part of the departmental service delivery budget implementation plans.

3.7 **Enabler 3: Funding Arrangements for Disaster Management**

The provision of funding for Disaster Management is likely to constitute the single most important factor contributing to the successful implementation of the Act by national, provincial and municipal spheres of government. The Act, with the exception of Chapter 6 on funding of post-disaster recovery and rehabilitation, does not provide clear guidelines for the provision of funding for Disaster Management. In order to give effect to the requirements of the Act, four Key Performance Areas and three Enablers have been identified in the NDMF to guide the implementation of the Act. Accordingly, funding from a range of sources for the different aspects of Disaster Management outlined in the Key Performance Areas and Enablers will be required. Enabler 3 builds on the recommendations made by the Financial and Fiscal Commission on funding arrangements in its Submission on the Division of Revenue 2003/04, and describes the Disaster Management funding arrangements for organs of state in the national, provincial and local spheres of government.

In this plan, the Key Performance Areas are reflected in specific dedicated chapters, while the Enablers are interwoven into all chapters of the plan.

4 Project Methodology

This section of the document describes the approach that is proposed to assist the Ndwedwe Municipality to comply with the Disaster Management Act. This will include a hazard, risk and vulnerability assessment, preparation of disaster risk and disaster preparedness plans for the Ndwedwe Municipality. The Project Team has deliberately taken a step back, to holistically look at all of the issues that relate to ultimately preparing disaster management plans.

4.1 SWOT Analysis

A SWOT analysis will be performed as the first step of the project. This will identify the status quo of the Municipality and indicate the gaps that need to be eliminated to comply with the Disaster Management Act.

Strengths: attributes of the Municipality that are helpful towards achieving compliance with the Disaster Management Act and the municipal responsibility in terms of the disaster management principles, e.g. the municipality does have Councilors and Personnel with full understanding of the Act and other disaster related prescripts.

Weaknesses: attributes of the Municipality that are harmful to achieving compliance with the Disaster Management Act and the municipal responsibility in terms of the disaster management principles, e.g. Ndwedwe is a low income municipality without much financial resources and human capital to augment our disaster preparedness strategies.

Opportunities: external conditions related to the Municipality that are helpful to successful completion of the project and complying with the Act and the municipal responsibility in terms of the disaster management principles, e.g. the Municipality is located on the boundary with eThekweni Municipality Metro which could assist with capacity. SAWS is also based at King Shaka Airport.

Threats: external conditions related to the Municipality that are helpful to successful completion of the project and complying with the Act and the municipal responsibility in terms of the disaster management principles, e.g. the effects of climate change are getting worse.

As output of the SWOT analysis recommendation regarding the following issues will be made:

- How to build on the strengths
- How to reduce the weaknesses
- How to take advantage of the opportunities
- How to mitigate the threats

4.2 Disaster Management Planning

4.2.1 Gearing towards Disaster Management Plans in the Ndwedwe Municipality (*A need for Ndwedwe to embark on a Ward-Based Disaster Risk Assessment exercise*)

The analysis phase includes a *hazard identification analysis*, a *risk profiling assessment* and a *risk prioritization* for the Ndwedwe Municipality, involving the following action steps:

Step 1 ~ Information collection: Information regarding hazards must be collected. Seasonal climate forecasts from the South African Weather Services (SAWS) web site² and the Global Forecasting Centre for Southern Africa (GFCSA) web site³ are, amongst others invaluable tools for disaster risk planning.

² <http://www.weathersa.co.za/>

³ <http://www.gfcsa.net>

Step 2 ~ Hazard Assessment: Once the basic data for an area, such as the forecast, has been collected, the *potential hazards* for the area must be assessed. The various hazards are generally grouped into a range of categories, called a *Hazard Classification*.

Step 3 ~ Risk Profiling Assessment: The *Risk Profiling Assessment* will take this a step further, to identify which communities or societies are vulnerable to what hazards (or risks). The *Risk Profiling Assessment* will normally address the following aspects:

Primary Impact Mapping: The focus of the first step in the *Risk Profiling Assessment* is to map the primary impact areas for each of the potential hazards identified in the *Hazard Assessment*.

Societal Vulnerability Analysis: The focus of this step is to identify those neighborhoods where individual resources are minimal. The limited availability of resources in a community suggests that the community might be vulnerable, or susceptible, to the hazard event.

Environmental Vulnerability Analysis: The purpose of this analysis is to identify locations where there is potential for secondary environmental impacts from natural hazards and to target vulnerable locations for risk reduction activities.

Economic Vulnerability Analysis: The purpose of this analysis is to identify the economic vulnerabilities to hazard impacts.

Critical Facilities Vulnerability Analysis: This analysis focuses on determining the vulnerability of key individual facilities or resources within your area.

Step 4 ~ Risk Prioritization: The Risk Profiling Assessment normally produces so many risks that must be addressed that the sheer volume of work tends to be overwhelming. Consequently, it is recommended that you **prioritize the risks** to be addressed.

Step 5 ~ Addressing the priority risks:

Risk Reduction Plans (Preventative Measures): The focus of their Risk Reduction Plans will be to reduce the risks of vulnerable communities to acceptable levels. In preparing their Risk Reduction Plans, Municipalities will have to apply their minds and come up with cost-effective and innovative risk reduction solutions. It is foreseen that the majority of the Risk Reduction Plans will be linked to the Integrated Development Plan (IDP) as projects and programmes, e.g. the use of Community Halls for shelter purposes, building of roads and bridges, and so forth.

Disaster Preparedness Plans (Preparedness, Response & Relief): The focus of the Disaster Preparedness Plans would be to plan preparedness, response and relief activities, should a disaster hit a community that is not particularly vulnerable to risks and/or find it acceptable to live with such risks.

Disaster Recovery Measures (Rehabilitation & Reconstruction): Should a disaster hit a community, the impact of the disaster should be assessed; appropriate reconstruction and rehabilitation measures should be identified and performed; and the effectiveness of the reconstruction and rehabilitation measures should be monitored. An important consideration during this phase would be to ensure that the risk of the same disaster impacting on the same community again is reduced. This should also link to the departments such as those of Public Works, Transport and the Municipal Infrastructure and Technical Services.

Step 6 ~ Upload to Spatial Development Framework: Once the mapping of the risk profiles for communities in the Province have been completed, it is necessary to upload the risk profiles to the Spatial Development Framework (SDF) for the Province.

4.2.2 Community Involvement

As it is clearly stated in the Municipal Systems Act 32 of 2000, Chapter 4 (16) on the *'development of culture of community participation that a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose (a) encourage, and create conditions for, the local community to participate in the affairs of the municipality,...'* and Ndwedwe Municipality is no exception to these dictates.

Members of the local community have the right to participate in the decision-making processes of the municipality. They have the right to use and enjoy public facilities, and the right to access to municipal service

They also have the right to submit recommendations, complaints or representations to the municipality, and to expect prompt responses from the municipality.

Members of the local community have the right to be informed of decisions of the municipal council, and to expect the council to disclose information about its business and finances. They have the right to attend meetings of the municipal council and its committees, and to demand that the council acts in a transparent and impartial way.

Members of local communities also have duties. In some instances, their rights are directly linked to their duties. For example, members of the local community have a duty to pay service fees, rates and taxes. Their right to access municipal services is linked to their duty to pay for those services. Similarly, members of the local community have a right to participate in municipal decision-making, linked to a duty to utilize the procedures and mechanisms established to enable participation.

Members of the local community have a duty to allow municipal officials reasonable access to their property for the performance of municipal functions, to comply with municipal by-laws, and to respect the municipal rights of other members of the local community (Municipal Systems Act, Act No. 32 of 2000).

The community of Ndwedwe need to be involved through workshops to be held at different areas of the local municipality. The community needs to be educated on

disaster management and must respond by identifying hazards and risks affecting their area. This helps with identifying risks involved and the plans to help reduce the risks. This also makes the local municipality aware of the risks they face and help them prepare in advance for any possible incidents or disasters.

4.3 Process to be followed

The Systems Act defines the Integrated Development Plan to be the single, inclusive and strategic plan *‘for the development of the municipality...’*The Disaster Management Plan has become one of the criteria for determining a credible IDP document. Thus, Disaster Management is being elevated from the periphery of planning into the core of determining the allocation of resources.

To ensure success, the Disaster Management planning the process involves:-

In the first phase of the Disaster Management planning process, as in the IDP process, communities and stakeholders are given the chance to indicate/highlight the problems they experience and to determine their priorities (community based risk assessment), with inputs from Disaster Management. The outputs of this phase are a list of the intolerably high risks, the high risks and the tolerable risks for each of the wards / clusters in the municipality.

The intolerably high risks and the high risks are addressed **in Phase 2** of the process. In this phase, the Advisory Forum, in conjunction with the technical task teams, will have to make recommendations on the most appropriate way(s) to address the intolerably high risks and the high risks, as well as, to ensure that project proposals are designed, which can be implemented.

The tolerable risks are then addressed. The Advisory Forum, in conjunction with the technical task teams, must identify and recommend the minimum preparedness and contingency planning requirements to be in a position to address the tolerable risks.

4.3.1 Workshops

In order for the Disaster Management Plan to be complete it needs input from the community on the challenges they and projects that they require within their area. The aim of the workshops will be to engage with community with regards to hazards and risks they face in their area in order to prepare a proper plan for when an incident

occurs. Different types of hazards need to be identified here and the impacts they have on the community. After educating the community on disaster management the communities would have to be split into their respective wards to further discuss the hazards in their areas. There should also be group presentations to educate more on the risk and hazards and also how to prevent or mitigate those hazards. These workshops can also identify new hazards to the municipality, for the municipality to be aware of possible dangers that might occur from such hazards. These workshops can also help with empowering people with knowledge on disaster management and also ways to reduce or prevent incidents from happening. After these workshops site visits will then be held to identify the vulnerable areas of Ndwedwe.

4.3.2 Site Visits

Site visitation teams usually have municipal members, one of whom may be (and in some cases, must be) a disaster management official. Site Visits are an on-site objective for the gathering of the “facts” that are reported back to the municipality as a part of the ongoing process of the hazard identification process.

During one or two days at the wards, site visitors interact with all of the communities of interest, councilors and wards community members to ensure that the hazards identified are indeed true and affect the communities.

Through this process, the municipality ensures that for each hazard identified the documentation supports the analysis and action plans related to its outcome. Further, the visit offers an opportunity to take pictures of the areas that are vulnerable to the hazards. During these visits in Ndwedwe municipality pictures will be taken as proof of hazards identified.

4.3.3 Scientific/Spatial Analysis

Geographic Information System (GIS) is a computer based application of technology involving spatial and attributes information to act as a decision support tool. It keeps information in different layers and generates various combinations pertaining to the requirement of the decision making. GIS could be utilized by different line departments in the municipality and stakeholders in the disaster management process. This system helps Ndwedwe Municipality to know the exact areas affected by different hazards identified by the community. The GIS helps with maps and co-ordinates of areas

around Ndwedwe, it makes it easier for officials or stakeholders involved to direct them to the exact areas affected. GIS is an important tool in disaster management to help reduce risks and disasters, it again helps Map the areas that are most vulnerable in the municipality.

4.3.4 Complete view of Risks

With all the above information provided it will assist the Municipality to identify hazards and risks. Also this means that hazards can be grouped accordingly to identify which ones are priorities to the municipality. This will help with risk reduction plans and risk preparedness of the municipality. That said it also looks evident within the Ndwedwe Municipality that most communities are vulnerable to different risks and that if action is not taken then people may lose their lives. Pictures will also provide evidence in order to show that if other places are flooded during heavy rains, many people get stuck on the other side resulting in them not being able to get home, roads get destroyed and closed which may mean people cannot get to work which will affect the economy negatively.

5 Setting the scene

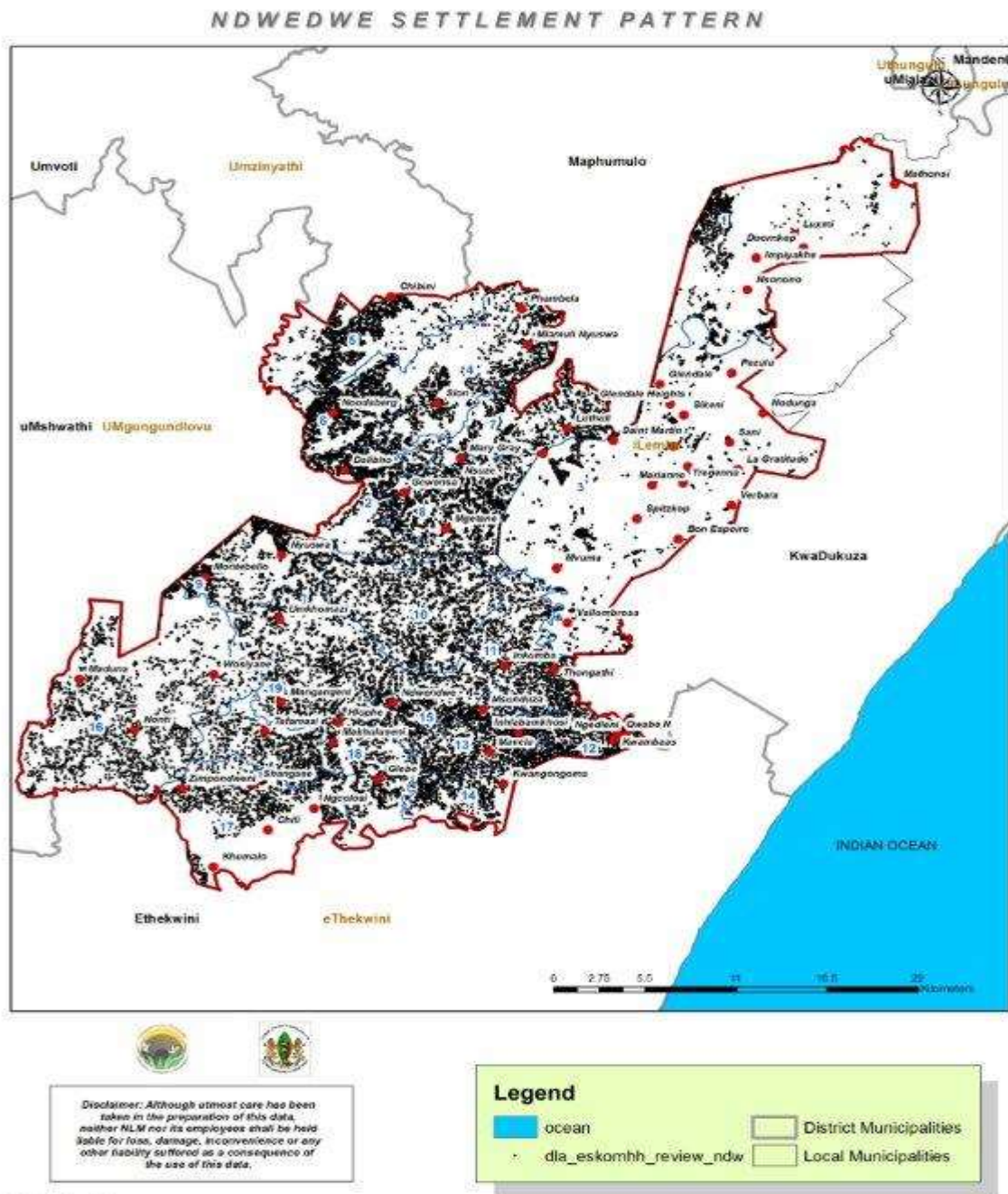


Figure 4: Locality Map of the Ndwedwe Local Municipality

5.1 Demographics

Regional Context

The Ndwedwe Local Municipality is one of Four Municipalities within ILembe District Municipality, with the other three being the Mandeni Local Municipality, KwaDukuza Municipality, and Maphumulo Local Municipality. The Ndwedwe Local Municipality shares boundaries with two (2) district Municipalities, as well as the eThekweni Metropolitan Municipality to the South, and is highly accessible from eThekweni Metropolitan Municipality via the P100 (Vincent Dickenson Road), as well as the P164.

Administrative Context

Almost 80% of the municipality is registered in the name of the Ingonyama, and the following Traditional Areas are situated within the Local Municipality:

1. Cele Nhlanguwini
2. Chili
3. Cibane
4. Emalangeneni
5. Hlope
6. Inkumba Nyuswa
7. Khumalo
8. Luthuli
9. Mlamuli Nyuswa
10. Ngcolosi
11. Ngongoma Mavela
12. Nyuswa-Nodwengu
13. Qadi
14. Qwabe
15. Shangase
16. Wosiyane

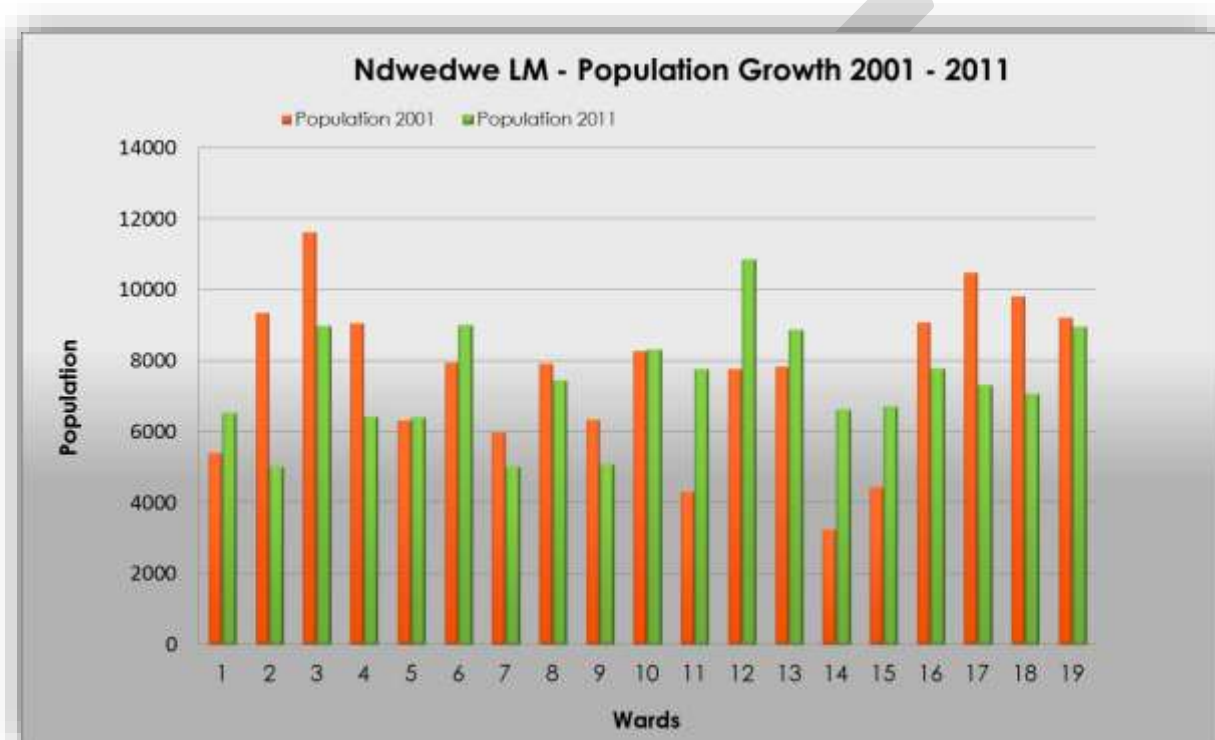
The municipality has very extreme topographical features which provides for magnificent landscapes and natural beauty, which can be utilized to the advantage of the Municipality.

DEMOGRAPHIC CHARACTERISTICS

Population

Ndwedwe Local authority has a total population of approximately 140 820 according to the 2011 Population Census compared to the 144 615 in 2001. The graph below depicts the population distribution between the wards.

Graph 1: Population Distribution per Ward Reflect if applicable and/ or relevant.



Source: Stats SA, 2001/2011

From the above graph the following is derived. The highest numbers of residents are settled in the following wards:

Ward 3: This ward consists of a very large area, situated on the eastern side of the municipality. Despite the high number of population, the wards due to its size have very low population density.

Ward 6: This ward which is relatively small contains the node of Bhamshela and therefore has a higher population density in comparison to other wards.

Ward 10: Situated to the north east of Ndwedwe Town, this ward is relatively large, and does not have relatively high population densities (in comparison to other wards).

Ward 12: This ward is one of the smallest wards in the Municipality, but has the highest population figure, and therefore also has the highest population density. This grouping of people is situated on the southern boundary of the Municipality, shared with the eThekweni Metropolitan Municipality.

Ward 13: Situated adjacent ward 12, and along the P100 connecting Verulam to Ndwedwe. These densities are+ expected due to the accessibility of this area and its proximity to economic activities in the adjacent t municipality.

Ward 19: the ward is relatively large, and has an average population density. The population is spread out evenly throughout this ward due to the topography which does not allow large concentrations of households.

Ndwedwe Local authority has a total population of approximately 140 820 according to the 2011 Population Census compared to the 144 615 in 2001.

The lowest numbers of population are found in wards 2, 7, and 9 and can be ascribed to the extreme topographical features which does not allow for habitation of these areas. When comparing the population figures of 2001 to that of 2011 of the various wards, it can be seen that internal migration occurred to settle near the economic active areas around Bhamshela in the north, and Mthebeni in the south ion the eThekwini Boundary.Utilising these 2001 and 2011 figures a growth rate was determined to project estimated future populations. In general it seems an outward migration also took place as the municipality show a negative growth rate of -0.27over a period of 10years. The following table was developed which depicts the estimated population figures over the 5 year period of the 2012 to 2017 IDP cycle.

The population densities were measured for the specific settlements, and not on a municipal or ward level. The densities range from 0.5 HH/ha to 4 HH/ha. Although lower density communities/settlements are situated all over the municipal area, a number of settlements have been highlighted which has densities of 4HH/ha.

The following five areas of higher density have been identified.

- Mthebeni
 - Situated on the Southern boundary of the Municipality, shared with the eThekwini Metropolitan Municipality. This area is accessed via Vincent Dickenson Road, which is also the main access road from eThekwini to Ndwedwe Town. Although no large settlement is situated on the opposite side of the municipal boundary within eThekwini, this area is situated closest to economic activities within eThekwini, and densities are formed due to the desire to be in close proximity to such economic opportunities.
- Bhamshela:
 - Situated on the northern boundary shared with the uMshwati Local Municipality in the GcwensaTraditional Authority Area. This community is situated along the R514 which is a directconnection to the R102, Tongaat and the N2. There is also a very large community situated within the uMshwati Municipality on the opposite side of the municipal boundary.
- Montebello:
 - Situated on the northern boundary shared with the uMshwati Local Municipality situated in Nyuswa Nodwengu Traditional Area. This community is situated around the Hospital and along the P102 road. Ultimately this road connects to the R614 and the node is therefore connected toBhamshela, as well as Noordbrug. There are no settlements on the opposite side of the municipal boundary.
- Noordbrug / Ozwathini
 - This community is situated along the P714, and forms part of the larger community situated within the uMshwathi Municipality, and Montebello.
- Ndwedwe Town & Surrounds.

- The town is the only area in the municipality offering commercial activities, and a small grouping of population (in comparison to the other dense areas) is situated around the town.

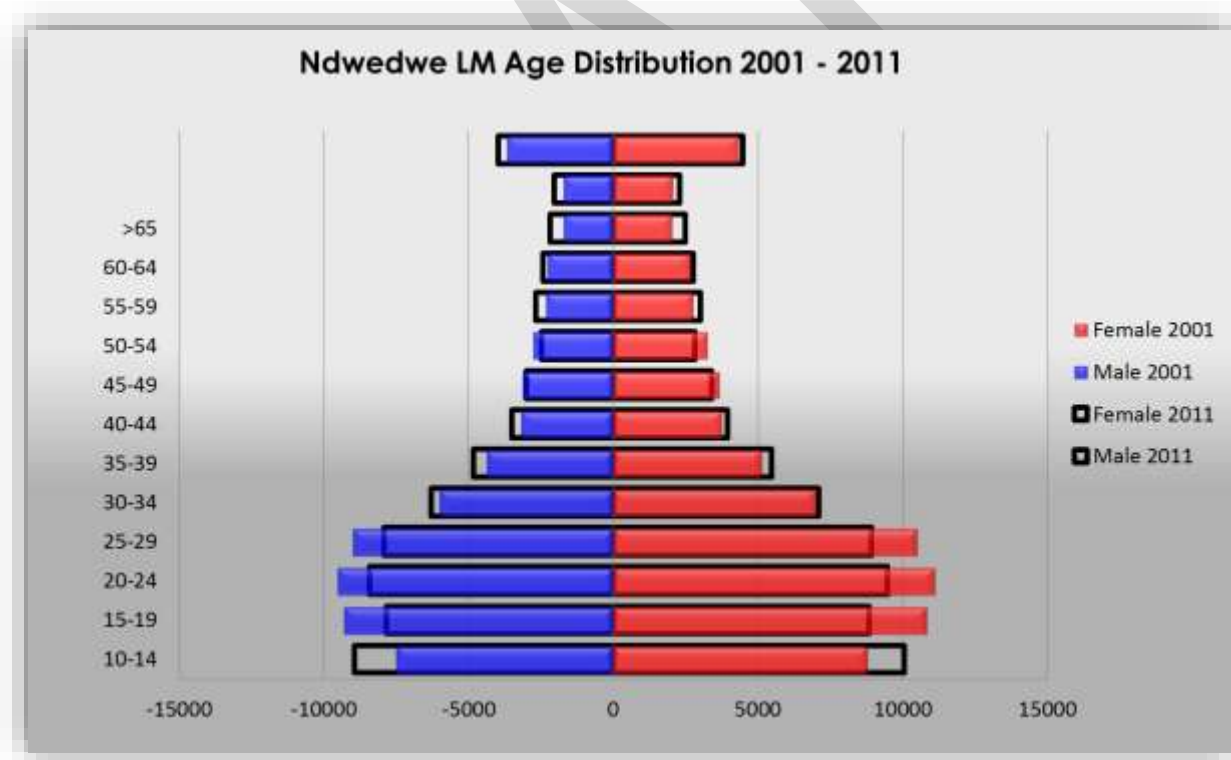
These high areas are situated along major movement routes.

Age and Gender Distribution

The demographic pyramid is illustrated by the graph below and evidently the current population of working age is greater than the school going and retired age groups. A large portion of the population is therefore providing for a small portion of the population. Depending on the birth rates during the following years, this pattern should stay very similar in the years to come. Another clearly noticeable trend is the substantially lower amount of men in the municipality. It is suspected that the pattern of male migrant workers, seeking work in larger urban areas and women tending to households needs and practicing subsistence farming.

This graph gives insight into the dependency ration of the municipality. Dependency ratio indicates how many people are dependent on one income. Only taking into account the population figures of population of Working age (20 to 64) the municipality has a dependency ration of 1.3, which means that each economic active person is responsible for 1.3 other people. Taking unemployment of 66.3% into consideration, the dependency ration climbs to 5.7. Reflect if applicable and/ or relevant.

Graph 1: Population Age Distribution



Source: Stats SA, 2001/2011

Key Findings (including Trends)

- Population in Ndwedwe has experienced a negative growth of -0.27% between 2001 and 2011;

- By 2011, majority (56.9%) of the population in Ndwedwe was between the ages of 15-64 years, which in essence is a growth as it was 55% in 2001;
- The working age population (aged 15-64) dominated the population of Ndwedwe between 2001 and 2011;
- The dependency ratio per 100(15-64) declined from 81.8% to 75.7% in 2001 and 2011 respectively; and
- There were 89 males in every 100 females in 2011.

6. SWOT Analysis

To start the process of updating the Ndwedwe Municipality disaster management plan, and comply with the Disaster Management Act, thorough research has to be done to identify and gather possible documentation, policies, plans and other information which could contain some information that can assist with the Disaster Management planning. The next step is to do a thorough analysis of the availability and completeness of the data and reports. This will ensure that an accurate status quo of the municipality regarding Disaster Management and their compliance level becomes apparent; as well as identify some of the current and potential gaps. From this analysis the way forward is determined to achieve full compliance with the Act.

The following Strengths, Weaknesses, Opportunities and Threats have been identified for the Ndwedwe Local Municipality in terms of Disaster Management⁶:

STRENGTHS	WEAKNESSES
• Strong support from political office-bearers, senior Management, sister departments and iLembe District Disaster Management Centre Established Disaster Management Forum meeting on a regular basis. • Established Ward War Rooms	• Vacant posts need to be filled • Inadequate budget • Lack of storage space for storing relief items • Lack of well-equipped office space

• Employment of more staff. • Establishment of a Local Inter-departmental Disaster Management Committee (LIDMC) Creation of a communication link between Ndwedwe local municipality, the community and the ILembe District Municipality (IDM). • Compilation of appropriate Mutual Assistance Agreements with all the identified role players. • Development of a comprehensive Disaster Management Information System (DMIS) Development of a Comprehensive Disaster Management Plan (in Progress). • Political buy-in (i.t.o budgets) • Inter – Departmental Disaster Management Committee established but not functional. • Seasonal contingency plans available, but still limited contingency plans in the case of a major disaster	• Lack of comprehensive understanding of disaster risk management among other stakeholders. • Lack of cooperation from other sectors. • Lack of a comprehensive disaster risk assessment.
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7. KPA 1 – Integrated Institutional Capacity

A full complement of the disaster management section should not be a compromise and highly recommended for the Ndwedwe local Municipality for disaster issues to be properly taken care of. This recommendation emanates from the fact that the Municipality is prone to different kinds of hazards.

7.1 Shared responsibility for disaster management

The responsibility for reducing disaster risk, preparing for disasters, and responding to disasters is shared among all departments and employees of Ndwedwe local municipality within the iLembe District Municipality, all departments and employees of the iLembe District Municipality, all provincial and national organs of state operating within the municipality, all sectors of society within the Municipality and, perhaps most importantly, all the residents of the municipality.

7.2 Nodal points for disaster management

Although the municipal departments within Ndwedwe Local Municipality assigned with the Disaster Management function should direct and facilitate the disaster risk management process, it cannot perform the whole spectrum of disaster risk management activities on its own. Disaster risk management is everybody's business. Therefore it is required that each municipal department and each local municipality within the District assign a person or section within the department / local municipality to be the nodal point for disaster management activities in that department / local municipality. The same applies to national and provincial departments operating within the municipality. The disaster management activities to be performed within departments and local municipalities include participation in disaster risk reduction as well as preparedness and response

7.3 Departments with primary responsibility for specific hazards and disaster risks

Where a department has primary responsibility for a specific hazard, the department's role in disaster risk management for that specific hazard will be more than mere participation: it will have to lead risk reduction as well as preparedness activities due to its expertise in the field. Ndwedwe Disaster Management can support such a department with advice, information, facilitation and coordination.

7.4 Assignment of responsibility to deal with specific disaster risks

Departments that are responsible for specific services in normal conditions will remain responsible for such services during disasters. The declaration of a state of disaster and the tighter coordination instituted during disasters does not absolve any agency of its assigned responsibilities. In order to reduce the size of this document a specific and detailed listing of all the disaster management responsibilities of each

municipal head of department and those of other role players will not be supplied in the body of this document. Legislation assigns responsibility for most disaster risks to specific departments or functions. Where there are grey areas related to some disaster risks. In order to ensure clear roles and responsibilities and enhance integrated disaster risk management efforts, such grey areas must be addressed and clearly assigned responsibilities must be confirmed. The risk profile of the Ndwedwe Local Municipality will be considered and primary and supporting role players will be identified for each risk. Such allocation of primary and supporting roles will be done in consultation with all relevant role players, will be informed by existing legal frameworks, and assignment will be done on a consensus basis. The above assignment of responsibilities will be revisited and confirmed on an annual basis, and will be recorded and distributed in the format indicated in table below.

Table 1: Assignment of primary and supporting role-players for disaster risks

Description of disaster risks identified in the risk profile of the municipality (Complete one table per risk)	Primary role player in risk reduction to be indicated here	Supporting role-players
	Primary role player in preparedness to be indicated here	Supporting role-players
	Primary role player in response and relief to be indicated here	Supporting role-players
	Primary role player in recovery & rehabilitation to be indicated here	Supporting role-players

7.5 Municipal Disaster Management Advisory Forum

Local municipalities may establish municipal disaster management advisory forums as described in Section 51 of the Disaster Management Act. It is advantageous for a municipality to establish such a forum to coordinate strategic issues related to disaster management such as risk assessments and to approve and/or review the disaster management plan for the municipality before it is submitted to Council. Frequency of meetings: 2-4 times per year or as required. Leadership from local municipalities within the district should form part of the Forum. The Ndwedwe Local

Municipality has to establish disaster management advisory forum that meets on a monthly basis or quarterly basis.

7.6 Disaster Management Executive Committee

The Executive Committee should provide the overall direction and monitoring of disaster management in the Ndwedwe Local Municipality. The Executive Committee should consist of only the disaster management role players in the municipality where the representatives or on a decision making and authority level. The frequency of meetings will depend on the circumstances but is suggested to meet at least every 4 to 8 weeks. This team will be smaller than the advisory forum and will be streamlined for more effective execution of activities. They will also be responsible for the management and monitoring of the disaster management initiatives.

7.7 Interdepartmental Disaster Management Committee

This is an internal coordination forum at manager level where instructions from the Advisory Forum can be implemented and tracked, and serves as a coordination forum for disaster management issues within the municipality. This role can be performed by the top management team of the municipality, thus reducing the complexity of the disaster management structure. Top management from the Municipality should form part of the Committee.

7.8 Departmental and local municipality planning groups

This element relates to planning groups that can be established within departments or local municipalities to deal with internal disaster management issues such as the compilation of departmental or local municipal disaster management plans and contingency plans for facilities and services of the department or local municipality. The disaster management nodal points of such departments or local municipalities will be involved in these planning groups.

Ndwedwe Municipality should work in close collaboration with Infrastructure and Technical Services Unit by identifying areas flooded during heavy rains due to a lack of surface drainage systems. The Infrastructure and Technical Services Unit responds by constructing V-drains to control and manage the surface storm water flow. The Unit should also be informed about blockages of rivers or streams that are due to illegal dumping of rubble.

7.9 Risk reduction project teams

A multi-disciplinary project team convened to address and reduce a specific disaster risk. Convened by the primary role-player for the risk and supported by Disaster Management.

7.10 Preparedness planning groups

A multi-disciplinary planning group convened to ensure a high level of preparedness for a specific disaster risk. Convened by the primary role-player for the risk and supported by Disaster Management.

7.11 Joint response & relief management teams

Mostly flowing from a preparedness planning group, a team that is mobilised to deal with the immediate response & relief required during or immediately after major incidents and disasters.

7.12 Recovery & rehabilitation project teams

Project teams managing recovery and rehabilitation after disasters. Departments who are responsible for the maintenance of specific infrastructure are also responsible for the repair or replacement of such infrastructure after disasters. Disaster recovery and rehabilitation must focus on risk elimination or mitigation.

7.13 Ndwedwe Joint Operations Centre (JOC)

A facility equipped to serve as command and coordination centre during disasters, where the joint response & relief management team will convene. Alternative facilities should be identified as back-up to the primary JOC.

8 KPA 2 – Risk Assessment

The following disaster risks were identified during a risk assessment process conducted throughout the Ndwedwe Local Municipality:

8.1 Risks requiring risk reduction and preparedness plans

Strong winds

Drought

Deadly lightning

Veld Fires

Heavy floods/rain

8.2 Risks requiring preparedness plans

Road Accidents

Severe Storms: Hail

Human Diseases

Veld Fires

Water Pollution (Surface and/or Ground)

Overgrazing

Animal Diseases

Service Delivery Failure/Disruption

The above lists exhibit the types of disasters that might occur within the area of the Ndwedwe Local Municipality and their possible effects. The communities at risk can be derived from the risk lists, and should be shown in the risk assessment to be conducted for the area. The detailed risk analysis and risk descriptions are provided in the risk assessment annexure.

9 KPA 3 – Risk Reduction Planning

Risk reduction plans providing for prevention and mitigation strategies should be compiled through a participative process and should also be vetted or submitted to feasibility studies. The risk reduction plans outlined in this document and its annexures which are implementable must be considered for inclusion within the IDP projects of the municipality and if included must be budgeted for in terms of the operating and capital budgets of the municipality. Each project should be evaluated to determine which municipal department can lead its implementation. When a lead department is assigned through consensus in the Disaster Management Advisory Forum, such a lead department must manage all planning and budgeting processes for said project. The Disaster Management department of the Ndwedwe Local Municipality must assist in this regard. Where the proposed project falls outside the mandate of the municipality, the municipality should establish a lobbying and monitoring mechanism to motivate the need for the project in the correct governmental or societal sector and to track progress on the project. It is anticipated that many projects will need to be executed on a partnership level, and in such cases the department of the municipality responsible for service delivery partnerships should take the lead with support from the Disaster Management.

9.1 Risk reduction plans for the Ndwedwe Local Municipality

The project that has been developed is categorized according to plans and strategies and is provide in the risk reduction annexure.

The following projects and strategies have been recommended for implementation by the Municipality:

- Strategic Environmental Assessment/ Comprehensive risk assessment per Ward.
- Climate Change Response Strategy
- Waste Management has to develop a greening policy
- A swift establishment of the Local Disaster Management Centre

The Municipality should consider the following the finalization of its Comprehensive Disaster Risk assessment:-

- Budget for Wendy houses
- Erection of lightning conductors in the most vulnerable Wards.
- In conjunction with the Department of Human Settlements, communities should be encouraged not to build along river banks and sloppy places.

9.2 Risk reduction capacity for the Ndwedwe Local Municipality

The organizational structure for risk reduction within the municipality should include Ndwedwe Disaster Management, the Disaster Management Advisory Forum, the Interdepartmental Disaster Management Committee, the nodal points for disaster management within municipal departments and local municipalities within the district, departmental and local municipal planning groups, risk reduction project teams and preparedness planning groups. The total structure of the municipality, with every member of personnel and every resource should also be committed to disaster risk reduction. Ongoing capacity building programmes will be required to ensure the availability of adequate capacity for risk reduction.

10 KPA 4 – Response and Recovery

Preparedness plans should be compiled through a participative process and have to be vetted in terms of practical execution.

10.1 Preparedness plans of the Ndwedwe Local Municipality

The preparedness plans are provided in the annexure for KPA 4.

10.2 Preparedness capacity for the Ndwedwe Local Municipality

The organizational structure for preparedness within the municipality will include Ndwedwe Local Disaster Management, the Disaster Management Advisory Forum, the Interdepartmental Disaster Management Committee, the nodal points for disaster management within municipal departments and local municipalities within the district, departmental and local municipal planning groups, preparedness planning groups, Joint Response & Relief Management Teams, Recovery & Rehabilitation Project Teams.

The total structure of the municipality, with every member of personnel and every resource can potentially form part of preparedness capacity. Ongoing capacity building programmes will be required to ensure the availability of adequate capacity for disaster preparedness. The Ndwedwe is responsible for the operational procedures associated with day-to-day operational response to emergencies by municipal departments. The Ndwedwe Local Municipality and iLembe District Municipality are jointly responsible for the emergency management policy framework and organization that will be utilized to mitigate any significant emergency or disaster affecting the municipality.

10.3 Response and recovery

During response and recovery operations the relevant disaster preparedness plans of the municipality will be executed by the disaster management structures.

- ❖ Declaration of a state of disaster and disaster classification

When a disastrous event occurs or is threatening in the area of the municipality, the DMC /Section will determine whether the event is a disaster in terms of the Act, and, if so, the Head of the Centre will immediately

- initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster;

- alert Disaster Management role players in the municipal area that may be of assistance in the circumstances;
- initiate the implementation of the disaster response plan or any contingency plans and emergency procedures that may be applicable in the circumstances; and;
- Inform the National Disaster Management Centre, the KZN Provincial Disaster Management Centre and the ILembe District Disaster Management Section of the disaster and its initial assessment of the magnitude and severity or potential magnitude and severity of the disaster.

When informing the National Centre, the KZN Provincial Disaster Management Centre and the ILembe District Disaster Management Section, the Ndwedwe Local Municipality may make recommendations regarding the classification of the disaster as may be appropriate. Irrespective of whether a local state of disaster has been declared or not, the municipality is primarily responsible for the co-ordination and management of local disasters that occur in its area.

Whether or not emergency situation is determined to exist, municipal and other agencies may take such actions under this plan as may be necessary to protect the lives and property of the inhabitants of the municipality.

Declaration of a local state of disaster: In the event of a local disaster the municipal council may by notice in the provincial gazette declare a local state of disaster if existing legislation and contingency arrangements do not adequately provide for the municipality to deal effectively with the disaster; or other special circumstances warrant the declaration of a local state of disaster. If a local state of disaster has been declared, the Council may make by-laws or issue directions, or authorize the issue of directions to: Assist and protect the public; Provide relief to the public; Prevent or combat disruption; or deal with the destructive and other effects of the disaster.

11. ENABLER 1 – Information and Communication

Management

11.1 Objective

The first enabler which is required to ensure that disaster risk management can be implemented effectively is the development of a comprehensive information management and communication system and the establishment of integrated communication links with all disaster risk management role players.

11.2. Introduction

Disaster risk management is a collaborative process that involves a wide spectrum, cross functional and diverse group of role players from all spheres of government, NGOs, the private sector, a wide range of capacity-building partners and communities. Disaster management depends on accurate decision making which can only be possible if current and reliable hazard and disaster risk information is available. This also requires effective information management and communication systems to enable the receipt, dissemination and exchange of information.

11.3 Key performance indicators

- A disaster risk management information and communication system for district and local government be established and implemented.
- The disaster risk management information and communication system supports the KPAs and enablers at district and local government.
- District and local information management and communication systems are fully compatible with the provincial and national system.

11.4 The phased approach to Information Management and Communication

System

It is expected that ILembe District Municipality are working towards the establishment of a shared service centre as required by the Disaster Management Act for all district municipalities. Discussions between the Local municipality and the District should be structured around resourcing and operations of the centre. This solution will provide for long term optimal planning with a substantial cost saving to both the District and the Local municipality.

11.5 The Intelligent Incident Management Portal (IIMP)

The Intelligent Incident Management Portal (IIMP) is a tool that empowers the integration of the incident lifecycle through all various stakeholders involved in resolving the incident as well as various spheres of Government. Within the IIMP, we are also able to view KPAs/Enablers as well as all uploaded documents. Additionally, Live Monitoring functionality is available within the IIMP.

Below is a list of the various components of the IIMP:

1. Incident Management
2. Task Management
3. Planning
4. Online GIS
5. Mobile Assessments
6. Reporting

<http://www.iimp.co.za/DMIS/KZN/ilembe/Pages/default.aspx>

[illegible]

12. ENABLER 2 – Education, Training, Awareness and research

12.1 Objective

The objective of the second enabler is to promote a culture of risk avoidance among stakeholders by capacitating role players through integrated education, training and public awareness programmes informed by scientific research.

12.2 Introduction

The Disaster Management Act states that the following concepts should form the basis of disaster management awareness and training:

- A culture of risk avoidance.
- Promotion of education and training.
- Promotion of research into all aspects of disaster risk management. This enabler is aimed at achieving the following requirements:
 - Addresses the requirements for the implementation of education, training and research needs.
 - The development of an integrated public awareness strategy
 - Effective use of the media.
 - The development of education and training for disaster risk management and associated professions.
 - The inclusion of disaster risk management in school curricula.

12.3 Outline of this component

All the sections prior to this highlight the various aspects of this enabler and the requirements by the act. It is important to ensure that some strategy is in place to implement awareness, training, education and research in line with the guidelines provided in this document. The National Disaster Management Centre (NDMC) has many ongoing disaster risk management initiatives amongst which is to provide assistance to municipalities. The NDMC is an important source of information and should be utilized optimally. They have conducted many research initiatives and are the custodians of many other disaster risk management literature. With regards to the Ndwedwe Municipality, Risk Reduction awareness campaigns are conducted in schools and communities in partnership with the ILembe District Disaster Management Centre and Ndwedwe Fire and Rescue Services. Pamphlets and other information leaflets are handed out in community gatherings.

13 ENABLER 3 – Funding Arrangements

The annexure for Enabler 3 provides a general overview of the recommendations on funding arrangements for disaster risk management to cover the costs associated with the following activities (National Disaster Management Framework):

- Start-up activities,
- Disaster risk management
- disaster risk reduction;
- Response, recovery and rehabilitation activities, and;
- training and capacity-building programmes.

Ndwedwe Municipality's Disaster Management Unit makes use of the internal operating and capital budget to fund its operations.

The table below provides an overview of the recommended funding mechanisms for each of the five disaster management activities mentioned above.

Table 2: Funding arrangements for disaster risk management

Activity	Funding source
Start-up activities (KPA 1, Enabler 1)	National government
Disaster risk management ongoing operations (KPA's 2 and 3)	National and provincial government
	New assignment to local government
Disaster risk reduction (KPAs 2 and 3)	National departments
	Provincial departments
	District municipalities
	NDMC - In the case of low-capacity, resource-poor municipalities
Response, recovery and rehabilitation and reconstruction efforts (KPA 4)	National government
	Provincial government
	Local government
Education, training and capacity-building programmes (Enabler 2)	All spheres of government

It also establishes the principles and the administrative procedures to guide the development of financial arrangements for disaster management. It outlines current financial mechanisms, highlights key problems with the current situation, and proposes a set of future funding arrangements for disasters in the Municipality.

14 Testing and Review of the Plan

The municipality will regularly review and update its plan, as required by Section 48 of the Disaster Management Act. The Disaster Risk Management Advisory Forum shall be responsible for the review and update of the corporate plan on an annual basis.

15 Way Forward

This document ensures that the Ndwedwe Local Municipality complies with the Disaster Management Act, Act 57 of 2002. Through the hazard identification process hazards and vulnerable communities have been identified. The risk prioritization is based on the combination of hazards with the vulnerable communities and their ability and capacity to cope with the exposure to these hazards. With assigning a value to the above parameters, the resultant effect is the overall risk prioritization rating for each of the local municipalities and the Ndwedwe Local Municipality. The most critical hazards are addressed by the development of disaster risk reduction plans and disaster preparedness plans.

The way forward is to make sure that these plans and strategies which have been identified during this process are approved and integrated into the IDP. This will secure funding for the implementation of the identified projects. For the municipality to ensure continuous improvement of service delivery, these plans have to be incorporated into their strategic planning and sectoral plans. It is crucial that the municipality identify a person responsible for the ongoing improvement of disaster management capabilities within the municipality.

The following are key issues to be considered for the **immediate action** by the Ndwedwe Local municipality.

- ❖ approval and adoption of the disaster management plan,
- ❖ appointment of appropriate resources to assist the Disaster Management Practitioner with the implementation of the disaster management plan,
- ❖ allocate resources or appoint service providers to assist with the preparation of business plans for projects as identified in the disaster management plan,
- ❖ allocate resources or appoint service providers to assist with the project implementation of the risk reduction projects and disaster management enabling projects as detailed in the project summary,
- ❖ Regular review of the disaster management plan.

16 Disaster Management Plan Implementation

The measure of success for the implementation of the plan will be dependent on satisfying the indicators as described and unpacked in the table below. The implementation should also be programmed to identify which of these indicators will be satisfied within the next 3 year time frame. It must also be highlighted that some of these KPA's have been satisfied through the Disaster Management Planning process. The Municipal evaluation tool is used to measure the key deliverables achieved during the implementation phase and to monitor the extent to which these indicators have been met. Although these indicators determine the extent to which the plan is currently being implemented, it should not be seen as a "once off" exercise but should be updated and reviewed annually to ensure that the information and current scenario is always taken into account. It is also necessary to ensure that although a certain level of compliance may have been achieved for these indicators, it is very necessary to ensure that this is improved upon and reviewed each year to ultimately achieve full compliance on each indicator. There will be a natural progression towards this as the knowledge, information and awareness about the topic of Disaster Management becomes more widely spread and better understood at the "Grass Roots" level. Disaster management is about planning ahead and being prepared.

Table 3: Checklist for the implementation of the Disaster Management Plan

KPAs	OBJECTIVES	KEY INDICATORS
KPA 1 <i>(Integrated Institutional Capacity for Disaster Risk Management)</i>	Establish integrated institutional capacity within the municipal sphere to enable the effective implementation of disaster risk management policy and legislation.	Establish mechanisms for DRM policy Put in place arrangements for integrated direction & execution of DRM Policy Put in place mechanisms for stakeholder participation & technical advice Establish & ensure effective operation of the Disaster Management. Ensure the operational capacity of the Disaster Management Section is in place Ensure the Disaster Management Advisory Forum (DMAF) is in place (optional)
KPA 2 <i>(Disaster Risk Assessment and Monitoring)</i>	Generate an indicative Municipal Disaster Risk Profile by establishing and maintaining a uniform methodology to continuously assess and monitor risk.	Conduct Disaster risk assessments to inform risk management Generate municipal disaster risk profile Monitor, update & disseminate risk information to entities and communities Conduct quality control (<i>meaning have evidence of capacity building, consultation & verification of actual situations with communities & appropriate government stakeholders, validate assessments before</i>

		<i>publication & dissemination, ensure implementation of risk reduction</i>
KPA 3 (Disaster Risk Reduction)	Integrated Disaster Management Plans and risk reduction programmes by all disaster management stakeholders developed in accordance with approved frameworks.	Ensure DRM plans are in place Prioritize disaster risks, declared areas, communities & households Scoping & development of DR reduction plans, projects & programmes must be in place Include in strategic structures risk reduction efforts Implement & monitor DR reduction programmes & initiatives
KPA 4 (Preparedness, Response and Recovery)	To ensure effective and appropriate preparedness, response, recovery and rehabilitation through: Implementing a uniform approach to the establishment of effective early warning strategies, Avert or reduce the potential impact in respect of health impacts, personal injury, loss of life, property, infrastructure, environments and government services, Immediate integrated and appropriate response and relief actions when significant events or disasters occur or are threatening to occur. Conduct all rehabilitation and reconstruction strategies conducted following a disaster are implemented in an integrated and developmental manner	Identify mechanisms for dissemination of early warnings Put in place mechanisms & guidelines for assessment, classification etc Ensure response & recovery efforts are integrated Standardise & regulate relief measures Conduct integrated rehabilitation & reconstruction activities Ensure all departments have a disaster Management plan including finance

ENABLERS	OBJECTIVE	KEY INDICATORS
Enabler 1 <i>(Information and Communication)</i>	To develop a comprehensive Disaster risk Management information system and establish integrated communication links with all disaster risk management role players in provincial and municipal spheres of government.	Identify data needs & sources Ensure info management & communication system supports KPAs & enablers of NDMF (also PDMF and DDMF when developed) Promote culture of avoidance, create awareness, and ensure good media relations are in place

Enabler 2 <i>(Education, Training, Public Awareness and Research)</i>	To promote a culture of Risk avoidance among stakeholders by capacitating all role-players through integrated education, training and public awareness supported by scientific research.	Conduct education, training & research needs & also resource analysis Put in place DRM education framework & programmes Ensure alignment of such programmes with provincial and municipal programmes
Enabler 3 <i>(Funding)</i>	Establish mechanisms for the funding of disaster risk management in the municipality.	Establish funding arrangements for: ✓ Assessments ✓ Risk reduction ✓ Response & recovery ✓ Education & training

Table 4: Engagement of Disaster Management with IDP Structures

IDP STRUCTURE	FUNCTION	ENGAGEMENT WITH DISASTER MANAGEMENT STRUCTURE
IDP MULTI-SECTORAL FORUM	Assesses the reviewed IDP and makes recommendation to the MEC responsible for Local Government. It is also a forum for Sector Departments to engage with the IDP	Provincial and District Disaster Management Section must be represented at this level
IDP REPRESENTATIVE FORUM	Community Forum where the community could provide input into the IDP	Municipal Disaster Management could use this forum to engage with the community on the disaster management programmes
IDP STEERING COMMITTEE	Technical committee where line function departments engage and integrate their projects which would then be presented to the community. It is also the forum that steers the IDP	Municipal Disaster Management must and align with the technical aspect of the IDP and influence the prioritization or allocation of projects/issues, etc.

“Disaster is everybody’s business”

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