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[UTHUKELA DISTRICT DISASTER MANAGEMENT PLAN – DMP]

[COMPOSITE REPORT]



VERSION 3

UTHUKELA DISTRICT MUNICIPALITY

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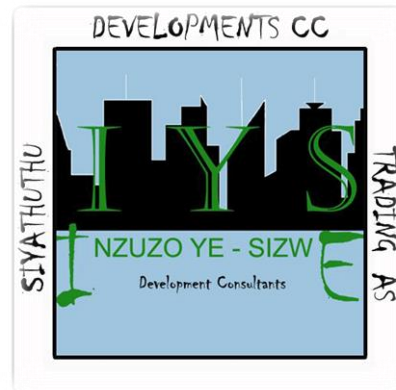
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1. INTRODUCTION

The management of disasters within UThukela District Municipality is mainly the responsibility of the district. As such the district must prepare a Disaster Management Plan in order to minimize, reduce and eradicate any risk that the area may face due to disasters. This plan indicates that a disaster can be caused by humans or nature since these are events that are sometimes unpredictable. The natural disasters include floods and lightning while the human induced disasters may include fires and accidents. Disasters can be caused by humans or nature since these are events that are sometimes unpredictable. Disasters and development have both negative and positive relationship, this relationship needs to be recognised and managed to achieve sustainable development. In a negative sense, disasters can destroy development or uncontrolled, improper development can cause disasters.

While in a positive sense, disaster can create an opportunity for improved more resilient development and proper development can reduce the risk of disasters occurring. Well-planned development and effective flood defence measures can decrease the vulnerability of the community and thus contribute to disaster risk reduction. Disasters are inevitable although we do not always know when and where they will happen. But their worst effects can be partially or completely prevented by preparation, early warning, swift and decisive responses. There are three main phases to disaster risk management. Disaster risk reduction, through proper planning and management is the new key driving principle in disaster risk management. Disaster Risk Reduction acts as an 'insurance policy' for sustainable development and the Millennium Development Goals. Disaster risk reduction incorporates the following:

-  **Disaster Planning and Mitigation:** The disaster risk planning activities generally take the form of preventative or "fore-warning" actions and include inter alia Hazard identification, risk assessment, prioritisation, contingency planning, Prevention and mitigation planning strategies and activities. Developing plans for effective communication, co-operation, response and recovery activities and the monitoring of disaster risk planning's KPIs and reporting on the above as required by the Act.
-  **Disaster Response:** This takes place during a disaster occurrence and include inter alia monitoring and evaluation of hazardous and potential disastrous incidents, possibly declaring a state of disaster, Activating and implementing contingency or response plans, developed as part of planning and mitigation, Informing other relevant disaster risk management role players and institutions, such as the PDMC, NDMC, neighbouring Municipalities and Provinces, etc. Deploying response resources to the scene, managing the resources deployed, monitoring of disaster intervention activities, and Reporting.
-  **Disaster Recovery:** Disaster recovery activities take place after the disaster occurrence, include Disaster recovery activities, monitoring of disaster recovery activities, documentation of disaster occurrences and actions taken, "Post-mortem" analysis to improve systems, plans and methods and Reporting.



UThukela District Municipality must ensure that disasters are not an add-on, chaotic set of activities during a disaster but rather involves the following:

- 📄 Ensuring that development is well-planned and that poorly constructed houses are not built in flood-prone areas;
- 📄 Conducting risk assessment of vulnerable areas;

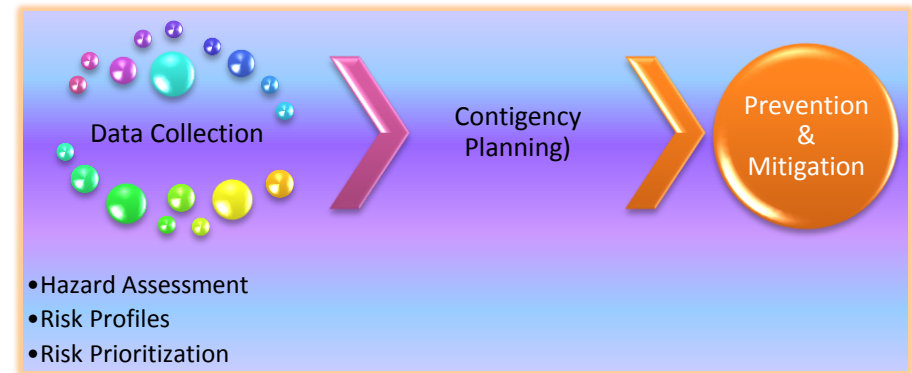
1.1 AIMS AND OBJECTIVES

The purpose of the UThukela District Disaster Management Plan is “guide the development and implementation of the disaster management function in the UThukela District, by ensuring an integrated and uniform approach to disaster management through prevention and mitigation of disaster occurrences”. The primary aim of the project is to prepare the Disaster Management Plan for UThukela District Municipality. Its objectives can be briefly highlighted as follows: -

- 📄 Establishment of a proper approach to assessing and monitoring disaster risks,
- 📄 Implementation of integrated disaster risk management plans,
- 📄 Risk reduction programmes and effective and appropriate disaster response, and
- 📄 Recovery to inform disaster risk management planning and disaster risk reduction.

- 📄 Establishing a clear plan or strategy to deal with disasters;
- 📄 Ensure that local government is constantly trained in disaster management;
- 📄 Ensure that all role players understand their roles and responsibilities in disaster management; and
- 📄 Checks on fire-prevention equipment in buildings, etc.

1.2 APPROACH



The project will unfold in eight distinct but interrelated phases as follows: -

- 📄 Data Collection and Analysis;
- 📄 Hazard Assessment;
- 📄 Risk Profiling Assessment;
- 📄 Relative Risk Prioritisation;
- 📄 Upload to Spatial Development Framework;



- 📄 Contingency Planning;
- 📄 Prevention and mitigation planning strategies and activities; and
- 📄 Developing plans for effective communication, co-operation, response and recovery activities and the monitoring of disaster risk planning's KPI's.

Data collection and analysis is required for disaster risk reduction planning such as, the seasonal climate forecasts data which must be collected. (2) Hazard assessment will be undertaken once the basic data for an area has been collected, the potential hazards for the area will then be assessed. (3) Disaster risk profiling assessment: This assessment must identify which communities or societies are vulnerable to what hazards (or risks). (4) Risk prioritisation: 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 the risks be prioritised, to ensure that the serious risks be addressed as a matter of priority. (5) Upload to Spatial Development Framework: Once the mapping of the disaster risk profiles for communities have been completed, it is necessary to upload the disaster risk profiles to the Spatial Development Framework (SDF). (6) Contingency planning: Once the disaster risk profiles have been uploaded to the SDF, staff members will have to be involved in the identification, budgeting and execution of appropriate risk reduction projects, in conjunction with a variety of other role players. (7) Prevention and mitigation planning strategies and activities: will require the implementation and

monitoring a variety of early warning systems that will give adequate warning of impending major incidents or disasters. (8) Developing plans for effective communication, co-operation, response and recovery activities and the monitoring of disaster risk planning's KPI's: will mean that institutional arrangements will need to be made for staff members to be involved in the monitoring of projects and evaluating of the effectiveness of risk reduction projects.

1.3 METHODOLOGY

The project involves five methodological activities, which includes facilitation, technical preparation of the DMP, communication with the stakeholders and the broader public, establishment of systems and procedures for implementation and provision of technical support to the municipality for a specified period of time.

1.3.1 PRELIMINARY PLANNING

The project will be initiated by means of a preliminary planning exercise during which the following activities will be undertaken:

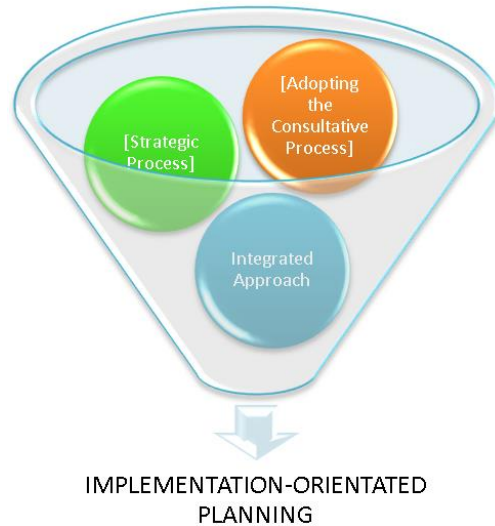


Initial meeting with the municipal management to reach agreement on the scope of work and the methodology.

Preparation of a Project Inception Report outlining in details the manner in which the project will be undertaken and managed.

First Steering Committee meeting wherein the Project Inception Report will be tabled for discussion and recommendation to the Executive Committee for adoption.

Preparation and signing of the agreement.



1.3.2.2 METHOD TWO: STRATEGIC PROCESS

A strategic process will require a focused approach, and a systematic search for the most appropriate and effective solution, keeping in mind given resources, and overall policy guidelines and principles. This goes well beyond simply compiling priority lists and transforming them into budget proposals.

1.3.2.3 METHOD THREE: INTEGRATED APPROACH

An integrated approach that requires thinking and acting holistically across the conventional sectorial boundaries.

1.3.2.4 METHOD FOUR: IMPLEMENTATION-ORIENTATED PLANNING

Implementation-oriented planning, which requires becoming quite specific in terms of quantities, quality, responsibilities, location, time and costs to make sure delivery will take place. This goes well beyond a list of project titles.

1.3.2 A 'FOUR-METHOD TECHNIQUE' FOR A HOLISTIC PLAN

1.3.2.1 METHOD ONE: ADOPTING THE CONSULTATIVE PROCESS

A consultative process that requires meaningful involvement of a wide range of different stakeholders in various stages of the analysis and the decision-making process. Getting everybody on board when and where he or she needs to be on board (rather than all the time) is a complex task.



2. POLICY CONTEXT

2.1 MUNICIPAL STRUCTURES ACT NO. 117 OF 1998

This legislation provides for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality. It also establishes criteria for determining the category of municipality to be established in an area and to define the types of municipality that may be established within each category. Although, this legislation does not elaborate much on Disaster Management, Chapter 5, 84(1)(j) of the Act, stipulate that one of the powers and functions for a District Municipality is fire-fighting services serving the area of the district municipality as a whole. This function is one of the important components for Disaster Management.

2.2 MUNICIPAL SYSTEMS ACT NO. 32 OF 2000

This Act was developed in order to provide core principles, mechanisms and processes that are necessary to enable municipalities to function progressively towards particularly on the delivery of services. It is one of the key legislations that specifically pushed the idea of Disaster Management forward. This is evident from Chapter 5, Part 2(26) (g) which stipulated that the Municipalities must ensure a Disaster Management Plan is developed and included as part of the Integrated Development Plan (IDP). This is considered fundamentally important to note since a Municipal Systems Act is a legislation that was considered

as cornerstone for all plans and strategies that should be prepared by Municipalities.

2.3 WHITE PAPER ON DISASTER MANAGEMENT

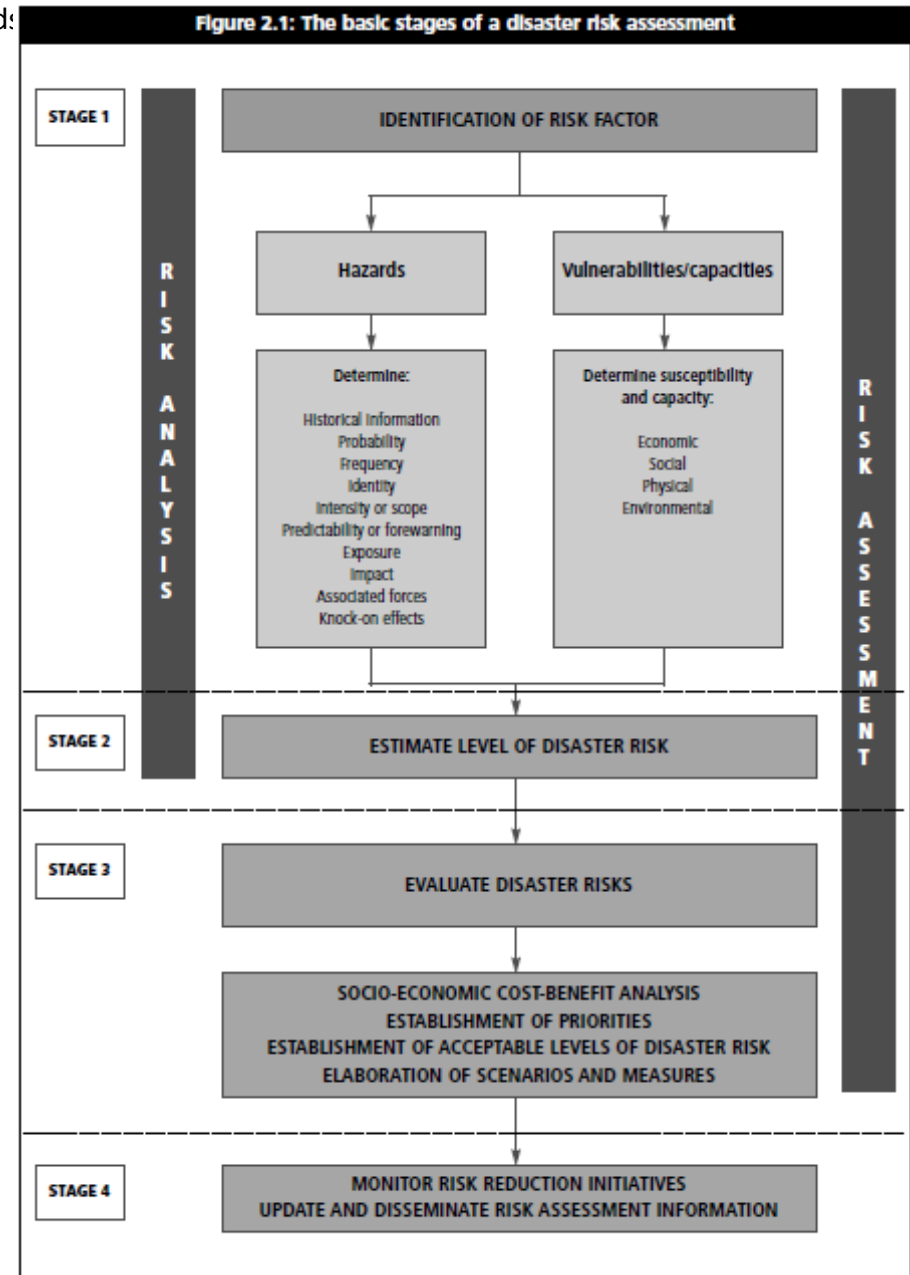
The White Paper on Disaster Management outlines government's new approach in relation to disaster management. In line with international trends and the national objectives of efficient and effective management, priority is given to prevention. The fundamental purpose of the policy is to advocate an approach to disaster management that focuses on reducing risks - the risk of loss of life, economic loss, and damage to property, especially the most vulnerable population and avoiding environmental degradation. Greater attention is therefore directed to the introduction of preventative strategies aimed at saving lives and protecting assets. In line with government's priorities, this White Paper pays specific attention to the pressing needs of poor communities in relation to both natural and human disasters.

2.4 DISASTER MANAGEMENT ACT NO. 57 OF 2002

In terms of Section 28 and 42 of the Disaster Management Act (Act 57 of 2002), provinces and municipalities must establish and implement a Disaster Management Framework after consultation with local municipalities in its area, whilst section 29 and 43 compels provinces



and municipalities to establish disaster management centres and appoint heads



2.5 NATIONAL DISASTER MANAGEMENT FRAMEWORK

The NDMF was finalised and published in Government Gazette number 27534 of 29 April 2005. The NDMF guides the Provincial and Municipal Disaster Management Frameworks. The national disaster management framework comprises four key performance areas (KPA) and three supportive enablers required to achieve the objectives set out in the KPAs. The KPAs and enablers are informed by specified objectives and, as required by the Act, key performance indicators (KPIs) to guide and monitor progress. In addition, each KPA and enabler concludes with a list of guidelines that will be disseminated by the NDMC to support the implementation of the framework in all three spheres of government.

Key performance area 1 focuses on establishing the necessary institutional arrangements for implementing disaster risk management within the national, provincial and municipal spheres of government. It specifically addresses the application of the principle of co-operative governance for the purposes of disaster risk management. It also emphasises the involvement of all stakeholders in strengthening the capabilities of national, provincial and municipal organs of state to reduce the likelihood and severity of disasters. KPA 1 describes processes and mechanisms for establishing co-operative arrangements with international role players and countries within southern Africa. Key performance area 2 addresses the need for disaster risk assessment and monitoring to set priorities, guide risk reduction action and



monitor the effectiveness of our efforts. Although South Africa faces many different types of risk, 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. KPA 2 outlines the requirements for implementing disaster risk assessment and monitoring by organs of state within all spheres of government.

Key performance area 3 introduces disaster risk management planning and implementation to inform developmentally-oriented approaches, plans, programmes and projects that reduce disaster risks. KPA 3 addresses requirements for the alignment of disaster management frameworks and planning within all spheres of government. It also gives particular attention to the planning for and integration of the core risk reduction principles of prevention and mitigation into ongoing programmes and initiatives. Key performance area 4 presents implementing priorities concerned with disaster response and recovery and rehabilitation.

KPA 4 addresses requirements in the Act for an integrated and co-ordinated policy that focuses on rapid and effective response to disasters and post disaster recovery. When a significant event or disaster occurs or is threatening to occur, it is imperative that there must be no confusion as to roles and responsibilities and the necessary procedures to be followed. KPA 4 describes measures to ensure effective disaster response, recovery and rehabilitation planning.

2.6 KZN DISASTER RISK MANAGEMENT POLICY FRAMEWORK

During 2010, the KwaZulu-Natal Department of Co-operative Government and Traditional Affairs prepared a Provincial Disaster Risk Management Policy Framework. The provincial disaster management 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 province as a whole’. This policy acknowledged that KwaZulu-Natal Province has diverse cultures and unique topography and it faces increasing and varying levels of disaster risk. It is exposed to a wide range of natural hazards, including earth tremors and severe storms that can trigger widespread hardship and devastation as well as man-made catastrophes.

The province’s extensive industry, coupled to the major transportation routes, inside the province as well as those leading to other major centres, present numerous challenges including hazardous materials threats and other potentially catastrophic outcomes. In addition to these natural and human-induced threats and despite ongoing progress to extend essential services to urban and poor rural communities, large numbers of people live in conditions of chronic disaster vulnerability – in underserved, ecologically fragile or marginal areas – where they face recurrent natural and other threats that range from flooding and fires to disease outbreaks and extreme cold. The recurrence of major incidents profiled the urgency for legislative reform in the field of disaster risk management, stimulating a consultative process which








resulted in Green and White Papers on Disaster Management. These important discussion and policy documents afforded opportunity for consultation with multiple stakeholder groups and provided the platform for development of draft legislation in 2000 that was consistent with emerging international trends in disaster risk reduction.

In this context, the KwaZulu-Natal provincial disaster management framework recognizes a diversity of risks and disasters that occur in the province, and gives priority to developmental measures that reduce the vulnerability of disaster-prone areas, communities and households. Also, in keeping with international best practice, the provincial disaster management framework places explicit emphasis on the disaster risk reduction concepts of disaster prevention and mitigation as the core principles to guide disaster risk management in the province.

The provincial disaster management framework also informs the subsequent development of municipal disaster management frameworks and plans, which are required to guide action in all spheres of government. KwaZulu-Natal provincial disaster management framework, in line with National legislation, comprises four key performance areas (KPA) and three supportive enablers required to achieve the objectives set out in the KPA. The KPA and enablers are informed by specified objectives and, as required by the Act, key performance indicators (KPI) to guide and monitor progress.

2.7 IMPLICATIONS FOR THE UTHUKELA DISASTER MANAGEMENT PLAN

The implications that can be drawn from the above discussed can be summarized as follows:

-  Fire-fighting services is a listed function of UThukela District Municipality
-  Disaster Management Plan is a sector plan of the legislated Integrated Development Planning Process
-  Risk reduction is considered important since it avoids loss of life, economic loss and damage to property so preventative measures are more important.
-  The municipalities are required by the law to prepare Disaster Management Plan and to establish disaster management centres and appoint heads of such centres.
-  The National and Provincial Disaster Frameworks identify the four main KPA which are institutional arrangements, disaster risk assessment and monitoring, disaster risk management planning and implementation and implementing priorities concerned with disaster response and recovery and rehabilitation.



3. HAZARD ASSESSMENT

HAZARDS A potentially damaging physical event, phenomenon or human activity, which may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.	NATURAL HAZARDS These are natural processes or phenomena occurring in the biosphere that may constitute a damaging event. Natural Hazards are typically classified into: Geological Hazards: Natural earth processes or phenomena in the biosphere, which include geological, neo-tectonic, geo-physical, geo-morphological, geotechnical and hydro-geological nature. Hydro Meteorological Hazards: Natural processes or phenomena of atmospheric, hydrological or oceanographic nature. Biological Hazards: Processes of organic origin or those conveyed by biological vectors, including exposure to pathogenic micro-organisms, toxins and bioactive substances. (E.g. Geo: Landslide, Mudslide Hydro: drought, fire, flood, hailstorm, severe storm, snow and storm surge Techno: anthrax, cholera, food poisoning, measles, polio, rabies, shigella dysentery and tuberculosis)
	TECHNOLOGICAL HAZARDS Danger originating from technological or industrial accidents, dangerous procedures or certain human activities, which may cause the loss of life or injury, property damage, social and economic degradation. (E.g. dam failures, hazardous installations, hazardous materials: road and hazardous materials: rail).
VULNERABILITY "The degree to which an individual, a household, a community, an area or a development may be adversely affected by the impact of a hazard. Conditions of vulnerability and susceptibility to the impact of hazards are determined by physical, social, economic and environmental factors or processes."	PHYSICAL 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.
	SOCIAL Highly vulnerable households in at-risk areas with limited capacity to resist or recover from external shocks (Poverty, Child-headed households or Elderly Adults with dependants).
	ECONOMIC Strategic infrastructure or lifeline services whose damage or disruption in disaster events would result in serious and widespread consequences, Commercial, agricultural and industrial zones or sites whose damage or disruption would have serious and widespread consequences.
	ENVIRONMENTAL DEGRADATION 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 (Air pollution, land degradation and water pollution).

[RISKS AND HAZARDS]

[Until recently, the approach to Disaster Management has been reactive and relief centric. A paradigm shift has now taken place from the relief centric syndrome to a more holistic and integrated approach with emphasis on prevention, mitigation and preparedness. Since 1994 the South African government's approach to dealing with disasters has changed significantly (NDMC, 2008). The change in legislation governing disasters prior to 1994 was driven by several factors. One of the main reasons was the need to bring the law into the modern era so that it would be in line with international best practices in the field of disaster risk management. In addition, the government intended to systematically mainstream disaster risk reduction into developmental initiatives at national, provincial and municipal levels. In order to distinguish between different hazard types, numerous institutions have developed a variety of hazard classifications.]

4. PRIMARY IMPACTS

4.1 NATURAL HAZARDS

4.1.1 GEOLOGICAL HAZARDS

These are natural processes or phenomena occurring in the biosphere that may constitute a damaging event. Natural Hazards are typically classified into Geological Hazards which are natural earth processes or phenomena in the biosphere. These include geological, neo-tectonic, geo-physical, geo-morphological, geotechnical and hydro-geological nature. The examples of geological hazards are landslide, mudslide, rockslides, liquefaction and subsidence.

4.1.2 BIOLOGICAL HAZARDS

Biological Hazards are the processes of organic origin or those conveyed by biological vectors, including exposure to pathogenic micro-organisms, toxins and bioactive substances. These include the epidemic diseases affecting people or livestock, veld fires, plant infestations such as anthrax, cholera, food poisoning, measles, polio, rabies, shigella dysentery and tuberculosis.

4.1.3 HYDRO-METEOROLOGICAL HAZARDS

Hydro Meteorological Hazards are a natural processes or phenomena. These include atmospheric or hydrological such as floods, debris flows,

tropical cyclones, storm surges, severe storms, drought and desertification.

4.2 TECHNOLOGICAL HAZARDS

Industrial pollution, nuclear activities, toxic waste, dam failure, transport accidents, hazardous installations, industrial pollution, nuclear activities, toxic waste, dam failure, transport accidents, hazardous material by road and rail, aircraft accidents, vehicle accidents and dam failures.






4.3 ENVIRONMENTAL DEGRADATION

The environmental degradation is a root cause for some of the disasters which are created by human. The human activities that create these disasters are air pollution, water pollution, overgrazing and irresponsible developments. The disasters that emerge from these include land degradation, desertification and diseases outbreak such as cholera outbreak and ground water pollution.

4.4 HISTORY OF DISASTERS IN UTHUKELA DISTRICT

The following disasters have taken place within UThukela District Municipality in the past:



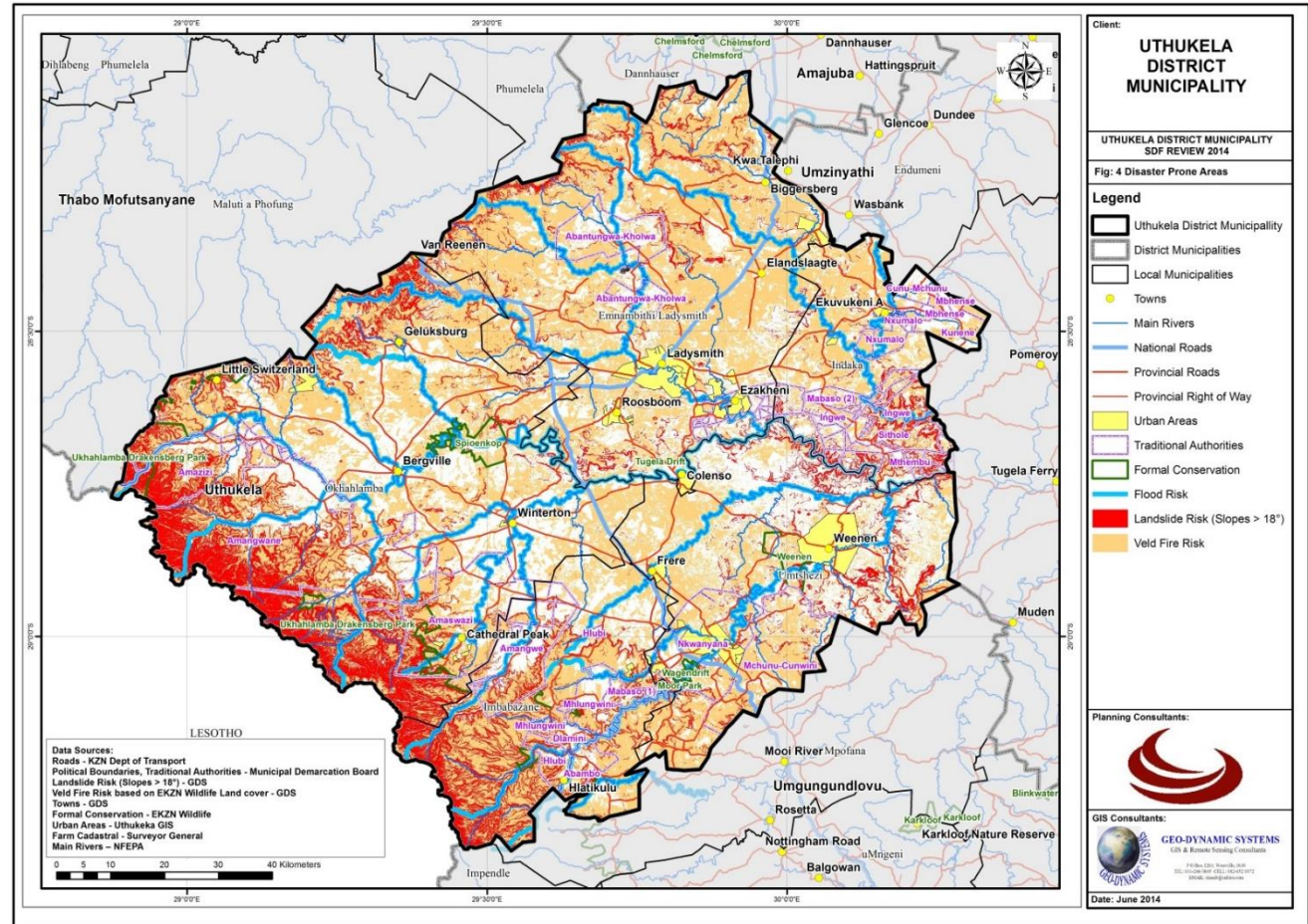
-  Hail – Heavy Hail Stones Rain took place on the 12th of December 2012 in Ladysmith. This devastating hailstorm damaged more than 200 houses.
-  Estcourt was struck by a severe hail storm. On the 6th of February 2012 areas bore the brunt of the storm with Colita, Lyndhurst, Rensburg and Mabalonini suffering the most damage. Many businesses in town also suffered damage to buildings, goods and many houses also had their roofs blown away by the rasping winds that accompanied the storm.
-  Floods – During 1994 there were 400 families that suffered due to floods and had to be evacuated. This total damaged cost was R50million. The flood damage also took place in Ladysmith on 1996. The revamp of the damaged infrastructure cost was R25 million.
-  Ekuvukeni also experienced the worst flooding in 30 years which occurred in 1996. This lead to damages estimated at R500 million.
-  In October 1909, a mine (BC Coal Mine) in Ladysmith experienced explosion. Thirty-two (32) miners who lost their lives in the extension mine of the Wellington colliery company near here as a result of an explosion of fire damp. Sixty miners were entombed by the explosion but 25 of them were rescued, all badly injured, the timbers in two levels at once igniting and the fire spreading with great rapidity

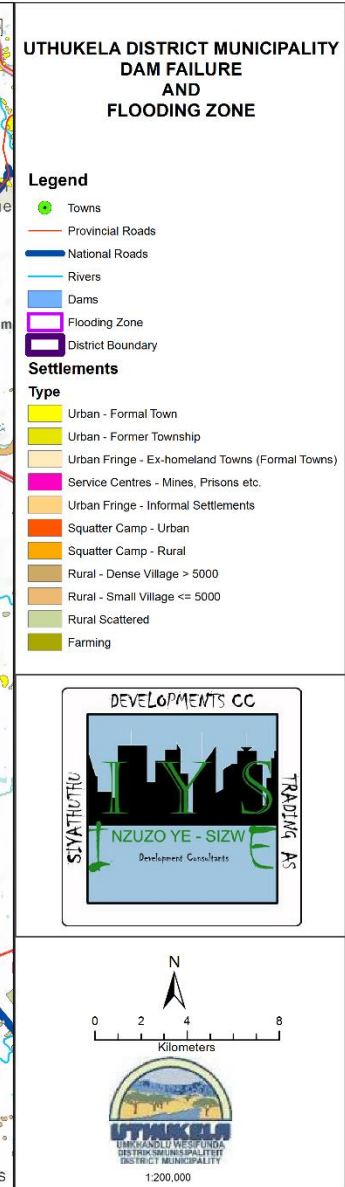


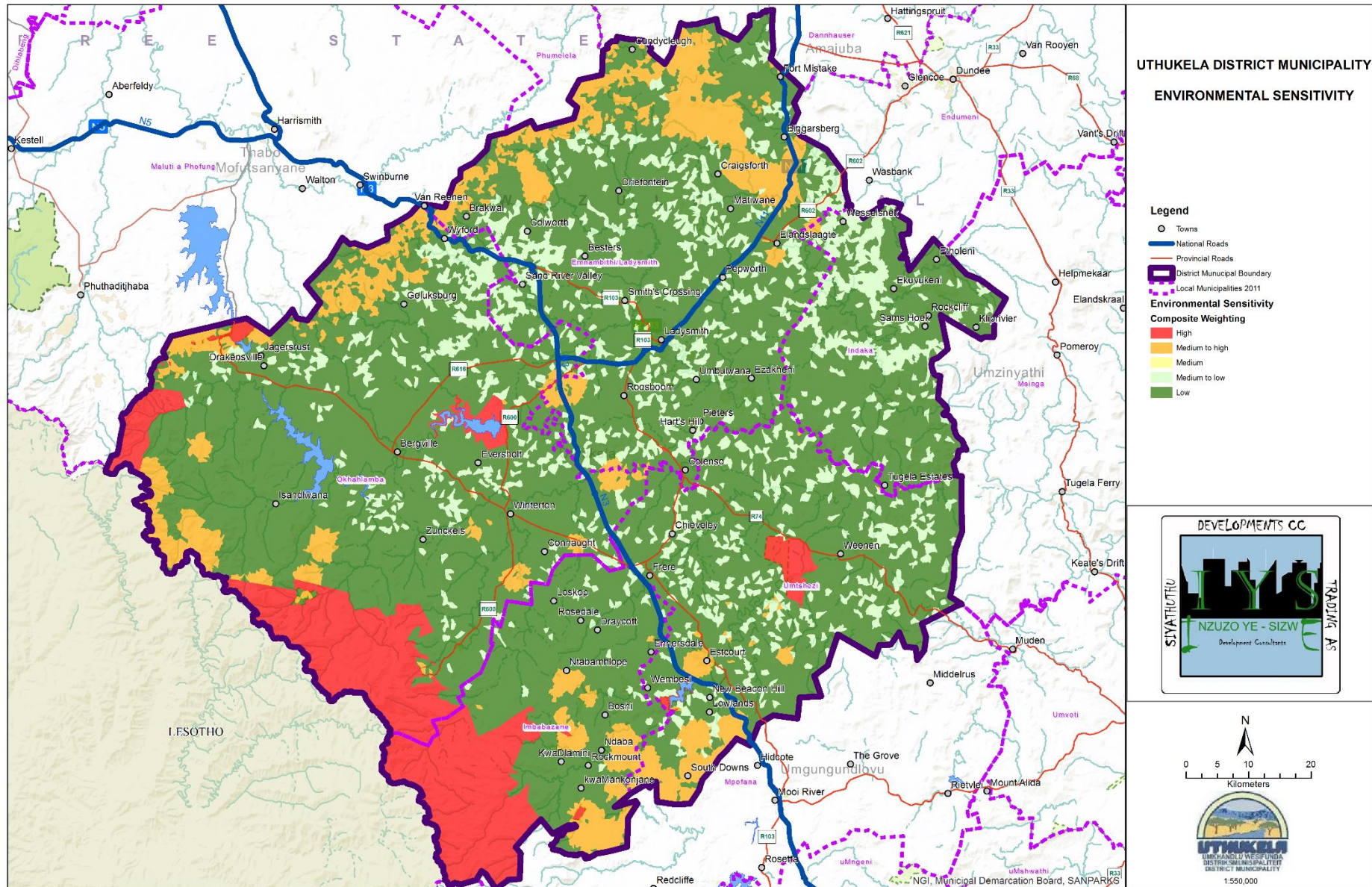
5. VULNERABILITY ANALYSIS

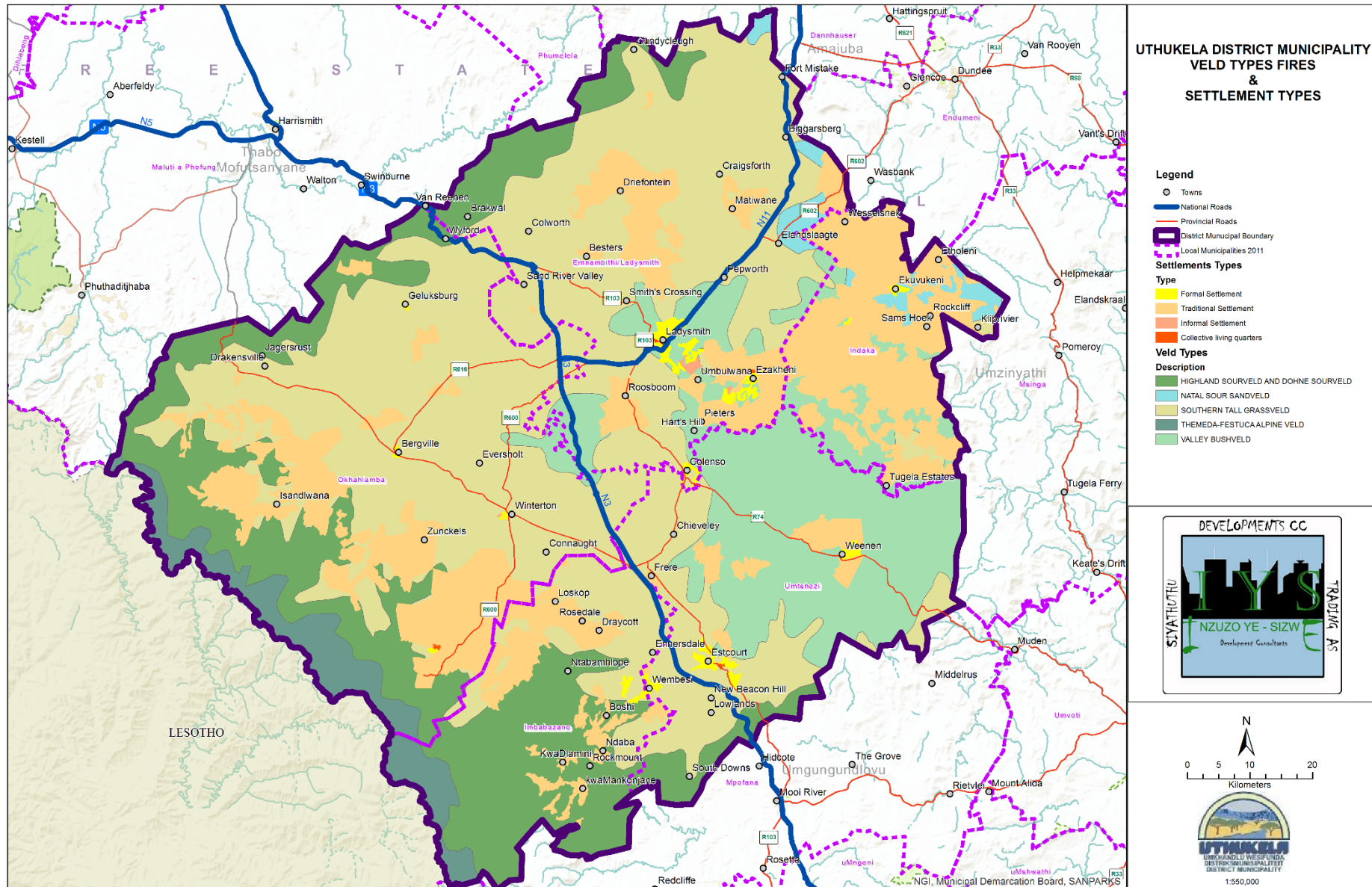
5.1 ENVIRONMENTAL VULNERABILITY ANALYSIS

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. 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. The typical damages occur in the form of air pollution, land degradation and water pollution. The environment is especially vulnerable in terms of the quality and quantity of the water resource where people are directly dependant on it for potable water supply. Wetlands, lakes, rivers, protected areas and game ranches are vulnerable to any form of pollution. The ecological health of these systems is of extreme importance to ensure sustainable development, a healthy biosphere and therefore encouraging eco-tourism.

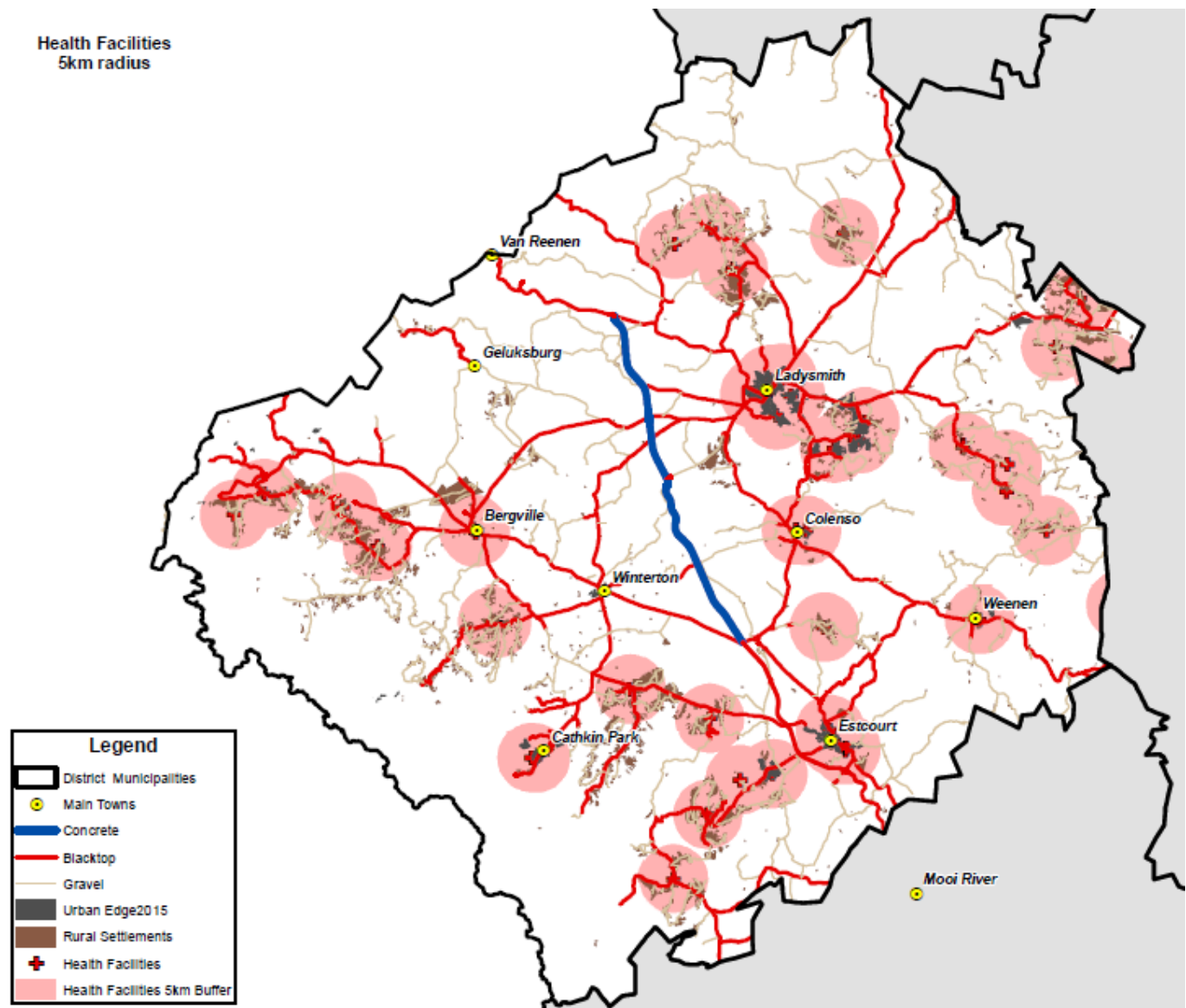






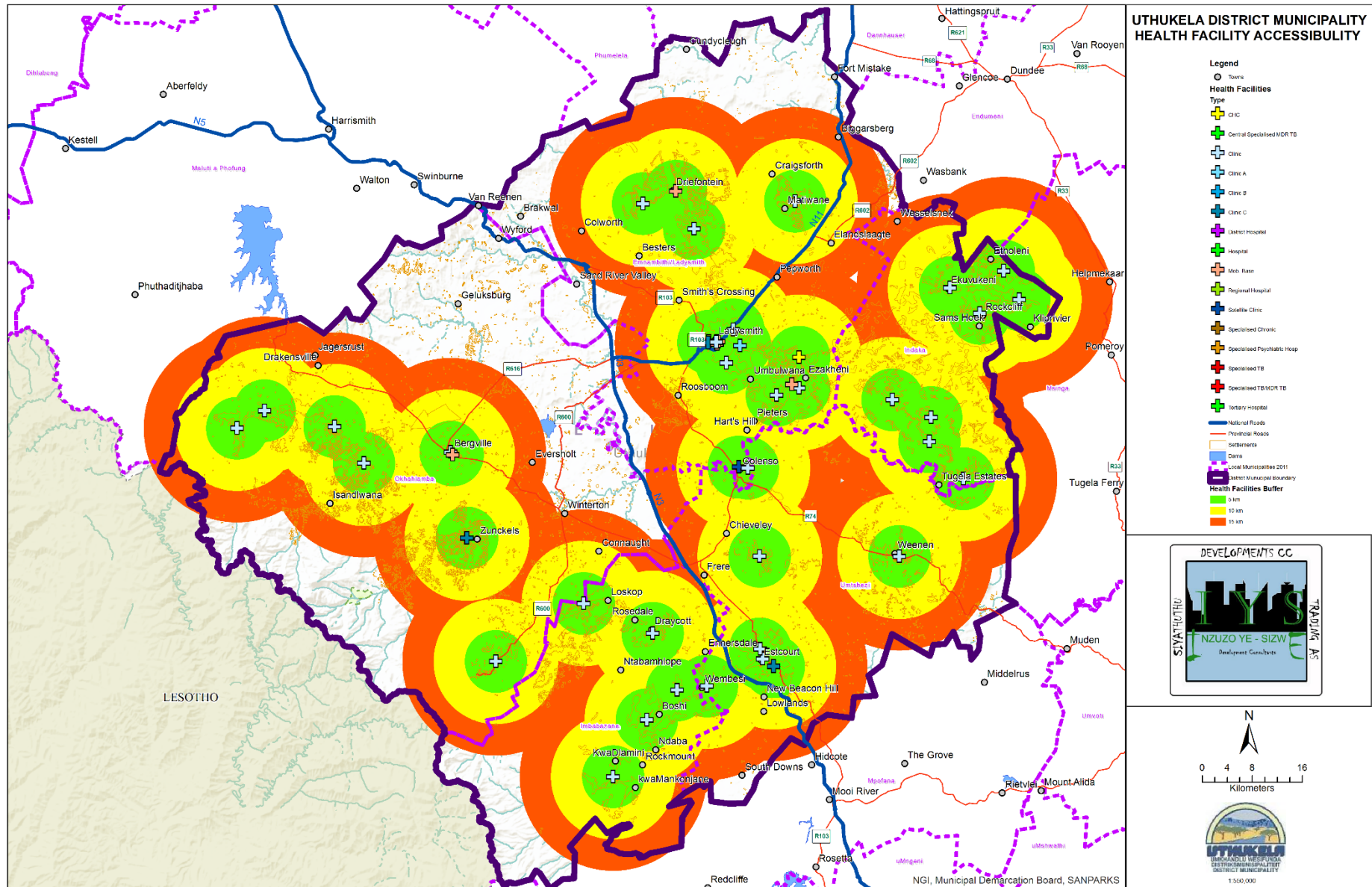


5.2 CRITICAL FACILITIES VULNERABILITY ANALYSIS



This analysis focuses on determining the vulnerability of key individual facilities or resources within your area. Critical facilities play an important role in case of a disaster event. It is necessary to know the locations of these facilities, as they often play a crucial part during of the response phase. It is for example necessary to know where the closest hospitals, clinics, church halls, mortuaries, airfields, helicopter pads etc. are to be able to house, bury, evacuate people, or to bring in additional resources. The location of water supplies, pipelines, telephone cables, power stations etc. are important resources that's operation and accessibility should be given priority during a disaster event. Loss of electrical power causing lack of heating, lack of refrigeration, limited fuel supplies inhibiting rescue operations, and lack of communications can severely impact on disaster coordination capability.





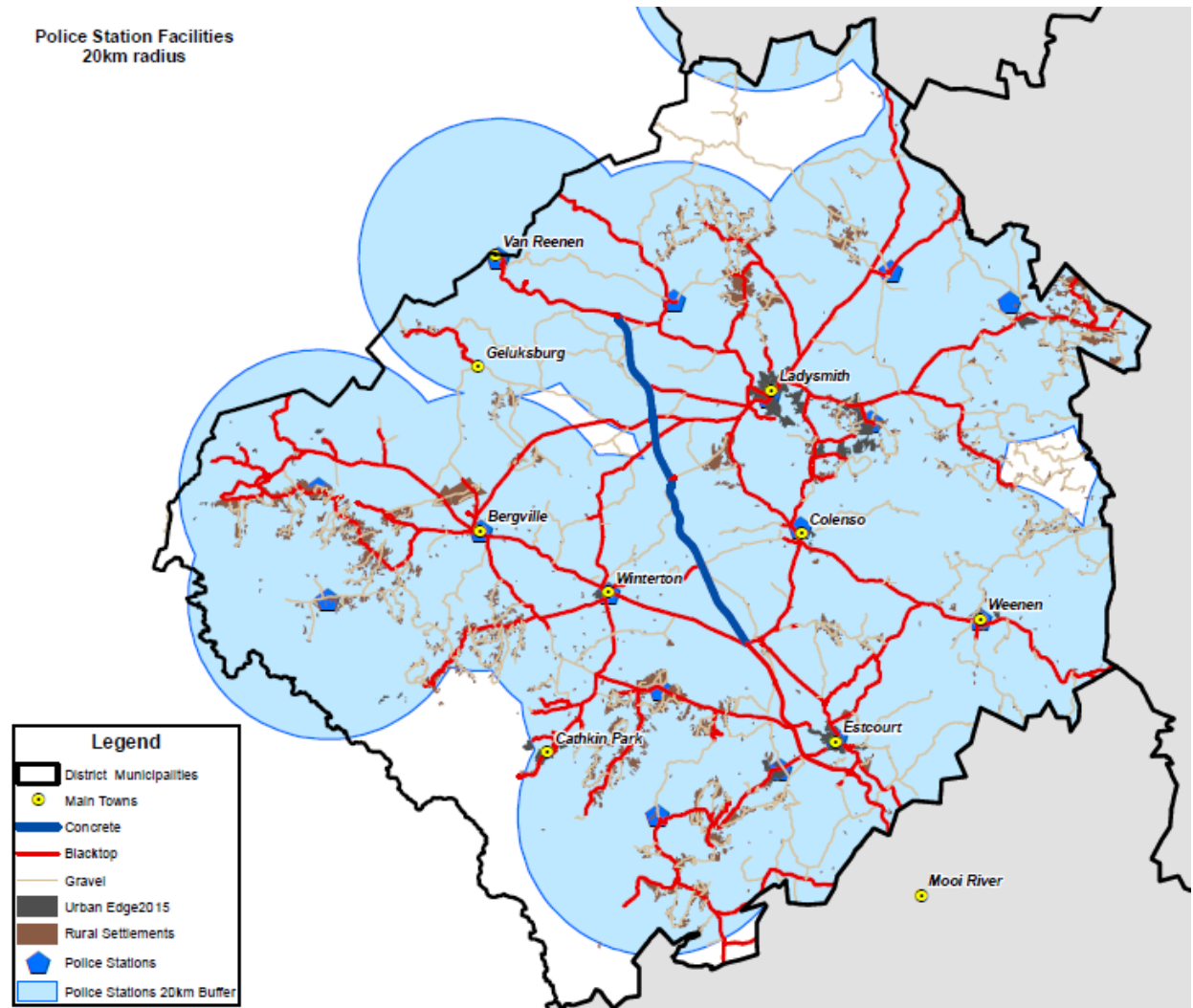
5.3 ACCESS TO EMERGENCY SERVICES

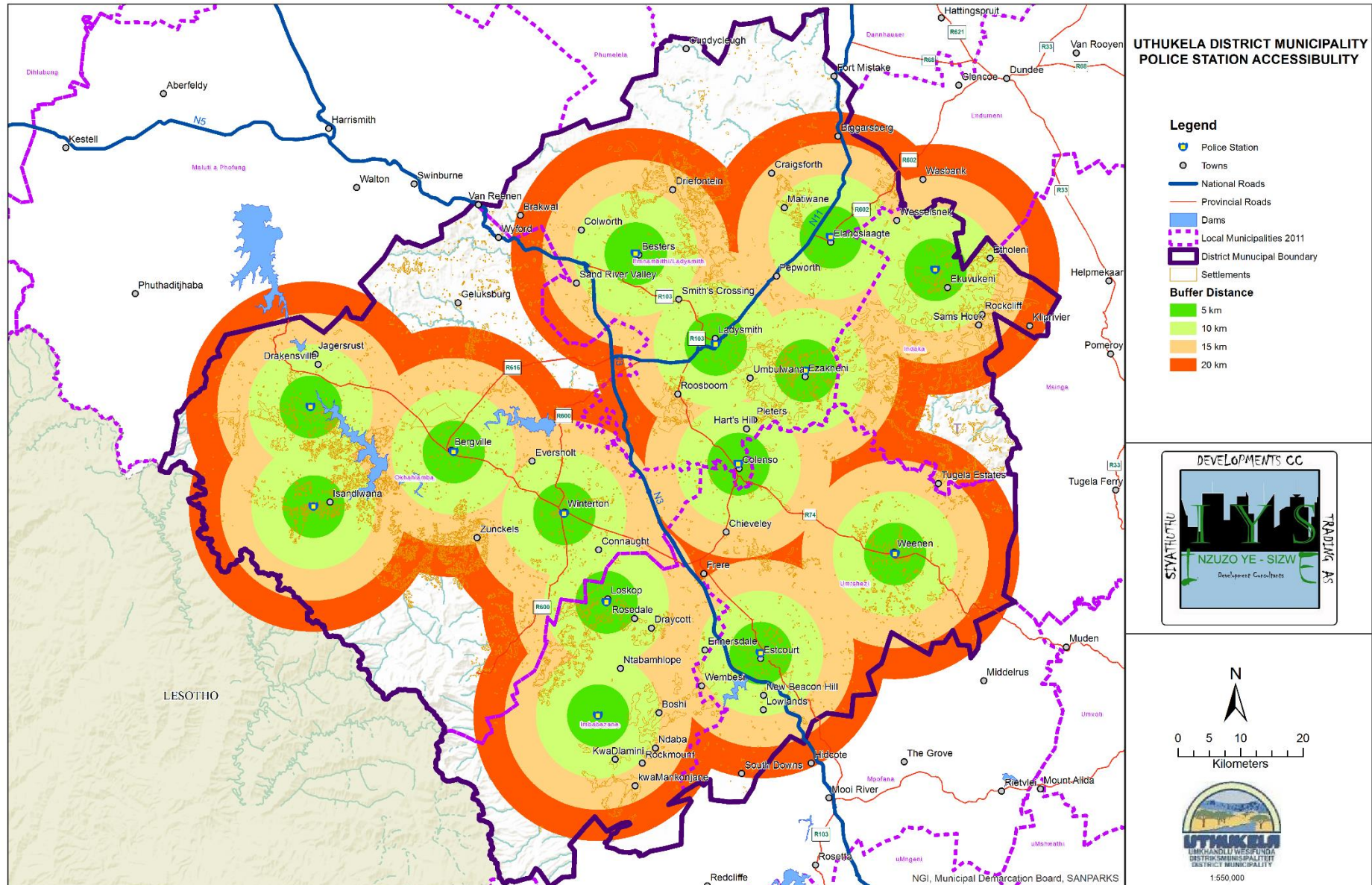
This assesses the proximity of emergency facilities the disaster prone areas. These facilities would include fire rescue and ambulances in relation to the spatial configuration of the settlements that these serve. The intention is to establish the efficiency of the existing facilities to attend to the disasters that may take place within those areas.

5.4 SOCIETAL VULNERABILITY ANALYSIS

The focus of this analysis is to identify those neighbourhoods where individual resources are minimal. The limited availability of resources in a community suggests that the community might be vulnerable, or susceptible, to any hazard event. This includes highly vulnerable households who are at risk with limited capacity to resist or recover from external shocks such as poverty stricken households, child-headed households and elderly/ adults with many dependants. These areas could be most dependent on public resources after a hazard event and thus could be good investment areas for risk reduction activities. It could also imply that some communities need special attention during a disaster event, such as making sure the language used in official communications is understood by all.

Police Station Facilities
20km radius

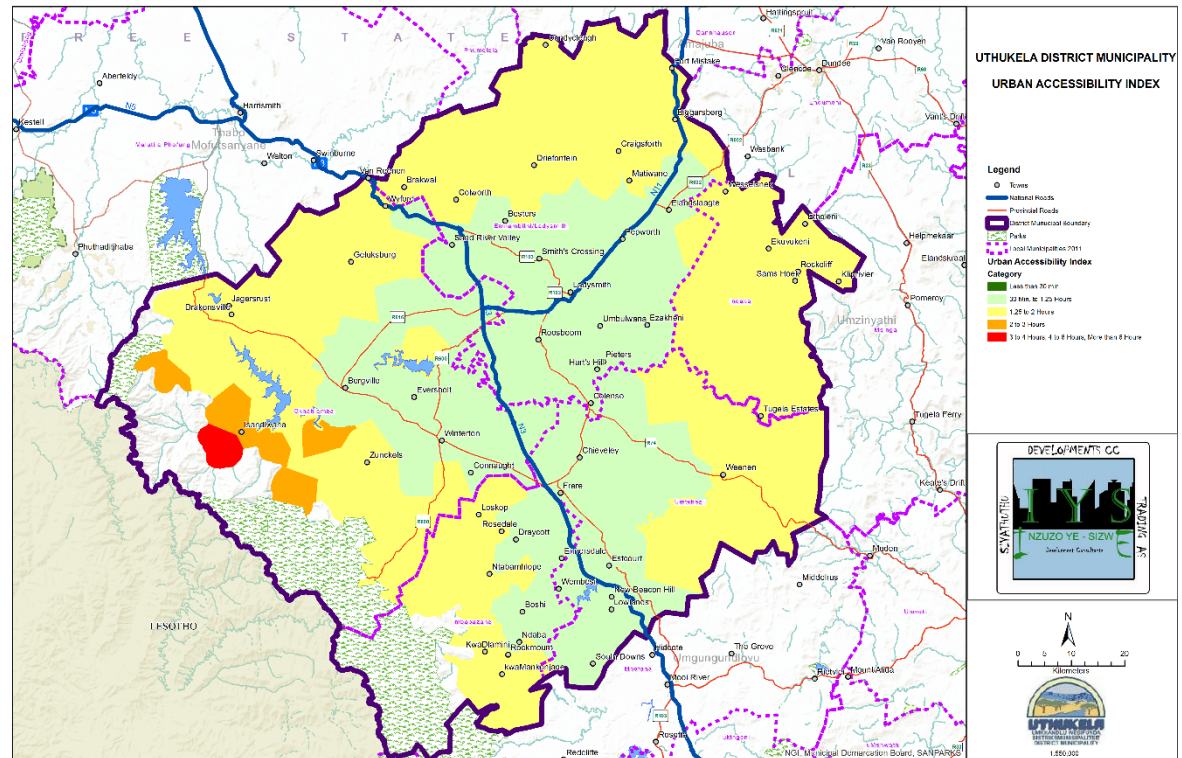


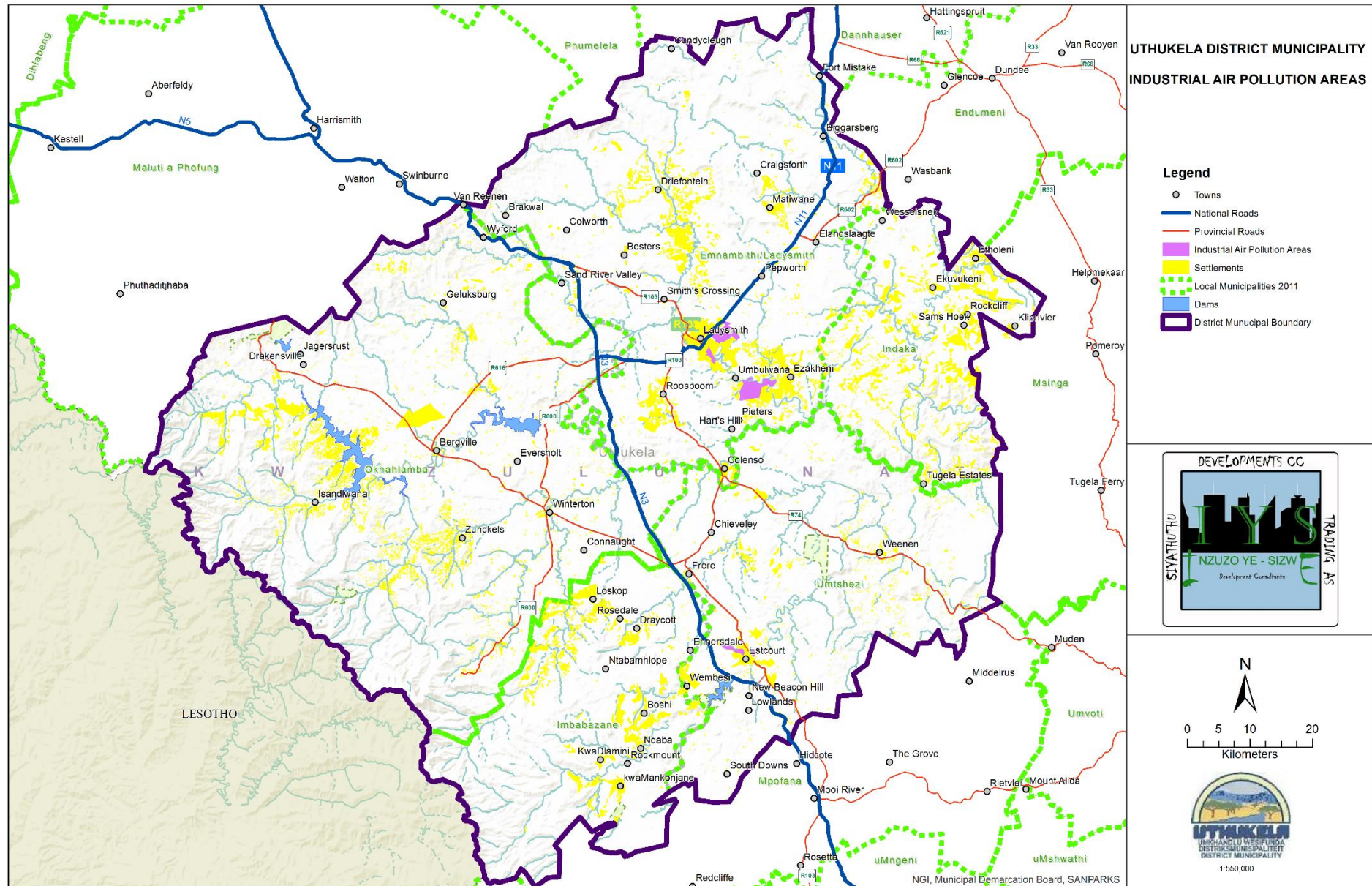


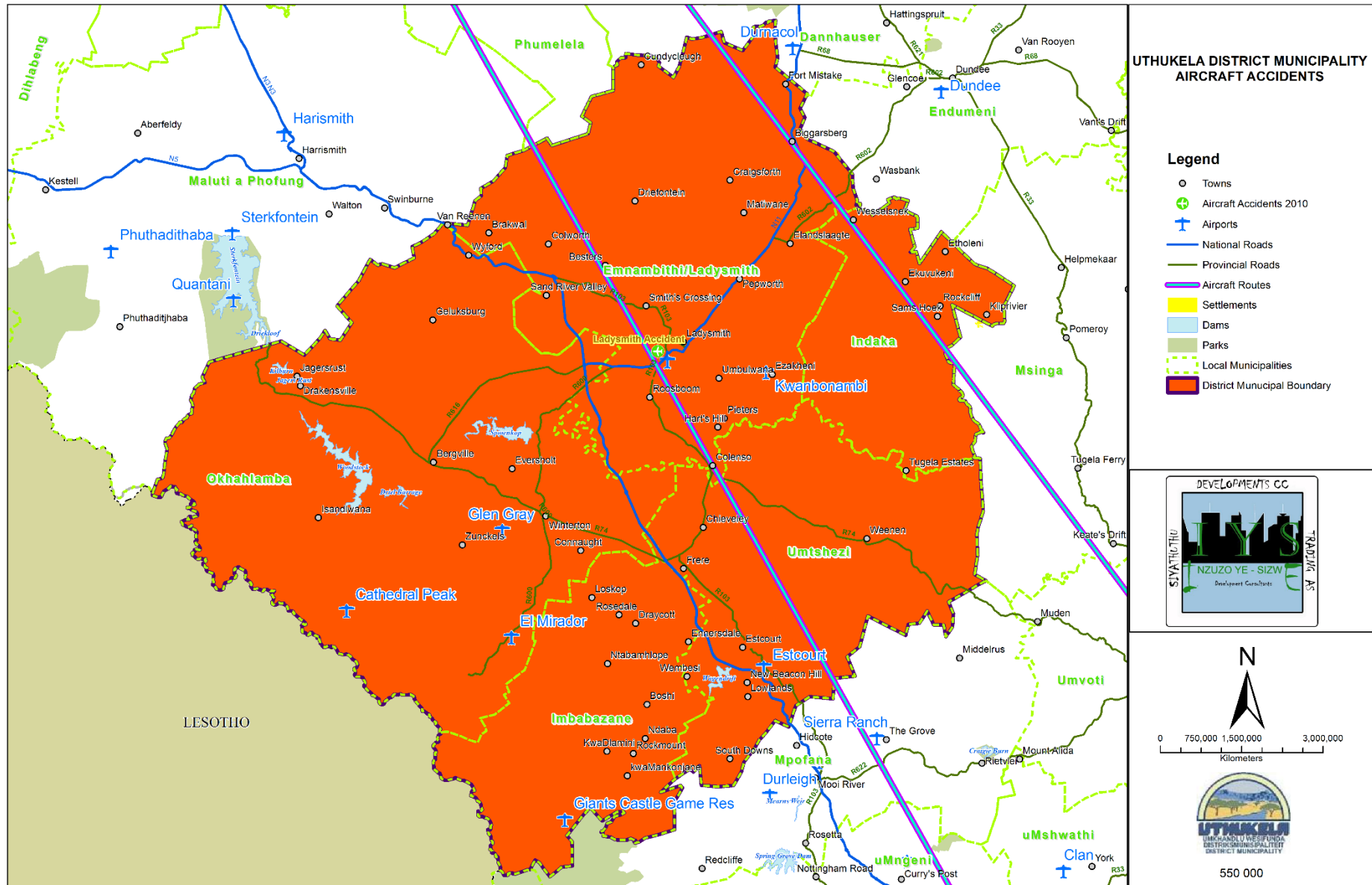
5.5 ECONOMIC VULNERABILITY ANALYSIS

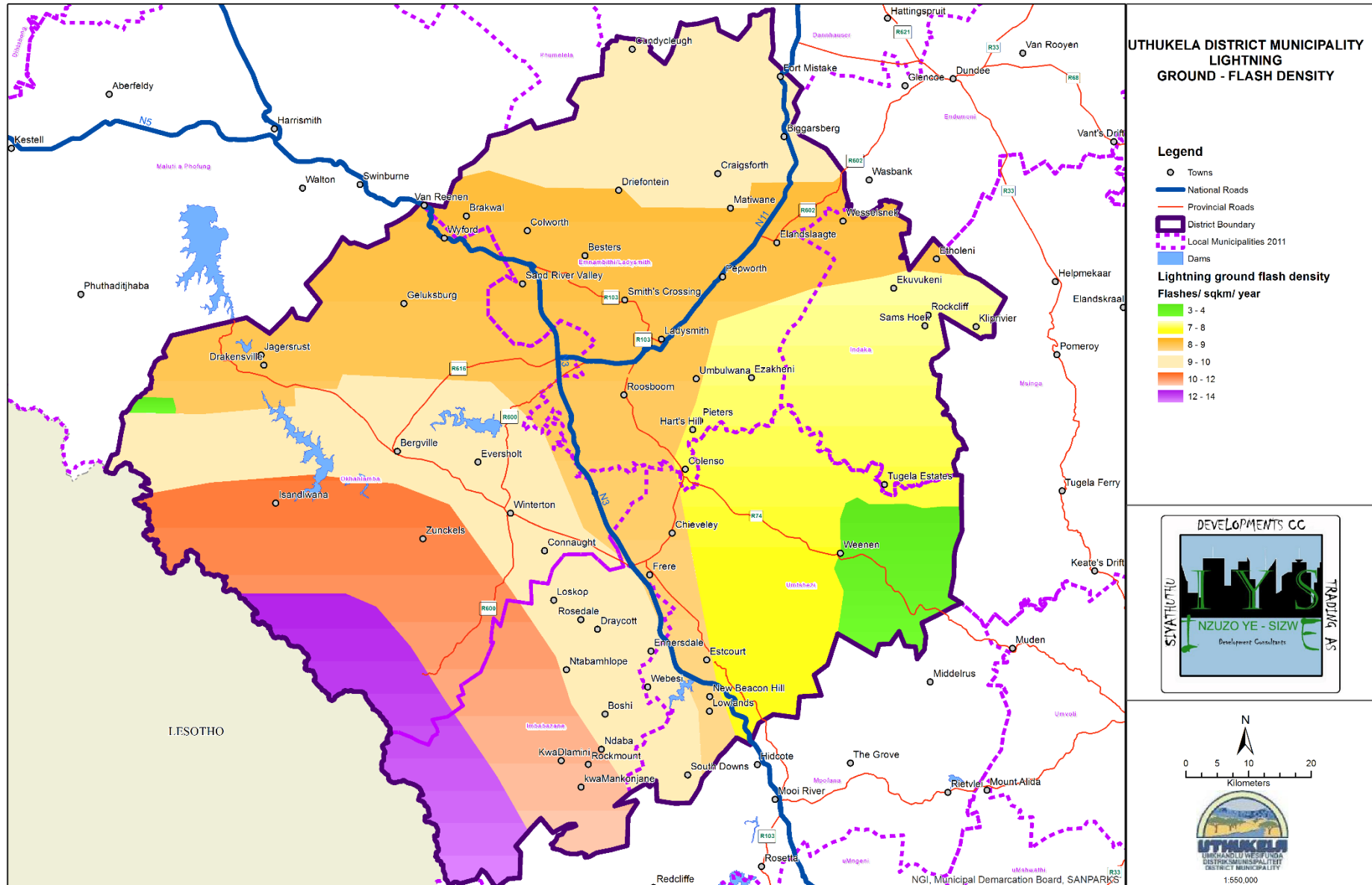
The purpose of this analysis is to identify the economic vulnerabilities to hazard impacts. This involves strategic infrastructure or lifeline services whose damage or disruption in disaster events would result in serious and widespread consequences, commercial, agricultural and industrial zones or sites whose damage or disruption would have serious and widespread consequences that can compromise the economy. Economic engines, industrial or financial centres and areas that have large work forces per unit area, are also extremely vulnerable as a single event can result in a large absolute loss and disrupt the economy of the area through loss of products, workforce, premises, skill and a disruption of business processes. Economically speaking, subsistence farmers are more susceptible to drought, pests, fire and floods due to their lack of coping mechanisms. A severe event can imply the total loss of income for a community, with resulting secondary implications, such as land degradation, societal factors, food deficiency and disease. Commercial farmers often have mechanisms in place to assist them, such as irrigation, access to insurance and early warning systems to adapt to changing conditions.

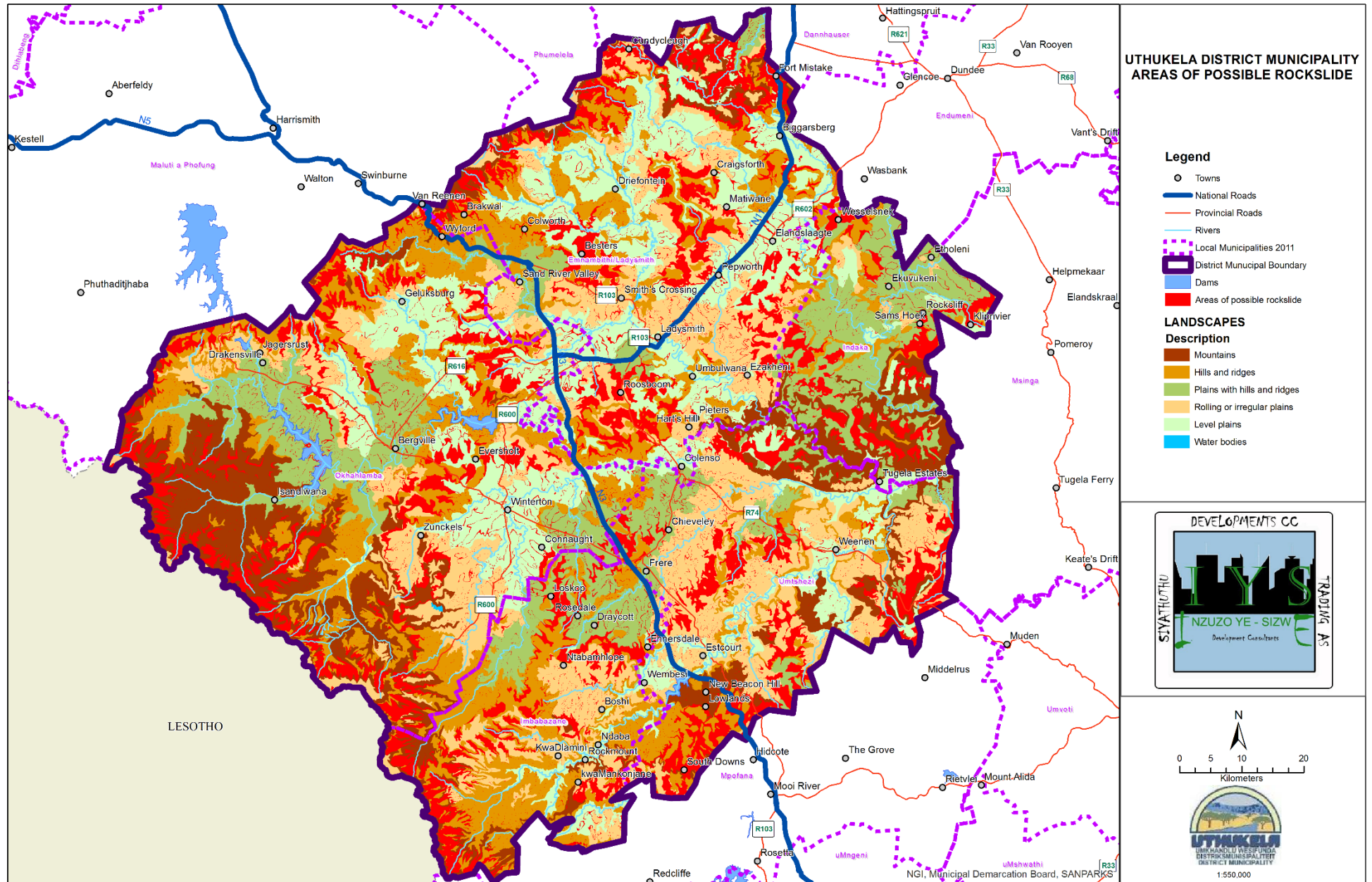
Although they are not as vulnerable to a specific event as subsistence farmers, the resulting absolute monetary impact and losses for the farmer and the economy will be much higher in case of a destructive severe event. The importance of the sector is not only in terms of its contribution to the economy of the district but it's potential to contribute to rural livelihoods and its general potential to stimulate local economic development.

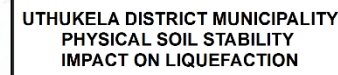












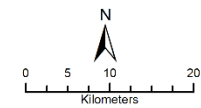
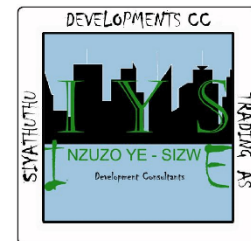
Legend

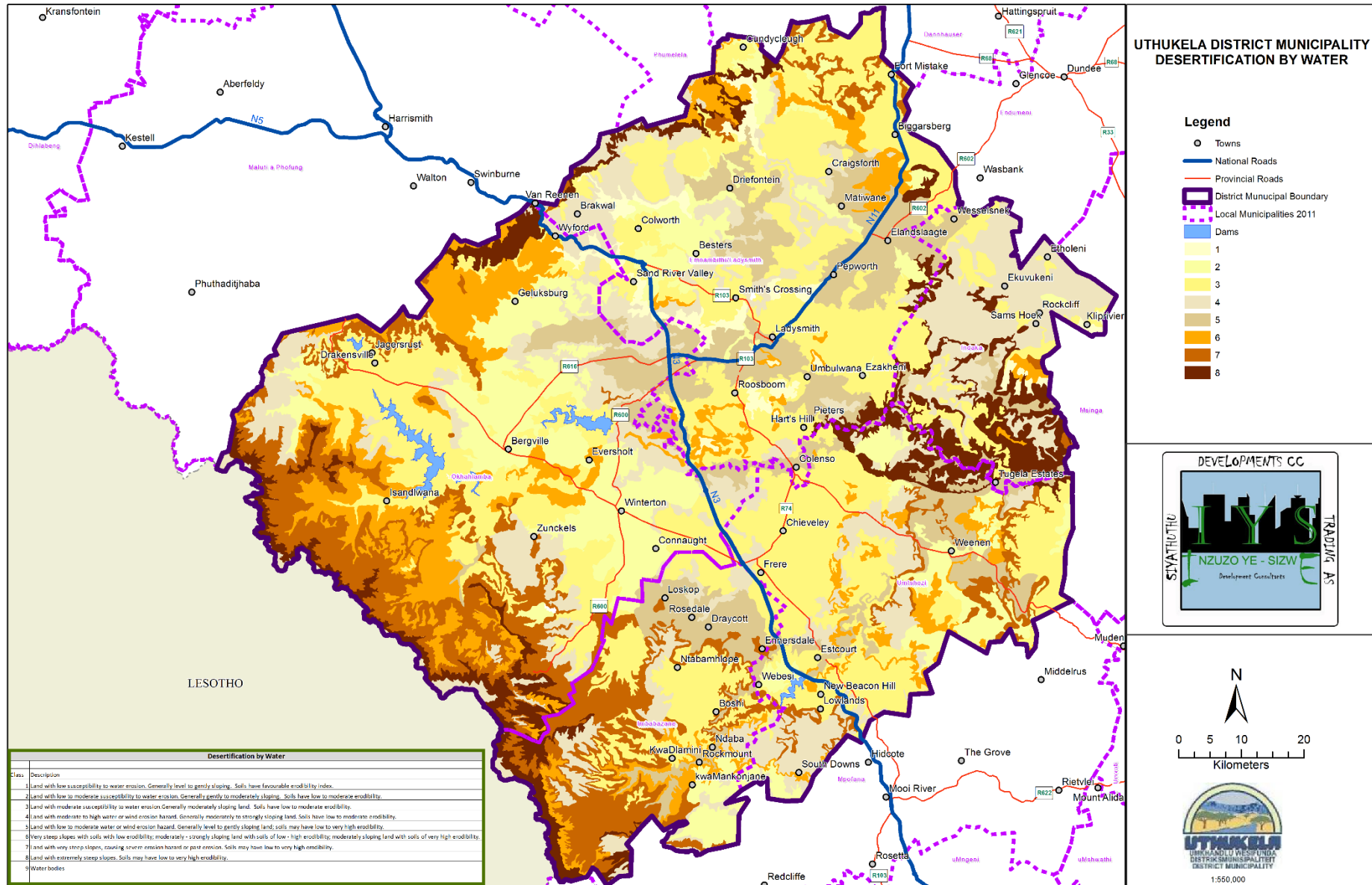
- Towns
- National Roads
- Provincial Roads
- District Municipal Boundary
- Local Municipalities 2011
- Dams

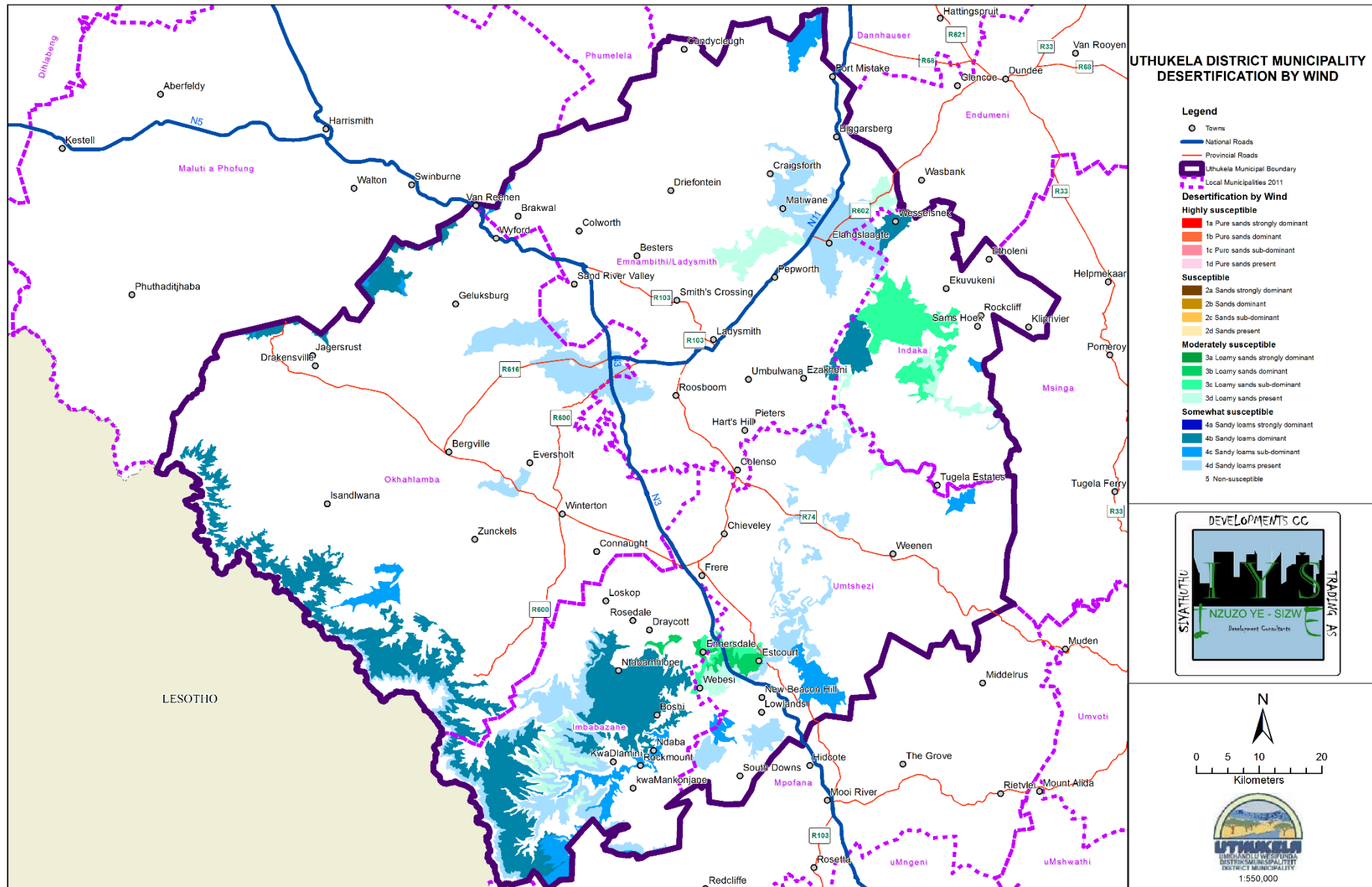
Soil Stability Impact on Liquefaction

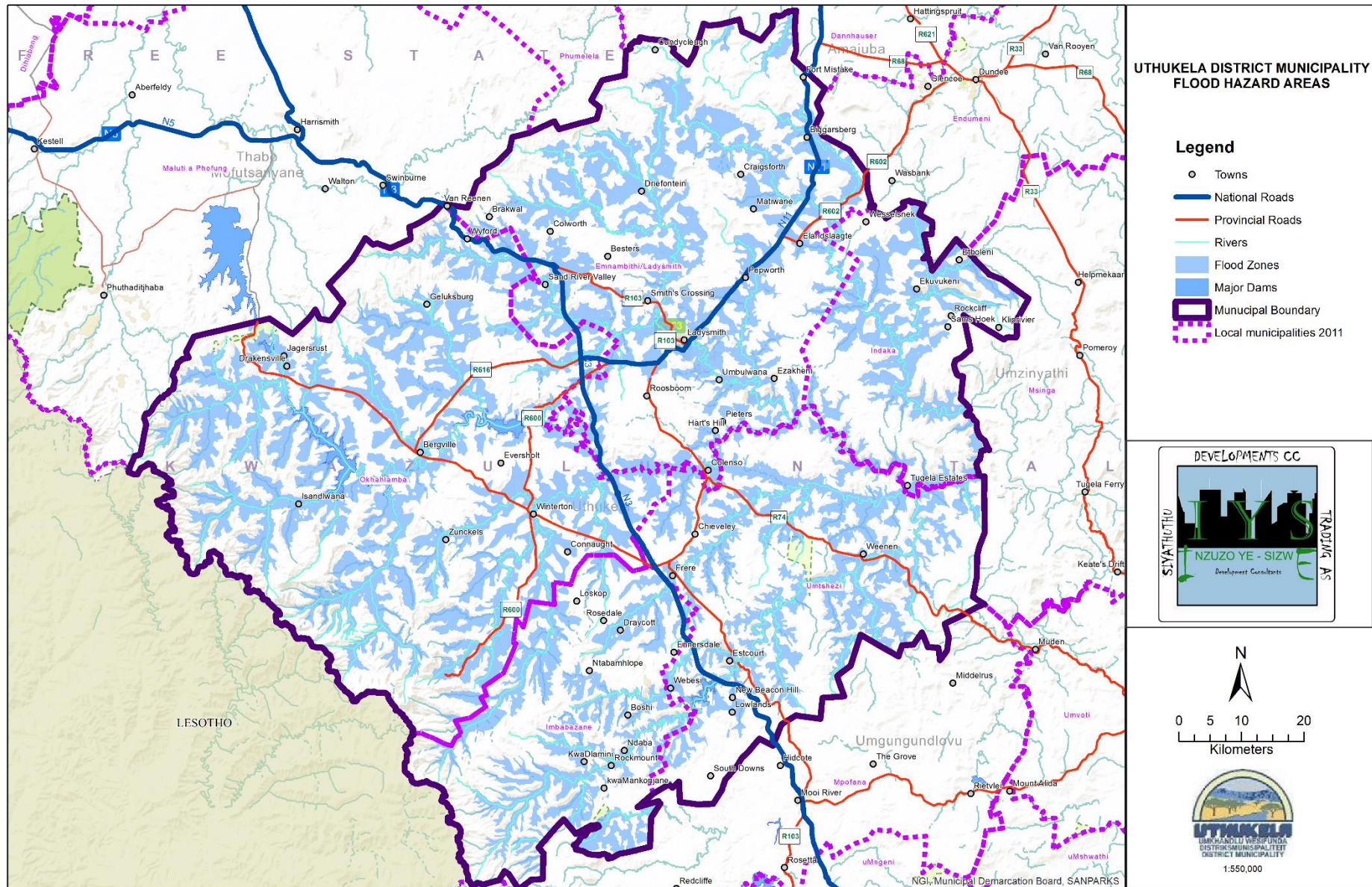
Stability

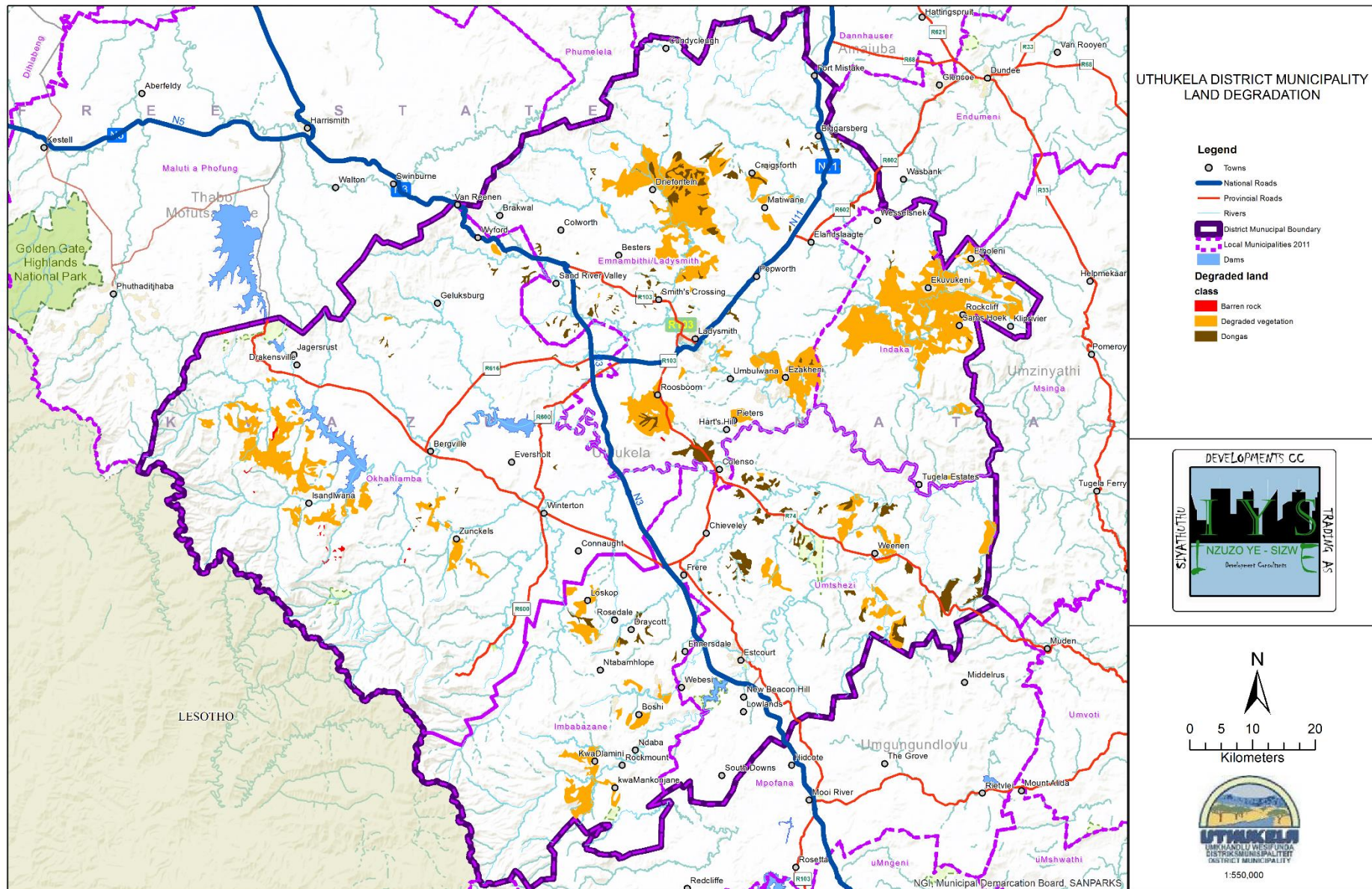
- 0 - 20
21 - 40
41 - 60
61 - 80
81 - 100
















6. RELATIVE RISK ASSESSMENT AND PRIORITISATION


6.1 METHODOLOGY

The disaster risk profiling assessment normally produces so many hazards that must be addressed that the sheer volume of work tends to be overwhelming. Consequently, a Relative Risk Prioritisation Assessment is conducted to assist the Local Municipalities in their risk management planning. A Relative Risk Prioritisation Assessment will normally involve the following action steps:

-  Quantify Risks of Communities: The first step would be to quantify the risks to which communities in the region are exposed to.
-  Conduct Risk Manageability Analysis: Thereafter, an assessment of the degree to which a community can intervene and manage the negative consequences of a hazard event must be conducted.
-  Determine Risk Priorities: Lastly, the relative risk priorities must be calculated, using a relative risk prioritisation model.




The Relative Risk Prioritisation refer to exposure: The exposure of a community to a particular risk, or hazard, is assessed and classified in three categories, namely:

-  Continuous – Should a community be continuously exposed to a hazard, such as, a toxic waste site, they might be extremely vulnerable to the hazard.
-  Occasional – Should a community occasionally be exposed to a hazard; they might not be vulnerable to that hazard.

-  Seldom – Communities that are never exposed to a hazard will not be vulnerable to that hazard.




Criteria		Total Risk	Disaster Management Intervention Required
Exposure	Continuous	Destructive	Urgent Mitigation Intervention
	Occasional		
	Seldom		
Probability	Likely	Tolerable	Mitigation Intervention
	Normal		
	Unlikely		
Severity	Extreme	Safe	Preparedness Planning
	Moderate		
	Insignificant		

Probability: The probability of a hazard occurring will be assessed and classified in three categories, namely:

-  Likely = hazards in this category will have a very high probability of occurring;
-  Normal = hazards in this category will have a normal probability of occurring; and grievances
-  Unlikely = hazards in this category will have an unlikely probability of occurring.




Severity: The severity of the hazard, should it occur, will be accessed and the hazards will be classified into the following three categories:



-  Extreme = hazards in this category will hold extreme consequences to a community. (rating = 3)
-  Moderate = hazards in this category will hold moderate consequences to a community. (rating = 2)
-  Insignificant = hazards in this category will hold Insignificant consequences to a community. (rating = 1)









This information immediately show which hazards must be addressed as a matter of extreme urgency and it is strongly recommended that the Municipality initially address these hazards in their disaster management planning cycle. A practical example of the output generated by the hazard prioritisation model is given in, from which the following is evident:

Food Insecurity: The region in the example is currently in a drought, the unemployment in the region is very high, but the population of the region is relatively small. Consequently:

-  Exposure: The exposure of the community to food insecurity is continuous as most of the residents are subsistence farmers and the worsening drought means that their crops are failing. Every meal is therefore a challenge to the residents and the community is extremely vulnerable to the hazard.
-  Probability: The probability of the hazard occurring is, as the area is currently experiencing a drought and the seasonal forecasts indicate that the drought will worsen.
-  Severity: The severity of the hazard is less, because the number of people residing in the area is small.

Risk	Exposure	Probability	Severity	Total Risk	Disaster Management Planning Required
Food Security	Continuous (3/3)	Likely (3/3)	Moderate (2/3)	Destructive (18/27)	Urgent Mitigation Planning
Veld Fires	Occasional (2/3)	Normal (2/3)	Extreme (3/3)	Tolerable (12/27)	Mitigation & Preparedness Planning
Flooding	Seldom (1/3)	Unlikely (1/3)	Moderate (2/3)	Safe (2/27)	Preparedness Planning
Landslides	Seldom (1/3)	Unlikely (1/3)	Moderate (2/3)	Safe (2/27)	Preparedness Planning

The resulting Hazard Prioritisation is therefore:

-  Veld Fires: Veld fires has also been identified as a hazard:
-  Exposure: Veld fires occur occasionally; hence the exposure to the hazard was assessed as.
-  Probability: The probability of the hazard occurring was assessed as.
-  Severity: The severity of the hazard occurring was assessed as, because of the large plantations in the region.
-  Flooding: Flooding was also identified as a hazard:
-  Exposure: Floods only occur seldom; hence the exposure to the hazard was assessed as.
-  Probability: The probability of the hazard occurring was assessed as.
-  Severity: The severity of the hazard occurring was assessed as because of the number of people residing adjacent to rivers in the region.













6.2 RISK QUANTIFICATION


This analysis focuses on quantifying the risks to which communities in the region are exposed to. The Risk Quantification has been conducted at a Local Municipality level.

6.3 RISK MANAGEABILITY

This analysis focuses on determining the degree to which a community can intervene and manage the negative consequences of a hazard event. Questionnaires were sent out to all municipalities to determine their ability to manage risk. The degree to which a community can intervene and manage the negative consequences of a hazard event will depend on the following:

-  Awareness: The over-all awareness of people living in a potential impact area of a hazard to that hazard is one of the factors that determine the risk manageability of a community. Rate the awareness of people in the primary impact area of a hazard to that particular hazard on a three-point scale (good = 3; modest = 2; poor = 1).
-  Legislative Framework: The legislative framework that governs a particular hazard event is one of the factors that determine the risk manageability of a community. Rate the legislative framework of a hazard occurrence on a three-point scale.
-  Early Warning Systems: Rate the early warning system for a hazard event on a three-point scale.


-  Government Response: Rate the response of your municipality and the provincial government to a hazard event on a three-point scale.
-  Government Resources: Rate the resources available to your municipality and the provincial government for a hazard event on a three-point scale.
-  Existing Risk Reduction Measures: Rate the existing risk reduction measures of the municipality and the provincial government to a hazard event on a three-point scale.
-  Public Participation Measures: Rate the existing public participation measures of the municipality and the provincial government to a hazard event on a three-point scale.
-  Municipal Management Capabilities: Rate the over-all management capability of the municipality for a hazard event on a three-point scale. A simple mathematical model (formula given below) can be utilised to quantify the degree to which a community can intervene and manage the negative consequences of a hazard event:
-  Risk Manageability Score 18: Should the risk manageability score of a particular hazard event impacting on a community be higher than 18, that community has a very high level of manageability and it is unlikely that the hazard event will impact negatively on the community.
-  $8 < \text{Risk Manageability Score} < 18$: If the risk manageability score of a particular hazard event impacting on a community is between 8 and 18, that community has a modest level of manageability and it is likely that the hazard event will impact negatively on the community.


 Risk Manageability Score 8: Risk manageability scores of a particular hazard event impacting on a community lower than 8 account for a community with a poor level of manageability and it is highly likely that the hazard event will impact negatively on the community.


community is modestly prepared for the hazard event. You must prepare a combination of Risk Reduction Interventions and Preparedness Planning for these hazard events.

6.4 RELATIVE RISK PRIORITIES

This analysis focuses on calculating the relative risk priorities of a hazard event, using a simplified risk prioritisation model. A simple mathematical model (formula given below) was utilised to calculate the relative priorities of the risk to which communities in your region are exposed:

 Relative Risk Priority 1: Relative risk priorities of a particular hazard event impacting on a community lower than 1 translates in very little risk for a largely prepared community. You must prepare Preparedness Plans for these hazard events.

 Relative Risk Priority 2: Should the relative risk priority of a particular hazard event impacting on a community be higher than 2, that community faces a potentially destructive risk with a high probability of occurrence, for which they are unprepared. This combination is a disaster in the making and indicates that you must prepare Urgent Risk Reduction Interventions for these hazard events.

 $1 < \text{Relative Risk Priority} < 2$: If the relative risk priority of a particular hazard event impacting on a community is between 1 and 2, the risks to which these communities are exposed are tolerable and the



7. DETAILED DISASTER HAZARD, VULNERABILITY AND RISK ASSESSMENT

There are a number of risks and hazards that UThukela Area of Jurisdiction is exposed to, however the level of vulnerability and exposure is not the same. This implies that not all risks and potential hazards can trigger disasters within the area. A detailed assessment of hazards by exposure, severity and probability assists this process of analysis which can eventually define the hazards that can create disasters within UThukela District. This is further broken down to local municipalities with the intention of ensuring that the assessment is robust enough for all the local government structure to have an understanding of the magnitude of their potential risk. However, this assessment should not be read in isolation from the local disaster management plans that the local municipality prepares.

7.1 UTHUKELA DISTRICT MUNICIPALITY

Hazard	Exposure	Severity	Probability
Flooding	Occasional	Extreme	Likely
Strong winds and storms	Seldom	Moderate	Normal
Snowfall	Occasional	Moderate	Normal
Chlorine leakage or an hazcem incident	Seldom	Moderate	Normal
Run away felt fires	Occasional	Extreme	Likely
Large industrial fires, bulk depots spillages or fires	Seldom	Insignificant	Unlikely
N3 or N11 incidents	Occasional	Moderate	Likely

Hazard	Exposure	Severity	Probability
Urban & Settlement Fire	Continuous	Extreme	Normal
Erosion	Occasional	Moderate	Likely
Degradation	Seldom	Insignificant	Normal
Water pollution	Seldom	Insignificant	Unlikely
Air pollution	Seldom	Insignificant	Unlikely
Hazmat	Seldom	Insignificant	Unlikely
Lightning	Occasional	Extreme	Normal
Dam failure	Seldom	Insignificant	Unlikely

7.2 LADYSMITH LOCAL MUNICIPALITY

Hazard	Exposure	Severity	Probability
Flooding	Occasional	Moderate	Likely
Strong winds and storms	Continuous	Moderate	Likely
Snowfall	Occasional	Moderate	Likely
Chlorine leakage or an hazcem incident	Continuous	Moderate	Moderate
Run away felt fires	Occasional	Extreme	Likely
Large industrial fires, bulk depots spillages or fires	Occasional	Extreme	Unlikely
N3 or N11 incidents	Continuous	Moderate	Likely



7.3 UMTSHEZI LOCAL MUNICIPALITY

Hazard	Exposure	Severity	Probability
Fire	Occasional	Extreme	Likely
Floods	Occasional	Extreme	Normal
Erosion	Occasional	Moderate	Likely
Degradation	Seldom	Insignificant	Normal
Water pollution	Seldom	Insignificant	Unlikely
Air pollution	Seldom	Moderate	Unlikely
Hazmat	Seldom	Moderate	Unlikely
Lightning	Occasional	Extreme	Normal
Dam failure	Seldom	Insignificant	Unlikely

7.4 IMBABAZANE LOCAL MUNICIPALITY

Hazard	Exposure	Severity	Probability
Fire	Continuous	Extreme	Normal
Floods	Occasional	Extreme	Normal
Erosion	Continuous	Moderate	Normal
Degradation	Continuous	Insignificant	Normal
Water pollution	Seldom	Insignificant	Unlikely
Snow	Seldom	Insignificant	Unlikely
Air pollution	Seldom	Insignificant	Unlikely
Hazmat	Seldom	Insignificant	Unlikely
Lightning	Occasional	Extreme	Normal

7.5 OKHAHLAMBA LOCAL MUNICIPALITY

Hazard	Exposure	Severity	Probability
Fire	Occasional	Extreme	Unlikely
Floods	Seldom	Extreme	Unlikely
Erosion	Occasional	Moderate	Likely
Degradation	Seldom	Moderate	Unlikely
Water pollution	Seldom	Insignificant	Unlikely
Snow	Seldom	Insignificant	Unlikely
Air pollution	Seldom	Insignificant	Unlikely
Hazmat	Seldom	Insignificant	Unlikely
Lightning	Occasional	Extreme	Normal
Dam failure	Seldom	Insignificant	Unlikely

7.6 INDAKA LOCAL MUNICIPALITY

Hazard	Exposure	Severity	Probability
Fire	Continuous	Extreme	Normal
Floods	Continuous	Extreme	Likely
Erosion	Occasional	Moderate	Normal
Degradation	Occasional	Insignificant	Normal
Water pollution	Continuous	Insignificant	Unlikely
Air pollution	Seldom	Insignificant	Unlikely
Hazmat	Seldom	Insignificant	Unlikely
Lightning	Occasional	Extreme	Normal

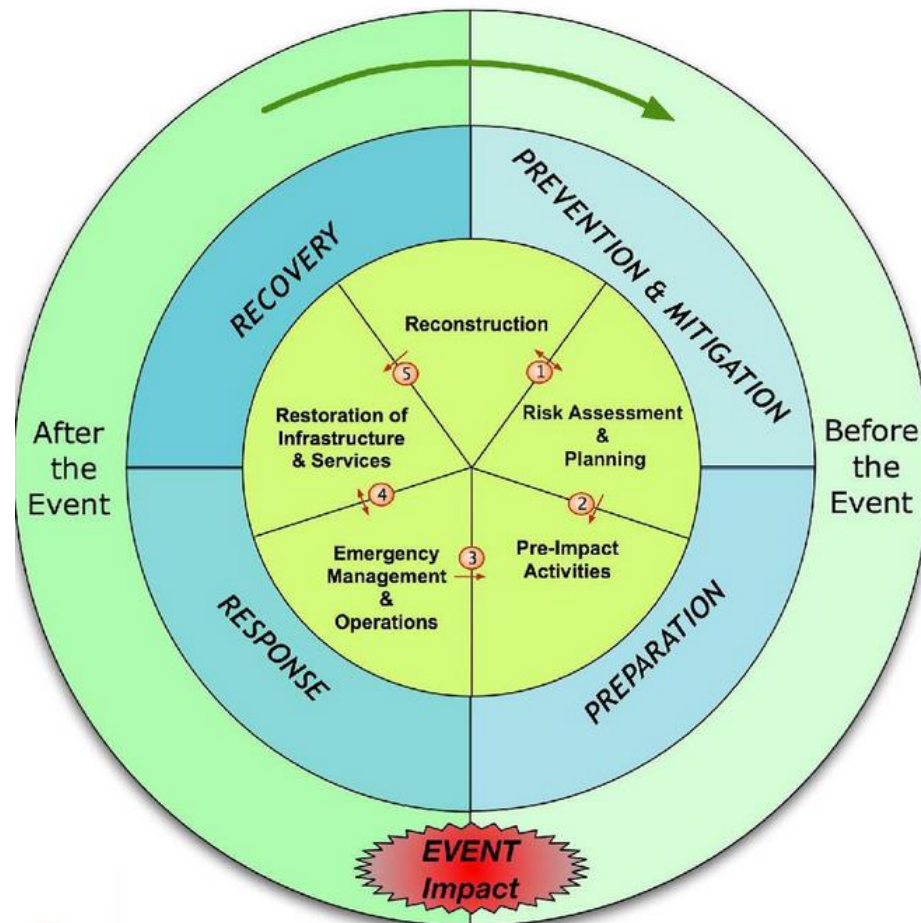


8. PRIORITIZING IDENTIFIED RISKS AND HAZARDS

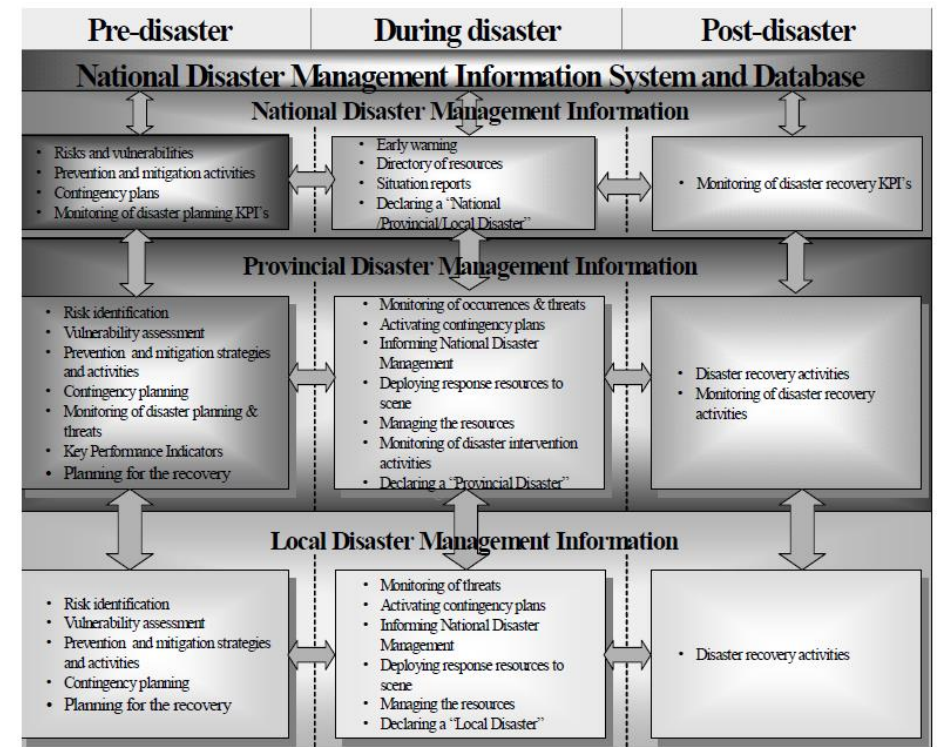
Hazard	Emnambithi			Umtshezi			Okhahlamba			Imbabazane			Indaka			TOTAL RISK	DISASTER MANAGEMENT REQUIREMENT
	E	S	P	E	S	P	E	S	P	E	S	P	E	S	P		
Fire	S	E	L	O	E	L	O	E	U	C	E	N	C	E	N	Destructive	Urgent Mitigation Planning
Run away felt fires	O	E	L	O	E	L	O	I	N	O	E	N	O	M	N	Destructive	Urgent Mitigation Planning
Flooding	O	M	L	O	E	N	S	E	U	O	E	N	O	E	N	Destructive	Urgent Mitigation Planning
Erosion	S	I	N	O	M	L	O	M	L	C	M	N	C	M	L	Tolerable	Mitigation and Preparedness Planning
Strong winds and storms	C	M	L	S	I	L	S	I	N	O	I	N	S	M	U	Tolerable	Mitigation and Preparedness Planning
Lightning	S	M	N	O	E	N	O	E	N	S	I	U	S	I	U	Tolerable	Mitigation and Preparedness Planning
N3 or N11 incidents	C	M	L	O	M	N	S	I	N	S	I	U	S	I	U	Tolerable	Mitigation and Preparedness Planning
Dam failure	S	I	U	S	I	U	S	I	U	O	E	N	O	E	N	Tolerable	Mitigation and Preparedness Planning
Air pollution	O	M	L	S	M	U	S	I	U	S	I	U	C	I	U	Safe	Preparedness Planning
Snowfall	O	M	L	O	I	N	S	I	U	S	I	U	S	I	U	Safe	Preparedness Planning
Chlorine leakage or an hazcem incident	C	M	N	S	I	U	S	I	U	S	I	U	S	I	U	Safe	Preparedness Planning
Large industrial fires, bulk depots spillages or fires	O	E	U	S	M	U	S	I	U	S	I	U	S	I	U	Safe	Preparedness Planning
Degradation	S	I	N	S	I	N	S	M	U	C	I	N	O	M	N	Safe	Preparedness Planning
Water pollution	O	I	U	S	I	U	S	I	U	S	I	U	O	I	N	Safe	Preparedness Planning
Hazmat	O	I	N	S	M	U	S	I	U	S	I	U	S	I	U	Safe	Preparedness Planning



9. UTHUKELA DISTRICT DISASTER STRATEGY



The overall objective of developing a District Level Disaster Management Plan is the establishment of a uniform approach to assessing and monitoring disaster risks, implementation of integrated disaster risk management plans and risk reduction programmes and effective and appropriate disaster response and recovery to inform disaster risk management planning and disaster risk reduction.








9.1 PREVENTION AND MITIGATION STRATEGIES

The essential first step in any risk reduction strategy is to understand the nature of the hazards to be faced. Understanding each hazard requires insight into:

- Its causes;








-  Its geographical distribution, magnitude or severity, and probability;
-  Frequency of occurrence;
-  The physical mechanisms of destruction;
-  The elements and activities most vulnerable to destruction;
-  The possible economic and social consequences of the disaster.

Risk reduction involves implementing measures that will save lives; lessen personal injury; reduce property losses; as well as, reduce the adverse consequences of hazards to economic activities and social institutions. Protection against threats can be achieved by removing the causes of the threat, (reducing the hazard) or by reducing the effects of the threat if it occurs (reducing the vulnerability of elements at risk). For most types of natural hazards, it is impossible to prevent the actual geological or meteorological process from occurring: earthquakes occur and windstorms rage. The focus of risk reduction measures against these hazards is primarily on reducing the vulnerability of elements that are likely to be affected.

Some natural hazards can be reduced in certain circumstances; for example, the construction of levees along the banks of certain rivers reduces the chance of them flooding the surrounding areas. The destructive agents of some natural hazards can be contained by engineering works or diverted away from important elements in channels and excavations. In some cases, tree planting can be an effective way of either reducing the potential for floods and mudslides or to slow desertification. Obviously, preventing industrial accidents from occurring in the first place is the best method of reducing future

industrial disasters. Fire prevention, chemical spillage, technological and transportation accidents are all hazards that are essentially preventable. With technological hazards the focus of risk reduction should be in preventing the hazards from occurring. The Potential Risk Reduction Measures techniques that can be considered in assembling an appropriate package for disaster risk reduction can be classified as:

-  Physical planning Measures;
-  Engineering and construction measures;
-  Economic measures;
-  Management and institutional measures; and
-  Societal measures.

9.1.1 PHYSICAL PLANNING MEASURES

Many hazards are localised and their likely effects are confined to specific known areas for example floods affect flood plains; landslides affect steep soft slopes, etc. The negative impact of hazard events can be greatly reduced if it is possible to avoid the impact areas being used for settlements or as sites for important structures. The wall-to-wall planning schemes and Spatial Development Frameworks already attempt to separate hazardous industrial activities from major population centres. Planning needs to integrate awareness of natural hazards and risk reduction into the normal processes of planning the settlement areas. The careful location of public sector facilities can itself play an important role in reducing the vulnerability of a settlement, schools, hospitals, emergency facilities and major infrastructural elements like water pumping stations, electrical power



transformers and telephone exchanges represent a significant proportion of the functioning of a town.

Indirect control of densities is sometimes possible through simpler methods, such as, using wide roads, height limitations and road layouts that limit the size of plots available for development. Creating parks can further reduce urban densities, provides space in the city, greenery, allows drainage to decrease flood risk, provides refuge areas for the population in the event of urban fires and may provide space for emergency facilities in the event of a disaster. The design of service networks-roads, pipelines, and cables also needs careful planning to reduce risk of failure. Long lengths of supply line are at risk if they are cut at any point. Networks that interconnect and allow more than one route to any point are less vulnerable to local failures provided that individual sections can be isolated when necessary. Vehicle access to a specific point is less likely to be cut by a road blockage in a circular road system than in a radial one.

The marginal lands to live need to be fully understood as the context for reducing their risk. Prohibition or measures to clear settlers from hazardous areas are unlikely to be successful for long if the background pressures are not addressed. Some indirect measures may be effective, such as making safer land available or making alternative locations more attractive. This may be through better provision of income sources, access to public transport and better service provision. Deterring further development in unoccupied areas by declaring areas clearly as hazard zones, denying services, reducing accessibility and limiting availability of building materials may also be effective.

Ultimately, however, it is only when the local community recognises the true extent of the hazard and accepts that the risk outweighs the benefit to them of being in that location that they will locate elsewhere or protect themselves in other ways.

9.1.2 ENGINEERING AND CONSTRUCTION MEASURES

Engineering measures are of two types. Those that result in stronger individual structures which are more resistant to hazards, and those that create structures whose function is primarily disaster protection-flood control structures, dikes, levees, infiltration dams, etc. Actions of the first type are mainly actions on individual buildings and structures and are sometimes referred to as “hardening” facilities against hazard forces. Improving the design and construction of buildings, agricultural structures, infrastructure and other facilities can be achieved in a number of ways. Design standards, building codes and performance specifications are important for facilities designed by engineers. Engineering design against the various hazards may include design for vibration, lateral loads, load surcharges, wind loads, impact, combustibility, flood resistance and other safety factors. Building codes are the critical front line defence for achieving stronger engineered structures, including large private buildings, public sector buildings, infrastructure, transportation networks and industrial facilities. Part of the measures necessary to achieve the “engineering” risk reduction measures may include explanatory manuals to interpret the code requirements and the establishment of an effective administration to check code compliance in practice.



A large number of the buildings likely to be affected in a disaster, and those most vulnerable to hazards are not designed by engineers and will be unaffected by safety standards established in the building codes. These are houses, workshops, storerooms and agricultural buildings built by the owners themselves or by craftsmen or building contractors to their own designs. In many areas these non-engineered buildings make up a large percentage of the total building stock. The “engineering” measures that are needed to improve the disaster-resistance of non-engineered structures involve the education of builders in practical construction techniques. The resistance of houses to strong winds is ultimately dependent on how well the roofing sheets are nailed down and the quality of the joints in the building frame and its attachment to the ground. Training techniques to teach builders the practicalities of disaster resistant construction are now well understood and form part of the menu of risk reduction actions available to the disaster manager.

Persuading owners and communities to build safer, more disaster resistant structures and to pay the additional costs involved is required to make builder training effective. The building contractor may play a role in persuading their clients to build to higher specifications, but unless this is carried out within a general public awareness of the disaster risk and acceptance of the need for protection, the contractor is unlikely to find many customers. Grant systems, preferential loans and supply of building materials have also been used as incentives to help improve the hazard resistance of non-engineered buildings. Legalising land ownership and giving tenants protective rights also

encourages people to upgrade building stock with security of tenure and a stake in their own future.

Apart from new buildings, the existing building stock may need to be “hardened” against future hazard impacts. The vulnerability of existing buildings can be reduced to some degree by regular maintenance and retrofitting the buildings for specific hazard events. The cost of adding strength to an existing building tends to be more expensive (and disruptive) than making new building design stronger, so strengthening is unlikely to be an economic option for the large majority of the building stock. For buildings with relatively short life expectancies (10 to 50 years), it may be better to take a long-term view of building stock upgrading, waiting until buildings come naturally to the end of their useful lives, demolishing them and building new structures in their place that conform to building code safety requirements.

For special structures, critical facilities or historic buildings with long expected life spans, retrofit strengthening techniques are now well established and a considerable amount of expertise has been developed in this field, though these are generally too costly to be useful in development projects.

9.1.3 ECONOMIC MEASURES

Equitable economic development is the key to risk reduction. A strong economy in which the benefits are shared throughout the society is the best protection against future disasters. A strong economy means more money to spend on stronger buildings and larger financial reserves to



cope with future losses. Risk reduction measures that help the community reduce future economic losses help members withstand losses and improve their ability to recover after loss and measures that make it possible for communities to afford higher levels of safety are important elements of an overall risk reduction program. Inevitably it is those who have least that, proportionally, lose most in a disaster.

The weakest members of the economy have few economic reserves. If they lose their house or their animals, they have no means of recovering them. They are unlikely to have insurance or access to credit and can quickly become destitute. Large-scale drought or flood disasters in rural areas can result in an acceleration of urbanisation in the region and possibly increased risks as families with their livelihoods destroyed migrate to the towns in search of better opportunities. The destruction of industries and loss of jobs and incomes may well make recovery of the region a long and slow process or make it more vulnerable to a future disaster. Reconstruction plans often extend generous loans to victims to aid their recovery but a family without an income has little prospect of making repayments and is therefore unable to benefit. Economic development is likely to be the main objective of any district planner, regardless of risk reduction objectives. The processes of economic development are complex and beyond the direct focus of this plan. However, risk reduction should be seen as a part of the process of economic development.

Some aspects of economic planning are directly relevant to reducing risk. Diversification of economic activity is as important an economic principle as dispersion is in physical planning. A single industry (or

single-crop) economy is always more vulnerable than an economy made up of many different activities. The linkages between different sectors of an economy, the transportation of goods, the flow of information, and the labour market may be more vulnerable to disruption from a disaster than the physical infrastructure that is the means of production.

Tourism as an economic sector is extremely vulnerable to disaster, or even the rumour of a potential disaster. The reliance of industry and the economy on infrastructure (the roads, transportation networks, power, telephone services etc.) means that a high priority should be placed on protecting these facilities. Economic incentives and penalties are an important part of the powers of any authority. Grants, loans, taxes, tax concessions and fines can be used to influence the decisions people make to reduce disaster-related risks. Industrial location is commonly influenced by government incentives, which can be used to attract industry to safer locations and loans can be offered to assist owners to upgrade their property and make buildings more disaster resistant.

Insurance is one of the major economic protection devices. Commercial insurance is expensive and its viability is determined by accurate calculation of risk. If the risk of economic loss is spread widely over a large number of premium payers, the loss is safely dissipated. The more widespread policy holding becomes, the lower the premiums are and the more widespread insurance use is likely to be. Encouragement of people to protect themselves through insurance ensures that a level of protection is built up. Disaster insurance is high-risk finance and only



multi-national insurance companies can gather the resources to cover the losses of any sizeable disaster. It is unlikely to be available to protect poorer or rural communities and their disaster-protection investments, unless backed by a large development agency.

9.1.4 MANAGEMENT AND INSTITUTIONAL MEASURES

Risk reduction also requires certain organisational and procedural measures. The time span over which a significant reduction can be achieved if the potential for disaster is long. Changes in physical planning, upgrading structures and changes in the characteristics of building stock are processes that take decades. The objectives and policies that guide the risk reduction processes have to be sustained over a number of years, and have to survive the changes in political administration that are likely to happen within that time, the changes in budgetary priorities and policies on other matters. The institutionalisation of risk reduction requires a consensus of opinion that efforts to reduce disaster risk are of continual importance. Education, training, professional competence, and political will, are necessary aspects of institutionalising risk reduction. The professional training of engineers, planners, economists, social scientist, disaster managers and other managers to include hazards and risk reduction within their normal area of competence should become common. Increasing the exposure of these groups to international expertise and transfer of technology in risk reduction is an important part of building capability in a region.

Administrative and organisational powers for risk reduction include the checking of procedures and planning powers to realise risk reduction plans, consultation procedures and representation of the community in risk reduction decisions and management of the implementation of risk reduction activities. Additional staff resources and organisational structure may be needed to implement risk reduction plans. The promulgation of the Disaster Management Act requires that Municipalities establish a Disaster Management grouping whose responsibilities will include the development of risk reduction measures. It may not be necessary to establish an autonomous unit for risk reduction, and it is often argued that risk reduction is better integrated within existing activities than carried out as a separate exercise. An administration that carries policy through to implementation is essential. At the local level, community-based risk reduction requires the strengthening of the capability of the local institutions to carry out local protection measures such training and support can often be carried out most effectively by NGO's and CBO's.

9.1.5 SOCIETAL MEASURES

The risk reduction of disasters will only come about when there is a consensus that it is desirable, feasible and affordable. In many places, the individual hazards that threaten are not recognised, the steps that people can take to protect themselves are not known and the demand of the community to have themselves protected is not forthcoming. Risk reduction planning should aim to develop a disaster "safety culture" in which the people are fully aware of the hazards they face,



protect themselves as fully as they can and fully support efforts made on their behalf to protect them. Public awareness can be raised in a number of ways, from short-term, high-profile campaigns using broadcasts, literature and posters, to more long-term, low profile campaigns that are carried out through general education. Education should attempt to familiarise and de-sensationalise.

Everyone who lives in a hazard-prone area should understand hazards as a fact of life. Information about hazards should be part of the standard curriculum of children at school and be part of everyday information sources, with occasional mentions of them in stories, TV soap operas, newspapers and other common media. The objective is to develop an everyday acknowledgment of hazard safety where people take conscious, automatic precautions through being aware of, but not terrified of, the possibility of hazard occurrence. Their understanding should include being aware of what to do in the event, and a sense that their placement of a stove and the garden wall around their children's area all affect their own safety.




Awareness of risk locally is aided by reminders of past events e.g. a bollard erected with marking to show the high water mark of past floods. Example: In some countries, the anniversary of a major disaster is remembered as Disaster Awareness Day (1 September in Japan, 20 September in Mexico, and the month of April in California, USA). On this day drills are performed, ceremonies and activities held to promote risk reduction.

It is also important to de-sensationalise hazards. Most occurrences of hazards are not disastrous. Reporting only catastrophic hazards causes fear and fatalism. The treatment of fictional hazards in the media should be aimed at showing how a household copes or doesn't cope with a disruptive occurrence of the hazard, not the annihilation of the soap opera family through cataclysm. Involvement of the community in risk reduction planning processes may involve public meetings and consultations, public inquiries and full discussion of decisions in the normal political forum. Further awareness is developed through drills, practice emergencies and anniversary remembrances. In hospitals, schools and large buildings it is often common to have evacuation practices to rehearse what the occupants should do in the event of fire, flood or other hazard.








9.1.6 RISK REDUCTION TOOLS

From the hazard profiles and the descriptions of actions that may be possible to reduce their effects, it is evident that protection is complex and needs to be built up through a range of activities undertaken at the same time. Protection cannot be simply provided by any single authority. Authorities can influence individuals towards protecting themselves and the rest of the community. Authorities can employ a wide range of tools and use their powers in many ways to influence the safety of the community. Legislative powers, administrative functions, spending and project initiation are all tools they can employ to bring about change. Powers of persuasion are sometimes classified into two types:











-  Passive Risk Reduction Measures: Authorities prevent undesired actions through controls and penalties.
-  Active Risk Reduction Measures: Authorities promote desired actions through incentives.
-  Active Programs.




When authorities prevent undesired actions through controls and penalties, this is achieved by:

-  Requirement to conform to design codes;
 -  Checking compliance of controls on-site;
 -  Imposing court proceedings, fines, closure orders on offenders;
 -  Control of land use;
 -  Denial of utilities and infrastructure to areas where development is undesired;
 -  Compulsory insurance.
 -  Requirements of passive control systems:
- (1) An existing and enforceable system of control;
 - (2) Acceptance by the affected community of the objectives and the authority imposing the controls;
 - (3) The economic capability of the affected community to comply with the regulations.

When Authorities promote desired actions through incentives, this is pursued like:

-  Planning control dispensations;
-  Training and education;
-  Economic assistance (grants and preferential loans);
-  Subsidies on safety equipment, safer building materials, etc.;
-  Provision of facilities: safer buildings, refuge points, storage;
-  Public information dissemination and awareness raising;
-  Promotion of voluntary insurance;
-  Creation of community organisations.

Active Programs:

-  Aim to create a self-perpetuating safety culture in areas of weak authority or poor ability to comply with existing controls;
-  Require large budgets, skilled manpower and extensive administration;
-  Are useful in areas of low income, rural areas or elsewhere where there is no external jurisdiction over land use or building activity.

9.2 EMERGENCY RESPONSE STRATEGY

The Disaster Management Centre (DMC) will operate on a daily basis at the 'Routine Operations' level outlined in Institutional Arrangement Chapter and will fulfil the daily functions. The DMC will be staffed, as far as possible, during office hours by at least one Disaster Management Officer (DMO), whilst the others are available to run the education, awareness, and assessment roles amongst others as required by the Act. After hours or when a DMO is unavailable to be present in the office a contingency as described in that Chapter – Routine Operations'



will be implemented. In the event of an incident requiring escalation of DMC operations in the UThukela DM the 'UTDM DMC – Standard Operating Procedure' will be implemented.

During this process a stage is reached where notification of provincial and National DMC's will be required. The PDMC and NDMC undertake to support the UTDM DMC as necessary. Representatives from the PDMC and NDMC will endeavour to be present in the UTDM DMC to co-ordinate their own agency's response and resources; and assist with overall operations, if required by the situation. The DMC operation is based on the use of the Incident Command System (ICS) and is designed to function at a level consistent with the size and complexity of an emergency or disaster.

9.2.1 PHASED ESCALATION RESPONSE PLAN

The phased nature of the escalation procedures within the 'UTDM DMC – SOP' allows for the centre to be staffed at a minimal level during 'Routine Operations', and then to scale up as required by the nature of the incident. The phased nature also allows for the centre to be run on a 24/7/365 basis, but also allows for the other daily functions to be fulfilled by the Disaster Management Officers allocated to the department. The nature and extent of the response to any given incident by the DMC will vary with the magnitude and complexity of the incident. The functions carried out in a response phase will follow the Incident Command System (ICS) concept. This should be aligned to the Provincial and National Response, and to the Disaster Management Framework. This will ensure that an integrated and common doctrine




on disaster management is followed by all role players during provincial or national disasters.

The UTDM DMC is responsible for the activation and co-ordination of the response and should be able to escalate to enhanced, full or catastrophic operational levels as required by the situation on a 365/24/7 basis.



Phase I: Routine Operations - This is the level of operation occurring on a daily basis and allows for the daily routine operations of the DMC to be fulfilled. Routine Ops involves the monitoring of reported incidents by the DMO or the call taker designated as the contact person. The monitoring can be done in co-operation with other local, provincial and national agencies. Any incidents will be handled in accordance to the SOP's and DPP's.

Phase II: Enhanced Operations (Alert Stage) - Escalation to 'Enhanced Operations' will occur if an incident is, or could potentially grow, beyond the coping capability of the designated call taker and current resources. In this instance and in the absence of the DMO being present in the DMC, the designated call taker will notify the DMO, who will report to the UTDM DMC. The DMO, along with selected staff will support and monitor the incident from the UTDM DMC. Other staff may be involved as advisors if needed for specific expertise. The decision to escalate operations from Phase I: Routine Operations to Phase II: Enhanced Operations can be made by any one or a combination of the following individuals:











-  The Duty Officer (DMO);
-  The Head of the Disaster Management Centre;
-  The Director Social Services (DSS).

During this phase the call taker will continue to monitor other requests for assistance, separate from the incident that has caused activation of the DMC. As a general rule, transition from Phase I to II will automatically occur when:

-  (a) Any of the previous persons has activated the DMC;
-  (b) Intelligence data indicates the potential for an emergency that is beyond the capability of the UTDM;

Actions taken during this time may include:

-  Response agencies access the situation, gather intelligence from the field and prepare to respond to the area of emergency;
-  Notification of the potential escalation of Operations in response to the emergency or disaster and the alert actions are made to the following:
 -  The Provincial Disaster Management Centre;
 -  Key representatives from Provincial DMC and National DMC are requested to standby;
 -  All potentially relevant provincial departments and agencies – See Chapter 2 Section 11 for an extensive list of possible role players;










-  Key representatives of local role players are requested to standby – See Chapter 6 for the relevant DPP;
-  Local Government in area of responsibility and area of influence;
-  The UTDM DMC is staffed in preparation for full activation.

Note: The method of communication needs to be determined as part of the communication plan and infrastructure required. A Communications SOP must be developed and maintained by the DMC. The Mayor / Municipal Manager's functionary designated to deal with the Press is responsible for disseminating public information regarding the municipality's alert actions. The information is supplied by the staff in the DMC. An assessment must be made of the potential emergency by the DMO, and a report provided to the Head of DMC. If necessary, the report must be forwarded to the Mayor/ Municipal Manager for his/ her decision. The Duty Officer will have the authority to escalate operations from Phase II – Enhanced Operations to Phase III – Full Operations based on the available information. This transition will always occur when the DMC begins to conduct a response operation in the field.



Phase III: Full Operations - The transition from 'Enhanced Operations' to 'Full Operations' occurs when the magnitude and complexity of the incident requires representation from the appropriate Municipal, Provincial and other agencies and organisations to support the operations. The number of staff and the agencies represented will vary depending on the incident. In this phase the level of activity dictates














that normal routine DMC staff functions cease, and all personnel respond in support of the incident, performing functions in accordance with their appointed position and previous DMC training. As the emergency or disaster becomes more defined the activity and staffing maybe scaled up or down. At this stage it is necessary to establish a Disaster Management Team (DMT). One or more persons may be tasked to one or more of the following functions:

-  DMC Supervisor / Executive Team;
-  Operations;
-  Logistics;
-  Finance and Administration;
-  Information, analysis and planning;
-  Public Information;
-  Telecommunications;
-  Recovery;
-  Selected other agencies.

Possible actions to be taken at this time include:





-  The UTDM Head of DMC must report to the DMC to assume executive control of operations;
-  The Mobile Command Unit (MCU) may be dispatched to the scene of the incident if it is localised or to the area of the highest priority if it is area wide. This vehicle will function as the Mobile Command Unit and will become the communications centre and the JOC from where Forward Command and Control (FCC) will be exercised;

-  Liaison personnel will be forwarded to the scene to assist with the coordination between other agencies and the emergency agencies of the UTDM, and to staff the MCU;
-  The UTDM DMC is considered fully activated, with representatives from other agencies as required. Requests from all affected areas and agencies will be prioritised and fulfilled with available Local, Provincial and National resources;
-  The DMT will continue to assess the emergency, oversee the emergency actions and advise the Director Social Services and the UTDM Municipal Manager. In most cases, the Head of DMC will direct the activities of the DMT during an emergency;
-  If a formal proclamation of emergency is recommended, it will be advised by the Director Social Services (DSS) whether a Local or District disaster is recommended;
-  Notification of the potential escalation of operations in response to the emergency or disaster and the alert actions are made to the following:
 -  The Provincial Disaster Management Centre (PDMC);
 -  Local Government in area of responsibility and area of influence;
 -  All potential provincial departments and agencies;
 -  The National Disaster Management Centre (NDMC);
 -  Neighbouring provinces;
 -  The required national agencies when the incident is located on our borders.



The DSS formal activities can include the request for the proclamation of emergency, activation of the Provincial and National Disaster Management effort. The DSS, Disaster Management Team and emergency agencies continue to oversee and assess the emergency response. Actions may include an aerial reconnaissance. Continued flow of information on a horizontal and vertical level is made to inform the DSS and DMT of the emergency actions and to co-ordinate the response. The UTDM functionary responsible for communication must activate the Public Information Team to handle all public information activities. The DMC and DMT provide information, manage the situation and maintain contact with the PDMC and NDMC, the Premier of KZN and the Minister of Co-operative Government and Traditional Affairs. The Head of DMC, DSS or Municipal Manager will have the authority to escalate operations from Phase III – Full Operations to Phase IV – Catastrophic Operations. This transition automatically occurs when the UTDM DMC requests assistance from and conducts response operations in conjunction with Provincial and National DMC resources.

Phase IV: Catastrophic Operations - The transition from Enhanced Operations to Full Operations occurs when a major catastrophic emergency or disaster has occurred that exceeds the capability of provincial and local government to provide timely and effective response to meet the needs of the situation. This type of emergency may cause numerous casualties, property loss and disruption of normal life support systems and significantly impacts the region's economic, physical and social infrastructures. Actions to be taken at this time may include:






-  The UTDM DMC and representatives from other municipalities are fully activated with representation from provincial and national agencies, volunteer organisations. Requests from local government for provincial and national assistance will be prioritised and fulfilled with available resources and proclamations;
-  All required emergency services have been activated to respond to the situation;
-  The UTDM DMC establishes links with the PDMC until the National Emergency Response Team (NERT) is established in the field;
-  A proclamation of disaster should be considered to allow for the use of national assets.

The DSS, DMT and emergency agencies continue to oversee and assess the emergency response and advise the PDMC and NDMC. Actions may include aerial reconnaissance, ground visits and briefings. Continued notification to local government, neighbouring provincial and national agencies are made, informing them of emergency actions and co-ordinating response. The UTDM Communication Director activates a Public Information Team and continues to handle all public information activities. The UTDM DMC and DMT provide management of line functions and maintain contact with the PDMC and NDMC, the Premier's Office and the Minister of Local Government and Provincial Affairs.

9.2.2 MANAGEMENT NOTIFICATION FOR EMERGENCIES








The notifications are divided into:







-  Notification of the UTDM DMC Duty Officer (DMO);
-  Notification of the UTDM DMC Manager;
-  Notification of the Director Social Services;
-  Notification of the KZN PDMC;
-  Notification of the Premiers office and the NDMC.

Notification of the UTDM DMC Duty Manager – The current and projected full time staff complement of the UTDM Disaster Management Department comprises three Disaster Management Officers. This requires the creation of a notification system whereby the function of call taking for the DMC is either fulfilled by another agency call centre or calls are diverted to a 'DMO Mobile phone'. If an alternative agency fulfils this role they will be required to notify the UTDM DMC DMO of any potential escalation from a 'Routine Operations' level, to an 'Enhanced Operations' level.

Criteria for Escalation to Enhanced Operations and therefore UTDM DMC DMO notification are:

-  Incidents or Accidents involving 5 or more fatalities;
-  Incidents or Accidents involving 10 or more injuries;
-  Incidents or Accidents involving high profile organisations, individuals or institutions;
-  Incidents or accidents involving any hazardous materials;
-  Incidents or accidents involving severe weather situations;
-  The incident is unusual and does not happen frequently (e.g. train derailment, and explosions);
-  Significant incidents on the Provincial and National highways;












-  Incidents where sabotage or terrorism is suspected;
-  Anything of sensitive nature that would be of interest to the media;
-  Updates of significance on the status of an incident already in progress;
-  Incidents where there is no guidance.

The above notification would require the DMO to report to the DMC immediately to assume control of the DMC. Notification of the Head of Disaster Management Centre. The Duty Officer will notify the WDM DMC Manager when the above mentioned criteria deteriorate further, or the threat to life or property increases or upon receiving the notification the DMC Manager will report to the DMC to assume control of the DMC. Notification of the Director Social Services will be done by DMC Manager when the severity of the situation warrants, it is politically prudent, policy decisions need to be taken, the declaration of a Disaster is required or the emergency or disaster meets the criteria for notification of the Premiers Office. Note: It is the responsibility of the DSS to notify the Municipal Manager, The Executive Mayor and the Premiers Office.








Notification of the Provincial Disaster Management Centre - The DSS will notify the Limpopo PDMC as above, regarding any situation that requires notification of the Premiers Office. The primary point of contact is the Director responsible for the Disaster Management Centre and if not available the Head of PDMC. If none of the functionaries are available in the UTDM it is the responsibility of the UTDM DMC DMO to contact the PDMC. Notification of the Premiers Office and the National Disaster Management Centre. Whenever notification of the Premiers







Office is required the Director for Local Government and the responsible person in the Premiers Office will be notified. They will be contacted regarding emergencies that meet the following criteria:

-  The emergency or disaster becomes potentially life threatening;
-  Activation of the South African National Defence Force is required;
-  The emergency affects multiple jurisdictions and is anticipated to continue for more than a few hours;
-  Evacuation of citizens is occurring or anticipated;
-  Emergency or disaster require the activation of the Provincial Response System or PDMC or other local DMC's;
-  The emergency or disaster is likely to result in wide news coverage;
-  Any severe weather warning that is likely to cause widespread damage or injury or loss;
-  Fires that are near homes or communities;
-  Significant hazardous material spills;
-  Emergency or disasters occurring at a national key points;
-  Known or suspected terrorist use of weapons of mass destruction;




The KZN DMC will be the primary contact with the Premiers Office, however if none of the functionaries are available at the Provincial level the UTDM DMC Manager will contact the PDMC or even NDMC if necessary. Note: Whenever a grey area for notification is encountered the DMO is strongly encouraged to make the notification than NOT MAKING THE NOTIFICATION. When notification of the emergency or disaster is made to the Premiers Office the following information will be required:

-  Nature of the emergency or disaster;
-  Prognosis, if known;
-  Actions being taken;
-  Actions recommended;
-  Emergency proclamation;
-  Recommended level of public information response;
-  Anticipated or recommended schedule for briefing or update.

Staff and Agency Call out Procedures - Rosters of DMC staff must be created for the DMO function. Rosters and current communications registers must be kept for the other staff that may be called in to the DMC during escalated ops:

-  DMC Staff;
-  Volunteers;
-  Employees of agencies who are trained to operate in the DMC;
-  Agencies which are required to send representatives during escalated operations.

The Head of DMC, or designated Disaster Manager, will act as the DMC Supervisor and upon arrival at the Centre will:

-  Review the most recent situation update related to the immediate event;
-  Ensure that effective communication and co-ordination with other agencies is taking place;
-  Communicate with the on-scene DMO for an update and recommendations from the field JOC;



- 📁 Assess pertinent messages and information from the field, ensure all warning information has been disseminated;
- 📁 Be prepared to make essential operational decisions, to include preliminary staff assignments and deployment of manpower and resources;
- 📁 Be prepared to discuss and determine the need for public information support and or activation of the Information Centre with the DSS and Communication;
- 📁 Assume control of incident operations and remain in control until properly relieved.
- 📁 The first Disaster Management Officer to arrive at the DMC will:
 - Receive a briefing from the DMO or Head of DMC whoever is present and then undertake an assistance role to the DMO or Head of DMC as required;
 - Follow the instructions of the DMO or Head of DMC as the situation dictates.
- 📁 All subsequent staff reporting to the DMC as part of the Initial Response Team (IRT) will follow the initial activation priorities:
 - Report to the DMC Supervisor to receive functional assignment;
 - Bring facility equipment into operation and conduct duties as per the checklist, SOP's and protocols;
 - These checklists, SOP's and protocols must be developed and maintained by the DMO's;

- Assume control of functional operations and remain in control until properly relieved, or the incident is brought under control and recovery is underway.

9.3 INSTITUTIONAL ARRANGEMENT

9.3.1 DISASTER MANAGEMENT CENTRE

The staff in the organisation should have properly equipped office accommodation, which must facilitate the day-to-day operational activities that staff performs. The Disaster Management Act envisages that the DMC will provide the required office accommodation. Envisaged Emergency and Disaster Management Activities in DMC:

- 📁 The DMC will provide the facility from where emergency and disaster management staff from a variety of role players can conduct the following activities:
 - Disaster risk reduction activities: Staff members tasked with disaster risk reduction activities will typically be involved in the following activities:
 - Information collection: Information required for disaster risk reduction planning, such as, the seasonal climate forecasts, must be collected.
 - Hazard assessment: Once the basic data for an area has been collected, the potential hazards for the area must be assessed.



- Disaster risk profiling assessment: This assessment must identify which communities or societies are vulnerable to what hazards (or risks).
 - Risk prioritisation: 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 the risks be prioritised, to ensure that the serious risks be addressed as a matter of priority.
 - Upload to Spatial Development Framework: Once the mapping of the disaster risk profiles for communities have been completed, it is necessary to upload the disaster risk profiles to the Spatial Development Framework (SDF).
- Programme and project management activities: Once the disaster risk profiles have been uploaded to the SDF, staff members will have to be involved in the identification, budgeting and execution of appropriate risk reduction projects, in conjunction with a variety of other role players.
 - Monitoring and evaluation activities: Lastly, staff members will be involved in the monitoring of projects and evaluating of the effectiveness of risk reduction projects.
 - Incident, event and disaster response activities: It is also envisaged that staff will be involved in the following incident, major incident, event and disaster response activities:
- Response planning: The staff members of the various line functions in the DMC should plan their incident, major incident and disaster response activities.
 - Operational incident management: Some of the DMC's to be established will also function as the day-to-day operational incident management facility of the region. It is envisaged that the following role players will be involved in the DMC (a) Fire and emergency rescue services; (b) Provincial ambulance services and (c) Police services, such as, the municipal police and the SAPS.
- Here, the various line functions involved will go about their daily incident, major incident and event management activities as per normal.
 - Early warning: Implementing and monitoring a variety of early warning systems that will give adequate warning of impending major incidents or disasters.
 - Tactical incident and disaster management: When more than one-line function has to respond to an incident, it is envisaged that the DMC will have a facility that will allow these line functionaries to collaborate with one another, to ensure that incident and major incident response activities are well co-ordinated.
 - Organisational management: It is envisaged that the DMC will have a conference facility that can be used during large event, major



incident and disaster responses, from where the various organisations involved in the response can co-ordinate their activities.

- **Media and public relations facility:** The DMC's should also have a facility where the media can be briefed on the current status of a disaster, what response activities have been launched to address the situation, and the like.
- **Post disaster activities:** The DMC should allow staff to plan and co-ordinate the post disaster relief, reconstruction and rehabilitation activities, such as:
 - **Disaster impact assessment:** The impact of the disaster will have to be assessed. This will involve the collection and collation of detailed loss information from a wide variety of sources;
 - **Programme and project management activities:** Once the impact of a disaster have been determined, staff members will have to be involved in the identification, budgeting and execution of appropriate disaster relief, reconstruction and rehabilitation projects, in conjunction with a variety of other role players;
 - **Monitoring and evaluation activities:** Lastly, staff members will be involved in the monitoring of the projects and evaluating of the effectiveness of the projects.

- **General management activities:** The DMC should also allow the centre management to conduct their day-to-day management activities.



The activities to be conducted from the DMC should be Risk reduction activities (1) Offices for staff; (2) Small conference room(s); (3) Ablution facilities; (4) Kitchen; (5) Dining area (optional) and (6) Sleeping quarters (optional). Incident, event and disaster response activities. Operational incident management (call taking and dispatch) area. Tactical disaster management area: This area will comprise of (1) Organisational management; (2) Line function management and (3) Media and public relations area.



Operational Incident Management Area - A variety of line functionaries can be accommodated in the Operational Incident Management Area of the DMC, such as, fire services, ambulance services, traffic policing, engineering services, etc., depending on the needs of the Municipality. From this area the line functionaries will conduct their day-to-day operational and incident management activities. The Operational Incident Management Area normally comprises of (1) Call Taking: In this area, Call Takers will answer emergency and service related calls originating in the district on a 24/7 basis. The call takers will typically take down the details of the emergency or problem and then pass the information on to the line functionary that has to address the emergency or problem. (2) Line Function Management (Dispatching): In this area, Dispatchers from a variety of line functionaries will mobilise the required resources to address an emergency or problem. (3)



Tactical Disaster Management Area: In the event of a major incident or a disaster, the Tactical Disaster Management Area is occupied, from where a multi-disciplinary response to the major incident or disaster can be co-ordinated: (a) **Organisational Management Area:** The line functionary managers that are involved in the response will occupy the Organisational Management Area. This environment is often termed the “war-room”. Inside the “war room”, a range of multi-media facilities, amongst which, a video wallboard, will be supplied. On this video wallboard (see Figure 2) information from a range of information sources can be supplied to the decision makers present in the “war room”. (b) **Line Function Management (Dispatching):** The line functionary managers in the Organisational Management Area will communicate with their line functionary Dispatchers in the Operational Incident Management Area, from the required resources to address the major incident or a disaster will be deployed.

Media Room - An area where officials can communicate with the media and press are required. This area should be out of the way of the other activities. Communications Equipment may be necessary. Over and above the functional requirements mentioned above, disaster management officials have a host of practical accommodation requirements, such as, a facility that is:

-  **Central:** The site should be placed at such a locality that it will be able to serve the entire region.
-  **Accessible:** The site should be readily accessible aspects that come to mind are that the site should:





- Be close to major routes;
- Be close to an airport;
- Be near a heliport;
- Have adequate parking.
-  **Safe:**
 - The site should not be exposed to undue risks and should be placed outside high-risk areas, such as:
 - Rivers or flood plains;
 - Industrial areas;
 - High-rise buildings;
 - Seismic active areas;
 - Crime hot spots.
-  **Business Continuity:**
 - The site should be placed in a location where business continuity can be ensured aspects that come to mind are:
 - The physical security of the site is important and it should be completely fenced in, have access control, surveillance CCTV cameras, etc.
 - Electricity supply to the site should be assured by installing a diesel powered backup generator on the site, with a diesel storage facility to ensure that the back-up generator can be operated for a period of a week.



- It is absolutely essential to ensure that the communication infrastructure of the site is highly available. Towards this end, it is required that:
 - Landlines to the site are installed through two telephone exchanges, to ensure redundancy;
 - Cell phone communications can be used as a backup;
 - Satellite communications are available as a further redundancy layer.
- Sufficient potable water for a week should be stored on-site.
- The site should be able to accommodate its sanitation effluent for a week.
- Waste generated on the site should be stored on-site for a week.
- The Information Technology infrastructure in the facility should be highly available and a security and disaster recovery plan should be developed for the facility.
- Lastly, the facility should have sufficient food stored on site to ensure that meals can be prepared for the staff for a period of a week.




9.3.2 EQUIPMENT REQUIRED

The DMC also requires a host of equipment requirements for the facility to function effectively, such as:

-  Communications equipment that will ensure that role players can communicate with their organisations;
-  Communications equipment to allow the DMC to communicate with the MCU;
-  Information equipment, such as, high-availability file servers, personal computers, printers;
-  Screens, projectors and the like.

9.3.3 OPERATIONAL ASPECTS






The above facility, once established, should be properly operated and maintained. Operational and maintenance aspects that come to mind are:









-  Ensure Business Continuity: The business continuity measures to be implemented for the facility must be on standby at all times. This will, among others, require the diesel-powered standby generator to be started on a regular basis to ensure that the generator will start within minutes of a power disruption.
-  Appearance: The appearance of the facility should be neat and tidy at all times. Consequently, the grass must be mowed regularly, the ablution facilities should be kept clean, the building should be painted on a five yearly basis, etc.
-  Replacement: The information and communications technology equipment in the facility will have to be replaced on a three-yearly cycle, to ensure that the equipment will be in proper working order at all times.



9.3.4 DAILY OPERATIONS OF THE DMC

The UTDM DMC must take occupation of the DMC and create an awareness and presence as required by the Act, and fulfil the roles and undertake the activities as described above. The centre should be operated according to the guidelines below. Routine Functions of the DMC - The UTDM DMC should be fulfilling the following functions on a daily basis:

-  Information collection: Information required for disaster risk reduction planning, such as, the seasonal climate forecasts, must be collected.
-  Hazard assessment: Once the basic data for an area has been collected, the potential hazards for the area must be assessed.
-  Disaster risk profiling assessment: This assessment must identify which communities or societies are vulnerable to what hazards (or risks).
-  Risk prioritisation: 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 the risks be prioritised, to ensure that the serious risks be addressed as a matter of priority.
-  Upload to Spatial Development Framework: Once the mapping of the disaster risk profiles for communities have been completed, it is necessary to upload the disaster risk profiles to the Spatial Development Framework (SDF).

-  Gathering of daily statistics from all other emergency services within the district in order to analyse the risks, and understand the requirements of the district.
-  This will allow for improved planning, optimal resource utilisation and decreased response times
-  It will also allow for the DMP and DMC to adapt according to real information
-  It will also allow for improved preparation in the event of an incident escalating further.
-  Ensuring Early Warning Systems are in place to receive messages, and then convey messages to vulnerable communities before the event.
-  Building a database of resources which are able to be utilised in an emergency or disaster scenario
-  Negotiating and entering into Mutual Aid agreements to be assisted by and to assist neighbouring authorities
-  Education and awareness programmes amongst schools, companies and communities to stimulate awareness of the identified risks




9.3.5 PHASED ESCALATION RESPONSE PLAN

The phased nature of the escalation procedures within the 'UTDM DMC – SOP' allows for the centre to be staffed at a very low level during 'Routine Operations', and then to scale up as required by the nature of the incident. The phased nature also allows for the centre to be run on a 24/7/365 basis, but also allowing for the other daily functions to be




fulfilled by the Disaster Management Officers allocated to the department. The nature and extent of the response to any given incident by the DMC will vary with the size and complexity of the incident. The functions carried out in a response phase will follow the Incident Command System (ICS) concept. This should be aligned to the Provincial and National Response, and to the Disaster Management Framework.

This will ensure that an integrated and common doctrine on disaster management is followed by all role players during provincial or national disasters. The UTDM DMC is responsible for the activation and co-ordination of the response and should be able to escalate to enhanced, full or catastrophic operational level on a 365/24/7 basis. A description of the processes for escalation of operations from 'Routine Ops' through to 'Catastrophic Ops' is suggested below;



-  Phase I: Routine Operations This is the level of operation that the centre exists at on a daily basis. It allows for the daily routine operations of the DMC to be fulfilled, and only involves the monitoring of reported incidents by the Duty Officer in the DMC or the call taker designated as the contact person.
-  Phase II: Enhanced Operations (Alert Stage) - Escalation of Operations to this stage occurs if an incident is or could potentially grow beyond the capability of the designated call taker and current resources to cope. In this instance the call taker will notify the Duty Officer, who will report to the UTDM DMC.
-  Phase III: Full Operation - This phase represents the escalation where the incident size and complexity requires representation for

the appropriate Municipal, Provincial and other agencies and organisations to support the operations. The number of staff and the agencies represented will vary depending on the incident.



-  Phase IV: Catastrophic Operations - In this phase a major catastrophic emergency or disaster has occurred that exceeds the capability of provincial and local government to provide timely and effective response to meet the needs of the situation.

9.3.6 ROUTINE STAFFING LEVELS





During 'Routine Operations' the DMC should be staffed by experienced qualified Disaster Management Officers. The number of staff must be sufficient that there is an officer on duty 24/7/365 (on duty, but not necessarily present). There also needs to be a standby option as in the event of the DMC escalating the operations level to Enhanced Operations, a Disaster Management Officer will be required to prepare to go to the scene, and a Duty Manager will be required to assume control of the DMC. If operations are escalated to Full or Catastrophic level, the DMC will require the following DMC staff to be deployed:

-  Disaster Management Officer on scene
-  Disaster Management Officer to man and run the MCU

There are a number of other functions which will need to be filled in the DMC:

-  Incident Commander / Head of the DMC;
-  Head of Operations;



-  Head of Logistics;
-  Head of Administration and Finance;
-  Head of Information, Analysis and Plans section;
-  Head of Public information.

These positions may be filled with staff from other agencies, provided the staffs have received appropriate training in the functioning of the DMC. The fact that the DMC is based in the 'fire station' leads to the conclusion that the 'DMC' can be run as a virtual DMC until such time as it can be staffed by the fire department call taker, and the DMC notification can take place as per the SOP by notifying the Duty Officer on the allocated mobile number.

9.3.7 SHIFT SYSTEM

During normal working hours the DMC should ideally be staffed by one of the three full-time positions. After hours the DMC should be staffed with a call taker. Due to logistical and operational constraints, this position may be combined with the call centre of another emergency service such as fire or EMS. The DMC number should be manned on a 24-hour basis, but if this is not possible the dedicated DMC land line telephone number must be routed to a mobile number for the UTDM DMC Duty Manager on call. The shift system and 'on call' system will need to be managed by the Head of DMC. The shift patterns will vary based on the intensity, type of incident, and anticipated duration of the incident. With each shift change overlapping need to be established with proper handing and taking over procedures. The DMC will operate

as above and as managed by the Head of the Department decided upon by the situation and the level of operation of the DMC.

9.3.8 MOBILE COMMAND UNIT AND TACTICAL HEAD QUARTERS

A Mobile Command Unit (MCU) should be procured to function as a forward command and control unit. It will fulfil the requirements of a communications unit, and should also have the ability to operate as the Joint Operational Centre or Venue Operational Centre. It should be dispatched to any incident once the DMC goes into 'Full Operations'. It could also function as an education and awareness facility and also serves as the Tactical Head Quarters of the Response Team. It will be able to function as the 'Alternative site for the DMC' as the redundancy plan required for the instance in which the DMC is not able to continue functioning. Over and above the UTDM DMC staff positions listed above, the DMP requires assistance from other role players in all the phases of Disaster Management Planning. Possible representatives are listed below with a checklist of all the functions that may need to be performed.

These functions are not limited to Emergency Response Functions, but also have both mitigation and preparation responsibilities as well as Recovery functions. The following list is extensive, but not exhaustive nor complete, and should be used as a checklist to prompt representatives from Local, Provincial, and National Government, NGO's, other Emergency Services, SAPS, SANDF and any others as to their levels of required involvement in the phases of Disaster Management Planning.








9.4 DISASTER RESPONSE AND RECOVERY

The UThukela Disaster Risk Management Plan must also incorporate elements of preparedness, response and recovery appropriate to the respective functional areas of different organs of state.

9.4.1 PREPAREDNESS AND CONTINGENCY PLANNING

Preparedness and contingency planning 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 and contingency planning enables the municipality and other institutions involved in disaster risk management, including the private sector, communities and individuals to mobilise, organise, 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 UThukela disaster risk management plan.

9.4.2 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.

9.4.3 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.

9.4.4 CO-ORDINATION OF RESPONSE AND RECOVERY EFFORTS

Responsibility for co-ordinating response to specific known rapid- and slow-onset significant events and disasters must be allocated to 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, UThukela District Disaster Management 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 firefighting.

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. 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.

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. UThukela 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 UThukela District 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. 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.

9.5 EDUCATION, TRAINING AND PUBLIC AWARENESS

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. This also include resource 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.

9.5.1 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 UThukela District Municipality will be required to participate in this initiative.

9.5.2 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.

9.5.3 TRAINING PROGRAMMES FOR COMMUNITIES

Training programmes for communities must focus on disaster risk awareness, disaster risk reduction, volunteerism and preparedness. Local indigenous knowledge needs to be incorporated into training programmes aimed at local communities. Where appropriate, communities must be given the opportunity to modify and enhance training programmes 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.

9.5.4 RESPONSIBILITY FOR THE DEVELOPMENT OF TRAINING PROGRAMMES

The Provincial Disaster Management Centre (PDMC) is responsible for promoting, facilitating and overseeing the development and implementation of training programmes and materials for practitioners in disaster risk management and associated fields. Provincial and municipal organs of state must plan, organise and implement training programmes relevant to their respective areas of responsibility in consultation with local communities.

9.5.5 SCHOOLS



The Disaster Management Section of UThukela District Municipality must seek to establish links with existing community risk awareness programmes in schools for the purposes of disseminating information on disaster risk management and risk avoidance. The creation of programmes in schools, focusing on relevant and appropriate aspects of disaster risk management, must be encouraged.











9.5.6 RESEARCH

The Act calls for ongoing research into all aspects of disaster risk reduction and management. UThukela District 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.

9.6 INFORMATION MANAGEMENT AND COMMUNICATION SYSTEM MODEL

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; and
-  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, UThukela 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.

9.7 FUNDING DISASTERS

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.

9.7.1 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.






9.7.2 PRINCIPLES UNDERPINNING FUNDING ARRANGEMENTS

Any funding arrangement must be consistent with the principles set out in the Act and any other related legislation. 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 spill overs 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.

9.7.3 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.



10. IMPLEMENTATION OF DISASTER RISK MANAGEMENT

10.1 UTHUKELA DISTRICT MUNICIPALITY

10.1.1 ROLES AND RESPONSIBILITIES




UThukela District Integrated Development Plan noted that currently the District Municipality does not have the internal capacity on implementing the Disaster and is reliant to Provincial Disaster Management Centre staff that was deployed in the municipality. In terms of District Disaster Management Centre, the municipality with the assistance from COGTA Disaster Management is in the process of construction of the fully-fledged centre that is compliant to the Disaster Management Act that will respond swiftly to disasters. The National Disaster Management Framework suggests that the council of each district municipality must establish institutional capacity for disaster risk management in its area.

Such arrangements must be consistent with national and provincial arrangements and must provide the appropriate mechanisms to allow for the application of co-operative governance to facilitate both intergovernmental and municipal interdepartmental relations as well as community participation for the purposes of disaster risk management. The District Municipality must also have enough internal resources and capacity to manage disasters. This includes the

appointment of the Head of Disaster Management as well as setting up of the Disaster Management Centre.

10.1.2 MUNICIPAL MANAGER









Municipal Manager needs to ensure disaster prevention, risk reduction and disaster preparedness, the Municipal Manager must:

-  Ensure that the disaster management function is executed in an effective and efficient manner in the UTDM;
-  During and after emergencies or disasters the Municipal Manager will be responsible to personally or through a designated official:
-  Report, liaise and consult with councillors and external provincial and national government departments.

10.1.3 EXECUTIVE DIRECTOR: STRATEGIC PLANNING AND ECONOMIC DEVELOPMENT



Executive Director: Strategic Planning and Economic Development must ensure that disaster plans are compiled and maintained in his service. He is responsible for the effective planning and functioning of the UTDM's emergency services throughout all the phases of the Disaster Management Continuum. He must ensure that disaster plans are compiled and maintained in his division, with specific reference to the following:
















-  Compilation of pro-active divisional disaster management programs to support risk reduction or elimination;
-  Compilation of reactive divisional disaster management plans to ensure service continuation during emergency/ disaster situations;
-  Coordinating response and mutual aid agreements with adjacent municipalities in the KwaZulu-Natal Province;
-  Protecting health and safety of emergency responders;
-  Ensuring acceptable level of emergency services for the UTM outside of the emergency area(s);
-  Identifying persons/organizations to contribute to post-emergency reports / debriefings;
-  Supplying resources for disaster management purposes as requested by the ECC Management Team;
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.1.4 EXECUTIVE DIRECTOR: HEALTH AND ENVIRONMENTAL SERVICES

Executive Director of Health and Environmental Services must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:








-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;

-  Steps to eliminate risks presented by communicable disease;
-  Protect the health and safety of emergency responders;
-  Care for evacuees and victims;
-  Monitor large groups of people for contamination and/or health effects;
-  Immunize large groups of people;
-  Assist with the management of emergency shelter, evacuation assembly points and mass care facilities for persons displaced by emergencies or disasters;
-  Provide health care for disrupted populations (may be general population or limited to vulnerable populations and essential service operators);
-  Seize and dispose of food that poses a health hazard;
-  Monitor the environment (air, water, and ecosystem) for contamination;
-  Identify persons who may require medical follow and/or who may require psychosocial support;
-  Identify persons/organizations to contribute to post-emergency reports/debriefings;
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.1.5 CHIEF FINANCIAL OFFICER





















The Executive Director of Finance (CFO) must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
-  Managing donations for emergency response;
-  Facilitating emergency procurement;
-  Initiating and facilitating efforts to make funds available for disaster management in the municipal area (Section 43);
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.





10.1.6 EXECUTIVE DIRECTOR: INFRASTRUCTURE DEVELOPMENT

Executive Director of Infrastructure Development must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,









-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,
-  Identifying and prioritizing essential services that may require restoration as the result of an emergency or disaster,
-  Coordinating response with Eskom,
-  Allocating available electricity,
-  Planning alternate electrical supply,
-  Removing debris from transportation routes and other sites as required,
-  Monitoring the environment (air, water, and ecosystem) for contamination,
-  Controlling consumption of public water supply,
-  Providing alternate water supplies (potable, industrial and fire-fighting),
-  Disposing of non-hazardous waste,
-  Providing facilities for the disposal of hazardous waste,
-  Maintain a flood warning system throughout its area of jurisdiction for alerting the UTDM Disaster Management Centre,
-  Confining and containing flood water,
-  Providing technical advice in preventing or reducing the effects of flooding,
-  Liaison with the Ministry of Water Affairs and Forestry as required,
-  Liaison with the provincial and national transport departments as required,
-  Arranging for an alternate telephone or communication service, if required,










-  Controlling telecommunications system load,
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team,
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database ,
-  Identifying persons/organizations to contribute to post-emergency reports/debriefings.

10.1.7 EXECUTIVE DIRECTOR: CORPORATE SERVICES




The Executive Director of Corporate and Legal Services must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination'
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,
-  Monitoring compliance with relevant legislation, regulations, licenses and by-laws,
-  Providing information to Staff and their families,
-  Documenting information for potential municipal insurance claims,
-  Documenting information for potential legal actions,
-  Identifying information to be documented for inquests or investigations under applicable laws,
-  Documenting information for remuneration of municipals employees involved in emergency response,

-  Reporting to the Occupational Health and Safety Committees on the emergency response,
-  Documenting potential occupational health and safety issues,
-  Documenting information for potential municipals labour relations issues.
-  Documenting information for potential compensation claims,
-  Identify persons/organizations to contribute to post-emergency reports/debriefings,
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team,
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.1.8 MANAGER: INTERNAL AUDIT

Manager of Internal Audit must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

-  Auditing the emergency/ contingency plans of Council installations to ensure compliance with the relevant legislation, codes and regulations,
-  Auditing the risk management plans of Council installations to ensure pro-active risk reduction and compliance with relevant legislation,
-  Audit compliance of UTM services with the stipulations of the Disaster Management Plan,



- Supplying resources for disaster management purposes as requested by the Disaster Management Team,
- Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.1.9 MANAGER: AWARENESS AND OPERATIONS

The Manager of Awareness and Operations needs to be appointed once a Disaster Management Centre has been fully set-up. The responsibilities for this position includes ensuring that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- Compilation of pro-active department disaster management programs to support risk reduction or elimination,
- Compilation or reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,
- Providing information to persons at special incident-related meetings,
- Providing information to UTDM employees and their families who are affected by emergencies / disasters,
- Arranging anniversary events of disasters for affected persons in support of efforts to facilitate psychosocial coping mechanisms,
- Regularly updating on emergency situation to councillors,
- Supporting the DMC in communicating status reports and public safety notices,

- Supporting the DMC in risk-reducing public education and awareness programs,
- Supplying resources for disaster management purposes as requested by the Disaster Management Team,
- Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2 LOCAL MUNICIPALITIES

10.2.1 ROLES AND RESPONSIBILITIES

The local sphere of government is the first line of defence in the event of a disaster occurring or threatening to occur, the community is in reality the first responder. The primary responsibility for the co-ordination and management of local disasters rests with the local sphere. Thorough disaster risk management planning and effective co-ordination are key to saving lives and limiting damage to property, infrastructure and the environment. They are also necessary for the optimal utilisation of resources. However, the Act leaves it to the discretion of a district municipality to constitute formal structures, such as a municipal disaster management advisory forum, for the purposes of external stakeholder participation. A municipality is also not obliged to establish specific internal structures for disaster risk management.

Local Municipalities are not required to appoint a Head of Disaster Management. However because of the responsibility which a local municipality has in relation to disaster management, it is recommended



that the local municipality must have either a Disaster Management Manager or, at a minimum, an official who has disaster management as part of his role. The role is a coordinating and facilitating role, which includes policy and planning (particularly prevention and mitigation), as well as ensuring that response plans are in place in the case of emergency incidents. The role particularly relates to focusing on the previously disadvantaged. The person must be able to interact with all municipal departments and councillors and must be part of the IDP forum. The key responsibility is to establish the disaster management centre. Programs and activities of the disaster management centre to be overseen by the Head of Disaster Management should include:

- 📄 Development of public awareness and education programs about disaster management;
- 📄 Coordination of the development of Disaster Management Plans within each line function department in the municipality;
- 📄 Development of the Municipal Disaster Management Plan (particularly prevention, risk reduction and mitigation activities) in consultation with key stakeholders;
- 📄 Providing support to the District Disaster Management Advisory Forum;
- 📄 Participating in the IDP forum to ensure alignment of the Disaster Management Plan with the IDP;
- 📄 Ensuring that contingency plans are in place to manage emergencies and disasters;
- 📄 Managing contracts for service provision;

- 📄 Engaging with the community include traditional leaders, business, community organisations;
- 📄 Developing a budget and sourcing funds for disaster management













10.2.2 LADYSMITH/ EMNAMBITHI LOCAL MUNICIPALITY

10.2.2.1 EXECUTIVE MANAGER OF DEVELOPMENT PLANNING AND HUMAN SETTLEMENTS

The Executive Manager of Development Planning and Human Settlements must ensure that disaster plans are compiled and maintained in his service:












- 📄 Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
- 📄 Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/ disaster situations,
- 📄 Facilitating feedback regarding disaster management initiatives from communities to the DMCC,
- 📄 Supplying resources for disaster management purposes as requested by the Disaster Management Team,
- 📄 Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.
- 📄 Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,







-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,
-  Providing information to persons at emergency facilities (e.g. Assembly points / evacuation centres / mass care facilities),
-  Providing psychological and other health related support and information to victims of disaster or potential disaster,
-  Providing information to persons at special incident-related meetings,
-  Providing information to Ladysmith employees and their families who are affected by emergencies /disasters,
-  Arranging site visits for persons affected by the emergency, e.g. families of deceased persons,
-  Arranging anniversary events of disasters for affected persons in support of efforts to facilitate psychosocial coping mechanisms,
-  Regularly updating on emergency situation to councillors,
-  Supporting the DMC in communicating status reports and public safety notices,
-  Supporting the DMC in risk-reducing public education and awareness programs,
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team,
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2.2.2 EXECUTIVE MANAGER OF INFRASTRUCTURE AND SERVICES

The Executive Director of Infrastructure and Services must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:






-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
-  Coordinating response with businesses and industries affected by the emergency;
-  Coordinating response with national and provincial Public Works departments;
-  Identifying buildings which are unsafe;
-  Identifying areas, buildings and structures which may require restoration;
-  Identifying persons/organizations to contribute to post-emergency reports / debriefings;
-  Plan and ensure that risk reduction and disaster mitigation principles are adhered to in the recovery and redevelopment phases;
-  Ensure that risk reduction and mitigation principles are applied in all development projects;
-  Submit development plans to the DMC for input regarding risks and hazards;
-  Include the reduction of natural disasters as an element in environmental education programs;
















-  Identify and make available alternative land and housing for persons displaced by an emergency or disaster;
-  Plan and assist with the management of emergency shelter, evacuation assembly points and mass care facilities for persons displaced by emergencies or disasters;
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2.2.3 EXECUTIVE MANAGER CORPORATE SERVICES

The Executive Manager Corporate Service must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
-  Emergency/ contingency planning for all Council facilities used for mass events;
-  Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
-  Plan and assist with the management of emergency shelter, evacuation assembly points and mass cares facilities for persons displaced by emergencies or disasters. Supplying resources for








disaster management purposes as requested by the Disaster Management Team;

-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.
-  Monitoring compliance with relevant legislation, regulations, licenses and by-laws,
-  Providing information to Staff and their families,
-  Documenting information for potential municipal insurance claims,
-  Documenting information for potential legal actions,
-  Identifying information to be documented for inquests or investigations under applicable laws,
-  Documenting information for remuneration of municipals employees involved in emergency response,
-  Reporting to the Occupational Health and Safety Committees on the emergency response,
-  Documenting potential occupational health and safety issues,
-  Documenting information for potential municipals labour relations issues.
-  Documenting information for potential compensation claims,
-  Identify persons/organizations to contribute to post-emergency reports/debriefings, and
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team.

10.2.2.4 CHIEF FINANCIAL OFFICER









The CFO must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
-  Managing donations for emergency response;
-  Facilitating emergency procurement;
-  Initiating and facilitating efforts to make funds available for disaster management in the municipal area (Section 43);
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2.2.5 EXECUTIVE MANAGER COMMUNITY SERVICES







The Executive Manager for Community Services must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;

-  Emergency/contingency planning for all Council facilities used for mass events;
-  Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2.2.6 MANAGER OF INFORMATION TECHNOLOGY

The Manager of Information Technology must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,
-  Establishing and maintaining required informatics links,
-  Rendering support and advice throughout all phases of disaster management planning activities,
-  Ensure that the Corporate Disaster Management Plan forms an integral part of the IDP,
-  Compiling, exercising and carrying out adequate disaster recovery procedures for IT infrastructure and information management,



- 📄 Supplying resources for disaster management purposes as requested by the Disaster Management Team,
- 📄 Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database,
- 📄 Supplying IT Infrastructure and assets to host and maintain.

10.2.2.7 CHIEF TRAFFIC OFFICER

The Chief of Traffic must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- 📄 Compilation of pro-active divisional disaster management programs to support risk reduction or elimination;
- 📄 Compilation of reactive divisional disaster management plans to ensure service continuation during emergency/disaster situations;
- 📄 Coordinating response with the South African Police Service and national security forces or departments;
- 📄 Protecting the safety of emergency responders, evacuated areas, affected communities and damaged or threatened property;
- 📄 Controlling and dispersing crowds;
- 📄 Support the evacuation of designated area(s) of both persons and livestock;
- 📄 Controlling access to and egress from emergency area(s);
- 📄 Protecting private and public property;
- 📄 Managing and controlling traffic in and around emergency area(s) on evacuation routes and on emergency vehicle routes;
- 📄 Identifying persons/ organizations to contribute to post-emergency reports / debriefings;

- 📄 Protecting essential service facilities;
- 📄 Supplying resources for disaster management purposes as requested by the ECC Management Team;
- 📄 Establishing and maintaining a resources database that is integrate with the DMC's Disaster Management Resources Database.

10.2.2.8 DISASTER MANAGEMENT PRACTITIONER

The Disaster Management Practitioner will need to be appointed once the Disaster Management Centre has been developed. He will be responsible for the compilation, maintenance and distribution of the Disaster Management Plan and it's supporting risk-specific and incident management plans. The Head is also responsible for the performance by the Center of its disaster management functions and to implement and co-ordinate the Disaster Management Plan. The Head must:

- 📄 When deemed necessary, declare a disaster (Act);
- 📄 Liaise with provincial officials and national officials;
- 📄 Co-ordinate response with CBO's and NGO's;
- 📄 Authorize area evacuation/re-entry;
- 📄 Identify persons/organizations to receive recognition for contributions to the emergency response;
- 📄 Establish and maintain required telecommunications links;
- 📄 Identify available resources for disaster management purposes as requested by the ECC Management Team;
- 📄 Establish and maintain a resources database;
- 📄 Ensure effective media liaison;



- Disaster Manager Practitioner, in consultation with the Disaster Management Team, will determine when an incident or disaster is adequately dealt with and the response structure set up for the incident/disaster can be de-activated.

10.2.3 UMTSHEZI LOCAL MUNICIPALITY

10.2.3.1 DIRECTOR OF PLANNING, ECONOMICS AND COMMUNITY SERVICES

The Director Planning, Economics and Community Services must ensure that disaster plans are compiled and maintained in his service:









- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- Emergency/contingency planning for all Council facilities used for mass events;
- Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
- Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,

- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/ disaster situations,
- Supplying resources for disaster management purposes as requested by the Disaster Management Team,
- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,
- Providing information to persons at emergency facilities (e.g. Assembly points / evacuation centres / mass care facilities),
- Providing psychological and other health related support and information to victims of disaster or potential disaster,
- Providing information to persons at special incident-related meetings,
- Providing information to Umtshezi employees and their families who are affected by emergencies /disasters,
- Arranging site visits for persons affected by the emergency, e.g. families of deceased persons,
- Regularly updating on emergency situation to councillors,
- Supplying resources for disaster management purposes as requested by the Disaster Management Team,

10.2.3.2 DIRECTOR ELECTRICAL ENGINEERING














The Director of Electrical Engineering must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,
-  Identifying and prioritizing essential services that may require restoration as the result of an emergency or disaster,
-  Coordinating response with Eskom,
-  Allocating available electricity,
-  Planning alternate electrical supply,
-  Arranging for an alternate telephone or communication service, if required, and
-  Controlling telecommunications system load.

10.2.3.3 DIRECTOR CIVIL ENGINEERING


The Director of Civil Engineering must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:

-  Coordinating response with businesses and industries affected by the emergency;
-  Coordinating response with national and provincial Public Works departments;

-  Identifying buildings which are unsafe;
-  Identifying areas, buildings and structures which may require restoration;
-  Identifying persons/organizations to contribute to post-emergency reports / debriefings;
-  Plan and ensure that risk reduction and disaster mitigation principles are adhered to in the recovery and redevelopment phases;
-  Ensure that risk reduction and mitigation principles are applied in all development projects;
-  Identify and make available alternative land and housing for persons displaced by an emergency or disaster;
-  Plan and assist with the management of emergency shelter, evacuation assembly points and mass care facilities for persons displaced by emergencies or disasters;
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team; and
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2.3.4 DIRECTOR CORPORATE SERVICES

The Director Corporate Service must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;



- 📄 Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- 📄 Emergency/ contingency planning for all Council facilities used for mass events;
- 📄 Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
- 📄 Plan and assist with the management of emergency shelter, evacuation assembly points and mass cares facilities for persons displaced by emergencies or disasters. Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- 📄 Monitoring compliance with relevant legislation, regulations, licenses and by-laws,
- 📄 Providing information to Staff and their families,
- 📄 Documenting information for potential municipal insurance claims,
- 📄 Documenting information for potential legal actions,
- 📄 Identifying information to be documented for inquests or investigations under applicable laws,
- 📄 Documenting information for remuneration of municipals employees involved in emergency response,
- 📄 Reporting to the Occupational Health and Safety Committees on the emergency response,
- 📄 Documenting potential occupational health and safety issues,
- 📄 Documenting information for potential municipals labour relations issues.
- 📄 Documenting information for potential compensation claims,

- 📄 Identify persons/organizations to contribute to post-emergency reports/debriefings, and
- 📄 Supplying resources for disaster management purposes as requested by the Disaster Management Team.

10.2.3.5 CHIEF FINANCIAL OFFICER

The CFO must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- 📄 Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- 📄 Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- 📄 Managing donations for emergency response;
- 📄 Facilitating emergency procurement;
- 📄 Initiating and facilitating efforts to make funds available for disaster management in the municipal area (Section 43);
- 📄 Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- 📄 Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2.3.6 MANAGER OF INFORMATION TECHNOLOGY



The Manager of Information Technology must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- 📁 Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
- 📁 Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,
- 📁 Establishing and maintaining required informatics links,
- 📁 Rendering support and advice throughout all phases of disaster management planning activities,
- 📁 Ensure that the Corporate Disaster Management Plan forms an integral part of the IDP,
- 📁 Compiling, exercising and carrying out adequate disaster recovery procedures for IT infrastructure and information management,
- 📁 Supplying resources for disaster management purposes as requested by the Disaster Management Team,
- 📁 Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database,
- 📁 Supplying IT Infrastructure and assets to host and maintain.

10.2.3.7 CHIEF TRAFFIC OFFICER

The Chief of Traffic must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:











- 📁 Compilation of pro-active divisional disaster management programs to support risk reduction or elimination;
- 📁 Compilation of reactive divisional disaster management plans to ensure service continuation during emergency/disaster situations;
- 📁 Coordinating response with the South African Police Service and national security forces or departments;
- 📁 Protecting the safety of emergency responders, evacuated areas, affected communities and damaged or threatened property;
- 📁 Controlling and dispersing crowds;
- 📁 Support the evacuation of designated area(s) of both persons and livestock;
- 📁 Controlling access to and egress from emergency area(s);
- 📁 Protecting private and public property;
- 📁 Managing and controlling traffic in and around emergency area(s) on evacuation routes and on emergency vehicle routes;
- 📁 Identifying persons/ organizations to contribute to post-emergency reports / debriefings;
- 📁 Protecting essential service facilities;
- 📁 Supplying resources for disaster management purposes as requested by the ECC Management Team;
- 📁 Establishing and maintaining a resources database that is integrate with the DMC's Disaster Management Resources Database.

10.2.3.8 DISASTER MANAGEMENT PRACTITIONER

The Disaster Management Practitioner will need to be appointed once the Disaster Management Centre has been developed. He will be













responsible for the compilation, maintenance and distribution of the UMTshezi Disaster Management Plan and its supporting risk-specific and incident management plans. The Head is also responsible for the performance by the Center of its disaster management functions and to implement and co-ordinate the Disaster Management Plan. The Head must:

-  When deemed necessary, declare a disaster (Act);
-  Liaise with provincial officials and national officials;
-  Co-ordinate response with CBO's and NGO's;
-  Authorize area evacuation/re-entry;
-  Identify persons/organizations to receive recognition for contributions to the emergency response;
-  Establish and maintain required telecommunications links;
-  Identify available resources for disaster management purposes as requested by the ECC Management Team;
-  Establish and maintain a resources database;
-  Ensure effective media liaison;
-  Disaster Manager Practitioner, in consultation with the Disaster Management Team, will determine when an incident or disaster is adequately dealt with and the response structure set up for the incident/disaster can be de-activated.

















10.2.4 OKHAHLAMBA LOCAL MUNICIPALITY


10.2.4.1 DIRECTOR SOCIAL AND ECONOMIC DEVELOPMENT

The Director Social and Economic Development must ensure that disaster plans are compiled and maintained in his service:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
-  Emergency/contingency planning for all Council facilities used for mass events;
-  Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/ disaster situations,
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team,
-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,











-  Providing information to persons at emergency facilities (e.g. Assembly points / evacuation centres / mass care facilities),
-  Providing psychological and other health related support and information to victims of disaster or potential disaster,
-  Providing information to persons at special incident-related meetings,
-  Providing information to Umtshezi employees and their families who are affected by emergencies /disasters,
-  Arranging site visits for persons affected by the emergency, e.g. families of deceased persons,
-  Regularly updating on emergency situation to councillors,
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team,
-  Coordinating response with the South African Police Service and national security forces or departments;
-  Protecting the safety of emergency responders, evacuated areas, affected communities and damaged or threatened property;
-  Controlling and dispersing crowds;
-  Support the evacuation of designated area(s) of both persons and livestock;
-  Controlling access to and egress from emergency area(s);
-  Protecting private and public property;
-  Managing and controlling traffic in and around emergency area(s) on evacuation routes and on emergency vehicle routes;
-  Identifying persons/ organizations to contribute to post-emergency reports / debriefings;
-  Protecting essential service facilities;












-  Supplying resources for disaster management purposes as requested by the ECC Management Team; and
- Establishing and maintaining a resources database that is integrate with the DMC's Disaster Management Resources Database.

10.2.4.2 DIRECTOR TECHNICAL SERVICES

The Director Technical Services must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:


-  Coordinating response with businesses and industries affected by the emergency;
-  Coordinating response with national and provincial Public Works departments;
-  Identifying buildings which are unsafe;
-  Identifying areas, buildings and structures which may require restoration;
-  Identifying persons/organizations to contribute to post-emergency reports / debriefings;
-  Plan and ensure that risk reduction and disaster mitigation principles are adhered to in the recovery and redevelopment phases;
-  Ensure that risk reduction and mitigation principles are applied in all development projects;
-  Identify and make available alternative land and housing for persons displaced by an emergency or disaster;

















-  Plan and assist with the management of emergency shelter, evacuation assembly points and mass care facilities for persons displaced by emergencies or disasters;
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.
-  Ensure that the Corporate Disaster Management Plan forms an integral part of the IDP,
-  Compiling, exercising and carrying out adequate disaster recovery procedures for IT infrastructure and information management,
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team,
-  Coordinating response with Eskom,
-  Allocating available electricity,
-  Planning alternate electrical supply,
-  Arranging for an alternate telephone or communication service, if required, and
-  Controlling telecommunications system load.

10.2.4.3 DIRECTOR CORPORATE SERVICES

The Director Corporate Service must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;

-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
-  Emergency/ contingency planning for all Council facilities used for mass events;
-  Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
-  Plan and assist with the management of emergency shelter, evacuation assembly points and mass cares facilities for persons displaced by emergencies or disasters. Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Monitoring compliance with relevant legislation, regulations, licenses and by-laws,
-  Providing information to Staff and their families,
-  Documenting information for potential municipal insurance claims,
-  Documenting information for potential legal actions,
-  Identifying information to be documented for inquests or investigations under applicable laws,
-  Documenting information for remuneration of municipals employees involved in emergency response,
-  Reporting to the Occupational Health and Safety Committees on the emergency response,
-  Documenting potential occupational health and safety issues,
-  Documenting information for potential municipals labour relations issues.
-  Documenting information for potential compensation claims,

- 📄 Identify persons/organizations to contribute to post-emergency reports/debriefings, and
- 📄 Supplying resources for disaster management purposes as requested by the Disaster Management Team.

10.2.4.4 CHIEF FINANCIAL OFFICER

The CFO must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- 📄 Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- 📄 Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- 📄 Managing donations for emergency response;
- 📄 Facilitating emergency procurement;
- 📄 Initiating and facilitating efforts to make funds available for disaster management in the municipal area (Section 43);
- 📄 Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- 📄 Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2.4.5 DISASTER MANAGEMENT PRACTITIONER

The Disaster Management Practitioner will need to be appointed once the Disaster Management Centre has been developed. He will be

responsible for the compilation, maintenance and distribution of the Okhahlamba Disaster Management Plan and its supporting risk-specific and incident management plans. The Head is also responsible for the performance by the Center of its disaster management functions and to implement and co-ordinate the Disaster Management Plan. The Head must:











- 📄 When deemed necessary, declare a disaster (Act);
- 📄 Liaise with provincial officials and national officials;
- 📄 Co-ordinate response with CBO's and NGO's;
- 📄 Authorize area evacuation/re-entry;
- 📄 Identify persons/organizations to receive recognition for contributions to the emergency response;
- 📄 Establish and maintain required telecommunications links;
- 📄 Identify available resources for disaster management purposes as requested by the ECC Management Team;
- 📄 Establish and maintain a resources database;
- 📄 Ensure effective media liaison;
- 📄 Disaster Manager Practitioner, in consultation with the Disaster Management Team, will determine when an incident or disaster is adequately dealt with and the response structure set up for the incident/disaster can be de-activated.

















10.2.5 IMBABAZANE LOCAL MUNICIPALITY

10.2.5.1 MANAGER SOCIAL AND ECONOMIC DEVELOPMENT



The Manager Social and Economic Development must ensure that disaster plans are compiled and maintained in his service:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
-  Emergency/contingency planning for all Council facilities used for mass events;
-  Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/ disaster situations,
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team,
-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,

-  Providing information to persons at emergency facilities (e.g. Assembly points / evacuation centres / mass care facilities),
-  Providing psychological and other health related support and information to victims of disaster or potential disaster,
-  Providing information to persons at special incident-related meetings,
-  Providing information to Imbabazane employees and their families who are affected by emergencies /disasters,
-  Arranging site visits for persons affected by the emergency, e.g. families of deceased persons,
-  Regularly updating on emergency situation to councillors,
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team,
-  Coordinating response with the South African Police Service and national security forces or departments;
-  Protecting the safety of emergency responders, evacuated areas, affected communities and damaged or threatened property;
-  Controlling and dispersing crowds;
-  Support the evacuation of designated area(s) of both persons and livestock;
-  Controlling access to and egress from emergency area(s);
-  Protecting private and public property;
-  Managing and controlling traffic in and around emergency area(s) on evacuation routes and on emergency vehicle routes;
-  Identifying persons/ organizations to contribute to post-emergency reports / debriefings;
-  Protecting essential service facilities;



- Supplying resources for disaster management purposes as requested by the ECC Management Team; and
- Establishing and maintaining a resources database that is integrate with the DMC's Disaster Management Resources Database.

10.2.5.2 MANAGER TECHNICAL SERVICES

The Manager Technical Services must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:

- Coordinating response with businesses and industries affected by the emergency;
- Coordinating response with national and provincial Public Works departments;
- Identifying buildings which are unsafe;
- Identifying areas, buildings and structures which may require restoration;
- Identifying persons/organizations to contribute to post-emergency reports / debriefings;
- Plan and ensure that risk reduction and disaster mitigation principles are adhered to in the recovery and redevelopment phases;
- Ensure that risk reduction and mitigation principles are applied in all development projects;
- Identify and make available alternative land and housing for persons displaced by an emergency or disaster;

- Plan and assist with the management of emergency shelter, evacuation assembly points and mass care facilities for persons displaced by emergencies or disasters;
- Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.
- Ensure that the Corporate Disaster Management Plan forms an integral part of the IDP,
- Compiling, exercising and carrying out adequate disaster recovery procedures for IT infrastructure and information management,
- Supplying resources for disaster management purposes as requested by the Disaster Management Team,
- Coordinating response with Eskom,
- Allocating available electricity,
- Planning alternate electrical supply,
- Arranging for an alternate telephone or communication service, if required, and
- Controlling telecommunications system load.

10.2.5.3 MANAGER CORPORATE SERVICES

The Manager Corporate Service must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:

- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;



- 📄 Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- 📄 Emergency/ contingency planning for all Council facilities used for mass events;
- 📄 Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
- 📄 Plan and assist with the management of emergency shelter, evacuation assembly points and mass cares facilities for persons displaced by emergencies or disasters. Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- 📄 Monitoring compliance with relevant legislation, regulations, licenses and by-laws,
- 📄 Providing information to Staff and their families,
- 📄 Documenting information for potential municipal insurance claims,
- 📄 Documenting information for potential legal actions,
- 📄 Identifying information to be documented for inquests or investigations under applicable laws,
- 📄 Documenting information for remuneration of municipals employees involved in emergency response,
- 📄 Reporting to the Occupational Health and Safety Committees on the emergency response,
- 📄 Documenting potential occupational health and safety issues,
- 📄 Documenting information for potential municipals labour relations issues.
- 📄 Documenting information for potential compensation claims,

- 📄 Identify persons/organizations to contribute to post-emergency reports/debriefings, and
- 📄 Supplying resources for disaster management purposes as requested by the Disaster Management Team.

10.2.5.4 CHIEF FINANCIAL OFFICER

The CFO must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:











- 📄 Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- 📄 Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- 📄 Managing donations for emergency response;
- 📄 Facilitating emergency procurement;
- 📄 Initiating and facilitating efforts to make funds available for disaster management in the municipal area (Section 43);
- 📄 Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- 📄 Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2.5.5 DISASTER MANAGEMENT PRACTITIONER

The Disaster Management Practitioner will need to be appointed once the Disaster Management Centre has been developed. He will be














responsible for the compilation, maintenance and distribution of the Imbabazane Disaster Management Plan and its supporting risk-specific and incident management plans. The Head is also responsible for the performance by the Center of its disaster management functions and to implement and co-ordinate the Disaster Management Plan. The Head must:

-  When deemed necessary, declare a disaster (Act);
-  Liaise with provincial officials and national officials;
-  Co-ordinate response with CBO's and NGO's;
-  Authorize area evacuation/re-entry;
-  Identify persons/organizations to receive recognition for contributions to the emergency response;
-  Establish and maintain required telecommunications links;
-  Identify available resources for disaster management purposes as requested by the ECC Management Team;
-  Establish and maintain a resources database;
-  Ensure effective media liaison;
-  Disaster Manager Practitioner, in consultation with the Disaster Management Team, will determine when an incident or disaster is adequately dealt with and the response structure set up for the incident/disaster can be de-activated.

10.2.6 INDAKA LOCAL MUNICIPALITY

10.2.6.1 DIRECTOR PLANNING AND TECHNICAL SERVICES

The Director Planning and Technical Services must ensure that disaster plans are compiled and maintained in his service:

-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
-  Emergency/contingency planning for all Council facilities used for mass events;
-  Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team;
-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/ disaster situations,
-  Supplying resources for disaster management purposes as requested by the Disaster Management Team,
-  Compilation of pro-active departmental disaster management programs to support risk reduction or elimination,
-  Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations,
-  Providing information to persons at emergency facilities (e.g. Assembly points / evacuation centres / mass care facilities),
-  Providing psychological and other health related support and information to victims of disaster or potential disaster,



- 🖨 Providing information to persons at special incident-related meetings,
- 🖨 Providing information to Indaka employees and their families who are affected by emergencies /disasters,
- 🖨 Arranging site visits for persons affected by the emergency, e.g. families of deceased persons,
- 🖨 Regularly updating on emergency situation to councillors,
- 🖨 Supplying resources for disaster management purposes as requested by the Disaster Management Team,
- 🖨 Coordinating response with the South African Police Service and national security forces or departments;
- 🖨 Protecting the safety of emergency responders, evacuated areas, affected communities and damaged or threatened property;
- 🖨 Controlling and dispersing crowds;
- 🖨 Support the evacuation of designated area(s) of both persons and livestock;
- 🖨 Controlling access to and egress from emergency area(s);
- 🖨 Protecting private and public property;
- 🖨 Managing and controlling traffic in and around emergency area(s) on evacuation routes and on emergency vehicle routes;
- 🖨 Identifying persons/ organizations to contribute to post-emergency reports / debriefings;
- 🖨 Protecting essential service facilities;
- 🖨 Supplying resources for disaster management purposes as requested by the ECC Management Team;
- Establishing and maintaining a resources database that is integrate with the DMC's Disaster Management Resources Database;

- 🖨 Identifying buildings which are unsafe;
- 🖨 Identifying areas, buildings and structures which may require restoration;
- 🖨 Identifying persons/organizations to contribute to post-emergency reports / debriefings;
- 🖨 Plan and ensure that risk reduction and disaster mitigation principles are adhered to in the recovery and redevelopment phases;
- 🖨 Ensure that risk reduction and mitigation principles are applied in all development projects;
- 🖨 Identify and make available alternative land and housing for persons displaced by an emergency or disaster;
- 🖨 Plan and assist with the management of emergency shelter, evacuation assembly points and mass care facilities for persons displaced by emergencies or disasters;
- 🖨 Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- 🖨 Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.
- 🖨 Ensure that the Corporate Disaster Management Plan forms an integral part of the IDP,
- 🖨 Compiling, exercising and carrying out adequate disaster recovery procedures for IT infrastructure and information management,
- 🖨 Supplying resources for disaster management purposes as requested by the Disaster Management Team,
- 🖨 Coordinating response with Eskom,
- 🖨 Allocating available electricity,



- 📄 Planning alternate electrical supply,
- 📄 Arranging for an alternate telephone or communication service, if required, and
- 📄 Controlling telecommunications system load.

10.2.6.2 DIRECTOR CORPORATE AND COMMUNITY SERVICES

The Director Corporate and Community Service must ensure that disaster plans are compiled and maintained in his service, with specific reference to the following:

- 📄 Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- 📄 Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- 📄 Emergency/ contingency planning for all Council facilities used for mass events;
- 📄 Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters;
- 📄 Plan and assist with the management of emergency shelter, evacuation assembly points and mass cares facilities for persons displaced by emergencies or disasters. Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- 📄 Monitoring compliance with relevant legislation, regulations, licenses and by-laws,
- 📄 Providing information to Staff and their families,

- 📄 Documenting information for potential municipal insurance claims,
- 📄 Documenting information for potential legal actions,
- 📄 Identifying information to be documented for inquests or investigations under applicable laws,
- 📄 Documenting information for remuneration of municipals employees involved in emergency response,
- 📄 Reporting to the Occupational Health and Safety Committees on the emergency response,
- 📄 Documenting potential occupational health and safety issues,
- 📄 Documenting information for potential municipals labour relations issues.
- 📄 Documenting information for potential compensation claims,
- 📄 Identify persons/organizations to contribute to post-emergency reports/debriefings, and
- 📄 Supplying resources for disaster management purposes as requested by the Disaster Management Team.

10.2.6.3 CHIEF FINANCIAL OFFICER

The CFO must ensure that disaster plans are compiled and maintained in his/ her service, with specific reference to the following:

- 📄 Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- 📄 Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- 📄 Managing donations for emergency response;



- Facilitating emergency procurement;
- Initiating and facilitating efforts to make funds available for disaster management in the municipal area (Section 43);
- Supplying resources for disaster management purposes as requested by the Disaster Management Team;
- Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database.

10.2.6.4 DISASTER MANAGEMENT PRACTITIONER

The Disaster Management Practitioner will need to be appointed once the Disaster Management Centre has been developed. He will be responsible for the compilation, maintenance and distribution of the Indaka Disaster Management Plan and its supporting risk-specific and incident management plans. The Head is also responsible for the performance by the Center of its disaster management functions and to implement and co-ordinate the Disaster Management Plan. The Head must:

- When deemed necessary, declare a disaster (Act);
- Liaise with provincial officials and national officials;
- Co-ordinate response with CBO's and NGO's;
- Authorize area evacuation/re-entry;
- Identify persons/organizations to receive recognition for contributions to the emergency response;
- Establish and maintain required telecommunications links;
- Identify available resources for disaster management purposes as requested by the ECC Management Team;

- Establish and maintain a resources database;
- Ensure effective media liaison;
- Disaster Manager Practitioner, in consultation with the Disaster Management Team, will determine when an incident or disaster is adequately dealt with and the response structure set up for the incident/disaster can be de-activated.





10.3 ROLES AND RESPONSIBILITIES OF OTHER STAKEHOLDERS

10.3.1 DEPARTMENT OF AGRICULTURE





- Work with appropriate national and provincial government agencies to ensure humans are protected against animal and plant diseases through monitoring and control measures,
- Maintain food/water stockpiles for redistribution,
- Co-ordinate allocation of feed stuffs for commercial farm animals and arrange for distribution as necessary,
- Arrange for slaughter of injured farm animals and disposal of carcasses (including household pets),
- Develop a public information plan for food and extension support services for the agri-food sector,
- Continue to monitor the situation and determine agri-food sector requirements, including human resources,
- Maintain contact with the national government, provincial ministries, and private industry, including processors, distributors, and retailers.




10.3.2 DEPARTMENT OF HEALTH







-  Restoration of medical facilities,
-  Address the psychological aspects of the aftermath of a catastrophic event affecting both citizens and provincial and local government employees,
-  Maximize government resources available to deal with stress management in a catastrophic event,
-  Arrange with the National Health Department for government support.

10.3.3 DEPARTMENT OF CO-OPERATIVE GOVERNMENT AND TRADITIONAL AFFAIRS



-  Encourage and assist local government and private sector entities in the development of business continuation plans which address recovery and reconstruction issues,
-  Work with local authorities to expedite the restoration of private sector businesses and residences in the recovery and reconstruction phase,
-  Co-ordinate with appropriate municipal and federal entities to expedite the provision of financial and other assistance to municipalities and businesses which have been damaged,
-  Work with local authorities to facilitate and encourage the re-establishment of government services and necessary utilities in locations required whether on private or public property,

-  Work with local authorities to assist citizens and private sector businesses in re-establishing normal activities and operations as quickly as possible.



10.3.4 SOUTH AFRICAN POLICE SERVICES

-  Provide for the safety and security of the population and their belongings during all phases of the disaster,
-  Other tasks as identified and requested during joint planning.
-  Provide Disaster Relief and support as requested,
-  Other tasks as identified and requested during joint planning.
-  Radio Amateur Civil Emergency Services (Races)/HAMNET
-  Provide emergency communications for Civil Defence and disaster relief agencies.

10.3.5 DEPARTMENT OF TRANSPORT

-  Co-ordinate and arrange for transportation resources,
-  Work with appropriate local and national entities to facilitate the restoration of roadways and utilities.










10.3.6 DEPARTMENT OF WELFARE


-  Where appropriate, assist government agencies to expedite the provision of financial and other assistance to citizens who have experienced a loss,
-  Address the longer-term psychological aspects of the aftermath of a catastrophic event affecting children and families, youth that are






not accompanied by a guardian or custodian, and adults with mental handicaps and special needs.

10.3.7 DEPARTMENT OF FINANCE



-  Provide risk management services in respect to possible compensation and liability claims,
-  Promote legislation addressing response to a catastrophic event and work with other jurisdictions where feasible in promoting such legislation,
-  Maintain ongoing liaison and contact with appropriate public and private agencies to improve co-operation among agencies and to ensure familiarity with their response plans,
-  Arrange the assignment of suitably qualified public employees from various ministries to special response duties,
-  Provide for the leasing or purchase of response supplies and equipment,
-  Fully utilize provincial government employees during the response phase of a catastrophic event whenever feasible,
-  Work with national entities to expedite the provision of financial and other assistance to citizens who have experienced a loss,
-  Work with the private sector to expedite the restoration of businesses and residences in the recovery and reconstruction phase,
-  Co-ordinate with appropriate municipal and national entities to expedite the provision of financial and other assistance to municipalities and businesses which have been damaged,

-  Provide technical advice on recovery and reconstruction to the Strategic and Corporate Communications branch,


Through the Strategic and Corporate Communications Branch:

-  (1) Co-ordinate where appropriate with other jurisdictions and the media to assure accurate and timely public information is disseminated,
-  (2) Develop a co-ordinate public information system to keep government employees and the general public informed of ongoing recovery and reconstruction activities and government employees advised of their assignments and responsibilities,
-  (3) Allocate staff (emergency focus) to work in the government situation center established for the executive level of government.

10.3.8 DEPARTMENT OF WATER AFFAIRS AND FORESTRY









-  Provide the infrastructure for the recovery of the water systems in the affected areas,
-  Provide the support to ensure that water sources are not affected/contaminated, or where it had been contaminated, that the water sources can be purified or restricted.

10.3.9 DEPARTMENT OF EDUCATION


-  Ensure optimum maintenance of education and educational facilities.



10.3.10 DEPARTMENT OF HUMAN SETTLEMENTS


-  Develop an inventory of available public and private buildings that can be used to house government services in the event of a catastrophic event,
-  Demolish government facilities, when necessary, as expeditiously as possible,
-  Provide systematic detailed damage assessment inspections of government owned and leased facilities on a priority basis to the RRG,
-  Co-ordinate debris disposal with the Department of Environment and the Ministry of Transport,
-  Co-ordinate the allocation of construction and engineering resources to the repair of older buildings and the construction of new ones,
-  Arrange for long term housing as soon as possible,
-  Maximize available housing stock by protecting residents of government housing or subsidized housing from unwarranted displacement and financial hardship as a result of unlawful actions by landlords,
-  Arrange for national government support.

10.3.11 DEPARTMENT OF RURAL DEVELOPMENT AND LAND REFORM




-  Provide the support to ensure that land are not affected/contaminated, or where it had been contaminated, that

the land can be decontaminated. Where land had been contaminated, access to this land should be restricted.


10.3.12 DEPARTMENT OF JUSTICE

-  Establish and maintain legislative policy to address response to a catastrophic event through the Provincial Emergency Program serve as the point of contact for requests for response assistance from and to local government and the Government, unless otherwise specified in inter-governmental agreements.

10.3.13 DEPARTMENT OF ENVIRONMENTAL AFFAIRS

-  Ensure the proper disposal of hazardous wastes, pollutants and animal carcasses,
-  Provide dam safety and inspection services,
-  Ensure legal action and recovery of clean-up costs where appropriate.


10.3.14 ESKOM

-  Work with appropriate local and federal entities to restore electrical utilities to pre-catastrophic event or better levels and plan for temporary alternate sources of electrical power.



10.3.15 TRANSNET, SPOORNET AND METRORAIL

-  Restore rail facilities and services,




-  Provide priority movement of recovery and reconstruction personnel, equipment and supplies.


10.3.16 SOUTH AFRICAN TELECOMMUNICATIONS REGULATING AUTHORITY AND TELKOM

-  Provide technical advice and assistance on the acquisition of telecommunications equipment, systems and computers, and
-  Formulate and maintain a vital records protection and retention plan as part of the business continuation planning process in order to provide protection of government documents and information required to resume normal operations after a catastrophic event.




10.3.17 COMMUNITY RADIO STATION/ SABC


-  Provide assistance and airtime for information to reach all affected communities.

10.3.18 PRINTED MEDIA IN THE AFFECTED COMMUNITIES

-  Provide assistance and airtime for information to reach all affected communities.

10.3.19 NGOS, SCHOOLS, AND SPORT STADIUMS

-  Provide emergency shelter for affected populations,
-  Provide infrastructure for emergency feeding programmes for affected communities,
-  Provide infrastructure for emergency medical facilities, and

-  Provide trauma counselling for traumatized people as far as possible.



11. IMPLEMENTATION GUIDELINES

11.1 UTHUKELA DISTRICT MUNICIPALITY

PROJECTS	FINANCIAL YEARS					ESTIMATED BUDGET	SOURCES OF FUNDS	KEY STAKEHOLDERS
	2017	2018	2019	2020	2021			
Prevention and Mitigation: Risk Reduction Tools and Systems						R 600 000.00	UThukela District Municipality/ CoGTA	CoGTA and LMs
Emergency Response: Emergency Management Protocol						R 200 000.00	UThukela District Municipality/ CoGTA	CoGTA and LMs
Institutional Arrangements: Setting Up a Disaster Management Centre with requisite facilities						R 7 000 000.00	UThukela District Municipality/ CoGTA	CoGTA and LMs
Disaster Education, Training and Public Awareness						R 250 000.00	UThukela District Municipality/ CoGTA	CoGTA and LMs
Information Management and Communication Systems						R 600 000.00	UThukela District Municipality/ CoGTA	CoGTA and LMs
Detailed Emergency Operating Structures						R 100 000.00	UThukela District Municipality/ CoGTA	CoGTA and LMs



11.2 EMNAMBITHI LADYSMITH LOCAL MUNICIPALITY

PROJECTS	FINANCIAL YEARS					ESTIMATED BUDGET	SOURCES OF FUNDS	KEY STAKEHOLDERS
	2017	2018	2019	2020	2021			
Development of ICT and Disaster Spatial Data Modelling System						R 300 000.00	Emnambithi/ Ladysmith Local Municipality	CoGTA and DM
Community risk and vulnerability community profiles						R 300 000.00	Emnambithi/ Ladysmith Local Municipality	CoGTA and DM
Community Awareness Guide						R 400 000.00	Emnambithi/ Ladysmith Local Municipality	CoGTA and DM
Preparation of Standard Operating Procedures						R 150 000.00	Emnambithi/ Ladysmith Local Municipality	CoGTA and DM

11.3 UMTSHEZI LOCAL MUNICIPALITY

PROJECTS	FINANCIAL YEARS					ESTIMATED BUDGET	SOURCES OF FUNDS	KEY STAKEHOLDERS
	2017	2018	2019	2020	2021			
Review of Disaster Management Plan						R 200 000.00	UMtshezi Municipality Local	CoGTA and DM
Upload DMP to the Spatial Development Framework						R 100 000.00	UMtshezi Municipality Local	CoGTA and DM
Community Education						R 100 000.00	UMtshezi Municipality Local	CoGTA and DM
Preparation of Standard Operating Procedures						R 150 000.00	UMtshezi Municipality Local	CoGTA and DM
Risk avoidance enforcement mechanisms						R 350 000.00	UMtshezi Municipality Local	CoGTA and DM



PROJECTS	FINANCIAL YEARS					ESTIMATED BUDGET	SOURCES OF FUNDS	KEY STAKEHOLDERS
	2017	2018	2019	2020	2021			
(Amendment of urban planning standards, amendment of land-use regulations and zoning and amendment of minimum standards for environmental impact assessments)								

11.4 OKHAHLAMBA LOCAL MUNICIPALITY

PROJECTS	FINANCIAL YEARS					ESTIMATED BUDGET	SOURCES OF FUNDS	KEY STAKEHOLDERS
	2017	2018	2019	2020	2021			
Review of Disaster Management Plan						R 200 000.00	Okhahlamba Local Municipality	CoGTA and DM
Implement the proposed disaster risk reduction strategies						R 100 000.00	Okhahlamba Local Municipality	CoGTA and DM
Disaster Management Satellite Office						R 1000 000.00	UThukela District Municipality	CoGTA and DM
Risk avoidance enforcement mechanisms (Amendment of urban planning standards, amendment of land-use regulations and zoning and amendment of minimum standards for environmental impact assessments)						R 350 000.00	Okhahlamba Local Municipality	CoGTA and DM



11.5 INDAKA LOCAL MUNICIPALITY

PROJECTS	FINANCIAL YEARS					ESTIMATED BUDGET	SOURCES OF FUNDS		KEY STAKEHOLDERS
	2017	2018	2019	2020	2021				
Disaster Management Satellite Facility and Setting up associated structures						R 1000 000.00	Indaka Municipality	Local	CoGTA and DM
Disaster Management Software and training or personnel						R 50 000.00	Indaka Municipality	Local	CoGTA and DM
Awareness Campaigns as part of Disaster Risk Reduction						R 100 000.00	Indaka Municipality	Local	CoGTA and DM
Develop Standard Operating Procedures						R 50 000.00	Indaka Municipality	Local	CoGTA and DM

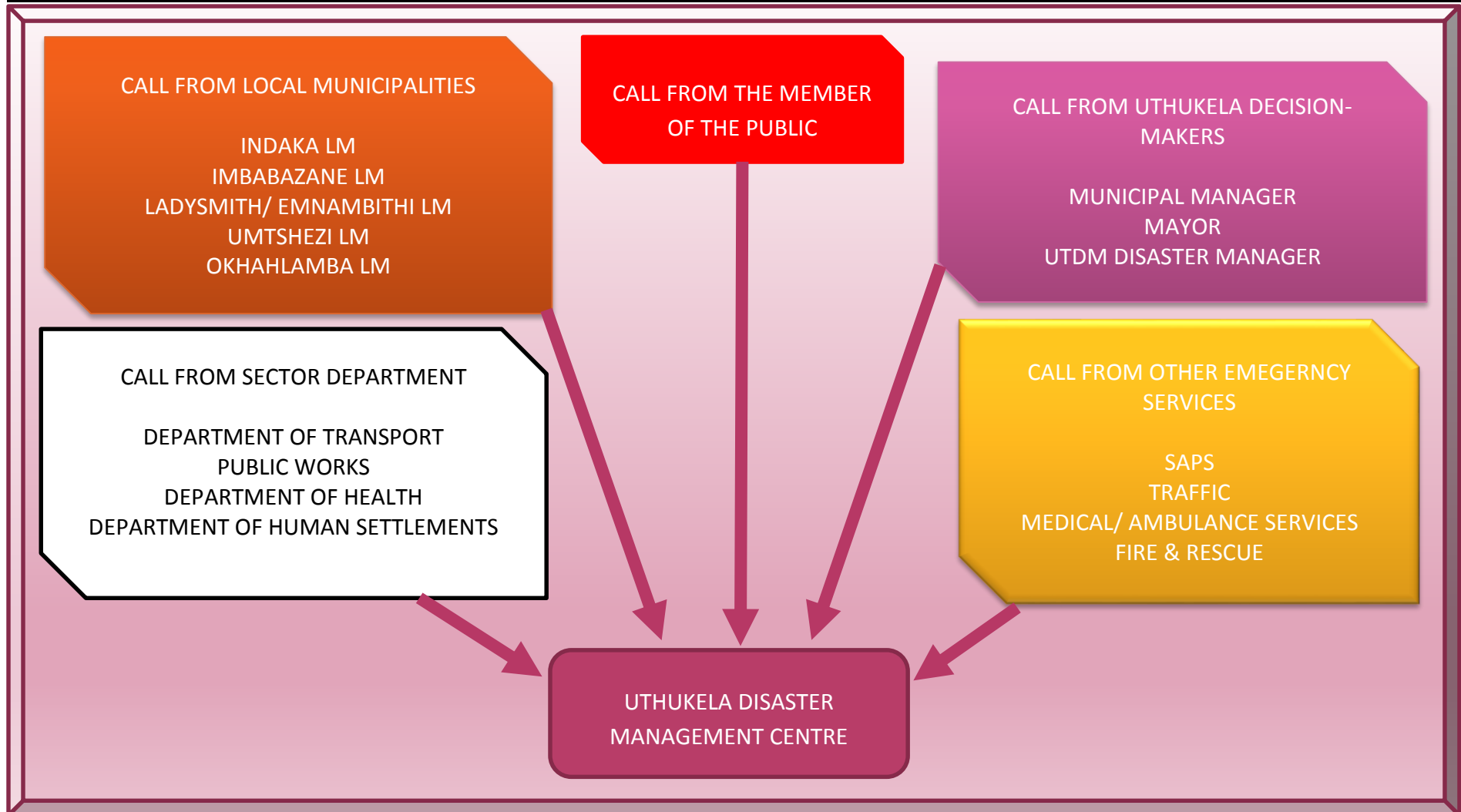
11.6 IMBABAZANE LOCAL MUNICIPALITY

PROJECTS	FINANCIAL YEARS					ESTIMATED BUDGET	SOURCES OF FUNDS		KEY STAKEHOLDERS
	2017	2018	2019	2020	2021				
Community Educational Awareness Campaigns as part of Disaster Risk Reduction						R 100 000.00	Imbabazane Municipality	Local	CoGTA and DM
ICT Disaster Management Software and training or personnel						R 50 000.00	Imbabazane Municipality	Local	CoGTA and DM
Disaster Management Satellite Facility and Setting up associated structures						R 1000 000.00	Imbabazane Municipality	Local	CoGTA and DM
Develop Standard Operating Procedures						R 50 000.00	Imbabazane Municipality	Local	CoGTA and DM

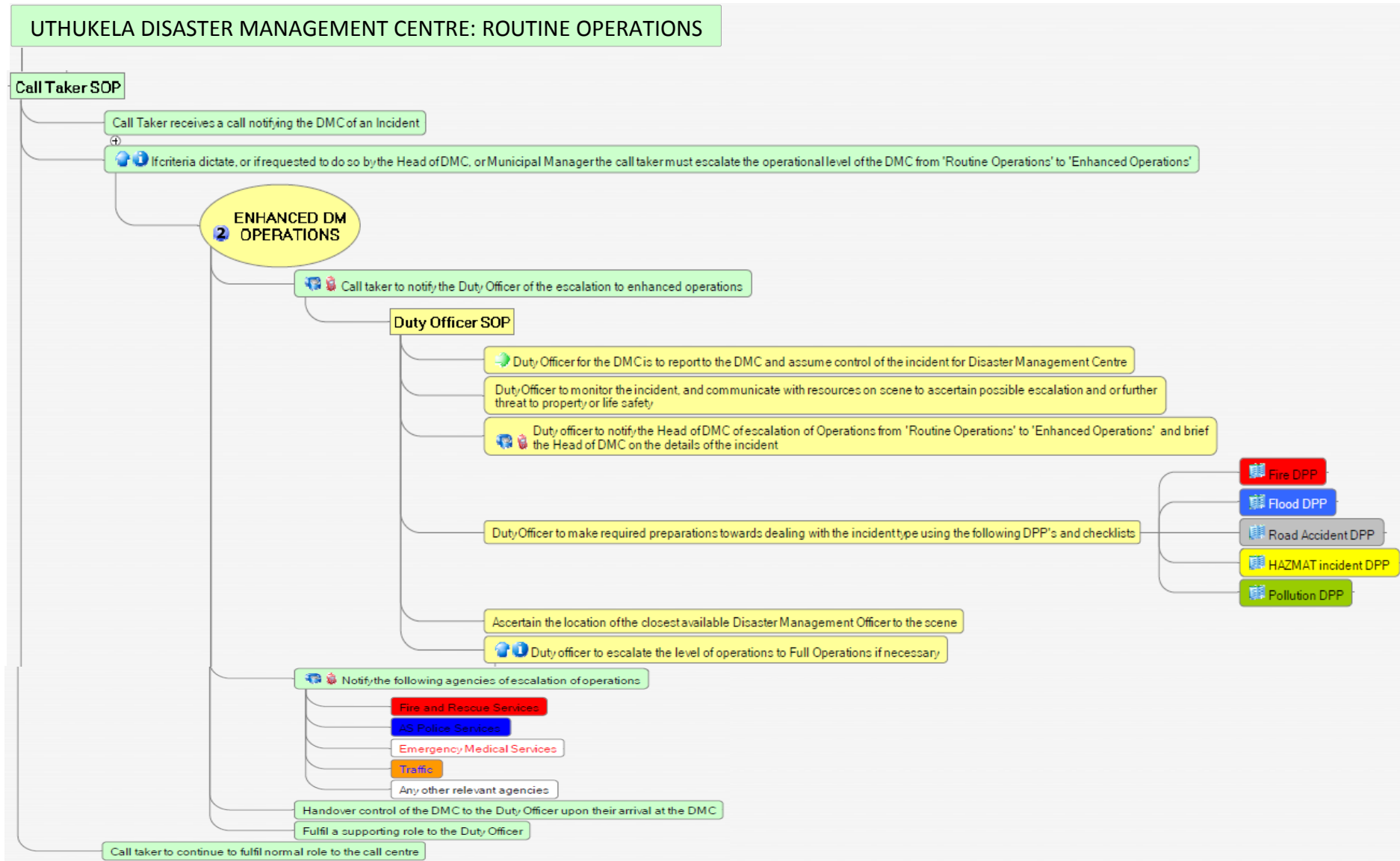


12. STANDARD OPERATIONAL PROCEDURES

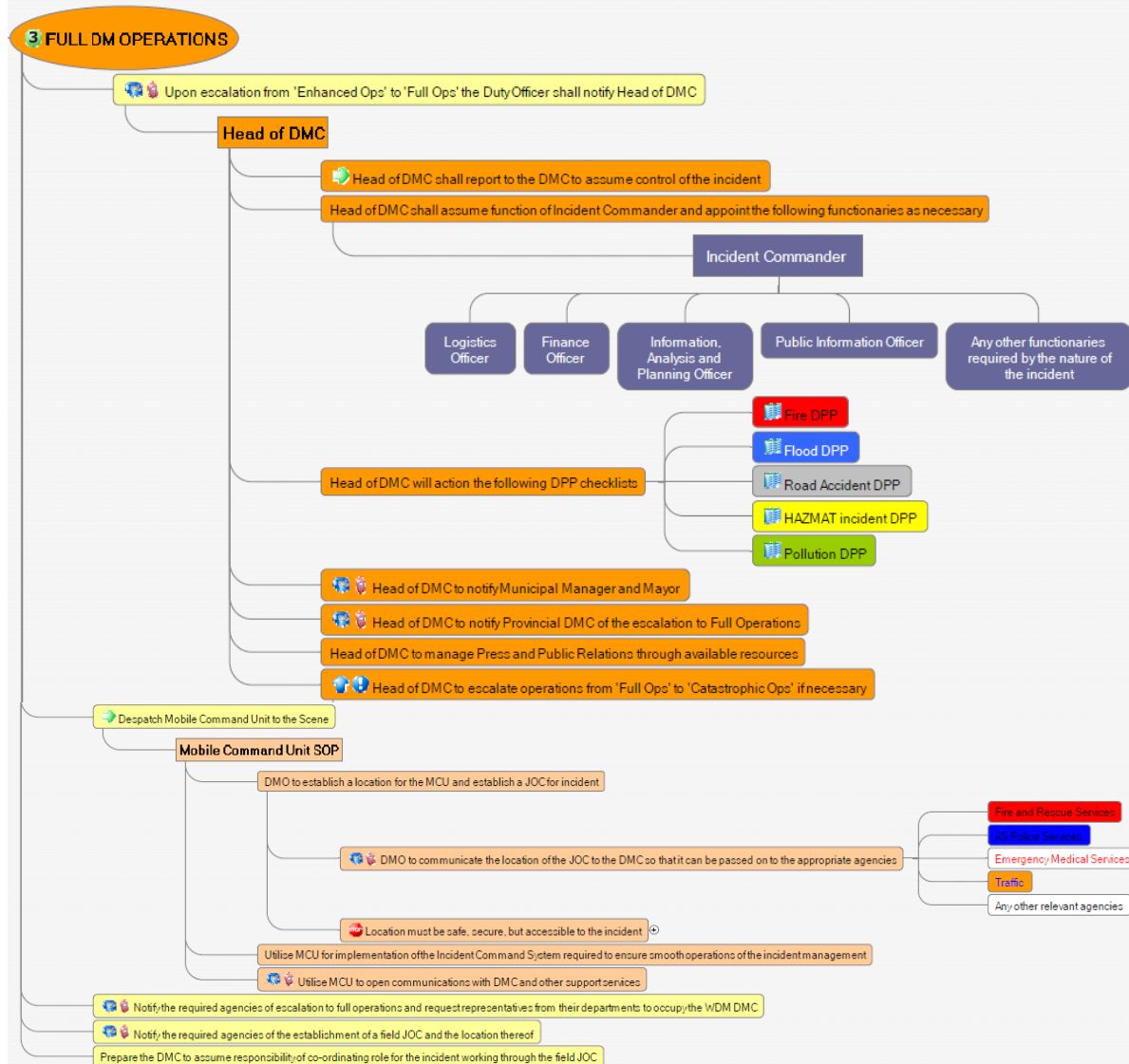
12.1 STANDARD OPERATIONAL PROCEDURE: CALLS TO THE DISASTER MANAGEMENT CENTRE MAP



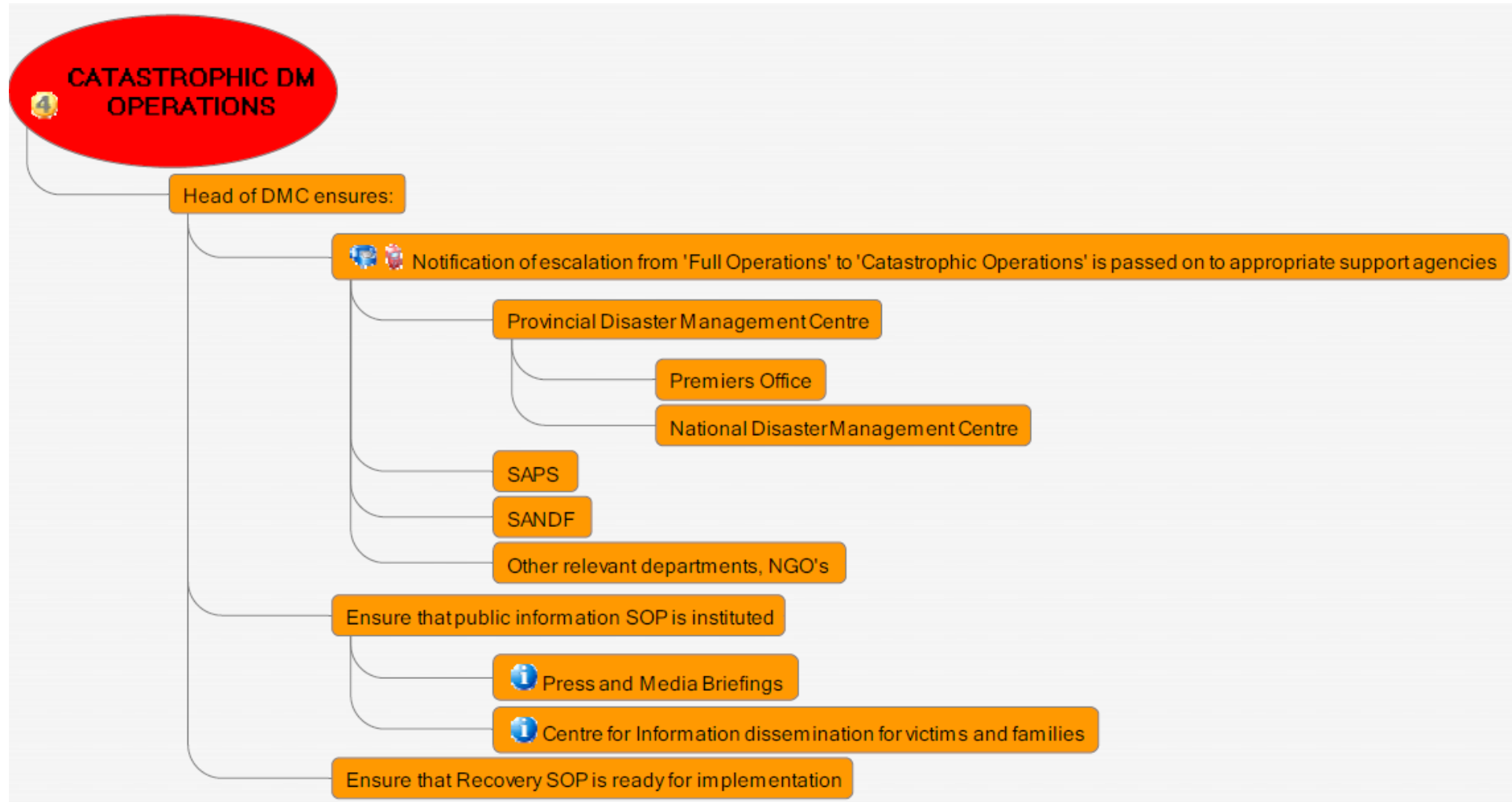
12.2 STANDARD OPERATIONAL PROCEDURE: ENHANCED OPERATIONS MAP



12.3 STANDARD OPERATIONAL PROCEDURE: FULL OPERATIONS MAP



12.4 STANDARD OPERATIONAL PROCEDURE: CATASTROPHIC OPERATIONS MAP



12.5 STANDARD OPERATIONAL PROCEDURE: COMMUNICATION



12.5.1 BACKGROUND


The scope of the SOP only extends to operations of the UTDM DMC with specific reference to process to be followed when escalation of operations is required. This SOP is intended for the UTDM DMO on duty. The Head of DMC will conduct a monthly audit of the rosters and contact lists.










12.5.2 PROCEDURE


An emergency DMC contact list will be drawn up with all the relevant emergency contact details on it. An example of a Contact List appears below:

Surname	Known as	Department / Agency	Position	Mobile number	Office number	Fax number	Home number	E-mail

-  The list shall be kept confidential at all times and numbers may not be distributed to anyone by DMO's. General messages should be taken and sent to recipient, or the call should be forwarded to recipient;
-  The list shall be audited by the DMC DMO on duty on the last working day of each month.

 The list should contain details of:

-  a. All DMC Staff;
-  b. All relevant UTDM Staff who may be required at any stage of Disaster Management Operations;
-  c. Contact details for all the emergency services in the district;
-  d. After hours contact details for the emergency services in the district;
-  e. Contact details for all the auxiliary services and other departments in the district;
-  f. After hours contact details for the auxiliary services and other departments in the district;
-  g. Contact details for the PDMC
-  h. Contact details for the NDMC
-  i. Contact details for any relevant national or provincial departments.

 This Contact List is not intended to be a resource database, but rather an emergency telephone contact list.

This SOP must be developed further by the UThukela District Municipality Disaster Management Team as a parallel process to the full functioning of the UTDM DMC.














12.6 STANDARD OPERATIONAL PROCEDURE: FIELD DISASTER MANAGEMENT OFFICE


12.6.1 BACKGROUND


The scope of the SOP extends to the DMO who is dispatched to the scene or region of the incident / disaster. This SOP is intended for the DMO involved with field work and response to incidents. It will also be followed by the Head of DMC during field visits. A DMO should be dispatched to the scene of the incident or the area of greatest impact, if possible, as soon as escalation from 'Enhanced Ops' to 'Full Ops' occurs. The DMO should ideally travel with the MCU to the scene or the closest accessible point by road; this should not however delay response to the scene as may be the case if the DMO is not near the DMC (MCU) and it is easier for the DMO to travel directly to the scene.

12.6.2 PROCEDURE

-  The DMO must proceed to the scene as quickly as possible.
-  The DMO must conduct a preliminary assessment of the disaster and report back to the DMC.
-  The DMO should position the MCU and create a Joint Operations Centre (JOC) for incoming emergency services;
-  The location of the JOC must be communicated to the DMC as well as all emergency services on scene;
-  The DMO must re-assess the incident and ascertain the following:

-  a. extent of the incident;
-  b. number of affected people;
-  c. number of vulnerable people;
-  d. resources on scene;
-  e. agencies on scene;
-  f. resources and agencies still required.

 Upon completing the initial assessment, the DMO must commence the co-ordination role as described in the Disaster Management Act and the Framework.

 Once the disaster moves into the recovery phase the Field DMO will be required to begin conducting a comprehensive Field Assessment which when compared to the baseline Field Assessments conducted previously, will provide more accurate information relating to the effect of the disaster on the community, economy, and environment in the area of the incident.


12.7 STANDARD OPERATIONAL PROCEDURE: MOBILE COMMAND UNIT












12.7.1 BACKGROUND

The scope of the SOP extends to the dispatch of the MCU, and the field DMO's who may operate it in the field. This SOP is intended for DMC personnel whose job descriptions require deployment in the field, response to incidents, education and awareness programmes.

12.7.2 PROCEDURE

 The Mobile Command Unit (MCU) is intended to perform the following functions:

-  a. Theatre for awareness and education programmes;
-  b. Provide a platform for Joint Operations Centres (JOC's) at major incidents;
-  c. Serves as an alternative DMC;
-  d. MCU at major events.





-  The MCU should only be driven by appropriately licensed drivers.
-  The MCU should be dispatched to any incident which has caused DMC operations to be escalated from Enhanced to Full.
-  The MCU must be fully stocked, charged, and fuelled at all times.
-  Appropriate checklists must be developed for the MCU.
-  The location for the JOC established at an incident must be chosen carefully, and the safety of the staff and vehicle considered at all times.

12.8 STANDARD OPERATIONAL PROCEDURE: PUBLIC INFORMATION AND MEDIA


12.8.1 BACKGROUND

The scope of the SOP extends to the DMC staff required to deal with media or public enquiries, and the UTM spokespersons tasked with public relations responsibilities.







12.8.2 PROCEDURE: MEDIA

-  DMC personnel should not deal with queries from the media unless instructed to do so by the Head of DMC or the Municipal Manager;
-  Queries from the media should be passed on to the Head of DMC or their official designee;
-  Media Briefings should be kept brief, informative, professional and factual;
-  Media Briefings should be scheduled at regular intervals to "push" information as this considerably lessens the burden of multiple media sources trying to "pull" information.

12.8.3 PROCEDURE: PUBLIC INFORMATION

-  Media Briefings are an effective tool to manage public expectations and opinion;



-  A dedicated Enquiries telephone number should be staffed in the DMC to deal with queries;
-  The number of this dedicated Enquiries telephone should be disseminated to the public and media as soon as possible;
-  A dedicated Pledges telephone number should be staffed in the DMC to deal with incoming pledges;
-  The number of this dedicated Pledge telephone should be disseminated to the public and media as soon as possible;
-  Help Lines will fulfil similar roles, but specialise in dispensing advice about how to deal with the incident better.
-  SOME MEDIA / INTERVIEW SUGGESTIONS:

Do

- Have a one sentence message you want to communicate no matter what is asked.
- Be alert and positive!
- Keep Calm. Don't let reporters start an argument with you. Look and sound calm and controlled. It's important.
- Stand still behind the microphone then use comfortable, appropriate gestures.
- Look the interviewer in the eye. Avoid looking at the ground, sky or the camera.
- Make your point in 20 seconds or less. Talk in complete sentences.
- Put your answers into words the public will understand. No jargon.

- Use examples to clarify your message. Especially ones that improve your position and that of the organisation.
- If your story is positive, offer information you want the public to know, even if the reporter doesn't ask.
- Be cooperative, however, know what you should and shouldn't say.

Don't

- Never say "No Comment." Whenever possible explain why you can't give the media the information that they are asking for.
- Don't let a reporter put words in your mouth; correct misstatements before you answer any questions.
- Don't say or do anything you don't want reported. There's really no such thing as "off the record."
- If the story is negative, don't give unnecessary information that may be detrimental. Answer only the questions you're asked.
- Don't speculate or talk about anything outside your area of expertise or known facts. It's better to say "I don't know. I'll find out..."
- Avoid answering "what if" questions. Instead, respond with something like, "I wouldn't want to speculate on that, however..." and state your positive message.
- Don't fill in silent pauses. Say what you have to say, and stop!
- Don't keep talking as you're walking away. Stop talking before you walk.






12.9 STANDARD OPERATIONAL PROCEDURE: DISASTER FUND MANAGEMENT

12.9.1 BACKGROUND

The scope of the SOP extends to the UTM appointed Financial Officer and the personnel designated for the procurement of resources and services.

12.9.2 PROCEDURE



-  Financial Management Procedures must be put in place prior to the incident taking place;
-  Memoranda of Understanding should be negotiated and signed prior to the incident taking place to ensure easy access to supplies and equipment.
-  The financial components of Mutual Aid Agreements should be negotiated and signed prior to the incident taking place.

12.10 STANDARD OPERATIONAL PROCEDURE: RECOVERY

12.10.1 BACKGROUND

The scope of the SOP extends to the UTM DMC and all auxiliary departments tasked with recovery operations.

12.10.2 PROCEDURE

-  Table below is an example of the list of possible tasks which can be conducted to aid recovery operations. As this will be a generic list not all tasks will be relevant to all incidents.
-  The RRG and the DMC Team must develop this table in preparation for the activities required to be fulfilled by the UTM during the recovery phase of the incident.

Task	Description	Responsibility	Expected Duration
Disaster Impact Assessment	An impact assessment must be conducted ASAP to ascertain the full extent of the disaster, and to see what other response measures are necessary. If no further response is required then the damage assessment must be undertaken to provide a basis for accurate recovery and reconstruction planning.	Head of DMC	Dependant – should be conducted immediately, and repeated as necessary, determined by the rate at which the disaster unfolds.
Rebuilding of Housing			
Financial Aid Distribution			
Food Aid Distribution			



Task	Description	Responsibility	Expected Duration
Relocation of vulnerable communities			
Empowering communities to rebuild			
Implementation of DRRP for reconstruction efforts			
Management of Donor Aid			
Management of Government Aid			

