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SALGA
South African Local Government Association

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Disaster Risk Management Status Assessment at Municipalities in South Africa

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The South African Local Government Association (SALGA), as the official legislated representative of local government, has a vested interest in the successful implementation of the Disaster Management Act and Policy Framework. In order to successfully support local government and to assist with focussed capacity enhancement, SALGA need a clear understanding of disaster risk management within the local sphere of Government. Disaster risk management in South Africa is established as a public sector function within each sphere of government. Disaster risk management 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.

SALGA commissioned research into the current state of disaster risk management within Local Government in South Africa. The African Centre for Disaster Studies at the North-West University was appointed as consultant in this regard. The following report represents the findings associated with a six-month research intervention, targeting over 50 local, district and metropolitan municipalities in South Africa. The findings presented in this report are snapshot of reality at a given time within the Local Government arena pertaining to disaster risk management.

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ACRONYMS

COGTA	Cooperative Governance and Traditional Affairs
DMA	Disaster Management Act No. 57 of 2002
DRM	Disaster Risk Management
DRMAF	Disaster Risk Management Advisory Forum
DRMC	Disaster Risk Management Centre
EMS	Emergency Medical Services
HFA	Hyogo Framework for Action
HOC	Head of Disaster Management Centre (All levels)
IDP	Integrated Development Plan/Planning
IDRMC	Interdepartmental Disaster Risk Management Committee
MEC	Member of Executive Committee
MDMAF	Municipal Disaster Management Advisory Forum
MDMC	Municipal Disaster Management Centre
MDMF	Municipal Disaster Management Framework
MIDMC	Municipal Interdepartmental Disaster Management Committee
NDMC	National Disaster Management Centre (South Africa)
NDMF	National Disaster Management Policy Framework (South Africa)
NGO	Non-governmental Organisation
NQF	National Qualifications Framework
PDMC	Provincial Disaster Risk Management Centres
SALGA	South African Local Government Association
SAQA	South African Qualifications Authority
UNISDR	United Nations Inter-agency Secretariat of the International Strategy for Disaster Reduction

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1. INTRODUCTION

Disaster risk management in South Africa is established as a public sector function within each sphere of government (South Africa, 2003), but disaster risk management 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 (South Africa, 2003; South Africa, 2005). 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 (South Africa, 2000).

The Hyogo Framework for Action (HFA), African Regional Strategy for Disaster Risk Reduction and its Plan of Action, the Draft South African Development Community (SADC) Regional Disaster Risk Reduction Strategy, as well as the South African National Disaster Management Policy Framework (NDMF) and legislation, emphasises the importance of political will for disaster risk reduction and the implementation of adequate institutional arrangements for disaster risk management. In order for disaster risk management to be successful, the local application of disaster risk reduction measures remains imperative. Although the Disaster Management Act (DMA) 57 of 2002 proposed a phasing in period for the requirements of the Act, such time has long lapsed, and the majority of district and local municipalities still do not have adequate disaster risk management measures in place. Not only does this make the implementation of the DMA and NDMF impossible, it adds to the existing disaster risk profile of many local communities, thus increasing the risk of disasters occurring.

The South African Local Government Association (SALGA), as the official legislated representative of local government, has a vested interest in the successful implementation of the Disaster Management Act and Policy Framework. In order to successfully support local government and to assist with focussed capacity enhancement, SALGA needs a clear understanding of disaster risk management within the local sphere of Government. The following report presents a research intervention aimed at the assessment of the current disaster risk management state of affairs at local government level in South Africa. Firstly the purpose of the research and the key research

questions to be addressed by this research are discussed. Secondly, the objectives of the research are alluded to, followed by an in-depth explanation of the research design of this intervention. Subsequently the data collection, analysis and interpretation are given. Triangulation is ensured through the robust design of the research intervention. In conclusion, recommendations regarding disaster risk management at local government level are made to SALGA.

2. PURPOSE OF THE RESEARCH

The purpose of the research was to conduct a scientific research intervention to determine the status quo of disaster risk management within the local sphere of Government including all categories of municipalities.

2.1 Key research questions

The research addressed the following questions:

- What are the institutional arrangements (structures, staff, resources and reporting) of the various categories of municipalities (including organs of state)?
- To what extent has the requirements of the Disaster Management Act and National Disaster Management Framework been implemented by municipalities and organs of state at local municipal level?
- What are the division of roles and responsibilities between the provincial governments, district, metropolitan and local municipalities?
- What are the financial commitments for disaster risk management at local government level?
- What are the gaps between the proposed implementation of disaster risk management and the actual situation at local government level?
- What recommendations can be made to SALGA in order to bridge the existing gaps within its mandate?

2.2 Objectives of the research

The objectives of the research were to:

- Determine the institutional arrangements (structures, staff, resources and reporting) of the various categories of municipalities (including organs of state).
- Evaluate to what extent have the requirements of the Disaster Management Act and National Disaster Management Framework been implemented by municipalities and organs of state at local municipal level.
- Analyse the division of roles and responsibilities between the provincial governments, district, metropolitan and local municipalities.
- Determine and discuss the financial commitments for disaster risk management at local government level.
- Evaluate the gaps between the proposed implementation of disaster risk management and the actual situation at local government level.
- Make recommendations to SALGA in order to bridge the existing gaps within its mandate.

3. METHODOLOGY

3.1 Research design

The methodology used in this study comprised two research procedures: a literature study and an empirical research intervention. **Qualitative and quantitative** research paradigms were used. Qualitative data was collected by means of telephonic and semi-structured interviews. Quantitative data was collected by means of questionnaires.

3.1.1 Literature study

A significant amount of information and data already exists within all three spheres of Government relating to the phenomenon under investigation. In order to guide the empirical

research intervention, a thorough literature review of existing documents was necessary. All available literature in Government relating to the research questions was reviewed. In particular the following documents were used:

- Annual Provincial reports on disaster risk management to the National Disaster Management Centre;
- District and metropolitan reports to Provincial Disaster Risk Management Centres;
- Annual progress reports by the National Disaster Management Centre;
- Reports by various organs of state to the National Disaster Management Centre;
- Local, district as well as metropolitan disaster risk management plans; and
- Previous research conducted on the phenomena.

3.1.2 Data collection

The nature and extent of this research intervention necessitates the full involvement of the target population, however, due to the time constraints the research was based on a representative sample of the total population.

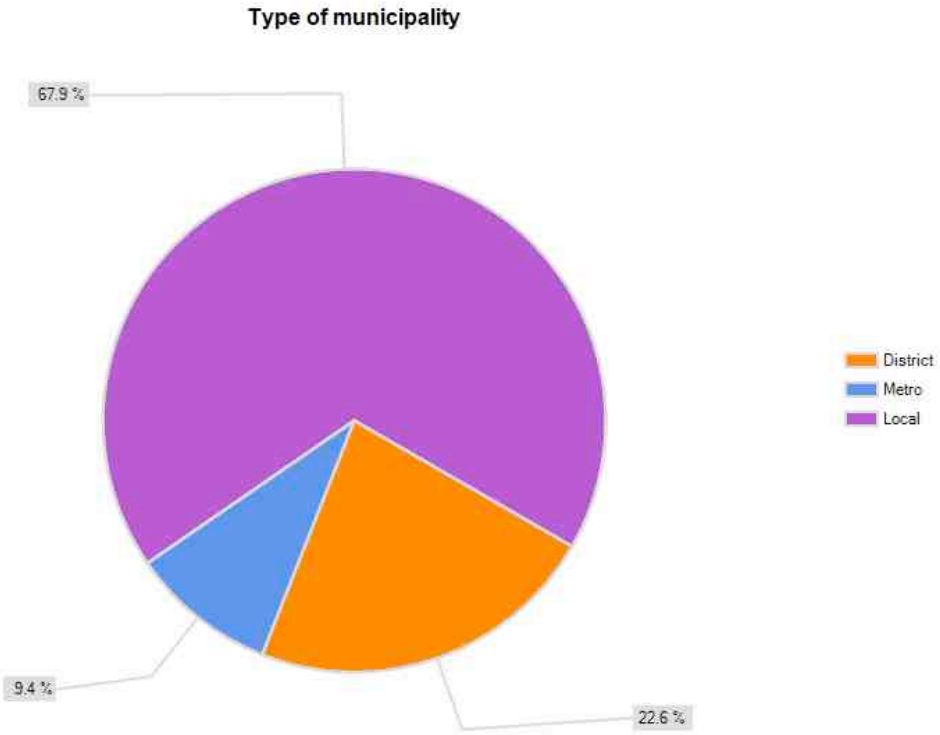
Questionnaires

Questionnaires were e-mailed to the staff responsible for disaster management at the Municipal (Metro and District) Disaster Management Centres, local municipalities and representatives from municipal departments in South Africa in order to obtain operational information regarding the present status of Disaster Management within all municipalities. In exceptional cases questionnaires were faxed to municipalities.

Sampling design

The total population consists of six metropolitan municipalities, 46 district municipalities as well as 231 local municipalities in South Africa. All six metropolitan municipalities were included in the sample.

Figure 1: Response distribution per type of municipality



Stratified random sampling has been used in each province to identify the district and local municipalities that formed part of the sample. Due to time and cost constraints the research was based on a 20 percent (%) representative sample of all local municipalities in each province. Simple random sampling was used to identify the chosen district municipalities in each province. All local municipalities in the selected district/s formed part of the sample until a saturation point of 20 percent (%) has been reached in the province. Seventeen district municipalities and 55 local municipalities formed part of the sample.

Table 1: Research sample breakdown

	Local	Metro	District
Total population	231	6	46
Sample	55	6	17
Total respondents	**36**	**5**	**12**

The stratified random sample produced the following distribution per province.

Table 2: Stratified ramdom sample per province

Province	District	Metro	Local	Sample Percent	Sample Count
Limpopo	2	0	6	10,25%	8
Gauteng	1	3	2	7,69%	6
Mpumalanga	2	0	4	7,69%	6
North-West	2	0	7	11,53%	9
Northern Cape	1	0	5	7.69%	6
KwaZulu-Natal	3	1	11	19,23%	15
Free State	2	0	8	12,82%	10
Eastern Cape	3	1	7	14,1%	11
Western Cape	1	1	5	8,97%	7
TOTAL	**17**	**6**	**55**		**78**

In some cases, provinces and district municipalities distributed the questionnaire to other municipalities which did not form part of the original sample. The results, however, shows that the inclusion of the additional municipalities are statistically insignificant and they were allowed as part of the reponses.

Table 3: Response distribution per province

Province	District	Metro	Local	Response Percent	Response Count
Limpopo	0	0	3	5,7%	3
Gauteng	1	3	0	7,5%	4
Mpumalanga	1	0	4	9,4%	5
North-West	2	0	4	11,3%	6
Northern Cape	0	0	3	5,7%	3
KwaZulu-Natal	2	0	9	20,8%	11
Free State	1	0	4	9,4%	5
Eastern Cape	4	1	3	15,1%	8
Western Cape	1	1	6	15,1%	8
TOTAL	**12**	**5**	**36**		**53**

Semi-structured interviews

Semi-structured interviews were held with representatives of the department of Cooperative Governance and Traditional Affairs (COGTA) and SALGA on national level, which function within focal areas of disaster risk management, in order to obtain information regarding the strategy, implementation, policy and guidelines of disaster risk management in South Africa.

Telephone interviews

Telephone interviews were held with selected Members of Executive Committees (MECs)

(n=3) and councillors (n=17), responsible for disaster risk management, in order to obtain information regarding the political monitoring and oversight of disaster risk management policies and strategies.

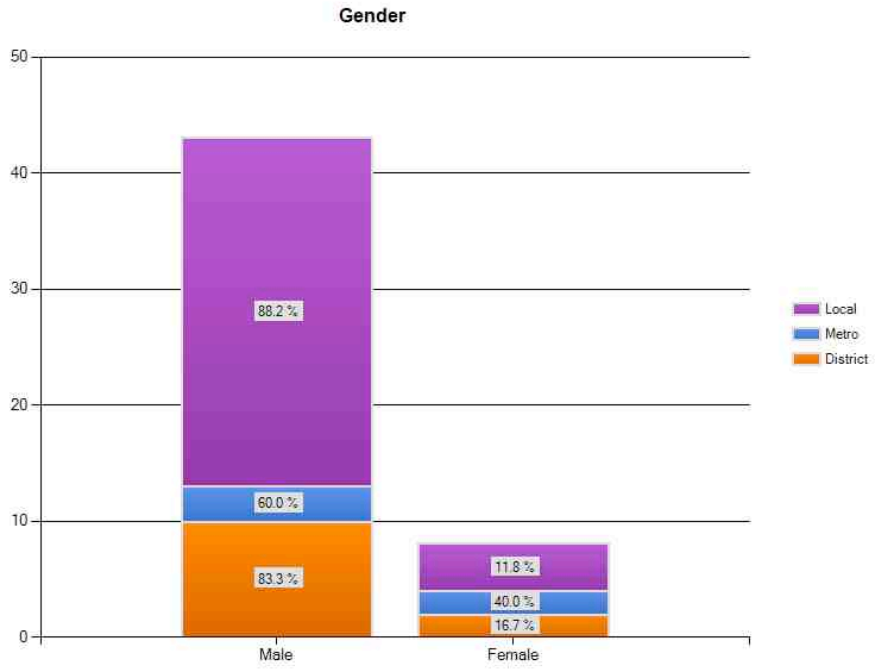
Telephone interviews were also held with one non-governmental organisation (NGO) per province and with representatives of parastatals in order to obtain information regarding their focus on disaster risk management.

Table 4: Telephone respondents

Respondents	Number
MECs	3
Councillors	17
NGOs	9
Parastatals	2

For the sake of anonymity, the exact parastatals, NGOs, provinces of MECs and municipalities of councillors who responded cannot be disclosed.

Figure 2: Gender distribution of respondents per type of municipality



3.1.3 Data capturing, analysis and interpretation

All data were captured and analysed through the use of computer-based research capturing and analysis programs. A team of researchers interpreted the data. Both qualitative and quantitative interpretation was undertaken (see Section 5 below). Various themes and categories, as they emerged from the data, were identified (in line with the research objectives). These themes and categories became the framework for the interpretation of the data.

3.1.4 Ethical considerations

Participation in the research was voluntary and anonymous. Participants were not forced to answer any or all of the questions in particular, and could discontinue their participation in the research at any point. The research was conducted in line and adherence to the guidelines for ethical research of the North-West University.

However, before the empirical findings of the research can be presented, it is crucial to first establish a theoretical foundation on which the research is grounded. The following literature review will also assist the layperson in understanding disaster risk management and its institutional context within the South African public sector environment.

4. LITERATURE REVIEW: DISASTER RISK MANAGEMENT

4.1 The disaster risk context: a literature review

History has shown that societies sustain annual losses due to the impact of natural and anthropogenic hazards. Such losses have in many instances lead to the event being labelled “a disaster”. In most instances such notation were linked to the extent of the devastation, loss of life and livelihoods and a general reliance on outside help. The notion of disaster has, however, undergone a dramatic transformation of meaning over time (see the work of Quarantelli, 1998). In

the early development of humankind and civilisations, many, if not most, of the cultures around the world viewed disasters as acts of God (Drabek, 1991:4), or attributed to it some false casual attractions such as "*Des Astro*" or "evil star", "bad luck" and "blind faith" (Dombrowsky in Quarantelli, 1998:19). Disasters were perceived as inevitable events which impacts on humanity due to our inability to please gods, or by provoking their wrath. Development in science gradually started to question these perceptions and "truths" of disaster. The investigation into the intrinsic nature of disasters as well as the human reaction to and underlying causal factors creating disasters, progressively came under the spotlight.

The focus on disaster and risk came about through various initiatives and events since the Second World War. The scientific study of disaster and risk is one such event. A focus on disaster risk reduction and disaster risk management would therefore be incomplete without a discussion of the roots of disaster studies and research both within the social as well as natural sciences.

Some of the earliest recorded ideas on disaster and risk within the social sciences were expressed by the likes of Carr (1932) and Sorokin (1942) who questioned the influence of catastrophe on social patterns. Although these authors were known to some in this field of study, they were seldom explicitly acknowledged for their pioneering work (Quarantelli, 1998:1), and they greatly influenced the subsequent works by others in disaster studies. Some of the first systematic work in disaster studies and research occurred in the 1950s (Endelman, 1952; Powell, Rayner & Finesinger, 1952; Quarantelli, 1954 & 1957; Moore, 1956; Fritz & Williams, 1957) and 1960s (Drabek & Quarantelli, 1967; Dynes & Quarantelli, 1968), with a noticeable heightened interest in the 1970s (Doughty, 1971; Hewitt & Burton, 1971; Kreps, 1973; Dynes, 1974; Mileti, Drabek & Haas; 1975; Glantz, 1976; Westgate & O'Keefe, 1976; O'Keefe, Westgate & Wisner,1976; Jager, 1977; Torry, 1978; Turner, 1978). These earlier theorists approached the concept of disaster from a social science as well as a natural/physical science perspective. It is also evident in this period (1970s) that European scholars were much more interested in this phenomenon than their American counterparts. The enormous contribution of American social science scholars since the 1980s can, however, not be denied.

Gilbert (in Quarantelli, 1998:11) indicates that the social science perspective approached the study of disaster from three different paradigms, that of content research, chronological development

and lastly, cleavages. In the first instance disaster was viewed as a *duplication of war* - an external agent can be identified which requires communities to react globally against the "aggression". The second (chronological development) views disaster as an *expression of social vulnerability* – disaster is therefore the result of underlying community logic or social processes. Thirdly, disaster is an entrance to a state of uncertainty – disaster is the impossibility of identifying and defining (real or perceived) dangers. It is therefore an attack on our perception and known reality. Cardona (2003:14) and Kreps (in Quarantelli, 1998:33) are of the opinion that the above early paradigms within the social science emphasised the reaction and perceptions of communities during and after emergencies and did not explicitly focus on issues of risk, or mitigating the risk of physical harm and social disruption before an event had occurred.

The natural and physical science approach to disaster emphasised the hazard component in terms of hydrometeorological, geodynamic and technological/anthropogenic phenomena such as earthquakes, floods, mudslides, cyclones, industrial accidents and nuclear fallout. The natural sciences therefore aimed to understand the dynamics of hazards (Smith, 2002; Cutter, 1994) and from this standpoint tried to quantitatively determine (and simulate) its possible occurrence and impact on humans and the environment. Dombrowsky (in Quarantelli, 1998:28) cautions that, although this approach has proven to be scientifically sound, it is impossible to recreate reality based on algorithms that simulate changes over time exactly.

Gilbert (1995:232-233) proclaims that the scientific approach to disaster and risk is in many instances a reflection of the "market" in which disaster research became an institutional demand. The historical disaster (and risk) studies literature tended to focus on "*how the rich nations feel*" (Sachs, 1990:26) and did not necessarily address the social, economic, and political realities in poorer countries most affected by disasters. The natural sciences were, however, the first to address issues of probability and risk based on quantifiable hazard variables. Moreover the focus on risk (as opposed to disaster) as a social phenomenon became evident during the latter part of the 1970s. In the 1980s a global realisation developed that disaster is not so much the size of the physical event but the inability of the stricken community to absorb the impact within its proper set of constraints and capacities (Lechat, 1990:2; Lavell, 1999). This realisation highlighted the need towards a risk, rather than disaster focus in disaster studies and research.

The modern-day study of risk relates closely to the first understanding and investigation of disaster, both within a social and natural/physical science perspective, as explained above. Cardona (2003:2), Kelman (2003:6-8) as well as Smith (2002:49-52) identify two schools of thought that has developed in terms of disaster risk since the 1980s. Cardona refers to these as the *constructivist* and *objectivist* or *realist* schools of thought. Smith's interpretation is that of *behavioural* and *structural* paradigms. Kelman simply refers to the social scientist and physical scientist's focus on risk.

Constructivist thinking relates to social sciences where risk is viewed as a social construct (similar to the earlier disaster focus). This approach requires an understanding of social representations and perceptions, and the interaction between different social actors and phenomena. A consciousness developed that it is conditions of risk, and the attitudes to risk, rooted in societies that inevitably lead to disasters. These conditions and attitude to risk in Less Developed Countries (LDCs) are greatly dependent on the economic conditions present in a country. Such conditions necessarily force vulnerable societies (e.g. the poor) to accept the risks which they face, whereas rich societies can choose to avoid such risks. On the other hand, the objectivist or realist school finds itself more within the natural and physical sciences. Within this school of thought it is believed that risk can be quantified and objectively judged. As with the earlier emphasis on the quantification of disaster, so the accent within the natural and physical science remained on the quantification of risk. This estimation of risk also translated to the economic and actuarial sciences that believe that risk can be determined through mathematical formulae. Hewitt (in Quarantelli, 1998:76), a geohazard scientist, acknowledges that the social understanding of disaster is much more crucial to the contemporary disaster/risk scene.

It would be unjust to assume that both of the mentioned schools of thought or paradigms enjoyed equal status within the international arena. Hewitt (in Quarantelli, 1998:77-78) says that the pure focus on the social construct of disaster/risk by the constructivists ignores the hazard or "*agent-specific*" approach. This approach remained the most common vision of disasters, even in the work of social scientists within the 1980s. Both of these schools of thought have made the paradigm shift from a pure disaster oriented focus to that of disaster risk. The contemporary understanding of risk has greatly increased to the extent that various scholars from a variety of different disciplines (e.g. sociology, anthropology, geography, architecture, agriculture,

meteorology, engineering, law, public administration and development studies) are jointly researching issues of disaster risk (Comfort *et al*, 1999; Vogel, 1999).

For the purpose of this report the focus becomes the degree to which disaster risk management forms an integral part of local government management and development planning. 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.

The HFA, African Regional Strategy and its Programme of Action for Disaster Risk Reduction, Draft SADC Regional Disaster Risk Reduction Strategy, as well as the South African NDMF and legislation, emphasises the importance of political will for disaster risk reduction and the implementation of adequate institutional arrangements. In order for and disaster risk management to be successful, the local application of disaster risk reduction measures remains imperative. Although the Disaster Management Act 57 of 2002 proposed a phasing in period for the requirements of the Act, such time has long lapsed, and the majority of district and local municipalities still does not have adequate disaster risk management measures or institutional capacity in place. Not only does this make the implementation of the Disaster Management Act and National Disaster Management Policy Framework impossible, it adds to the existing disaster risk profile of many local communities.

4.2 The legal imperative of Disaster Risk Management in South Africa

The Constitution of the Republic of South Africa (Act 108 of 1996) places a legal obligation on the Government of South Africa to ensure the health (personal and environmental) and safety of its citizens. In terms of Section 41(1)(b) of the Constitution, all spheres of Government are required to "*secure the well-being of the people of the Republic*". Section 152(1)(d) also requires that local government "*ensures a safe and healthy environment*". In the light of the above, and the established understanding of disaster management, the primary responsibility for disaster management in South Africa rests with Government.

According to Part A, Schedule 4 of the Constitution, disaster management is a functional area of concurrent national and provincial legislative competence. This means that National and Provincial governments have a legal imperative to ensure that disaster management is implemented according to legislative requirements (i.e. the Constitution and the Disaster Management Act). This does not, however, exempt the local sphere of government from disaster management responsibilities. Section 156(4) of the Constitution provides for the assignment, by agreement and subject to any conditions, of the administration of any matter listed in Part A, Schedule 4 (e.g. disaster management) that necessarily relates to local government, if that matter would most effectively be administered locally and if the municipality has the capacity to administer it.

It is common cause that the impact of poverty is a pivotal factor in the progression of vulnerability to hazards. This is of particular relevance in the South African scenario, with the huge legacy left by the apartheid government of desperately impoverished and disadvantaged communities who are as a result extremely vulnerable to disasters (Van Niekerk, Reid & Mokonyama, 2002:63-64). It is within these local communities that the smaller but much more frequent hazards occur, and where the costs in terms of loss of lives and property and the financial burden are borne painfully. There is little doubt that in order to ensure effectively integrated and co-ordinated disaster risk management, the actual implementation and planning must be focused in the local government sphere. It is universally accepted that the application of disaster management occurs most effectively at local government level (UNISDR, 2003:188-195). Considering the activities assigned to the local sphere of government (see the Local Government: Municipal Systems Act and the

Constitution), it would therefore be correct to deduce that disaster management is a crucial function of local government. Apart from the above, local government is further required under Schedules 4 and 5, Part B of the Constitution to provide for functions that are closely allied to disaster management (e.g. air pollution, building regulations, fire fighting services, municipal planning, municipal health care, and water and sanitation services). The Disaster Management Act further establishes disaster management as a function of each sphere of government through the establishment of disaster management centre.

From the above it is therefore clear that disaster management forms an integral part of the South African public sector. The Government's disaster management policy not only pursues these constitutional obligations but also aims to give effect to the right to life, equality, dignity, environment, property, healthcare, food, water, and social security in terms of the Bill of Rights of the Constitution. Disaster risk management in South Africa is, however, much more than the response to chaotic events.

Disaster risk management as a function of government entails the development of a unique responsible management element within the public sector that will guide, oversee and advise on disaster management related issues. The White Paper on Disaster Management indicates that, "*in South Africa, the capacity for managing disasters varies from ongoing service and infrastructure provision, as part of longer-term development initiatives, to that of emergency preparedness and response (usually triggered by a rapid-onset event)*" (South Africa, 1999). A number of shortcomings were identified that hamper effective disaster management. These include the lack of:

i. an effective and comprehensive disaster management strategy;
ii. coordination and clear lines of responsibility for those involved in disaster management;
iii. government capacity, particularly of local government and in rural areas, to implement disaster management; and
iv. integration of civil society into effective disaster management activities, particularly those concerned with risk reduction (South Africa, 1999).

One of the ways to overcome the above-mentioned challenges was to develop a management structure at national level to drive the function of disaster management in South Africa. From the inception of the Green Paper on Disaster Management (South Africa, 1998) the establishment of a National Disaster Management Centre became evident. The envisaged aim of the National Disaster Management Centre (NDMC) was to function as a conduit and repository of information relating to disasters, hazards, vulnerability and disaster risk. The NDMC would further be the co-ordinating body for the implementation of cross-sectoral management activities.

The Disaster Management Act makes provision for the establishment of disaster management structures on all government spheres. The development of disaster management structures, however, have gradually occurred within the provincial and the local sphere of government since 1994. The need to implement such mechanisms was spontaneously recognised by a number of provinces and municipalities even before the promulgation of the new legislation.

This new legislation, however, as it applies to the local sphere of government, places the onus on district (after consultation and in partnership with local municipalities) and metropolitan municipalities to establish disaster management centres and structures within their administration and area of responsibility. These disaster risk management centres have the same responsibilities as the NDMC but to the extent that these powers and duties apply to the provincial or local sphere. An area of current concern is that the legislation is silent on the exact placement of this function within the administration of the local authority. The absence of clear guidelines has already led to misinterpretations and the duties and powers have in some instances been allocated to an already existing incumbent within the municipality (e.g. the Fire Chief or Traffic Chief) as was the case with civil protection. Considering the activities that this function should fulfil, the appointment of a new, independent official remains imperative.

Since the discussions on disaster management started in 1994, it was evident that the new democratic government realised the importance of establishing government structures which will largely be responsible for the implementation of the Disaster Management Act. Initially the emphasis was on the creation of a national disaster management centre (South Africa, 1998a) that will have ultimate responsibility for disaster management in the Republic as a whole. As the legislative process developed, more emphasis was placed on the importance of escalating the

function of disaster management down to local government level through the provinces (South Africa, 1999).

4.3 The Local Government Sphere

The most important government sphere for the effective implementation of disaster risk management is local government. Local government is where most of the operational activities relating to disaster risk management will occur (South Africa, 1998:80). The local sphere of government must therefore ensure that the functional strategies, policies, programmes and projects find embodiment at community level. This is done through the development and implementation of standing plans, local policies, procedures and rules. The IDP is the functional plan in which municipalities need to operationalise all services and public goods. The IDP should also serves as the operational plan for development and disaster risk reduction in any municipality.

Each town, city and rural area in South Africa has a different disaster risk profile and therefore faces a variety of different threats of different magnitude. Most of the South African municipalities are still focussing on a reactive approach towards disasters and risk. This is due to the lack of awareness, resources or political will. The integrated approach towards disaster risk management on local government level cannot be overemphasised. Local government is the sphere that bears the brunt of a disaster or impending disaster and this sphere will also be the first to respond. It therefore goes without saying that the operationalisation of disaster risk management on local government level is imperative for disaster risk reduction to be successful.

As is the case with the provincial disaster management structures, each district and metropolitan municipality must establish a Municipal Disaster Management Framework (MDMF) (see Section 42 of the Disaster Management Act), and a Municipal Disaster Management Centre (MDMC), but may establish a Municipal Disaster Management Advisory Forum (MDMAF) (Section 51 of the Disaster Management Act) and a Municipal Interdepartmental Disaster Management Committee (MIDMC). All of these must be consistent with the provisions of the Disaster Management Act, the NDMF, the relevant PDMF and the structures established in the other spheres of government as discussed earlier.

Due to the structure of local government in South Africa, the Disaster Management Act is quite specific on the interaction between metropolitan, district and local disaster management centres. District municipalities (Category C) first need to consult with the local municipalities (Category B) in their area of responsibility on the establishment and management of the above disaster management institutional arrangements (see Section 43 of the Disaster Management Act).

Although on operational level in terms of national policy implementation, the local sphere of government still has an obligation to ensure good, proper and accepted management practices through the development of strategic polices for its own functionality. The policy-making process on local government level has already been established, and for this purpose political committees drive this practice. It can be argued that the disaster risk management policy-making process should follow the same route as that of national and provincial government. For disaster risk management purposes it is therefore important that a clear indication of the political incumbent for disaster management is made at local government level.

The South African Local Government Association (SALGA), as the official legislated representative of local government, has a vested interest in the successful implementation of the Disaster Management Act and Policy Framework. In order to successfully support local government and to assist with focused capacity enhancement, SALGA need a clear understanding of disaster risk management within the local sphere of Government. The sections to follow will emphasis the empirical findings of the research.

5. EMPIRICAL FINDINGS

In order to ensure a structured approach to the presentation of the research findings, the empirical evidence to follow has been grouped along the following key themes:

- Institutional arrangements for the various categories of municipalities;
- Implementation of legal frameworks;
- Division of roles and responsibilities between the provincial governments, district,

metropolitan and local municipalities; and

- Financial commitments for disaster risk management al local government level.

The sections to follow will provide an in-depth analysis of the themes as described above.

5.1 Institutional arrangements of the various categories of municipalities

5.1.1 Disaster risk management structures

The South African National Disaster Management Policy Framework and Disaster Management Act calls for the creation of certain institutional arrangements, in order to assist disaster risk management entities on all tiers of government to carry out their legal mandate. The following section will describe the results as it applies to municipalities. Figure 3 below represents the average perception of functioning of the various disaster risk management structures within local, district and metropolitan municipality. The sections to follow provide more detail on the findings per municipality type.

Figure 3: Functioning of Disaster Risk Management structures within all municipalities

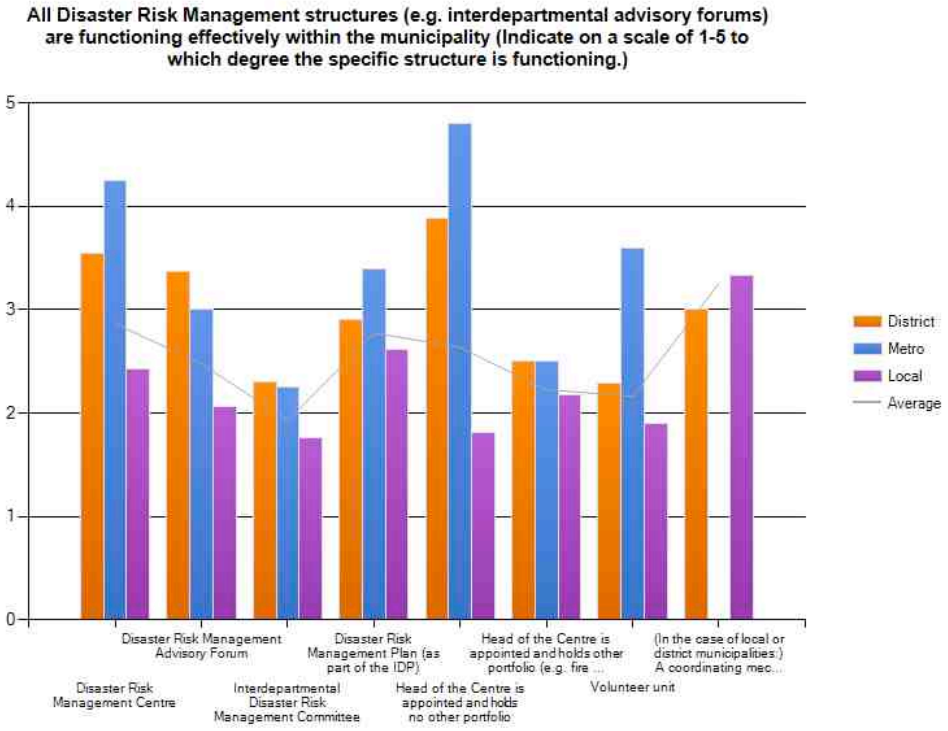


Figure 4: Functioning of Disaster Risk Management structures per province (KwaZulu-Natal, Free State, Eastern- and Western Cape)

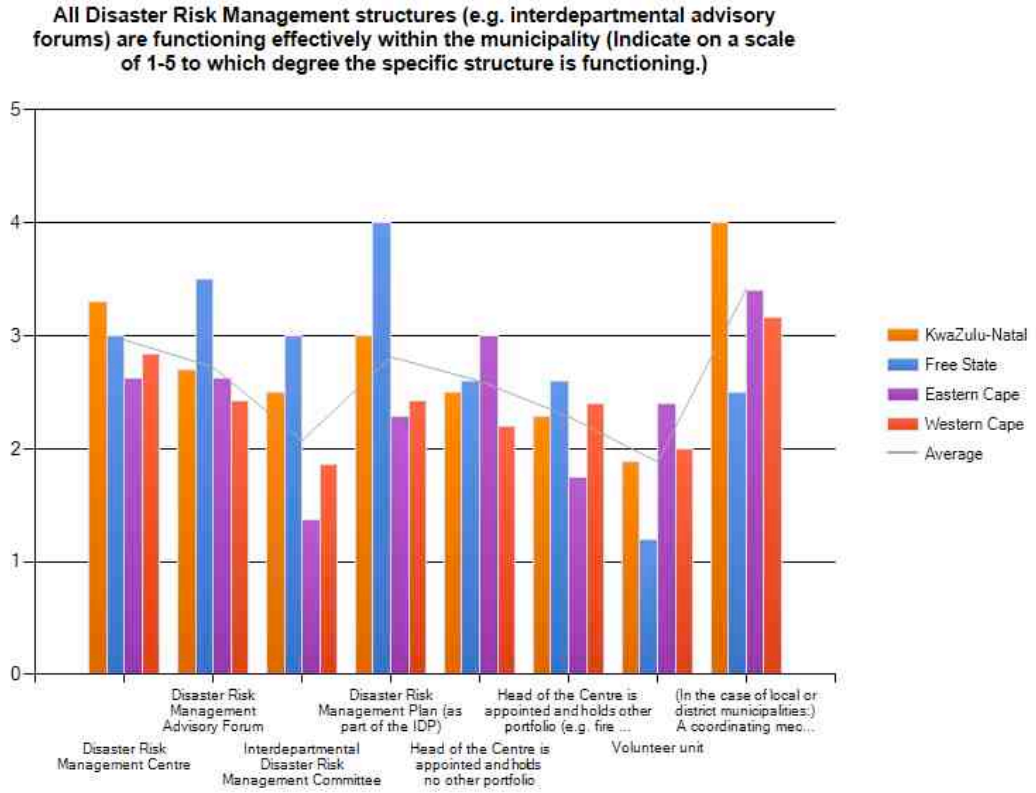
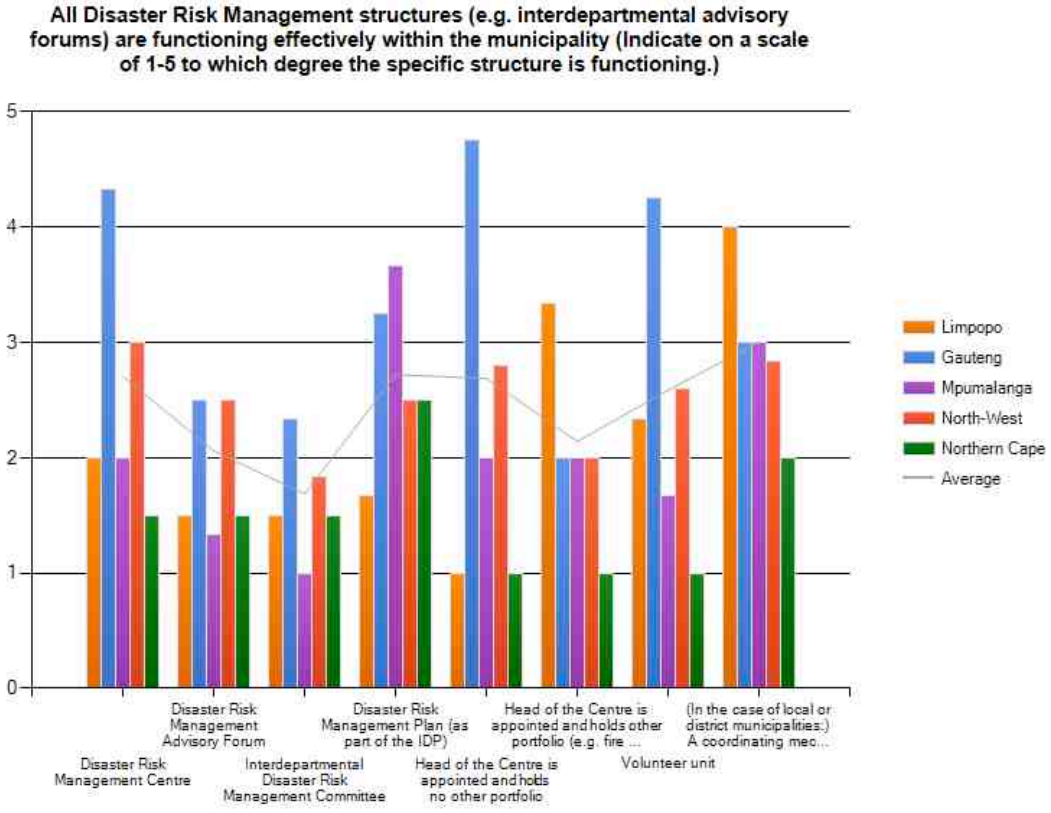


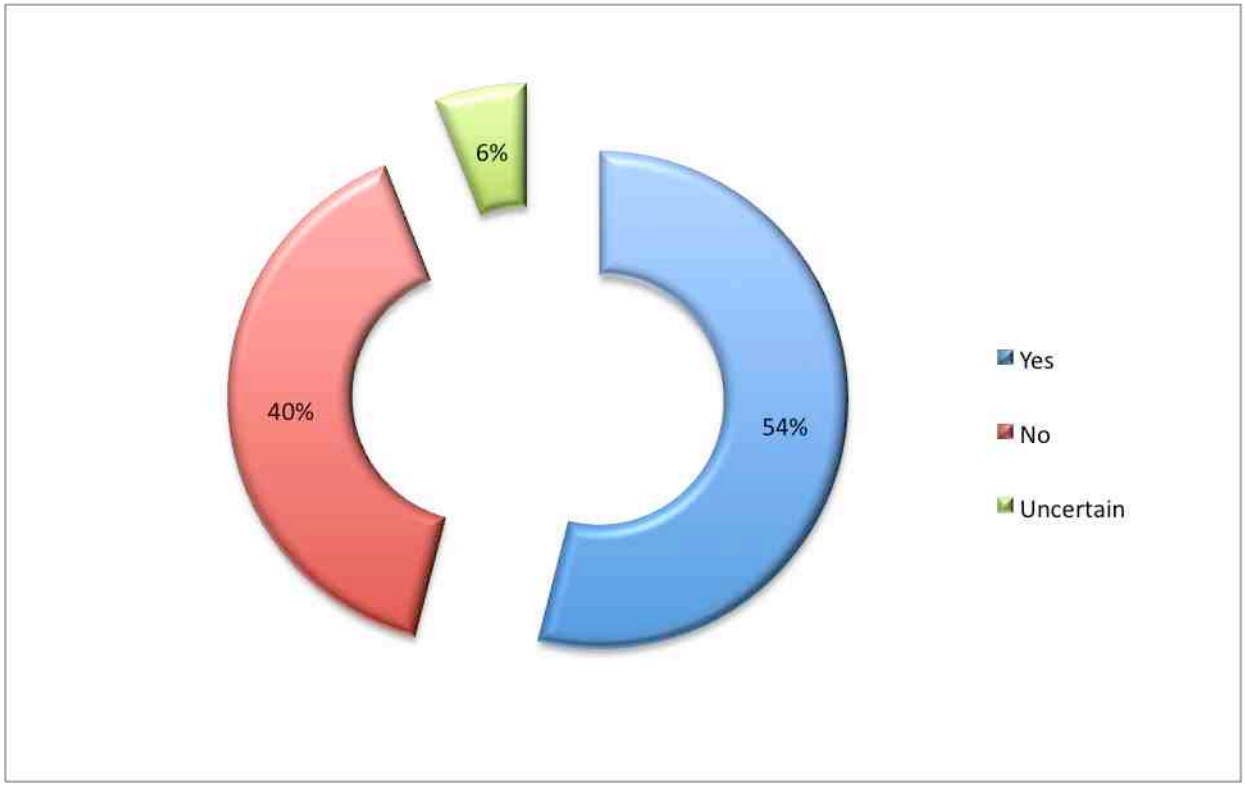
Figure 5: Functioning of Disaster Risk Management structures per province (Limpopo, Gauteng, Mpumalanga, North-West and Northern Cape)



5.1.1.1 Disaster Risk Management Centres

The establishment of disaster risk management centres at Local Government level is a legislated competence of district and metropolitan municipalities. In total 54% of respondents confirmed that their local, district or metro has a disaster risk management centre in its hierarchical structure. Of the 40% of respondents that confirmed that they don't have a disaster risk management centre, almost 56% were from local municipalities. This is not surprising in the light of the silence of the Disaster Management Act on the institutional arrangements for local municipality disaster risk management. This is an obvious issue which needs direct attention. Additionally, a further 6% of local municipalities were not sure if they have a disaster risk management centre at all.

Figure 6: Percentage of municipalities with an established Disaster Risk Management Centre



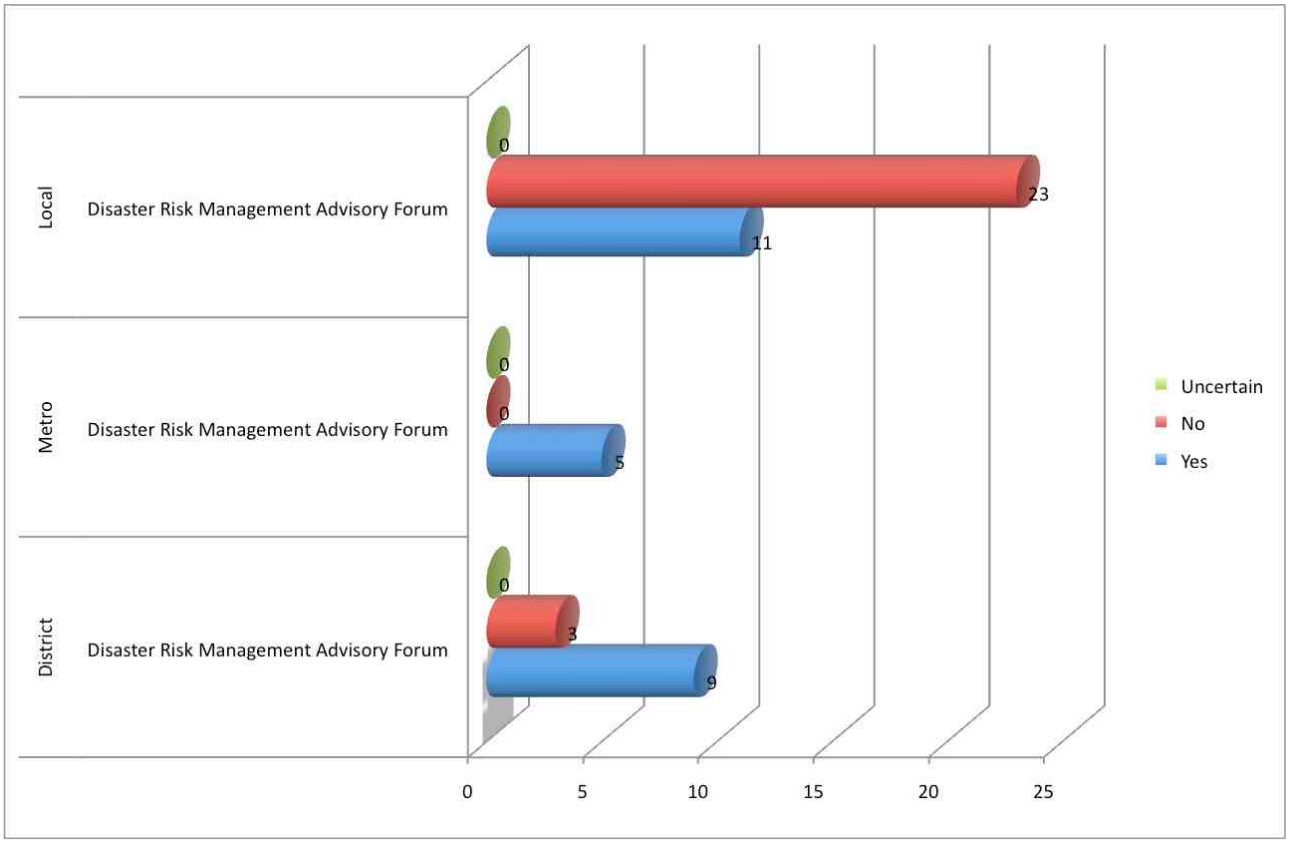
In terms of the functioning of these disaster risk management centres, 40% of local municipalities said that their Centres are functioning at a very low level and 46% of district municipalities indicated that their centres are functioning partially with room for improvement. Seventy-five percent (75%) of metros indicated that their centres are functioning well, whilst the remaining 25% indicated that their centres are functioning very well. The high figure can be ascribed to the fact that disaster management in South Africa has always enjoyed more attention in urban centres

and also, metropolitan municipalities have a far greater revenue base than more rural and peri-urban local municipalities and districts. The research by Van Riet and Diederics (2009) can also be used to analyse the above. They found a significant low level of functioning of DRMCs especially in municipalities where the DRMCs have not been adequately placed in the hierarchy of the municipalities in order for it to achieve its mandate.

5.1.1.2 Disaster Risk Management Advisory Forums

As might be expected, the lack of a disaster risk management centre also seems to have a knock-on effect on the existence of a Disaster Risk Management Advisory Forum (DRMAF). In this regard 68% of local municipalities indicated that they have no DRMAF in place. This is also a challenge at district level where 25% of respondents indicated that they do not have a DRMAF, although this is a legal requirement of the Disaster Management Act. All metropolitan municipalities indicated that they have a DRMAF in place. Although not a legal requirement, it is heartening to see that some local municipalities have taken the initiative and established DRMAF.

Figure 7: Disaster Risk Management Advisory Forum established per municipality type



When it comes to the effective functioning of Advisory Forums, 53% of local municipalities are of the opinion and perception that their DRMAFs are functioning at *a very low level* and 36% of district municipalities indicating that their DRMAF are functioning partially with room for improvement. An equal amount of metros indicated that their Advisory forms are either functioning at a low level (40%) or they have partial functioning with room for improvement (40%). This is one of the few weaknesses which metros have with regards to the implementation of institutional arrangements for disaster risk management. The low level of functioning of DRMAF might be due to the fact that very little guidance is given to disaster risk management centres on the establishment and management of these structures. In many instances the DRMCs does not utilise the DRMAF for engaging stakeholders (e.g. providing and obtaining "advice"), but rather to only inform stakeholders on very superficial disaster risk management issues (such as the amount of past events). Very little actual disaster risk management related information is shared and discussed at these fora.

Table 5 below indicates the establishment of the Disaster Risk Management Advisory Forums per province.

Table 5: Disaster Risk Management Advisory Forum established per province

Answer	Provinces								
	KwaZulu -Natal	Free State	Eastern Cape	Western Cape	Limpopo	Gauteng	Mpumal -anga	North-West	Northern Cape
Yes	6	3	6	3	0	3	1	3	0
No	5	2	2	5	3	1	3	3	2

5.1.1.3 Interdepartmental Disaster Risk Management Committee

The establishment of Interdepartmental Disaster Risk Management Committees (IDRMC) have been found to be severely lacking on all levels local government. Fifty-five percent (55%) of districts, 60% of metros and 73% of local municipalities indicated that they have not established an Interdepartmental Disaster Risk Management Committee. One of the reasons for the above could be the fact that the Interdepartmental Disaster Risk Management Committee is not a legislative requirement in the DMA, although significant emphasis is placed on this forum in the NDMF. The absence of this forum hampers local governments ability to achieve the integrated multi-sectoral approach to disaster risk management as envisaged by the DMA. Of those local,

metropolitan and district municipalities that indicated that they do have IDRMCs in place, 62% (in the case of local municipalities) and 50% of metropolitan municipalities indicated a very low level of functioning with regard to these committees. On district level, 30% of districts indicated a very low level of function, while 40% indicated a partial level of functioning with room for improvement.

The NDMF is explicit in requiring that each municipal organ of state must identify a focal or nodal point for disaster risk reduction in their hierarchy. This focal point will become the representative of the department in question on the IDRMC. Given the importance of the IDRMC, the tasks given to multi-sectoral disaster risk reduction, it would be safe to argue that these departmental focal points must be Section 57 appointments. Disaster risk reduction requires individuals with mandates to assist in the decision-making process. In order for these Section 57 appointment to be held accountable for disaster risk reduction in their departments it would only make logical sense to include disaster risk reduction as part of the performance contract and job description of all Section 57 appointments.

Figure 8: Percentage of Interdepartmental Disaster Risk Management Committee established in municipalities

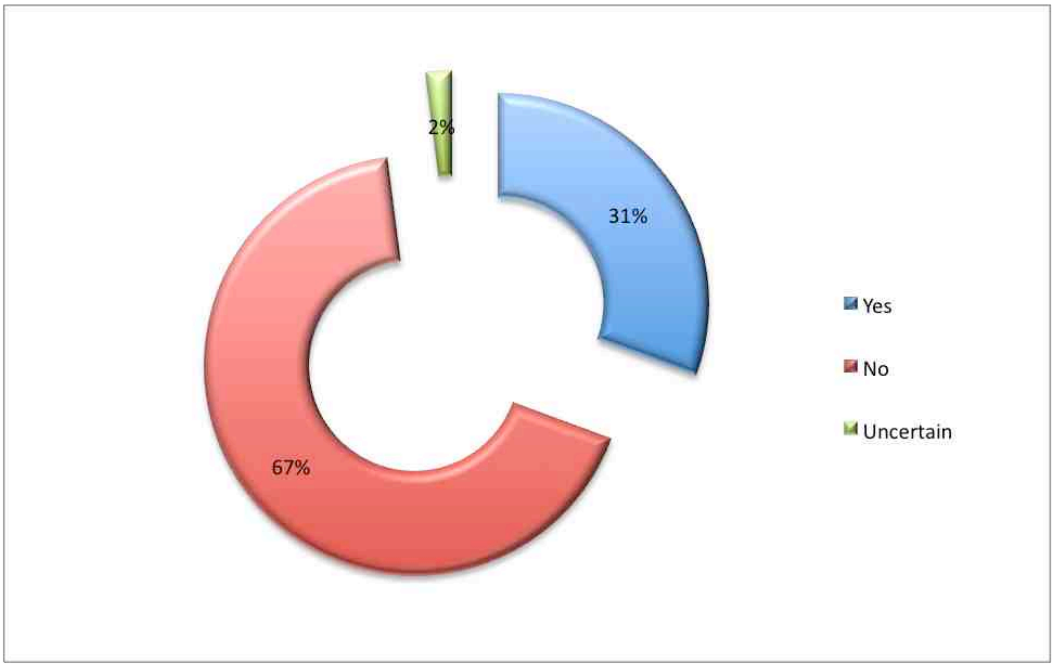


Table 6 below indicates the number of Interdepartmental Disaster Risk Management Committees established per province.

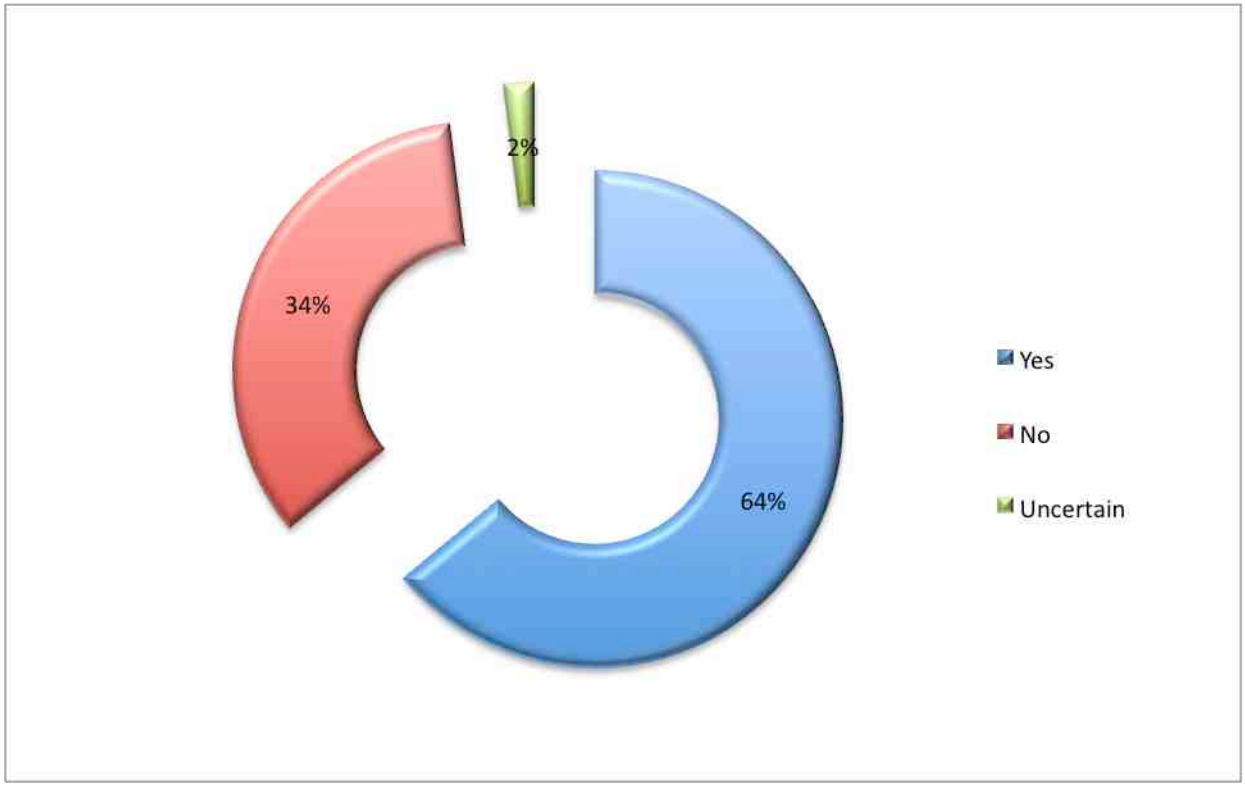
Table 6: Interdepartmental Disaster Risk Management Committees established per province

Answer	Provinces								
	KwaZulu -Natal	Free State	Eastern Cape	Western Cape	Limpopo	Gauteng	Mpumal -anga	North-West	Northern Cape
Yes	2	3	1	2	0	2	1	4	0
No	8	1	7	4	3	2	4	2	2

5.1.1.4 IDP and Disaster Risk Management Plan integration

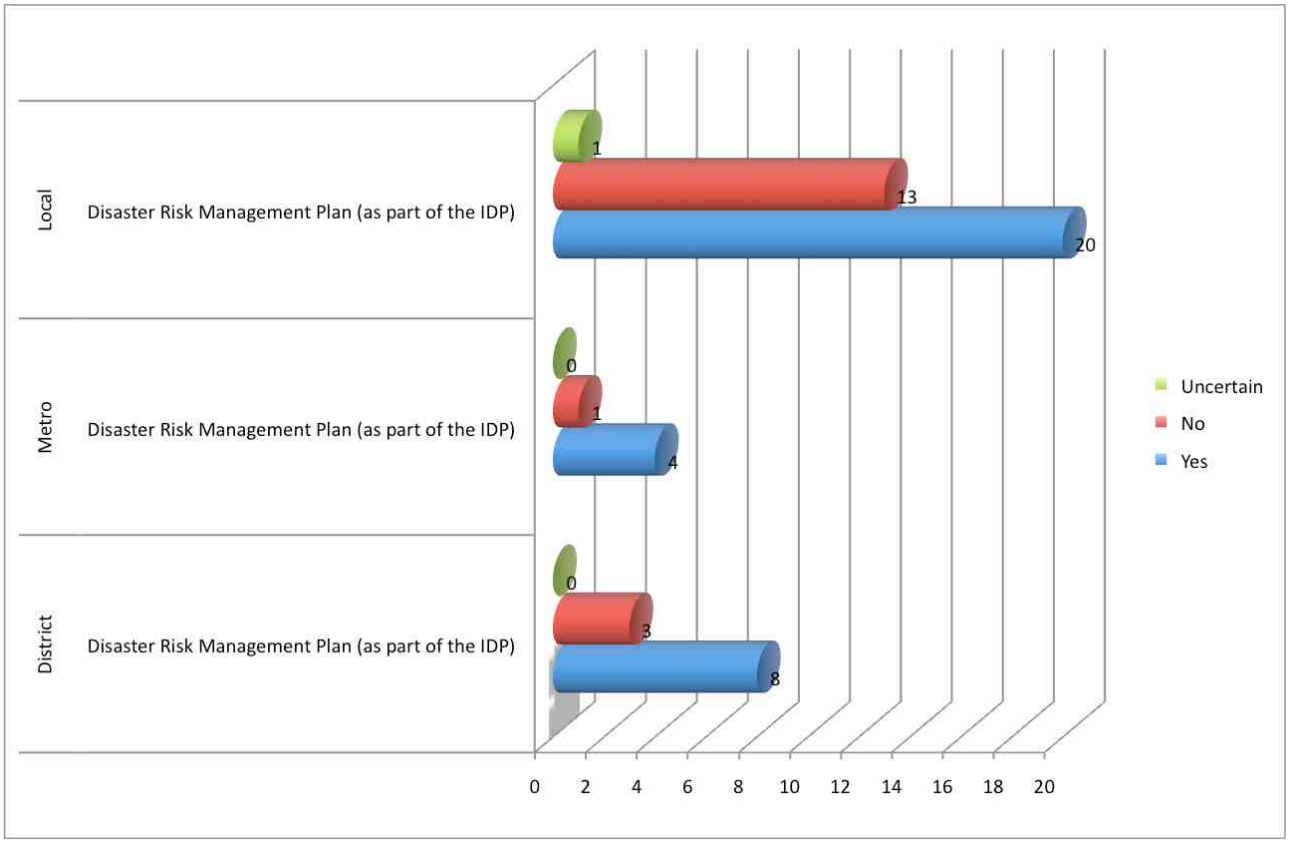
Both district and metropolitan municipalities are progressing well with the integration of disaster risk management plans into their IDPs. Seventy-three percent (73%) of districts and 80% of metros report positive progress in this regard.

Figure 9: Percentage of municipalities with IDP-Disaster Risk Management Plan integration



Although local municipalities have shown some progress with this integration (58%), thirty-eight (38%) of local municipalities still have not complied with this requirement. An anomaly can be observed with regards disaster risk management plans as part of existing IDP planning, especially on metro and district municipality levels. Although both these levels are progressing well with the incorporation of disaster risk management plans into their existing IDPs, 36% of districts indicate that these plans are not significantly integrated in the IDP and less than half (40%) of metros indicated a good level of integration. This trend continues on local municipality level were 28% and 24% of local municipalities indicated either a very low level of integration or a low level of integration with regards to disaster risk management plans as part of the IDPs. The research could not ascertain what municipalities perceived to the “good” or “very good” integration. Additional research in this regard might reveal more interesting findings.

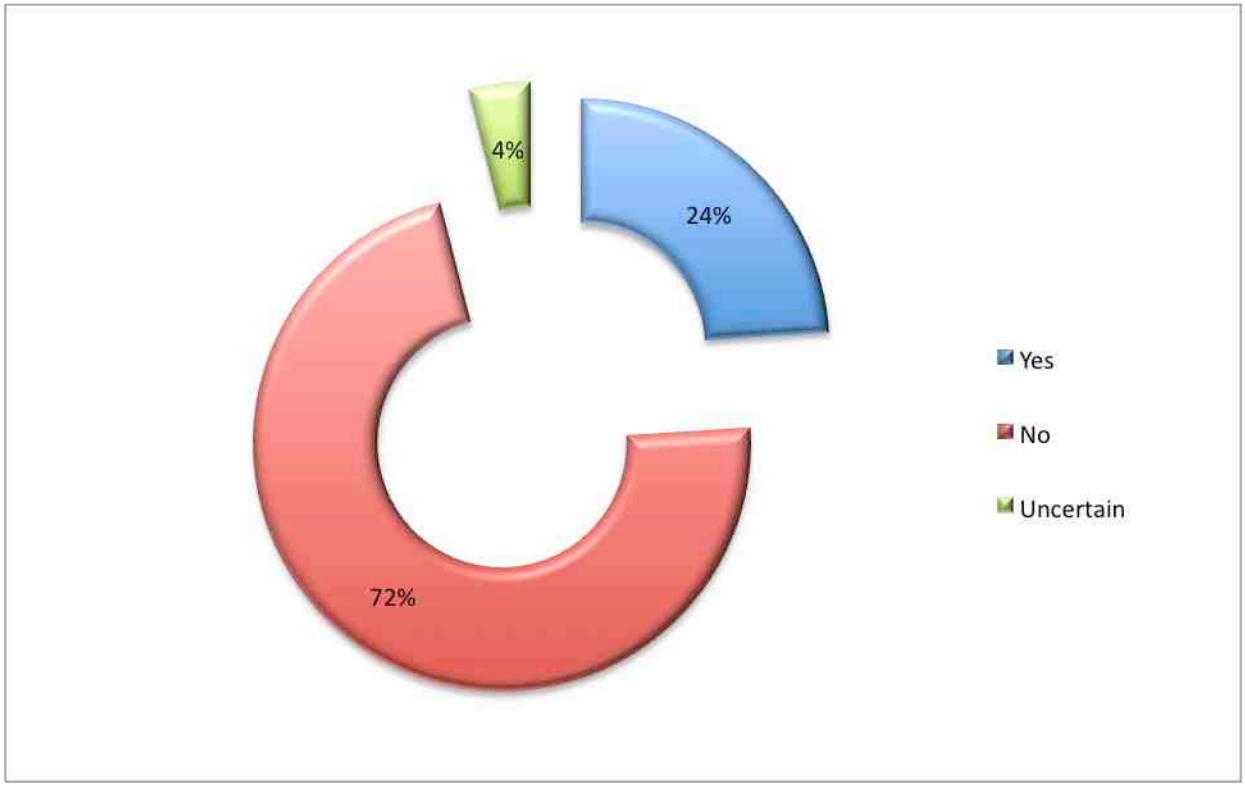
Figure 10: Number of municipalities with an integrated Disaster Risk Management Plan as part of their IDP



5.1.1.5 Head of the Disaster Risk Management Centre

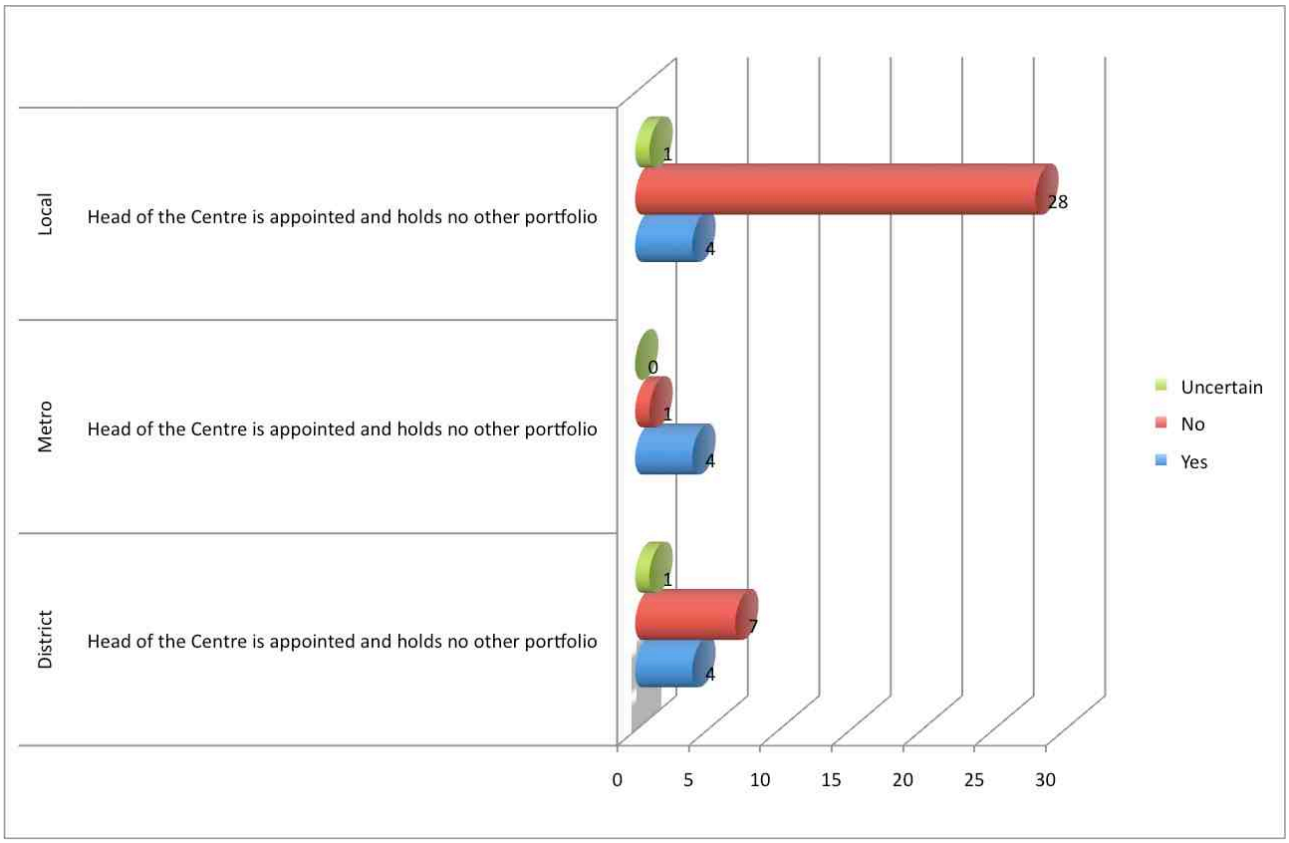
According to the DMA, a manager should be appointed for each Disaster Risk Management Centre in the country. The Head of the Centre (HOC) should be the driving force behind all disaster risk management activities within his/her area of jurisdiction. The DMA suggests that the HOC must be a Section 57 appointment. This, however, is rarely the case in most municipalities. The sections to follow also highlights this premonition.

Figure 11: HOC is appointed and holds no other position in the municipality



Fifty-eight percent (58%) of districts and 84 % of local municipalities indicated that either there is no person appointed in the specific position as HOC. In 40% (district municipalities) and 33% (local municipalities) of instances the incumbent holds another portfolio in addition to being the HOC. The double responsibility given to HOCs can be seen as worrisome. Realistically it is not practical to expect that an individual can carry the responsibilities of two different positions and achieve the strategic objectives of both tasks efficiently and effectively. When considering the detailed description of the tasks of the HOC as per the DMA and NDMF, it becomes worrisome that municipalities does not realise the importance of the HOC. The floods of 2010/2011 in many communities in South Africa is a stark reminder of the need for dedicated, knowledgeable and competent individuals to head the various DRMCs. Beside the various disaster risk reduction activities which the HOC must oversee, issues of climate change and adaptation increasingly hampers our understanding of weather patterns and related hydro- and meteorological hazards. Research by Faling, Tempelhoff and Van Niekerk (2011) and Van Niekerk *et al* (2009) indicate the need for municipalities to consider climate change and adaptation issues as part of their development planning and an integral part of their disaster risk reduction mandate.

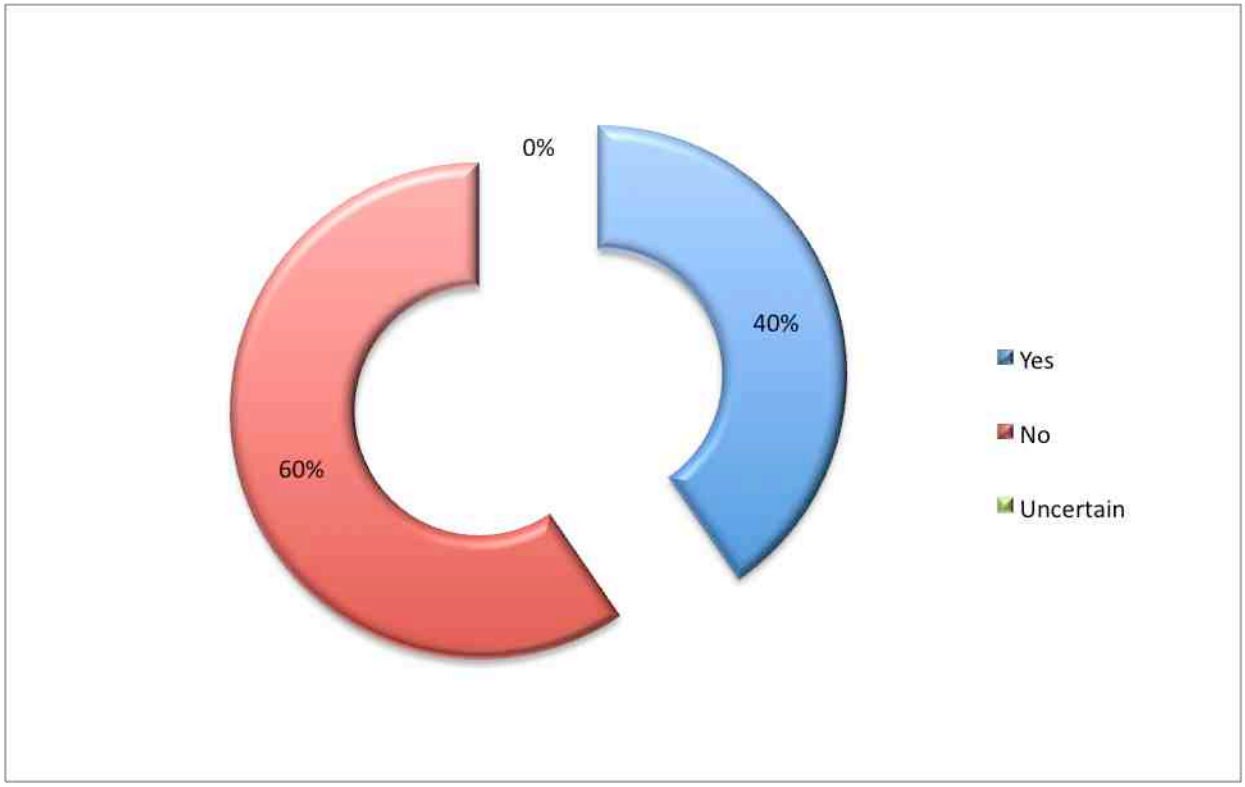
Figure 12: HOC is appointed and holds no other position per type of municipality



5.1.1.6 Volunteer unit

The establishment of Volunteer Unit is another area of great concern on both local municipal and district levels. Volunteer units *are not* an enforceable legislative requirement. Seventy-two percent (72%) of local municipalities and 50% of districts reported that they do not have volunteer units in place. Volunteer units serve as a great link between local government and communities. The lack of volunteer units therefore limits the cooperation between local government and communities in terms of disaster risk management. All metropolitan areas reported that they have volunteer units in place. Of those district and local municipalities that indicated that they have volunteer structures in place, 43% of districts and 65% of local municipalities indicated that these structures are functioning at a very low level. Eighty percent (80%) of metros indicated a good level of functioning. It is clear that an emphasis should be placed on improving volunteer structures on local and district municipality levels. One way of perusing the above would be to first of all call on the various existing ward structures of municipalities to consider disaster risk reduction issues as part of their normal planning, development and management process.

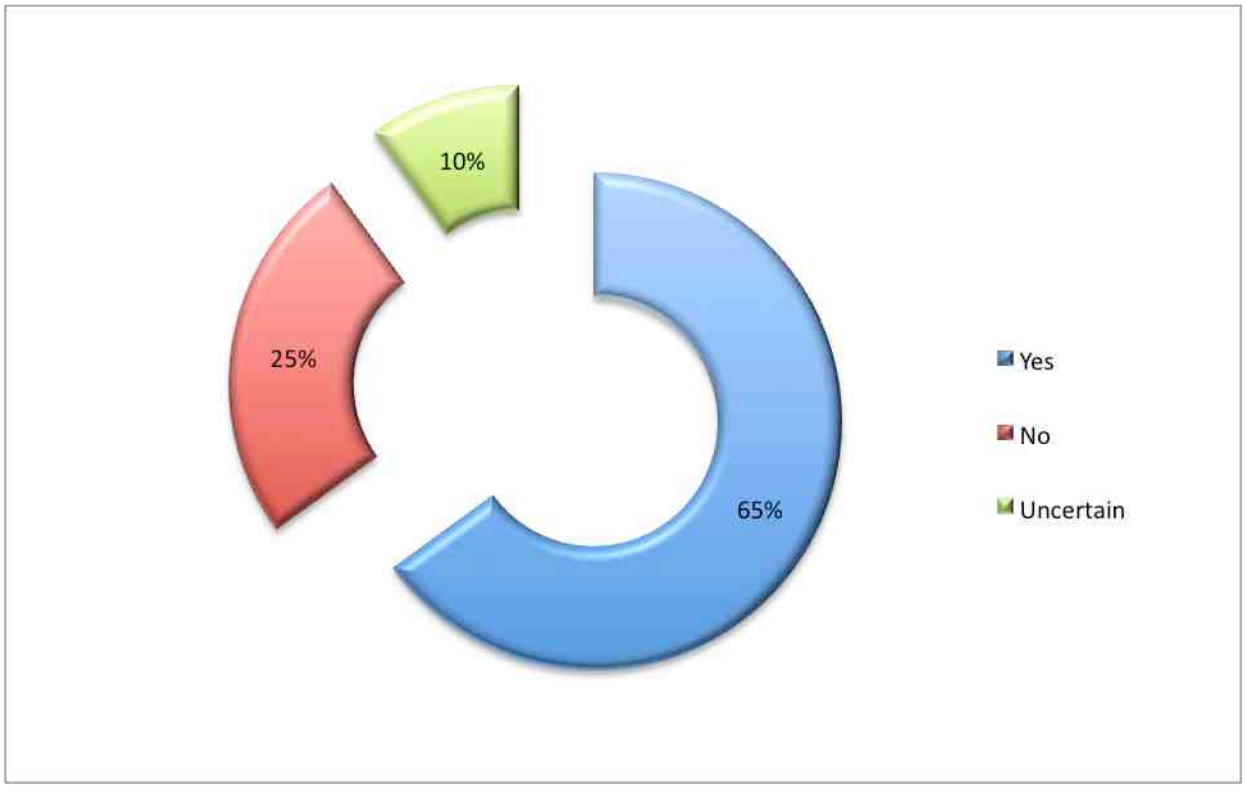
Figure 13: Percentage of municipalities with established volunteer units



5.1.1.7 Inter-municipality disaster risk management coordinating mechanism

Sixty-four percent (64%) of district municipalities and 66% of local municipalities indicated that they have mechanisms in place to coordinate operational disaster risk management between the two levels of local government. With regards to the functioning of these mechanisms, 44% of districts indicated that these mechanisms are functioning partially with room for improvement. Local municipalities indicated these mechanisms are efficient on local municipal level with over half (57%) functioning at either a good (27%) or very good (30%) level.

Figure 14: Percentage of district and local municipalities with an inter-municipal disaster risk management coordinating mechanism in place



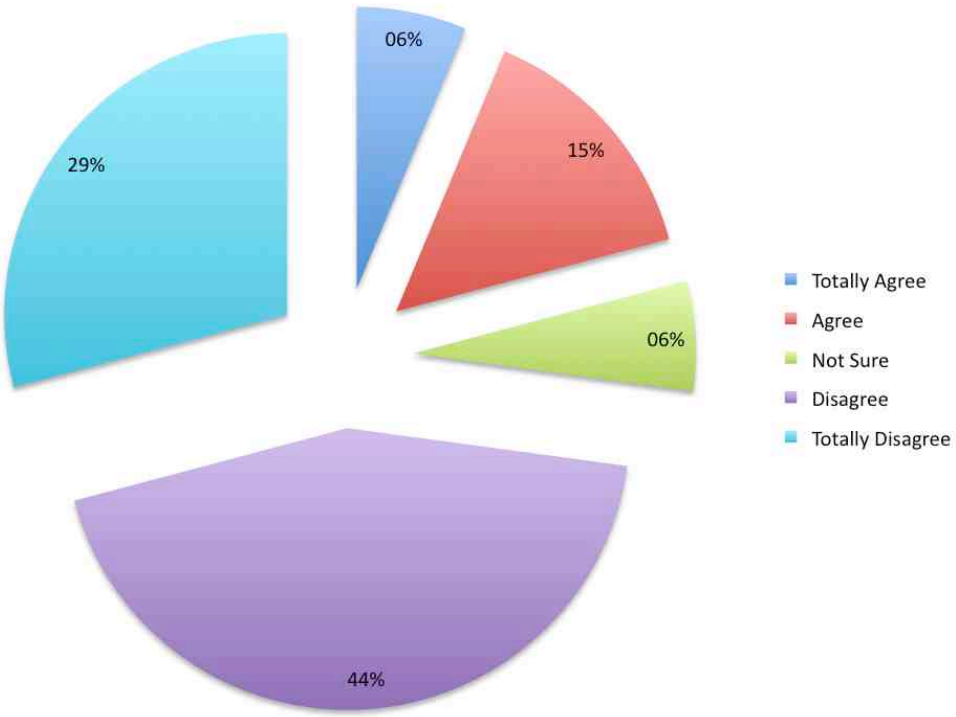
5.1.2 Staff

Just as Disaster Risk Management requires physical resources to carry out it's legal mandate, an adequate amount of well trained staff is needed to further realise the objectives put forth by disaster management legislation. The following section will focus on various staff related issues such as amount of staff and their level of training as it relates to local government level in South Africa.

Survey data indicates that 27.3% of municipal disaster risk management centres have in excess of ten employed staff at its disposal. Cumulatively however 54.6% of departments had between 1-10 employees. This means that in many instances disaster risk management centres function with very low numbers of staff which could ultimately impede their ability to carry out their duties. Volunteer staff however is significantly lacking in most centres where 69.4% of departments have no volunteers at all with only 27.7% of departments having in excess of ten (10) volunteers. Part time support staff is only prevalent in 65.8% of risk management departments responding to the survey. Again the lack of support staff presents difficulties for the implementation of risk reduction activities and daily functions of the centre. The presence of more support staff and

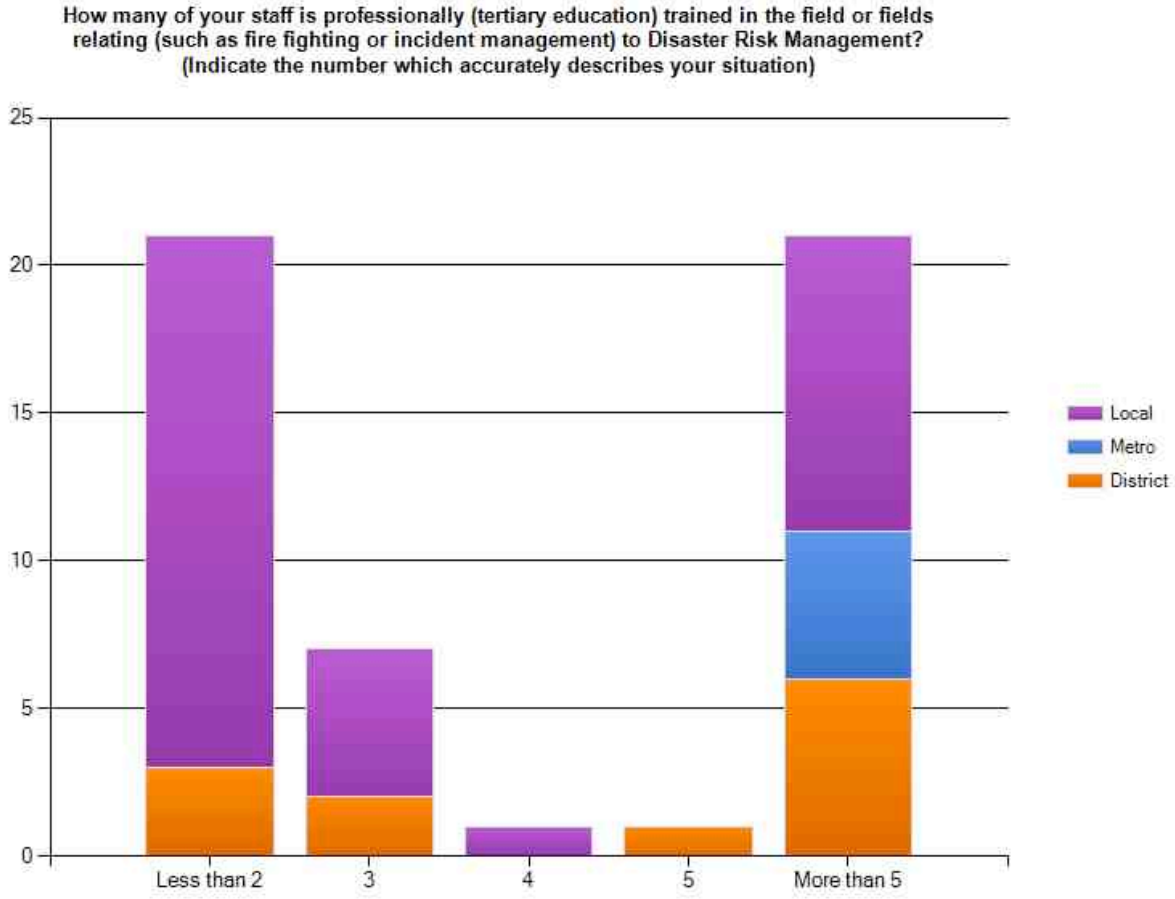
volunteers could greatly assist in the carrying out of duties particularly in disaster scenarios when manpower is critical.

Figure 15: Perception of adequate disaster risk management staff in municipalities



Qualifications of staff members is varied with a split majority (41.2% of responses) identifying that *less* than two (2) members of staff have received professional training and diversely, the opposing response indicated that *more* than five (5) persons had received professional (tertiary) level training. There is a discrepancy in capacity regarding disaster risk management staff. It becomes apparent that great emphasis needs to be placed on training and capacity building in order to bridge the gap. A slight majority of respondents at local government level (58.5%) expressed that their staff is not adequately trained. This was reiterated at the provincial level to a stronger extent as respondents felt unanimously (100.0%) that the disaster risk management officials at the local level were lacking in adequate training to perform risk management duties. The province recognises the need for greater capacity in this area and thus capacity building and training should be promoted.

Figure 16: Staff in disaster risk management centres with tertiary qualifications per municipality type



In accordance with the Disaster Management Act (2002) s 15, s 20(2) there is a recognized need to ensure that education, research and training is conducted in all areas of Disaster Risk Management. It is the responsibility of the National Disaster Management Committee (NDMC) to conduct a national education training and research need and resources analysis (NETaRNRA). This assessment serves to ensure that training and education needs are met in order to complement the situational demand of Disaster Risk Management in South Africa. Completed in February 2010, the *National Education, Training and Research Needs and Resources Analysis (NETaRNRA) for Disaster Risk Management in South Africa* presented findings that reflected that need for improved training and capacity development among employees within the Disaster Risk Management field. Sixty-three respondents (41%) surveyed in the NETaRNRA indicated that they were able to perform the tasks that they selected. Twenty-nine persons (19.0%) further indicated that they needed assistance or coaching to enable them to perform the tasks. Sixty-two (40.0%) indicated that they needed training to enable them to perform the tasks (COGTA, 2010:16).

In response to this admission, local government respondents identified skill shortages in areas such as (but no limited to) Contingency Plan Development, Disaster Risk Assessment, Disaster

Management and Incident Management and Assessment. Table 3 further details the specific skill sets in demand and recognised as central to the local government representatives. Of particular interest was the need to have training in the aforementioned areas that were compatible with national standards such as the South African Qualifications Authority (SAQA) and the National Qualifications Framework (NQF). The importance of standardisation and compatibility was also emphasized in the NETaRNRA Report (COGTA, 2010).

Table 7: Identified areas of skills shortage

Emergency Response and Disaster Risk Management topics	Professional Fire Fighting Skills
	Victim Management Skills
	Emergency Management Skills
	Incident Management Training (i.e. Xenophobic Violence, Disease Outbreak)
	Incident Assessment
	Radio Communication
	Disaster Management (general and introduction)
	Contingency Plan Development
	Disaster Risk Assessment
	Training Communities and Training of Trainer Programme
	Life Safety Education
	Safety Planning at Live Events
	How to Conduct Planning and Awareness Events
	Disaster Operation Centre Management Principles and Procedures
	GIS Use
	Linking Disaster Risk and IDP
	Post Disaster Analysis
Administrative topics	Report Writing
	Project Management

Within the disaster risk management structure it is also apparent that staff members are often responsible for multiple tasks such as those associated with disaster (risk) management as well as the duties of positions primarily within (but not limited to) the realm of emergency services. Instances arise wherein disaster risk management and officials also share responsibilities in areas

such as fire services, traffic control, public safety, technical services, advertising and event planning. Division of time between multiple responsibilities can result in both jobs being done inadequately. This places an unfair demand on time and resources available to adequately serve the needs of disaster risk management in the locality. As referred to in the section 57(2)(d)(ii) of the DMA, *"each national organ of state must appoint an individual who will act as its focal or nodal point for Disaster Risk Management and who will also be its representative on the NDMAF."* This evidence does however reveal and pronounce the nature of multifaceted nature of disaster risk management itself wherein the interdisciplinary skills are often drawn upon. This is particularly so in terms of emergency management and public safety.

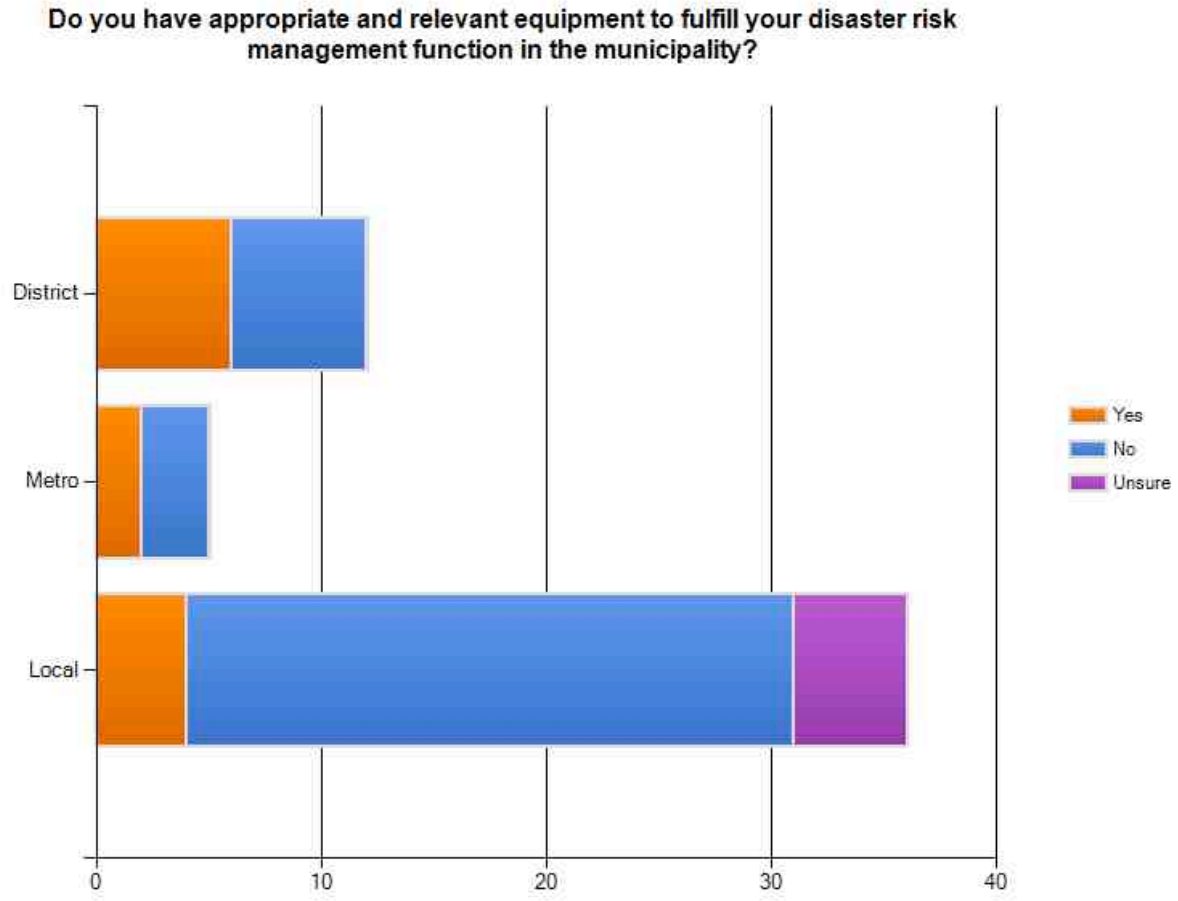
Alternately, staff employed in external fields is also draw into disaster risk management according to the findings. Persons employed in areas such as fire, public safety and traffic services, parks and road, strategic and electrical services, crisis control, call dispatch, corporate services, administration and superintendent of works are also solicited into work associated with disaster risk management. This can be advantageous as a number of different and diverse skills are brought to the table and can help ensure that interdependent concerns are addressed and acknowledged with disaster risk management. Multi-sectoral involvement is emphasised and encouraged by leading international frameworks such as the Hyogo Framework for Action (UNISDR, 2005), The African Regional Disaster Risk Reduction Strategy and its Plan of Action as well as the SADC Draft Disaster Risk Reduction Strategy. However, there is an inherent need to investigate the potential for funding independent positions for disaster risk managers thus allowing disaster risk managers to focus solely on the duties associated with disaster risk management. This enables the unbiased collaboration with and coordination of external stakeholders in ensuring public safety through the reduction of risk.

5.1.3 Resources

5.1.3.1 Equipment

In order to carry out its legal mandate, all disaster risk management structures require adequate equipment and facilities. The following section will identify whether equipment and facilities which are not adequately provided for on al levels of local government.

Figure 17: Perception of appropriate and relevant equipment in municipalities



Despite the relatively high numbers of staff working in the field of disaster risk management, survey results (67.9%) present that municipalities lack the appropriate and relevant equipment to carry out their risk management function. In particular respondents detailed that vehicles, emergency response equipment, recovery equipment, technological devices and administrative equipment were central to fulfilling their primary needs.

Figure 18: Provinces' perception of appropriate and relevant equipment at municipality level

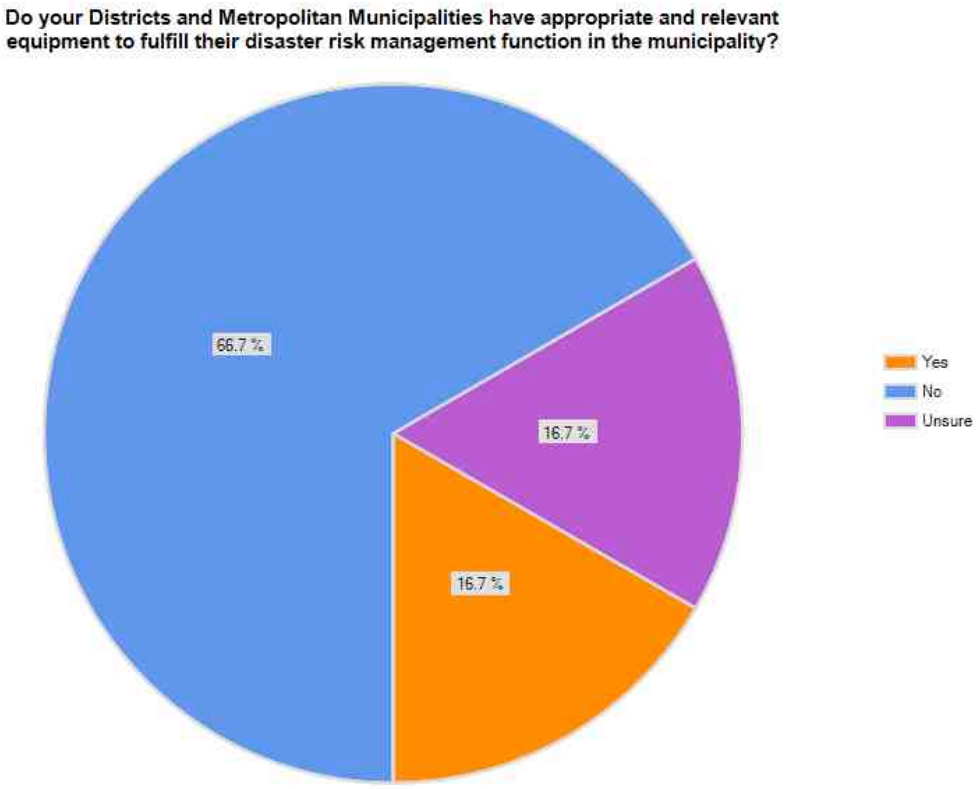


Table 4 presents a detailed list of items identified by participants as being necessary equipment needed for the effective instigation of duties in accordance with the disaster management function. This sentiment was reflected by the data provided by respondents at the provincial level wherein 66.7% of persons indicated that critical equipment was needed in order to fulfil the disaster risk management function at the municipal level.

Table 8: Equipment necessary for disaster risk management function to be carried out effectively at local government level

Category	Equipment needed
Vehicles	Fire fighting truck/Fire engines
	Water truck
	Hazardous Material Unit
	Off road vehicles
	Caravans
	Bush fire trucks
Technology	Two way radio
	Information and communication systems
	Global Positioning System units
	Early warning systems
	Digital cameras
	Call centre equipment
	Computers/Laptops
	Multimedia unit
	Cellular Phones

	Binoculars
Emergency equipment	Back-up generators
	Fire extinguishers
	First Aid equipment
	Protective clothing
	Jaws of life
	Emergency lighting
Recovery	Tents
	Non-perishable food
	Food preparation equipment
	Relief packs
	Storage for recover equipment
	Blankets
	Mattresses
Administrative	Office space
	Storage space
	Stationary
	Office equipment (fax, computers)
	Access to emergency funds for purchasing food for victims

From the table above it is clear that most of the required equipment relates to the basic necessities in the various disaster risk management centres. In very limited instances mention was made of extremely expensive technology or systems (e.g. communication systems or Geographical Information System hazard mapping and tracking. The need for the aforementioned equipment relates directly to section 5.1.1 which refers to the presence of institutional arrangements for disaster risk management. Cross correlation reveals that the lack of a disaster risk management structure in municipalities obviously hampers the budget allocation (see section below) and in turn capital expenditure on equipment.

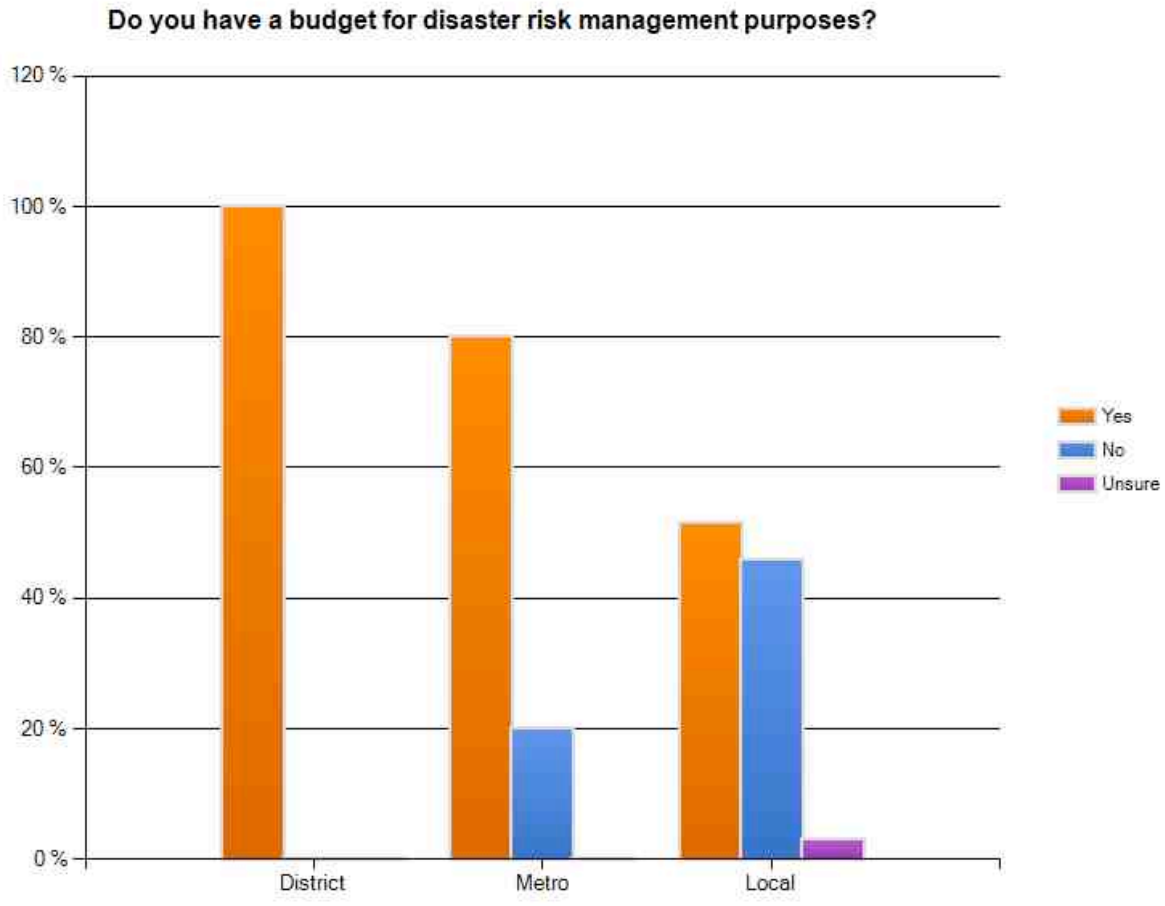
5.1.3.2 Budget

Questions were also posed to municipalities with regard to budgeting arrangements. Specifically, they were asked whether they have a budget for disaster management purposes and whether the budget is adequate.

Only 65.4% of respondents acknowledge that they have a budget for carrying out disaster risk management activities and of that 65.4% the majority (80.4%) feel that it is not adequate for their needs. The budget allocated funding fails to cover costs and expenditures related to

training/capacity building, public awareness, workshops, risk reduction project implementation and the adequate provision of emergency relief supplies. In many instances it was felt that funds were diverted or shared with entities like the fire services or emergency medical services. Data reveals that the other line functions incorporate costs for disaster risk management into their day-to-day operations in only 16.7% of the instances.

Figure 19: Adequate budget allocation for disaster risk management in municipalities



Respondents also indicated a reliance on grants to subsidise their expenditures. Provincial respondents however presented a significant deviation (100%) by purporting that all district and metropolitan disaster management centres in their respective provinces have a budget for disaster risk management purposes. This is clearly contradictory to the 32.7% of local government respondents that claimed to have no budget for disaster risk management purposes. Figure 20 and 21 below gives an indication of the above per province.

Figure 20: Budget allocation for disaster risk management purposes per province (Limpopo, Gauteng, Mpumalanga, North-West and Northern Cape)

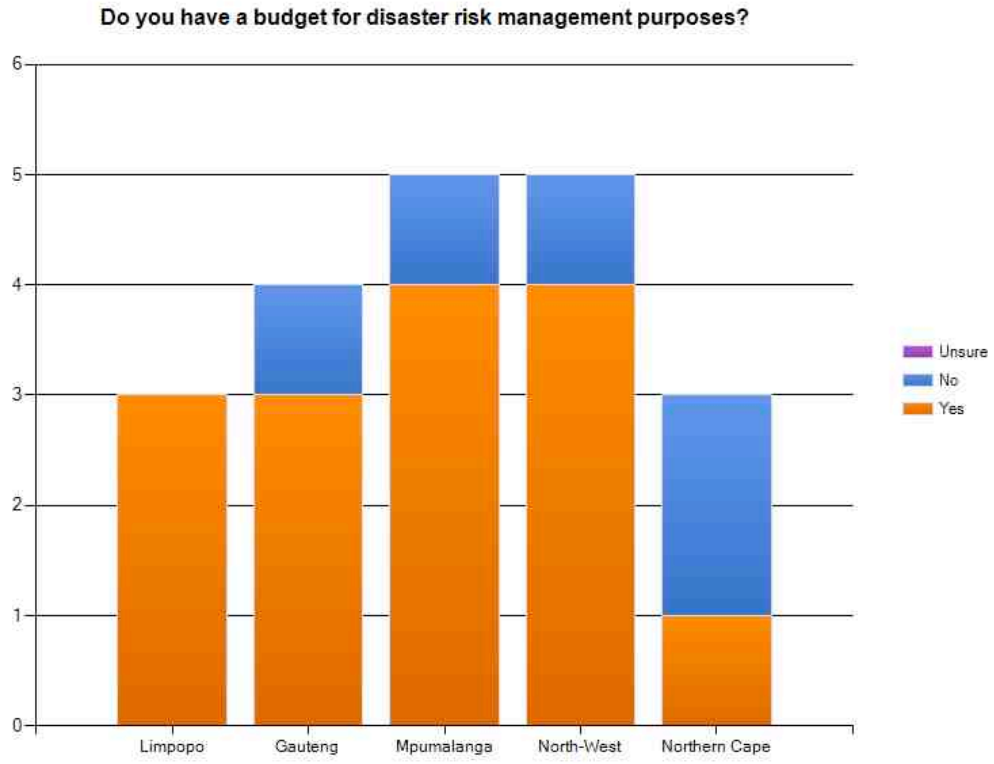


Figure 21: Budget allocation for disaster risk management purposes per province (KwaZulu-Natal, Free State, Eastern- and Western Cape)

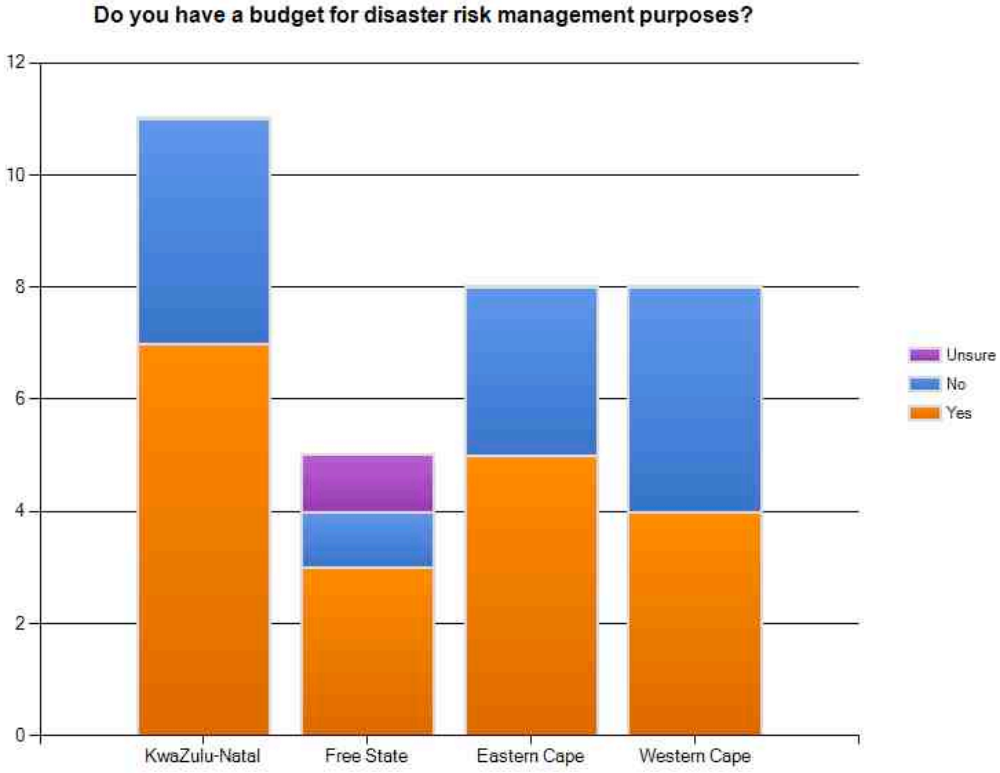


Figure 22: Adequacy of disaster risk management budget at municipal level

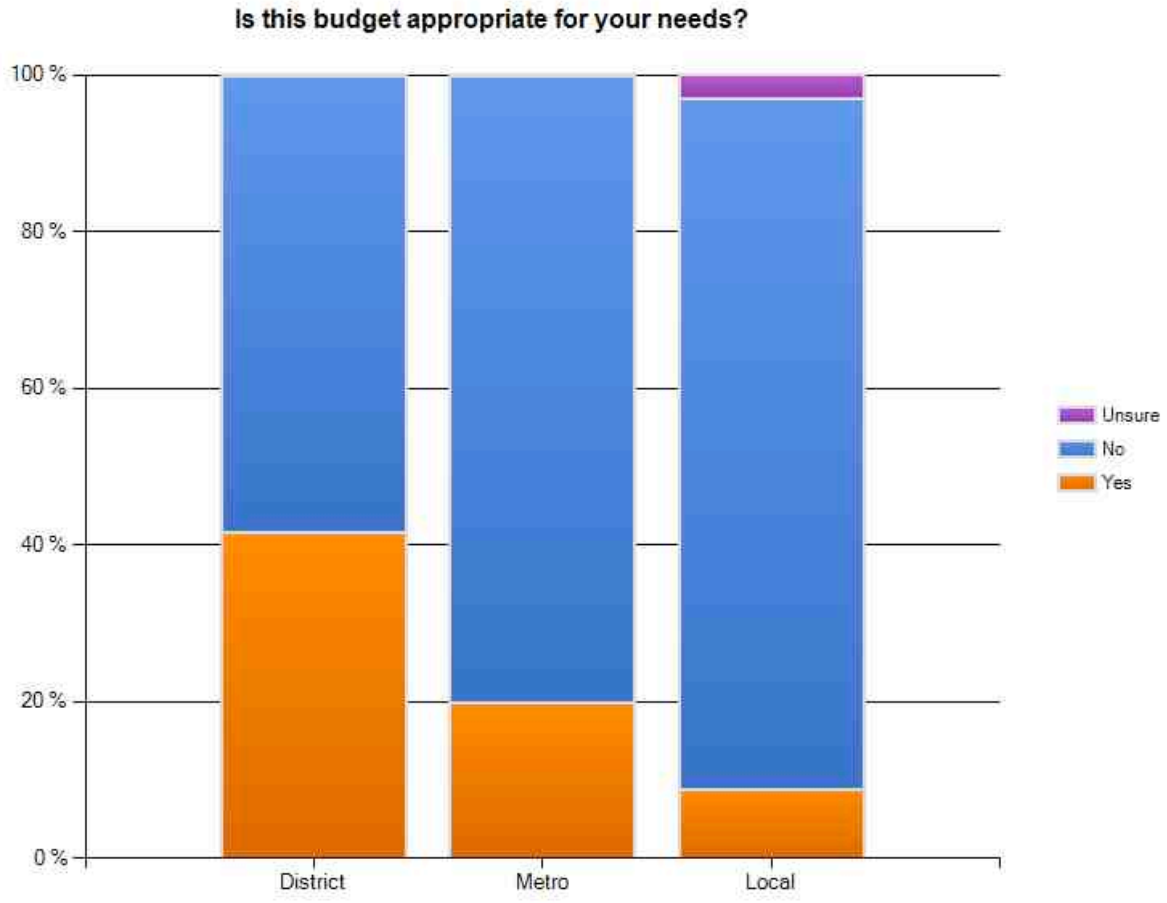
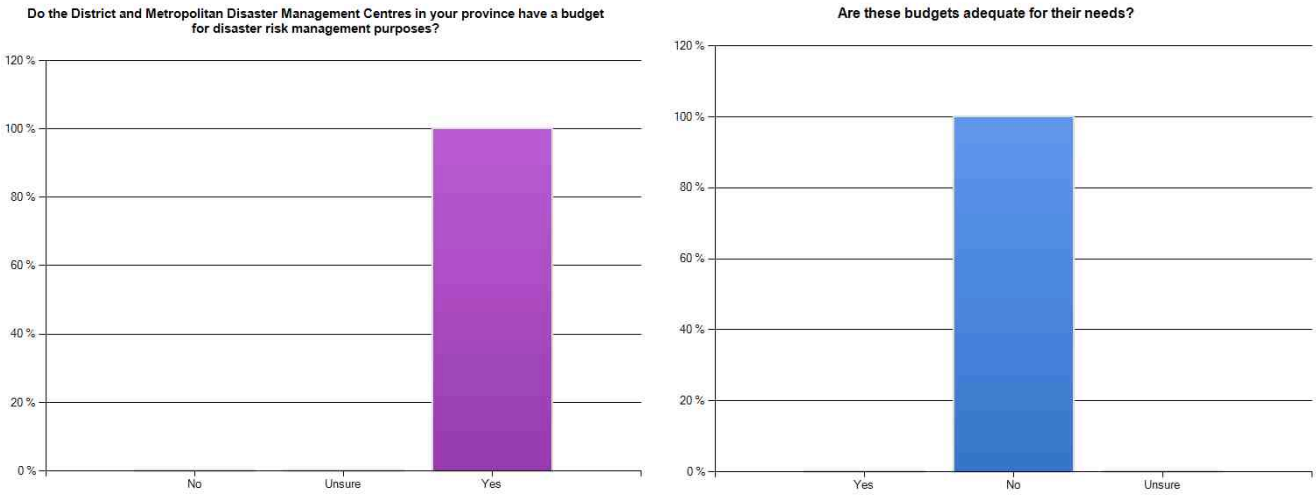


Figure 23: Provincial governments' perception of existence and adequacy of municipality budgets



However, provincial representatives are in agreement that the available budgets for risk management were inadequate despite the fact that 17.6% of local government level respondents felt that budgets were sufficient. An analysis of the various provinces is indicated below.

Figure 24: Adequacy of budgets per province (Limpopo, Gauteng, Mpumalanga, North-West and Northern Cape)

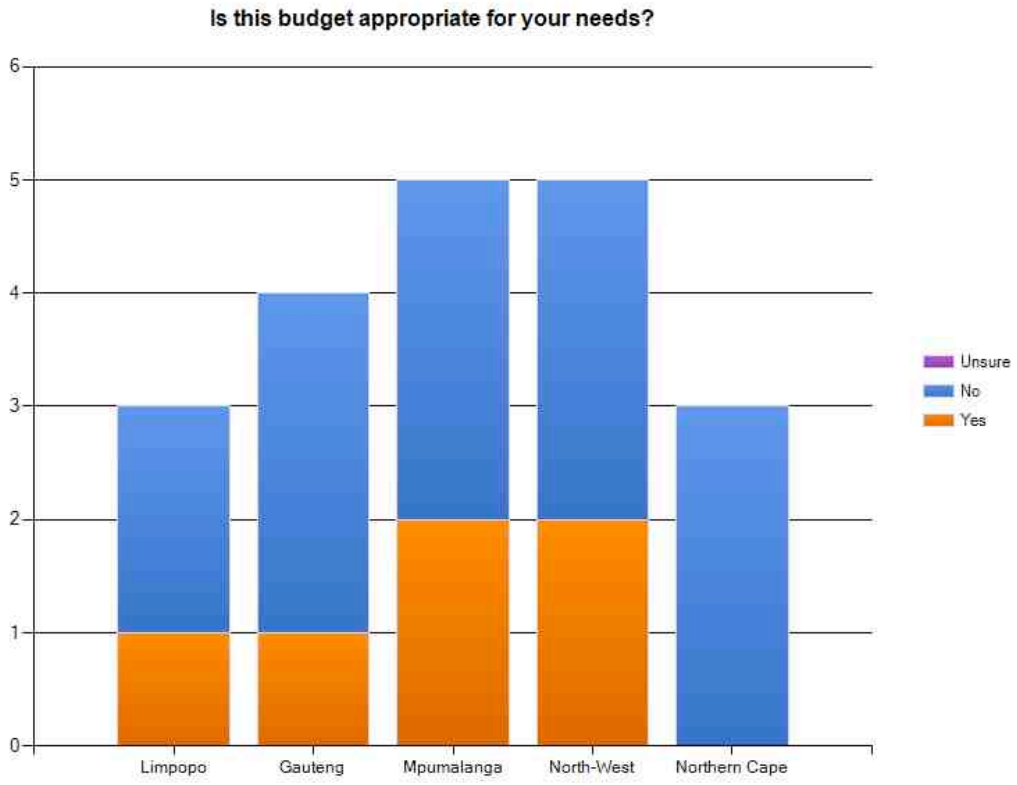
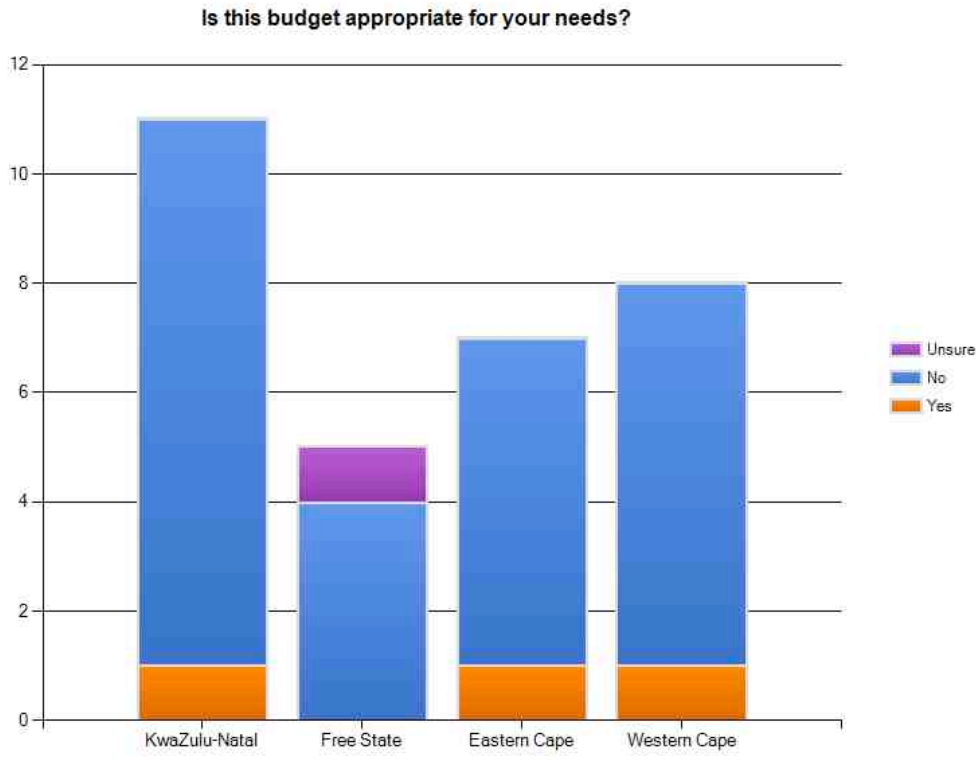
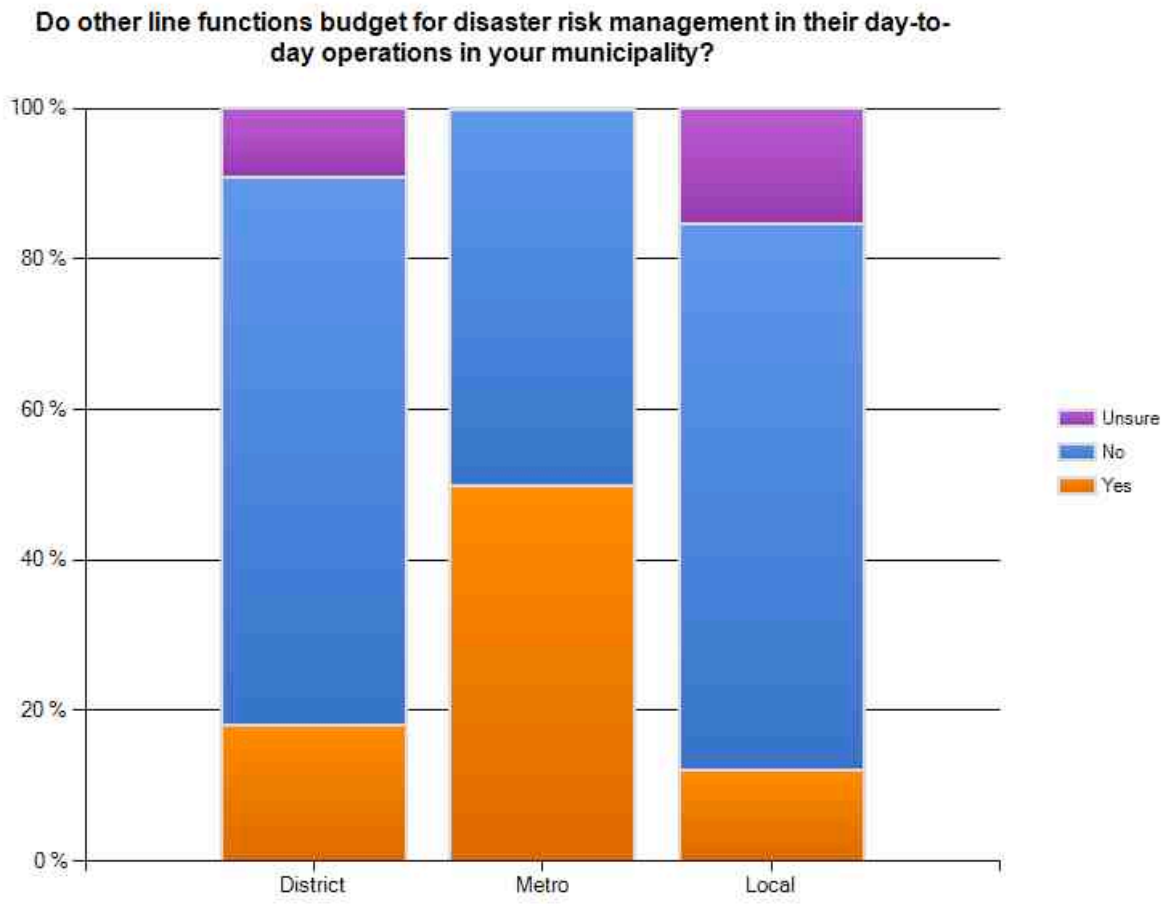


Figure 25: Adequacy of budgets per province (KwaZulu-Natal, Free State, Eastern- and Western Cape)



Another distressing observation is that most other line functions within the local, district and metropolitan municipalities don't budget for disaster risk management activities. Seventy-thee percent (73%) of districts, 50% of metros and 73% of local municipal line functions do not assign a part of their budget to disaster risk management activities as required by the DMA. The lack of budgeting by other line functions shows that disaster risk management is often not high on their priority list.

Figure 26: Line function budgets for disaster risk management



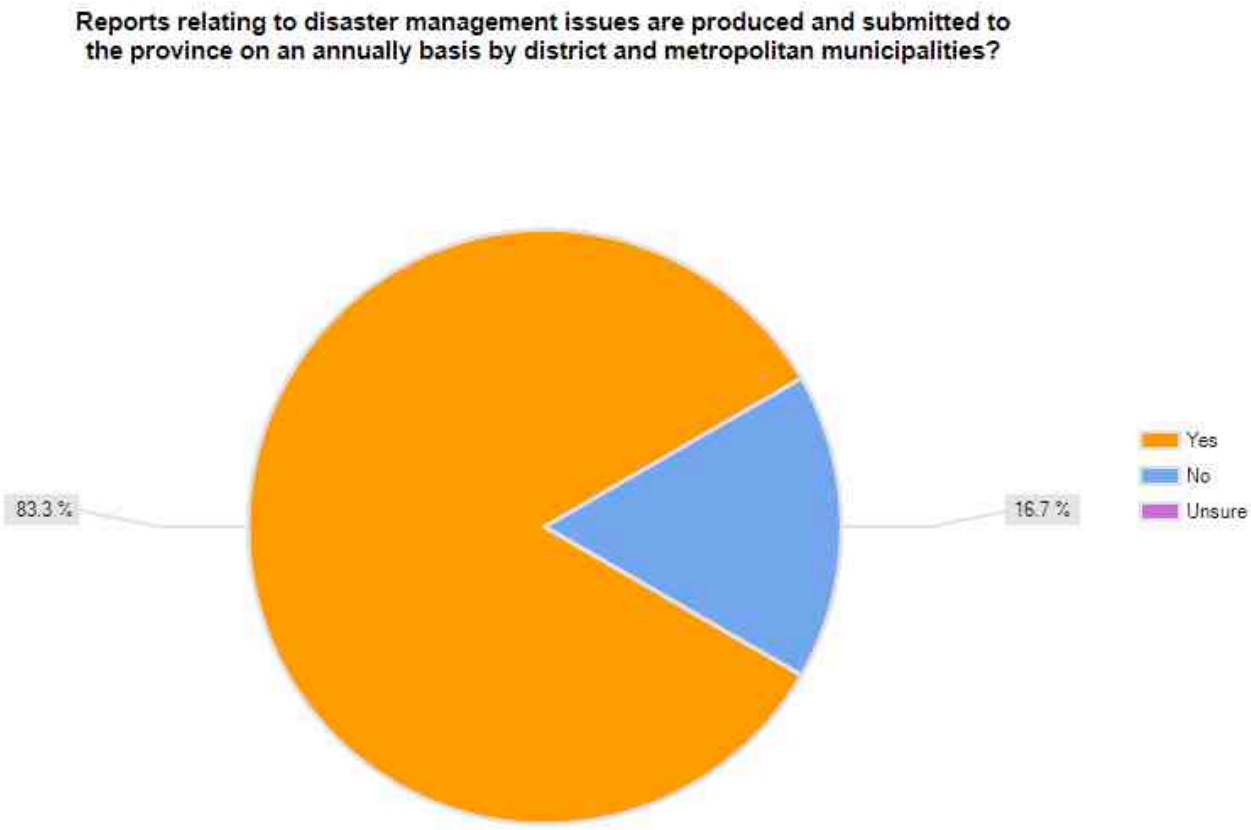
Without adequate budgets, disaster risk management at local government level cannot function effectively and methods should be developed to streamline funding arrangements or to increase funds to local government. The research of Visser and Van Niekerk (2009) also supports the above findings. Their research proposes a new funding model for disaster risk management at municipality level. From the above findings and the previous research one can recommend that earnest attention must be given to this very critical aspect. The dedicated provision of disaster risk management funding as a portion of the municipality budget could go a long way in addressing

these issues. Such funding must be on an equitable share basis.

5.1.4 Reporting

The DMA calls on disaster risk management centres/structures to submit annual reports in order to ascertain the progress made on all levels of government during a specific year. This section will describe the extent to which disaster management departments at local government level comply with the provisions put out in the Act.

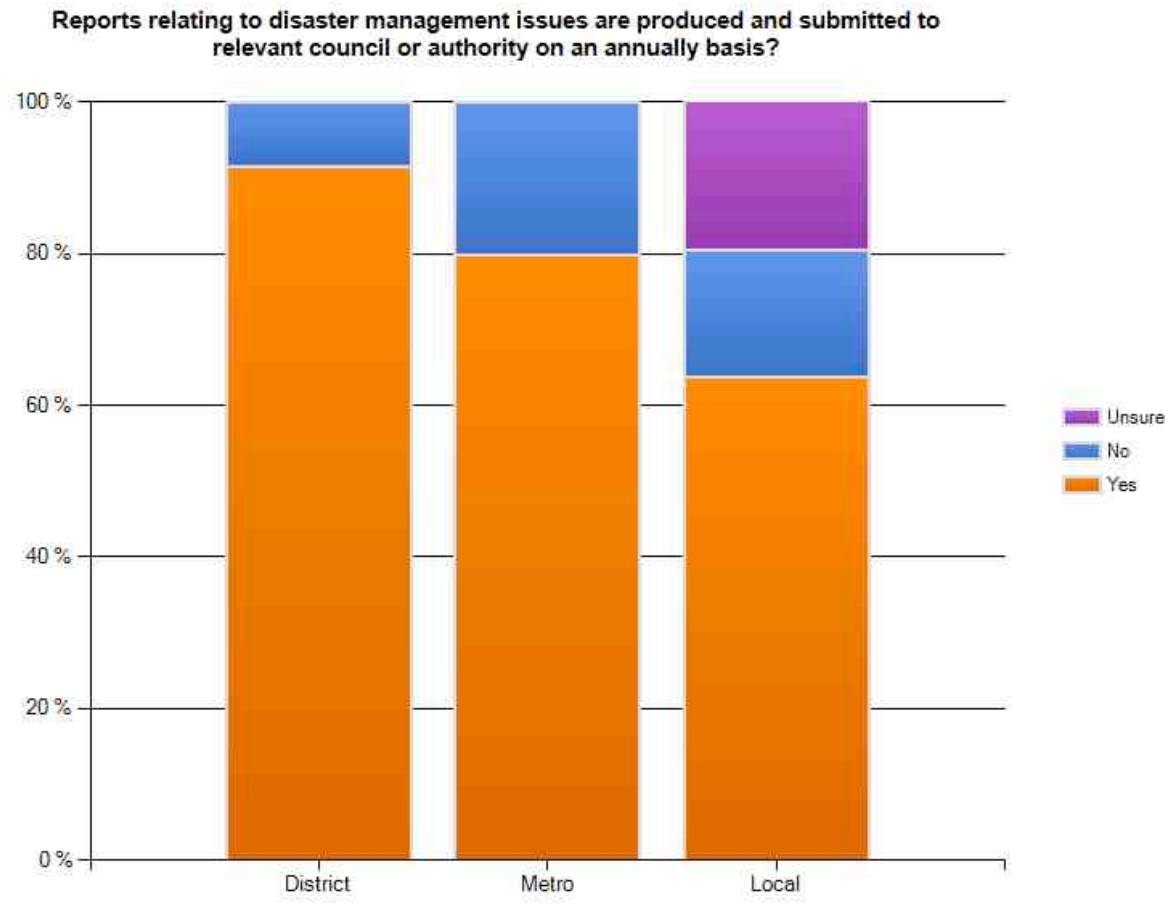
Figure 27: Provincial perceptions on local government disaster risk management reporting



The majority of respondents (71.7%) supported the fact that disaster risk management issues were documented in reports submitted to council or authority on an annual basis. A portion comprising of 13.2% of participants revealed that they were unsure if disaster risk management issues are reported. A further 15.1% acknowledged that they do not produce and submit reports to authority of relevant council. Data from provincial level presented similar statistics wherein participants felt 83.3% of municipalities produced and submitted reports whereas 16.7% of

municipalities failed to submit reports. This challenges the accountability and transparency of these localities when data is not produced to summarise the activities and actions taken in the field of disaster risk management. By ensuring that adequate documentation is made, it also allows for the reinforcement of good governance practices and provides a basis for communicating activities to other sections of local government.

Figure 28: Reporting by local government on disaster risk management



5.2 Implementation of legal frameworks

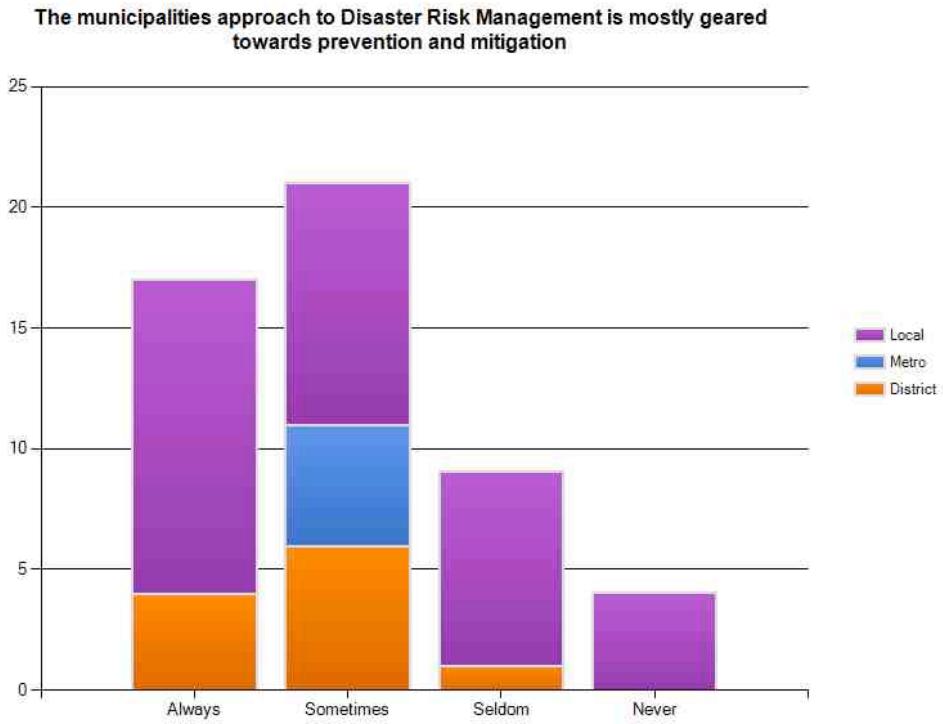
The following sections will focus on describing how Disaster Risk Management structures at local government level are progressing in implementing the mandates described by the Disaster Management Act.

5.2.1 Orientation to disaster risk management

The Disaster Management Act has an explicit risk reduction focus, with an emphasis on prevention and mitigation activities. All disaster risk management structures on all levels of government should therefore move away from a response orientation towards disasters and adopt a prevention and mitigation orientation in order to adhere to legislative requirements.

Worrisome responses acknowledge that 7.8% of municipalities never address prevention and mitigation without their disaster risk management mandate. Provincial responses support that 16.7% felt that prevention and mitigation were seldom the approach to disaster risk management. Based on the growing costs and devastation associated with disasters, it is recognised that prevention is a more worthy and cost-effective measure than response and recovery as supported by international conventions and frameworks such as the Hyogo Framework for Action (HFA) (UNISDR, 2005). The HFA supports and promotes the need to make disaster risk reduction a priority through preparation for action, understanding and awareness and the knowledge and ability to take action against that risk (UNISDR, 2005). The lack of focus in the area of prevention and mitigation has the potential to not only to put the lives of citizens at risk but also to undermine the roots of development particularly within already vulnerability communities (UNISDR, 2005). A very limited 33.3% of the surveyed population from both the local and provincial levels acknowledged that prevention and mitigation are a constant focus of their disaster risk management agenda.

Figure 29: Prevention and mitigation focus in municipalities



Specific areas of concern are the Western Cape, Limpopo, North-West and the Northern Cape Provinces. The low adherence to this specific legal requirement can be put down to the fact that the staff that usually work within disaster risk management structures are usually former or current firemen, police or emergency medical services (EMS) personnel. All of these professions are response orientated, and the appointed staff often applies their naturally inclined response orientation to their new function as "Disaster Risk Managers". Training could foster a move away from the prevailing response orientation still evident at all levels of local government. Newly appointed staff must be properly trained or retrained with regards to the importance of Disaster Risk Reduction.

Based on the growing costs and devastation associated with disasters, it is recognised that prevention is a more worthy and cost-effective measure than response and recovery as supported by international conventions and frameworks such as the Hyogo Framework for Action (HFA) (UNISDR, 2005). The HFA supports and promotes the need to make disaster risk reduction a priority through preparation for action, understanding and awareness and the knowledge and ability to take action against that risk (UNISDR, 2005). The lack of focus in the area of prevention and mitigation has the potential to not only put the lives of citizens at risk but also to undermine the roots of development particularly within already vulnerability communities (UNISDR, 2005).

5.2.2 Knowledge of legislation

An intimate knowledge of the DMA and NDMF is needed by all disaster risk management practitioners in order to ensure that the function is carried out effectively on all levels of government.

Less than half of the respondents (48.0%) were positively (combined total agreement and general agreement responses) in support of the fact that all staff members possessed adequate knowledge regarding national legal frameworks and policy documents. A subsequent 42% of local government respondents (combined total of those responses indicating strongly disagree and disagree) did not strongly and generally support that their staff members had sufficient knowledge regarding the DMA and NDMF. Comparatively provincial based responses of just over half of the participants (66.7%) indicated that their local disaster management officials possess adequate knowledge regarding legal frameworks and policies. It is apparent that provincial participants are far more confident regarding the skills possessed by the local government worker than the actual workers themselves.

The impact of the lack of legislative knowledge is clearly visible in the sections to follow, and illustrates that without a working knowledge of legislation, both local and district level disaster risk management find it hard to render proper services to their communities.

Table 9: Enough knowledge of disaster risk management policy and legislation

	Type of municipality			
	District	**Metro**	**Local**	**Response Totals**
Totally Agree	0.0%	0.0%	8.8%	6.0%
Agree	**58.3%**	**75.0%**	32.4%	**42.0%**
Not Sure	8.3%	25.0%	8.8%	10.0%
Disagree	33.3%	0.0%	**38.2%**	34.0%
Totally Disagree	0.0%	0.0%	11.8%	8.0%

In the works of Pelling and Wisner (2009:45) citing Simone (2002) it has been revealed and revered that in many African scenarios *"local government lack the skills and organizational and economic capacity to fully meet even its core tasks."* The findings of the survey reinforce this statement by highlighting the perceived limitations faced by local government regarding the

implementation of disaster risk management in a South African context. Limited capacity and resources and knowledge undermine in many localities the ability of staff to carry out the necessary day-to-day functions associated with disaster risk reduction particularly in regard to activities with regard to prevention and mitigation.

5.2.3 Procedures followed to establish Disaster Risk Management Centres

With regards to the procedures being followed to set up Disaster Risk Management Centres (DRMCs), both metro and district municipalities seem to have adhered to the necessary procedures. A combined total of 73% of districts and a 100% of metros agreed or totally agreed that the right procedures had been followed. It is at local municipality level, where problems arise due to the lack of knowledge of the legislative frameworks. Of local municipality respondents only 37% could indicate that they agree that the right procedures where followed, whilst a combined total of 46% indicated that they were either not sure or disagreed/completely disagreed that the right procedures were followed. A combined total of 50% of provincial disaster risk management officials also state that they do not feel the right procedures were followed to set up local level disaster risk management centres. Specific areas of concern are the Northern Cape, Mpumalanga, Limpopo North-West and Free State Provinces. This might explain why so many local municipal institutional arrangements are not functioning as they should.

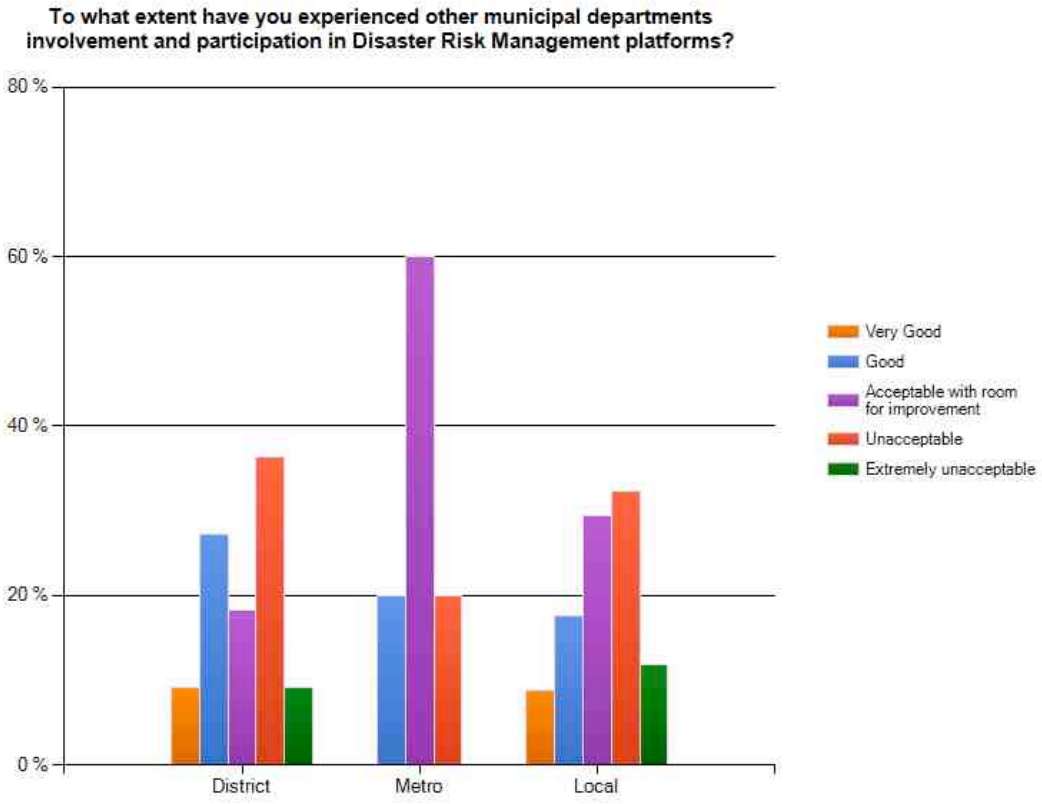
Table 10: All procedures required by legislation have been followed in order to set up the Disaster Risk Management Centre.

	Type of municipality			
	District	**Metro**	**Local**	**Response Totals**
Totally Agree	18.2%	40.0%	13.3%	17.4%
Agree	**54.5%**	**60.0%**	**26.7%**	**37.0%**
Not Sure	9.1%	0.0%	16.7%	13.0%
Disagree	9.1%	0.0%	**26.7%**	19.6%
Totally Disagree	9.1%	0.0%	16.7%	13.0%

5.2.4 Involvement of government departments

Due to the complex nature of disaster risk, the DMA calls for an integrated approach to be followed. This is to be achieved by different government departments working in unison on all tiers of government. In this crucial department of cooperation all local level participants indicate a low level of participation and involvement from other government departments.

Figure 30: Municipality departmental involvement in disaster risk management

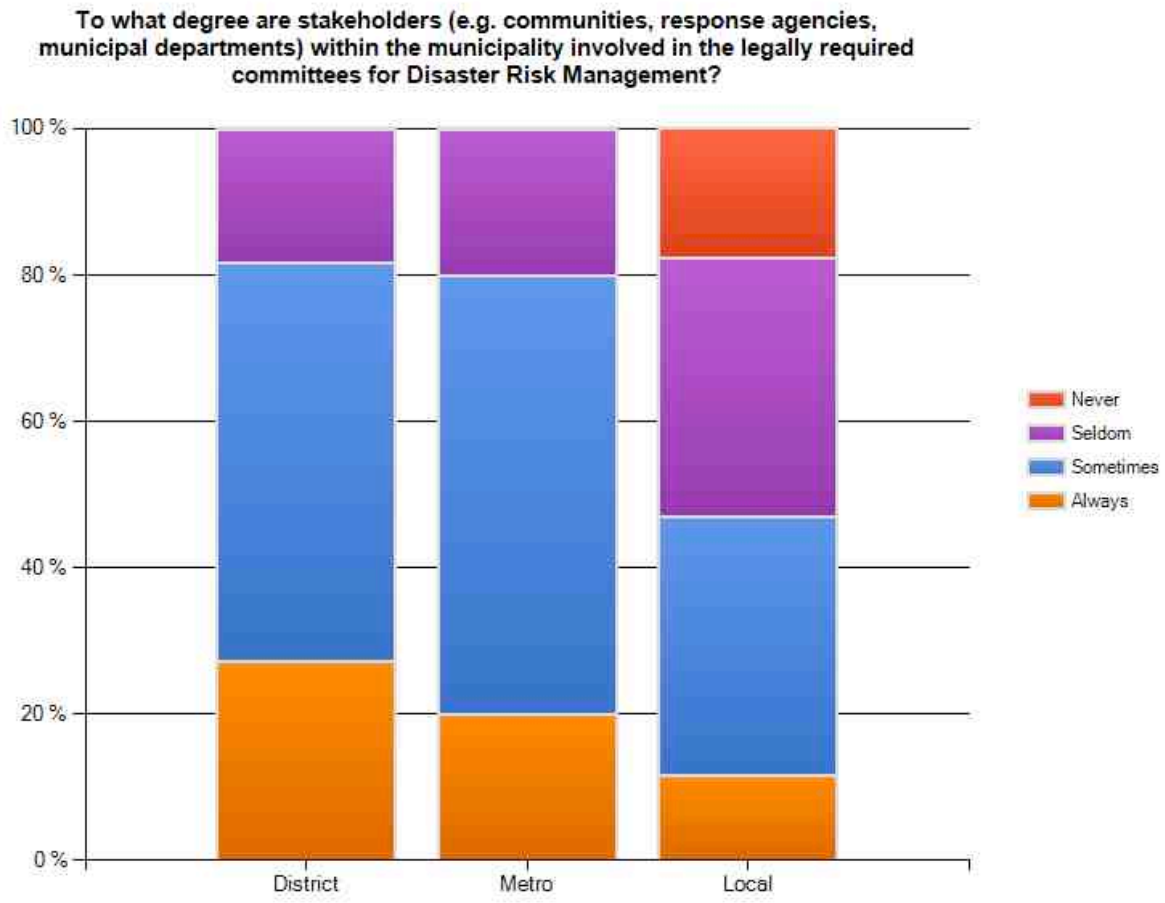


A combined total of 46% of district and 44.2 % of local municipalities indicated that the involvement of other departments is currently either unacceptable or extremely unacceptable. A large number of participants also indicated that they feel that the current involvement of other departments is acceptable with room for improvement. Accordingly 18,2% of districts, 60% of metros and 29.4% of local municipalities shared the aforementioned sentiment. Sixty-seven percent (67%) of provincial disaster risk management officials also indicated that the current situation needs some improvement. All nine provinces need urgent intervention with regard to this aspect. With the above mentioned in mind it is fair to argue that local level disaster risk management structures cannot deliver on their legislative mandates, because both the financial and resources burden are too heavy to bear alone.

5.2.5 Involvement of stakeholders (communities, response agencies, municipal departments)

The negative trend from the previous question continues when respondents were asked whether key stakeholders (communities, response agencies, municipal departments) are involved in the committees proposed by legislation. Only 27% of districts, 20% of metros and 12% of local municipalities indicated that they stakeholders are always involved in committees. In most other instances, 55%, 60% and 35% of respondents indicated that the stakeholders are only sometimes involved in the necessary committees. Sixty-seven percent (67%) of Provincial Disaster Management officials also confirmed that key stakeholders are only sometimes involved. Without the constant involvement of key stakeholders such as communities, response agencies and other municipal departments on disaster risk management committees, a clear picture cannot be attained regarding the disaster risk profile of a specific area.

Figure 31: Outside stakeholder involvement in disaster risk management



Specific areas of concern are the Northern Cape, Mpumalanga, Limpopo North-West, Gauteng, Kwa-Zulu Natal and Free State Provinces. This lack of a holistic picture leads to inadequate prevention and response plans to be formulated on all tiers of local government.

5.2.6 Cooperation with provincial and national government

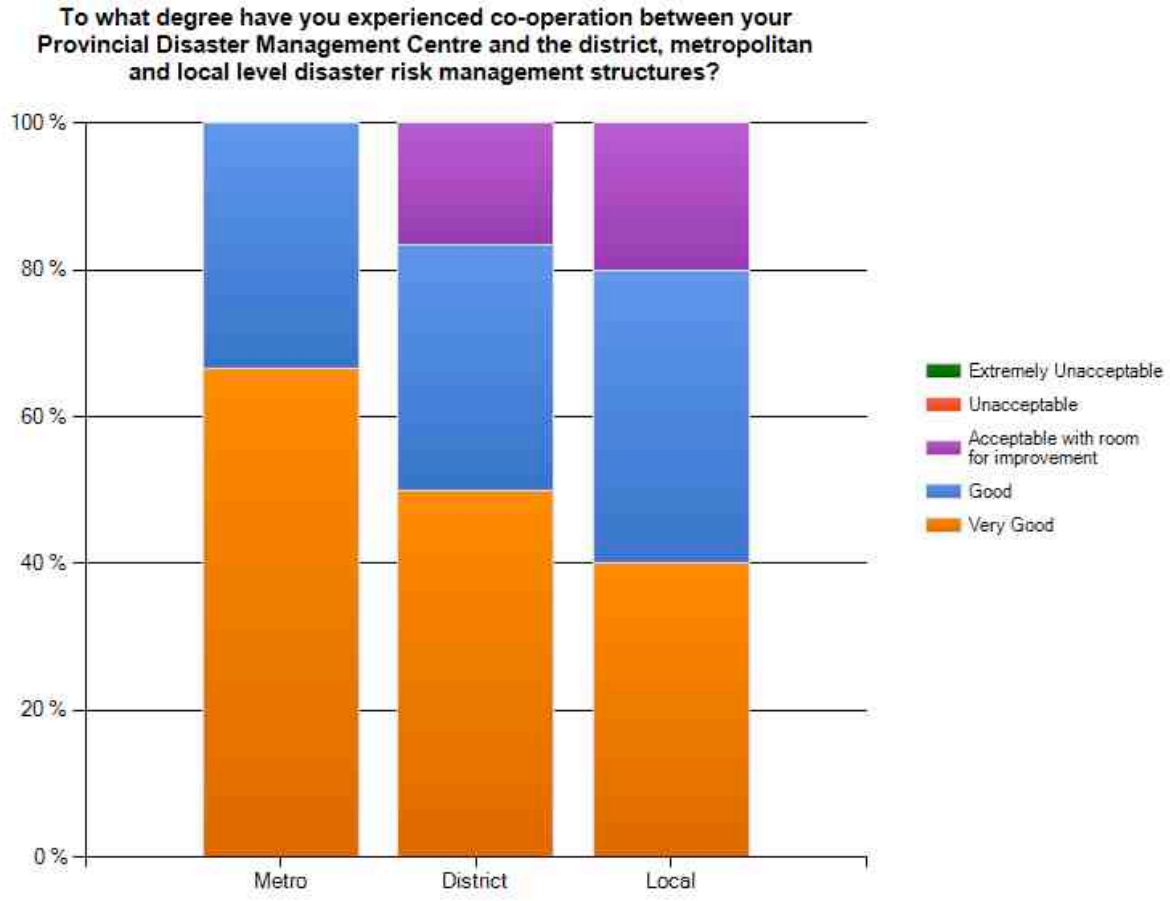
Apart from cooperating with other municipal departments within their area of jurisdiction, the cooperation with national and provincial government is also crucially important in order to ensure that the disaster risk management function is carried out effectively.

Table 11: ***Extent to which co-operation is experienced between municipalities and disaster risk management structures at provincial and national level***

		Type of municipality		
		District	**Metro**	**Local**
Provincial	Very Good	36.4%	0.0%	20.0%
	Good	**36.4%**	**40.0%**	**28.6%**
	Acceptable with room for improvement	18.2%	**40.0%**	34.3%
	Unacceptable	9.1%	20.0%	17.1%
	Extremely unacceptable	0.0%	0.0%	0.0%
		11	**5**	**35**
		District	**Metro**	**Local**
National	Very Good	10.0%	0.0%	11.1%
	Good	30.0%	40.0%	25.9%
	Acceptable with room for improvement	**40.0%**	**40.0%**	**33.3%**
	Unacceptable	10.0%	20.0%	25.9%
	Extremely unacceptable	10.0%	0.0%	3.7%
		10	**5**	**27**

The relationship between districts and provincial government seem to be very healthy, with a combined total of 73% of districts indicating that they have either a good or very good level of cooperation with provincial government. Similarly provincial disaster risk management centres show high to very high instances of good cooperation with their local, district and metro municipalities.

Figure 32: Cooperation between provincial and local government on disaster risk management (Provincial views)



With regards to their relationship with the National Disaster Management Centre the situation look less optimistic. Only 40% of district participants indicated that they have a good or very good level of co-operation with the National Disaster Management Centre (NDMC). An additional 40% of respondents felt that the level of cooperation is satisfactory with room for improvement. Specific problem areas are Limpopo, Mpumalanga, North-West, Free State and Kwa-Zulu Natal. Mechanisms should be put in place or improved to bring about a positive change in the level of co-operation between national and district disaster management.

The relationship between metropolitan municipalities and provincial government is not as perfect as the relationship discussed above. In the case of metro's, 40% indicated that they have good level of cooperation with the provincial government, whilst another 40% indicated that they are satisfied with the current situation but that there is room for improvement. Specific problem areas are Limpopo, Mpumalanga, North-West, Northern Cape, Free State and Kwa-Zulu Natal. The same

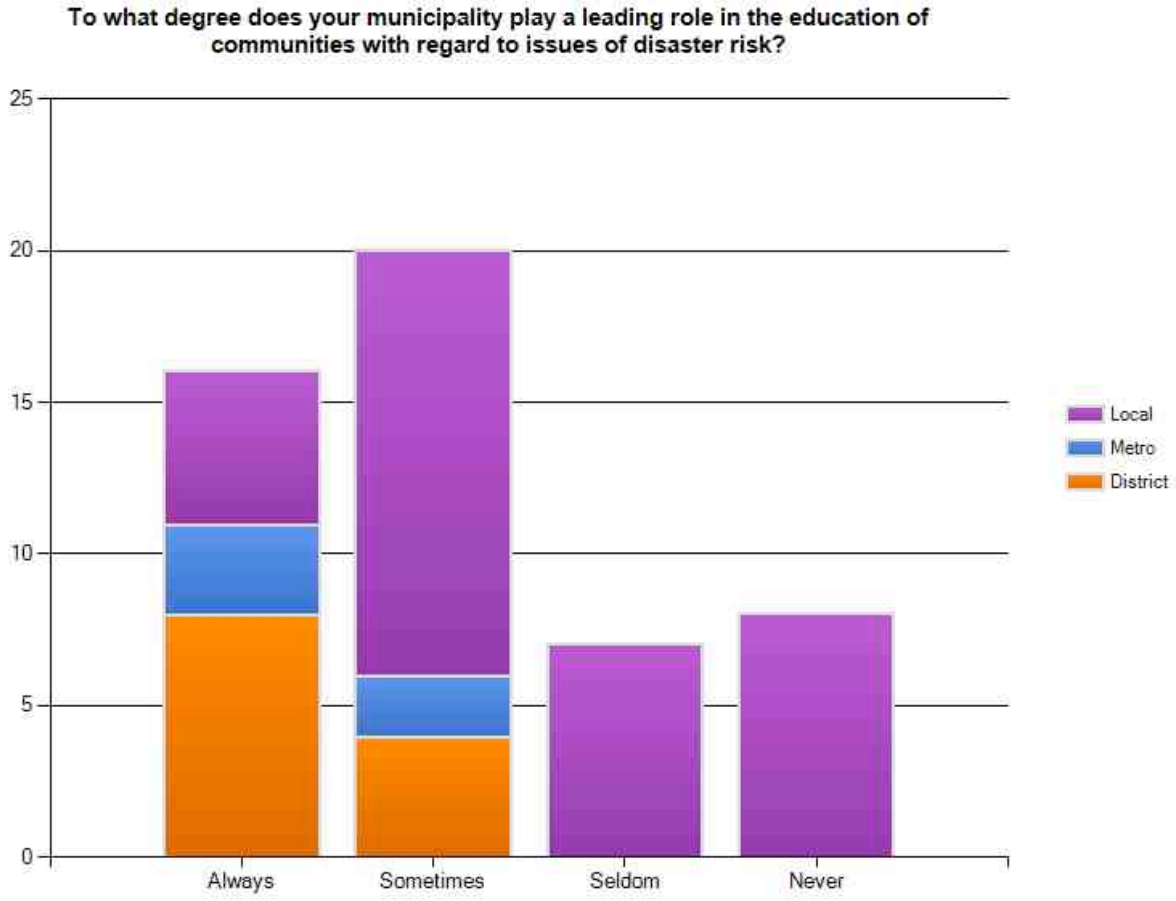
40-40% split applies to metro's relationship with national disaster management. In this case mechanisms should be put in place or improved (e.g. Provincial Disaster Risk Management Advisory Forum) to bring about a positive change in the level of co-operation between national and metropolitan disaster management, and metropolitan and provincial disaster management.

A combined total of 49% of local municipalities indicated that their relationship with provincial government is either good or very good. So although the relationship is not completely dysfunctional there are still 51% of participants that want this relationship to be improved. The level of cooperation between local and national disaster risk management also needs some improvement. Thirty-three percent (33.3%) of participants voiced this sentiment and a further 26% felt that their current level of cooperation with national disaster management is unacceptable. Specific problem areas are Limpopo, Mpumalanga, North-West, Northern Cape, Free State and Kwa-Zulu Natal. Thus there is a need to improve the relationship between the highest level of disaster management, the NDMC, and those local disaster risk management structures closest to the community.

5.2.7 Education and education projects in Disaster Risk

The DMA also places a considerable emphasis on providing education to communities with regard to issues of disaster risk. As a result of their close proximity to communities, local government disaster risk management should be at the forefront of providing adequate education on disaster risk issues to communities. In this regard 67% of district and 60% of metropolitan municipality participants indicated that their municipality always plays a leading role when it comes to educating communities. Significant progress has thus been made on these two tiers of local government with regards to education in disaster risk, but there is also room for improvement. An impressive 92% of District municipalities also indicated that they totally agree or agree that their municipality cooperates with local municipalities to provide education projects in communities relating to disaster issues.

Figure 33: Extent to which municipalities play a leading role in the education of communities with regard to disaster risk issues



Sixty percent (60%) of local municipality respondents shared the same sentiment with regards to cooperating with their district. These positive figures are overshadowed though by the less favourable results from local municipalities. Only 15% of local municipalities are always involved in providing education to communities on disaster risk issues. A large number, (41%) of respondents indicated that local municipalities are only sometimes involved in educating communities. Specific problem areas are Limpopo, Mpumalanga, North-West, Northern Cape, Free State and Kwa-Zulu Natal. These figures might indicate that local municipalities feel that the education mandate set out in the Act, is only applicable to district municipalities. Funding problems might also be behind this lack of involvement by local municipalities.

5.2.8 Formal and informal disaster risk management projects

Disaster risk management centres and structures are also required to initiate formal disaster risk management projects to help reduce the risk faced by communities. Again district and metropolitan municipalities fare fairly well with 75% of districts and 80% of metros indicating that they have formal disaster risk management projects in place. This was confirmed by 80% of provincial disaster risk management officials. Only 23% of all local municipalities participating in the study confirmed that they have projects in place. The remaining 77% indicated that either they have no projects (49%) in place or they are unsure (29%).

Table 12: Extent to which formal disaster management projects have been established within municipalities

	Type of municipality			
	District	Metro	Local	Response Totals
Yes	**75.0%**	**80.0%**	22.9%	40.4%
No	16.7%	20.0%	**48.6%**	38.5%
Unsure	8.3%	0.0%	28.6%	21.2%

Specific problem areas are Limpopo, Mpumalanga, Northern Cape, Free State and Kwa-Zulu Natal. In light of the previous section on the level of involvement in education of communities, the current statistics just reaffirm that very little is being done by local municipalities to promote disaster risk issues in communities. As a consequence communities at local municipality level are extremely vulnerable to disasters.

Table 13: Extent to which informal disaster management projects have been established within municipalities

	Type of municipality			
	District	Metro	Local	Response Totals
Yes	16.7%	**60.0%**	11.4%	17.3%
No	**75.0%**	40.0%	**68.6%**	67.3%
Unsure	8.3%	0.0%	20.0%	15.4%

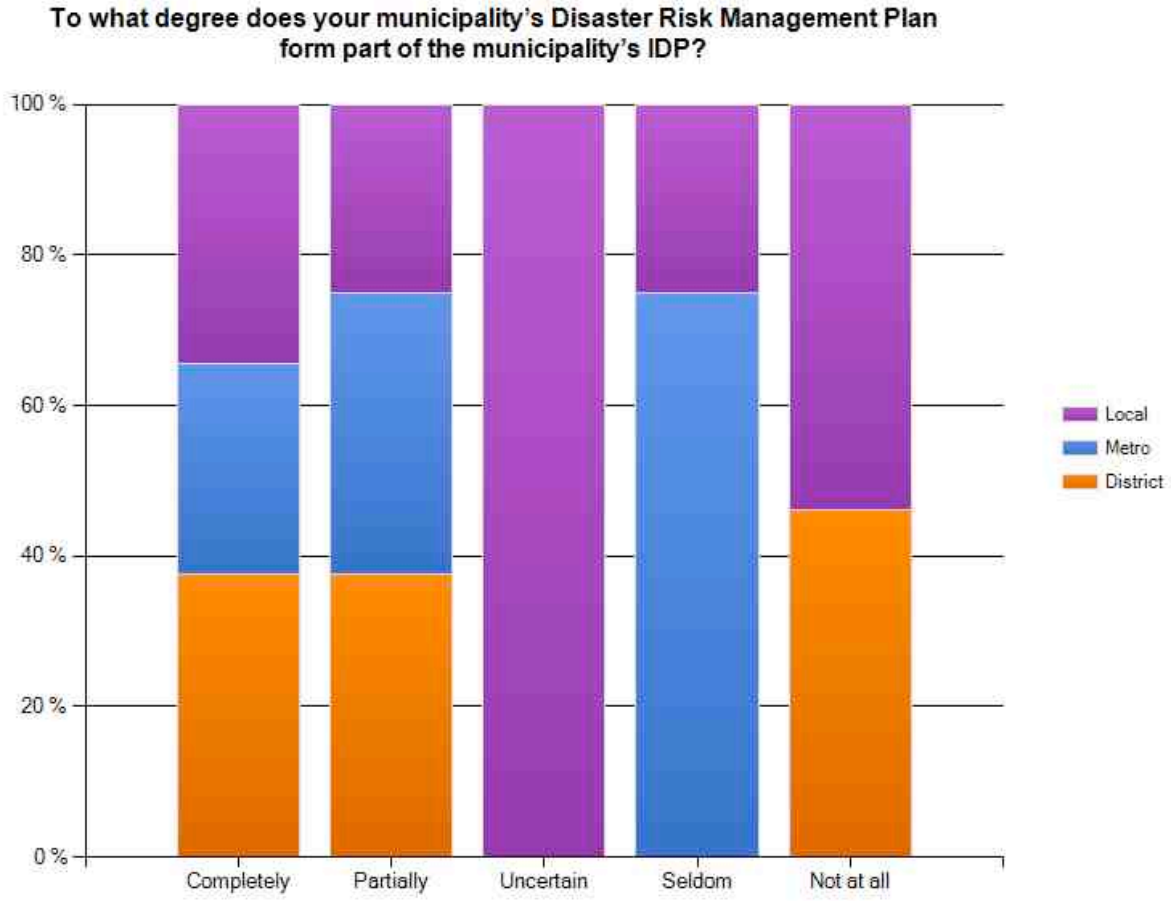
With regard to informal projects, in other words, those projects spontaneously set up by the community; the picture looks less favourable than with formal projects. Seventy-five percent (75%) of districts and 69% of local municipalities indicated that there are no informal projects in

their communities relating to disaster risk issues. Forty percent (40%) of all metropolitan participants also indicated that they have no informal projects in their areas. Specific problem areas are Limpopo, Mpumalanga, Free State and Kwa-Zulu Natal. A possible reason for this situation could be that the current education or formal projects do not emphasise the magnitude of the risk communities face or the importance of disaster reduction in so far as to generate sufficient interest for the subject within their communities. Thus it is important that future disaster risk education and formal risk reduction projects be formulated in such a way that a sense of activism is generated toward disaster risk issues within communities. This assumption is reinforced by the results relating to the monitoring mechanisms in place to measure the progress of these formal and informal projects. Only 50% of districts, 60% of metropolitan municipalities and 29% of local municipalities indicated that they have partial monitoring mechanisms in place. Partial monitoring systems are not enough to get a holistic picture on the progress of any project. Systems need to be improved on all levels of local government to ensure that the target audience is not only adequately informed about disaster risk, but also actually inspire communities to implement their own risk reduction projects. All nine provinces should improve their monitoring systems.

5.2.9 Disaster Risk Management Plan and IDP

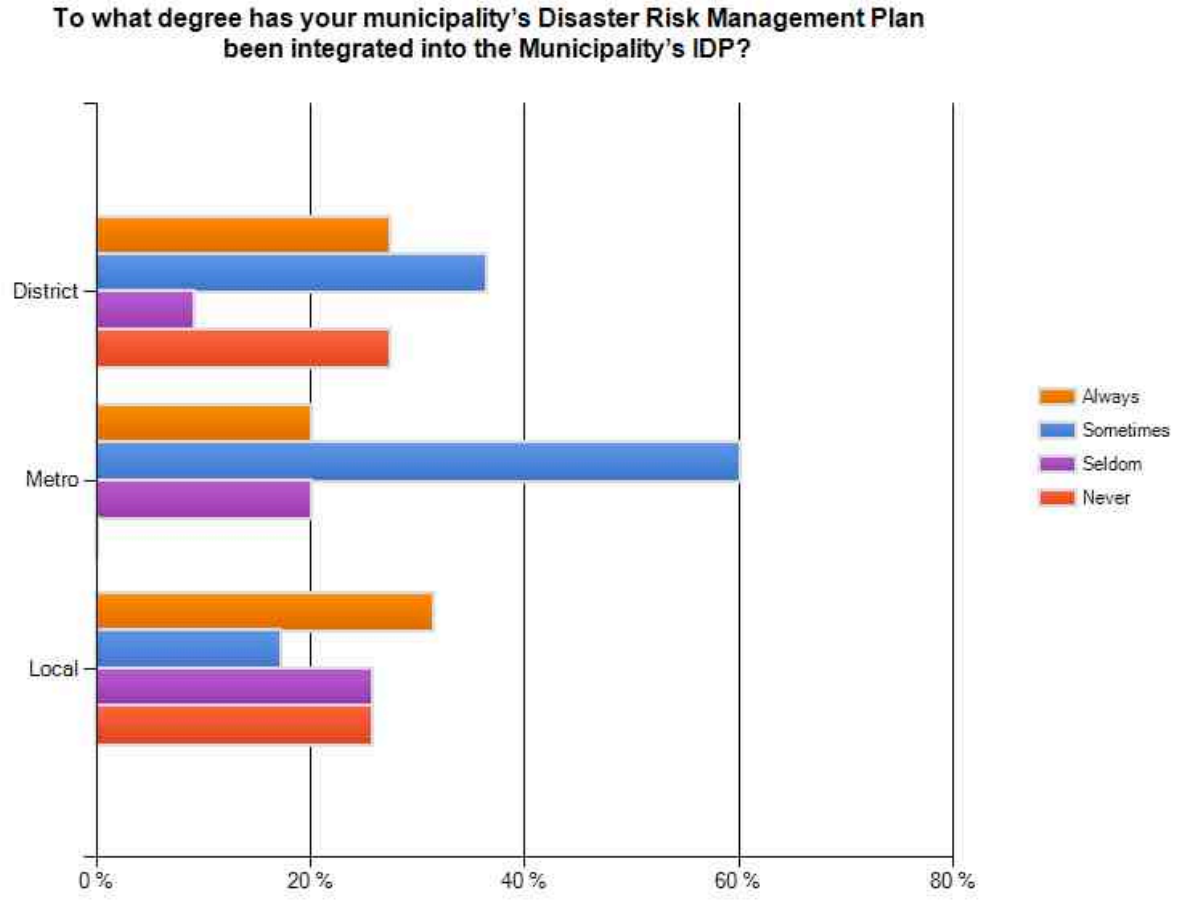
The Act states that disaster management plans are to be incorporated into the existing IDP processes of municipalities. The aim of this is to ensure that all development projects are safe and sustainable. Participants on all tiers of local government indicated that disaster risk management plans are usually either completely or partially part of the municipal IDP.

Figure 34: Disaster Risk Management Plan form part of the municipality's IDP



The combined scores for district municipalities was 83% (partially=50%, completely=33%), metropolitan municipalities was 75% (partially=50%, completely=25%) and local municipalities 64% (partially=33%, completely=31%). Although these scores are good, they should be viewed in the light of the question that follows, relating to the actual integration into the IDP. It is in this area where the above-mentioned numbers loose their lustre.

Figure 35: Disaster Risk Management Plan has been integrated into the municipality's IDP



Only 36% of districts, 60% of metros and 17% of local municipalities actually integrate their disaster management plans into their IDP and even in these circumstances is it described as only being done occasionally by respondents. A plan that is integrated into to the IDP stands a better chance to be implemented, and the current lack of integration into the IDP explains why disaster risk reduction does not yet form a serious part of development initiatives at local municipal level. All nine (9) provinces should improve the integration of their disaster risk management plans with existing IDP processes, in light of the fact that all provinces experienced a severe deficiency in this area.

5.3 Division of roles and responsibilities between the provincial governments, district, metropolitan and local municipalities

5.3.1 Level of involvement in disaster risk management by other role - players

A mere 7,7% of local municipalities have indicated that they are satisfied with the level of involvement in disaster risk management by other role-players in their municipalities. Forty-two (42%) of responding local municipalities have expressed partial satisfaction, which means that a large percentage of respondents are still not satisfied with the level of involvement in disaster risk management by other role-players in their municipalities. Two alarming figures are that 25% of local municipalities that are unsatisfied and almost 20% (19%) of local municipalities that experience involvement of other role-players in disaster risk management rank the involvement as very unsatisfactory.

Table 14: Level of involvement in disaster risk management by other role-players in municipalities

	Type of municipality			
	District	Metro	Local	Response Totals
Very satisfied	0.0%	0.0%	8.6%	5.8%
Satisfied	8.3%	20.0%	5.7%	7.7%
Partial satisfaction	**41.7%**	**80.0%**	**37.1%**	42.3%
Unsatisfactory	33.3%	0.0%	25.7%	25.0%
Very unsatisfactory	16.7%	0.0%	22.9%	19.2%

Some of the reasons for the dissatisfaction with the level of involvement of role-players in local municipalities are highlighted below as gathered from the qualitative input by respondents within local municipalities:

5.3.1.1 Unclear roles/responsibilities

Some departments at local municipal level still view disaster management as the National Disaster Management Centre's responsibility. Cooperation and formal response to primary and secondary roles within disaster risk management at local level are limited. Although disaster management

should be everyone's business, many departments view disaster management as only the disaster management department's responsibility. Local municipalities indicate that disaster risk management is not a priority for other departments at local level and these departments constantly need to be reminded of their role in disaster risk management.

The function of disaster management is not clearly understood at local municipal level, which makes it difficult to be prioritized as a function at municipal level. The function of disaster management is often only seen to be that of response to incidents or disaster at local level. Additionally, people in various departments at local municipalities do not understand their respective roles/responsibilities when it comes to disaster management.

5.3.1.2 Financial issues

As indicated by respondents within local municipalities there is a lack of commitment to the budget and the IDP. There exists a lack of financial commitment when it comes to disaster risk management at local municipal level. Furthermore, there is a poor level of involvement of stakeholders when it comes to budgeting and planning and even compliance to the NDMF and the DMA. These mentioned financial constraints are challenging and when there are cases of non-compliance there are no consequences or legal ramifications that these individuals or departments can expect to face. A specific example that stood out from the qualitative input was the following: *"During the xenophobic attacks our Municipal Manager approved an area to be used for accommodation for victims for which the financial support came from him personally as Municipal Manager."* This indicates poor management of allocated disaster risk management funds and resources, reflects poor planning when it comes to responding to disaster risk situations or crises within the specific local municipality.

5.3.1.3 Distribution of resources

According to the qualitative input gathered at local municipal level, schools are very vulnerable in the district and are often negatively affected by disasters. The problem according to respondents is that the Department of Education is too decentralised and finds it difficult to coordinate its functions/responsibilities. Furthermore, the few role-players that are participating in disaster risk

management at local level lack the appropriate resources when it comes to their responsibilities. Many respondents also stated that they do not have a DMC within their local municipality. Finally many respondents indicated that some of the departments at local level do not participate effectively when it comes to providing mitigating items required by affected families during disaster risk situations.

5.3.1.4 Practitioners/departmental problems

Local municipalities indicated that in many areas there is no commitment by sector departments toward their responsibilities within disaster risk management. There is also often poor attendance by departments at IDP, or inter-governmental relations meetings as well as at disaster risk management forums arranged by disaster management.

Respondents further indicated that internal departments at the local municipal level do not cooperate when it comes to disaster risk management and that these departments do not support the initiatives/activities of disaster management. An example from respondents relating to cooperation, stated the following:

"We have requested reports from a variety of departments involved in a Joint Operating Centre earlier this year and we are still waiting for the required information although this request was made months ago."

This reflects the lack of cooperation that many respondents have referred to and without department input it becomes very difficult for disaster risk management to initiate informed decision-making and develop relevant risk reduction plans/strategies. Other departments at local municipalities need to understand the problems created when they do not deliver the required input to disaster management.

5.3.1.5 Management/communication structures

Various local municipalities indicated that there has been no formal disaster management structure set up in their municipalities and that in some cases there has been no advisory forum established as yet. Respondents also cited the lack of consultation with stakeholders and important role-players, such as critical response agencies in the district as factors, which made it difficult to successfully function as disaster management.

Here the problem experienced within a specific local municipality is highlighted to indicate the issue of disaster management within a top-down structure: *"In our municipality the disaster management function belongs to the district and they engage with us only when there is a need from their side."* This indicates that municipalities in these situations only receive information or are communicated with only when the district has the need to convey information to local municipalities. Some respondents at local level highlighted minimal political buy-in as one of the major issues when it comes to the issue of disaster management and the related responsibilities.

Other municipalities highlighted the following issue within management of responsibilities at local level as being a main contributor to the lack of involvement: *"We (the local disaster management officials) only receive the requested information from the various departments once the district approaches them."* This emphasises the importance of local buy-in when it comes to disaster management and highlights the issue that some role-players do not see the requests made by local disaster management as important or legitimate.

The final issue relating to the management of roles and responsibilities of role-players as stated by the respondents is the lack of sustainability when it comes to disaster management and the fact that there is no transparency. Without transparency role-players and disaster management officials alike feel that they are not aware of the activities within disaster management, which increases their feelings of insignificance.

Although the following positive aspects that are highlighted from the qualitative input, it might seem to be very insignificant compared to the level of dissatisfaction or partial satisfaction indicated by the majority of local municipalities. It remains necessary to understand those aspects

that are working when it comes to involvement of other role-players within disaster management at local municipal level. These aspects will now be discussed:

In a number of local municipalities the roles and responsibilities of all role-players are included in the Corporate Disaster Management Plan as well as the DMA for minor/major incidents. These roles and responsibilities are being workshopped with the role-players on a regular basis and these plans are also updated on a quarterly basis.

Other disaster management officials indicated that there are sub-committees dealing with various issues, reporting to the Advisory Forum within their municipality. Local municipalities stated that the Municipal Manager and corporate services make the necessary inputs when it comes to disaster risk management. Other municipalities indicated that in their local municipalities most government and non-governmental organisations responded positively during recent incidents. Furthermore, other local disaster management officials expressed that disaster management is involved mostly in all the initiated projects within their municipalities and where other departments are uncertain about issues relating to disaster management, they consult disaster management.

One local municipality highlighted the following success as a main contributor when it comes to role-players understanding their roles/responsibilities: *"The completion of sectional contingency plans ensures that people understand their roles better within disaster management."* Sectional contingency plans provide a specific focus for people, which in turn enable them to know exactly what is expected of them in case of an emergency or disaster. It would be beneficial to divide the responsibilities into sections as people then share the load and assist each other in reaching their goals when it comes to disaster risk management.

At local level there is still much uncertainty as to the roles and responsibilities of role-players and departments alike. This issue needs to be taken seriously as less than 10% of local municipalities are satisfied with the level of involvement of role-players within disaster management. Attention is now given to those outcomes of the provincial research relating to the level of involvement of other role-players regarding disaster management.

At provincial level there is increased satisfaction when compared to local municipalities when specifically referring to the level of involvement in disaster risk management by other role-players. Fifty (50%) percent of provincial respondents indicated that they are partially satisfied and almost 35% (17% and 17% respectively) have expressed that they are satisfied and even very satisfied with the level of involvement of other role-players at provincial level. This is a positive reflection despite the fact that although 17% of the respondents have also indicated that the level of involvement by other role-players is unsatisfactory at provincial level.

Some of the main reasons for the dissatisfaction at provincial level are outlined in the qualitative inputs. According to many provincial respondents some role-players merely regard disaster management as an optional extra responsibility. This means that disaster management does not receive the attention it deserves as role-players may shift it to the bottom of their responsibilities due to other commitments. Some positive aspects came to light that could be the reason for improved satisfaction at provincial level when compared to local municipalities. Many Role-players at provincial level are members of the Provincial Disaster Management Advisory Forum and the District Disaster Management Advisory Forum, which form part of the Provincial Joint Operating Centre and the Venue Operating Centres. This means that at provincial level much more role-players are participating in disaster management decision-making and operational strategising than at local level where the attendance of the advisory forums was unsatisfactory.

Furthermore all invited stakeholders at provincial level attend the Provincial Disaster Management Forum, which reflected positively during the 2010 FIFA World Cup as they participated in the consultative processes and deployments. This involvement of role-players strengthens the provincial resource base and allows for increased understanding of responsibilities than when compared to the local municipalities where role-player involvement is poor. This lack of involvement at local level may be because many role-players at local level are already involved at the district level and attend the district advisory forum. These role-players may see it as unnecessary to attend both the district and provincial advisory forum and the local disaster management advisory forum as they have already provided input at provincial or district level. This however does make the local disaster management forum seem pointless, as role-players may prefer to attend the provincial advisory forum instead of attending more frequent local disaster management forums. Role-players may argue that they do not see the importance of

having two advisory forums, one at district or provincial level and one at local level. They fail to regard the importance of local action plans, local input and local disaster management.

Overall it appears that collaboration of various stakeholders and the level of role-players' involvement is slightly higher and more satisfactory at provincial level. The issues that seem to need to be addressed at local level as highlighted by the respondents are:

- unclear roles/responsibilities of role-players;
- financial issues;
- distribution of resources;
- practitioner/departmental problems; and
- management/communication structures and the functioning thereof.

Only once these issues have been addressed and there has been increased involvement at local municipality level by a variety of role-players will both provincial and local disaster management officials and practitioners start seeing improved results when it comes to involvement at all levels.

5.3.2 Definition of roles and responsibilities between various role players

Fifty-two percent (52%) of local municipalities have expressed that there is only partial clarity when it comes to the roles and responsibilities of various role-players within the municipality relating to disaster risk management. Only 12% of local municipalities stated that the roles and responsibilities are completely clear amongst the various role-players in the municipality relating to Disaster Risk Management.

Table 15: Extent to which there is a clear definition of roles and responsibilities between the various role-players in the municipality relating to disaster risk management

	Type of municipality			
	District	Metro	Local	Response Totals
Completely	8.3%	25.0%	11.8%	12.0%
Partially	**75.0%**	**75.0%**	**41.2%**	52.0%
Uncertain	8.3%	0.0%	14.7%	12.0%
Seldom	0.0%	0.0%	8.8%	6.0%
Not at all	8.3%	0.0%	23.5%	18.0%

Almost 20% of respondents stated that there is no definition of roles or responsibilities at all between the various role-players in the municipality relating to disaster risk management at local level. This means that many role-players do not know what is expected of them. When role-players do not know what is expected of them it becomes difficult for them to deliver constructive input or provide support at local level. The poor understanding of roles and responsibilities may be due to the lack of communication from provincial or district level, poor internal communication at local municipal level or even due to the lack of relevant and measurable disaster management objectives that need to guide role-players in their responsibilities.

At provincial level the outcomes of respondent input can be regarded as follows. Forty (40%) per cent of respondents at provincial level indicated that there is compete clarity relating to the definition of roles and responsibilities between the various role-players in the municipalities within the province relating to disaster risk management. This is a positive outcome compared to the mere 12% of local municipalities stating that the roles and responsibilities are completely clear. If there is such a high understanding of responsibilities at provincial level, improved communication structures may be able to improve the flow of information from provincial to local level. Another reason for the big difference in understanding amongst local and provincial role-players may be due to responsibilities not being defined clearly at provincial level for those role-players who are implementing these duties. Some form of communication control needs to be implemented at provincial level to ensure that the relevant information reaches the disaster management role-players at local level. The same control function needs to be instated at local level to ensure that responsibilities are adjusted to suit local level needs and is then communicated to the relevant role-players. A feedback mechanism should be designed which will allow local level role-players to voice uncertainty relating to responsibilities and implementing

tasks. This is a proactive way of dealing with communication issues as the responsibilities of both local and provincial disaster management role-players should be clarified before they need to respond to crises.

Furthermore the provincial respondents indicated that 60% of them feel the roles and responsibilities are only partially clear when it comes to the various role-players in the municipalities within the province relating to disaster risk management. This calls for improved frameworks that identify the roles of various role-players at both local and provincial level. Although it seems that some communication regarding responsibilities are taking place, it still is not effective as not all role-players understand their responsibilities or is completely aware of their roles.

This high percentage of partial clarity when it comes to roles and responsibilities surely filters through to the high level of partial clarity encountered regarding responsibilities at local municipalities. The overall view is that both at local and provincial level more than half of municipalities' role-players are only partially clear on their roles and responsibilities relating to disaster risk management. Roles of role-players need to be redefined and perhaps the type of role-players that are involved with disaster risk needs to be re-examined.

Some of the reasons for this partial clarification of roles and responsibilities as highlighted by the provincial respondents may be due to the respondents' feelings that the *"wrong people"* are appointed as role-players when it comes to disaster risk management. This can be addressed by either training the current role-players to improve their capacity or re-examining the type of role-players required at both local and provincial disaster management level. Proper training will also assist role-players in understanding their responsibilities and this in turn will improve their commitment towards their role.

Various role-players indicated that there is poor communication regarding roles and responsibilities of role-players. Poor communication as highlighted by the respondents may be from provincial level downward, at local municipal level and even internally amongst the various role-players. There may be poor channels of communication relating to infrastructure and accessibility of role-players. It could be the lack of attention given to role-players' roles, which

attributes to these individuals not understanding the importance of their input and responsibilities. Perhaps there is uncertainty regarding support from senior-staff, other departments and role-players. When role-players are uncertain, the likelihood of them not fulfilling their responsibilities increases. Role-players may have poor people skills or lack communication skills, which means that the necessary messages may not reach the relevant targets. The various role-players may lack the relevant skills when it comes to disaster risk management and may need specific training in order to understand their roles and responsibilities better. Role-players may not have true interest in disaster risk management, as they do not understand the impact or importance of disaster risk management at local level. The hierarchical structure of municipalities may contribute to the lack of understanding when it comes to the roles and responsibilities of role-players. The local municipality is responsible for implementing the strategies of provincial level, yet it is often not indicative of the actual local setting and needs. This may apply to funding as budgets are only provided at provincial or district level.

The above arguments also underscore the importance of a common understanding of disaster risk reduction in municipality councils. It would be wise for municipality councils to include issues of disaster risk reduction as a standing agenda point to council meetings. In such fashion disaster risk reduction can be addressed as a cross-sectoral issue and not be seen as an isolated task of the municipality.

5.3.3 Role of politicians in disaster risk management

At local municipal level it was found that only 4% (3,9%) of respondents feel that politicians understand their role in disaster risk management. This indicates that the problem of understanding roles and responsibilities already originates higher up than merely sprouting at local level. If the politicians do not understand their roles and responsibilities within disaster risk management they will not prioritise the function of disaster risk management which leads to even larger issues relating to funding, response and recovery. Twenty-eight percent (28%) of local respondents indicated that politicians only partially understand their role within disaster risk management.

Partial understanding indicates that there is lack of information, lack of skills or even poor support

for the roles and responsibilities of politicians within disaster risk management. Better understanding of the roles of politicians in disaster risk management can be gathered from the report by Van Riet and Diedericks (2009). This document reports of the optimal placement of disaster management centres in district, metropolitan municipality and provincial government structures

Figure 36: Perception by municipalities of the understanding by politicians of their role in disaster risk management

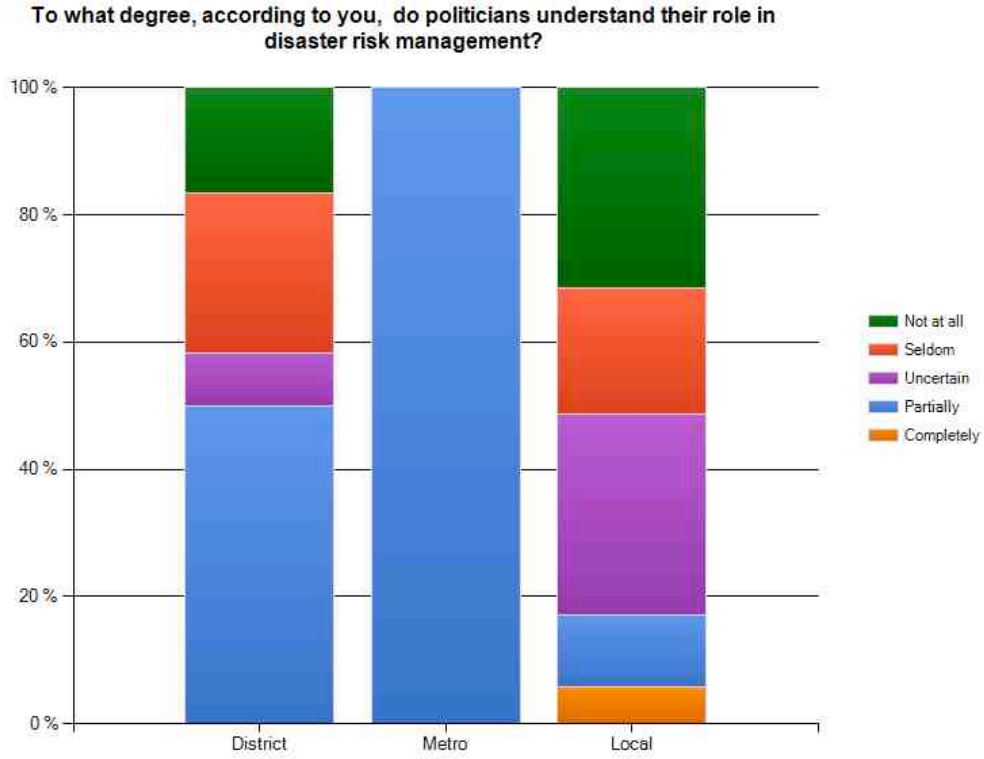
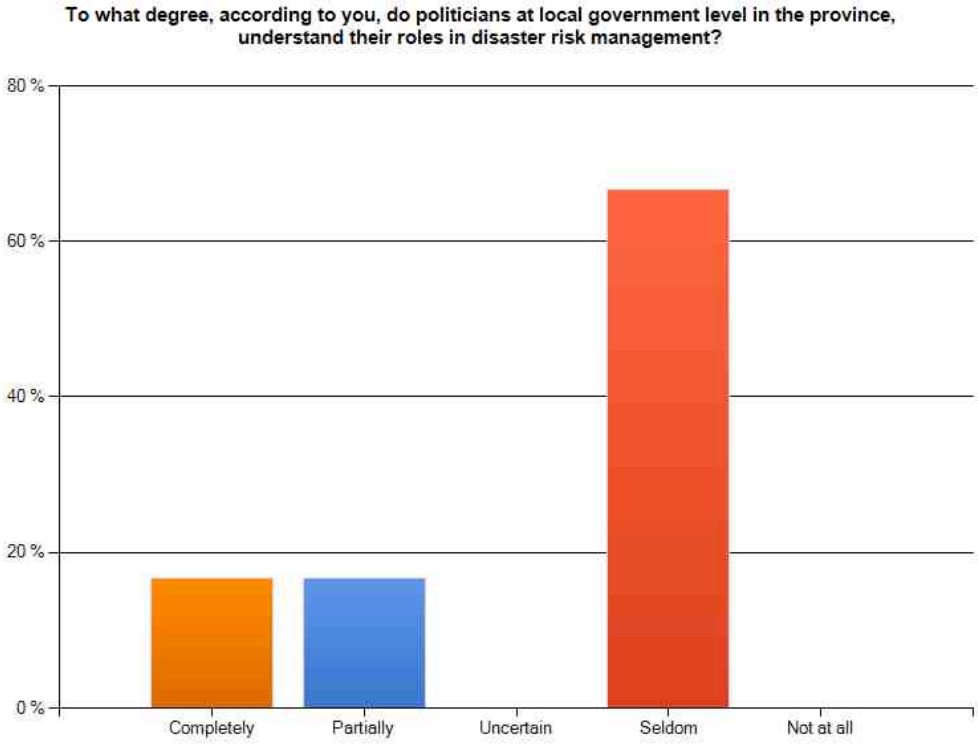


Figure 37: Perception by provinces of the understanding by politicians of their role in disaster risk management



According to local municipal respondents, a further 20% of politicians seldom understand their role within disaster risk management and 24% of politicians are uncertain of their role as politician within disaster risk management. This clearly shows that the current political situation at local level does not support or put enough emphasis on the importance of disaster risk management. The result that calls for the most attention is the fact that 26% of local municipalities feel that politicians do not understand their role in disaster risk management at all. When politicians do not understand their role within disaster risk management it means that disaster risk management cannot enjoy the prioritisation is deserves. Political buy-in is what ensures the correct channelling of funds and ensures the necessary assistance for disaster management officials when disaster strikes.

At provincial level the statistics indicate that 67% of politicians seldom understand their role in disaster risk management. This means that there already exists little understanding at provincial political level, which in turn filters through to local level. Provincial politicians are responsible for decision-making that directly influences the local municipalities working in disaster risk management. If these politicians fail to lend disaster risk management the necessary level of importance and their role within prioritising funds for disaster risk management the situation will not improve.

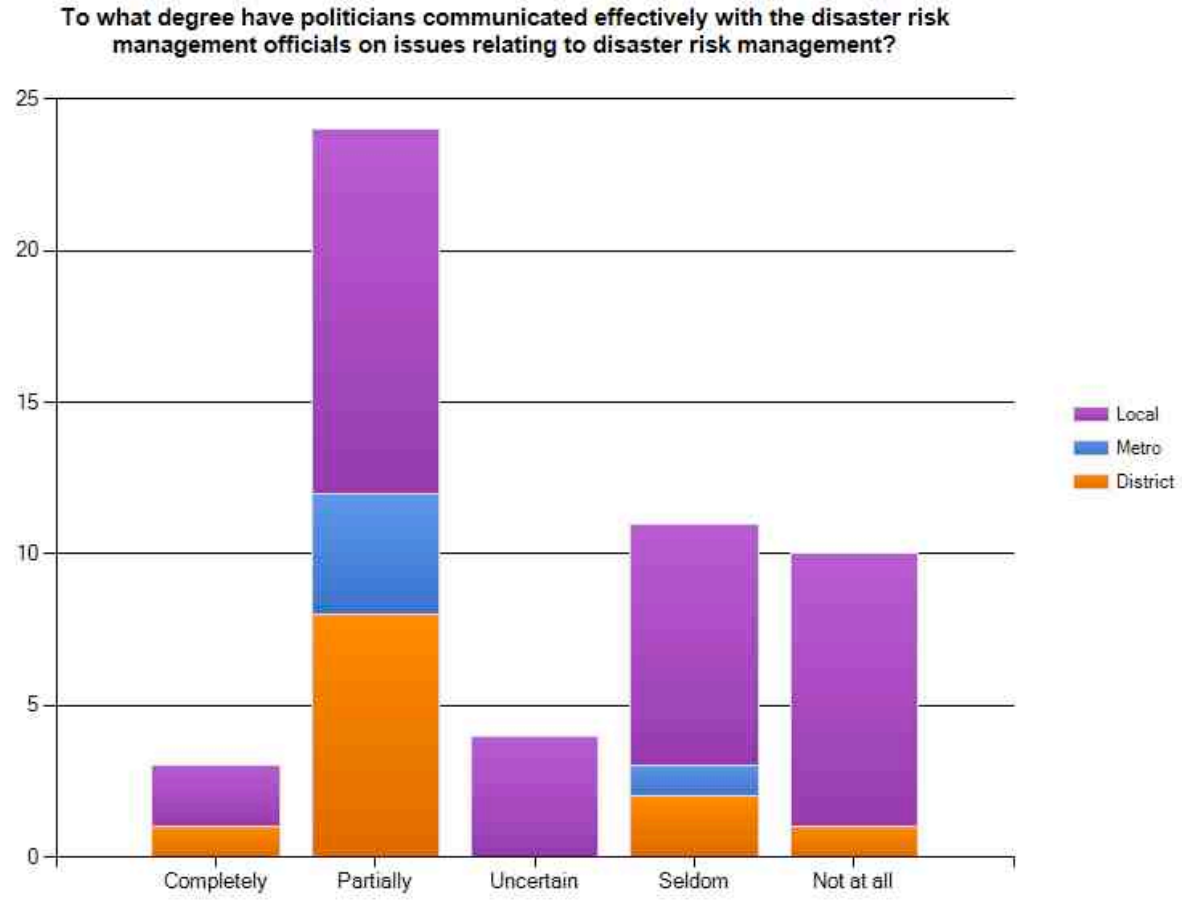
5.3.4 The extent to which politicians have communicated effectively with disaster risk management officials

Effective communication is the key to improved understanding when it comes to roles and responsibilities within disaster risk management and the main driver behind response and implementation of disaster risk management activities. At local municipal level a mere 6% of respondents have indicated that politicians effectively communicate with disaster management officials on issues relating to disaster risk management. Forty-six (46%) percent of local disaster risk management officials feel that politicians only partially communicate with them when it comes to disaster risk management issues. This indicates an absence of communication within a system that revolves around information and the provision of this information for crucial decision-making. Almost 20% (19.2%) of politicians do not communicate effectively with local disaster risk

management officials. If there is no communication how can any decisions be made effectively and how can one ensure that the necessary funds and resources reach the affected areas.

At provincial level the situation is slightly better as 33% of provincial disaster risk management officials indicated that politicians only partially communicate with disaster risk management officials when it comes to disaster risk management issues. Furthermore 50% of politicians seldom communicate with disaster risk management officials. How can decisions be made when there is seldom any input from politicians at provincial level? This calls for increased emphasis to be placed on the roles of politicians within disaster risk management and even that of other role-players within disaster management at both provincial and local level.

Figure 38: Extent to which politicians have communicated effectively with disaster risk management officials



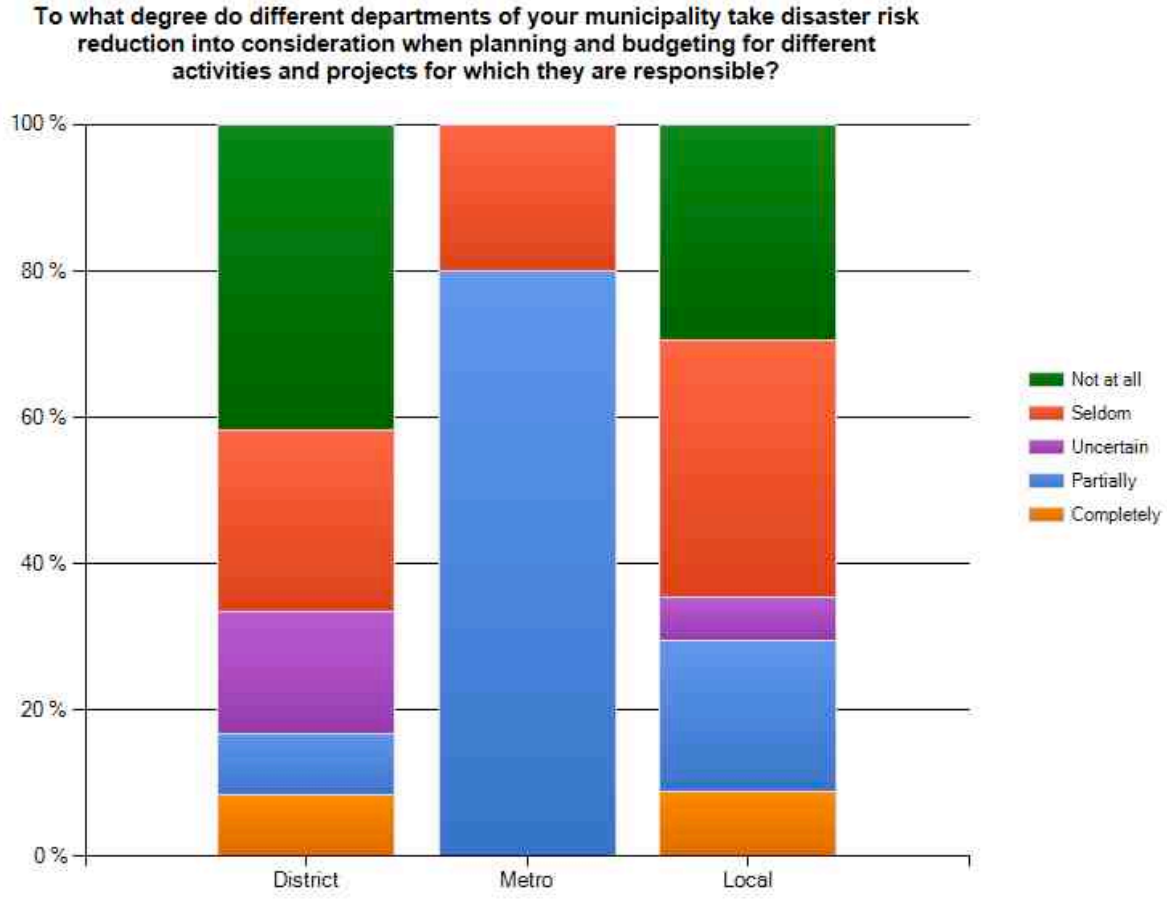
The inclusion of disaster risk reduction within the standard induction programme for newly appointed councillors would go a long way in ensuring that politicians consider development issues through the "lens" of disaster risk reduction. Not only will such an induction programme assist politicians in understanding disaster risk reduction, it will also facilitate a much better, easier and comprehensive working environment between politicians and disaster risk management

officials at local government level.

5.3.5 Interdepartmental consideration of disaster risk reduction relating to planning and budgeting

Various departments within local municipalities and at provincial level need to take disaster risk management into consideration when planning and budgeting for different activities and projects for which they are responsible. The issue of funding is critically analysed in the report by Visser and Van Niekerk (2009).

Figure 39: ***Interdepartmental consideration of disaster risk reduction relating to planning and budgeting for different activities and projects***



At local municipal level a mere 8% of different departments completely consider disaster risk management when it comes to planning and budgeting for their activities and projects. This means that very few other departments see disaster risk management as important although it is one of the areas that relates to all aspects of municipal functioning. Thirty-one (31%) percent seldom consider disaster risk management in planning and budgeting and almost 30% (29.4%) do not consider disaster risk management in their planning and budgeting at all. This means that

funding within other departments is seldom allocated to disaster risk management functions within their projects and activities.

At provincial level the statistics are even higher, as 67% of respondents indicated that other departments seldom take disaster risk management into consideration when it comes to budgeting and planning their activities and projects. This highlights the fact that other departments do not understand the role of disaster risk management and thus do not see it fit to include within their planning and budgeting. This means there is reduced access to funds within other departments at provincial level when it comes to disaster risk management within their own projects and activities. Again this problem filters through to local level where results indicated that 24% of other departments only partially consider disaster risk management when it comes to planning and budgeting in their activities and budgeting. Partial consideration is not committed consideration and will not necessarily be able to assist disaster risk management officials in case of emergency or when contingencies need to be considered within both local municipalities and at provincial level.

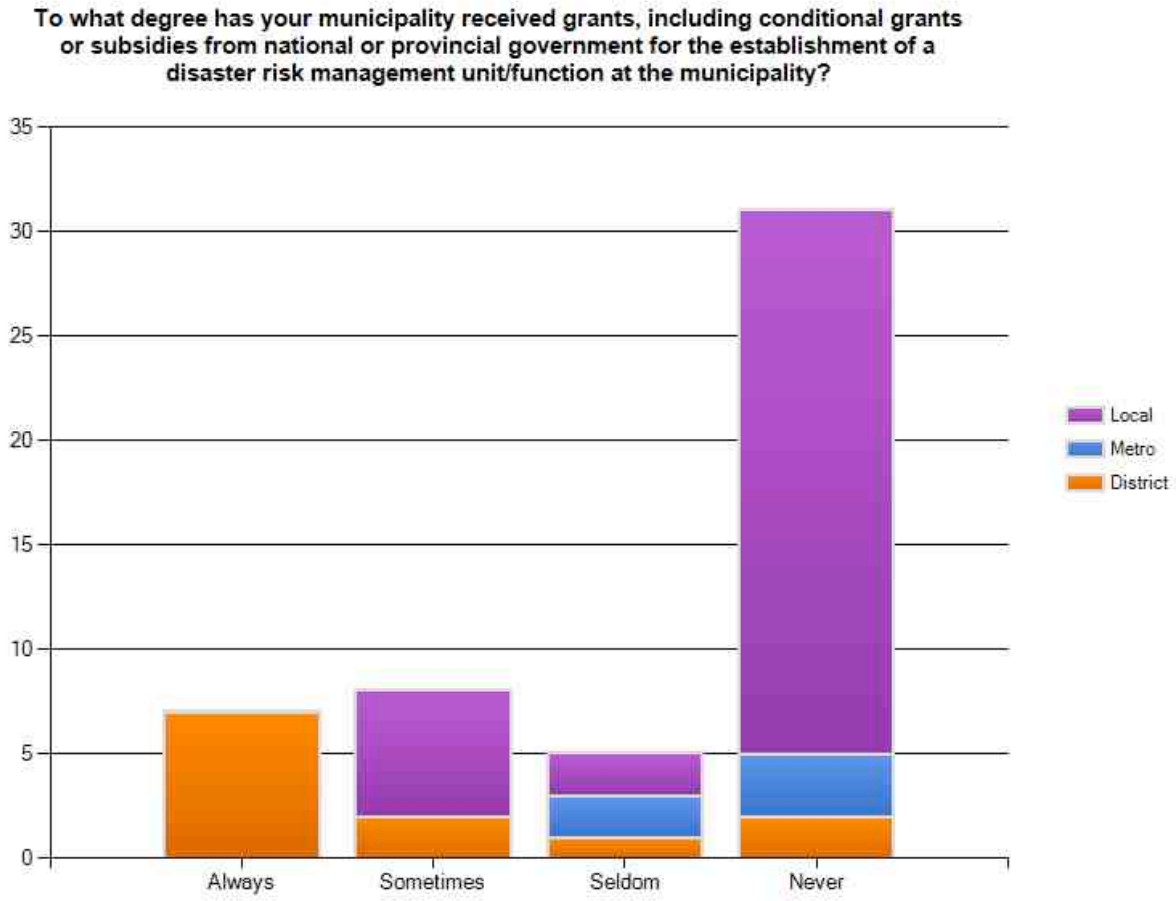
5.4 Financial commitments for disaster risk management at local government level

Since the promulgation of the DMA and the implementation of the NDMF, funding for disaster risk management has been a burning issue (Visser and Van Niekerk, 2009). The section to follow will discuss the various research findings in terms of funding for disaster risk management.

5.4.1 Establishment and maintenance of a Disaster Management Centre

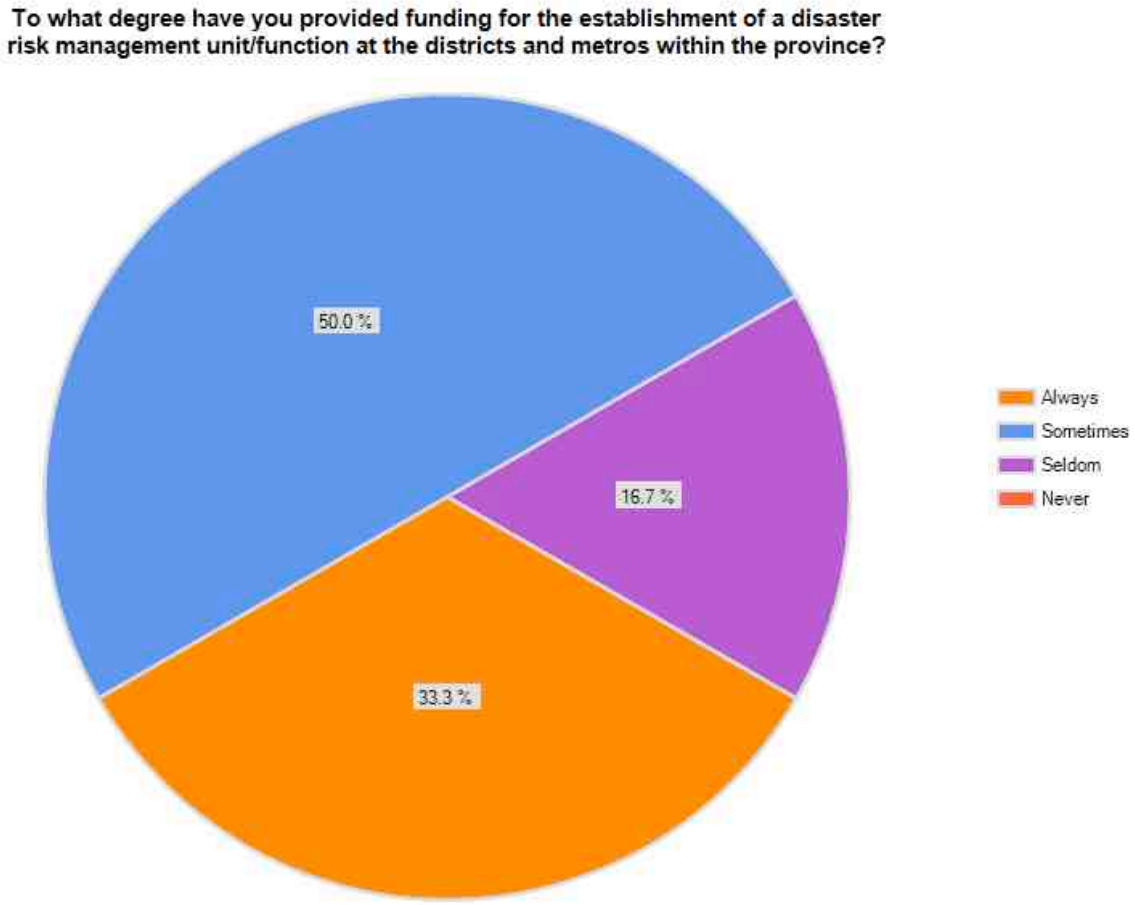
According to the data received from municipalities 60.8% have never received governmental grants for the establishment of a Disaster Risk Management unit, whereas 33% of the provinces indicate that funding has been available for this purpose. Furthermore 75.9% of the targeted municipalities say that they have never contributed funding to the maintenance of the disaster risk management centre or to disaster risk reduction in their geographic area of responsibility. This can be attributed to the fact that more than half lack disaster risk management centres at the local level.

Figure 40: Grants received by municipalities to establish disaster risk management centres



Only 7.8% of municipalities stated that they always receive grants, including conditional grants or subsidies from national or provincial governments for the maintenance (ongoing operations) of a disaster risk management unit or centre at the municipality. On the other hand, 74.5% of the provincial disaster management centres mentioned that they have made funding available for the above mentioned purpose at least once before. This is funding from provincial/national level to the municipalities at the local level (local, district and metro). This discrepancy in the data raises questions about the flow of money from the provinces to the local level after it was made available.

Figure 41: Provincial financial contribution towards municipal disaster risk management



Of the 12.6% of respondents who knew how to access the contingency funding provided by the provincial or national government once the threshold of 0.5% to 1% of own revenue collected by the municipalities has been exceeded for response, recovery and rehabilitation and construction efforts (as in the case of disasters), only 6.3% of these individuals have previously accessed the mentioned funding. A further 60.4% have said that they have never accessed the funds, are unsure how to access the funds or are uncertain if the funds have been accessed in their municipality. Previous research reports also highlight this problem. *"Although these provisions in the Act and the guidelines in the Framework exist, it is not always clear which processes should be followed by municipalities to access this funding, especially when it should be provided by the other two spheres of government (national or provincial). It is also not clear to what extent municipalities should fund disaster risk management out of their own budgets*" (Visser and Van Niekerk, 2009:8).

5.4.2 External sources of funding

At provincial level only 50% of disaster risk management centres have received resources that have been leveraged from the private sector for the maintenance of the centre. At local government level, only 9.9% has at one stage received resources from the private sector with only 2.2% on a semi-regular basis. That means that 89.1% of local municipalities have never received resources from the private sector for the maintenance of the disaster management centre. This highlights that the participation of the private sector at the local level in funding activities has been minimal. Disaster risk reduction is a process that requires a trans-sectoral approach. It is necessary to bring various stakeholders to be part of this process. It includes the government at all levels, communities, the corporate sector and others such as academicians and international actors.

Table 16: Local municipalities' financial contribution to disaster risk management

	Type of municipality	
	District	Local
Completely	0.0%	5.9%
Partially	9.1%	11.8%
Uncertain	0.0%	5.9%
Seldom	9.1%	5.9%
Not at all	**81.8%**	**70.6%**

At local level, almost 85% of the municipalities have never received funding for disaster management activities from other organisations or institutions/public entities, such as the Development Bank of South Africa. On the other hand, 66.7% of the provincial disaster management centres has at some stage received funding and 16.7% has always received funding from organisations such as the Development Bank of South Africa. This again shows that the funding somehow does not reach the local government level where it maybe needed the most or it is unclear if it is utilised for other activities.

5.4.3 Funding for Disaster Risk Reduction Projects

*"The Disaster Management Act (Act 57 of 2002) makes specific provision in, Chapter 6 of the Act, for the funding of post-disaster recovery and rehabilitation. The Act also requires that a disaster management plan should be prepared for a specific municipal area and should form an integral part of the municipality's overall integrated development plan (IDP). Such a disaster management plan must indicate measures to reduce the vulnerability of disaster prone areas, communities and households, as well as the appropriate strategies for prevention and mitigation" (*Visser and Van Niekerk, 2009:25).

Disaster Risk Reduction forms an essential component of the disaster management centre. As referenced above, previous research highlights the importance of planning for risk reduction in the overall plan. However, its importance is undermined. This is clear in the budgetary allowances and allocation to disaster risk reduction. In the budgeting for Disaster Risk Management, there is importance levied on recovery activities. Funding for contingencies is a crucial aspect in disaster funding. However, the failure to incorporate risk reduction activities can contribute to rising costs associated with disasters in the long run.

The role of the private sector becomes crucial in promoting risk reduction activities. However, in the present study, nearly 87% have never received any funding from the private sector for disaster risk reduction activities. On the other hand, about 83.3% of the provinces have seldom received funding from private sources. The rare funding has been contributed to the provinces. As mentioned above, most of the work in disaster management and risk reduction has to shape at the local level. However, there is a gap in the allocated and received funding to reach the local municipalities.

Very often, all activities within the disaster risk reduction component do not exist in isolation. It has been highlighted that *"successful integration of disaster risk reduction into development is not something bilateral donors can achieve by the addition of a new programme, a new policy document or even a new department. Rather, it is a shift in approach towards supporting more risk reducing forms of development, an approach which will need to pervade all operations,*

programmes and departments" (DFID, 2004:45). Therefore, funding for activities is not a new banner but a paradigm shift towards including DRR into development and social welfare.

5.4.4 Funding for Training and Capacity Building

Financing for risk assessments and investing in DRR is a sure a step towards saving future costs. For this, there needs to be adequate staff trained in disaster management and allied activities. In the data, it highlights, there is greater need for capacity building and training in risk assessments and contingency planning. Nearly 64.5% of the local municipalities have never contributed to training and capacity building from their budgetary allocations. Trainings and capacity building programs seem to be taking place at the metropolitans and at the provincial level.

Table 17: Degree to which municipalities fund education, training and capacity development

	Type of municipality			
	District	Metro	Local	Response Totals
Completely	**41.7%**	0.0%	0.0%	10.6%
Partially	16.7%	**75.0%**	22.6%	25.5%
Uncertain	8.3%	0.0%	9.7%	8.5%
Seldom	16.7%	25.0%	3.2%	8.5%
Not at all	16.7%	0.0%	**64.5%**	**46.8%**

5.5 Multi-stakeholder involvement

Multi-stakeholder involvement plays a critical role in Disaster Management worldwide. One of the functions of the National Disaster Management Framework (NDMF) is to facilitate the involvement of non-governmental organisations (NGOs), communities, volunteers and the private sector. It is important that partnerships between these organisations must be established. According to McEntire (2001:194) *"there is a need for people, businesses, government departments, communities and countries to take responsibility for the creation of liabilities and work towards their reduction through the building of individual and institutional emergency management capacities".* Here, there is a greater need for the involvement of the corporate sector as well. "With the growing economic impact of disasters, the private sector should be encouraged to become active in its own risk management practices and in the disaster risk

reduction measures of society" (UN/ISDR, 2004:234). There is surely a greater need for mainstreaming DRR *and "because DRR is a new policy area it can easily be perceived as a threat or as duplicating existing policy and budget lines. In addition the need to build high-level and cross-sectoral support is challenging for sectoral actors …"*(Pelling and Holloway, 2006:30).

Research data obtained from telephonic interviews held with multi-stakeholders, i.e. selected NGOs, representatives from parastatals (TELKOM and ESKOM), councillors and MECs regarding their focus on disaster risk management will be discussed below.

5.5.1 The role of NGOs in Disaster Risk Management

As indicated in the research methodology, telephone interviews were held with one NGO per province, (i.e. nine interviews), in order to obtain information regarding their involvement and focus on disaster risk management. The data collected during these interviews will be presented and discussed below.

5.5.1.1 Disaster risk management structures

The majority of NGOs (55.5%) indicated that they **are not involved** in disaster risk management structures at local and/or provincial government level. On the other hand, 44.44% positively mentioned that they **are involved** in disaster risk management structures at local and/or provincial government level and in the following manner:

- Assisting the municipality in developing a 20-year plan for the city that include, amongst others, environmental issues, waste management and recycling *(NGO,Kwa-Zulu-Natal)*
- Assisting Department of Water Affairs and Forestry (DWAF) in developing guidelines regarding Water Disaster Management *(NGO, Limpopo)*
- Compiling risk plans for residential facilities in conjunction with the local municipality *(NGO, Western Cape)*

According to the UNISDR (2006) the role of NGOs is essential in building the resilience of local

communities to disasters and supporting local-level implementation. The UNISDR (2006) further states that the involvement of NGOs in disaster risk reduction activities has proved beneficial for a number of reasons, including the following:

- NGOs can operate at grassroots level with communities and local organisations as partners, and take a participatory approach to development planning. This allows them to respond better to local people's priorities and build on local capacities.
- NGOs enjoy higher operational flexibility as they are relatively free from bureaucratic structures and systems, and better able to respond and adapt quickly and easily.
- NGOs often work with and on behalf of most needy groups: the poorest and the most vulnerable.

Interviews conducted with selected NGOs, as mentioned in *section 5.5.1.3,* revealed that they are of the opinion that they could play a critical role in Disaster Management. It is thus of paramount importance that the involvement of NGOs in Disaster Risk Management in South Africa, be promoted.

5.5.1.2 Knowledge of the DMA and NDMF

The majority (66.67%) of NGOs indicated that they **do not** have any knowledge of the DMA and NDMF, while 33.33% NGOs indicate positively that they **do** have knowledge of legislation and policy.

Once again, the above-mentioned data indicates the lack of involvement of NGOs in disaster risk management in South Africa and have to be addressed.

5.5.1.3 Institution's role in disaster management at local government level

However, more than half of the NGOs (55%) indicated that they **are not involved** in disaster risk management structures at local and/or provincial government level (see section 5.5.1.1), a large selection (77%) indicated positively that they **do have a role to play** regarding disaster management at local government level. NGOs identified the following main roles that they could

play in disaster risk management.

Table 18: Role of NGOs in disaster risk management

Role of NGOs in Disaster Risk Management
• Create awareness to the general public regarding Disaster Management • Provide human resources in the form of volunteers • Educational role • Supportive role • Drafting of disaster management strategies, e.g. flooding, waste water, etc. • Monitoring of community-based activities, e.g. pollution • Assisting communities to take control • Guidance and development of capacity • Assist the local Disaster Management Centre with the practical implementation of Disaster Management Plans

Only one NGO indicated that they could not play a role due to geographic issues and they also indicated that they don't have any resources to contribute to disaster risk management at local government level. Furthermore, one NGO indicated that they don't know what role they can play regarding disaster management at local government level.

5.5.2 The role of Parastatals in Disaster Risk Management

Telephone interviews were also held with representatives of parastatals (i.e. ESKOM & TELKOM) in order to obtain information regarding their focus on disaster risk management. The data collected during these interviews will be presented and discussed below.

5.5.2.1 Disaster risk management structures

Representatives from ESKOM as well as TELKOM positively indicated that they are involved in disaster management structures at local and/or provincial government level.

It is clear from the data that TELKOM and ESKOM are part of the National Disaster Management

Advisory Forum, which conducts quarterly meetings on a regular basis. TELKOM are also involved in provincial and local forums of the police, emergency services and fire brigade. ESKOM has a technical task team, which is related to emergencies and electrical hazards. Furthermore, at regional level, interaction takes place in areas where natural hazards are likely to have an effect on the electrical supply.

5.5.2.2 Knowledge of Disaster Management Act and National Disaster Management Framework

Representatives from ESKOM as well as TELKOM positively indicated that they do have knowledge of the Disaster Management Act and National Disaster Management Framework and they also mentioned that they use the National Disaster Management Framework to comply with the requirements of the Act.

5.5.2.3 Institution's role in disaster management at local government level

Communication and electricity form an integral component of society and play an important role in disaster risk management, but is also quite vulnerable to disasters. It is clear from the data that both, TELKOM and ESKOM, realize that they have an important role to play in disaster risk management in South Africa.

According to TELKOM they play a participative role in the South African government through disaster management task groups. They also have an operational centre that manages disaster related matters and issues.

A representative from ESKOM raise the following concern on the question asked regarding the *institution's role in disaster management at local government level*:

"In disaster situations access to energy is critical. The national electricity grid is a critical piece of infrastructure to maintain in terms of stability. Building awareness around this issue is of paramount importance in order to get relevant stakeholders to become part of the solution should such an electrical issue/disaster occur."

5.5.3 The role of Politicians in Disaster Risk Management

Telephone interviews were held with selected MECs and councillors, responsible for disaster risk management, in order to obtain information regarding the political monitoring and oversight of disaster risk management policies and strategies.

5.5.3.1 Role of politicians in Disaster Risk Reduction

According to data obtained from respondents at local government level it is clear that more than a quarter (27.5%) thought that politicians partially understand their role in disaster risk management. However, a major concern is that 19.6% respondents indicated that politicians seldom understand their role in disaster risk management and another 25.5% thought that politicians don't at all understand their role in disaster risk management. Only 3.9% of the respondents thought that politicians completely understand their role in disaster risk management. This sentiment was reinforced by statistics obtain from data at provincial level that indicated that the majority (66.7%) of respondents thought that politicians seldom understand their role in disaster risk management (also see section 5.3.3).

On the other side, data obtained from telephone interviews conducted with selected councillors indicated that the majority (52.9%) of respondents are satisfied with the role which local government officials play in disaster risk reduction. A further 17.7% of the councillors are partially satisfied and only 29.4% of the councillors indicated that they are not satisfied with the role that politicians play in disaster risk reduction.

The above-mentioned data indicates the discrepancy that exists between the perceptions of officials directly involved in Disaster Risk Management at provincial and local government level and the political councillors. This maybe due to the lack of effective communication strategies and co-operation between the different role-players (also see section 6.7).

5.5.4 The role of SALGA in disaster risk management

SALGA as official representative of its members in local government has a vested interest in the implementation status of disaster management in all municipalities as it affects all its members directly or indirectly.

The following comments reflect the viewpoints of selected MECs and Councillors on the question **"What role would you like to see SALGA play in terms of disaster risk reduction in your province?"**

Great emphasis is placed on the monitoring function of SALGA as reflected in the following comments:

"Encourage municipalities to comply with the Disaster Management Act, Section 57 and the Public Financial Management Act, Section 25 in order to budget for disaster related incidents."

(MEC)

"Influence politicians on national and provincial level to take disaster management seriously."

(Councillor)

"Help municipalities to perform Disaster Risk Management and they must have a bigger monitoring role."

(Councillor)

"Must visit the Disaster Management Centre's once a year."

(Councillor)

"Making sure legislation is implemented at local government level."

(Councillor)

"Bring Disaster Management forward in IDP planning and promote a pro-active approach in terms of Disaster Management."

(Councillor)

"There must be serious co-ordination between SALGA and people involved with Disaster Risk Management."

(Councillor)

"The draft Eastern Cape Provincial Disaster Risk Management Policy Framework proposes a political structure chaired by the MEC responsible for Local Government and Traditional Affairs as follows:

- *Relevant MECs*
- *Metropolitan and District Municipalities represented by municipal councilors designated with the disaster risk management portfolio by the Mayor*
- *Organised Local Government represented by members of municipal councils designated by SALGA"*

(MEC)

"If the compulsory disaster management structures as stipulated in Disaster Management Legislation are utilized, on all three spheres of Government) the coordination of disaster risk reduction issues should then be adequately addressed. These structures are unfortunately not utilized as stipulated and therefore need to be upgraded. These Disaster Management Advisory Forum Meetings also includes SALGA as stakeholder."

(MEC)

Training and capacity building remain a critical issue in terms of Disaster Risk Management at local and provincial government level. According to the viewpoints from selected political councillors and MECs, they are of the opinion that SALGA has an important role to play in training and capacity building of Disaster Risk Management officials at local and provincial government level. The following comments reflect the seriousness and urgency of this issue:

"Take responsibility for Disaster Management and capacitate councilors and train them in Disaster Management. People with proper training and skills should occupy posts."

(Councillor)

"Capacitate smaller municipalities and provide them with training."

(Councillor)

"Training, training, training."

(Councillor)

"Co-ordinate issues of financial assistance to facilitate training and capacity building at local government level."

(Councillor)

"Capacity building for administrators and politicians."

(Councillor)

Other issues that come forward through the interviews with selected councilors and MECs, are finances and budgeting. The following quotes raise the concerns regarding finances and budgeting:

"Salga is the co-ordinating structure and represent the municipalities. They must bargain the legislation so that finances will be directly directed to the municipalities."

(Councillor)

"Speed up resource allocation following a disaster event."

(Councillor)

"Salga must be specific about what money is allocated for Disaster Risk Management."

(Councillor)

6. CHALLENGES TO DISASTER RISK MANAGEMENT AT LOCAL GOVERNMENT LEVEL

According to research conducted by Van Riet and Diedericks (2009:25) it is clear that disaster risk management in South Africa seems to have evolved at a very slow tempo since the inception of the DMA in 2002. Furthermore they emphasized that many district municipalities still do not have the most basic disaster risk management structures in place and that there still seems to be a lot of ignorance regarding the basic principles of disaster risk management, amongst most departments. According to the quantitative and qualitative data obtained from the research conducted on behalf of SALGA the following challenges to disaster risk management at local government level still exist and are highlighted:

6.1 Financial challenges

The lack of adequate budgeting and funding is raised as the most predominant problem. Without adequate finances there is no way to fund the provisions of skilled and trained staff, capacity building programmes, resources, volunteers, risk reduction projects, adequate emergency relief supplies, post-disaster recovery and rehabilitation activities necessary for ensuring that DRM is implemented to the levels recommended in the national legislation (*also see section 5.1.3.2*). Another major concern is the availability of and access to funding following a disaster. A general feeling exists that national government is slow in providing an releasing funds to those at local level thus impairing their ability to provide timely and adequate support to disaster victims. Furthermore, the perception exists that allocated funding does not reach local government level and that there is a definitive gap between allocated funding and received funding (*also see section 5.4.2*).

Contradictory to the above-mentioned concerns the following point was also made:

The problem is more directed towards Local Municipalities who don't have disaster management capacity and who also don't comply with the Disaster Management Act, other than to have a disaster management plan. Some of these municipalities also use the "unfunded mandate"

argument not to comply with the Disaster Management Act's legal requirements.

(MEC)

6.2 Lack of equipment

In order for municipalities to be efficient and carry out their risk management function, appropriate and adequate equipment is needed. According to the research, the data clearly presents that municipalities lack the appropriate and relevant equipment (also see section 5.1.3.1). Respondents identified the following equipment as essential in order to empower them to carry out their daily disaster management function effectively: vehicles, emergency response equipment, recovery equipment, technological devices and administrative equipment. Figure Sheet 1 (see section 5.1.3.1) presents a detailed list of items identified by participants as being necessary equipment needed for the effective instigation of duties in accordance with the disaster management function.

6.3 Lack of trained and skilled personnel

Research data indicates that municipalities still struggle with staff that is not properly trained to perform Disaster Risk Management (also see section 5.1.2). A slight majority of respondents at local government level expressed that their staff is not adequately trained. This was reiterated at the provincial level to a stronger extent as respondents felt unanimously that the disaster risk management officials at the local level were lacking in adequate training to perform risk management duties. The province recognizes the need for greater capacity in this area and thus capacity building and training should be promoted.

6.4 Lack of political will

This includes a non - commitment of local government officials and politicians to disaster risk management. As one councillor noted: *"There is a need for more pro-active people working in Disaster Risk Reduction"*.

The following quotes also emphasized the concerns that currently exist:

"A lack of understanding of the Disaster Risk Management Philosophy leads to conflicting interpretations of the Act"

"Competing and often conflicting service delivery and developmental programmes"

"Poor intergovernmental relation structures leading to disjointed implementation of the DMA"

(NDMC official)

6.5 Lack of involvement of government departments

In order to comply with the requirements of the DMA it is crucial for different government departments to follow an integrated approach with regard to Disaster Management. This necessitates the establishment of an Interdepartmental Disaster Risk Management Committee (IDRMC) at national-, provincial- and local (municipal) level. The aim of the IDRMC is to facilitate interaction between different government departments at all levels of government and to provide a forum where different government departments can coordinate and integrate their actions and activities relating to disaster management (Van Niekerk, 2010:130).

Data obtained from the research done indicated that co-operation and integrated planning between government departments on all levels of government is still lacking (also see section 5.2.4 & 5.2.5). One of the respondents reinforced this admission by stating that *"sister departments don't participate fully"*.

6.6 Lack of community participation

Community participation is another important component of disaster risk reduction and could be described as a hidden capacity within the social fabric. Participation of local communities is crucial in understanding local needs and empowering people to address those needs as well as to send out a message to local communities that their voice is valued. This, *per se*, strengthens the motivation for communities to get involved (UN/Volunteers, 2005).

However, research conducted revealed that community participation is still a major challenge (also see section 5.2.4 & 5.2.5). As one councillor noted:

"Communicate strategies to communities so that communities will know how to behave."

6.7 Lack of communication strategies

Efficient communication and communication strategies is of paramount importance in disaster risk reduction. This include communication and communication structures between the various relevant role players, i.e. amongst others, Disaster Risk Management officials at national, provincial and local level, communities, different municipal departments and other relevant stakeholders.

Research data revealed that there is a lack of communication and co-operation between Disaster Management Centres at national, provincial and local level (also see section 5.1.4 and 5.2.6). The lack of communication and co-operation between DDMC, PDMC and councillors is also raised as a major concern.

7. STATE OF READINESS IN MUNICIPALITIES IN SOUTH AFRICA

The research was not explicit in asking questions relating to the readiness of local government in South Africa to deal with disasters (e.g. disaster response). The focus was obviously much more on disaster risk reduction issues. However, from the data it is fair to make certain deducation in terms of the abilities, structures and skills present in municipalities to respond to disaster that theaten to occur, or has occurred.

The analysis of the data does not paint a rosy picture (refer to Figures 3, 4, 5 and 39). Previous sections have shown that the majority of municipalities in South Africa does not take disaster risk reduction seriously. These is a general lack of skills, competencies, equipment, funding allocation and political will. Not only is this extremely worrisome for the purposes of disaster risk reduction, it also emphasise the lack of adequate direct preparedness measures. The flooding in 2010/11 is but one reminder of the huge gap present in municipalities when dealing with significant events. From the sections above one can correlate the findings with the flood laiden municipalities of 2010/11. It becomes clear that where disaster risk reduction measures were put in place, and where there was a historical trend and knowledge of severe floods, the municipalities were much better prepared. This can obviously be linked to the exisitence of dedicated staff and structures (e.g. Gauteng Province vs. the North-West Province or Northern Cape Province).

One of the main aims of the disaster risk management plan of municipalities is to ensure adequate continegncy measures (plans) be put in place. This even supersedes the implementation of a disaster risk assessment (see the requirements of a Level 1 Disaster Risk Management Plan as per the NDMF). Yet, the research show the dismal performance of municipalities in developing an integrated disaster risk management plan (note should be taken that all municipalities should have had a Level 3 Disaster Risk Management Plan in place by the end of 2004 – Section 63(b) of the DMA -, yet very few have a Level 1 Plan which adheres to the requirements in the NDMF). These findings confirms the research by Hoogstad and Kruger (2009). One can therefore safely conclude that the state of readiness of municipalities in South Africa is directly linked to the variables identified in this report.

On persual of the challenges facing municipalities in successful disaster risk reduction as well as

disaster response it becomes clear that there is an enourmous need for proper communication structures. Research by Van Riet and Diederics (2009), Visser and Van Niekerk (2009) and well as Hoogstad and Kruger (2008) indicate the need for proper communication by local municipalities. Adequate communication systems are a costly business. It is unrealistic for each district to implement its own system and expect these systems to be compatible with each other. A standardised system or standard is needed for all disaster risk reduction communication systems. This is the responsibility of the NDMC and it is suggested that SALGA engage the NDMC on this very important matter. Linked to the above is the varied amount of information systems persent (or not) in municipalities. To this end a centralised information system will not only save a huge amount of costs, it will also allow for immediate availablity of information to the provincial and national sphere of Government.

Emphasis should, however, be placed on the need to ensure that disaster risk reduction becomes a priority. The reduction of disaster risks will eliminate the need for disaster response, and the subsequent unnecessary spending linked to disaster response, recovery and rehabilitation.

8. RECOMMENDATIONS

In conclusion the following recommendations is made to SALGA for possible action steps. These recommendations are in line with the mandate of SALGA and aims to ensure active participation by SALGA in local government disaster risk management. It is therefore highly recommended that SALGA:

1. Through its provincial structures aim to provide more support to local municipality in terms of emphasising the importance of local level application of disaster risk reduction. This can be achieved through ensuring that disaster risk reduction becomes an integral part of the induction programme of all local level politicians.

2. Lobby the Minister of Cooperative Governance and Traditional Affairs, NDMC as well as local government politicians for an amendment to the DMA and NDMF. Such an amendment must include clear and direct guidelines for local municipalities on disaster risk management. This recommendation can be seen as a vital first step towards ensuring that disaster risk management is taken seriously at local municipality level and not only at district level.

3. Communicate and advocate for the urgent consideration of the placement of the disaster risk management function (i.e. disaster risk management centres) within the office of the municipal manager or mayor at municipality level. From the research findings it is clear that inter-departmental cooperation on disaster risk management can only be facilitated effectively through such a placement of the disaster risk management function.

4. Emphasise the importance of correcting the gender bias present in the disaster risk management fraternity, and support corrective actions through the implementation of employment equity plans in municipalities.

5. Advocate that disaster risk management becomes, and is perceived, as a funded mandate by Government. The discrepancies in funding for disaster risk management is now well documented and this research once again highlighted this urgent need.

6. Promote and advocate for a national increase of a certain equitable percentage of municipal budgets for disaster risk management purposes.

7. Improve political will for disaster risk management at local government level through the promotion of compulsory disaster risk management training for politicians overseeing the disaster risk management function. This will also facilitate better understanding between politicians and technocrats.

8. Emphasise the importance of incorporating issues of climate change and adaptation into the development- and disaster risk reduction planning of all municipalities.

9. Suggest to municipal councils the inclusion of disaster risk management as a standing agenda point on council meetings. Such a direct focus will ensure continued attention and support to disaster risk management.

10. Call for the inclusion of disaster risk management as a priority area on all performance contracts of all local government Section 57 appointments, including local politicians.

11. Provide robust guidelines, and encourage training of local government on the inclusion of disaster risk management plans, and the integration of disaster risk issues, within the IDP and all departmental development programmes and projects.

12. Advocate for the inclusion of disaster risk management officials on the IDP structures of all local municipalities to ensure that all IDP projects are aligned with the disaster risk profile of the municipalities.

13. Facilitate and promote the development of a local government disaster risk management training plan to be rolled-out in all municipalities in order to address the severe skills and competency gaps as identified by this research.
14. Encourage local government that funding for education, training and capacity building as well as research be provided for in the budgets of municipalities.
15. Assist municipalities in addressing their physical resource needs in order to effectively implement disaster risk management. The research clearly shows that in most instances disaster risk management structures do not have the most basic of resources at their disposal.
16. Call on municipalities to encourage ward structures to include disaster risk management

within their planning and management.

17. Advocate for the creation of a centralised information system and a common standardised communication system between the disaster risk management function, various tiers of government and at-risk communities.
18. Support municipalities in working with the NGO sector, government parastatals as well as the private sector.
19. Facilitate the development of disaster risk management tools and methodologies by engaging the higher education and research sector of South Africa.
20. Promote and aid the development of a nationally driven knowledge management system for municipal disaster risk management, including a monitoring and evaluation mechanism for local government.

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