**Mkhambathini Local Municipality**

**Disaster Risk Management Plan**

**(Level 1)**

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|  |  |  |
| --- | --- | --- |
| **VERSION** | **STATUS** | **DATE** |
| Version 0.1 | Draft | June 2021 |

**COUNCIL APPROVAL**

|  |
| --- |
| Date |
| **31 MAY 2023** |

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**Executive Summary**

In terms of disaster risk reduction principles, the Local sphere of Government is the first line of response and responsibility in the event of a disaster occurring or threatening to occur. In terms of the Disaster Management Act of 2002, the Local Municipality is responsible for the co-ordination and management of a disaster incident until such time that the responsibility escalates to a higher level of Governance.

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

**Acronyms**

**CBO** Community based organizations

**DRFM** Disaster Risk Management Framework

**DMA** Disaster Management Act No 57 of 2002

**DRA** Disaster Risk Assessment

**DRR** Disaster Risk Reduction

**DRMAF** Disaster Risk Management Advisory Forum

**DRMP** Disaster Risk Management Plan

**EIA** Environmental Impact Assessment

**EMRS** Emergency Medical Services

**FPA** Fire Protection Association

**GIS** Geographical Information Systems

**GM**  General Manager

**JOC**  Joint Operations Centre

**MDMU** Municipal Disaster Management Unit

**MFMA** Municipal Financial Management Act No. 45 of 2003

**NDMC** National Disaster Management Centre

**NDMF** National Disaster Management Framework

**NGO** Non –Governmental Organization

**PDMC** Provincial Disaster Management Centre

**PFMA** Public Financial Management Act No. 1of 1999

**SOP** Standing Operating Procedure

# INTRODUCTION

## Purpose of the Disaster Management Plan

**Preparedness Plan Objective**

The objective of this plan is:

* To describe the managerial and administrative arrangements to safeguard the public and to minimize the public consequences of any incident, which may occur in the Mkhambathini Municipal area of jurisdiction.

Integrated and standardised disaster response by multiple agencies remains a challenge.

This plan aims to establish mechanisms to ensure integrated response efforts when significant events or disasters occur or are threatening to occur. *(See Section 4.3 and 4.4 of the National Disaster Management Framework.)*

**Scope**

This plan does not replace any risk-specific contingency plans that exist or that must still be developed. This plan provides a standardised multidisciplinary response framework to any major incident or disaster.

The Plan encompasses the preparedness, response and relief actions to be taken before during and after any incident, which has the potential, or may result in, injuries, loss of life or property and damage to the environment.

To ensure that appropriate protective measures are taken in a timely manner it is necessary to identify:

* Those events which may require activation of the Plan;
* The area(s) in which actions may be needed;
* The actions to be planned; and
* Those conditions under which specific actions should be considered.

The plan is intended to facilitate multi-agency & multi-jurisdictional coordination in both pro-active and reactive activities.

## Requirements in terms of Disaster Management Legislation and Policy

Section 53 (1) of the Disaster Management, Act No. 57 of 2002 stipulates that each Municipality must, within the applicable Municipal Disaster Management Framework:

1. Prepare a Disaster Management Plan for its area according to the circumstances prevailing in the area;
2. Co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players;
3. Regularly review and update its plan; and
4. Through appropriate mechanisms, processes and procedures established in terms of Chapter 4 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), consult the local community on the preparation or amendment of its plan.

Section 53 (2) of the Disaster Management, Act No. 57 of 2002 states that a Disaster Management Plan for a Municipal area must:

1. Form an integral part of the Municipality’s integrated development plan;
2. Anticipate the types of disaster that are likely to occur in the municipal area and their possible effects;
3. Place emphasis on measures that reduce the vulnerability of disaster-prone areas, communities and households;
4. Seek to develop a system of incentives that will promote disaster management in the municipality;
5. Identify the areas, communities or households at risk;
6. Take into account indigenous knowledge relating to disaster management;
7. Promote disaster management research;
8. Identify and address weaknesses in capacity to deal with possible disasters;
9. Provide for appropriate prevention and mitigation strategies:
10. Facilitate maximum emergency preparedness; and
11. Contain contingency plans and emergency procedures in the event of a disaster, providing for-
12. The allocation of responsibilities to the various role-players and co-ordination in the carrying out of these responsibilities;
13. Prompt disaster response and relief;
14. The procurement of essential goods and services;
15. The establishment of strategic communication links;
16. The dissemination of information; and
17. Other matters that may be prescribed

Section 53 (3) of the Disaster Management, Act No. 57 of 2002 states that a District Municipality and the Local Municipalities within the area of the District Municipality must prepare their Disaster Management plans after consulting each other.

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

### Guiding Policy framework and approach of developing this plan

### 

The Provincial Disaster Management Policy Framework formed a solid basis of developing this plan. The Key Performance Areas (KPAs) and Enablers of the Disaster Management policy frameworks of all spheres of Government are a fundamental pillars of South African approach to Disaster Management. Hence, the structure and content of this plan are greatly influenced or is in line with the Disaster Management Policy Framework KPAs and Enablers (Figure 1).

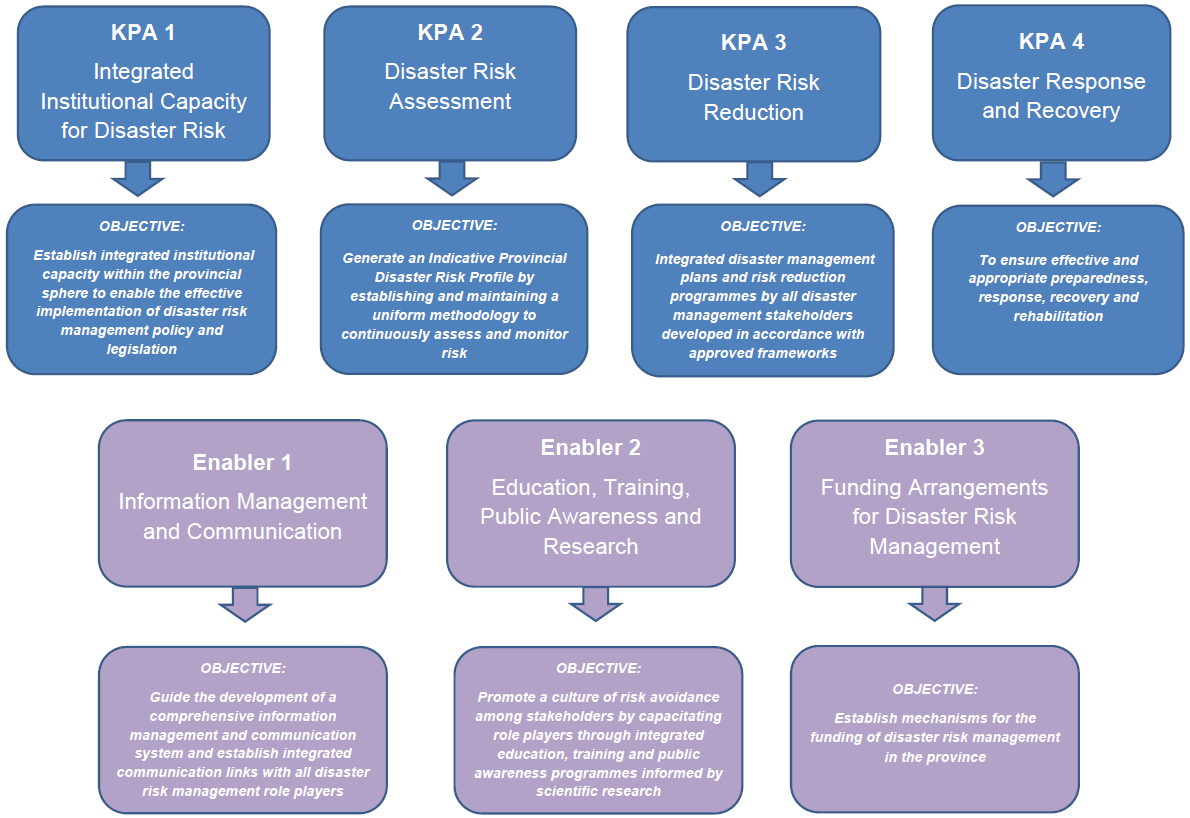
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Figure 1: Disaster Management Policy Framework’s Key Performance Areas and Enablers.

## Paradigm Shift in Global and South African Approach to Disaster Management

Disaster risk management in South Africa is established as a public sector function within each sphere of government. Disaster risk management, however, goes beyond pure line function responsibility. Disaster risk management as an activity of all spheres of government relates to an integrated, multi-sectoral, multi-disciplinary approach aimed at reducing the risk associated with hazards and vulnerability. Disaster risk management therefore needs to become an integral part of the development planning process in order to be successful. For this reason disaster risk management plans form an implicit part of the Integrated Development Plan (IDP) of each and every Municipality.

In 2003 South Africa adopted legislation placing it at the forefront of a global paradigm shift from a purely response oriented approach to disaster management to a more proactive approach. The Disaster Management Act (DMA) of 2002 along with the National Disaster Management Framework (South Africa, 2005) meant to offer guidance on the interpretation of DMA. It offers various guidelines and recommendations aimed at helping achieve more effective disaster prevention, mitigation and preparedness.

## Definition of Terms

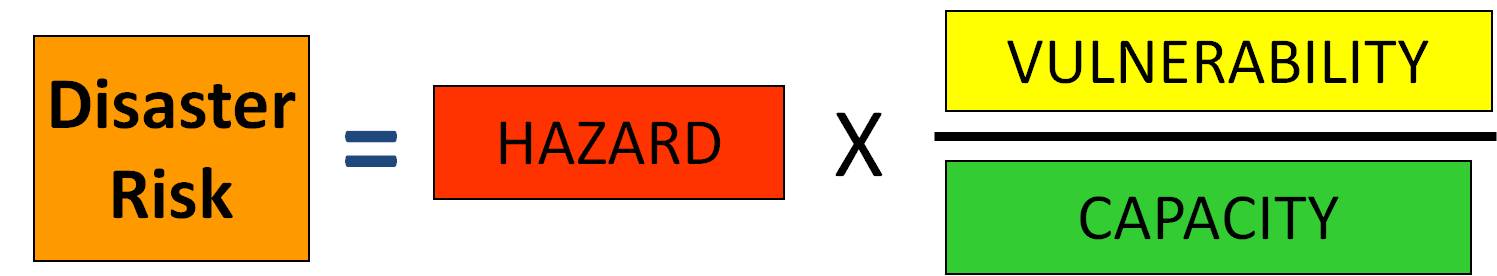
This section defines the core key terms, concepts and variables that are technically used in this plan. The definitions of these concepts and variables are directly extracted from the South African National Disaster Management Policy Framework of 2005.

### Disaster

**What is a disaster?**

[](http://www.google.co.za/url?sa=i&rct=j&q=&esrc=s&source=images&cd=&cad=rja&uact=8&ved=0ahUKEwjqrMCqitzNAhVGXRoKHbdgCbQQjRwIBw&url=http://www.iol.co.za/dailynews/news/storms-trail-of-havoc-1662896&bvm=bv.126130881,d.ZGg&psig=AFQjCNGf3G2G7CT2MWt2N_wV4Hu7GGC3MQ&ust=1467799705457401)

A disaster is a sudden, calamitous event that seriously disrupts the functioning of a community or society and causes human, material, and economic or environmental losses that exceed the community’s or society’s ability to cope using its own resources. Though often caused by nature, disasters can have human origins.



### Disaster Risk Management

Disaster Risk Management *“is the systematic process of using administrative decisions, organisation, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to prevent or to limit (mitigation and preparedness) adverse effects of hazards”* (NDMPF, 2005).

### Disaster Risk Reduction

Disaster Risk Reduction is the *“conceptual framework of elements considered with the possibilities to minimise vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development”* (NDMPF, 2005).

### Mitigation

Disaster mitigation measures are those that eliminates the impacts and risk of hazards through

proactive measures taken before a disaster occurs. Disaster mitigation measures may be structural (Like floods) or non-structural (land zoning). An example is public awareness programs.

### Response

Disaster response is the second phase of the Disaster Management cycle. It consists of a number of elements, for example; warning/evacuation, search and rescue, providing immediate assistance, assessing damage, continuing assistance and the immediate restoration of infrastructure. The aim of emergency response is to provide immediate assistance to maintain life, improve health and support the morale of the affected population. Such assistance may range from providing specific but limited aid, such as assisting refugees with transport, temporary shelter, and food, to establishing semi-permanent settlement in camps and other locations. It also may involve initial repairs to damaged infrastructure.

The uMgungundlovu District Municipality has a 24 hour toll – free emergency number where emergencies are reported for the entire District, the number is 0800 864 911.

### Recovery

Describes how an organisation deals with potential hazards. It consist of precautions taken so

that the effect of a disaster will be minimised by a Municipality. Recovery involves a set of policies and procedures to enable the recovery of vital technology infrastructure and systems following natural disaster (floods, tornadoes) or human induced disaster (hazards material spills, infrastructure Failure). Disaster recovery control measures (preventative measures, detective measures and corrective measures).

### Relief

Disaster relief (or emergency management) refers to the process of responding to a catastrophic situation, providing [humanitarian aid](http://www.newworldencyclopedia.org/entry/Humanitarian_aid) to persons and communities who have suffered from some form of disaster. It involves dealing with and avoiding risks and preparing, supporting, and rebuilding [society](http://www.newworldencyclopedia.org/entry/Society) when natural or human-made disasters occur. In general, any emergency management is the continuous process by which all individuals, groups, and communities manage hazards in an effort to avoid or limit the impact of disasters resulting from the hazards

Together with community of Mkhambathini, the Municipality can take great strides to try and reduce the impact of disasters and ensure that the former can cope in the best way possible when disasters occur.

At Mkhambathini Municipality, we suggest an emergency plan to identify risks and hazards which affects the area. MDMU performs a co-ordination role, ensuring that multiple emergency and essential services work in an integrated and efficient manner, both proactively and reactively.

### The impacts of natural hazards continue to increase around the world, frequency of recorded disasters affecting Communities has risen significantly. There are 3 risk objectives:

### Characterization of hazard, vulnerability and risk.

### Understanding decision making in complex and changing risk context.

### Reducing risk and curbing losses through knowledge based actions, the latter objective requires integration of outputs from the first two objectives and can only be achieved through implementing and monitoring informed risk reduction decision, through implementing and through reductions in vulnerability.

### 

### Disaster Risk Assessment

Assessments give an indication of each hazard which could cause a disaster, the hazard probability of occurrence, its possible impact, the vulnerable areas and the ability to cope when it occurs. A hazard may occur at any time so preparedness and resilience are what Disaster Management Practitioners need to strive for. The occurrence of one hazard may also lead to the other hazards occurring. This is called a multi hazard scenario. This is more complex situation to manage and the more complex situation to manage and the response and relief actions may be more challenging to effect.

### Human-Made Hazards

Disasters can also be caused by humans. Household fires are more common and can cause significant property damage and loss of life. The community is also vulnerable to threats posed by groups who use violence against both people and property, such as radiological emergencies, power services disruption and black out.

### Natural Hazards

Disasters can take many different forms and duration can range from hourly disruption, to days or weeks of ongoing destruction such as drought and water shortage, emergency diseases, extreme heat, floods and flash floods, lightning, hail and wildfire.

### Vulnerability

Diminished capacity of an individual or group to anticipate, cope with, resist and recovery from the impact of natural or manmade hazards. Vulnerability is mostly associated with poverty but it can also arise when people are isolated, insecure and defenceless in the face of risk, shock or stress. Lack of preparedness may result in a slower response of disaster, leading to greater loss of life and prolonged suffering. Physical, economic, social and political factors determine people’s level of vulnerability and extent of their capacity to resist, cope with and recovery from hazards.

### Capacity

The combination of all the strengths, attributes and resources available within a community, society or organization that can be used to achieve agreed goals.

Capacity may include infrastructure and physical means, institutions, societal coping abilities, as well as human knowledge, skills and collective attributes such as social relationships, leadership and management. Capacity also may be described as capability. Capacity assessment is a term for the process by which the capacity of a group is reviewed against desired goals, and the capacity gaps are identified for further action.

# DESCRIPTION OF THE MKHAMBATHINI LOCAL MUNICIPALITY

### Geography, History and Economy

Mkhambathini Local Municipality is approximately 952 km² and is located along the south-eastern boundary of the uMgungundlovu District Municipality. It is the second-smallest Municipality as one of seven Local authorities within the District and is situated within south-west KwaZulu-Natal. The Municipality consists of seven wards, with a large part of it being rural in nature and underdeveloped.

Mkhambathini is an isiZulu word derived from eMkhambathini, which means ‘the place of acacia trees'.

The Municipality has several comparative advantages. It is well located in relation to Durban and Pietermaritzburg and adjoins Cato Ridge, a potential industrial node. The N3, which is identified in the Spatial Growth and Development Strategy as a Provincial Corridor, runs east-west through the central part of the Municipal area.

Significant portions of the Municipality fall within the Valley of a Thousand Hills (with Table Mountain a major landmark), an area with high potential for ecotourism, and in the Midlands Midst Belt, which has a well-established agricultural economy.

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Map showing the location of Mkhambathini Municipality in uMgungundlovu District Municipality

### Topography

Mkhambathini Local Municipality is situated along the Southern-Eastern periphery of uMgungundlovu District Municipality and adjoins Richmond and Msunduzi Local Municipalities to the west, uMshwathi Local Municipality to the north and Durban/eThekwini Metropolitan area to the east, the Camperdown area is only 30 minutes away from Durban’s International airport and Africa’s busiest harbour.

Agricultural production centres on vegetables grown for local and hinterland fresh produce markets, maize and sugar cane (processed through a mill at Eston). The area features the second highest concentration of poultry producers in the world, supported by a network of service suppliers, as well as pig and beef farming. Tourism is centred on African experiences, with attractions such as the Tala Game Reserve, Nagle Dam and Umgeni Valley.

### Settlement Patterns

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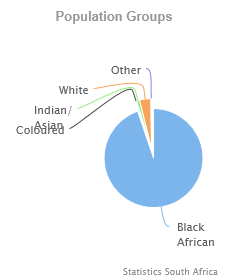
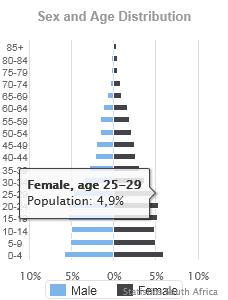
The Mkhambathini Local Municipal area can be divided into four distinct portions, namely: Urban area of Camperdown, private game farms and conservation areas, the Traditional Authority areas and the commercial farm land. The population settlement density is generally below 150 people per km².

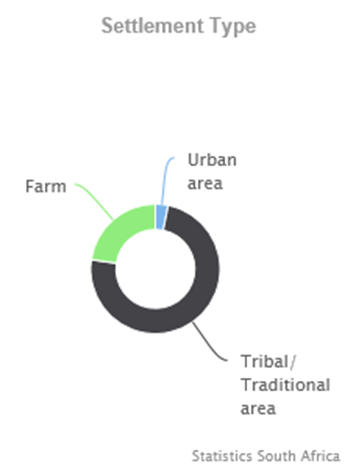
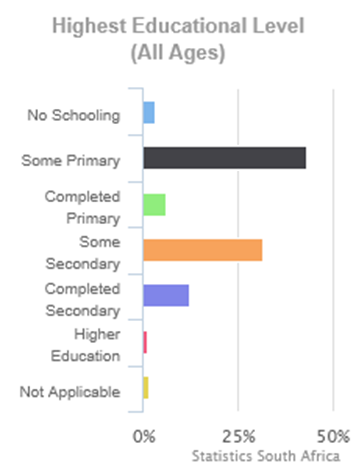
### Population Dynamics

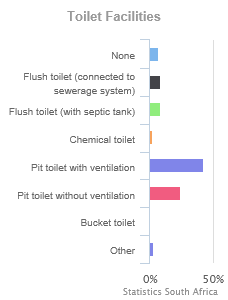
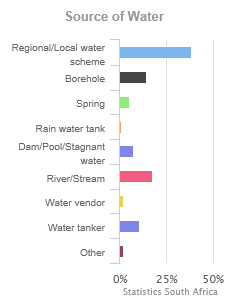
The total size of Mkhambathini Local Municipality population is estimated at 63 142 people. Further details pertaining to the population as compared to other Municipalities within the District are reflected in the tables below:

|  |  |  |  |
| --- | --- | --- | --- |
| **Municipality** |  | **Population in number** | **Population in %** |
| DC22 uMgungundlovu |  | 1 017 763 | 9.6% of Province |
| **KZN221 Umshwati** |  | **106 374** | **11% of District** |
| KZN225 Msunduzi |  | 618 536 | 61% of District |
| **KZN222 uMngeni** |  | **92 710** | **9% of District** |
| KZN223 Mpofana |  | 38 103 | 4% of District |
| **KZN224 Impendle** |  | **33 105** | **3% of District** |
| KZN226 Mkhambathini |  | 63 142 | 6% of District |
| **KZN227 Richmond** |  | **65 793** | **5% of District** |

**Table 1 - 7:** Stats SA census 2011 Distribution of population by size in comparison with other Locals of uMgungundlovu Municipalities (Stats SA census 2011)





### Climate

The entire District of uMgungundlovu Municipality has the one of the best climatic conditions in Kwazulu Natal and South Africa which also benefits Mkhambathini, this includes the best sunshine and windy conditions (which conducive for renewable energy generation); weather conditions for good agricultural activity it is one a few areas that you can grow crops round the year. It also provides leverage for tourism development .Drought is one of the major hazards affecting the Municipality due to climate change.

Climate change is going to make these kinds of hazards happen more often, and more intensely, making life for vulnerable communities even tougher. The region will get hotter and summer rains will come later. Storms will become stronger, making flash flooding more likely. Dry spells between periods of rain will stretch out longer, which means more frequent and hotter droughts. This will hit farmers within the Mkhambathini area heavily, make wildland fires more problematic and damage grasslands.

# INTEGRATED INSTITUTIONAL CAPACITY FOR DISASTER RISK MANAGEMENT

## Objective

To establish integrated institutional capacity within the Provincial spheres to enable the effective implementation of Disaster Risk Management Policy and Legislation.

### Critical disaster management structures responsible for the implementation and monitoring of disaster management policy and legislation:

### Municipal Disaster Management Advisory Forum

In terms of disaster risk reduction, the local spheres of Government is the first line of defence and, in the event of disaster occurring or threatening to occur, the community is in reality the first responder. The Act leaves it to the discretion of the Metropolitan or District Municipality to constitute a formal structure, such as Municipal Disaster Management Advisory Forum, for the purpose of external stakeholder participation. A Local Municipality is not obliged to establish specific internal structure for disaster risk management. However, for the purpose of dealing with the disaster risk management planning and coordination, a Municipal Disaster Risk Management Advisory Forum needs to be established.

**Purpose:**

Section 44(1)(b)of the Disaster Management Act No.57 of 2002(DM Act), calls for an integrated and coordinated approach to disaster risk management activities and to give effect to the principles of co-operative governance in the Mkhambathini Municipality, the Local Municipal Council must establish a Disaster Risk Management Advisory Forum. Section 51 of DM Act makes provision for the establishment of such a Forum.

**Management and Administration**

* The Advisory Forum must be established by the Portfolio Committee responsible for the Disaster Risk Management function in Mkhambathini Local Municipality, that is the Community Services Portfolio Committee.
* The Advisory Forum must be Chaired by the Manager: Community Services of the Mkhambathini Local Municipality.
* The Disaster Risk Management Unit must provide the secretariat for the Advisory Forum and must ensure that accurate records of the activities of the latter are maintained.

**Composition of the Municipal Disaster Risk Management Advisory-Sub Committee**

The Advisory Forum comprise all the relevant stakeholders and role players in Disaster Risk Management in the Municipality, including Non-Governmental and Community Based Organisations, individuals or groups with special technical expertise. The Forum must comprise but need not to be confined to the members listed below:

* Designated focal points in Municipal Departments and entities who are involved in the management of disaster risk or the administration of any other National Legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the Disaster Management Act.
* Disaster Risk Management functionaries in the Disaster Risk Management Centre.
* The District/ Local representative of the Disaster Risk Management Centre
* Representatives of the Provincial Disaster Management Centre
* Experts in Disaster Risk Management designated by the Executive Mayor.
* The designated representative of the Disaster Risk Management Volunteer Unit of the Mkhambathini Municipality.

Local representatives of National and Provincial organs of state and local emergency and essential services, as follows:

|  |  |  |
| --- | --- | --- |
| CLUSTER NUMBER | CLUSTER NAME | POSSIBLE CLUSTER MEMBERS |
| C1 | |  | | --- | | Environment, Agriculture & Water | | Environmental Management  Environmental Affairs  Nature Conservation  Agriculture  Water Affairs & Forestry  Land use planning and management  Development management |
| C2 | Infrastructure, Transport & Essential Services | Water  Electricity  Sewerage  Transport  Roads  Storm water  Housing  Building control  Public amenities |
| C3 | Support Services, Information & Communication Technology | Telkom  Radio technical services  ICT Department  Finance  Logistics  Human resources  Audit  Fleet management  Communication (Media / Public) |
| C4 | Community Support Services | Home Affairs  Education  Health  NGO’s  Social services  Community development workers  Tourism  Economic development |
| C5 | Emergency Services, Safety & Security | Fire & Rescue  Emergency Medical Services  SAPS  Law Enforcement  Traffic  Municipal Police  SANDF  NSRI  Disaster Management Volunteers |
| C6 | Hazard specialists, Representation of those affected | Depends on hazard impacting, could include:  Regulatory bodies or councils  Commerce & Industry  Parastatal  Academic Institutions  Economic development |

**Representatives of the media such as:**

* Local community radio stations
* Print media, including relevant main daily newspapers and community newspapers.

In addition to the representatives listed above, the advisory forum may at any time co-opt additional members and individuals required for a specific task or for a specific period of time. The advisory forum may also appoint technical and other relevant and hoc task teams with appropriate expertise to perform task teams will meet as required for the purpose of executing the task/s allocated.

**Scope of Responsibilities**

The Municipal Disaster Risk Management Advisory Forum must:

* Make recommendations to the Municipal Council concerning the disaster risk management plan for Mkhambathini Local Municipality;
* Ensure the application of the principles of Co-operative Governance for the purpose of Disaster Risk Management in the Municipality ;
* Introduce actions to ensure inter-agency coordination and the application of joint standards of practice ;
* Establish integrated Technical Task Teams for the development and implementation of policies, plans, programmes and projects to reduce disaster risk and build resilience ;
* Contribute to the generation of a disaster risk profile for the Municipality ;
* Contribute to development and application of a minimum criteria for conducting disaster risk assessments and for the ongoing monitoring of a disaster;
* Assist, by means of focused , integrated and holistic risk reduction strategies within the broader context of sustainable development, with the creation of resilient individuals, households and communities who are alert and self-reliant;
* Contribute to the establishment of an early warning system and promote the importance of heeding early warnings;
* Help to ensure community awareness of Disaster Risk Management arrangements;
* Participate in the development and maintenance of disaster risk management information management and communication systems;
* Establish integrated technical task teams for the development and maintenance of disaster contingency plans;
* Support and contribute to knowledge management programmes in the field of disaster risk management in the municipality; and
* Advise any organ of state, statutory functionary, non-governmental organisation, community or the private sector on any matter relating to disaster risk management.

### Communication

Disaster risk reduction is a community driven process. It is the community where the operational activities related to disaster risk management take place. Ward councillors, Traditional leadership and Sector Departments were fully involved during the risk assessment which informed the findings of this plan.

### Participation of Volunteers

Effort should be made to establish units of volunteers trained in special skills in communities at risk. The Disaster Management Act, 57 of 2002, specifically Chapter 7 makes provision for the recruitment and engagement of volunteers at Provincial, District and Local level when and if it is necessary to assist in different disaster responses. Volunteers to be recruited will require training in order to be able to assist during the following scenarios which often manifest themselves in our communities. These areas include, but not entirely limited to the following:

* Structural and runaway fires;
* Floods
* Outbreaks
* Community evacuation
* Community awareness and educational programs
* First Aid to assist victims injured during the occurrences
* Emergency family / household support interventions (accommodation, feeding and utilities)
* Damage assessment, quantification and packaging of needs,
* Marshalling for crowd control and management,
* Traffic control and regulating,
* Research and profiling risks in particular areas / wards.

# DISASTER RISK ASSESSMENT

Disaster risk specifically refers to the likelihood of harm or loss due to the action of natural and man-made 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 provides an objective and transparent information for making decisions on countermeasures to reduce disaster risk.

It examines the likelihood and outcomes of expected disaster events, and includes investigation of related hazards and conditions of vulnerability that increases the chances of loss and also the capacity or resources to deal with such hazards and vulnerabilities.

## Disaster Risk Assessment Methodology

The stages of disaster risk assessment, as suggested in National and Provincial Disaster Risk Management Policy Frameworks are the following (in the order in which they are normally conducted):

* Hazard identification to identify the nature, location, intensity and likelihood (probability/frequency) of a threat.
* Vulnerability analysis to determine the existence and degree of vulnerabilities and exposure to a threat(s);
* Capacity analysis to identify the capacities and resources available to reduce the level of risk, or the effects of a disaster;
* Risk evaluation to make decisions about which risks need countermeasures and priorities.

## 5.2 Disaster Risk Assessment Model

Disaster Risk Assessment provides a piece of reality from a subjective perspective. The MDMU adopted the disaster risk assessment model used by PDMC. This model was designed by Disaster Management Solution, referred herein as the DMS Model. The DMS Model examined and integrated various disaster risk assessments models that could be used to perform a comprehensive disaster risk assessment. It was used during the preparations for the soccer world cup to develop the KwaZulu-Natal 2010 FIFA World Cup Disaster Management Master Plan. The model:

* Is adapted and tested to suit the South African conditions and users;
* Is designed to incorporate the quantification of risk through the plotting of a hazard index and a resilience index on a quartile matrix using a uniform but adaptable scoring system
* Integrates latest GIS methodology and international enterprise risk management concepts
* Is based on all hazards and resilience focused approach.

Below are the risk assessment templates used when assessing the disaster risks:

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Likelihood / probability** | Score | **Frequency with which it can occur** | Score | **Predictability: ability to predict the event** | Score | **Most likely magnitude of the event if it occur** | Score |
| No chance | 1 | Once in 20 years | 1 | 100% predictable | 1 | Always affect very small area like a street block | 1 |
| Slight possibility | 2 | Once every 5 years | 2 | Fairly accurate to predict | 2 | Always affect an area like a ward | 2 |
| 50/50 chance | 3 | Once a year | 3 | 50/50 chance to predict the event | 3 | Always affect an area like a municipality | 3 |
| Very good chance | 4 | Once monthly | 4 | Slight chance to predict the event | 4 | Always affect multiple municipalities | 4 |
| 100% certain | 5 | Once weekly | 5 | Cannot predict the event | 5 | Always affect a large area like a province | 5 |
| **Probability** | **+** | **Frequency** | **+** | **Predictability** | **+** | **Magnitude** | **/4** |
| **TOTAL HAZARD RISK =** | | | | | | |  |

**Table: Hazards based risk assessment**

The vulnerability criteria was scored as follows:

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Economical** | Score | **Social / Human** | Score | **Technological** | Score | **Environmental** | Score |
| No financial impact | Identified score | No social impact | Identified score | No impact | Identified score | No impact | Identified score |
| Very low financial and economical impact | Identified score | Slight injuries and/or discomfort to individuals | Identified score | Very little damage to equipment, buildings and infrastructure and/or no or little disruption to services | Identified score | Little impact on the environment | Identified score |
| Limited financial and economical impact to a number of families. Job losses due to destruction of places of employment | Identified score | Multiple injuries and/or displacement of a small number of families | Identified score | Limited damage to a number of buildings and/or limited disruptions to a number of families | Identified score | Limited impact on a small area or ecosystem | Identified score |
| Serious financial and economical impact to the total community. Ability to be self sustainable seriously affected and destroyed | Identified score | Fatal injuries and multiple injuries and/or displacement of a large number of families | Identified score | Serious damage to a number of buildings and infrastructure and/or serious disruption / total destruction of services to a number of families | Identified score | Serious impact on a small area or ecosystem | Identified score |
| Very serious and catastrophic economical and financial impact. Total destruction of economical base and capability to support the community | Identified score | Multiple fatalities and a number of injuries and/or permanent displacement of the total community | Identified score | Total destruction of a number of buildings, infrastructure and has an effect on the total community and/or serious disruption of services to the total community | Identified score | Serious impact on a large area or ecosystem | Identified score |
| **Economical** | **+** | **Social / Human** | **+** | **Technological** | **+** | **Environmental** |  |
| **TOTAL VULNERABILITY =** | | | | | | |  |

**Table: Hazards based risk assessment**

### Capacity Assessment

This section assesses the institutional arrangements and capacity to respond to prevailing disastrous incidents.

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **NO** | **NAME** | **MARKING** | **DESCRIPTION** | **ADDITIONAL INFORMATION** | **GRID REF** |
| **1** | Mkhambathini Municipality | MLM | Municipality | Coordination and first response to any reported incidents. | TBC |
| **2** | Umgungundlovu District Municipality | UMDM | District Municipality | Supports the municipality | TBC |
|  | Department of COGTA: Provincial Disaster Management | PDMC | Provincial Disaster Management | Oversight over Disaster Management activities | TBC |
| **3** | Maguzu Clinic | MC | Clinic | Provision of health services in case of injuries and pandemics/ diseases outbreak during disastrous incidents | TBC |
| **4** | Embo Clinic | EC | Clinic | Provision of health services in case of injuries and pandemics/ diseases outbreak during disastrous incidents | TBC |
| **5** | Njabulo Clinic | NC | Clinic | Provision of health services in case of injuries and pandemics/ diseases outbreak during disastrous incidents | TBC |
| **6** | Department of Education | DE | Organisation | Educational services | TBC |
| **8** | Department of Agriculture And Rural Development | DARD | Organisation | Food security programmes | TBC |
| **9** | Department of Home Affairs | DHA | Organisation | Replacement of legal documents |  |
| **10** | Sassa | SA | Organisation | Social grants and Social Relief | TBC |
| **11** | Department of Social Development | DSD | Organisation | Psycho social support, Social Relief and placements | TBC |
| **12** | Department of Human Settlements | DHS | Organisation | Provision of Temporary Housing (TRUs) | TBC |

## 5.2.2 Disaster Risk Data Sourcing and Manipulation

The disaster risk assessment template was compiled by PDMC and administered to Mkhambathini Local Municipality. Assessment forms on previous and current incidents were used to collect data. All Tribal Councils and areas (izigodi) were visited to collect data. Incidents occurring on daily basis were also used in the collection of data.

# DISASTER RISK REDUCTION

**Objective**

To ensure that all Disaster Risk Management stakeholders develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with approved frameworks.

## Core Disaster Risk Reduction Principles

In this Section the focus is on disaster risk reduction strategies required for the identified common risks and hazards in KPA 2. Prevention and mitigation strategies are looked at. Structural and non-structural measures need to be undertaken to limit the severity of the adverse impact of natural and technological hazards on vulnerable areas, communities and households. Prevention where possible is undertaken to provide outright avoidance of the adverse impact of hazards and related environmental technological and biological disasters. The importance of Risk Reduction and Prevention cannot be underestimated; currently the Municipality is involved in awareness campaigns at local schools and communities on Disaster Management.

The table below indicates hazards which normally turn into disaster risks due to the vulnerability of the community and environment because of the lack of capacity and alertness. Disaster Risk Reduction (DRR) programmes have been developed to deal with identified disaster risks. These are some of the DRR strategies for example, integrated development & service delivery, awareness campaigns, capacity building, dissemination of early warning, land use management and other methods.

|  |  |
| --- | --- |
| **Risk** | ***Risk Mitigation /Reduction Program*** |
| Fire (Urban) | 1 Develop a Fire Safety Strategy  2 Develop a Fire Master Plan (i.e. Business Plan/ Operational Plan)  3 Implementation of the Fire Safety Strategy  4 Management of the Fire Master Plan  5 Conduct fire Awareness Campaigns |
| Fire (Rural) | 1 Develop a Rural Fire Safety Strategy  2 Develop a Rural Fire Master Plan (i.e. Business Plan/ Operational Plan)  3 Implementation of the Rural Fire Safety Strategy  4 Management of the Rural Fire Master Plan  5 Conduct fire Awareness Campaigns |
| *Storm Water (Urban)* | 1 Develop Storm Water Master Plan  2 Develop Storm Water Maintenance Plan  3 Develop and Implement a Storm Water Maintenance Program in respect to the Storm Water Maintenance Plan (with measurable deliverables KPI’s etc.) |
| Storm Water (Rural) | 1 Develop a Rural Storm Water Management Plan  2 Develop a Rural Strom Water Information Plan (i.e. Community awareness Program) |
| Low Level Bridges (Flood Level Bridges) | 1 Develop a Low Level Bridge Management Plan that include at least the following:-   * Develop guidelines for minimum standards when implementing low level bridges * Use of Low Level Bridges * Awareness Programs * Identification and Bridge marking Program |
| Strong winds | 1 Develop severe weather early warning systems  2 Focus on indigenous knowledge  3 Implement storm measures such as wind breaks in high risk areas |
| Lightning | 1 Develop severe weather early warning systems  2 Install Lightning conductors  3 Focus on indigenous knowledge |
| Illegal Electricity Connections | 1 Considering incentive measures to support suppliers in their activities to tackle theft  2 Develop/ Implement/ Maintain Electricity Master Plan  3 Develop/ Implement/ Maintain Electrical Infrastructure Maintenance Plan  4 Develop an Electricity Community Awareness Program |
| Road Accidents | 1 Introduction of speed cameras at key strategic points |

## Integration of Disaster Reduction into Development Planning

Mechanisms should be established in association with spatial planners to ensure that relevant spatial information is captured to inform disaster risk reduction planning on regular basis. Disaster risk reduction efforts are medium to long-term multi-sectoral efforts focussed on vulnerability reduction and must be incorporated into ongoing IDP projects, processes, programmes and structures. Disaster Management Plan must be reviewed annually and informed by updated risks and hazard assessment.

In terms of Section 26(g) of the Municipal Systems Act, 200, Act 32 of 2000, a Municipality’s IDP must contain a Disaster Management Plan. Development projects in the Municipality, as contained in the Municipality’s IDP, is thus interlinked with Disaster Management Planning and activities. Risk reduction projects identified as part of disaster risk management planning, such as those identified in this plan and the contingency plans developed and risk assessments should be included into the and Mkhambathini Local Municipal IDP.

There are eight key planning points or requirements that must be applied by all Municipal organs of State and Municipalities when planning for disaster risk reduction initiatives. These must form part of the annual reporting of the Municipalities and Municipal Organs of State to the DMC.

1. Use disaster risk assessment findings to focus planning efforts;
2. Establish an informed multidisciplinary team with capacity to address the disaster risk and identify a primary entity to facilitate the initiative;
3. Actively involve the communities or groups at risk;
4. Address the multiple vulnerabilities wherever possible;
5. Plan for changing risk conditions and uncertainty, including effects of climate variability;
6. Apply the precautionary principle to avoid inadvertently increasing disaster risk;
7. Avoid unintended consequences that undermine risk avoidance behaviour and ownership of disaster risk; and
8. Establish clear goals and targets for disaster risk reduction initiatives, and link monitoring and evaluation criteria to initial disaster risk assessment findings.

**6.3** **Hazard Analysis**

Disasters mainly occur when there is an interrelation between hazards (resulting from natural or human action) and the population, who are, for various reasons, vulnerable. The causes of vulnerability are complex and are related to factors such as settlement of populations in disaster prone areas, demographic growth (in the main urban areas), the degradation of the environment and poverty.

The hazards identified in the Municipality include a wide range of natural, technological and environmental hazards which may impact on the members of the public, property and the environment. These can broadly be classified as follows;

| **Hazard Category** | **Strategy** | **Responsible Department** |
| --- | --- | --- |
| Disease / Health - Disease: Animal | Implement monitoring program | Department of Agriculture  Agriculture Organization |
| Implement Training / Awareness Raising Program | Disaster Management  Department of Agriculture |
| Implement Program to Increase Capacity to deal with Disease | Disaster Management  Department of Agriculture |
| Disease / Health - Disease: Human (HIV, TB, Cholera) | Implement monitoring program | Department of Health |
| Implement Training / Awareness Raising Program | Department of Health  Disaster Management |
| Implement Program to Increase Capacity to deal with Disease | Department of Health  Disaster Management |
| Environmental Degradation | Implement monitoring program | Environmental Department |
| Implement Training / Awareness Raising Program | Environmental Department |
| Fire Hazards - Formal & Informal Settlements / Urban Area | Increase Capacity to Respond to Fires | Fire Services |
| Implement program to upgrade sub-standard housing / buildings | Department of Housing |
| Implement Awareness Program | Fire Services  Disaster Management |
| Fire Hazards - Veld/Forest Fires / Urban Fires | Increase Capacity to Respond to Fires | Fire Services  Agriculture |
| Implement Awareness Program | Fire Services  Disaster Management |
| Hazardous Material: Spill/Release (Storage & Transportation) | Assess and Monitor Movement and Storage of HazMat through Municipality | Fire Services |
| Increase Capacity to Response to HazMat Incidents | Fire Services |
| Hydro-meteorological - Drought | Implement Early-Warning System | Agriculture  Department of Water Affairs |
| Training / Awareness Raising related to Drought resistant agriculture | Agriculture |
| Hydro-meteorological Hazards - Floods (Urban, River) | Implement Early-Warning System | Department of Water Affairs |
| Develop Floodlines & Conduct Flood Hazard Assessment | Roads and Stormwater  Disaster Management |
| Implement Stormwater Management Planning and Construct suitable Stormwater Management Infrastructure | Roads and Stormwater |
| Hydro-meteorological Hazards - Severe Storms (Snow) | Implement Early-Warning System | Department of Water Affairs |
| Implement Training / Awareness Raising Program | Disaster Management |
| Hydro-meteorological Hazards - Severe Storms (Wind, Hail, Lightning) | Implement Early-Warning System | Department of Water Affairs  Disaster Management |
| Implement Training / Awareness Raising Program | Disaster Management |
| Implement program to upgrade sub-standard housing / buildings | Department of Housing |
| Infestations - Plant Infestations (Alien Vegetation, Intruder Plants) | Implement monitoring program | Environmental Department |
| Increase capacity to respond to eradicate alien vegetation | Environmental Department  Agriculture |
| Implement Training / Awareness Raising Program | Environmental Department  Agriculture |
| Infrastructure Failure / Service Delivery Failure - Electrical | Implement program for development of alternative energy sources | Environmental Department  Technical Department |
| Implement program focused on development and maintenance of electrical infrastructure | Technical Department |
| Infrastructure Failure / Service Delivery Failure - Sanitation | Implement program focused on development and maintenance of sanitation infrastructure | Technical Department |
| Infrastructure Failure / Service Delivery Failure - Water | Implement program focused on development and maintenance of water infrastructure | Technical Department  Department of Water Affairs  uMgeni Water |
| Pollution - Water Pollution | Implement monitoring program | Department of Water Affairs  Environmental Department |
| Implement awareness and education campaign | Department of Water Affairs  Disaster Management |
| Civil Unrest – Xenophobic and political Violence & Others | Implement early warning/monitoring program | South African Police Services |
| Implement Program to Increase Capacity to deal with Civil Unrest Events | South African Police Services |

# RESPONSE AND RECOVERY

To ensure effective and appropriate disaster response and recovery by:

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

## Strategic Imperative for Response and Recovery

Response and Recovery consist of a series of interconnected steps in a continuum. These steps provide a simplistic sequence for emergency preparedness, are generic and can be adjusted to suite any operational needs.

|  |  |
| --- | --- |
| Early warnings | Early warning are designed to alert areas, communities, households and individuals to an impending or imminent significant event or disaster so that they can take the necessary steps to avoid or reduce risk and prepare for effective response. Major role players in integrated early warning are:   * South African Weather Service- Weather Forecasts, satellite information; * uMngeni Resilience Programme; * Department of Water Affairs/ uMgungundlovu Water Services - flood warnings, dam and river levels, water supplies; * Department of Agriculture- crop forecast, staple food quality, forage availability, water irrigation, livestock; and * Department of Health- epidemics and diseases. |
| Disaster assessment | On-site assessments includes establishing which resources are necessary to ensure the delivery of immediate, effective and appropriate response and relief measures to affected areas and communities and to facilitate business continuity. |
| Response and recovery | 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. Primary and Secondary responsibilities must be allocated for each of the operational activities associated with disaster response e.g. evacuation, shelter, search and rescue, emergency medical services and firefighting. |
| Relief measures | Relief operations following significant and/or events classified as disasters must be coordinated.  Relief assistance and donations must be equitably distributed. |

# Information Management and Communication

**Objective**

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

## Information management and communication system

The Information Management and Communication System required to execute this plan must include the establishment of communication links that must enable the receipt, transmission and dissemination of information between Disaster Management centres and those likely to be affected by disaster risks as well as other role players and stakeholders involved in disaster risk management. The design of the system must take into account the lack of technological infrastructure in areas and communities most at risk, as well as telephonic system failures during disasters. This must require the use of a dedicated two-way provincial emergency radio communication network.

## Integrated information management and communication model

An integrated information management and communication system must be established to achieve the objectives of the KPAs and enablers outlined on the National Disaster Management Framework.

## Data acquisition (Data collection and capturing)

The process must identify both the inputs and data sources (data custodians) that must be required to ensure effective support for the implementation of the plan.

The following types of data, among others is required:

* Base data (e.g. topographical, census, land cover, infrastructure, deeds, environmental);
* Dynamic data (e.g. contact and other relevant details of all role players);
* Field data (e.g. features of buildings, infrastructure);
* Situational reporting system ( e.g. incident, local condition);
* Hazard tracking (e.g. weather conditions, flood fire hazard conditions ,droughts); and
* Early warnings.

**7.4 Disaster Management Early Warning Structures**

The following diagram provides the effective flow of early warning and preparedness information. These channels of communication and information dissemination should be established and confirmed on a regular basis to ensure that they are in place and functioning optimally.

International Aid

Agencies

Meteorological,

Health, Police, Environmental, Water & Forestry, Transport, Housing

Minister Responsible

National Disaster Management Centre

WARNING

TV, Radio, Mass Media, Internet, etc

INFORMATION

Provincial Disaster Management Centre

Control rooms of Role Players involved or influenced by incident, NGO’s, Hospitals

District Disaster Management Centre

Police Control Room

PREPAREDNESS

AND ALERT

Fire and Ambulances

Municipal Manager

Joint Operational Centre

Other Stake Holders, Departments and NGO’s

Fire Services

Search and Rescue

Technical Services

SAPS

RTI

# Education, Training, Public Awareness and Research

**Objective**

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

## Education and Training

### School programmes

The Mkhambathini Municipality must seek to establish links with existing awareness creation programmes in schools for the purpose of disseminating of information on disaster risk management and risk avoidance. The District Municipality must play an active part in engaging schools to ensure a practical approach to awareness programmes.

### Disseminating and use of indigenous knowledge

It is imperative that Traditional Leaders, as custodians of indigenous knowledge, play an active role at Local, District and Provincial level. The indigenous knowledge is an integral part of Disaster Risk Management.

### Training programmes for Government Officials and policy-makers

Training programmes for Government Officials and policy-makers must embrace the multidisciplinary and interdisciplinary dimension of disaster risk reduction, which must include the following:

* Development planning;
* Hazard identification assessment;
* Communicable diseases;
* Dry land agriculture;
* Participatory rural appraisal;
* Applied climate science and GIS.

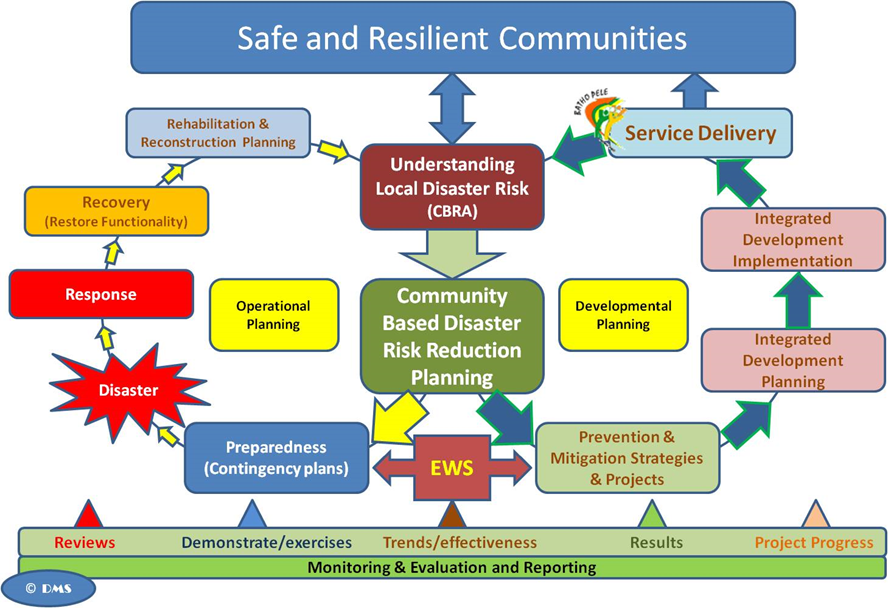
### Community training programmes

Training programmes for communities must focus on disaster risk awareness, disaster risk reduction, volunteerism and preparedness. Communities must be given the opportunity to modify and enhance training programmes through the inclusion of indigenous knowledge, practices and values, and the in cooperation of local experience of disasters and disaster risk management.

### Public awareness strategy

To include risk avoidance behaviour by all stakeholders, public awareness campaigns aimed at raising consciousness about disaster risks must provide information on how to reduce vulnerability and exposure to hazards. These campaigns must include:

* Organized and planned awareness programmes;
* Public gatherings such as izimbizo;
* Annual recognition and celebration of World Disaster Risk Reduction Day;
* Rewards, incentives, competitions and recognition schemes to enhance awareness of and participation in risk reduction activities; and
* Dissemination of information to all role players.



### 8.1.6 Communication through the media (communication unit)

The role of the media in Disaster Risk Management must be defined and managed through consultative process involving the media, role players involved in response and recovery efforts, and communities routinely affected by disasters or impending disasters. The MDMU must establish and manage ongoing relations with relevant Local and National media.

## 8.1.7 Research

The MDMU, through a process of consultation, must develop strategic disaster risk reduction research agenda to effectively inform disaster risk management planning. Research initiatives must also be linked to the IDP processes of Municipalities.

**The MDMU must facilitate:**

* Consultation and engagement between the communities of disaster risk scientists and professionals in the Province;
* A process for auditing existing research initiatives and programmes;
* Consultation with appropriate National and International Agencies and foundation that support research; and
* The development of an integrated disaster risk reduction research agenda and programme.

# Funding Arrangement for Disaster Management

**Objectives**

Establish funding mechanisms for Disaster Risk Management in the Mkhambathini Municipality.

## Recommended funding arrangement

The table below provides an overview of the recommended funding mechanisms for each of the five Disaster Risk Management activities.

|  |  |  |
| --- | --- | --- |
| Start-up activities (KPA1,enabler2 | National and Provincial Government | Conditional grant for Local Government-District and Metropolitan Municipalities, where necessary. |
| Conditional grant for Provinces with counter- funding component 1 |
| Budget for National Department |
| Disaster risk management ongoing operations(KPAs 3 and ENABLER 3) | National and Provincial Government | Own Departmental budgets |
| New assignment to Local Government | Increase in the (institutional) component of the equitable share of local government |
| Disaster risk education ( KPAs 2 and Enabler 3) | National Departments | Own budgets |
| Provincial Departments | Own budgets but can be augmented by application for funding to the NDMC for special national priority risk reduction projects |
| District Municipalities | Own budgets but can be augmented by application for funding to the NDMC for special national priority risk reduction projects |
| In case of low-capacity, resource-poor Municipalities | Additional funding released from the NDMC targeted at these categories of Municipalities |
| Response, recovery and rehabilitation | National Government | Own budgets for those Departments frequently affected by disasters |
| Access to central contingency funds |
| Reconstruction efforts (KPA 4) |  | Reprioritize within capital budgets for infrastructure reconstruction |
| Provincial Government | Own budget. Particularly for those Departments frequently affected by disasters |
|  | Conditional infrastructure grants |
| Access to central frequency fund once threshold is exceeded on a matching basis |
| Reprioritize within capital budget for infrastructure reconstruction. |
| Education, training and capacity- building programmes ( ENABLER 2) | All spheres of Government | Own budgets and reimbursement through SETAs |
| Public awareness programmes and research activities can also be funded through the private sector, research foundation, NGOs and donor funding |

## Service Delivery and Budget Implementation Plan (SDBIP)

The Service Delivery and Budget Implementation Plan (SDBIP) is prepared in terms of the Municipal Finance Management Act (MFMA), section 53. The SDBIP gives effect to the Integrated Development Plan (IDP) and budget of the Municipality and will be possible if the IDP and budget are fully aligned with each other, as required by the MFMA.

# SUMMARY AND CONCLUSION

* The Mkhambathini Disaster Management plan must be reviewed annually and any amendments thereto must be submitted to the DDMC and PDMC.
* A final document will be circulated to the District Disaster Management Centre and Provincial Disaster Management Centre and relevant stakeholders.

# Recommendations and Implementation Plan

Section 53 of Disaster Management Act (Act No. 57 of 2002) stipulates that a Local Disaster Management Centre must:

* Monitor progress with the preparation and regular updating of Disaster Management plans and strategies by Local and Municipal organs of State involved in Disaster Management;
* Monitor formal and informal prevention, mitigation and response initiatives by Local and Municipal Organs of State, the Private Sector, Non-Governmental organizations and communities, including the integration of these initiatives with development plans;
* Monitor the compliance in the Province with key performance indicators in respect of the various aspects of Disaster Management; and
* Measure the performance and evaluate such progress and initiatives from time to time.

# Bibliography

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Disaster Management Act 57 of 2002

Municipal Systems Act 32 of 2000

Kwazulu-Natal Provincial Disaster Management Policy Framework

Kwazulu-Natal Provincial Disaster Management Plan

Mkhambathini Municipality IDP 2013/14

Mkhambathini Annual plan 2014/15

Mkhambathini Tourism Plan 2011/12

Disaster Management Solutions Online

Statistics South Africa

# Annexures

1. Disaster Management Advisory Forum (DMAF) Terms of Reference (TOR)
2. Disaster Management Advisory and Practitioners Forum Reporting Template
3. Disaster Management Monthly Reporting Template
4. Disaster/Incidents Assessment Form
5. Beneficiary List Template
6. Standard Operating Procedures (SOP): Incident/Disaster Management
7. Disaster Management Quarterly and Annual Report Template
8. Reporting Templates for Stakeholders
9. Risk Assessment results per ward