

**The evaluation of the implementation of key performance areas 1 and 3 of the
National Disaster management framework by district municipalities in the
Eastern Cape Province**

BY

BOYSISILE HOWARD LUPHINDO

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Supervisor: Prof. D. van Niekerk

Co-Supervisor: Dr. Lukamba-Muhiya. Tshombe

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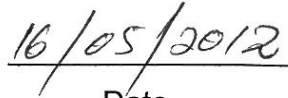
DECLARATION

I, Boyisile Howard Luphindo, declare that: my dissertation entitled "The Evaluation of the Implementation of Key Performance Areas 1 and 3 of The National Disaster Management Framework by District Municipality in the Eastern Cape Province" is my own work and sources used or quoted in the dissertation have been acknowledged by means of complete referencing and the dissertation was not previously submitted by me or any other person for degree purposes at this or any other tertiary institution.



Signature

B H LUPHINDO



Date

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ABSTRACT

The study undertaken focussed on the evaluation of the implementation of Key Performance Areas 1 and 3 of the National Disaster Management Framework of 2005 in six District Municipalities of the Eastern Cape Province. The methodology used in the research is well outlined in Chapter 1.

In Chapter Two, literature was reviewed to understand practices in other countries and to expand on disaster risk management knowledge. Similarities between South African disaster risk management policies and those of other countries were identified and discussed.

The purpose of the study was achieved as the research questions were adequately answered in the research. The performance of district municipalities in the implementation of Key Performance Areas 1 and 3 of the National Disaster Management Framework 2005 was established.

In concluding the study recommendations were made to improve on the implementation of the two Key Performance Areas.

ABSTRAK

Hierdie studie fokus op die evaluering van die implementering van kritiese prestasie area (KPA) 1 en 3 van die Nasionale Rampbestuur Raamwerk van 2005 in ses distrik munisipaliteite van die Oos Kaap Provinsie. Die navorsings metode word uiteengesit en hoofstuk 1.

In hoofstuk 2 word die literatuur studie hersien om die implimentering in verskillende lande te verstaan om kennis te verbreed. Ooreerkomste tussen die Suid Afrikaanse Rampbestuur beleid word bespreek teenoor ander lande se beleide.

Die doel van die studie is bereik deurdat die navorsings vrae voldoende antwoorde verskaf. Die prestasie van die distrik munisipaliteite word beskryf in KPA 1 en 3 van die Nasionale Raampbestuur Raamwerk.

Tenslotte word aanbevelings gemaak tot verbetering van die implimentering van KPA 1 en 3 van die Nasionale Rampbestuur Raamwerk.

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List of Acronyms

ECOWAS	Economic Community fro West African States
EU	European Union
HFA	Hyogo Framework for Action
IGAD	Intergovernmental Authority on Development
KPA	Key Performance Area
KPAs	Key Performance Areas
NDMF	National Disaster Management Framework
SADC	Southern Africa Development Community

CHAPTER 1

ORIENTATION AND PROBLEM STATEMENT

1.1 GEOGRAPHICAL AREA UNDER INVESTIGATION

The Eastern Cape Province has six district municipalities: Amathole, Cacadu, Chris Hani, Alfred Nzo, OR Tambo and Ukhahlamba¹ District Municipalities. The six district municipalities are divided into local municipalities, which are different from each other in terms of: population density, geographical location, and economic factors. The prevalence of natural and manmade hazards in the Eastern Cape requires government institutions and other stakeholders in disaster risk management to put in place effective implementation of risk reduction measures for disaster management in this region. The implementation of the Disaster Management Act 57 of 2002 and the National Disaster Management Framework (NDMF) of 2005 could provide the necessary solution towards the prevention and mitigation of disasters and their effects.

According to the Eastern Cape Tourism Board Reports (2009: 3), the land area sizes and the population densities of the six district municipalities are as follows:

Table 1.1 Demographics and areas of district municipalities in the Eastern Cape Province for which an evaluation of the implementation of KPAs 1 and 3 of the NDMF has been carried out.

District Municipality	Population	Size in km²
Amathole	1 660 000	23 675
Alfred Nzo	544 000	7 952
Cacadu	388 201	60 000
Chris Hani	823 000	37 111
OR Tambo	1 500 000	16 000
Ukhahlamba	328 000	26 518

¹ The name of Ukhahlamba District Municipality has changed to Joe Gqabi District Municipality. At the time of conducting the research it was Ukhahlamba District Municipality.

The implementation of KPAs 1 and 3 of the NDMF of 2005 will be tested in all District municipalities shown in the table above. One of the requirements of the NDMF is that, district municipalities must develop disaster risk management frameworks. These frameworks serve as guiding and coordinating policy instruments for integrated and uniform approach to disaster risk management (South Africa, 2005: 1) Of the six district municipalities, only Cacadu and Amathole District Municipalities have adopted the disaster risk management frameworks. The other four district municipalities have their frameworks at draft stages and disaster risk management plans have not yet been compiled. These district municipalities were asked if their frameworks had been compiled and adopted or not. They are Alfred Nzo, Chris Hani, OR Tambo and Ukhahlamba District Municipalities. The Eastern Cape Provincial Disaster Management Centre was contacted to confirm if the status of disaster management frameworks in the province correlated with their information.

Findings of the evaluation will indicate the extent to which the six district municipalities have met the requirements of the NDMF in implementing KPAs 1 and 3 of the NDMF. If any gaps are identified in the implementation of the two KPAs, recommendations will be made to address that.

1.2 THE NATIONAL DISASTER MANAGEMENT ACT AND FRAMEWORK

The Disaster Management Act 57 of 2002 replaces the Civil Protection Act 67 of 1977. Section 6 of the Disaster Management Act 57 of 2002 prescribes the development and implementation of a National Disaster Management Framework.

The National Disaster Management Framework provides guidelines on how the various sections of the Disaster Management Act must be implemented. The NDMF also aims at maintaining consistency among many stakeholders who take part in disaster risk management (South Africa, 2005: 1). It is made up of four Key Performance Areas (KPAs) and three Enablers. Enablers are support mechanisms designed to achieve the objectives of the KPAs.

Key Performance Areas 1 and 3 are the focus areas of this study and their implementation (at all six district municipalities) was evaluated in the study. Each of the two KPAs is briefly explained as follows:

KPA 1 in the National Disaster Management Framework of 2005 entails establishing institutional requirements for effective disaster risk management, that is, institutional arrangements in all spheres of government. This is to ensure an integrated and coordinated implementation of disaster risk management policy and legislation.

The coordination of actions and relevant legislation is in line with cooperative governance as per section 6 of the Constitution of the Republic of South Africa Act 108 of 1996. The NDMF also makes provision for all stakeholders to be involved and to contribute towards disaster management efforts (South Africa, 2005: 16). The involvement of such stakeholders strengthens disaster risk management in all spheres of government.

The KPA 3 of the National Disaster Management Framework of 2005 stipulates that disaster risk management stakeholders must all develop and implement disaster risk management plans (South Africa, 2005: 39). These plans must be developed by stakeholders in an integrated fashion. Besides the development and implementation of the plans, the KPA 3 also entails identifying and implementing disaster risk reduction programmes in line with the approved frameworks.

Section 26(g) of the Municipal Systems Act 32 of 2000 requires that integrated development plans of municipalities reflect applicable disaster risk management plans. This is to ensure that all relevant stakeholders put in place plans to prevent disasters and also to respond to them when they occur.

The research carried out sought to evaluate the implementation of KPAs 1 and 3 by the Eastern Cape District Municipalities. Where the two KPAs were not successfully implemented, recommendations will be made on how to overcome obstacles that hinder effective implementation.

1.3 PROBLEM STATEMENT

To what extent do the six district municipalities in the Eastern Cape Province implement the requirements of KPAs 1 and 3 of the NDMF?

A legislative framework for a disaster management approach must create an enabling environment at local government level because local government institutions are at the forefront of disaster management (South Africa, 1998: 47). The implementation of such frameworks enhances effective disaster risk management at local government level. The exercise of evaluating the implementation of KPAs 1 and 3 of the NDMF will lead to the improvement of the implementation where necessary. The White Paper on Disaster Management (South Africa, 1999: 55) prescribes for the establishment of provincial and local structures at provincial and local levels to ensure that disaster risk management is dealt with in a coordinated and efficient way. This evaluation will examine whether structures prescribed by the NDMF have indeed been established.

1.4 RESEARCH QUESTIONS

The research questions of the study are:

- What do KPAs 1 and 3 of the NDMF consist of?
- To what extent have KPAs 1 and 3 of the NDMF been implemented in the district municipalities of the Eastern Cape Province?
- How effective is the implementation of KPAs 1 and 3 of the NDMF carried out by the district municipalities of the Eastern Cape?
- Which recommendations can be made for the successful implementation of KPA 1 and 3 in the six district municipalities?

1.5 OBJECTIVES

The objectives of this study are:

- To outline the contents and focus of KPA 1 and 3 of the NDMF of 2005.

- To investigate and determine the extent to which KPA1 and 3 of the NDMF have been implemented by the district municipalities in the Eastern Cape Province.
- To evaluate the effectiveness of the implementation of KPAs 1 and 3 of the National Disaster Management Framework by the district municipalities of the Eastern Cape Province.
- To provide recommendations for efficient implementation of the KPA 1 and 3 in the six district municipalities.

1.6 LITERATURE REVIEW

The Eastern Cape Province is plagued by increased levels of disaster risks. These risks take the form of natural and human-centred hazards resulting in various conditions of vulnerability. The implementation of the NDMF aimed at reducing risks that threaten communities and offer appropriate solutions for preventing disasters whilst creating an environment that enables effective response in times of need.

The evaluation of the implementation of Key Performance Areas 1 and 3 of the NDMF – the focus of this study – led also to the evaluation of the effectiveness of implementation of risk reduction measures to minimise disaster risks. The review of the extant literature suggests that it is of the utmost importance to review legislation that prescribes risk reduction measures. The review of literature on risk management policies was extended to cover policies from other countries for comparison and learning about best practices.

1.6.1 KEY PERFORMANCE AREA 1

The contents of KPA 1 of the NDMF (South Africa, 2005: 4) are outlined as follows:

- To establish arrangements for developing and adopting an integrated disaster risk management policy,
- To arrange for an integrated direction and implementation of disaster risk management policy,

- To clarify the required arrangements for participation of stakeholders and also to engage technical advice in disaster risk management planning and operations, and
- To describe arrangements for national, regional and international cooperation for disaster risk management.

The objective of KPA 1 is to establish an integrated institutional capacity within all three spheres of government for the effective implementation of disaster risk management policy and legislation (South Africa, 2005: 4). This entails the establishment of Disaster Management Centres, appointment of Heads of Centres, the establishment of information management systems and stakeholder participation in disaster risk management.

KPA 1 has key performance indicators which are used to measure whether the objectives indicated in the KPA have been met. The document entitled the EU Strategy for Disaster Risk Reduction in Developing Countries (2008: 10) has appropriately identified the development and strengthening of disaster risk reduction institutions, mechanisms and capacities at all levels of government as a strategic area for intervention. A mention of the involvement of all stakeholders in this strategic intervention is also made. The need to have the KPA 1 of the NDMF is supported by this strategic intervention.

The fourth objective of the SADC Disaster Reduction Strategic Plan 2006-2010 advocates for the prioritisation of a strong institutional basis for implementing disaster risk reduction at national and local levels of government. The NDMF endorses this objective by insisting upon the establishment of an integrated institutional capacity.

The NDMF adopted a proactive approach of disaster risk management in that, it includes disaster prevention and disaster risk reduction as strategies of disaster risk management unlike the previous legislation (Civil Defence Act Number 67 of 1977) which provided more for a reactive approach. The NDMF makes provision for the creation of positive incentives through funding arrangements for stakeholders to

undertake proactive steps towards disaster risk prevention and reduction (South Africa, 2005: 93).

The Africa Regional Strategy for Disaster Reduction (2004: 12) calls for the strengthening of disaster management institutions in order to integrate disaster risk reduction into their development plans. This can be achieved if governance in the institutions is improved. The Africa Regional Strategy for Disaster Reduction seems to be in line with the KPA 1 of the NDMF.

The Economic Community of West African States Disaster Reduction Policy and Mechanisms (2006: 7) document states that it is the government's responsibility to create an enabling institutional environment for disaster risk reduction. By providing for the establishment of institutional arrangements for disaster risk reduction, KPA 1 aims to establish the ideal conducive institutional conditions for disaster risk reduction. The structures established for institutional arrangements in the NDMF are similar to those in the Intergovernmental Authority on Development (IGAD) (2002: 13) which implies:

- The National Disaster Management Agency;
- The Sub-Regional Disaster Management Structure; and
- The District Disaster Management Structure;

1.6.2 KEY PERFORMANCE AREA 3

The NDMF urges all organs of state and other key institutional partners who are role players in disaster management, to prepare disaster management plans. This planning is expected to be carried out in the following phases:

- Compilation of contingency plans;
- Building of capabilities needed for disaster risk management activities;
- Designing a plan specifying clear institutional arrangements for coordinating; and
- Aligning the plan with other government initiatives.

The phasing approach ensures that each phase is thoroughly planned before the next phase is tackled. The outline of the contents of KPA 3 of the NDMF (South Africa, 2005: 80) is as follows:

- Introduction of disaster risk management planning as a strategic priority;
- Disaster risk reduction initiatives have their priority settings described;
- Disaster risk reduction plans, projects and programmes are outlined for scoping and development;
- Integration of risk reduction initiatives into other strategic integrating structures is addressed; and
- The implementation and monitoring of disaster risk reduction activities are focused on.

The objective of this KPA is to ensure the alignment of disaster risk reduction programmes to integrated development plans developed through multi-stakeholder participation.

The Disaster Management in India (2004: 7) also prescribes for the compilation of contingency plans and the updating of such plans periodically. In Approaches to Disaster Management (2005: 6) preparedness plans are described as measures to reduce risks identified after the risk assessment has been carried out. These plans include capacity building, warning systems and contingency plans, which are usually knowledge-based.

Disaster risk management plans are crucial to disaster risk management because they promote the smooth execution and coordination of disaster risk measures when disasters occur. Planning for disaster risk management must be preceded by a risk and vulnerability assessment. The Hyogo Framework for Action (HFA) (2005: 4) in its priority actions has reaffirmed integration of a multi-hazard approach to planning for disasters. This approach is also followed in the South African NDMF.

The integration of disaster risk reduction plans into projects and programmes is explained step-by-step in the NDMF (South Africa 2005: 48). This is in line with prescript section 26 of the Municipal Systems Act Number 32 of 2000.

Walter (2001: 99) validates the need to plan for disasters by explaining its usefulness and provision of guidelines that contain relevant information and thoughts considered to be best practices capable of dealing with the situation at hand. Freestone (1998: 7) supports disaster planning as a crucial measure as it is a valuable team building tool that reaps benefits for companies as well as government departments and entities, operations and morale.

1.7 METHODOLOGY

The research was conducted using a quantitative research approach. The study utilized a literature study, questionnaires to gather data and observation where possible in translating the research blueprint into action.

1.7.1 LITERATURE STUDY

To be able to thoroughly cover the focus area in the study, a literature study was carried out. Relevant legislation, books and articles on disaster risk management, were reviewed.

1.7.2 EMPIRICAL STUDY

Questionnaires were sent to six District Municipalities to be completed by randomly selected staff from the Disaster Management Centres. Key Performance indicators found in the NDMF constituted the basis for the formulation of the research questions. A quantitative approach was used for the study.

1.7.2.1 Design

A Likert type scale questionnaire was utilised to collect the data. The questionnaire had a rating from one to five where respondents ticked the relevant column to

indicate their responses. The answers to the questions included strongly agree (5 points), agree (4 points), I don't know (3 points), disagree (2 points) and strongly disagree (1 point). Same scoring points were grouped together to establish the highest scores for concluding the results. The overall purpose of the survey was explained to the respondents.

1.7.2.2 Respondents

Respondents were randomly selected from middle management staff at disaster management centres. Six staff members per district disaster management centre took part in the completion of the questionnaires. Disaster management staff are familiar with the environment of disaster management whereas an ordinary person working in the district municipality would not know the terminology used in disaster management practice.

1.7.2.3 Instrumentation

Visits to disaster management centres for the completion of questionnaires were conducted to ensure questionnaire completion within required time limits. Where this method was not practicable, questionnaires were sent to the respondents electronically.

1.8 PRELIMINARY CHAPTERS

Chapter 1: Introduction

Chapter 2: Disaster Risk Reduction: An International Perspective.

Chapter 3: Empirical Research: Assessment of KPAs 1 and 3 of the NDMF at six District Municipalities in the Eastern Cape Province.

Chapter 4: Conclusion and Recommendations

1.9 CONCLUSION

In this chapter the purpose to undertake the research is well explained. District municipalities in which the research was carried out are reflected with their demographics. The problem statement, the research question and objectives of this study all form part of this chapter.

The contents of KPAs 1 and 3 of the NDMF which are areas of focus for the research are outlined followed by the methodology used for the research. Preliminary chapters for the study are all made known in this chapter. In the next chapter, literature reviewed to compare disaster risk management practices in South Africa with those in other countries and to learn about best practices is found.

CHAPTER 2

DISASTER RISK REDUCTION: AN INTERNATIONAL PERSPECTIVE

2.1 INTRODUCTION

Disasters occur frequently across the globe due to forces of nature and human actions. These disasters result in life and property losses, infrastructural destruction, environmental degradation and economy destabilisation. All the above ultimately amount to human suffering. According to the World Bank (2001: 103), natural disasters occur mostly in fragile states. These disasters are not only affecting fragile countries as a result of their vulnerability, but interrupt the institutional transformation as was the case in Haiti after the earthquake in early 2010.

The increase in human population across the world requires more resources for sustaining human lives. This results in increased demand for natural resources and depletion of some natural resources. Fullick (1999: 18) states that people can experience good and bad effects when they interfere with the ecosystem. Human interference with nature, in most cases, is responsible for disasters. This statement is qualified by Green (2009: 202), who states that: “urbanisation is placing millions of people in potential death traps. Almost half of the world’s largest cities are situated along major earthquake faults or are exposed to tropical cyclone tracks, while many large cities are on coasts where they may be vulnerable to rising sea levels, storms, and possibly tsunamis.”

In order to avoid such situations, stakeholder focus needs to be integrated into planning and development strategies that both enable and encourage the worldwide exchange of information on disasters and risk management. New multidisciplinary relationships are essential if disaster reduction is to be both comprehensive and sustainable (Living with Risk, 2002: 21). Multi-disciplinary disaster risk reduction is seen as a basic principle of achieving effective disaster risk management by any level of government (Jegillos, 1999).

Risk assessments allow one to know what risks and prevention strategies to plan for and what resources will be needed. This statement is clarified by the International Strategy for Disaster Reduction (2005) in their definition of a disaster risk assessment that is the process of collecting and analysing information about the nature, likelihood and severity of disaster risks. The process includes making decisions on the need to prevent or reduce disaster risks, what risks to address, and the optimal approach to tackling those risks found to be unacceptable to the target groups and communities” (International Strategy for Disaster Reduction, 2005). In this regard, the Disaster Management Act, 57 of 2002 provides for an integrated and coordinated policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters, and post disaster recovery (South Africa, 2002: 2).

The aim of Chapter 2 is to review the relevant extant literature on the building of institutional capacity and reducing disaster risks at international, national and local levels. The available literature will be reviewed concluding remarks will be made and the extent of similarities in reviewed literature will be indicated to learn from practices of other countries.

The purpose of reviewing existing literature, according to Bless and Higson-Smith (2000: 20), is derived from the following benefits:

- To sharpen and deepen the theoretical framework of the research;
- To familiarise the researcher with the latest developments in the area of research, to identify gaps in the knowledge as well as weaknesses in previous studies;
- To discover connections, contradictions or other relations between research results;
- To identify variables that will be considered in the research; and
- To study definitions used in previous research studies.

The study by Struwig (2001: 38) was submitted to textual scrutiny to achieve the following:

- To highlight previous investigations pertinent to the research topic;
- To reveal unfamiliar sources of the information;
- To provide my own perspective in this study;
- To stimulate new ideas and approaches;
- To provide a new framework for the evaluation and assessment of future work; and
- To provide a basic body of knowledge for the derivation of theories and approaches for research.

The above two citations reveal crucial underlying reasons for conducting a literature review, reasons that lead to a valuable research outcome. This chapter's purpose is to achieve similar aims to those outlined above.

2.2 KEY PERFORMANCE AREA 1 OF THE NDMF: POLICIES FOR INTERNATIONAL FORUMS AND OTHER COUNTRIES

The NDMF of 2005 outlines KPA 1 in four main sections that form the main objective of establishing the institutional capacity within the national, provincial and local spheres of government. This enables the effective implementation of the disaster risk management policy and legislation.

Key Performance Area 1 (KPA 1) as per the NDMF, (South Africa, 2005: 4) is made up of the following four sections:

- To establish arrangements for developing and adopting an integrated disaster risk management policy;
- To arrange for an integrated direction and implementation of disaster risk management policy;
- To outline the required arrangements for the participation of stakeholders and also to engage technical advice in disaster risk management planning and operations; and
- To describe arrangements for national, regional and international cooperation for disaster risk management.

The above sections of KPA 1 will be discussed in detail by looking at literature from other countries and international forums.

2.2.1 THEORETICAL FOUNDATION FOR ESTABLISHING ARRANGEMENTS FOR DEVELOPING AND ADOPTING AN INTEGRATED DISASTER MANAGEMENT POLICY

To answer the question of why arrangements should be established for developing and adopting an integrated disaster risk management policy, it is important to first look at an extract from *Living with Risk*, (2002: 81). The contents of the extract will be subjected to a detailed analysis to validate its relevance to the establishment, development and adoption of an integrated disaster risk management policy:

“Disaster risk management needs to be motivated and based within government responsibilities, but its success cannot be accomplished without the benefits of widespread decision making and the participation of many others. Leading policy direction is crucial and legal foundations assure a continuing legitimacy, but it is the professional and human resources delivered on grounds that are a measure of success. For this to happen, there must be a systematic approach to relate local decision making processes with larger administrative and resource capabilities such as those devised in provincial or state and national disaster plans and risk reduction strategies.”

The extract above places the disaster risk management responsibility within government's responsibilities. It also encourages the participation of other stakeholders by stressing that success is achievable only through widespread decision making and participation of many others. The extract above emphasises participation of many stakeholders in decision making; the multi-disciplinary nature of disaster risk management is therefore acknowledged in the citation. The citation also draws attention to the need to adopt a systematic approach to local decision making processes that involve larger administrative and resource capabilities such as provincial or national disaster risk management plans and risk management

programmes. These large scale decision making processes are found in disaster risk reduction plans and strategies for provincial or state and national governments.

The insights generated through the analysis of the above extract explain why institutional arrangements are needed for disaster risk reduction. The citation also unravels the intended objectives behind the passing of the South African Disaster Management Act 57 of 2002. The purpose for the Disaster Management Act 57 of 2002 is to provide for:

- An integrated and coordinated disaster management policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post disaster recovery;
- The establishment of national provincial and local disaster management centres;
- Disaster management volunteers; and
- Matters incidental thereto (South Africa, 2002: 2).

The purpose of the South African Disaster Management Act 57 of 2002 is to locate the responsibility of disaster risk management within government structures. It is important to emphasise that the desired intention of the South African Management Act is similar to the one expressed in the extract cited from the United Nations book *Living with Risk*.

The South African Disaster Management Act also talks about an integrated and coordinated disaster management policy, an attribute that is described as widespread decision making and participation of many stakeholders in the extract quoted from *Living with Risk*.

According to the National Alliance for Disaster Risk Reduction (2009: 13), the Indian government decided to enact a central legislation covering all aspects of disaster risk management: mitigation, preparedness, response, relief, rehabilitation and reconstruction. Disaster management authorities from various government levels

appear in this legislation. This led to the enactment of the Disaster Management Act in 2005 in which the roles and responsibilities of government departments at various levels are clearly stipulated. The Indian Disaster Management Act also provides for the establishment of the National Disaster Management Authority, National Disaster Response Force and the National Disaster Response and Mitigation Fund.

The three perspectives, the South African Disaster Management Act, UN book *Living with Risk* and the National Alliance for Disaster Risk Reduction, ensure that all spheres of government play a role in disaster risk reduction. The above discussion confirms that a set of core disaster risk management strategies is incorporated into most disaster management programmes. The Disaster Management Act 57 of 2002 aims at providing the establishment of disaster management centres in three spheres of government (national/state, provincial and at local government levels).

Decentralisation of disaster risk reduction has to be coordinated by municipalities, townships, wards or local municipalities (*Living with Risk*, 2002: 82). This brings disaster risk reduction services closer to the communities. These locations experience disasters more frequently than any other location.

Regarding the decentralisation of disaster risk reduction, subsection 1.3.2.2 of the South African National Disaster Management Framework provides for community participation in disaster risk management. This is achieved by establishing ward disaster risk reduction committees or forums. It is the responsibility of the government to establish these forums in each relevant sphere.

Comparisons with reviewed literary data suggest that arrangements should be made for the development and adoption of an integrated disaster risk management policy. The next section will look at formal disaster management structures as a necessity for the coordination of disaster risk reduction in all spheres of government.

2.2.2 FORMAL DISASTER MANAGEMENT STRUCTURES

According to Comfort (1998: 174), over time organisations develop structures and routine patterns of dealing with recurring events and problems in their normal

environment. She further states that, for most formal organisations, these structures are characterised as multiple level hierarchies in which authority is centralised at the top and with functional divisions of labour that emphasise specialisation among subcomponents and individuals. This statement emphasises the importance of disaster risk reduction structures to ensure coordination in organisations to address disaster risk management.

Exploration of how other countries have established formal disaster risk management structures will now be discussed. Theories from other literature regarding such structures will also be explored to establish best practices from those countries.

2.2.2.1 Economic Policy for West African States (ECOWAS)

The Economic Community for West African States (ECOWAS) Disaster Risk Reduction Policy and Mechanisms recommends that a Disaster Management Unit be established (ECOWAS, 2006: 16) within the West Africa. The unit is placed in the Department of Humanitarian Affairs of the ECOWAS secretariat. The implementation of the common policy on disaster reduction and its operational mechanisms is co-ordinated in this unit. The Disaster Management Unit is also responsible for other activities like planning, advice, coordination, operational and administrative management, monitoring, and reporting and finance management. Relevant activities of other departments are also coordinated by the Disaster Management Unit but are less involved in the implementation of their functions.

Specific functions of the unit include:

- Managing or coordinating ECOWAS Executive Secretariat's functions under the Policy;
- Coordinating operational programmes of ECOWAS Departments relevant to disaster reduction;
- Servicing the ECOWAS Secretariat Disaster Task Force;

- Promoting incorporation of disaster risk reduction approaches in ongoing thematic ECOWAS programmes;
- Coordinating and harmonising national disaster risk reduction practices and capacities;
- Supporting capacity building of national disaster risk management structures
- Managing and coordinating requests from member states for emergency assistance;
- Kick-starting sub-regional emergency management procedures, including humanitarian operations, during emergencies; and
- Undertaking and promoting monitoring of disaster reduction interventions (ECOWAS, 2006: 16).

2.2.2.2 Metropolitan Manila, the Philippines' Disaster Risk Management Profile

It is important to expand knowledge of disaster management formal structures by looking at other countries' structures. This will enrich justification for why these structures must be established. Structures from the Philippine's disaster management profile will now be discussed.

According to the Metropolitan Manila (2005: 3) three Disaster Coordinating Councils established through the Presidential Decree No. 1566 of 1978. These Councils are National Disaster Coordinating Council, Regional Disaster Coordinating Council and Local Disaster Coordinating Council.

The National Disaster Coordinating Council is the focal inter-institutional organisation in disaster risk management. This structure plays an advisory role in the Regional and Local Disaster Coordinating Councils. It also issues policy guidelines on emergency preparedness and disaster risk management operations.

The Presidential Decree No. 1566 of 1978 also explains the organisation of disaster coordinating councils, their duties and responsibilities. Guidelines for self planning and disaster operations in all planning activities are also provided as follows:

- A National Disaster and Calamity preparedness Plan shall be prepared by the office of the Civil Defence for approval;
- The planning factors and guidelines for all national and government entities shall conform to the approved Disaster and Calamities Preparedness Plan;
- All implemented plans shall be documented and copies thereof furnished to the office of the Civil Defence; and
- Implemented plans shall be revised and updated as necessary and copies of the updated plans furnished to the National Disaster Coordinating Council through the office of the Civil Defence.

It is imperative that a study of this nature is not only confined to two countries' formal disaster management structures in order to gain adequate insight into disaster management structures. The formal disaster management structure for the government of Queensland will be discussed next.

2.2.2.3 State of Queensland's Disaster Management Act of 2003

In Queensland, Australia, disaster risk management is governed by the Disaster Management Act of 2003. The Act provides for the establishment of three Disaster Management Groups and their functions. The first group is the State Disaster Management Group provided for by Section 17 of the Disaster Management Act of 2003. Section 18 of the Disaster Management Act of 2003 provides for the functions of the state Disaster Management Group as follows:

- To develop a strategic policy framework for disaster risk management for the State;
- To ensure that effective disaster management is developed and implemented for the State;
- To ensure arrangements between the State and the Commonwealth about matters relating to disaster risk management that, they are effectively established and maintained;

- To identify resources in and outside the State, that may be used for disaster operations;
- To provide reports and make recommendations to the Minister about matters relating to disaster management and disaster operations;
- To prepare, under section 49, for the State disaster management plan;
- To perform other functions given to the group under this or another Act; and
- To perform any function incidental to the function mentioned under bullet points 1 to 7 above (State of Queensland, 2003: 15).

The second group of disaster management established through the provision of Section 22 of the Disaster Management Act of 2003 is the District Disaster Management Group. Section 23 of the Disaster Management Act of 2003 provides functions for this group as follows:

- To ensure that disaster management and disaster operations in the district are consistent with the State group's strategic policy framework for the disaster management of the State;
- To develop effective disaster management for the district, including a district disaster management plan, and regularly review and assess the disaster management plan;
- To provide reports and make recommendations to the State group about matters relating to disaster management and disaster operations in the district;
- To regularly review and assess the disaster management of local groups in the district;
- To ensure that any relevant decisions and policies made by the State group are incorporated in its disaster management, and the disaster management of local groups in the district;
- To ensure that the community is aware of ways for mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster;

- To coordinate the provision of State resources and services provided to support local groups in the district;
- To identify resources that may be used for disaster operations in the district;
- To make plans for the allocation, and coordination of the use, of resources mentioned in paragraph above;
- To establish and review communications systems in the group, and with and between local groups in the district, for use when a disaster happens;
- To ensure that information about an event or a disaster in the district is promptly given to the State group and each local group in the district;
- To prepare, under section 53, for a district disaster management plan;
- To perform other functions given to the group under this Act; and
- To perform any function incidental to the function mentioned under bullet points 1 to 13 above (State of Queensland, 2003: 19).

The third group of the disaster management group provided for by Section 29 of the Disaster Management Act of 2003 is the Local Disaster Management Group. Section 30 of this Act provides for functions of the Local Disaster Management Group as follows:

- To ensure that disaster management and disaster operations in the area are consistent with the State group's strategic policy framework for disaster management of the State;
- To develop effective disaster management, and regularly review and assess the disaster management plan;
- To help the local government for its area to prepare a local disaster management plan;
- To identify, and provide advice to the relevant district groups about support services required by the local group to facilitate disaster management and disaster operations in the area;
- To ensure that the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster;

- To manage disaster operations in the area under policies and procedures decided by the State group;
- To provide reports and make recommendations to the relevant district group about matters relating to disaster operations;
- To identify, and coordinate the use of, resources that may be used for disaster operations in the area;
- To establish and review communication systems in the group, and with the relevant district group and other local groups in the group of the relevant district group, for use when a disaster happens;
- To ensure that information about a disaster in the area is promptly given to the relevant district group;
- To perform other functions given to the group under this Act; and
- To perform any function incidental to the function mentioned under bullet points 1 to 11 above (State of Queensland, 2003: 23).

Having explored how other countries structure their disaster risk management for effective institutional disaster risk management coordination, a South African disaster risk management perspective in terms of formal disaster management structures is presented below. This exposition will not be done in isolation but in conjunction with frameworks from other countries and international forums. Connections of municipal disaster risk management structures with provincial and national structures will feature in the functions of municipal disaster risk management centres.

2.2.3 DISASTER MANAGEMENT COORDINATING STRUCTURES FOR SOUTH AFRICA

Subsection 1.2.5 of the National Disaster Management Framework of 2005 makes provision for district municipalities to establish institutional capacity for disaster risk management in their areas. This Act also demands that the institutional capacity must be consistent with arrangements of national and provincial disaster risk management arrangements. In addition to the above, appropriate mechanisms are expected to be developed to allow for the facilitation of cooperative governance

through intergovernmental and municipal governmental relations (South Africa, 2005: 14).

To create an enabling environment for efficient implementation of disaster risk management, a Municipal Disaster Management Centre, the primary functional unit for disaster risk management in South Africa has to be established in each municipality. This centre will be charged with the key responsibility of providing direction for the implementation of the disaster risk management legislation and the integration and coordination of disaster risk management activities in each municipality (South Africa, 2005: 14).

The Municipal Disaster Management Centre as per subsection 1.2.5.1 has the following key responsibilities:

- To establish and maintain institutional arrangements that will enable the implementation of the Act;
- To implement measures for the development of progressive risk profiles to inform the integrated development planning processes of municipalities for the purpose of disaster risk reduction and to determine the effectiveness of specific disaster risk reduction programmes and projects undertaken;
- To facilitate the development, implementation and maintenance of disaster risk reduction strategies that will result in resilient areas, communities, households and individuals;
- To monitor the integration of disaster risk reduction initiatives with development plans;
- To develop and implement a comprehensive information management and communication system, that is consistent with arrangements established by the national disaster management centre and the provincial disaster management centres;
- To facilitate the development of response and recovery plans to ensure rapid and effective response to disasters that are occurring or are

threatening to occur and to mitigate the effects of those disasters that could not have been prevented or predicted;

- To submit copies of its disaster risk management plans to the national disaster management centre, provincial disaster management centres, neighbouring disaster management centres and, where applicable, disaster risk management entities in neighbouring countries;
- To develop and implement mechanisms for creating public awareness to inculcate a culture of risk avoidance;
- To facilitate and promote disaster risk management education, training and research in the municipality;
- To implement and maintain dynamic disaster risk management monitoring, evaluation and improvement programmes;
- To measure performance to evaluate effectiveness of disaster risk management and risk reduction initiatives and submit copies of evaluation reports to the national and the provincial disaster management centres;
- To monitor compliance in the municipal area with the key performance indicators outlined in the disaster management framework; and
- To make recommendations regarding the funding of disaster risk management in the municipal area and the initiation and facilitation of efforts to make such funding available.

The first objective of the Southern Africa Development Community (SADC) Disaster Risk Reduction Strategic Plan 2006 – 2010 is about strengthening governance, legal and institutional frameworks at all levels of disaster risk reduction. Activities to achieve this objective are outlined in the SADC Disaster Risk Reduction Strategic Plan for 2006-2010 as to:

- “Support the creation and strengthening of national integrated disaster risk reduction mechanisms, such as platforms, with designated responsibilities at the national through to the local levels of government to facilitate coordination across sectors.

- Integrate risk reduction, as appropriate, into development policies and planning at all levels of government, including in poverty reduction strategies and sectors and multi sector policies and plans.
- Adopt or modify where necessary, legislation to support disaster risk reduction, including regulations and mechanisms that encourage compliance and that promote incentives for undertaking risk reduction and mitigation activities.
- Recognise the importance and specificity of local risk patterns and trends, decentralise responsibilities and resources for disaster risk reduction to relevant sub national structures, as appropriate” (SADC, 2006-2010).

The above activities are aimed at achieving the objectives of the Southern African Developing Community’s Disaster Risk Reduction Strategic Plan 2006-2010. The Hyogo Framework for Action (2005: 2), makes disaster risk reduction a first priority in its five actions of achieving disaster resilience for vulnerable communities in the context of sustainable development. This priority for action ensures that disaster risk reduction is a national and local priority with a strong institutional basis for the implementation of disaster risk reduction. The strong institutional basis for the implementation of disaster risk reduction can be achieved by countries by means of development or modification of policies, laws and organisational arrangements as well as designing programmes and projects for integration of disaster risk reduction. The action also suggests allocation of sufficient resources to the countries to support risk reduction projects.

Van Zyl (2006: 75) endorses the possibility of integrating disaster risk management elements in the agricultural sector within the parameters and concepts of disaster risk management. The success of this objective depends upon undertaking a proper risk assessment, which requires an integrated multi-sectoral and multi-disciplinary approach.

The disaster risk management elements for integration into the agricultural sector are:

- The assessment of risks of disasters;

- Preventing or reducing risks of disasters;
- Mitigating the severity and consequences of disasters;
- The preparedness, especially for emergencies;
- The response for disasters in a rapid and effective manner;
- The recovery and rehabilitation in the post disaster phase.

Apart from the elements cited above, it is recommended that arrangements be made for the following:

- Establishment of policy development and its adoption;
- Direction and implementation of the policy;
- Stakeholder participation in planning and operations;
- Technical advice in the planning and operations; and
- Arrangements of cooperation for disaster risk management.

The National Disaster Management Framework (2005: 4) requires that a National Disaster Management Centre be established with the responsibility of promoting an integrated and coordinated disaster risk management policy. In the Disaster Management Act 57 of 2002, priority is given to the application of the principle of cooperative governance for the purpose of disaster risk management. Through this strategy, other government institutions are encouraged and mandated to institutionalise disaster risk reduction.

From different legislations and policies explored above, it can be concluded that similar structures are created in different countries to coordinate disaster risk management activities. One of these similarities is affirmed in the Disaster Management Southern Africa (2010:11); the journal describes South Africa as a forerunner in developing a National Disaster Management Framework with similarities in the Hyogo Framework for Action. Both structures, despite their different names, perform similar functions. These functions are clearly stipulated according to the disaster risk management coordinating level of structure for example local, provincial and national.

The literature reviewed in this section clarifies the question of institutional capacity building for effective disaster risk reduction. Without policies and legislation to regulate disaster risk management, it will be difficult to achieve good results in disaster risk management. In the next section, how policies influence institutional capacity building with regard to disaster risk reduction will be investigated.

2.2.4 POLICIES ON DISASTER MANAGEMENT

Designing policies to address problems provides managers with tools that enable them to plan, organise, coordinate and control the functions they are appointed to perform. Legislation provides specific guidelines for redressing the problems (Du Toit, 1998: 42). Disaster risk management like all human problems is guided by such policies that enhance effective implementation. Policies from other countries and international platforms that affect institutionalisation of disaster risk management can be cited.

The Hyogo Framework for Action's first priority in particular illustrates this point, where it is clearly stated that countries must develop or modify policies associated with plans, programmes and projects in order to integrate disaster risk reduction. This includes:

- Creating effective multinational platforms to provide policy guidance and to coordinate activities;
- Integrating disaster risk reduction into development policies and planning such as poverty reduction strategies; and
- Ensuring community participation so that local needs are met (Hyogo Framework for Action, 2005: 2).

According to InterWorks (1998: 10), agencies that implement disaster risk management programmes are expected to take into consideration associated policies, legislation, agreements and resources. Legal backing for national policies should cover issues like:

- Acceptance and importation of national assistance;
- Agreements or laws regarding the authority delegated to institutions involved;
- Allocation of resources to disaster risk management ;
- Objectives and standards for relief distribution;
- Specific procedures for implementation of preparedness, mitigation and response activities assigned responsibilities; and
- Procedures for including the use of the military or civil defence agencies to address disasters.

The InterWorks also suggests that policies on Disaster Risk Management be supported by other forms of arrangements such as:

- Agreements

Agreements must be based on sets of actions to be taken by parties and may be binding. These agreements may also be called Memoranda of Understanding.

- Codes

A code is a document setting out parameters or standards for construction usage of natural resources and use of relief assistance. These codes depict a set of actions or behaviours that are acceptable to parties.

- Laws

Laws bind the parties that have signed them and impose limitations or confer rights upon bodies included in the laws. Penalties for failure to uphold the law are included in these laws.

The first element of the KPA1 of the National Disaster Management Framework of 2005 looks at arrangements for the development and adoption of an integrated disaster risk management policy. Twigg (2004: 64) states the importance of governments in creating a policy and legislative framework within which risk reduction can be accomplished. The first element in KPA1 entails:

- The establishment of intergovernmental committee for disaster risk management;
- The policy making process on issues related to disaster risk management; and
- Key performance indicators on the establishment of intergovernmental committee on disaster risk management.

The National Disaster Management Framework of 2005 aims to achieve similar objectives of disaster risk reduction to other countries such as Philippine and Australia and also to meet international standards. This view is confirmed by the similarities of the core values and policies around which the South African NDMF and international models are structured. These policies also lead to the establishment of intergovernmental structures for disaster risk management. Such structures act as vehicles for conveying messages of disaster risk management and implementation.

Disaster risk reduction coordinating structures as provided for by legislation and policies, aims to achieve disaster risk reduction. Disaster risk reduction will be discussed in the next section.

2.3 KEY PERFORMANCE AREA 3 OF THE NATIONAL DISASTER MANAGEMENT FRAMEWORK

Key performance area 3 of the National Disaster Management Framework of 2005 is mainly composed of enabling actions that lead to disaster risk reduction in South Africa. These actions are the preparation of disaster risk management frameworks, and disaster risk management plans. All of these must be prepared and implemented in all spheres of government.

The components of this KPA can be outlined as follows:

- Disaster risk management as a strategic objective.
- Priority setting with regards to disaster risk reduction initiatives.

- Approaches for the scoping and development of disaster risk reduction plans, projects and programmes.
- Integration of disaster risk reduction into other strategic integrating structures and processes.
- Implementation and monitoring of disaster risk reduction activities (South Africa. 2005: 4).

The components of KPA 3 listed above will be discussed below by linking them to other literature, to give a clear understanding of these components. The literature to be used for argument in this section is the Hyogo Framework for Action. The Hyogo Framework for Action is selected for this section because of its relevance to disaster risk reduction.

2.3.1 DISASTER RISK REDUCTION

According to Living with Risk (2002: 22) disaster risk reduction is a strategy that includes vulnerability and risk assessment as well as a number of institutional capacities and operational abilities. The book also focuses on the following indicators for assessment: the vulnerability of critical infrastructure, social and economic infrastructure, the use of effective early warning systems, the application of many different types of scientific and technical and other skilled abilities features of disaster risk reduction. The term disaster risk reduction refers to all elements necessary for minimising vulnerabilities and disaster risks throughout society. It includes the core risk reduction principles of prevention, mitigation and preparedness (South Africa, 2005: 2). This concurs with the general desire for disaster risk reduction to be accomplished by enhancing skills, knowledge and capacities of local communities (Global Networks of Civil Society Organisations for Disaster Reduction, 2009). According to Pelling (2007: 374), both communities and local authorities should be empowered to manage and reduce disaster risks and should have access to the necessary information, resources and authority to implement actions for disaster risk reduction.

The South African National Disaster Management Framework's definition of disaster risk reduction above summarises the definition found in Living with Risk. In Living with Risk all elements of risk reduction are mentioned and the South African Disaster Management Framework uses the term "element" to encompass all such components. It is argued that South African NDMF has borrowed from the UN text.

2.3.1.1 Make Disaster Risk Reduction a Priority

The first priority of the Hyogo Framework for Action describes the essential preconditions for implementing risk reduction programmes. It isolates and implores stakeholders to treat the implementation of disaster risk reduction as a national and local priority with strong institutional basis. In order to achieve these priorities, countries are advised to develop and modify policies, laws, organisational arrangements, programmes and projects to integrate disaster risk reduction into the three spheres of government. Sufficient resources must be allocated to support and maintain disaster risk reduction programmes (Hyogo Framework for Action, 2005: 2).

The Economic Community of West African States (ECOWAS) Disaster Risk Reduction Policy and Mechanisms is in line with the HFA because it aims to achieve objectives similar to the HFA's objectives. The ECOWAS (2006: 7) in its efforts to ensure institutional capacity for disaster risk reduction focuses on implementing the following:

- To make disaster risk reduction a priority of ECOWAS it must be incorporated in the development agenda of the community ;
- The ECOWAS secretariat's disaster risk reduction capacity will be developed and the sub-regional mechanism for disaster risk reduction will be created with a financing facility;
- The policy will contribute to the development of national frameworks for disaster risk reduction by promoting the establishment or strengthening of national platforms for disaster risk reduction;
- Specialised sub- regional institutions for disaster risk management services will be developed and strengthened;

- Coping strategies, local expert capacity and database on disaster risk must be strengthened in the sub-region as part of the ECOWAS Emergency Response Team.

Gopalakrishnan (2007: 366) focuses on the importance of multi-agency collaboration for decision making in disaster management. He highlights how to achieve effective integration of disaster risk management by building institutional mechanisms that enhance cooperation between international and national organisations. Gopalakrishnan (2007:366) conveys this as follows:

“Multi-agency collaboration is crucial to effective decision making in all aspects of disaster risk management. Such cooperation should occur horizontally (intra-agency) as well as vertically (inter-agency). It should also take place in multi-jurisdictional settings. Autonomy is a key factor. A conventional centralised chain of command is a thing of the past. The name of the game is instantaneous decision making because in the case of disasters, time is of the essence. An action delayed could well mean many lives lost. Collaboration between international organisations and national organisations is also essential and, therefore, institutional mechanisms to achieve such cooperation must be developed and implemented.”

In section 3.1.1 of the South African National Disaster Management Framework of 2005, it is stipulated that disaster management frameworks and disaster risk management plans are strategic mechanisms through which disaster risk management action is coordinated and integrated across all spheres of government. This is in line with the HFA’s first priority for action where it is stated that disaster risk reduction must be taken as a national and local priority with strong institutional basis. The ECOWAS confirms developing specialised institutions and to strengthen those institutions (ECOWAS, 2006: 7).

All the above shows the commitment of different countries and platforms to engaging in similar efforts of disaster risk reduction.

2.3.1.2 Know the Risk and Take Action

Planning for disaster risks requires the identification of types of risks. The second priority for action advocated by the HFA advises countries and communities vulnerable to natural hazards to try and understand the risks they face. Actions taken must be relevant as they will be based upon a thorough understanding of the types of risks faced. Effective planning can only emanate from an understanding of the risks and investing in fields of science (Hyogo Framework for Action, 2005: 3).

The Government of the Democratic Republic Timor-Leste (2005: 21) has described risk assessment as the identification of hazard agents, exposure and consequent assessment and risk characterisation. The first and the most difficult step in risk assessment is the identification of all hazardous conditions. It is further emphasised that in order to control risks, hazardous conditions must be recognised before they cause damage and injury.

The above description of risk assessment and disasters concurs with the HFA's second priority of action which advises countries and communities vulnerable to natural disasters to make an effort to understand the risks they face. Countries also need to utilise their knowledge to develop effective early warning systems aimed at addressing the unique circumstances of people at risk (Hyogo Framework for Action, 2005: 3).

According to Didlely (2005:2), the identification of risk levels and their factors is crucial in preventing loss. In the pre-disaster phase, evidence on disaster risks and risk levels can support the development and incorporation of disaster risk reduction and transfer measures. After disasters, evidence of risks can be used to promote risk reduction and transfer as part of recovery and reconstruction. In both processes, risk identification generates enabling conditions: means of setting priorities, developing risk management plans and strategies, and evaluating the specific policies and measures needed to achieve an appropriate balance between risk minimisation and other development priorities.

Subsection 3.1.1.2 of the South African National Disaster Management Framework of 2005 provides for the establishment of Level 2 Disaster Risk Management Plans. The Level 2 Risk Management Plans apply to national and provincial organs of state and municipalities that have established the foundation for institutional arrangements and have built essential supportive capabilities needed to carry out comprehensive disaster risk management activities. The Level 2 Disaster Risk Management Plan includes establishing processes for comprehensive disaster risk assessment, identifying formal consultative mechanisms for development of disaster risk reduction projects and introducing supportive information management and communication systems and emergency communication capabilities.

An awareness of community risks equips that community with a plan of preparedness in order to deal with any disaster. Based upon the nature of a risk and resources available to the disaster risk specialist, risk reduction can be estimated before a disaster occurs. The theory mentioned previously stresses the need for all communities to understand their particular disaster risks. Actions to prevent such risks from becoming disasters are determined by the nature of the risks identified. Bankoff (2004:1116) highlights the importance of identifying and assessing vulnerability for timely design of affordable and effective strategies for reducing the negative effects of disasters.

2.3.1.3 Build Understanding and Awareness

The third priority for the HFA is about understanding and having an awareness of disaster risks. This priority is about the use of knowledge, innovation and education in order to build a culture of resilience at community levels. This implies that people with knowledge of disaster risk reduction are expected to know what measures should be taken to reduce their vulnerability (Hyogo Framework for Action, 2005: 3). Awareness can be increased by making information available on disaster risks. Those who are knowledgeable should inform communities in high risk areas about possible safety measures. The HFA activities for increasing awareness can be summarised as follows:

- Multi-stakeholder forums are encouraged to promote networking, where discussions between experts, planners, technical and scientific specialists will take place.
- Disaster risk reduction must be included in all sectors of education and training activities.
- Community based disaster risk management programmes must be developed and strengthened.
- The Media must be involved in disaster risk reduction programmes, (Hyogo Framework for Action, 2005: 3).

According to Vanguard (1998: 1), the increase in frequency and gravity of disasters motivates national development and policy makers to recognise the importance of disaster risk management, a situation that brings the mainstreaming of disaster risk management into national development plans. This leads to national developmental plans setting out priorities and assigning responsibilities and targets to be achieved within a given timeframe. These plans cut across every facet of a nation with more attention given to areas of priorities and driven by policy formulation and implementation. National developmental plans, therefore, become indispensable due to increasing risk of disasters.

Section 26(g) of the Municipal Systems Act 32 of 2000 requires the integrated plans of municipalities reflect applicable disaster management plans. This section enforces the integration of disaster management plans of municipalities in South Africa. The element of including disaster risk reduction efforts into other structures and processes as required by the National Disaster Management Framework of 2005 is a vital requirement of the Act. In this regard, Schipper and Pelling (2006), stress the need for disaster risk reduction and development integration due to the dramatic rise in the number of disaster events and their consequence on development gains. The emphasis of Integrated Development Plans appears both in the Disaster Management Act and the Municipal Systems Act as previously stated.

Section 3.4 of the National Disaster Management Framework of 2005 prescribes for the inclusion of disaster risk reduction efforts into other structures and processes.

This section is in line with the HFA's third priority of action. This prioritised feature ensures the creation of awareness, understanding of disaster risks and the need to create multiple stakeholders for a broad audience.

The incorporation of disaster risk reduction planning into the integrated development planning as per subsection 3.4.2 of the South African National Disaster Management Framework of 2005 also endorses section 26(g) of the Municipal Systems Act 32 of 2000 already mentioned above regarding integrated development planning.

On disaster risk management in South Africa: Van Niekerk, (2006:95) advocates that "Disaster 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. As several authors indicate, disaster management as an activity of all spheres of government relates to an integrated, multi-sectoral and 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 Plans of each and every municipality." This article correlates well with section 26(g) of the Municipal Systems Act 32 of 2000 that prescribes for the inclusion of disaster management plans in Integrated Development Planning as already stated above.

2.3.1.4 Reduce Risk

The fourth priority of action for the Hyogo Framework of Action is about reducing underlying risk factors. Risk factors can only be reduced if vulnerability to natural hazards is identified. Holloway (2008: 17) describes disaster risk reduction (in informal settlements) as referring to "policies, actions, and initiatives that minimise vulnerabilities include those that incorporate prevention, mitigation and preparedness." Factors that increase vulnerability to hazards are identified as follows in the HFA:

- Locating communities in hazard prone areas, such as flood plains;

- Destroying forests and wetlands, thereby harming the capacity of the environment to withstand hazards;
- Building public facilities and housing that are unable to withstand the impacts of hazards; and
- Not having social and financial safety mechanisms in place.

Governments must ensure that acceptable building standards are adhered to in order to reduce disasters and protect critical infrastructure. Structural mitigation must be done to protect the environment from degradation (Hyogo Framework for Action, 2005: 3).

Government's efforts made towards risk management need to investigate the precise nature and forms of vulnerability. Once the nature and forms of vulnerability are established, an appropriate integrated risk strategy that covers various aspects of responses should be developed (Benson, 2004: 38).

In support of the Hyogo Framework for Action, the following ten essentials for making cities resilient are recommended by the World Disaster Report of 2010 (World Disaster Report 2010, 2010: 191). These essentials build on priorities identified in the Hyogo Framework for Action and are as follows:

1. Put in place organisation and coordination to understand and reduce disaster risk based on participation of disaster groups and civil society. Build local alliances. Ensure that all departments understand their role in disaster risk reduction and preparedness.
2. Assign a budget for disaster risk reduction and provide incentives for home owners, low-income families, communities, businesses and the public sector to invest in reducing the risks they face.
3. Maintain up-to-date data on hazards and vulnerabilities, prepare risk assessments and use these as the basis for urban development plans and decisions. Ensure that this information and the city's resilience are readily available to the public and fully discussed with them.
4. Invest in and maintain critical infrastructure that reduces risk, such as flood drainage, adjusted where needed to cope with climate change.

5. Assess the safety of all schools and health facilities and upgrade these as necessary.
6. Apply and enforce realistic, risk compliant building regulations and land use planning principles. Identify safe land for low-income citizens and develop upgrading of informal settlements, wherever feasible.
7. Ensure education programmes and training on disaster risk reduction is in place in schools and local communities.
8. Protect ecosystems and natural buffers to mitigate floods, storm surges and other hazards to which the city may be vulnerable. Adapt to climate change by building on good risk reduction practices.
9. Install early warning systems and emergency management capacities in the city and hold regular public preparedness drills.
10. After any disaster, ensure that the needs of the survivors are placed at the centre of reconstruction with the support for them and their community organisations to design and help implement responses, including rebuilding homes and livelihoods (World Disaster Report, 2010: 191).

In the section above the five priorities for action for disaster risk reduction outlined by the Hyogo Framework for Action have been analysed. In the next section the implementation and monitoring of disaster risk reduction programmes will be discussed.

2.3.2 IMPLEMENTATION AND MONITORING OF DISASTER RISK REDUCTION PROGRAMMES

To mitigate effects of disasters and to reduce disaster risks and to prevent disasters from occurring, activities of disaster risk management have to be performed and monitored. The monitoring part of the exercises undertaken reveals successes and challenges created by implemented projects. Effective monitoring provides an opportunity for continuous improvement.

Kaplan (1996: 316) emphasises the importance of sharing lessons learnt in a disaster. The sharing of lessons is done by documenting lessons learnt and sharing information with other companies involved in potential disasters management.

Kaplan (1996: 316), recommends that:

Surveys be carried out for a complete feedback of challenges and success to be recorded so that:

- Those who were involved in a disaster be given an opportunity to indicate what worked and what challenges were encountered;
- All specific areas of concern be identified documenting of response and correction;
- A symposium be sponsored for the sharing of information.

From the above it can be deduced that information needs to be regularly gathered for benchmarking purposes. This shows the importance of research in disaster risk reduction.

Carter (1991: 339) highlights the importance of research in disaster risk management by listing its objectives. These are to:

- Eliminate repetition of previous mistakes;
- Contribute to improvement in ongoing disaster risk management;
- Assist in reducing vulnerability to disasters; and
- Stimulate forward looking concepts for the future.

Results from the research carried out must be usable and utilised. Should they happen to be unusable, the onus is on the researcher and if not utilised the fault is with the disaster manager (Carter, 1991: 339).

Section 3.5 of the South African National Disaster Management Framework of 2005 is about the implementation and the monitoring of disaster risk reduction

programmes and initiatives. In this section national provincial and municipal disaster management centres are required to include in their annual reports documented accounts of disaster risk reduction projects, programmes and initiatives planned and implemented. In these reports, results on the effectiveness of disaster risk reduction pilot projects and research must be included.

2.4 CONCLUSION

The literature reviewed in this chapter showed evidence of serious commitment by international communities in making concerted efforts to build institutional capacities and engage and enhance disaster risk reduction efforts. The most important aspect of integrating disaster risk reduction has been identified as the enhancement role played by policies or legislation dealing with disaster risk management. This deduction suggests that in disasters, risk management policies act as catalysts that promote successful achievement of the intended results.

The study aims to evaluate the performance of district municipalities in the Eastern Cape. Since this is an evaluation research that measures the implementation of KPA 1 focusing on institutional capacity and KPA 3 that deals with disaster risk reduction based on the NDMF, similarities between the South African disaster risk management policies and those from other countries have been identified.

Policy implementation needs monitoring and evaluation to determine challenges and successes in the implementation of the policy. The comparative evaluation approach ensures that the intended outcomes are easily established in order to determine the effectiveness of the policies when the evaluation is completed. The review of relevant literature has suggested that South African Disaster Risk Management policies are in line with those of other countries.

The theories discussed in this chapter regarding the establishment of institutional capacity (KPA 1 of the NDMF) and disaster risk reduction (KPA 2 of the NDMF) have clarified and highlighted the importance of institutional capacity building and disaster risk reduction. This clarification promotes the understanding of the reasoning behind the assessment of the implementation of KPAs 1 and 3 of the

National Disaster Management Framework of 2005. The assessment of the implementation of KPAs 1 and 3 of the National Disaster Management Framework of 2005 carried out by district municipalities in the Eastern Cape Province will be presented in the next chapter.

CHAPTER 3

EMPIRICAL RESEARCH: ASSESSMENT OF KPAs 1 AND 3 OF THE NDMF AT SIX DISTRICT MUNICIPALITIES IN THE EASTERN CAPE PROVINCE

3.1 INTRODUCTION

The South African National Disaster Management Framework provides for the establishment of an integrated institutional capacity for disaster risk reduction in KPA 1 (South Africa, 2005: 4) and for disaster risk reduction in KPA 3 (South Africa, 2005: 39). The two KPAs mentioned above are both implementable by metropolitan and district municipalities. If the two KPAs mentioned above are well implemented, disasters can be mitigated and prevented.

The purpose of this study was to evaluate the implementation of KPA 1 and 3 of the NDMF at six district municipalities, in the Eastern Cape Province. The six district municipalities in which the survey was conducted for the evaluation were the Amathole District Municipality, Alfred Nzo District Municipality, Cacadu District Municipality, Chris Hani District Municipality, OR Tambo District Municipality and Ukhahlamba District Municipality. At the end of this chapter findings from the evaluation have been summarised. The methodology utilised to conduct the research is explained in the next paragraph. The analysis and interpretation of research results and the presentation of findings are also presented in this chapter.

3.2 METHODOLOGY

The research methodology used for the evaluation of the implementation of the two KPAs is the quantitative research approach. Struwig, (2001: 4) describes the quantitative research as a form of conclusive research involving large representative samples and fairly structured data procedures. He further argues that the primary role of the quantitative research is to test hypotheses.

Hopkins, (2008: 1) describes quantitative research as a method of quantifying relationships between variables. He gives examples of these variables as weight,

performance, time and treatment. In this method variables are measured on samples of subjects and later relationships between variables are expressed using effect statistics such as correlations, relative frequencies or differences between means. According to Burns (1997: 2), quantitative research is a formal objective systematic process in which numerical data are used to obtain information about the world. This method of research is used to describe variables, examine relationships among variables and to determine cause and effect interactions between variables.

Descriptions of the quantitative research mentioned above all aim to achieve similar objectives; they all lead to the testing of relationships between variables. This is a research methodology relevant for evaluating the implementation of KPAs 1 and 3 of the NDMF in six district municipalities in the Eastern Cape.

3.3 RESEARCH DESIGN

Babbie (2001: 64) describes a research design as a plan or structured framework of how one intends to conduct the research process in order to solve a research problem. Welman (2001: 46) describes a research design as a plan according to which research participants are obtained and information is collected from them with a view to reaching conclusions about the research problem.

The study conducted sought to answer the question: To what extent the six district municipalities in the Eastern Cape implemented the requirements of KPAs 1 and 3 of the NDMF. The study sought to test the hypothesis through analysis, deduction and conclusion.

3.4 POPULATION AND SAMPLING

Disaster management officials from district disaster management centres and satellite centres or local municipalities constituted the population for sampling. According to Burns (1997: 293), the population, sometimes referred to as the target population, is the entire set of individuals or elements that meet the sampling criteria. These officials certainly meet the sampling criteria because of their experience in the disaster risk management field.

The accessible population was six disaster management officials per district municipality. The elements were randomly selected at these district municipalities. Disaster management officers were selected for the study because they were directly involved with disaster management work and had the necessary insight of how disaster management works in their districts. All six district municipalities in the Eastern Cape formed part of the survey sample.

Questionnaires, which were mainly distributed to the target population by e-mails, were also hand delivered. Benefit to the researcher comes from working in the disaster management field, knowing the area and understanding the structures of disaster management in the province. On completion of the study the researcher will also know which areas need improvement in the implementation of the two KPAs.

3.5 CONDUCTING THE EMPIRICAL STUDY

According to Struwig (2001: 222), empirical studies generally involve obtaining data from participants by employing questionnaires or conducting interviews. Babbie and Mouton (2001: 641) state that, by empirical methods or empirical research, they mean methods used to investigate the world of observation and experiences.

The above two statements aim to explain how to achieve certain results by employing different methods of investigation. Though different methods of investigation are utilised above, the objective is to achieve similar results.

Before the study was conducted, the researcher obtained written letters of consent from the Municipal Managers of these six District Municipalities see Annexure “A” – “F” (for permission to research in these six district municipalities). The Cacadu District Municipality required an indemnity form to be completed and signed by the researcher, see annexure “D”. Certain District Municipalities requested feedback on completion of the research.

3.5.1 QUESTIONNAIRE DESIGN

A Likert type scale questionnaire was designed and circulated to the target population for the collection of the data. The questionnaire consists of 35 questions (see Annexure) “C”. The questionnaire has scales of five in which respondents ticked the relevant column in order to allocate a score to the question. The purpose for the study was clearly communicated to the respondents.

3.5.2 INSTRUMENTATION

Disaster management centres were visited for the distribution of questionnaires. Problems associated with how to complete questionnaires were discussed during introductory meetings with participants. Issues of anonymity, confidentiality and voluntary participation were also explained. Research participants were informed about the freedom to withdraw from participating in the research. Other participants were met at a disaster management conference hosted in the Eastern Cape by the Algoa Region of the Disaster Management Institute of Southern Africa. Questionnaires were also distributed electronically to research participants.

3.6 DATA PRESENTATION AND ANALYSIS

The data was collected utilising questionnaires as explained in previous sections. The collected data was summarised, analysed and the findings presented. Findings are summarised at the end of the chapter.

3.6.1 RESPONSE RATE

Thirty six questionnaires were sent out to research participants for completion. Out of thirty six questionnaires distributed, thirty were completed and returned. This is a very good response rate as confirmed by Babbie and Mouton (2001: 261), who describe a 70% response rate as very good. Having achieved a 95% response rate in the data collection, the researcher was motivated to proceed with the research.

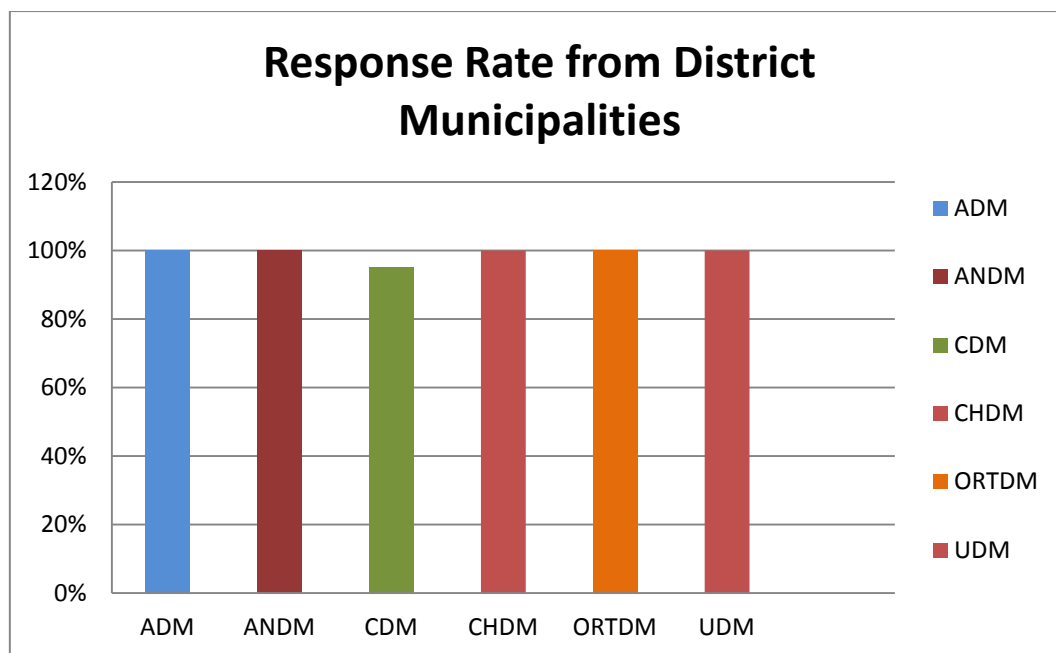


Figure 3.1 Response rate from District Municipalities

Amathole District Municipality – ADM

Alfred Nzo District Municipality – ANDM

Cacadu District Municipality – CDM

Chris Hani District Municipality – CHDM

OR Tambo District Municipality – ORTDM

Ukhahlamba District Municipality – UDM

One unreturned questionnaire did not influence the results of the research because data collected had already reached saturation point. Data collected from the six district municipalities were captured and shown in the following tables 3.1- 3.35. Responses to the questions are indicated by an “x” in applicable columns. Each question has five columns for answering a question. These are single choice answers and are rated as strongly disagree, disagree, I do not know, agree and strongly agree.

Answers per box are allocated scoring points as follows:

- Strongly disagree 1
- Disagree 2
- I do not know 3
- Agree 4

- Strongly Agree

5

The highest possible score that can be obtained by a district municipality as per points listed above is thirty (5x6) and the lowest score is six (1x6). The maximum score per question for all six district municipalities is $30 \times 6 = 180$. The middle score is eighteen (3x6). The average value for all district municipalities is the middle value eighteen (18) x six (6) district municipalities = 108. In questions where the average score for all district municipalities is below 108, an assumption is made that district municipalities are not doing well in the implementation of that specific requirement. Municipalities obtaining scores from eighteen and above will be recorded as municipalities that agree with statements in the questionnaire. Those that obtain scores less than the middle value will be recorded as not agreeing with the statements.

Some of the questionnaires returned had a few columns unanswered. In this case an assumption was made that the respondent did not know the answer and a scoring point of three was allocated. That is (I don't know).

3.7 IMPLEMENTATION OF THE SOUTH AFRICAN DISASTER MANAGEMENT ACT AND THE POLICY FRAMEWORK

The Disaster Management Act, 57 Of 2002 was enacted on the 30th of December 2002. The commencement date for the implementation of the Act was the 31st of July 2004. Following the enactment of the Act, the National Disaster Management Framework was passed in 2005.

The KPAs evaluated for implementation by district municipalities in the Eastern Cape Province are contained in the National Disaster Management Framework of 2005. Questions for the evaluation of implementation of the two KPAs were derived from the tools of the NDMF utilised to monitor and evaluate the implementation of the Act and the Policy Framework.

Given the period of six years that has passed between the time of the implementation of the Act and the evaluation of the implementation of the two KPAs,

one would assume that participants are well-informed by now and would have no difficulty answering questions concerning the evaluation of the institutional capacity for disaster management. In other words, it was assumed that “strongly agree” and “agree” answers would constitute the majority of the responses in view of the time elapsed between the implementation of the Act and the time of this study.

3.8 PRESENTATION OF RESPONSES AND ANALYSIS

In this section, responses of research participants as per samples obtained were analysed. Neuman (2006: 219) describes a sample as a smaller set of cases which a researcher selects from a larger pool and generalises to the population. Samples obtained from each district municipality for this study were analysed and generalised to represent each district municipality.

3.8.1 KEY PERFORMANCE AREA 1

Key Performance Area 1 of the NDMF comprises of following sections:

- Establishment of arrangements for the development and adoption of an integrated disaster risk management policy.
- Arrangements for integrated directions and implementation of disaster risk management policy.
- To outline required arrangements for the participation of stakeholders and also to engage technical advice in disaster risk management planning and operations.
- To describe arrangements for national, regional and international cooperation for disaster risk management.

The questionnaire in the form of tables below seeks to establish to what extent the six district municipalities in the Eastern Cape Province have implemented the above sections of KPA 1.

Question 1

The Disaster Management Policy has been developed for the District Municipality.

Table 3.1 Answers from district municipalities on development of a disaster management policy

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				3	3	27
Alfred Nzo DM			1	3	2	25
Cacadu DM			1	1	3	22
Chris Hani DM	1	2	1	2		16
OR Tambo DM				6		24
Ukhahlamba DM				3	3	27

Of the thirty-five responses analysed on the development of disaster management policies by district municipalities, twenty-nine either agreed or strongly agreed with the statement that district municipalities had developed disaster management policies. While three responses indicated that respondents did not know whether or not district municipalities had developed disaster management policies; three either disagreed or strongly disagreed. Five of the district municipalities tested for the development of disaster management policies obtained scores above the middle value and one district municipality obtained a score below the middle value. The total score in this question for all district municipalities was 141. This score was above the average of total points (108) for the question. Taking into consideration that five district municipalities obtained scores above the middle value it can be concluded that respondents confirmed that their municipalities had developed disaster management policies.

Question 2

A Disaster Management Policy is being implemented by the District Municipality

Table 3.2 Answers from district municipalities on the implementation of a disaster management policy

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				3	3	27
Alfred Nzo DM	1	1	1	3		18
Cacadu DM			1	1	3	22
Chris Hani DM	1	2	1	1	1	17
OR Tambo DM		1		5		22
Ukhahlamba DM	5	1				7

Of the thirty-five responses analysed on the implementation of disaster management policy by district municipalities, twenty responses either agreed or strongly agreed with the statement. Three responses indicated that respondents did not know whether their district municipalities had implemented the policy or not. Twelve responses indicated that respondents either disagreed or strongly disagreed with the statement that, district municipalities had implemented a disaster risk management policy. Table 3.2 above shows that, four of the six district municipalities agreed with the statement that disaster management policies are being implemented by district municipalities. Four of these six district municipalities have obtained scores starting from the middle value (18) and above. The total score obtained by all district municipalities in this question was 113. This exceeds the average of the total points for the question. This confirms that district municipalities are doing well in the implementation of disaster management policies.

Question 3

The District Disaster Management Centre has been established.

Table 3.3 Answers from district municipalities on the establishment of a disaster management centre

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				3	3	27
Alfred Nzo DM	3	1		2		13
Cacadu DM				2	3	23
Chris Hani DM					6	30
OR Tambo DM				6		24
Ukhahlamba DM		3			3	21

Of thirty-five responses analysed on the establishment of disaster management centres, twenty-eight respondents either agreed or disagreed with the statement that disaster management centres had been established. Seven responses either disagreed or strongly disagreed with the statement that, disaster management centres had been established. The data in Table 3.3 above reflects that five of the six district municipalities studied for the establishment of disaster management centres, obtained scores starting from the middle value and above. The total score for all district municipalities was 138. This score is above the average of total points for the question. This is a confirmation that district municipalities in the Eastern Cape Province have established disaster management centres.

Question 4

The District Disaster Management Centre is operating well.

Table 3.4 Answers from district municipalities on how their disaster management centres operate

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM	1			1	4	25
Alfred Nzo DM	1	2		1	2	19
Cacadu DM					5	25
Chris Hani DM				1	5	29
OR Tambo DM		2		4		20
Ukhahlamba DM		5		1		14

Of the thirty-five responses analysed on how district disaster management centres operate in the Eastern Cape Province, twenty-four respondents either agreed or strongly agreed with the statement that disaster management centres operate well. Eleven respondents either disagreed or strongly disagreed with the statement. Five district municipalities scored points above the middle value and only one district municipality scored points less than the middle value. The total score for all district municipalities was 132. This is above the average of total points for the question. This confirms that disaster management centres at district municipalities operate well.

Question 5

The job description of the Head of Centre has been developed.

Table 3.5 Answers from district municipalities on development of a job description for the Head of the Centre

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		2			4	22
Alfred Nzo DM		3	3			15
Cacadu DM				3	2	22
Chris Hani DM	2			4		18
OR Tambo DM	1	5				11
Ukhahlamba DM				3	3	27

Of the thirty-five responses analysed on the development of job descriptions for the Head of the Centre, nineteen respondents either agreed or strongly agreed with the statement that job descriptions for the Head of Centres had been developed. Three respondents did not know if job descriptions for the Head of the Centre had been developed or not, and thirteen respondents either disagreed or strongly disagreed with the statement. Four of the six district municipalities studied for the development of job descriptions for Heads of Centres scored points from the middle value and above. Two district municipalities scored less than the middle value (18). An average score obtained by all district municipalities was 115. This is above the average of total points for the question confirming that respondents' perceptions agree with the statement that job descriptions for the Heads of Centres at their district municipalities had been developed.

Question 6

The Head from the District Disaster Management Centre has been appointed.

Table 3.6 Answers of district municipalities on the appointment of the Head of the Disaster Management Centre

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		2		1	3	21
Alfred Nzo DM	1	2	2		1	13
Cacadu DM				1	4	24
Chris Hani DM				1	5	29
OR Tambo DM		3		3		18
Ukhahlamba DM					6	30

Of thirty-five responses analysed on the appointment of Heads of Disaster Management Centres, twenty-five respondents either agreed or strongly agreed with the statement that district municipalities had appointed Heads of Disaster Management Centres. Two respondents did not know if the Heads of Disaster Management Centres had been appointed or not and eight either disagreed or strongly disagreed with the statement. Table 3.6 shows that five district municipalities scored points from the middle value and above in the evaluation. Only one municipality scored less than the middle value. A total score of 135 was obtained by all district municipalities. This is above the average of total points for the question. This suggests that municipalities surveyed for the appointment of Heads of Disaster Management Centres agreed that Heads of Disaster Management Centres had been appointed.

Question 7

The focal points for Disaster Risk Management have been identified by organs of State.

Table 3.7 Answers from district municipalities on identification of focal points by organs of State

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		2		2	2	22
Alfred Nzo DM	2	3		1		12
Cacadu DM	1	1		3		15
Chris Hani DM		1		3	2	24
OR Tambo DM		6				12
Ukhahlamba DM		2	3		1	18

Of thirty five (35) responses analysed on the identification of focal points for disaster risk management by organs of State, fourteen respondents either agreed or strongly agreed that focal points had been identified; three respondents did not know if focal points had been identified or not; and eighteen (18) respondents either disagreed or strongly disagreed with the statement that focal points for disaster risk management had been identified by organs of State. Three of the six district municipalities surveyed for the identification of focal points for disaster risk management by organs of State scored points from the middle value and above. The other three district municipalities scored points less than the middle value. The total score for all district municipalities was 103. This score is less than the average of total points for the question. The data in Table 3.7 demonstrates that half of the district municipalities tested for the identification of focal points for disaster risk management by organs of state in the Eastern Cape Province disagreed that focal points had been identified.

Question 8

Organs of State within the District have identified their roles and responsibilities.

Table 3.8 Answers from district municipalities on identification of roles and responsibilities by organs of State

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				4	2	26
Alfred Nzo DM	1	4		1		13
Cacadu DM		1		4		18
Chris Hani DM		1		4	1	23
OR Tambo DM	1	5				11
Ukhahlamba DM	3	2			1	12

Of thirty-five responses received and analysed from six district municipalities assessed for the identification of roles and responsibilities by organs of State, seventeen respondents either agreed or strongly agreed with the statement that organs of State within the district had identified their roles and responsibilities; eighteen respondents either disagreed or strongly disagreed with the statement. The data presented in Table 3.8 above shows that three of six the district municipalities assessed for identification of roles and responsibilities by organs of state obtained scores from the middle value and above; the other three obtained scores less than the middle value. The total score of all district municipalities obtained in this question was 103. This is less than the average of total points for the question. It can be deduced therefore that, district municipalities disagreed with the statement that roles and responsibilities for disaster risk management had been identified by organs of State within the district.

Question 9

These roles and responsibilities of the organs of State within the District have Disaster Risk Management linked to their job descriptions.

Table 3.9 Answers from district municipalities on linking of roles and responsibilities of organs of State to their job descriptions

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM	1	1	1	1	2	20
Alfred Nzo DM		4	1	1		15
Cacadu DM			4	1		16
Chris Hani DM		2	2	1	1	19
OR Tambo DM	3	3				9
Ukhahlamba DM	3	2	1			10

Of the thirty-five responses analysed on the roles and responsibilities of organs of State in disaster risk management linkage to their job descriptions, seven respondents either agreed or strongly agreed with the statement that roles and responsibilities for organs of State within the district have disaster risk management linked to their job descriptions; nine respondents did not know if roles and responsibilities for organs of State within the district have disaster risk management linked to their job descriptions or not, while nineteen respondents either disagreed or strongly disagreed with the statement. Two of the six district municipalities assessed for the linking of roles and responsibilities of organs of State to their job descriptions obtained scores above the middle value, and four district municipalities obtained scores below the middle value. The total score for all district municipalities was 89. This is less than the average of the total score for the question. The data presented in Table 3.9 shows that district municipalities in the Eastern Cape Province disagreed with the statement on the linkage of organs of State's roles and responsibilities to their job descriptions in the district.

Question 10

District Disaster Management Advisory Forum or a similar structure has been established.

Table 3.10 Answers from district municipalities on the establishment of disaster management advisory forums or similar structures

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				1	5	29
Alfred Nzo DM	1	1	1	3		18
Cacadu DM				1	4	24
Chris Hani DM					6	30
OR Tambo DM				3	3	27
Ukhahlamba DM					6	30

Thirty-two of thirty-five responses analysed on the establishment of disaster management advisory fora by district municipalities either agreed or strongly agreed with the statement that district municipalities had established disaster management advisory fora. One respondent did not know if the disaster management advisory forum had been established or not by the district municipality and two respondents either disagreed or strongly disagreed with the statement. All six district municipalities tested for the establishment of disaster management advisory fora obtained scores starting from the middle value and above. The total score obtained by all district municipalities in this question was 158. This is above the average of the total points for this question. From the data presented in Table 3.10 above, respondents' perceptions are that, disaster management advisory fora had been established by all six district municipalities.

Question 11

District Disaster Management Advisory Forum or a similar structure is functioning well.

Table 11 Answers from district municipalities on how the disaster management advisory forum is functioning

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				2	4	28
Alfred Nzo DM		4		1	1	17
Cacadu DM				2	3	23
Chris Hani DM				4	2	26
OR Tambo DM		1		4	1	23
Ukhahlamba DM				3	3	27

Of thirty-five responses analysed on how district municipalities' disaster management advisory fora are functioning, thirty respondents either agreed or strongly agreed with the statement that disaster management advisory fora are functioning well. Five respondents disagreed with the statement. Five of the six district municipalities tested for the functioning of disaster management advisory fora obtained scores above the middle value. Only one district municipality obtained a score below the middle value. The total score for all district municipalities obtained in this question was 144. This is above the average of total points for the question. Data presented in Table 3.11 suggest that all district municipalities' disaster management advisory fora are functioning well.

Question 12

Enabling mechanisms are in place for stakeholder participation in disaster risk management planning and operations (Disaster Risk Management District-Local Forum).

Table 3.12 Answers from district municipalities on whether enabling mechanisms for stakeholder participation in disaster risk management are in place

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				4	2	26
Alfred Nzo DM	2	2		1	1	15
Cacadu DM			1	4		19
Chris Hani DM				5	1	25
OR Tambo DM		2		4		20
Ukhahlamba DM					6	30

Of the thirty-five responses analysed for having enabling mechanisms for stakeholder participation in disaster risk management planning and operations, twenty-eight responses either agreed or strongly agreed with the statement that enabling mechanisms were in place for disaster risk management planning and operations; one respondent did not know and six respondents either disagreed or strongly disagreed with the statement. Five of the six district municipalities tested for having enabling mechanisms in place for stakeholder participation in disaster risk management obtained scores above the middle value. Only one district municipality obtained a score less than the middle value. The total score obtained by all district municipalities was 135. This score is above the average for the question. In the data from Table 3.12 above, respondents' perceptions confirm that district municipalities have enabling mechanisms in place for stakeholder participation in disaster risk management planning and operations.

Question 13

Relevant stakeholders (lead agencies) have been assigned the responsibility for the facilitation and coordination of disaster risk management planning and the implementation thereof.

Table 3.13 Answers from district municipalities on whether lead agencies have been assigned the responsibility for facilitating and coordinating disaster risk management planning and implementation thereof

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM			1	1	4	23
Alfred Nzo DM	1	3	2			13
Cacadu DM			2	3		18
Chris Hani DM		1		3	2	24
OR Tambo DM	1	5				11
Ukhahlamba DM		2	3		1	18

Of thirty-five responses analysed on whether relevant stakeholders had been assigned the responsibility for the facilitation and coordination of disaster risk management planning and implementation, fourteen respondents either agreed or strongly agreed with the statement; eight respondents did not know if relevant stakeholders had been assigned the responsibility for the facilitation and coordination of disaster risk management planning and coordination and thirteen respondents either disagreed or strongly disagreed with the statement. Four of the six district municipalities tested for assigning of responsibilities for facilitation and coordination of disaster risk management and implementation obtained scores from the middle value and above, and two obtained scores less than the middle value.

The average score obtained by all district municipalities was 107. This is less than the average of total for the question. The data presented in Table 3.13 above is reflective of the respondents' perceptions that district municipalities tested for the assignment of responsibilities by relevant stakeholders for the facilitation and

coordination of disaster risk management planning and coordination disagreed with the statement.

Question 14

Secondary responsibilities have been assigned to entities supporting the facilitation and coordination of disaster risk management and implementation.

Table 3.14 Answers from district municipalities on assignment of secondary responsibilities to entities supporting the facilitation and coordination of disaster risk management and implementation

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				4	2	26
Alfred Nzo DM	2	2	2			12
Cacadu DM		3		2		14
Chris Hani DM		3	1	2		17
OR Tambo DM				6		24
Ukhahlamba DM		2	3		1	18

Of the thirty-five responses analysed from district municipalities for the assignment of secondary responsibilities to entities supporting the facilitation and coordination of disaster risk management and implementation, seventeen respondents either agreed or strongly agreed with the statement for assignment of secondary responsibilities to entities supporting the facilitation and coordination of disaster risk management and implementation; six respondents did not know if these responsibilities had been assigned or not, and twelve respondents either disagreed or strongly disagreed with the statement. Three of the six district municipalities tested for the assignment of secondary responsibilities to entities supporting the facilitation and coordination of disaster risk management and implementation obtained scores from the middle value and above, and three district municipalities obtained scores below the middle value. The total score obtained by all district municipalities in this question was 111.

This is above the average score of the question. The data presented in Table 3.14 above shows that the majority of respondents agreed that these secondary responsibilities had been assigned accordingly.

Question 15

The Disaster Management Centre is represented in the Integrated Development Planning (IDP) and structures of the District Municipality.

Table 3.15 Answers from district municipalities on representation of disaster management centres in IDP structures

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				2	4	28
Alfred Nzo DM		2	2	1	1	19
Cacadu DM		3		2		14
Chris Hani DM		1		1	4	26
OR Tambo DM		2		4		20
Ukhahlamba DM			3	2	1	22

Of the thirty-five responses analysed from district municipalities on the representation of disaster management centres in the integrated development planning and other structures of district municipalities, twenty-two respondents either agreed or strongly agreed with the statement that the disaster management centre is represented in the integrated development planning and other structures of the district municipality. Five respondents did not know and eight respondents either disagreed or strongly disagreed with the statement. Five of the six district municipalities tested for representation of disaster management centres in IDP and other structures of the district municipality obtained scores above the middle value, and one district municipality obtained a score below the middle value. The total score obtained by all district municipalities in this question was 129. This is above the average of the total points for the question. Data in Table 3.15 above show that

district municipalities in the main agreed with the statement that disaster management centres were represented in IDP and other structures of district municipalities.

Question 16

Ward structures for disaster risk management have been established.

Table 3.16 Answers from district municipalities on the establishment of ward structures for disaster risk management

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				3	3	27
Alfred Nzo DM	1	1		3	1	20
Cacadu DM			1		4	23
Chris Hani DM		3		2	1	19
OR Tambo DM		1		5		22
Ukhahlamba DM16 shows	4			2		12

Of thirty-five responses analysed on the establishment of ward structures for disaster risk management by district municipalities, twenty-four respondents either agreed or strongly agreed with the statement that ward structures for disaster risk management had been established; one respondent did not know and ten respondents either disagreed or strongly disagreed with the statement. Five of the six district municipalities tested for the establishment of ward structures for disaster risk management obtained scores above the middle value. One district municipality obtained a score below the middle value. The total score obtained by all district municipalities was 123. This is above the average score of total points for this question. The data in Table 3.16 show that, five district municipalities agreed with the statement that ward structures for disaster risk reduction had been established, whilst one district municipality disagreed.

Question 17

Ward structures for Disaster Risk Management have been tasked with the responsibility of Disaster Risk Management.

Table 3.17 Answers from district municipalities on disaster risk management responsibility given to ward structures

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				4	2	26
Alfred Nzo DM		3	3			15
Cacadu DM		4	1			11
Chris Hani DM		3		3		18
OR Tambo DM		1		5		22
Ukhahlamba DM	3	3				9

Of thirty-five responses analysed on disaster risk management responsibility having been given to ward structures, fourteen respondents either agreed or strongly agreed with the statement that ward structures had been tasked with the responsibility of disaster risk management; four respondents did not know and seventeen respondents either disagreed or strongly disagreed with the statement. Three of the district municipalities tested for tasking ward structures with the responsibility of disaster risk management obtained scores from the middle value and above and the other three obtained scores less than the middle value. The total score obtained by all district municipalities in this question was 101. This is less than the average of total points for this question. The data in Table 3.17 above showed that, three of the six district municipalities tested agreed with the statement that ward structures had been tasked with the responsibility whilst the other three disagreed.

Question 18

A register of stakeholders in Disaster Risk Management has been established.

Table 3.18 Answers from district municipalities on the establishment of a register for disaster risk management stakeholders

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				2	4	28
Alfred Nzo DM		3		3		18
Cacadu DM			1	4		19
Chris Hani DM		1		3	2	24
OR Tambo DM				6		24
Ukhahlamba DM				3	3	27

Of thirty-five responses analysed on the establishment of a stakeholder register by district municipalities, thirty responses either agreed or strongly agreed with the statement of the establishment of a register for stakeholders in disaster risk management; one respondent did not know if a register had been established or not and four respondents either disagreed or strongly disagreed with the statement. All six district municipalities tested for the establishment of a stakeholder register for disaster risk management, obtained scores starting from the middle value and above. The total score for all district municipalities in this question was 140. This is above the average of total points for this question. Data in Table 3.18 above is a reflection of the respondents' perceptions that a stakeholder register for disaster risk management had been established.

Question 19

A register of stakeholders in Disaster Risk Management is regularly updated.

Table 3.19 Answers of district municipalities on regular updates of disaster risk management stakeholder registers

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				3	3	27
Alfred Nzo DM	1	1	2	2		17
Cacadu DM			1	4		19
Chris Hani DM		3		3		18
OR Tambo DM		1		5		22
Ukhahlamba DM			3		3	24

Of thirty-five responses analysed for regularly updating of a stakeholder register for disaster risk management by district municipalities, twenty-three respondents either agreed or strongly agreed with the statement that a stakeholder register for disaster risk management stakeholders was regularly reviewed; six respondents did not know if this was done or not and the other six either disagreed or strongly disagreed with the statement. Five of the six district municipalities tested for regularly updating a disaster risk management stakeholder register obtained scores starting from the middle value and above and one district municipality obtained a score less than the middle value. The total score for all district municipalities in this question was 127. This score is above the average of total points for this question. Table 3.19 above reflects positively on the regular update of a disaster risk management stakeholder register; five district municipalities agreed with the statement while one district municipality disagreed.

Question 20

The district disaster management framework has been developed

Table 3.20 Answers from district municipalities on the development of district disaster management frameworks

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				2	4	28
Alfred Nzo DM	2			4		18
Cacadu DM				3	2	22
Chris Hani DM				2	4	28
OR Tambo DM				5	1	25
Ukhahlamba DM	5	1				7

Of thirty-five responses analysed on the development of district disaster management frameworks by district municipalities, twenty-seven respondents either agreed or strongly agreed with the statement that district disaster management frameworks had been developed and eight respondents either disagreed or strongly disagreed with the statement. Five of the six district municipalities assessed for the development of a district disaster management framework obtained scores starting from the middle value and above. One district municipality obtained a score less than the middle value. The total score for all district municipalities in this question was 128. This is above the average of total score for this question. Table 3.20 above reflects data confirming that, five district municipalities agreed with the statement whilst one district municipality did not agree with that statement.

Question 21

Municipal organs of State have developed Disaster Risk Management Plans.

3. 21 Answers from district municipalities on the development of disaster risk management plans

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				2	4	28
Alfred Nzo DM				4	2	26
Cacadu DM	2	3				8
Chris Hani DM	1	1	4			15
OR Tambo DM				5	1	25
Ukhahlamba DM				5	1	25

Of thirty-five responses analysed on the development of disaster risk management plans by municipal organs of State, twenty-four respondents either agreed or strongly agreed with the statement that municipal organs of State had developed disaster risk management plans; four respondents did not know and seven respondents either disagreed or strongly disagreed with the statement. Four of the six district municipalities tested for the development of disaster risk management plans by municipal organs of State obtained scores above the middle value and two obtained scores below the middle value. The total score for all district municipalities in this question was 127. This is above the average of the total score for this question. From the data presented in Table 3.21 above one can observe that, respondents from four district municipalities confirm that organs of State had developed disaster risk management plans whilst at two district municipalities it is confirmed that, plans had not been developed.

Question 22

Municipal organs of State have submitted their disaster risk management plans to the National Disaster Management Centre.

Table 3.22 Answers from district municipalities on submission of disaster risk management plans to the national disaster management centre by organs of State

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM	2	1	1	1	1	16
Alfred Nzo DM	1	2	2	1		15
Cacadu DM	2		3			11
Chris Hani DM		5		1		14
OR Tambo DM	1	5				11
Ukhahlamba DM	2		4			14

Of thirty-five responses received on submission of disaster risk management plans by municipal organs of State to the National Disaster Management Centre, four respondents either agreed or strongly agreed with the statement that municipal organs of State had submitted their disaster risk management plans to the National Disaster Management Centre; ten respondents did not know and twenty-one respondents either disagreed or strongly disagreed with the statement. All six district municipalities tested for the submission of disaster risk management plans by organs of State to the National Disaster Management Centre scored less than the middle value. The total score for all district municipalities in this question was 81. This is less the average of total score for this question. Data shown in Table 3.22 above confirms that all district municipalities disagree with the statement that organs of Sate had submitted their disaster risk management plans to the National Disaster Management Centre.

Question 23

The District Disaster Management Framework is reviewed bi-annually.

Table 3.23 Answers from district municipalities on bi-annual review of disaster risk management frameworks

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				2	4	28
Alfred Nzo DM		1	3	2		19
Cacadu DM			1	3	1	20
Chris Hani DM		3		2	1	19
OR Tambo DM		3		3		18
Ukhahlamba DM	1	2	3			14

Of thirty-five responses analysed on district disaster management frameworks reviewed bi-annually, eighteen respondents either agreed or strongly agreed with the statement that district disaster management frameworks are reviewed bi-annually; seven respondents did not know and ten respondents either disagreed or strongly disagreed with the statement. Five of the six district municipalities tested for the bi-annual reviewing of disaster management frameworks obtained scores above the middle value. One district municipality obtained a score less than the middle value. The average score for all district municipalities in this question was 118. This is above the total score for this question. Data in table 3.23 above confirms that five district municipalities agreed with the statement that district disaster management frameworks are reviewed bi-annually; one district municipality did not agree with the statement.

Question 24

Reporting to the National Disaster Management Centre is done on a bi-annual basis.

Table 3.24 Answers from district municipalities on bi-annually reporting of district municipalities to the National Disaster Management Centre

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		2		2	2	22
Alfred Nzo DM		1	4		1	19
Cacadu DM			3	2		17
Chris Hani DM		1		3	2	24
OR Tambo DM	1	5				11
Ukhahlamba DM			2	2	2	24

Of thirty-five responses analysed for reporting done on a bi-annual basis to the National Disaster Management Centre, sixteen respondents either agreed or strongly agreed with the statement that reporting was done on a bi-annual basis to the National Disaster Management Centre; nine respondents did not know if this reporting is done or not and ten respondents either disagreed or strongly disagreed with the statement. Four of the six district municipalities assessed for bi-annual reporting to the national Disaster Management Centre obtained scores more than the middle value. The total score for all district municipalities in this question was 117. This is above the average of total score for this question. Two district municipalities obtained scores less than the middle value. From the data presented in Table 3.24 above it can be observed that four district municipalities confirmed that they agreed with the statement that, reporting was done on a bi-annual basis to the National Disaster Management Centre whilst two district municipalities disagreed with the statement.

Question 25

The District Disaster Management Centre maps priority risks in the district.

Table 3.25 Answers from district municipalities on the mapping of priority risks in the district

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				3	3	27
Alfred Nzo DM	1	3	1		1	15
Cacadu DM				4	1	21
Chris Hani DM				1	5	29
OR Tambo DM		6				12
Ukhahlamba DM	3			3		15

Of thirty-five responses analysed on the mapping of priority risks by district disaster management centres, twenty-one respondents either agreed or strongly agreed with the statement that district disaster management centres mapped priority risks in the district; one respondent did not know and thirteen respondents either disagreed or strongly disagreed with the statement. Three of the six district municipalities evaluated for mapping priority risks obtained scores above the middle value. The other three obtained scores below the middle value. The total score for all district municipalities in this question was 119. This is above the average of the total score for this question. From the data presented in Table 3.25 above three district municipalities agreed that district disaster management centres mapped out priority risks whilst the other three did not.

Question 26

The District Disaster Management Centre forwards information on district risk profile to the National Disaster Management Centre.

Table 3.26 Answers from district municipalities on district risk profiles forwarded to the National Disaster Management Centre

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		2		3	1	21
Alfred Nzo DM	1	1	3		1	17
Cacadu DM		1	4			14
Chris Hani DM		3	1	2		17
OR Tambo DM		6				12
Ukhahlamba DM	5		1			8

Of thirty-five responses analysed on information of district risk profile forwarded by the District Disaster Management Centre to the National Disaster Management Centre, seven respondents either agreed or strongly agreed with the statement that district disaster management centres have forwarded information on the district risk profile to the National Disaster Management Centre; nine respondents did not know and nineteen respondents either disagreed or strongly disagreed with the statement. Only one of the six district municipalities assessed for forwarding priority risks to the National Disaster Management Centre obtained a score above the middle value. The total score for all district municipalities in this question was 89. This is less than the average of the total score for this question. From the data presented in Table 3.26 above, respondents confirm that one district municipality agreed with the statement that information on the district risk profile was forwarded by the District Disaster Management Centres to the National Disaster Management Centre. Four district municipalities disagreed with this statement.

Question 27

Priority vulnerabilities within the district have been identified.

Table 3.27 Answers from district municipalities on identification of priority vulnerabilities

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				3	3	27
Alfred Nzo DM	2	2		1	1	15
Cacadu DM				5		20
Chris Hani DM				3	3	27
OR Tambo DM		4		2		16
Ukhahlamba DM	3			3		15

Of thirty-five responses analysed on identifying priority vulnerabilities within the district, twenty-four respondents either agreed or strongly agreed with the statement that priority vulnerabilities within the district had been identified, and eleven respondents either disagreed or strongly disagreed with the statement. Three district municipalities of the six tested for identifying priority vulnerabilities obtained scores above the middle value and the other three obtained scores below the middle value. The total score for all district municipalities in this question was 120. This is above the average of the total score for this question. From the data presented in Table 3.27 above three district municipalities identified priority vulnerabilities whilst the other three disagreed with the statement.

Question 28

The Disaster Management Centre ensures the incorporation of risk related information into the spatial development framework.

Table 3.28 Answers from district municipalities on incorporation of risk related information into the spatial development framework

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				3	3	27
Alfred Nzo DM		1	3		2	24
Cacadu DM				5		20
Chris Hani DM		1		4	1	23
OR Tambo DM	1	5				11
Ukhahlamba DM	2		4			14

Of thirty-five responses analysed on disaster management centres ensuring the incorporation of risk related information into spatial development frameworks, eighteen respondents either agreed or strongly agreed with the statement that, disaster management centres ensure the incorporation of risk related information into spatial development frameworks; seven respondents did not know and ten respondents either disagreed or strongly disagreed with the statement. Four of the six district municipalities tested for the incorporation of risk related information into a spatial development framework obtained scores above the middle value. Two district municipalities obtained scores less than the middle value. The total score for all district municipalities in this question was 119. This is above the average of the total score for this question. From the data presented in Table 3.28 four district municipalities confirmed that disaster management centres ensure the incorporation of risk related information into spatial development frameworks whilst two district municipalities disagreed with the statement.

Question 29

Disaster Risk Reduction projects are included in the Integrated Development Planning

Table 3.29 Answers from district municipalities on inclusion of disaster risk reduction projects in the IDP

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				3	3	27
Alfred Nzo DM	1	1	3	1		16
Cacadu DM	1		3	1		14
Chris Hani DM		1		1	4	26
OR Tambo DM			1	5		23
Ukhahlamba DM	2		3		1	16

Of thirty-five responses analysed on inclusion of disaster risk reduction projects into integrated development planning, nineteen respondents either agreed or strongly agreed with the statement that disaster risk reduction projects are included in the integrated development planning; ten respondents did not know and six respondents either disagreed or strongly disagreed with the statement. Three of the six district municipalities tested for the inclusion of disaster risk reduction projects into IDPs scored above the middle value. The other three scored less than the middle value. The total score for all district municipalities in this question was 122. This is above the average of the total score for this question. From the data presented in Table 29 above three district municipalities agreed that disaster risk reduction projects were included in the integrated development planning whilst the other three disagreed with the statement.

Question 30

The Disaster Management Centre ensures that regulations, standards and by-laws, to encourage disaster risk reduction are enforced by the Municipality.

Table 3.30 Answers from district municipalities on enforcement of regulations, standards and by-laws of district municipalities to encourage disaster risk reduction

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		1		3	2	24
Alfred Nzo DM	1	3		1	1	16
Cacadu DM	1			4		17
Chris Hani DM		3		2	1	19
OR Tambo DM	1	5				11
Ukhahlamba DM				4	2	26

Of thirty-five responses received on disaster management centres ensuring that regulations, standards and by-laws to encourage disaster risk reduction are enforced by the municipalities, twenty respondents either agreed or strongly agreed with the statement while fifteen respondents either disagreed or strongly disagreed with the statement. Three of six district municipalities assessed for the enforcement of regulations, standards and bye-laws obtained scores more than the middle value. The other three district municipalities obtained scores less than the middle value. The total score for all district municipalities in this question was 113. This is above the average score for this question. From the data presented in Table 3.30 above three district municipalities agreed that regulations, standards and by-laws to encourage disaster risk reduction are enforced by the municipalities. Respondents also confirmed opposing findings from the other three district municipalities.

Question 31

The Municipality and other organs of State have implemented disaster risk reduction programmes and projects.

Table 3.31 Answers on implementation of disaster risk reduction programmes and projects by organs of State and municipalities

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM				2	4	28
Alfred Nzo DM	1	1	4			15
Cacadu DM	1	1		3		15
Chris Hani DM				4	2	26
OR Tambo DM		1		5		22
Ukhahlamba DM		3			3	21

Of thirty-five responses analysed on the implementation of disaster risk reduction programmes and projects by the municipality and organs of State, twenty three respondents either agreed or strongly agreed with the statement that the municipality and other organs of State had implemented disaster risk reduction programmes and projects; four respondents did not know whilst eight respondents either disagreed or strongly disagreed. Four of six district municipalities tested for implementing disaster risk reduction programmes and projects by their organs of State and municipalities scored more than the middle value. Two district municipalities obtained scores less than the middle value. The total score for all district municipalities in this question was 127. This is above the average of the total score for this question. Respondents confirm in the data presented in Table 3.31 above that four district municipalities agreed with the statement that municipalities and other organs of State had implemented disaster risk reduction programmes and projects whilst two district municipalities disagreed.

Question 32

Statistics indicate reduction in disaster losses in District Municipal areas.

Table 3.32 Answers from district municipalities on indications of reduction of disaster losses in their area

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		2		3	1	21
Alfred Nzo DM	1	2	2	1		15
Cacadu DM		1	2	2		16
Chris Hani DM		1		5		22
OR Tambo DM	1		2	3		19
Ukhahlamba DM	5				1	10

Of thirty-five responses analysed on statistics indicating reduction in disaster losses in district municipal areas, sixteen respondents either agreed or strongly agreed with the statement that, statistics indicated a reduction in disaster losses in district municipal areas; six respondents did not know and thirteen respondents either disagreed or strongly disagreed with the statement. Three of the six district municipalities assessed for indications of reduction in disaster losses scored points above the middle value. The other three district municipalities scored points less than the middle value. The total score for all district municipalities in this question was 103. This is less than the average of the total score for this question. The data in Table 3.32 above reflects the respondents' perceptions on statistics indicating a reduction in disaster losses in district municipal areas. Three of the six district municipalities tested agreed with the statement that statistics indicated a reduction in disaster losses in district municipal areas whilst the other three disagreed.

Question 33

Statistics are indicative of a reduction in social relief provided to disaster affected communities.

Table 3.33 Answers from district municipalities on indications of social relief provision reduction to disaster affected communities

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		2			4	24
Alfred Nzo DM	2	2			2	16
Cacadu DM	1			4		17
Chris Hani DM		2		3	1	21
OR Tambo DM				6		24
Ukhahlamba DM	5				1	10

Of thirty-five responses analysed on the statistics indicative of a reduction in social relief provided to disaster affected communities, twenty one respondents either agreed or strongly agreed with the statement whilst fourteen respondents either disagreed or strongly disagreed. Three of the six district municipalities assessed for indications of reduction in social relief provision scored more than the middle value. The other three district municipalities scored less than the middle value. The total score for all district municipalities in this question was 112. This is above the average of the total score for this question. From the data presented in Table 3.33 above it can be concluded that in three of the six district municipalities studied, respondents confirmed that the statistics were indicative of a reduction in social relief provided to disaster affected communities whilst respondents also confirmed the opposite in the other three district municipalities.

Question 34

The District Municipality applies Disaster Risk Reduction techniques and measures and reports this to the National Disaster Management Centre.

Table 3.34 Answers from district municipalities on application of disaster risk reduction techniques and measures

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		2		3	1	21
Alfred Nzo DM			4		2	22
Cacadu DM			2	3		18
Chris Hani DM		1		2	3	25
OR Tambo DM	1	5				11
Ukhahlamba DM				2	4	28

Of thirty-five responses analysed on the application of disaster risk reduction techniques and measures by district municipalities and reporting thereof to the National Disaster Management Centre, twenty respondents either agreed or strongly agreed with the statement; six respondents did not know and nine respondents either disagreed or strongly disagreed with the statement. Five of the six district municipalities assessed for application of disaster risk reduction techniques and measures reported that to the National Disaster Management Centre scored points above the middle value. One district municipality scored points less than the middle value. The total score for all district municipalities in this question was 125. This is above the average of the total score for this question. It can be observed from Table 3.34 above that, five district municipalities agreed with the statement that district municipalities apply disaster risk reduction techniques and measures which are then reported to the National Disaster Management Centre; and two district municipalities disagreed.

Question 35

The District Municipality reports the success of its disaster risk reduction techniques and measures to the National Disaster Management Centre.

Table 3.35 Answers from district municipalities on reporting successes of disaster risk reduction techniques and measures to the National Disaster Management Centre

District	Strongly disagree	Disagree	I don't know	Agree	Strongly agree	Total Score Per DM
Amathole DM		2		3	1	21
Alfred Nzo DM	2		3		1	16
Cacadu DM	2	1	1	1		11
Chris Hani DM		1		3	2	24
OR Tambo DM		6				12
Ukhahlamba DM				2	4	28

Of thirty-five responses analysed on reporting successes of disaster risk reduction techniques and measures to the National Disaster Management Centre, seventeen respondents either agreed or strongly agreed with the statement; four respondents did not know whilst fourteen respondents either disagreed or strongly disagreed with the statement. Three of six district municipalities assessed for reporting successes of disaster risk reduction techniques and measures to the National Disaster Management Centre scored above the middle value. The other three district municipalities scored less than the middle value. The total score for all district municipalities in this question was 112. This is above the average of the total score for this question. From the data presented in Table 3.35 above three district municipalities agreed with the statement that district municipalities report the success of their disaster risk reduction techniques and measures to the National Disaster Management Centre.

3.9 SUMMARISED FINDINGS FOR THE IMPLEMENTATION OF KPA 1 AND 3 OF THE NATIONAL DISASTER MANAGEMENT FRAMEWORK BY DISTRICT MUNICIPALITIES IN THE EASTERN CAPE PROVINCE

3.9.1 KEY PERFORMANCE AREA 1

Questions 1-19 in the questionnaire are questions investigating the establishment of an integrated institutional capacity for disaster risk reduction by six district municipalities in the Eastern Cape Province. The results of the implementation of KPA 1 are shown in Figures 1-19 where scores of district municipalities below the mean value are reflected in Tables for answering questions and also indicated in text below the tables. An outline of KPA 1 of the NDMF of 2005, which is the objective of the study, has been made clear in these questions.

The analysis undertaken answered the question to what extent do district municipalities in the Eastern Cape Province implement KPA 1 of the NDMF of 2005? This question is clearly answered in fifteen (15) of the nineteen (19) questions to which district municipalities provided answers.

In terms of evaluating the effectiveness of the implementation of KPA 1, some weaknesses were identified in that, some district municipalities answered “I do not know” to some questions. This is an indication of uncertainty. To address this, district municipalities need to conduct training and awareness programmes.

The results can be briefly summarised as: Four of nineteen (19) question responses in the section of KPA 1 scored below the average score of the question (108). Fourteen (14) of nineteen questions’ responses in the section of KPA 1 scored above the average score (108). On five questions that scored below the average score, three of the questions were interrelated. These are questions seven, eight and nine. If question seven did not obtain a good score, it would not be possible for the other two questions to obtain good marks as they are dependent on each other. Stakeholders for the implementation of the five areas that did not performed well, are external to district municipalities. District Municipalities, therefore, need to improve on the intergovernmental relations to achieve performance in these areas. Based on

the scores obtained in this section, Eastern Cape district municipalities are doing well in the implementation of KPA 1 of the NDMF of 2005.

Although district municipalities have performed in the implementation of KPA 1, they need to become more informed about the contents of KPA1 and its implementation to build confidence among disaster management officials. If that can be achieved, uncertainty in answering questions will be eliminated. Taking into consideration the six years for the implementation of the Act since its inception, the scores obtained below the mean value are worrisome and need to be improved. A function of disaster management, which is fraught with challenges of frequent hazards like severe weather events as a result of imminent climate change, warrants better performance outcomes. District municipalities are expected to do far better in the establishment of integrated institutional capacity for disaster management. Some district municipalities scored below the middle value. This needs to be corrected to ensure that adequate response mechanisms are in place for effective disaster response.

3.9.2 KEY PERFORMANCE AREA 3

Questions 20 to 35 are questions investigating the implementation of disaster risk reduction mechanisms by the six district municipalities in the Eastern Cape Province. The results for the investigation of the implementation of KPA 3 by the six district municipalities in the Eastern Cape Province are shown in Figures 3.20-3.35, where scores obtained in the study are reflected. The reason why the study was undertaken was to meet one of the objectives, to outline the contents of this KPA. This has been met in questions 20-35. Further than that, the extent to which the implementation of KPA 3 of the NDMF of 2005 has been executed by district municipalities has been investigated and determined. Another objective, the evaluation of the effectiveness for the implementation of KPA of the NDMF of 2005 was met as the analysis established the number of district municipalities perceived to be successful in the implementation of this KPA.

Three questions 22, 26 and 32 in this KPA obtained scores below the average total score of the of district municipalities. Two of these questions are about sending information to the National Disaster Management Centre. Responses to questions

preceding questions 22 and 26 indicate that the information is available at the district municipalities. Responses to question 32 about indications of reduction in disaster losses did not obtain satisfactory points. This means that not enough is being done to curb disaster losses. District municipalities need to put more effort into disaster risk reduction programmes so that losses in disasters can be reduced.

The results of the analysis can be briefly summarised as follows: Three of sixteen questions answered by respondents from district municipalities scored below the average score (108). Of the sixteen questions, thirteen questions scored above the average score. District municipalities are doing well in the implementation of the requirements of KPA 3 as per the respondents' perceptions. The fact that district municipalities did not obtain average scores for only three (3) questions does not mean that district municipalities must not improve their performance. District municipalities should have done more than this due to the critical nature of disaster risk reduction. Disaster management officials need to improve their knowledge to avoid uncertainties.

Below is a Table for total points scored by each district municipality per question. At the end of the table, the total points scored per district municipality are shown, facilitating comparison of performances of district municipalities in the survey conducted.

Table 3.36 Total score and points obtained in each district municipality per KPA

Key Performance Area	District Municipality					
	Amathole	Alfred Nzo	Cacadu	Chris Hani	OR Tambo	Ukhahlamba
1	485	307	371	432	366	383
3	390	284	261	359	263	275
Total score per District Municipality	875	591	632	791	629	658

3.10 CONCLUSION

The study for the implementation of KPAs 1 and 3 of the NDMF focusing on six district municipalities in the Eastern Cape Province has been completed and the results are presented in this chapter. The study revealed that district municipalities have done well in the implementation of the disaster management framework. However, improvement is needed due to the critical nature of disaster management. Based on the interrelatedness of questions, the performance of district municipalities in some areas of implementation was poor, while performance in other areas was better. This means that district municipalities need to do more in order to enhance their efforts towards effective implementation of the Framework. Taking into account the period of six years for implementing the Disaster Management Act (31st July 2004) including the period taken to conduct this research, it could be concluded that municipalities have not achieved enough in their attempts to implement the Act. This is evident in the identification of the roles and responsibilities of disaster risk management stakeholders, the linking of roles and responsibilities of the organs of State to their job descriptions and the assigning of responsibilities for the facilitation and coordination of disaster risk management planning and coordination by stakeholders.

In the next chapter, besides concluding remarks, recommendations will be made to assist district municipalities in improving the implementation of the National Disaster Management Framework. The results of the study will be sent to those district municipalities who requested them.

CHAPTER 4

CONCLUSION AND RECOMMENDATIONS

4.1 INTRODUCTION

This mini-dissertation was conducted to evaluate the implementation of KPAs 1 and 3 of the National Disaster Management Framework of 2005 by six district municipalities in the Eastern Cape Province. In preparation for conducting the evaluation a research proposal was developed. The second aspect of the preparation entailed reviewing relevant literature for the assessment of KPAs 1 and 3 of the National Disaster Management Framework by the six district municipalities in the Eastern Cape Province. This sums up the mini-dissertation with recommendations.

4.2 RECOMMENDATIONS

Based on the findings of this study, the following recommendations, which could be used by the six district municipalities to address the unsatisfactory areas of their implementation of the National Disaster Risk Management Framework and the Disaster Management Act, are made. The recommendations are as follows;

- 1) District Municipalities must conduct workshops for all their disaster management staff so that they can clearly understand the National Disaster Risk Management Framework and the Disaster Management Act. This will eliminate misunderstandings and answers of “I do not know” that led to low scores for some of the district municipalities in the evaluation.
- 2) Disaster management staff from district municipalities needs to derive activities for their monthly accountability agreements and performance promises from the disaster management framework to ensure the implementation of the contents of the framework. In this way, important components of the framework like the establishment of ward forums for disaster risk management and community based disaster reduction will be addressed.

- 3) Special attention needs to be given to the identification of focal points by disaster management in the district, identification of roles and responsibilities for disaster risk reduction by organs of State and linking of disaster risk management to job descriptions of the organs of State. This will strengthen the effectiveness of the multidisciplinary nature of disaster risk reduction which belongs to all stakeholders.
- 4) Communication between the staff and the Heads of Centres needs to be improved so that staff is aware when Heads of Disaster Management Centres are appointed and if there is any kind of cooperation between the District Disaster Management Centres, Provincial Disaster Management Centres and the National Disaster Management Centres. In this way, staff involved in disaster management will know which reports should be sent to the Provincial and National Disaster Management Centres and how often.
- 5) Disaster management centres need to conduct self assessment exercises to evaluate their effectiveness in the implementation of KPAs 1 and 3 of the National Disaster Management Framework. By so doing disaster management practitioners will be aware of their position in the implementation of the two KPAs. Ignorance on the existence of disaster management can be corrected by conducting such assessments.
- 6) The Provincial and National Disaster Management Centres which play a monitoring role in the implementation of the Disaster Management Act and the NDMF, must continue to play this role to ensure that all district municipalities reach acceptable levels of implementation of disaster management policies.
- 7) Provincial meetings such as the disaster management advisory fora must also be utilised for learning and sharing. District municipalities that have weaknesses in implementing the Disaster Management Act and the Framework will learn from others.

4.3 CONCLUSION

A study on the evaluation of the implementation of KPAs 1 and 3 of the National Disaster Management Framework has been completed. The study's objectives were:

- To outline the contents and focus of KPAs 1 and 3 of the National Disaster Management Framework of 2005.

- To investigate and determine the extent to which KPAs 1 and 3 of the NDMF of 2005 had been implemented by District Municipalities in the Eastern Cape Province.
- To evaluate the effectiveness of the implementation of KPAs 1 and 3 of the NDMF by district municipalities in the Eastern Cape Province and make recommendations and
- To provide recommendations for better implementation of KPA 1 and 3 of the NDMF by the six district municipalities.

The contents of KPAs 1 and 3 of the NDMF have been outlined using relevant reviewed literature to depict the relevance of the two KPAs in line with international standards. This has assisted in the analysis of the study in Chapter 3 because the literature reviewed was utilised as a benchmark. References to the literature in Chapter 2 and relevant legislation have been made to qualify some of the findings in Chapter 3.

The investigation highlighted the extent to which KPA 1 and 3 of the NDMF have been implemented by district municipalities in the Eastern Cape Province. The strengths and weaknesses in the implementation of the two KPAs have been identified. However, some district municipalities did well in the implementation of certain requirements of the Framework. Such opportunities can be utilised to improve on other areas e.g. where some aspects of disaster risk reduction are influenced by one area that has been well implemented.

The analysis done in this chapter revealed important issues crucial for disaster risk reduction. It was noticed that district municipalities have not implementing all aspects of the Act as provided for in the South African National Disaster Management Framework. There are some positive findings where some district municipalities have achieved the implementation requirements of the National Disaster Management Framework. An analysis of the interrelatedness of the questions, suggest that more effort in implementing the requirements of the South African National Disaster Management Framework is required. This has been observed by cross referencing questions and answers relating to performance.

Given the period of six years from the time of implementation of Disaster Management Act to the time of conducting this research, it can be concluded that district municipalities have not taken the implementation of the Disaster Management Act seriously. This is evident in the absence of job descriptions for the Head of the Disaster Management Centre and key aspects of the two KPAs.

The effectiveness of the implementation of the two KPAs has been evaluated and results have been found to be unsatisfactory. The implementation of the Act commenced on the 31st July 2004 but district municipalities still lag behind many years in its implementation. The municipal officials (Disaster Management Practitioners) charged with the responsibility of implementing the Act, who took part in the research did not seem to understand certain aspects of the Disaster Management Framework as evidenced by “I do not know” responses to certain questions. Such answers resulted in district municipalities obtaining low scores in the evaluation. Recommendations have been made to address these gaps in knowledge and misunderstanding.

It was also observed that some of the key implementables like the job description of the Head of the Centre were not developed and approved. Such inaction does not only show non-compliance with the Act but also compromises the operations of the disaster management centre. Recommendations have been made to address findings that were not in line with the National Disaster management Framework.

This mini-dissertation outlined the objectives of KPAs 1 and 3 of the National Disaster Management Framework of 2005 to keep the researcher within the relevant area of focus. An investigation to determine the extent to which district municipalities implemented KPA 1 and 3 of the National Disaster Management Framework of 2005 has been done and recommendations have been provided for the better implementation of KPA 1 and 3 of the National Disaster Management Framework of 2005.

This research therefore showed that the district municipalities in the Eastern Cape Province do not fully comply with the requirements of the Disaster Management Act and the National Disaster Management Framework in terms of KPA 1 and KPA 3. Lastly district municipalities that requested research results will be provided with them to improve their implementation of the Act.

ANNEXURE "A"



AMATHOLE DISTRICT MUNICIPALITY

40 Cambridge Street • East London • South Africa • 5201
PO Box 320 • East London • 5200
tel: +27 (0) 43 701 4000 • fax: +27 (0) 43 742 0337

Date	Person Dealing with Matter	Reference
18 AUGUST 2009	V MLOKOTI	PERSONAL FILE

Mr B H Luphindo
P O Box 12657
AMALINDA
5252

Dear Mr Luphindo

**REQUEST TO CONDUCT RESEARCH AT THE
AMATHOLE DISTRICT MUNICIPALITY**

This serves to acknowledge receipt of your letter dated 7 August 2009.

I wish to advise you that your request has been accepted and I wish you all the very best in your studies.

Kind regards


V MLOKOTI
MUNICIPAL MANAGER



All correspondence to be addressed to the Municipal Manager



ANNEXURE "B"

FAX: 043-26 7472

ALFRED NZO DISTRICT MUNICIPALITY

Province of the Eastern Cape

Erf 10 Ntsizwa Street

Private Bag X511
MOUNT AYLIFF
4735



Tel no: (039) 2545000
Direct: (039) 2545055
Admin Fax no: (039) 2540 343
email:nakuw@andm.org.za

Enquiries: W. Naku

Ext/5182

TO : B.H. Luphindo
FROM : Alfred Nzo District Municipality
DATE : 01st / December / 2009
SUBJECT : Disaster Management Framework Research (Masters Programme)

Sir

Your letter dated, 07th August 2009 requesting assistance to conduct research at the Alfred Nzo District Municipality in order to complete you Masters in Development and Management has been received. The institution further respond by saying that, you are welcome to conduct the research on the basis of the fact that, your terms of reference must be tabled to the Municipal Manager of this Institution, which will indicate any possible implication and challenges this might bring along in the event of its completion. This must be indicated and spelt out clearly and precisely in your letter of response to this approval.

Our approach is development driven, and we welcome your public initiative in this regard of research aspect. Our media is always eager to expose issue of weaknesses and as such should they lay their hands on this and find faults to the report they will tarnish the image of this institution. It is therefore important that your scope of focus and the progress therein is at least discussed with the relevant institutional heads; in order to protect the integrity of the institution from media attention that can be drawn should the report raise issues that warrant further investigation and clarities.

In the spirit of development, we hope that you will pursue the research with no hiccups from our part, and provide access to the findings and the report for our consumption. We hope that you will succeed in your educational endeavours, and provide light to those who are still struggling to reach the level you are pursuing.

Yours in Service Delivery

A handwritten signature in black ink, appearing to read "M. Moyo".
M. Moyo
Municipal Manager

ANNEXURE "C"

32 GOVAN MBETI AVENUE
PO BOX 318
PORT ELIZABETH
6000
TEL: 041 - 508 7111 / 508 7106 (Director)
FAX: 041 - 508 7276 / 508 7272 (Director)
www.cacadu.co.za



16 November 2009

Enquiries: Ms. M. Nohashe
T: 041 508 7125 F: 041 508 7052
Email: mnohashe@cacadu.co.za
Ref: MN/nbl

Mr. B.H. Luphindo
P.O. Box 12657
AMALINDA
5252

Dear Sir,

REQUEST TO CONDUCT RESEARCH AT THE CACADU DISTRICT MUNICIPALITY

Your letter dated 07 August 2009 bears reference.

Please accept our apology for the late response to your letter.

Approval has been granted to do research at the Cacadu District Municipality.

In this regard the following condition should be adhered to:

- Submission of your methodology for approval, prior commencing your research
- A copy of the final document must be forwarded to CDM
- The attached Indemnity form must be completed and returned to Council.
- Proof of student registration with the university must be provided.

Yours faithfully



L.S. Nama
For Municipal Manager

ANNEXURE "D"

11. DEC. 2009 11:57

CHRIS HANI M M OFFICE

NO. 235 P. 1



TEL: 045 808 4610
FAX: 045 838 1582
CELL: 084 4017795
Email: ndanyela@chrishanidm.gov.za

PRIVATE BAG X 7121
QUEENSTOWN, 5320

Enq: Nomaphelo
Ref:

10 December 2009

P O Box 12657
Amalinda
5252

ATTENTION : BH LUPHINDO

Sir,

PERMISSION TO CONDUCT RESEARCH

I refer to your communication on the above and wish to inform you that your request for permission to conduct research in our district is granted.

I wish you all the best

Yours faithfully

M S MBAMBISA
MUNICIPAL MANAGER

CC: MS. NC MGJIMA – DIRECTOR HEALTH & COMMUNITY SERVICES
MR MEMANI



26-JAN-2010 14:17 FROM UKHAHLAMC

TO 0642584-0437267472

P.02/02



UKHAHLAMBA
DISTRICT MUNICIPALITY
Striving for Service Delivery Excellence

All correspondence must be addressed to The Municipal Manager

Private Bag x102 Barkly East 9786
Tel: (045) 979 3000 Fax: (045) 979 3028
www.ukhahlamba.gov.za



Please Quote: Disaster Management: Research Study

Our Ref: 15/4/6

Enquiries: Lunga. J. Mnxulwa
045 979 3117
082 3629 178

E-mail: lunqa@ukhahlamba.gov.za

THE MUNICIPAL MANAGER
AMATOLE DISTRICT MUNICIPALITY
P. O. BOX 302
EAST LONDON
5200

ATTENTION: MR. H. LUPHINDO

26 January 2009

RESEARCH STUDY: MASTERS DEGREE PROGRAMME IN DISASTER RISK MANAGEMENT

With reference to our telephone conversation regarding the above mentioned matter. Please be advised that Ukhahlamba District Municipality's Disaster Management Centre, accepts your request to distribute questionnaires and ask questions to the members of its Advisory Forum for your research study. The first district disaster management advisory forum meeting will be held on the 17th February 2010 at Ukhahlamba District Municipality's Main Offices, Council Chambers at 11h00, where after the meeting you will be allowed an opportunity to interact with the forum members.

Should need to discuss the matter further, you can contact the Manager: Disaster Management at the above indicated numbers.

Hoping the matter will receive your prompt and urgent attention.

Yours truly,

Z.A WILLIAMS
MUNICIPAL MANAGER
RF/ilm



O. R. TAMBO DISTRICT MUNICIPALITY

OFFICE ADDRESS:
O.R. Tambo District Municipality
Magwa House

POSTAL ADDRESS:
Private Bag X 6043
UMTATA
5100



TEL: 047 - 501 6444
047 - 532 2329

FAX 047 - 532 4166/51
047 - 532 2158

Email: shakesm@ortambodm.org.za

21 - 07 - 2010

Mr. B.H. Luphindo
P.O. Box 12657
Amalinda
5252

Sir,

REQUEST TO CONDUCT RESEARCH AT O.R. TAMBO DISTRICT MUNICIPALITY:- YOURSELF

Your letter dated 07 August 2009 refers:.

Permission is hereby granted to you to conduct research at the District Municipality.

It is trusted that confidentiality will be ensured as stipulated in the third paragraph of your letter. The findings of the research will also be awaited as promised.

Yours in Development Local Government

.....
M. Macube - Acting Municipal Manager

CACADU DISTRICT MUNICIPALITY

INDEMNITY

I, THE UNDERSIGNED,

NAME : BOYISILE HOWARD LUPHINDO
 I.D. NUMBER : 600530 5714 084
 RESIDING AT : 43 FRENCH ST CAMBRIDGE
 EAST LONDON
 TRAINING STUDENT : BOYISILE HOWARD LUPHINDO
 STUDENT NUMBER : 11993332

DO HEREBY AGREE AND UNDERTAKE THE FOLLOWING:

1. TRANSPORT INDEMNITY

In terms of any vehicle driven by an employee of the Cacadu District Municipality or transportation in their vehicles or vehicle supplied or arranged by it.

INDEMNITY

To indemnify and to keep the **CACADU DISTRICT MUNICIPALITY** indemnified and to hold it blameless and not to institute any claim of whatsoever cause arising against the said Municipality and to exonerate it from all responsibility and accountability in respect of all loss or damage resulting from injury, loss of life or damage to property as caused by the Municipality or a third party and whether such is caused by or arising out of or in connection with any act whether willful or negligent ordered, performed or executed by a member of the said Municipality and from all losses, damage, expense or cost of litigation incurred or to be incurred by reason of any lawsuit or claim or any other cause or matter in connection with the said transportation in any vehicle driven by Municipality's employees.

OWN RISK

I hereby declare that I make use of such transportation as described above out of my own will, free and solely at my own risk.

PERIOD OF INDEMNITY

That this indemnity shall continue and be of force for all transportation supplied or arranged by the Municipality on my behalf.

2. **GENERAL INDEMNITY**

There will be no claims instituted by myself for any damages of whatsoever nature against the **CACADU DISTRICT MUNICIPALITY**. I furthermore indemnify and keep the Municipality indemnified and hold it harmless against all loss, damages, or claims from any cause arisen which I may sustain as a result of my participation in the practical learning experiences/research in abovementioned regard.

3. **UNDERTAKING TO PAY**

To pay the Municipality on demand whatever sum shall be owing to it as a result of any damage, loss or claim, which it may sustain in abovementioned regard.

4. **CONFIDENTIALITY CLAUSE**

In order to protect any confidential information relating to Municipality, and the proprietary interests of the Municipality, the student/researcher undertakes:

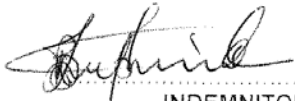
- 4.1 That he/she will not during the course of service rendering or at anytime thereafter either use or indirectly divulge or disclose to others (except to the extent necessary to perform his/her whilst he/she remains contracted to the Municipality, any of the confidential information.
- 4.2 The obligations imposed upon the student/researcher in terms of this paragraph shall survive the termination of this period, whether by effluxion of time or otherwise.

SIGNED AND DATED AT EAST LONDON ON THIS 01/12/09
DAY OF TUESDAY 2009

WITNESSES

1. 

2. 


**INDEMNITOR
(STUDENT/RESEARCHER)**

QUESTIONNAIRE FOR THE STUDY OF IMPLEMENTATION OF KEY PERFORMANCE AREA 1 AND 3 OF THE NATIONAL DISASTER MANAGEMENT FRAMEWORK BY DISTRICT MUNICIPALITIES² IN THE EASTERN CAPE PROVINCE

Below are statements about certain implementables of Key Performance Areas 1 and 3 of the National Disaster Management Framework. Please indicate with x next to the appropriate answer. **Example:-**

Statement	Strongly disagree	Disagree	I Don't Know	Agree	Strongly agree
The Disaster Management Act in South Africa had been promulgated and is in the implementation stage	x				

Anonymity is highly guaranteed to all research participants.

SECTION A: KEY PERFORMANCE AREA 1

Statement	Strongly disagree	Disagree	I Don't Know	Agree	Strongly agree
1. The Disaster Management Policy has been developed for the district municipality					
2. A Disaster Management Policy is being implemented by the District Municipality					
3. The District Disaster Management Centre has been established.					
4. The District Disaster Management Centre is operating well					
5. The job description of the Head of Centre has been developed					
6. The Head of the District					

² A name of a specific district municipality will be included in the questionnaire for specific questions needing names of district municipalities

Disaster Management Centre has been appointed					
7. Focal points for disaster risk management have been identified by organs of State					
8. Organs of State within the district have identified their roles and responsibilities.					
9. These roles and responsibilities of organs of State within the district have disaster risk management linked to their job descriptions.					
10. A District Disaster Management Advisory Forum or a similar structure has been established.					
11. A District Disaster Management Advisory Forum or a similar structure is functioning well					
12. Enabling mechanisms are in place for stakeholder participation in disaster risk management planning and operations (Disaster Risk Management District-Local Forum)					
13. Relevant stakeholders (lead agencies) have been assigned the responsibility for the facilitation and coordination of disaster risk management planning and the implementation thereof					
14. Secondary responsibilities have been assigned to entities supporting the facilitation and coordination of disaster risk					

management and implementation					
15. The Disaster Management Centre is represented in the Integrated Development Planning (IDP) and structures of the district municipality.					
16. Ward structures for disaster risk management have been established					
17. Ward structures for disaster risk management have been tasked with the responsibility of disaster risk management					
18. A register of stakeholders in disaster risk management has been established					
19. A register of stakeholders in disaster risk management is regularly updated					

SECTION B: KEY PERFORMANCE AREA 3

Statement	Strongly disagree	Disagree	I Don't Know	Agree	Strongly agree
20. The District Disaster Management Framework has been developed					
21. Municipal organs of State have developed disaster risk management plans					
22. Municipal organs of State have submitted their disaster risk management plans to the National Disaster Management Centre					
23. The District Disaster Management Framework is reviewed bi-annually					
24. Reporting to the National Disaster Management Centre is done on a bi-annual basis					

25. The District Disaster Management Centre maps priority risks in the district					
26. The District Disaster Management Centre forwards the information on the district risk profile to the National Disaster Management Centre					
27. Priority vulnerabilities within the district have been identified					
28. The Disaster Management Centre ensures the incorporation of risk related information into the spatial development framework					
29. Disaster Risk Reduction projects are included in the Integrated Development Planning					
30. The Disaster Management Centre ensures that regulations, standards and by-laws, to encourage disaster risk reduction are enforced					
31. The municipality and other organs of State have implemented disaster risk reduction projects and programmes					
32. Statistics indicate reduction in disaster losses in district Municipal areas					
33. Statistics are indicative of a reduction in social relief provided to disaster affected communities.					
34. The district municipality applies disaster risk reduction techniques and measures and reports this to the National Disaster Management Centre.					

35. The district municipality reports the success of its disaster risk reduction techniques and measures to the National Disaster Management Centre.					
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