



ZULULAND DISTRICT MUNICIPALITY

DISASTER MANAGEMENT SECTOR PLAN

**INTERIM REPORT AS PART OF THE IDP REVIEW
PROCESS**

Date: 26 March 2004

Version: Revision 1 (Final Draft)

Prepared for: Zululand District Municipality
Municipal Manager: Mr. JH de Klerk
Contact telephone: (035) 874 5500

Prepared by: Zululand District Municipality
Executive Director: Corporate Services Mr. MN Shandu
Contact telephone: (035) 874 5500

Assisted by: iNtathakusa Africa Joint Venture
Contact person: Mr JT Killan
Contact telephone: (031) 717 2571

1. A PHASED APPROACH BY ZULULAND DISTRICT MUNICIPALITY

This document maps the journey of many years to unfold in the ZDM. The complexities of a detailed Disaster Management Plan will grow and develop over a number of years and cannot be attained with one attempt.

The District Municipality identifies four phases relating to disaster management planning and execution of this programme.

Phase I

This phase entails amongst others the following:

- ▶ Assess existing policies, procedures and plans at District Municipality level inclusive of the status and content of IDP;
- ▶ Investigate indigenous knowledge relating to disaster management;
- ▶ Assess emergency preparedness; and
- ▶ Assess existing procurement procedures for procurement of essential goods and services.

Phase II

This phase entails amongst others the following:

- ▶ Develop District Municipality Profile by defining types of disaster and their possible effects, defining types of incidents and their possible effects, identify and conduct vulnerability studies of disaster-prone areas, identify areas, community or households at risk (there are several factors related to development that are unlikely to increase the risk of future disaster occurrences) and identify weakness in capacity to deal with possible disasters.
- ▶ Develop a District Municipal Protocol by roles and responsibilities inclusive of communication channels; and
- ▶ Plan for disaster response and relief.

NB: The Zululand District Municipality is currently executing this phase

Phase III

This phase entails amongst others the following:

- ▶ Plan for post disaster recovery and rehabilitation; and
- ▶ Develop appropriate prevention and mitigation strategies. An increased commitment to prevention and mitigations will reduce the probability and severity of disaster events.

NB: This action should be incorporated into existing and future policies, plans, and projects of national- and provincial government, as well as procedures and practices of the private sector.

Phase IV

This phase entails amongst others the following:

- ▶ Develop and implement a District Municipal Disaster Management Information System contribution to the provincial- and national electronic database.

2. HISTORY OCCURANCE OF INCIDENCES

For the purpose planning ahead, one needs to consider typical occurrences of incidents in the past, their impacts and lessons learned.

2.1 Previous disasters within Zululand District Municipality

History overview of the past incidents encountered in Zululand District Municipality.

EVENT/ YEAR	ACTION
1967: Drought and Flooding There was a great drought where livestock died in large numbers, this was followed by floods during late summer of the same year. A Bus traveling between Mashona and Okhokho was wiped away while crossing the Iwela River, there was no bridge at that time.	The Government of the time began to the process of draining boreholes, installing windmills and the bridges crossing at the Iwela River was then built

<p>1969: Locusts During this year many green locust were experienced and were troubling or eating grass as well as mealies. Their presence caused many livestock to perish and the harvest was reduced to minimal.</p>	<p>No solution found to fight that problem with exception of old people instructing young girls to go out naked with some noise making instruments commonly known as Amabhudle and shouting the slogan saying GO NAVALEKA GO!</p>
<p>1970: Drought During this year the whole of South Africa experienced the shortage of water and again livestock died in large numbers – hence that year was declared the year of to save Water.</p>	<p>Additional boreholes, windmills and many dams were constructed in the tribal authorities.</p>
<p>1983: Drought and Flooding The whole South Africa, particularly KwaZulu-Natal was again struck by great drought which also left many livestock in just back bones and skins. That drought was followed by great floods of 1984 because of the cyclone called Domonia.</p>	<p>Mostly rural households suffered uncovered losses, weak livestock perished, many bridges were wiped away by rivers in flood. Many rivers were widened and reach the breath that they never reached and families near rivers were washed away.</p>
<p>1987: Floods During this year the country experienced unexpected floods, whereby bridges, roads and many other man-made infrastructure were put to rest. Both black and white Umflolozi River Bridges were washed away, the road linking Ulundi and Vryheid was also broken into pieces.</p>	
<p>2001 / 2002: Cholera There was a great cholera outbreak which affected mostly the greater part of Northern KwaZulu-Natal Province.</p>	<p>The Department of Water Affairs and Forestry donated with the sum of R 3 816 636 and Zululand District Municipality acted as both Water Services Authority and Water Services Provider.</p>
<p>2003 / 2004: Drought The whole South Africa is experiencing terrible drought. KwaZulu-Natal has never been left untouched more particularly the Northern part of the Province where Nongoma under Zululand District Municipality jurisdiction has been identified as the worst stricken district.</p>	<p>Department of Local Government donated with R 1.4 mill. Eight (8) water tankers have since been hired and 50 static tanks have been installed in strategic points. Department of Water Affairs and Forestry also allocated R 4.5 mill to enable Zululand District Municipality to restore the normal water supply to the community.</p>

3. Recommendations and lessons from past experienced

Based on the above, the following recommendations could be made and the following lessons were learned from past experienced.

3.1 Lessons learnt from the 1970 historical event

Practice had by a certain degree reduced the problem of water shortage for many years following.

3.2 Lessons learnt from the 1987 historical event

Natural disasters will always have upper hand to any man-made infrastructure, hence those bridges survived Domoia, were unfortunately defeated that time around.

3.3 Lessons learnt from 2001 / 2002 historical event

Due to lack of proper sanitation and clean water in rural areas, cholera spread easily and thereby the number of affected people in rural areas use to multiply sooner than those in semi-urban areas.

3.4 Close remarks

In all those events and those years, areas falling under the Zululand District Municipality were never left out untouched but in the absence of the Disaster Management facilities that we are having now, the local authorities of that time were completely different from our present approach, their response was not quick as of today's practice.

4. Role of district municipalities in disaster management

4.1 Powers and responsibilities

The district Municipality's Disaster Manager Centre has very specific powers and duties prescribed as "musts" and "may's" in terms of the Disaster Management Act, 2002.

Powers and Functions are:

► The specialization in issues concerning disasters and disaster management in the said municipal areas, as well as the promotion

of an Integrated and co-ordinated approach to disaster management with special emphasis on prevention and mitigation by means of :

- ▶ departments and other internal units within the administration of the district as well as the local municipalities within the jurisdiction of Zululand District Municipality;

- ▶ all municipal entities operation in the area of jurisdiction of Zululand District Municipality; and other role-players involved in disaster management in the municipal area (SANDF, SAPS, emergency services);

- ▶ must act as a repository of information concerning disasters, impending disasters and disaster management in its municipal area, therefore the identified need and requirement for a disaster management database. It may act as an advisory to disaster management centres in other spheres of government, private sector, NGO's, communities and individuals on issues concerning disasters and disaster management in its municipal area of jurisdiction;

- ▶ must make recommendations regarding funding of disaster management within its municipal area of jurisdiction and initiate and facilitate efforts to make funding available;

may make recommendations to any relevant organ of state on draft legislation affecting the Disaster Management Act, national disaster management framework or any other disaster management issue, on the alignment of municipal legislation with the Act, national disaster management framework or any other disaster management issue, and whether a local state of disaster should be declared in the event of a potential local disaster occurring;

- ▶ must promote the recruitment, training and participation of volunteers in the disaster management in the municipal area, including the promotion of disaster management capacity building, training and education in the municipal area (including schools); and

may promote research into all aspects of disaster management in the municipal area and may give advice and guidance by the dissemination of information regarding disaster management in the municipal area, especially to communities that are vulnerable to disasters.

A municipal disaster management centre may engage in any lawful activity in its municipal area of jurisdiction, whether acting alone or together with any organisation aimed at promoting the effective exercise of its powers and performance of its duties. The centre must liaise and co-ordinate its activities

with the National Disaster Management Centre (NDMC) and the relevant Provincial Disaster Management Centre (PDMC).

Assistance

- ▶ It is the responsible of a municipal disaster management centre to assist both the national- and provincial disaster management centres with:
the identification and establishment of communication links with disaster management role-players in the municipal area;
- ▶ development and maintenance of the disaster management electronic database; and
- ▶ develop guidelines for the preparation and regular review of disaster management plans and strategies, including contingency plans and emergency procedures, and the integration of the concept and principles of disaster management and particularly the prevention and mitigation strategies, with development plans and programmes.

4.2 Prevention and mitigation

- ▶ The District Municipality's Disaster Management Centre must give guidance to assess and prevent or reduce the risk of disasters, including ways and means of:
 - ▶ determining levels of risk;
 - ▶ assessing the vulnerability of communities and households to disasters that may occur;
 - ▶ increasing the capacity of communities and households to minimise the risk and impact of disasters that may occur; and
 - ▶ monitoring the likelihood of, and the state of alertness to disasters that may occur.
- ▶ The district municipality is also responsible for the following in terms of prevention and mitigation:

- ▶ the development and implementation of appropriate prevention and mitigation methodologies;
- ▶ the integration of prevention and mitigation methodologies with development plans, programmes and initiatives; and
- ▶ the management of high-risk developments.

Lastly, it is the responsibility of the disaster management centre of a district municipality in terms of prevention and mitigation to promote formal and informal initiatives that encourage risk avoidance behaviour by organs of state, the private sector, non-governmental organisations, communities, households and individuals in the municipal area.

4.3 Monitoring, Control and Evaluation

The District Municipality's Disaster Management Centre must monitor progress with the preparation of and regular updating of Disaster Management Plans and strategies, formal and informal prevention, mitigation and response initiatives especially so for the integration with development plans, the Centre must measure performance ensuring compliance with key performance indicators and the Centre must evaluate progress and initiatives taken.

4.4 Communication, information dissemination and upgrading

The District Municipality's Disaster Management Centre must inform the National Centre, the Provincial Disaster Management Centre and roleplayers even to the extent of recommending the classification of a disaster.

The District Municipality's Disaster Management Centre must submit an annual report to the Municipal Council, a copy to the National Centre, a copy to the Provincial Disaster Management Centre and a copy to each Local Municipality in the area of the District Municipality containing the following:

- ▶ its activities during the year;
- ▶ the results of the centre's monitoring of prevention and mitigation initiatives;

- ▶ disasters that occurred during the year in the area of the municipality;
- ▶ the classification, magnitude and severity of these disasters;
the effects the disasters had;
- ▶ particular problems that were experienced in dealing with the disasters as well as implications in implementing the Disaster Management Act, the national disaster management framework, the disaster management framework of the province concerned and the disaster management framework of the said municipality, the way these problems were addressed and any recommendations the centre wishes to make;
- ▶ progress with the preparation and regular updating of the disaster management plans and strategies by the municipal organs of state involved in disaster management in the said municipal area of jurisdiction;
and
- ▶ an evaluation of the implementation of such plans.

4.5 Establishment of a Disaster Management Centre

Although the above discussion focuses on roles and responsibilities of the Disaster Management Centre, attached as Annexure A is the provincial policy document developed by the KZN Provincial Disaster Management Centre (PDMC) in collaboration with the District Municipalities providing the basis of the minimum requirements for such a District Municipal Disaster Management Centre.

Process flow for disaster management planning

It needs to be recognised that there are different views and opinions regarding disaster management as a process. For the purpose of establishing a framework for discussion and providing for future planning pertaining to disaster management as a process, attached as Annexure B is a model developed by the KZN PDMC for the purpose of unpacking all the elements contained in such a process.

Disaster management for local municipalities

To date, disasters within the borders of South Africa have been mainly dominated by localised incidents such as veldt fires, seasonal flooding, accidents within the mining industry and the occasional outbreak of epidemics such as cholera.

The Disaster Management Act states under section 42 that each district municipality must establish and implement a framework for disaster management in the municipality aimed at ensuring an integrated and uniform approach to disaster management in its area by:

- ▶ the municipality and statutory functionaries of the municipality, including in the case of a district municipality, the local municipalities and statutory functionaries of the local municipalities in its area;
- ▶ all municipal entities operating in its area;
- ▶ all non-governmental institutions involved in disaster management in its area; and
- ▶ the private sector.

It further states under subsection (2) that a district municipality must establish its disaster management framework after consultation with the local municipalities in its area. The Act also indicates that the municipal disaster management framework must be consistent with the national disaster management framework and the disaster management framework of the province concerned.

Section 45 of the Act further states that subject to the applicable provisions of set out in the Municipal Systems Act, 2000 (Act No. 32 of 2000), a head of the municipal disaster management centre must be appointed. Such a person will be responsible for:

- ▶ the exercise by the centre of its powers and the performance of its duties; and
- ▶ takes all decisions of the centre in the exercise of its powers and the performance of its duties in accordance with the directions of the council.

4.6 Preparation of contingency plans

The Disaster Management Act, 2002 (Act 57 of 2002) under section 25 states that each organ of state must prepare a disaster management plan setting out the following:

- ▶ the way in which the concept and principles of disaster management are to be applied in its functional area;
- ▶ its role and responsibilities in terms of the national disaster management framework;
- ▶ its role and responsibilities regarding emergency response and post-disaster recovery and rehabilitation;
- ▶ its capacity to fulfil its role and responsibilities;
- ▶ particulars of its disaster management strategies; and
- ▶ contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies.

The above plans must be regularly reviewed and updated.

5. SECTOR PLANNING

There is an initial analysis of the potential risks identified within the District Municipality as seen by ZDM's Portfolio Committee for Disaster Management to provide structure and impetus to the planning process for contingency planning. See table below

This aspect would be finalised by the ZDM Disaster Management Advisory Forum established and formally constituted as part of the Phase II planning work undertaken.

Table: Current risk profile of Zululand District Municipality

Types of disasters	Types of incidents		Priority in terms of occurrence	Priority in terms of damage	Priority for contingency planning	Discipline involved
Fires	Forest		1	2	1	DFA / FPASA, Fire Fighting Services
	Building					
	Veld					
	Vehicle					
Hazardous	Road					Environmental Affairs, Clean-up Specialists
	Rail					
	Individual					
Floods	Flash		3	3	3	Welfare, CMA, Farmers
	Rising water					
	Raging water					
Snow						Rescue Services
Environmental	Drought	Natural	4	4	4	Farmers, CMA, Scientists, Technical
		Man made				
	Insects					
Epidemics	Cholera					Technical, Farmers, Health, Scientists
	Foot-and-mouth					
	Rabies					
	Newcastle sickness					
Tropical Cyclones / Severe Thunderstorms			2	1	2	Weather, Welfare
Civil unrest						Protection services
Aeronautical						Fire Fighting Services, Civil Aviation
Rail / road						Rescue Services
Mountain accidents						Rescue Services
Essential services						

A risk profile should include amongst others the following aspects:

- ▶ the type of disasters
- ▶ events or incidents
- ▶ Managing disasters
 - epidemics and / or diseases
 - dam failures and floods
 - drought and / or heatwave
 - hazardous waste spillage
 - refugees / illegal immigrants
 - tornado's and / or hurricanes
 - early warning of disasters

- general preparedness
- ▶ mass events and the management thereof
- ▶ fixed hazardous installations

6. Responsibilities in the event of a local disaster

The Council of a District Municipality is primarily responsible for the co-ordination and management of local disasters. This is the first sphere of government from where a local state of disaster may be declared by way of a notice in the Provincial Gazette.

When a disastrous event occurs or is threatening to occur in the area of a municipality, the disaster management centre of the municipality concerned must determine whether the event should be regarded as a disaster in terms of the Act and if it is regarded as a disaster, the municipality must immediately:

- ▶ initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster;
- ▶ inform the National Centre and the relevant provincial disaster management centre of the disaster and its initial assessment of the magnitude and severity or potential magnitude and severity of the disaster;
- ▶ alert disaster management role-players in the municipal area that may be of assistance in the circumstances; and
- ▶ initiate the implementation of any contingency plans and emergency procedures that may be applicable in the said circumstances.

When reporting the disaster to the National Centre and the relevant provincial disaster management centre, the municipal disaster management centre may make a recommendation regarding the classification of the disaster.

7. District disaster management centre

For the moment the ZDM Disaster Management Centre will be located and established at ZDM's offices in Ulundi, to meet the minimum requirement as provided by the policy framework developed.

This aspect is however under consideration by the Portfolio Committee and would be finalised by the Zululand District Municipality Disaster Management Advisory Forum established and formally constituted as part of the Phase II planning work undertaken.

8. RECOMMENDATIONS

8.1 Disaster management planning

Zululand District Municipality will take the lead to integrate and co-ordinate the multi-disciplinary and multi-sector participation and for this purpose the establishment of a Portfolio Committee is seen as the starting point providing leadership at Council level.

However, operational capacity in terms of the appointment of the Head of the Disaster Management Centre is key seeing that a municipal official supported and empowered by the District Municipality should be dedicated to this function.

8.2 Indigenous Knowledge

Zululand District Municipality took over and effectively operating Zululand Regional Council with its staff, administrative structures and Council procedures. Changes in the municipal boundaries arising from the demarcation process have had minimal impact on the municipality's responsibilities or its capacity. Each of the ZDM's Portfolio Committees is chaired by a member of EXCO and makes out a part of the indigenous knowledge of the ZDM.

Clr. MJ Ngcobo is the Portfolio Committee Chair for disaster management and health and safety, and is therefore responsible for the following:

- ▶ disaster management;
- ▶ safety and security;
- ▶ emergency services;
- ▶ fire fighting;
- ▶ health for municipal, district and environmental; and
- ▶ policies on all the above matters.

8.3 Immediate interventions (actions) required

This should include amongst other (the list is not exhaustive):

- ▶ formalise the appointment of the District Municipal Disaster Management Representative;
- ▶ include this sector plan as an Interim Final Report in the IDP Review process underway for formalisation by Council;
- ▶ obtain a Council decision as part of the IDP Review process for funds to be available as an extraordinary measure enabling management of specific incidents;
- ▶ obtain a Council decision as part of the IDP Review process for inclusion of a project approved by Council to spend funds as and when disasters do occur and reconstruction is required;
- ▶ finalise the physical locality of the Disaster Management Centre;
- ▶ constitute and formalise the ZDM Disaster Management Advisory Forum partaking in the further development of this plan; and
- ▶ formalise the protocols applicable in the District Municipality.

8.4 Short term interventions (actions) required

This should include amongst other (the list is not exhaustive):

- ▶ finalise the risk profile of ZDM;
- ▶ clarify and formalise the channels of communication;
- ▶ publish the Sector Plan for comment once finalised by the Portfolio Committee;
- ▶ workshop and agree the disaster management framework with the local municipalities;
- ▶ review current developmental initiatives underway in ZDM from a disaster management perspective (for example fire fighting capabilities in the informal settlements where fires are eminent by means of measures such as fire hydrants on the bulk water supply systems); and
- ▶ give guidance to commence contingency planning in local municipalities, organs of state and for the private sector according to priorities set by the risk analysis.

8.5 Medium term- and longer term interventions (actions) required:

This should include amongst other (the list is not exhaustive):

- ▶ finalise the establishment of the physical location of the disaster management centre;
- ▶ ensure complete integration of the full cycle of disaster management with amongst others developmental initiatives undertaken in ZDM; and
- ▶ finalise contingency planning and integrate these into the Disaster Management Sector Plan of ZDM.

8.6 List of priority projects

The ZDM does have a budget available allowed for in terms of the normal municipal finances also included in the in ZDM Integrated Development Plan currently under review.