



ILEMBE DISASTER RISK MANAGEMENT STATUS QUO AND GAP ANALYSIS

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Acronyms

CBOs	-	Community Based Organizations'
Act	-	Disaster Management Act 57 of 2002
DMDCC		Disaster Management District Coordinating Committee
DRM	-	Disaster Risk Management
DRMAF	-	Disaster Risk Management Advisory Forum
DRMC	-	Disaster Risk Management Centre
HOC	-	Head of the Disaster Risk Management Centre
IDP	-	Integrated Development Plan/Process
NGOs	-	Non-Governmental Organizations'
NDMF	-	National Disaster Management Framework
PDMF	-	Provincial Disaster Management Framework
iLembe	-	iLembe District Municipality
PDMC	-	Provincial Disaster Management Centre
NDMC	-	National Disaster Management Centre
PSC	-	Project Steering Committee

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1. INTRODUCTION

This document serves a status quo and gap analysis report for the most critical disaster risk management activities within the iLembe District Municipality. It is also designed with the purpose of informing future developments of Disaster Risk Management within the district. The report will also unpack current realities and future plans of iLembe district in an integrated manner.

The structure of the report has been aligned with both the **Key Performance Areas** and **Enablers** of the National Disaster Management Framework and the Provincial Disaster Management Framework which are both National and Provincial Policy Frameworks for Disaster Risk Management in South Africa and KwaZulu Natal Province respectively. The report has also taken into consideration other critical operational matters that are part of the activities done by the iLembe Disaster Risk Management Centre.

The report will also present challenges and proposals that need to be considered in ensuring that the Disaster Risk Management Centre is able to implement its legislative mandate as contemplated in the Act, and in both the National and the Provincial Disaster Management Frameworks. Part of the report will also ensure that clear guidelines are given in ensuring that the identified challenges are addressed.

For the purposes of this report the term “disaster management” will not be used but will be replaced with the term: “disaster risk management”. Reference on this term can be made to page 3 “A note on terminology” of the National Disaster Management Framework (NDMF).



2. METHODOLOGY

The current status quo of iLembe Disaster Risk Management was assessed using the checklist that was compiled by the African Centre for Disaster Studies, at North West University. The checklist relates to the Key Performance Areas, Enablers and Key Performance Indicators of the National Disaster Management Framework. The use of this checklist ensured a systematic approach which is aligned with the national requirements of disaster risk management.

This report utilizes the following structure in order to provide a logical interpretation of the analysis:

- Disaster risk management integrated institutional capacity;
- Disaster risk assessment;
- Disaster risk reduction; and
- Disaster risk management response and recovery information.

3. DISASTER RISK MANAGEMENT INTEGRATED INSTITUTIONAL CAPACITY

Key Performance Area 1 of the NDMF and PDMF deals mainly with the creation of appropriate and integrated institutional capacity for disaster risk management. In adhering with the above Key Performance Area 1, every district municipality must ensure that the following is present:

- A political forum which deals with issues of disaster risk management;
- A senior management forum for disaster risk management application in the district;
- A disaster risk management advisory forum consisting of external role-players;
- A district disaster risk management centre, which is appropriately staffed; and ;
- Decentralized and appropriate disaster risk management structures at local



municipal level; and a district-to-local municipal coordinating committee.

3.1 Political Forum for Disaster Risk Management

Disaster risk management at iLembe District Municipality operates within the Safety, Amenities and Security Political Portfolio Committee. Under this political forum, disaster risk management policies are approved.

The Mayor`s Forum, is another political forum wherein all disaster risk management issues can be tabled on the agenda. Issues requiring attention in all municipalities can be tabled by the District Mayor at this forum.

A disaster risk management framework for iLembe District Municipality has been developed and was adopted by the council.

It is recommended that:

- ***The political responsibility for disaster risk management rests with the Amenities, Safety and Security Portfolio Committee, but all other Portfolio Committees must be aware that disaster risk management affects all Committees.***

3.2 Disaster Management Status Quo in Local Municipalities

3.2.1 Kwa Dukuza Local Municipality

A political portfolio committee currently exists. However the extent to which disaster risk management activities are addressed by this committee is not clear and still needs to be clarified.

3.2.2 Mandeni Local Municipality

A political portfolio committee currently exists. However, the extent to which disaster risk management activities are addressed by this committee is not clear and still needs to be clarified.



3.2.3 Maphumulo Local Municipality

A political portfolio committee currently exists. However, the extent to which disaster risk management activities are addressed by this committee is not clear and still needs to be clarified.

3.2.4 Ndwedwe Local Municipality

A political portfolio committee currently exists. However, the extent to which disaster risk management activities are addressed by this committee is not clear and still needs to be clarified.

It is recommended that:

- ***Clarity be sourced on the extent in which these forums address disaster risk management issues.***
- ***All local municipalities be encouraged to escalate disaster risk management issues requiring political attention to the Mayors Forum.***

3.3 Senior Management Forum for Disaster Risk Management

3.3.1 iLembe District Municipality

A senior management forum for disaster risk management, in the form of an interdepartmental disaster risk management committee has not been established.

The aim of the Interdepartmental Disaster Management Committee (IDRMC) is to provide a forum where different departments within the municipality can coordinate and integrate their actions and activities relating to disaster risk management. This committee allows technocrats within the municipality to compile disaster management plans and strategies, implement appropriate disaster risk reduction methodologies, engage in emergency preparedness and ensure rapid and effective disaster response and recovery capabilities.



The IDRMC also provides an accountability mechanism between departments in terms of disaster risk management activities. The IDRMC ensures the integration of disaster risk reduction into developmental initiatives in the municipality.

Currently in existence at iLembe district municipality, is a Management Committee (MANCO). This is a senior management forum chaired by the Municipal Manager which discusses and addresses all issues that require attention within the municipality.

This forum meets weekly and can, to avoid duplication, be utilized as a structure that would represent the IDRMC. Disaster risk management agendas that require interdepartmental attention can be tabled at this forum.

The following is recommended that:

- ***The Management Committee will be utilized as a structure that will substitute the IDRMC and will address all disaster risk management issues that are tabled when necessary. This must be included in the terms of reference of the Management Committee.***

3.3.2. Local Municipalities

3.3.2.1 KwaDukuza Local Municipality

A senior management forum, in the form of an Interdepartmental Committee, for disaster risk management does not exist. Similar structures such as the one at district level must be utilized.

3.3.2.2 Mandeni Local Municipality

A senior management forum, in the form of an Interdepartmental Committee, for disaster risk management does not exist. A similar structures such as the one at district level must be utilized.



3.3.2.3 Maphumulo Local Municipality

A senior management forum, in the form of an Interdepartmental Committee, for disaster risk management does not exist. A similar structures such as the one at district level must be utilized.

3.3.2.4 Ndwedwe Local Municipality

A senior management forum, in the form of an Interdepartmental Committee, for disaster risk management does not exist. Similar structures such as the one at district level must be utilized.

The following is recommended that:

- ***An investigation must be conducted in determining whether these structures exist in local municipalities;***
- ***Should such structures exist , a suggestion be made that such structures will be utilized as IDPMC to address disaster risk management issues within the municipality, and this be included in the terms of reference of such a structure.***

3.4 Disaster Risk Management Advisory Forum

The Act calls for the establishment of a Disaster Risk Management Advisory Forum within the District Municipality.

This is an advisory body in which a municipality and relevant disaster management role players consult one another, co-ordinate their actions and provide necessary inputs on matters relating to disaster risk management.

The main aim of the establishment of this forum is to achieve the following:

- a) Develop a point of co-ordination for all role players.
- b) Develop the capacity and understanding about disaster risk



management amongst key role players.

- c) Facilitate co-operation between district and local key role players.
- d) Encourage the development of resource sharing arrangements around financing, including the delivery of emergency services and responding to emergencies or disasters.
- e) Ensuring the responsibility of reporting to key stakeholders, including the national, provincial and national stakeholders and roleplayers on matters relating to disaster risk management.

This structure must meet at least quarterly.

3.4.1 ILembe district municipality

The iLembe district municipality has an advisory forum which is currently in existence.

It is recommended that:

- ***The district disaster risk management advisory forum meetings be held quarterly, whilst assessing its functionality on an ongoing basis.***

3.4.2 Local Municipalities

At a local level, municipalities are encouraged to have disaster management committees, to effectively deal with issues of co-ordination. Below is an indication of the status quo at a local level:

3.4.2.1 KwaDukuza Local Municipality

No local disaster risk management committee is currently in existence.

3.4.2.2 Mandeni Local Municipality

No local disaster risk management committee is currently in existence.



3.4.3.3 Maphumulo Local Municipality

No local disaster risk management committee is currently in existence

3.4.3.4 Ndwedwe Local Municipality

No local disaster risk management committee is currently in existence

It is recommended that:

- ***The disaster management committees at local level be established.***

3.5 Disaster Risk Management District Coordination Committee (DRMDCC)

Although this is not a legislative requirement, one cannot foresee how communication and coordination between the two local spheres of government can be effective in the absence of this structure.

The main purpose of this structure is to promote inter-municipal relations and to achieve a co-coordinated, integrated and uniform approach to disaster management by all municipalities within the district municipal area. All local municipalities are to be members in this forum. The DRMDCC must hold meetings at least bi-monthly.

Currently, the district does not have such a structure in existence.

It is recommended:

- ***That, the establishment of this structure be fast tracked. Once established, this structure will hold monthly disaster risk management practitioners meetings.***



3.6 The District Disaster Risk Management Centre

3.6.1 Placement of the Disaster Risk Management function in the iLembe administration

Currently, the disaster risk management function resides as a unit reporting to the Director: Corporate Governance.

3.6.2 The Disaster Operations Centre

The building that was in existence was damaged during floods. Aurecon was appointed as a service provider to install a disaster management communication system, and such a system was installed at Umhlali offices and also temporarily operational during the COP 17 Conference. The communication system will be relocated to the new centre upon completion.

The site for building the Disaster Risk Management Centre has been identified in No.12, Haysom Road, Technical Services, in Stanger . The designs for the layout plan have been finalized by the group of appointed architects. The advertisement to appoint the service provider has been advertised on local newspapers during the week of 23 – 27 January 2012. A Project Steering Team (PSC) will be established upon the finalization of the successful bidder, to ensure that the project is monitored on an ongoing basis. Monthly PSC meetings will be held with various roleplayers including the successful bidder and COGTA, with regular feedbacks sent to all internal and external stakeholders (COGTA). It is anticipated that the disaster risk management centre will be completed by earliest, June 2012.

It is recommended that:

- ***The process of building the new disaster operations centre is fast-tracked, including the revival of the monthly Project Steering Committee (PSC) meetings;***
- ***PSC monitors the project to ensure that the building is per***



specifications and that there is timeous completion of the disaster risk management centre;

- ***Local Municipalities be encouraged to build satellite centers for disaster operations. Building of satellite centers will ensure effective coordination of localized incidents or disasters, and this will enable the district centre to function, even in the instances where the DRMC is unable to function.***

3.6.3 The Head of the Disaster Risk Management Centre

The head of the DRMC was appointed as of 01 December 2011. The head of the centre is responsible for exercising the powers and performing the functions of the district disaster risk management centre and taking all the decisions of the centre in relation to its powers.

At local municipal level, there are currently officials that are responsible for disaster risk management. It must be noted that the officials in question are not dedicated to disaster risk management as they are officially employed to perform other duties.

It is encouraging to mention that Mandeni Local Municipality has advertised two positions for personnel that would be dedicated to disaster risk management.

3.6.4 Staffing of the Centre

A disaster risk management centre preferably, must have qualified disaster risk management and other technical staff, including risk scientists, risk reduction specialists, planners, information management and communication specialists and administrative staff to support the head of the centre as well as execute the requirements of the Disaster Management Act, the National, Provincial and District Disaster Management Frameworks. This will also ensure that there is adherence to the National Disaster Risk Management Guidelines, whilst achieving the strategic goals of disaster risk management in the district's council area of responsibility.



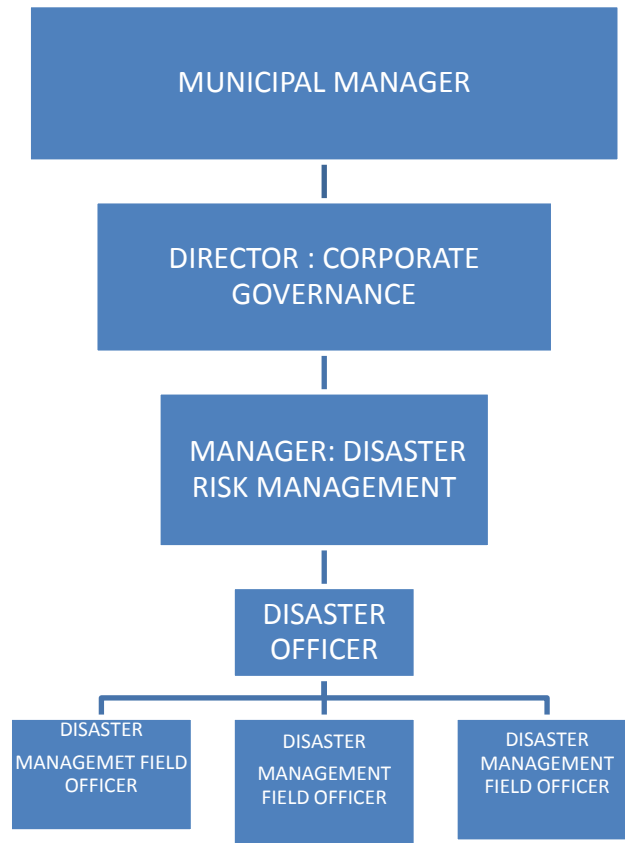
It is also understood that due to financial constraints, the disaster risk management centre can only be equipped with the basic human resources that will enable it to effectively function.

As per basic requirements of the centre and the five strategic goals of a Disaster Risk Management Centre, relevant disaster management frameworks and the Disaster Management Act, five portfolios are necessary within a disaster management centre. These portfolios, which can be linked to the five strategic goals of a Disaster Risk Management Centre, are as follows:

- Strategic goal 1: Strategic direction and integrated institutional capacity;
- Strategic goal 2: Integrated risk reduction planning and practice;
- Strategic goal 3: Integrated response and recovery planning and practice;
- Strategic goal 4: Information management and communication systems; and
- Strategic goal 5: Disaster risk management knowledge management.

The organogram of the centre currently is as follows:





It is recommended that:

- ***Staffing as per the five strategic goals be considered. This will enable the centre to effectively focus on all strategic goals.***

Below are some of the positions that have been submitted to the executive council for adoption:

- (i) Administrative Assistant – To report to Manager : Disaster Risk Management
- (ii) Disaster Risk Management Officers x 2
- (iii) Disaster Risk Management Field Officer x 2

To ensure that there is enough budget provisions, filling of the above positions have been spread over the current (2011/12) and the next (2012/13) financial years.

3.7 Status Quo of the Local Municipalities

3.7.1 KwaDukuza Local Municipality

No dedicated disaster risk management official.

3.7.2 Mandeni Local Municipality

Two positions of the Assistant Manager: Disaster Risk Management and Disaster Risk Management Field Officer have been advertised, and this will address the issue of dedicated personnel for disaster risk management at Mandeni Local Municipality.

3.7.3 Maphumulo Local Municipality

No dedicated disaster risk management official.

3.7.4 Ndwedwe Local Municipality

No dedicated disaster risk management official.

It is recommended that:

- ***KwaDukuza, Maphumulo and Ndwedwe local municipalities be encouraged to appoint officials solely responsible for disaster risk management.***

3.8. Disaster Risk Management Framework

Disaster Management legislation require the development of a policy framework for disaster risk management. This is a policy document that would map a way forward on how disaster risk management would function within the district.

A disaster risk management framework for iLembe has been developed and adopted by council.

It is recommended that:



- *Ongoing workshops be conducted with all roleplayers and stakeholders in ensuring that the level of understanding of the framework is enhanced.*
- *A determination is made on whether all current disaster risk management practices within the district are in line with the district framework.*

4. Disaster Risk Assessments And Profile

4.1. iLembe District Municipality

In preparing its disaster risk management plan, the iLembe district municipality undertook a macro assessment wherein the different risks within the district were identified.

An in-depth risk assessment is still recommended which will focus on the following:

- *An assessment that will outline the level of skills or lack thereof, of the staff involved in disaster risk management in the district.*
- *An assessment that will provide clear guidelines and procedures that are to be implemented with regards to funding for disaster risk management in iLembe*
- *An assessment that will identify key prioritised risks in all wards within the district. ie (community based)*
- *An assessment that will provide structures and procedures to identify key involved departments responsible for the risks identified, as well as the ability to monitor, disseminate and update disaster risk information.*
- *An assessment that will provide measures and procedures to assure quality control over different aspects of disaster risk management.*
- *An assessment that will further provide measures and procedures that make information management concerning disaster risk management possible and sustainable.*



4.2 Local Municipalities

4.2.1 KwaDukuza Local Municipality

Disaster risk assessment has not been planned or developed by the municipality.

4.2.2 Mandeni Local Municipality

Disaster risk assessment has not been planned or developed by the municipality.

4.2.3 Maphumulo Local Municipality

An assessment was carried out as part of the process of developing a plan.

4.2.4 Ndwedwe Local Municipality

An assessment was carried out as part of the process of developing a plan.

It is recommended that:

- *Both KwaDukuza and Mandeni local municipalities be encouraged to conduct risk assessments.*
- *All risk assessments be conducted in consultation with the district.*
- *The details of the risk assessments of Maphumulo and Ndwedwe are analyzed.*

5. DISASTER RISK REDUCTION

Disaster Risk Management Plans

5.1 iLembe District Municipality

The iLembe district municipality has a disaster risk management plan in place, and was adopted by the council. .

This plan, however still needs to incorporate some of the issues surrounding disaster risk assessments as alluded to above. (Refer to disaster risk assessments).



However, the disaster risk management plan is due for review as this is a requirement of the Act to review the plan on an annual basis.

5.2 Local Municipalities

5.2.1 KwaDukuza Local Municipality

The municipality has not developed a disaster risk management plan.

5.2.2 Mandeni Local Municipality

The municipality has not developed a disaster risk management plan.

5.2.3 Maphumulo Local Municipality

A disaster risk management plan has been developed by the municipality

5.2.4 Ndwedwe Local Municipality

A disaster risk management plan has been developed by the municipality

It is *recommended that:*

- ***The two local municipalities, KwaDukuza and Mandeni are encouraged to develop disaster risk management plans***
- ***The district disaster management plan be reviewed, in complying with the Disaster Management Act 57 of 2002.***

5.3 Public Awareness Campaigns

The iLembe district Municipality, currently conducts disaster risk management awareness programs in schools and rural areas. Disaster risk Management legislation calls for the development of a public awareness strategy. The strategy aims to direct the focus of all public awareness activities in the district. Currently, iLembe has a public awareness a strategy that was developed and approved by the



council.

In line with the Disaster Management Act and all relevant frameworks, the main aim of community awareness campaigns is to ensure that affected communities exercise risk avoidance behavior and take precautionary measures during incidents or disasters.

It is recommended that:

- ***Ongoing community awareness campaigns be conducted in local municipalities, in ensuring that affected communities exercise risk avoidance behavior during incidents or disasters.***

5.4 Disaster Risk Management Volunteers

Section 58 of the Disaster Management Act requires that a municipality may establish a unit of volunteers to participate in disaster management activities within the municipality. The volunteer programme is meant to augment the capacity with regard to municipal disaster risk management activities e.g. disaster assessments, awareness campaigns, evacuation, crowd management, search and rescue etc.

It is also important to note that volunteers can also be utilised as a form of rapid response mechanism during incidents or disasters. The recommended approach for municipalities is to integrate and co-ordinate the already existing groups such as Ward Committees, Community Safety and Liaison volunteers, community development workers etc.

To date, disaster risk management volunteers in iLembe have not yet been identified, including the forum or organization that can address this need. Therefore, the development and implementation of a volunteer strategy for the district should be a matter of priority.



It is recommended that:

- ***iLembe disaster management volunteer strategy be developed and presented to council for adoption;***
- ***Upon approval of the strategy, iLembe district municipality is to establish the disaster risk management volunteer unit in an effort to augment the capacity to deal with disasters or incidents within the district.***

6. RESPONSE AND RECOVERY

Besides the presence of some contingency measures in the functioning of the iLembe DRMC , response and recovery operations need more attention.

A policy on incident reporting has been documented but has not yet been adopted by council.

It is recommended that:

- ***The policy on incident reporting procedures be reviewed and adopted;***
- ***The policy guidelines for emergency relief aid distribution be developed;***
- ***Inter-municipal MOU`s be developed.***

7. INFORMATION SYSTEMS

iLembe Disaster Risk Management Centre is partially operational. Aurecon has been appointed as the service provider to install the communication system at the centre. To date the communication system has been temporarily been installed at Umhlali offices, pending finalization of the new centre at 12 Haysom Road in Stanger. The communication system will be utilized at the Call Centre, and will be used for both disaster management and water related queries.



7.1 Disaster Risk Management Related Information

There are currently, no clear means and practical procedures implemented to gather and manage disaster risk management related information in the district. Ongoing engagements need to take place internally and externally to ensure that correct procedures and measures are developed and implemented by the DRMC for information management.

7.2 Emergency communication strategy

A thorough and well-developed emergency communication strategy for the DRMC has not yet been developed. A well-developed emergency communication strategy can be viewed as an essential part of the optimal functioning of a DRMC.

8. DISASTER MANAGEMENT FUNDING ARRANGEMENTS

The Disaster Risk Management Centre currently relies, to a great extent on the disaster management grant funding. Effort will be made to ensure that the municipality taps in other sources, such funds from NDMC.

9. COORDINATION OF FIRE SERVICES

Section 84 of the Municipal structures act places the responsibility of the function of fire fighting services to district municipalities.

The demarcation board has outlined some of these responsibilities as shared, in view of the capacity of some of the district municipalities including ILembe District Municipality.

In this regard, the district is currently responsible for:



1. Standardization of the function
2. Training
3. Specialized fire fighting

It is in this regard that the district must ensure local municipalities are provided with the necessary support. Currently, the PDMC identified each firefighting trainee from Ndwedwe, KwaMaphumulo and Mandeni local municipalities. These four (4) firefighting trainees will qualify in Firefighting 1 and 2 in February 2012, and will have to be utilized by the local municipalities effectively. Upon completion, they need to be utilized as extra resource as and when required by each local municipality.

It is recommended that:

- ***The four (4) firefighting trainees be effectively utilized by the three identified local municipalities i.e Ndwedwe, KwaMaphumulo and Mandeni. Proper utilization will also ensure that they form part of the volunteer unit in their respective Wards;***
- ***A process must unfold to investigate possible partnerships with other stakeholders who are involved in fire prevention and mitigation, as an effort to minimize the risk of both house fires and veld fires during the fire season;***
 - ***Ongoing research be conducted within the district on fire preparedness, firefighting capacity including latest reports and recommendations from the Municipal demarcation board***
 - ***Survey of needs within the district***
 - ***Cost regarding the district to assuming the firefighting function.***