



Ubuhlebezwe Municipality



DISASTER MANAGEMENT POLICY FRAMEWORK FOR UBUHLEBEZWE LOCAL MUNICIPALITY

Prepared by Ubuhlebezwe Municipality Disaster Management
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A Policy Framework for Disaster Risk Management in Ubuhlebezwe Municipality

South Africa's disaster risk management context (as per National Policy Framework)

South Africa faces increasing levels of disaster risks. It is exposed to a wide range of weather hazards, including droughts, cyclones and severe storms that can trigger widespread hardship and devastation. In addition, South Africa's extensive coastline and proximity to shipping southern African neighbours present both natural and human-made cross-boundary risks, as well as humanitarian obligations in times of emergency.

1. INTRODUCTION

Ubuhlebezwe Local Municipality is primarily responsible for the implementation of the Disaster Management Act, 2002 (Act 57 of 2002) within its area of jurisdiction. The Disaster Management Act requires, among others, that the Ubuhlebezwe Municipality prepare a **Disaster Management Framework** (section 28 and 42 of the Act). It is therefore a legislative requirement that the Ubuhlebezwe Municipality develop a **Disaster Management Framework**.

Historically the Civil Protection Act of 1977 (Act No. 67 of 1977) assigned the responsibility to provide emergency response to incidents which were of such a magnitude to be able to be classified as a disaster, to local municipalities. The main focus of the Civil Protection Act was on response during that period the municipal areas of jurisdiction were confined to urban areas only and consequently no municipal services were provided for rural communities. A variety of National and Provincial departments provided, from within their respective line function responsibilities, some sort of emergency services to both municipal and rural communities. Understandably these services were uncoordinated and fragmented with the result that services and assistance was either duplicated or not provided at all.

In fact rural communities were generally left to fend for themselves and received very little or no assistance from the authorities. After the 1994 general elections, the need to rectify this imbalance in the delivery of emergency services led to the start of the process to develop new legislation which would provide for a new uniform approach to emergency service delivery for the whole of South Africa and eventually resulted in the promulgation of the Disaster Management Act of 2002 (Act No. 57 of 2002).

The intention of the new Disaster Management Act is to create an environment wherein the line function disaster management activities of all National, Provincial and Municipal organs of state are coordinated in a manner which is consistent with and in line with the National policy framework and is in the context of the Act, with special emphasis on mitigation, development, risk reduction, prevention and preparedness. Section 6 of the Act prescribes the development of the National Disaster Management Policy Framework, whilst Section 7 of the Act provides a guideline of the required contents of the National Framework.



Both of these Sections of the Act can be found in Chapter 3 which focuses exclusively on National Disaster Management. Sections 28 (Chapter 4) and 42 (Chapter 5) prescribe the development of Disaster Management Policy Frameworks at Provincial and Municipal levels. It is important to note that neither Chapter 4 nor Chapter 5 provide guidelines of the contents of Policy Frameworks at these levels. It is therefore recommended that, when preparing your Municipal Disaster Management Policy Framework, the guidelines provided in Section 7 be consulted and adapted to meet your municipal requirements.

2. UBUHLEBEZWE MUNICIPALITY

Ubuhlebezwe Municipality faces increasing levels of disaster risks. It is exposed to a wide range of natural hazards, including severe storms that can trigger widespread hardship and devastation. The Municipality's extensive forestry industry, coupled to the major transportation routes, R 612 and R 56 which leading to other major Towns, present numerous catastrophic and hazardous materials threats. In addition to these natural and human-induced threats and despite on-going progress to extend essential services to poor urban and rural communities, large numbers of people live in conditions of chronic disaster vulnerability in underdeveloped, ecologically fragile or marginal areas, where they face recurrent natural and other threats that range from flooding to informal settlement fires.

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

In this context, the Disaster Risk Management Framework of Ubuhlebezwe Municipality recognizes a diversity of risks and disasters that occur or may occur in the Municipal area of responsibility, and gives priority to developmental measures that reduce the vulnerability of disaster-prone areas, communities and households. In keeping with International and National best practice, the Ubuhlebezwe Disaster Risk Management Framework places explicit emphasis on the risk reduction concepts of disaster prevention and mitigation, as the core principles to guide disaster risk management in the municipality.

In terms of disaster risk reduction principles, the local sphere of government is the first line of response and responsibility and, in the event of a disaster occurring or threatening to occur in the municipal area of responsibility, the community is, in reality, the first responder.

The primary responsibility for the co-ordination and management of local disasters rests with Ubuhlebezwe Municipality as the local sphere of governance. Thorough disaster risk management planning and effective co-ordination is therefore, key to saving lives and limiting damage to property, infrastructure and the environment. They also facilitate the optimal utilization of resources. Apart from internal arrangements to allow for interdepartmental co-operation within the municipality, the ideal mechanism for dealing with disaster risk management planning and coordination would be the establishment of an **Ubuhlebezwe**



Disaster Risk Management Advisory Forum which should include all internal and external role-players, including traditional authorities.

Such a committee or forum should:

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

3. KEY PERFORMANCE AREA 1

3.1. Giving effect to the principle of co-operative governance

Constitutionally, the government bears primary responsibility for disaster risk management (*Schedule 4, Part A, Constitution of the Republic of South Africa, Act No. 108 of 1996*).

However, political commitment, legal imperatives and institutional processes are not always enough to ensure success. An effective and comprehensive disaster risk management strategy cannot be achieved without participative decision making, involving a wide range of role players.

Strong policy direction is crucial, as is legitimacy, but it is ultimately the commitment of resources to those individuals, households and communities most at risk that will ensure success. Disaster risk management is a shared responsibility which must be fostered through partnerships between the various stakeholders and co-operative relationships between the different spheres of government, the private sector and civil society. Furthermore, disaster risk management is an interdepartmental process, with each sphere of government playing a unique role and performing a specific set of responsibilities in the process.

However, the process requires collateral support to enable the sharing of resources fundamental to disaster risk reduction and all facets of response and recovery. In turn, this interdependence also implies that weakness or ineffectiveness in one sphere will result in the failure of the entire system. In creating institutional arrangements for co-operative governance and co-ordination, the emphasis must be on facilitating co-operation and co-ordination among existing structures, organizations and institutions wherever possible and on harnessing existing skills and expertise. Disaster risk management functions normally performed by the various sectors and disciplines in the National, Provincial and Municipal spheres should not be duplicated. The institutional arrangements must also facilitate inclusivity and their primary focus must be on capacitating and building resilience in communities at risk. Disaster risk management should not be construed as a line function. Instead, it is a management facility, whose purpose is to create an enabling environment for



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

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

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

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

To streamline co-ordination, meetings of the NDMAF must be preceded by a meeting between the Head of the NDMC, the Heads of Provincial Disaster Management centres and a representative of the SALGA disaster risk management-working group. Provincial and municipal centres must establish mechanisms to enable the sharing of expertise. They should also give consideration to the development of disaster assistance response teams (DARTs) and other specialist teams composed of professional and technical experts to assist each other in disaster response and recovery activities. Issues that are fundamental to interdependence and Interdepartmental relations between the three spheres of government include:

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

3.3 Mutual assistance agreements

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



and liability. They must also be in compliance with the national standard guideline on mutual assistance agreements developed by the NDMC.

4. KEY PERFORMANCE AREA 2:

4.1. Disaster Risk Assessment and Risk Reduction

Ubuhlebezwe Local Municipality faces many different types of risks on a daily basis, including: health risks, environmental risks, financial risks and security risks. However, “**disaster risk**” specifically refers to the likelihood of harm or loss due to the action of natural hazards or other external threats on vulnerable structures, services, areas, communities and households. Disaster risk assessment is the first step in planning an effective disaster risk reduction programme.

It examines the likelihood and outcomes of expected disaster events. This would include investigating related hazards and conditions of vulnerability that increase the chances of loss. Disaster risk assessment planning requires identification of key stakeholders, as well as consultation with them about the design and/or implementation of the assessment and the interpretation of the findings.

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

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

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

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



4.1.1. Situations requiring a disaster risk assessment

Disaster risk assessments must be undertaken to:

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

4.1.2. Undertaking disaster risk assessments for specific known hazards or disasters

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

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

4.1.3 Steps involved in a disaster risk assessment

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

- Identifying and analysing potential hazards and/or threats;
- Assessing the conditions of vulnerability that increase the chance of loss for particular elements-at-risk (that is, environmental, human, infrastructural, agricultural, economic other elements that are exposed to a hazard, and are at risk of loss);
- Determining the level of risk for different situations and conditions; and by
- Helping to set priorities for action and reliable disaster risk assessment for a specific threat should answer the following questions:
 - How frequently can one expect an incident or a disaster to happen?
 - Which areas, communities, households or infrastructure are most at risk?
 - What are the most likely consequences of impacts?
 - What is the vulnerability or environmental and socio-economic risk factors that increase the severity of the threat?
 - What capabilities or resources exist to manage the risk?
 - Is the risk becoming more serious?
 - Is the risk undermining development progress in the areas, communities and households it affects?
 - If so, is the management of the risk a development priority?
 - In the areas and communities affected by the risk, are there any other significant risks?



4.1.5. Undertaking a disaster risk assessment

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

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

Stage 1: This initial stage involves identifying the specific disaster risk to be assessed

Stage 2: The second stage involves analysing the disaster risk concerned.

Stage 3: The third stage requires an evaluation of the disaster risk being assessed usually in relation to other risks. It involves undertaking much more comprehensive assessments of specific threats and establishes priorities for action.

Stage 4: The fourth stage is required to inform on-going disaster risk assessment and planning. It involves monitoring disaster risks and the effectiveness of risk reduction initiatives. It also involves updating disaster risk assessment information and disseminating this information to all stakeholders.

4.1.6. Ubuhebezwe standard for assessment of priority disaster risks

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

4.2. Disaster Risk Profile for Ubuhebezwe Municipality

4.2.1. Consolidating information across disciplines, sectors and government spheres

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



4.3 Monitoring, updating and disseminating disaster risk information

4.3.1. Monitoring disaster risks

Just like other risks, disaster risks are not static. They change seasonally and over time. To recognise such changes, and to strategically adjust programmes accordingly, all provincial and municipal departments must have monitoring systems in place that are relevant to their specific functional responsibilities. These systems form the basis for sounding timely warnings of, or alerts for, impending significant events or disasters. They are also essential for monitoring the effectiveness of on-going disaster risk reduction efforts.

Risk monitoring systems involve:

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

4.3.2. Updating a comprehensive disaster risk assessment

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

Other risks, such as flood risks, require extensive flood hydrology investigations. Provincial and Municipal organs of state must seek technical advice from recognised risk specialists to determine the need for updating a comprehensive assessment for a specific threat.

Ubuhebezwe Municipal organs of state with responsibilities for reducing and managing specific risks must review the Ubuhebezwe Disaster Risk Profile for their functional areas annually to determine if risk conditions have changed detrimentally. If physical, atmospheric, environmental, health or socio-economic conditions have worsened considerably, or if there are increasing disaster losses reported from small and medium-size events, the assessment and profile must be updated.

5. KEY PERFORMANCE AREA 3:

5.1. Disaster Risk Reduction Planning.

Although Ubuhebezwe faces a broad range of Disaster Risks, it is not possible to address all potential threats at once. Effective disaster risk management planning by all municipal



departments as well as by other essential external role players, requires careful identification of priority disaster risks and the areas, communities, households and infrastructure most vulnerable to the identified risk.

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

5.1.5. Identifying Priority Disaster Risks.

Disaster priority identification is informed by three important considerations:

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

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

- A disaster event or process affects more than one municipality or exceeds the capabilities of a single municipality to manage it effectively;
- The same type of disaster event or process occurs repeatedly and at different times in more than one municipality with significant cumulative impacts on lives, property and
- The natural environment, but is not necessarily classified as a provincial disaster.

5.1.6. Identifying the most vulnerable areas, communities and households

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

5.1.7. Priorities for focusing disaster risk protection efforts

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

- Strategic infrastructure or services whose damage or disruption during disaster events would result in serious and widespread consequences.
- Critical economic, commercial, agricultural and industrial zones or sites whose damage or disruption would have serious and widespread consequences.



- Fragile natural ecosystems and environmental assets that offer protective environmental services and which, if damaged or destroyed in a disaster event, would result in serious natural and economic losses.
- Communities in areas exposed to extreme weather and/or other natural and technological hazards and which are therefore likely to sustain serious human and property losses in the event of a disaster.
- Poor and underserved rural and urban communities, including informal settlements, especially those located in fragile ecological areas, that sustain repeated losses from
- Recurrent small, medium, and large disaster events, and who lack insurance coverage to facilitate recovery.
- Highly vulnerable households at-risk with limited capacity to resist or recover from external shocks, particularly child-headed households or those headed by the elderly or households affected by chronic illness.

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

5.1.8. Strategic planning: disaster risk reduction

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

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

5.2. Prevention and mitigation as core disaster risk reduction principles.

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

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



5.2.1 Disaster prevention

Disaster prevention refers to actions that provide 'outright avoidance' of the adverse impact of hazards and related environmental, technological and biological disasters. Many disasters can be prevented through effective land-use planning, basic public works and effective municipal services that factor in the frequency and severity of natural or other hazards as well as human actions.

Examples include:

- Replanting indigenous grasses or trees on a recently burned slope near roads or dwellings to stabilise the soil and prevent damaging land subsidence;
- Locating critical rail, road and telecommunications structures behind a coastal 'setback' line in areas exposed to storm surges to prevent disruption to critical services during violent storms; and careful positioning of storm-water drainage and its on-going maintenance, along with
- Protection of natural wetlands, to prevent destructive flooding during heavy rain.
- Unfortunately, many small, medium and large disaster events cannot completely be prevented.
- Their severity can be reduced, however, through on-going disaster mitigation efforts.

5.2.2. Disaster mitigation

Disaster mitigation refers to structural and non-structural measures that are undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards on vulnerable areas, communities and households. These efforts can target the hazard or threat itself (for example, a fire break that stops a fire spreading close to residential areas).

This is often referred to as 'structural mitigation', since it requires infrastructure or engineering measures to keep the hazard away from those at risk.

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

5.2.3. Disaster Risk Reduction Planning and Ubuhlebezwe Integrated Development Plan.

The alignment of Disaster Risk Reduction Plans with the Municipal I.D.P. **does not** mean that the whole Disaster Management Plan document must be submitted to the I.D.P. Committee without any further input from Disaster Management. On the contrary, the I.D.P. is the Municipality's internal platform from which possible funding for Disaster Management Risk Reduction projects may be accessed.



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

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

6. KEY PERFORMANCE AREA 4: DISASTER RESPONSE AND RECOVERY

Ubuhlebezwe's Disaster Risk Management Policy must also incorporate elements of preparedness, response and recovery appropriate to the respective functional areas of different organs of state.

6.1. Preparedness

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

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



6.2. 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.

6.3. 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.

6.3.1 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**, Ubuhebezwe Disaster Management assisted by the Harry Gwala District Disaster Management Centre would assume primary responsibility.

The operational plans and guidelines of the various response agencies that contribute to field operations must be considered when allocating responsibilities for response and recovery. In this regard, primary and secondary responsibilities must be allocated for each of the operational activities associated with disaster response, for example, evacuation, shelter, search and rescue, emergency medical services and fire fighting.



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

6.3.2. Resources

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

6.3.3. Incident Management System

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

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

It should also make provision for the development of partnerships, for the purpose of enhancing capacity, between external agencies involved in response and recovery, including the private sector, NGOs, traditional leaders, technical experts, communities and volunteers. Each agency identified in the incident management system must establish standard operating protocols or procedures (SOPs) for co-ordinating response and recovery operations and for ensuring government and business continuity.

The SOPs must be consistent with the requirements of relevant legislation, regulations and standards. The Incident Management system must clearly identify the stakeholders responsible for the operational command, control and co-ordination of an event at both, the on-scene and Incident Management Committee levels.



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

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

7. ENABLER 1. INFORMATION MANAGEMENT

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

It requires systems and processes that will:

- Provide an institutional resource database, including a reporting and performance measurement facility;
- Facilitate information exchange between primary interest groups;
- Facilitate risk analysis, disaster risk assessment, mapping, monitoring and tracking;
- Guide and inform focused risk management and development planning and decision making;
- Facilitate timely dissemination of early warnings, public awareness and preparedness, especially for: people, households, communities, areas and developments that are at risk;
- 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 to
- 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, Ubuhlebezwe 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.

8. ENABLER 2. EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH

Sections 15 and 20(2) of the Act specify the encouragement of a broad-based culture of risk avoidance, the promotion of education and training, and the promotion of research into all aspects of disaster risk management. This enabler addresses the requirements for the development and implementation of a national education, training and research needs and resources analysis and a national disaster risk management education and training framework, the development of an integrated public awareness strategy, including effective use of the media, the development of education and training for disaster risk management and associated professions, and the incorporation of disaster risk management in school curricula. It also outlines mechanisms for the development of a disaster risk research agenda.

8.1. 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 Ubuhlebezwe Municipality will be required to participate in this initiative.

8.2. 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.

8.3. 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.

8.4. 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.

8.5. Schools

The Disaster Management Section of Ubuhebezwe 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.

8.6. Research

The Act calls for on-going research into all aspects of disaster risk reduction and management. Ubuhebezwe 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. ENABLER 3. FUNDING ARRANGEMENTS

Section 7(2)(k) of the Act, requires that the National Disaster Management Framework makes provision for a framework within which organs of state may fund disaster risk management with specific emphasis on preventing or reducing the risk of disasters, including grants to contribute towards post-disaster recovery and rehabilitation. Given the provisions of the Act, funding arrangements must be designed in a manner that ensures that disaster risk management activities are funded adequately and in a sustainable way.

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



9.1. 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.

10. 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.