An evaluation of the implementation of the institutional capacity for Disaster Risk Reduction (DRR): The Case of Capricorn District Municipality

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DECLARATION

I declare that: **“An evaluation of the implementation of the institutional capacity for Disaster Risk Reduction (DRR): The Case of Capricorn District Municipality”** is my own work, that all sources used or quoted have been indicated and acknowledged by means of complete references, and that this dissertation has not been submitted previously by me or any other person for degree purposes at this or any other university.

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ABSTRACT

Since 1994, fundamental transformation has taken place in South Africa in terms of disaster risk management. The transformation processes have led to the promulgation of the Disaster Management Act, 2002 (Act No 57 of 2002) that was heralded as a new era for disaster risk management in South Africa. Subsequently, the publication of the National Disaster Risk Management Framework (of 2005) provides a set of clear guidelines on the implementation of the Disaster Management Act, 2002 (Act No 57 of 2002). The National Disaster Risk Management Framework underscores the significance of the integration and co-ordination of disaster risk management activities in all levels of government in South Africa. This emphasises the fact that Disaster risk management in South Africa has been established as a public sector function within each sphere of government. In its KPA1, the framework further emphasis the establishment of integrated disaster risk management structures by each sphere of government.

The disaster risk management structures, such as interdepartmental committees and a district forum have not yet been established in the Capricorn District Municipality. In cases where other structures have been established, the main challenge is the participation of all role players and the inconsistency in the representation of local municipality in those structures. Another gap is the lack of clear responsibility of disaster risk management in some of the internal key role players. This dissertation aims to evaluate the implementation of the institutional capacity for Disaster Risk Reduction in the Capricorn District Municipality. This dissertation caters for the reader within the theory of organisation. Subsequently, the disaster risk management structures were discussed, based on the requirements of both the Disaster Management Act, 2002 (Act No 57 of 2002) and a National Disaster Risk Management Framework policy document (of 2005). This dissertation made use of the one-on-one semi-structured interviews for data collection in the field of disaster risk management within the Capricorn District Municipality. As regards recommendations, this dissertation suggests a number of points that the Capricorn District Municipality needs to implement in order to fast-track the establishment of disaster risk management structures that could lead to progress in meeting the legislative mandate of Disaster Risk Reduction.

Keywords: Disaster Risk Reduction, Disaster Risk Management, Institutional, Capacity, Capricorn District Municipality.

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CHAPTER 1: ORIENTATION AND PROBLEM STATEMENT

1.1 INTRODUCTION

There is increasing recognition of the devastating social and economic impacts that both natural and man-made disasters can have on livelihoods. At the same time, the human and financial costs of disasters have rapidly escalated (UNDP, 2004:6). Furthermore, experience has demonstrated that natural and human- caused disasters have caused massive damages, loss of lives and destruction of livelihoods over the years (Khangale, 2007:1). Within this context, the development of disaster management legislation in South Africa was aimed at the establishment of a framework within which all disaster management activities could take place in the country.

The promulgation of the Disaster Management Act, 2002 (Act No 57 of 2002) was heralded as a new era for disaster risk management in South Africa (Pelling & Holloway, 2006:4; Van Niekerk, 2006:96; Visser & Van Niekerk, 2009:6). The Disaster Management Act, 2002 (Act No 57 of 2002) calls for the establishment of structures, frameworks, plans, procedures and strategies that cut across all government structures. Furthermore, the publication of the National Disaster Risk Management Framework (NDRMF) of 2005 (South Africa, 2005a:2) – with its particular emphasis on disaster risk reduction and disaster risk management – once again proved that the South African Government is committed to the ideal of creating safe and sustainable communities, through integrated, multi-disciplinary and holistic approaches in the management of disasters in the country.

According to UN-ISDR (2004a:134), Van Niekerk (2005:121; 2006;114) and Hoogstad & Kruger (2008:7), the Disaster Management Act, 2002 (Act No 57 of 2002) and the NDRMF require the "integration" and "coordination" of disaster risk management activities in municipalities. In addition, to ensure integrated and coordinated disaster risk management in the district municipality, appropriate institutional arrangements need to be in place. These arrangements include forums and/or committees that can be held responsible for advising and making recommendations to the municipal council on disaster risk-management policy, and issues relating to disaster risk management in the municipality. With specific reference to the establishment of an integrated institutional capacity for

disaster risk management, the Capricorn District Municipality (CDM) will be the focus of this research project. The next section will discussed the orientation and problem statement on the research.

1.2 ORIENTATION AND PROBLEM STATEMENT

Since 1994, fundamental transformation has taken place in South Africa in terms of disaster risk management. This process of transformation is premised on meeting the developmental objectives which were clearly stated in the Constitution of the Republic of South Africa (Act 108 of 1996) that was adopted in 1996. The central thrust of these objectives is the need to improve the quality of life for all the people of South Africa (South Africa, 2006).

The transformation process required South Africa to re-organise and re-adjust in order to meet the unprecedented challenges that the country is facing in all fields (South Africa, 2006). It was, therefore, imperative for the country to revise the patterns of thinking (focusing on a reactive approach to disasters and risks) in order to attain viable, healthier and safe communities. Transformation in the approach towards disaster management was not ignored.

In an attempt to break the downward spiral of impoverishment, and thus reduce the vulnerability of poor people to disasters, the South African Government made several policy changes related to disaster risk reduction (see Table 1.1). Examples of this include, from 1994 to 1999, a time of broad stakeholder consultation and policy configuration; from 1999 to 2003, legislation moved from discussion to formal status; and from 2003 to 2005, efforts moved from building legislation to crafting and funding a national framework (Pelling & Holloway, 2006:4).

A Green Paper on Disaster Management was developed and officially launched in 1998 (Van der Waldt, *et al.*, 2007:241). The Green Paper provides an opportunity to reflect on the current approaches to disaster management and risk reduction by all stakeholders. It provoked thinking on a future strategy – or strategies – that would be in keeping with the international trends, and more appropriate to current and future needs within the country, as well as the Southern African region (South Africa, 2006).

Table 1.1 The change-over of policy related to disaster risk management in South Africa

Year	Policy
1998	Green Paper on Disaster risk Management
1999	White Paper on Disaster risk Management
2000	First Draft Bill on Disaster risk Management
2000	Second Draft Bill on Disaster risk Management
2003	15 January: Promulgation of the Disaster Management Act 57 of 2002
2004	28 May: Draft National Disaster risk Management Framework published for public comments
2005	May: Publication of the final National Disaster risk Management Framework

Source: Adapted from Van der Waldt *et al.*, 2007:241

A White Paper on Disaster Management (an official policy document) that underscores the importance of preventing human, economic and property losses and of avoiding environmental degradation was launched in 2000. All these achievements culminated in the development of the Disaster Management Act, 2002 (Act No. 57 of 2002), which was promulgated on 15 January 2003. Following its promulgation, the Disaster Management Act, 2002 (Act No 57 of 2002) was expected to generate greater involvement by provincial and local government authorities in undertaking risk reduction activities.

Visser & Van Niekerk (2009:6) indicate that the Disaster Management Act, 2002 (Act No 57 of 2002) brings the functions and activities of Disaster risk Management right into the backyard of each and every province, metropolitan, district and local municipality - as well as all the organs of the State and entries in the public sector. The Disaster Management Act, 2002 (Act No 57 of 2002) commenced in April 2004 for national and provincial spheres of government; and in July 2004, for the local sphere of government (South Africa, 2003:75).

Van Niekerk (2005:126) indicates that since the discussion on disaster risk management started in 1994, it has become evident that the new democratic government realised the imperative of establishing government structures which are largely responsible for implementing the Disaster-Management Act, 2002 (Act No 57 of 2002). The proposed structures are expected to filter the function of disaster risk management down to local government level through the provinces. In addition, the Disaster Management Act, 2002 (Act No 57 of 2002) provides for the establishment of the following structures within the local sphere of Government:

- Municipal Disaster risk Management Centres (MDRMC) (section 43 of Disaster Management Act, 2002). Each metropolitan and each district municipality must establish a Disaster Risk Management Centre (DRMC) for its municipal area.
- Municipal Disaster Risk Management Advisory Forum (MDRMAF) (section 51 of Disaster Management Act, 2002) - consisting of a forum established by the metropolitan or district municipality, comprising the head of the municipal disaster management centre in the municipality, senior officials and any other relevant role players.
- Municipal Disaster Risk Management Framework (MDRMF) (section 42 of Disaster Management Act, 2002). This policy document aimed at ensuring an integrated uniform approach to disaster management in all its areas of jurisdiction.

According to Van Riet & Diedericks (2009:1), Van Niekerk (2005:121) and Van der Waldt *et al.* (2007:240), the Disaster Management Act, 2002 (Act No 57 of 2002) ensures an effective, holistic approach to disaster risk management – linked to developmental activities for each sphere of government. Furthermore, the NDRMF (of 2005) provides various guidelines and recommendations in line with the disaster risk management structures, disaster risk assessment, disaster risk reduction, disaster response and recovery, and enablers that aimed at assisting and achieving more effective disaster prevention, mitigation and preparedness.

The NDRMF consists of four Key Performance Areas (KPAs) together with three supportive enablers required to achieve the objectives set out in the KPAs (See section 2.4.13 in Chapter 2 of this dissertation). The research was focused on KPA1 (Integrated institutional capacity for disaster risk management). KPA1 focuses on establishing necessary institutional arrangements for implementing disaster risk management within the national, provincial and municipal spheres of government. It

specifically addresses the application of the principle of co-operative governance for the purpose of disaster risk management. It also emphasises the involvement of all stakeholders in strengthening the capabilities of national, provincial and municipal organs of State to reduce the likelihood and severity of disasters. Furthermore, it also describes processes and mechanisms for establishing co-operative arrangement with international role players and countries within Southern African (South Africa, 2005a:4).

Similarly, in 2005, the Hyogo Framework for Action (HFA) (2005-2015) called for nation states and the international community to ensure that Disaster risk Reduction (DRR) is a national and local priority with a strong institutional basis for the implementation of disaster risk reduction (UN-ISDR, 2004a:5; Pelling & Holloway, 2006:7).

The Disaster Management Act, 2002 (Act No. 57 of 2002) and the NDRMF (of 2005) require the integration and co-ordination of disaster risk management activities in the municipalities. To ensure integrated and co-ordinated disaster risk management in the district municipality, appropriate institutional arrangements need to be put in place. These arrangements include forums and /or committees that would be responsible for advising and making recommendations to the municipal council on disaster risk management policy and issues relating to disaster risk management in the municipality.

Despite the call by the international community – such as the United Nations – and the promulgation and publication of the Disaster Management Act, 2002 (Act No 57 of 2002) and NDRMF (of 2005) respectively, the implementation of the Disaster Management Act, 2002 (Act No 57 of 2002) and the implementation of KPA1 are still lagging behind at local government level in South Africa (South Africa, 2009). The same gap was also alluded to in the research report by Van Riet & Diedericks (2009:12). These authors pointed out that Disaster Risk Management in South Africa does not seem to have evolved significantly since the promulgation of the Disaster Management Act, 2002 (Act No 57 of 2002) in 2003.

This is characterised by poor co-ordination and oversight in many of the cases (especially in districts). Their research findings also revealed that the advisory forum and interdepartmental

committees had, in many cases, not yet been formed. In other cases, they were in the process of being formed, were poorly attended, or had already collapsed – due to the lack of interest.

According to Van Niekerk (2005:144-145), the lack of functional institutions at municipal level may result in South African municipalities still focusing on a reactive approach towards disaster and risk. In other words, the municipalities in South Africa are still merely focused on response as opposed to risk reduction. Similarly Van der Waldt *et al.* (2007:245) argue that without institutional arrangements, the principle of co-operative governance to which the Constitution and the Disaster Management Act, 2002 (Act No 57 of 2002) refer, would become impossible to realise.

It is against the above background that this research will focus on the established institutional capacity for disaster risk reduction within the Capricorn District Municipality (CDM) in Limpopo Province, South Africa. Capricorn District Municipality is made up of five local municipalities, namely: Aganang, Blouberg, Lepelle-Nkumpi, Molemole and Polokwane. The local municipalities within the CDM are quite different in terms of their levels of socio-economic development. The Capricorn District Municipality has 547 settlements. These are distributed as follows: 167 in Polokwane, 138 in Blouberg, 109 in Lepelle-Nkumpi, 96 in Aganang and 37 in Molemole (Capricorn District Municipality, 2009).

In his budget speech in May 2008, the Executive Mayor Councillor: Motalene Monakedi of the Capricorn District Municipality indicated that one of the key powers and functions of the District Municipality is to ensure effective disaster risk management. This involves the ability to empower communities to reduce their vulnerability: by establishing structures and programmes that must prevent disasters from occurring; to minimise the effects of disasters and prepare communities for rapid and effective response to disaster situations; and in the implementation of post-disaster recovery programmes.

Contrary to the Disaster Management Act, 2002 (Act No 57 of 2002) section 43 (b), the CDM is operating its Disaster Risk Management Centre without the involvement of the five local municipalities (see Chapter 3 for a full discussion on the Disaster Risk Management Centre).

The problem under investigation in this research can, therefore, be stated as follows:

"The CDM experiences difficulties in establishing integrated institutional capacity for disaster risk management within its geographical area; and it does not adhere to the requirements of the South African policies and legislation for disaster risk management."

The next section will provide a brief explanation of certain concepts.

1.3 CONCEPTUALISING THE KEY TERMINOLOGY UNDERLYING THE STUDY

Certain concepts are used throughout this research. It is imperative that these terminology be defined, in order to ensure clarity and the correct interpretation thereof.

1.3.1 Disaster risk reduction

Disaster risk reduction may be defined as the systematic development and application of policies, strategies and practices to minimise vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) adverse impact of hazards, within the broad context of sustainable development (UN-ISDR, 2004a:3; UNDP, 2004:135).

1.3.2 Disaster risk management

Disaster risk management refers to the systematic management of administrative decisions, organisations, operational skills and abilities to implement policies, strategies and coping capacities of the society or individuals to lessen the impacts of natural and related environmental and

technological hazards (UN-ISDR, 2004a:3; UNDP, 2004:135). This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards. In addition, disaster risk management is defined by Coppola (2006:520) as the systematic process that integrates the risk identification, mitigation and transfer, as well as disaster preparedness, emergency response and rehabilitation or reconstruction to lessen the impacts of hazards.

1.3.3 Institutional capacity

Institutional capacity is referred to as a combination of all the strengths and resources available within a community, society or organisation that can reduce the level of risks or the effects of a disaster (UN-ISDR, 2004a:2). Capacity may include physical, institutional, social or economic means, as well as the skills of personnel – or collective attributes, such as leadership and management.

1.3.4 Co-operative governance

Co-operative governance is a new approach to governance. It is one that shifts from the narrow focus on governance to a wider range of governance mechanisms which are concerned with the growing role of associations and partnerships that reflect the dynamic and interactive nature of co-ordination.

The following are some of the central features of co-operative mechanisms (Hall *et al.,* 2002:30 in Brunyee, 2007:7):

- Involves participants from more than one sector, implying not just co-operation, but rather collaboration across broad areas;
- Requires each partner to join in carrying out an agreed solution;

- Includes a framework for review of the original agreements in the light of practical experiences; and
- Involves a significant cross-section of the groups and interests implicated in a particular problem nexus.

1.3.5. Institutional arrangement

Institutional arrangement incorporates the networks of entities and organisations involved in planning, supporting, and/or implementing disaster-mitigation programmes and practices (Mattingly, 2007:2). These arrangements incorporate the linkages between and among organisations at the local, provincial and national levels, and between governmental and non-governmental organisations, including local community and business leaders, organised labour, the Chamber of mines, just to name a few (South Africa, 2003:12).

1.4 ACRONYMS

The following acronyms are used throughout this dissertation, although each acronym is explained in full when first used. This list serves as an easy reference to the reader.

AMCEN	African Ministerial Conference on the Environment
ANC	African National Congress
AU	African Union
CBO	Community-Based Organisation(s)
CDDRMC	Capricorn District Disaster Risk Management Centre
CDM	Capricorn District Municipality
CPC	Council for Civil Protection

DDRMAF	District Disaster Risk Management Advisory Forum
DDRMC	District Disaster Risk Management Centre
DMA	Disaster Management Act, 2002 (Act No 57 of 2002)
DMTP	Disaster Management Training Programme
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
HFA	Hyogo Framework for Action
ICDRM	Intergovernmental Committee on Disaster Risk Management
IDP	Integrated Development Planning
ISDR	International Strategy for Disaster Reduction
KPA	Key Performance Area(s)
KPI	Key Performance Indicator(s)
LPDRMF	Limpopo Provincial Disaster Risk Management Framework
MDRMAF	Municipal Disaster Risk Management Advisory Forum
MDRMC	Municipal Disaster Risk Management Centre
MDRMF	Municipal Disaster Risk Management Framework
MEC	Member of Executive Council
MIDRMC	Municipal Interdepartmental Committee on Disaster Risk Management
NDRMAF	National Disaster Risk Management Advisory Forum
NDRMC	National Disaster Risk Management Centre
NDRMF	National Disaster Risk Management Framework
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organisation (s)

NICDRM	National Interdepartmental Committee on Disaster Risk Management
PDRMAF	Provincial Disaster Risk Management Advisory Forum
PDRMC	Provincial Disaster Risk Management Centre
PDRMF	Provincial Disaster Risk Management Framework
PIDRMC	Provincial Interdepartmental Disaster Risk Management Committee
REC	Regional Economic Community(s)
SALGA	South African Local Government Association
UN	United Nations
UNDP	United Nations Development programme
UN-ISDR	United Nations International Strategy for Disaster Reduction
WCDR	World Conference on Disaster Reduction

The next section will focus on the key research questions in relation to the study.

1.5 KEY RESEARCH QUESTIONS

Given the scenario above, the following research questions need to be answered:

- What is meant by disaster risk management institutional capacity?
- What is the progress in the establishment of institutional capacity for disaster risk reduction in Capricorn District Municipality?
- What are the challenges in the implementation of KPA1 of National Disaster Risk Management Framework of 2005 in the Capricorn District Municipality?
- What are the possible interventions to be applied in order to speed up the implementation of KPA1 in Capricorn District Municipality?

The answers to the above questions were used to determine the gaps between the provisions of the Disaster Management Act, 2002 (Act No 57 of 2002) and the guidelines provided in the NDRMF (of 2005). The next section will discuss the research objectives.

1.6 RESEARCH OBJECTIVES

The objectives of the study were:

- To define and explain disaster risk management's institutional capacity.
- To determine the progress in the establishment of institutional capacity for disaster risk reduction in the Capricorn District Municipality.
- To identify the challenges in the implementation of institutional capacity for disaster risk reduction.
- To propose possible interventions to fast track the implementation of KPA1 of the National Disaster Risk Management Framework within the Capricorn District Municipality.

The next section discusses the central statement for the research project.

1.7 CENTRAL THEORETICAL STATEMENT

Comprehensive approaches to build coherent institutional frameworks at national and other levels of responsibility are essential if one is to speak of a sustained commitment to disaster risk reduction. This includes the need for collaboration among different sectors of society, and particularly the engagement of a wide circle of people with skills and attributes ranging from educational practices to many forms of technical expertise (UN-ISDR, 2004a:124).

"In many countries there are currently few local institutions engaged in – or which have adequate capacities to oversee risk reduction strategies on a continuous basis (UN-ISDR, 2004a:81). Almost

all countries and most local communities have a designated authority responsible for responding to crisis situations when they happen; fewer have a recognised office monitoring potential risks and motivating public and private action to minimise their possible consequences – before they occur" (UN-ISDR, 2004a:81).

"New multidisciplinary relationships are essential if disaster reduction is to be comprehensive and sustainable" (UN-ISDR, 2004a:13). "The successful and effective disaster risk management is based on the integration and co-ordination of all the role-players and their functionalities into a holistic system aimed at disaster risk reduction" (Visser & van Niekerk, 2009:6).

With this background in mind, the following section will explain the methodological approach followed in the research.

1.8 METHODS OF INVESTIGATION

1.8.1 The Literature study

Literature was used as the foundation for this research. Books, Government and international reports, conference proceedings, internent and research reports/documents were consulted, in order to establish the most current developments in institutional capacity for disaster risk reduction. Literature review was dealt with in more detail in chapter 2.

1.8.2 The Case study

The research utilised a qualitative design, based on empirical evidence through a case study approach within CDM. According to Creswell (1998:61) a case study can be regarded as an investigation or in depth - analysis of a bounded system. The boundaries are set in terms of time, place, events and processes. In other words, the case study is a holistic inquiry that investigates a contemporary phenomenon within its natural setting. Both Welman & Kruger (2001:182-187) and

Fox & Bayat (2007:69) define the case study as the fact that a number of units of analysis, such as an individual, a group or institution, are studied intensively. The term case study pertains to the fact that a limited number of units of analysis (often only one) are studied intensively (Welman *et al*., 2005:193). The investigation of the unity of study takes place through detailed, in-depth data collection methods, involving multiple sources of information that are rich in context. These may include interviews, documents, observations or participants (De Vos *et al*., 2005:272). Mark (1996:219) refers to three types of case study, all with different purposes:

- The intrinsic case study is solely focused on the aim of gaining a better understanding of the individual case. The purpose is to describe the case being studied.
- The instrumental case study is used to elaborate on the theory or to gain a better understanding of social issue. The case study merely serves the purpose of facilitating the researcher's gaining of knowledge about the social issue.
- The collection case study furthers the understanding of the researcher about a social issue or population being studies. The case study is often used as the pilot study in the research process.

Three aspects should be borne in mind when conducting a case study research (Fox & Bayat, 2007:69-70, Welman *et al.,* 2005:194):

- The case should be defined or demarcated, which means that its boundaries should be determined.
- Whatever technique is used to collect data, the concern is not merely to describe what is being observed, but to search, in an inductive way, for consistent regularities and recurring patterns.
- Triangulation is frequently used.

Stake (1995) and Henning *et al*. (2004:41) argue that the sole reason for choosing the case study should be the opportunity to learn about the unit of study. Similarly, a case study provides much more detailed information than what is available through other methods, such as surveys. Case studies also allow a researcher to present data collected from multiple methods (i.e., surveys, interviews, document review, *and* observation) to provide the complete story. In addition, the case study is the most flexible of all research designs because, it allows the researcher to retain the holistic characteristics of real-life events while investigating empirical events.

Due to the nature of the researcher's perceived problem with the slow implementation of the KPA1 of NDRMF (of 2005), the questionnaires and interview were utilised to investigate the phenomenon under investigation. The questionnaires and interviews were semi-structured in a specific manner – so as to obtain objectivity in the analysis. What was obtained from research participants was, what is "*really taking place*" and not what "*should*" or "*will*" be taking place within the context of implementation of KPA1 of NDRMF (of 2005) in the CDM.

1.8.3 Data collection

The primary data-collection method for this research was semi-structured interviews. With semi-structured interviews, the researcher would have a set of predetermined questions on an interview schedule (De Vos *et al*., 2005:296). Predetermined questions were posed to each respondent in a systematically and consistent manner in terms of the themes, but the participants were allowed an opportunity to discuss issues beyond the confines of the questions. This approach enabled the researcher to obtain multiple responses to sets questions and to allow for detailed responses.

The semi-structured interview was used because it enables the researcher to gain a detailed picture of respondents' beliefs about, or perceptions or accounts of, a particular topic (De Vos *et al*., 2005:296). In addition, semi-structured interviews were especially suitable because the researcher was interested in the complexity or processes on institutional arrangements for disaster risk reduction.

For, example, the researcher was able to probe or follow-up on particular interesting facts that emerged in the interviews, and the respondents were able to give an inclusive understanding of the phenomena under investigation.

The description of the case study took place through a detailed, in-depth data-collection method, involving different sources of information that were perceived to be rich in the context of an institutional capacity for disaster risk reduction. The sample for this research was selected purposefully because qualitative research focuses primarily on the depth or richness of the data (Struwig & Stead, 2001:121). In other words, the participants manifest certain attributes in which the researcher is interested.

According to Lincoln & Guba (1985), the characteristics of purposeful sampling are as follows:

- The total sample is not yet drawn in advance, as is the case in quantitative research.
- Each sampling unit is selected only after the information of the previous unit has been analysed. An additional sampling unit is required if the previous unit provides insufficient information or where contrasting information is needed.
- As additional information is required, more specific sampling units are sought. This could be based on new insights being developed, as the study progresses.
- The sampling of new units continues until new information becomes redundant, i.e. when no new information is obtained from any additional samplings.

In order to ensure that an accurate description of the phenomena has been achieved, the researcher sampled six officials working in disaster management at CDM, as well as disaster officers from five local municipalities. 19 personnel involved in disaster risk management within the district and local municipality were interviewed. Furthermore, these individuals were selected because they were in a position to give information about the institutional capacity of the CDM on issues of disaster risk management.

To complement the interviews, documents were also requested and used to verify the respondents' responses. The use of different sources of information helped in obtaining opinions or attitudes at different levels of the CDM.

1.8.4 Data analysis

Data were collected using the instruments discussed earlier. The field notes were grouped into different themes that were developed during the data-collection processes. Data were analysed qualitatively. Validity in qualitative research has been achieved through the application of a triangulation process. Struwig & Stead (2001:145) define triangulation as the extent to which independent measures confirm or contradict the findings. The primary data collected were verified by interviewing other sources of informants, persons in the same roles or persons knowledgeable on the subject, as indicated above. For example, the researcher requested supporting documents to verify some of the responses.

1.9 LIMITATIONS OF THE STUDY

Every study, no matter how well it is conducted, has some limitatios. In the case study of CDM, the study limitation covered amoung others the time, research focus and data sources. In relation to the time, the study should be completed within a two year academic period. The study was limited to the CDM in relation to establishment of the integrated institutional capacity for disaster risk reduction. The data sources were only the officials who were involved in disaster risk management which mostly related to Key Performance Area 1 (KPA) in the NDRMF (of 2005).

1.10 ETHICAL CONSIDERATIONS

Conducting research is an ethical enterprise (Struwig & Stead, 2001:66). Prior to the start of the study, a formal application was made to relevant stakeholders. Ethical approval has been obtained from the Ethics Committee of the North-West University, Potchefstroom Campus. Permission to

conduct the study was also obtained from CDM. In addition, the researcher sought permission from the local municipalities of Aganang, Blouberg, Lepelle-Nkumpi, Molemole and Polokwane.

Furthermore, each research respondent was asked for his/her permission to participate in the study, and was requested to sign a consent form after the purpose of the study was clearly explained to them. The respondents were also informed that their participation was absolutely voluntary, and that they could withdraw from the study at any time.

1.11 CHAPTERS IN THE STUDY

This mini-dissertation consists of four parts: an orientation (Chapter One), a literature study (Chapter Two), an empirical investigation (Chapter Three) and (Chapter Four) conclusions and recommendations are outlined.

1.12 CONCLUSION

The foregoing chapter presented a background, as well as the theoretical and methodological orientation to the study, outlining the rationale for the importance and necessity for the establishment of integrated institutional capacity for disaster risk management within the Capricorn District Municipality in Limpopo province. This chapter has also presented the research problem, as well as the research questions that guide this study. Furthermore, the chapter also briefly outlined the research methodology and design that were utilised to carry out the study. A brief discussion of the study area and the target participants of this study were also presented in this chapter. The ensuing chapter presents the theoretical framework for the study in order to locate the study within an academic context. The following chapter will focus on the literature review in connection with the institutional arrangements for disaster risk management.

CHAPTER 2: LITERATURE REVIEW: INSTITUTIONALISING DISASTER RISK REDUCTION

2.1 INTRODUCTION

The review of literature is a critical and integrative synthesis of the ways in which the problem under study has been dealt with in the past. This is necessary for the purpose of justifying this research endeavour. As an integrative synthesis, the literature review represents a progressive narrative of the literature, with each literature source building on the next, leading to a culmination or high point in the review. According to Majam and Theron (2006:33-34); Taylor (2001:1) and Marshall & Rossman (2006:43) and Bless *et al*. (2006:19-28) in Majam & Theron (2006:35). The literature review entails a systematic and structured process of identifying all the relevant literature needed in writing a research proposal – and eventually a dissertation or thesis – in which the researcher can point out general agreements and disagreements among the consulted researchers; and could also challenge any previously accepted ideas. The review of the literature is in the form of a dialogue between the study at hand and the related literature. Consequently, the literature review helps the researcher to gain expertise on the topic and provides a benchmark for comparing the results of the study with other findings (Majam &Theron, 2006:34).

This chapter provides an overview of the theory of organisation. It will look at the institutional arrangements or structures sourced by the United Nations (UN) that dealt with disaster management – such as the International Decade for Natural Disaster Reduction (IDNDR), as well as those now dealing with disaster risk reduction – such as the International Strategy for Disaster Reduction (ISDR) and the Global Platform for Disaster risk Reduction. It also focuses on institutional arrangements in the African continent for the management of disaster risk. Subsequently, the disaster risk management institutional arrangements in South Africa will be discussed.

2.2. THEORY OF ORGANISATION

The history of organisations is as old as mankind (Cloete, 1994). This past history led to the establishment of organisations (Cloete, 1994). In other words, from the earliest days, people had to plan together to achieve certain goals. The goals might have been to protect their families, to gather food or build shelters, but even with these rather elementary tasks, the need to organise activities to get the work done is very apparent (Jackson *et al*., 1996:5). This shows man's awareness of the imperative of organisation.

Draft (2007:10) describes organisations as social entities that are goals directed, designed as deliberately structured and co-ordinated activity systems and linked to the external environment. According to Greenberg & Baron (1997:8), as well as Thornhill & Hanekom (1995:156), organisations are structured social systems consisting of groups and individuals working together to meet some agreed-upon objectives. In other words, organisations consist of structured social units, such as individuals and/or work groups that strive to attain common goals, such as to produce and sell products or services, often at a profit.

Jackson *et al.* (1996: 2) pointed out that organisations have characteristics of their own that are distinct from the characteristics of the people that comprise them. The characteristics of organisations include distinct structures, rules, norms, cultures, life cycles that go beyond the lives of individuals, policies, procedures and practices. These features make organisations quite different from, for instance, families.

In order for the organisation to be formed, certain aspects must exist. Jackson *et al.* (1996:9) identify those rational surroundings which persuade people to form organisations:

- They find or learn of alternative or better ways of doing things that are not currently being done within the existing social relationships or arrangements.

- They believe that the future will be such that organisation will continue to be effective enough to warrant building it; and that the investment of resources will be justified.
- They, or some group with which they are identified, will receive some of the benefits of the new and better way of doing things.
- They can lay hold of the resources of wealth, power and legitimacy needed to build such an organisation.
- They can defeat, or at least avoid being defeated by their opponents, whose interests are vested in the old way of doing things.

Organisations are central to people's lives and exert a tremendous influence. To present this view, Jackson *et al.* (1996:6), consider organising as a human phenomenon, and the conditions that surround and influence initial organisational formation. In order for any organisations to form, the potential for benefits to the members must exist. Draft (2007:14) underscores the importance of organisations when seeking to fulfil the following:

- Bring together resources to achieve the desired goals and outcomes.
- Produce goods and services efficiently.
- Facilitate innovation.
- Use modern manufacturing and information technologies.
- Adapt to and influence a change in the environment. For example, people who are well and better organised can more easily become better prepared, better able to respond to hazardous warnings, and better able to demand their government's attention to any such hazards (Wisner *et al*., 2004:328).
- Create value for owners, customers and employees.
- Accommodate ongoing challenges of diversity, ethics and the motivation and co-ordination of employees.

An expansion of the above idea suggests that various combinations of interests are an important basis for the establishment of the organisation. As a number of people discover that they have a

common interest, they are joined together to express this interest. Common interests exist when persons have similar goals and the attainment of these goals by some individuals does not necessarily the attainment of this goal by others (Jackson *et al*., 1996:12).

For example, modern societies have developed three categories of institutions to meet their needs, according to Du Toit & Van der Waldt (1997:8-9):

- Government institutions, such as government departments, are established by society primarily to create and maintain law and order, to provide collective production and services, as well as a profitable basis, for example, as in health and education. Furthermore, government institutions form part of the public sector and function at central, provincial and local levels. They all depend on one another and on the community they serve to provide products and services that meet the common needs. Most of the government institution gets revenues from tax of business and individuals.
- Businesses in the private sector develop to provide goods and services, which they then seek to sell to the community at profit. Eventually, such services contribute to society's social and economic development in general.
- Non profit organisations, such as the sports association and welfare organisation are developed to provide specific services and products which are not supplied by government or businesses.

In the case of disaster risk reduction, Wisner *et al.* (2004:328) point out that an increase organisation in squatter settlements and remote villages is a prerequisite of disaster risk reduction. For example, self-organisation might also lead to ensuring that public awareness strategies are much more successful when they focus on institutions rather than on individuals.

With the above context in mind, organisation at various levels is a prerequisite for risk-communication that will actually result in changed patterns of vulnerability and capacity. This, in turn, requires governance at international, regional, national and local levels that encourages organisation and action by civil society. The following section discusses the institutional arrangements for disaster risk reduction from the international perspective.

This is done to provide the reader with a broader focus on the institutions which govern global disaster risk reduction. The discussion that follows will also show the linkages with the South African institutional arrangements for disaster risk reduction.

2.3 DISASTER RISK REDUCTION INSTITUTIONAL ARRANGEMENTS : AN INTERNATIONAL PERSPECTIVE

Natural disasters exert an enormous toll on human development. In doing so, they pose a significant threat to every country (Housner, 1989:45). Furhtermore, natural disasters pose an enormous threat for achieving the Millennium Developmental Goals, in particular, the overarching target of halving extreme poverty by 2015 is at risk. According to the UNDP (2004:5), annual economic losses associated with the threat of natural disasters averaged US$75.5 billion in the 1960s, US$138.4 billion in the 1970s, US$ 13.9 billion in the 1980s and US$659.9 billion in the 1990s.

The challenges posed by disasters (both natural and human-caused) compelled the United Nations (UN) to develop dedicated structures which channel their efforts, energy and resources to addressing disasters and disaster risks globally. These included the 1990–1999 International Decade for Natural Disaster Reduction (IDNDR), the 1994 World Conference on Natural Disaster Reduction and the 2000 UN International Strategy for Disaster Reduction (ISDR), the 2005 World Conference on Disaster Reduction in Kobe, Japan, and the Global platform for Disaster Risk Reduction. The following section will discuss the most salient of these institutional arrangements – as they apply to modern disaster risk reduction in South Africa.

2.3.1 International Decade for Natural Disaster Risk Reduction

The increasing concern about the impact of disasters, such as the increase in human casualties and properties damaged in the 1980s, has led the United Nations General Assembly to declare 1990-1999 the International Decade for Natural Disaster Reduction (UN-ISDR, 2007; Housner, 1989:45; Lechat, 2007). Under the theme of ‘Building a Culture of Prevention’, work was done to advance a

wider commitment to activities that could reduce the consequences of natural disasters. The declaration of the International Decade for Natural Disaster Reduction (IDNDR) represented one of the more visible expressions of the commitment and concern by the international community and was a significant factor in stimulating more concerted preoccupation with the study and analysis of disaster causation, the essence of which was captured in the idea of risk (Lavell, 1999:4).

In addition, IDNDR was a global programme driven by concerns that rising disaster losses threaten the population growth and wealth creation in nearly all parts of the world (Smith, 2004:7). The basic idea behind this proclamation of the decade was – and still remains – to be the unacceptable and rising levels of losses (Goldammer, 1989). Disasters continue to involve the existence of a wealth of scientific and engineering know-how which could be effectively used to reduce losses resulting from such disasters. The general objective of the decade was to reduce, through concerted international actions, especially in developing countries, the loss of life, property damage and economic disruption caused by natural disasters, such as earthquakes, windstorms, tsunamis, floods, landslides, volcanic eruption, wildfires and other calamities of natural origin – such as grasshopper and locust infestations.

While the IDNDR followed a strictly techno-centric and scientific approach in the beginning, things changed midway through the decade. The changes included putting socio-economic aspects as components of effective disaster prevention into perspective. In other words, it was recognised that social factors, such as cultural traditions, religious values, and economic standing and trust in political accountability were essential for the determination of societal vulnerability.

As a result, in 1994, the Yokohama Strategy for Safe World and its Plan of Action was adopted at the World Conference on Natural Disaster Reduction. Subsequently, the conference developed the document that set guidelines for action on the prevention, preparedness and mitigation of disaster risks. The guidelines were based on a set of principles that stress the importance of risk assessment, disaster prevention and preparedness, the capacity to prevent, reduce and mitigate disasters and early warnings (UN-ISDR, 2007). The principles required the international community to share technology to prevent, reduce and mitigate disaster, and to demonstrate a strong political commitment in the field of disaster reduction.

The IDNDR also underscores the importance of institutional establishment for disaster risk management. This has led to the call for establishing a number of structures which were expected to assist in the achievement of the objectives of the decade. Furthermore, the UN developed an intentional framework which mapped the action for the decade, and also made recommendations on the establishment of the institutional arrangements for disaster-reduction activities. The IDNDR, therefore, provided the first formal impetus to institutional arrangement for disaster risk reduction globally. Following the end of the decade, a new strategy was declared, the International Strategy for Disaster Reduction (ISDR) (2000-2010).

2.3.2 International Strategy for Disaster Reduction

The successor to the IDNDR, the International Strategy for Disaster Reduction (ISDR), shows signs of shifting to a more midway position between scientific knowledge and policy formulation and highlights better the role of vulnerable communities in risk management (Christoplos in Pelling, 2003:101).

The ISDR provides a forum for major agencies involved in several aspects of disaster risk reduction (The World Bank and UN-ISDR, 2007:20) to ensure an effective and co-ordinated approach for the implementation of disaster risk reduction at international to national levels. In other words, the ISDR is a multidisciplinary and multi-stakeholder platform that enables societies to increase their resilience to natural, technological and environmental disasters, and to reduce any associated environmental, and social risks.

In January 2000, through resolution 54/219, the General Assembly established two mechanisms for the implementation of ISDR: the Inter-Agency Secretariat and the Inter-Agency Task Force on Disaster Reduction. The Task Force established four Working Groups to address climate variability, early warning, vulnerability and risk analysis, as well as wild fires (UN-ISDR, 2004a:11). According to Van Niekerk (2005:61), beside these working groups, the Task Force indicated that it aims to pursue additional areas, such as: drought; ecosystem management; land use planning; raising the political

profile of disaster reduction; exploring public-private partnerships; and integrating issues of disaster reduction into development planning.

To reiterate its commitment to disaster risk management in 2005, the global community, at the World Conference on Disaster Reduction (WCDR) agreed on the Hyogo Framework for Action (2005-2015: HFA) to expand and strengthen actions at all levels to reduce disaster risks and to "build the resilience of nations and communities to disaster" (UN-ISDR, 2009:1; The World Bank & UN-ISDR, 2007:20; Van Niekerk, 2010:2).

The aim of the conference was to increase the international profile of Disaster Risk Reduction, promote its integration into development planning and practices, and to strengthen both local and national capacities, so that they would be able to address the causes of disasters. The HFA consists of five priorities, which governments committed to implement. One of the five priorities is to ensure that DRR is "a national and local priority, with a strong, institutional basis for implementation" (Pelling & Holloway, 2006:7). The other four priorities are to identify, assess and monitor disaster risks and enhance early warning, to use knowledge, innovation and education to build a culture of safety and resilience at all levels, thereby reducing the underlying risk factors and strengthening disaster preparedness for effective responses at all levels. In order to monitor the progress in the implementation of HFA, the international community established a structure called the Global Platform for Disaster Reduction. The next section will discuss the importance of the Global Platform for Disaster Reduction.

2.3.3 The Global Platform for Disaster Reduction

The Global Platform for Disaster Reduction is the global forum for accelerating the worldwide momentum in disaster risk reduction. The forum is made up of the stakeholders for all parties involved in DRR. For example, in its second meeting in the year 2009, approximately 1 785 participants attended the session, including representatives from 140 governments, 54 intergovernmental organisations, including UN specialised agencies, and 43 non-governmental organisations (NGOs) (UN-ISDR, 2007:2).

It has been mandated by the United Nations General Assembly (A/RES/62/192) to assess the progress made in the implementation of the HFA, to enhance the awareness of disaster risk reduction, to share experiences and lessons learnt from good practice, and to identify any remaining gaps, and to recommend targeted action to accelerate the national and local implementation programme of DRR (UN-ISDR, 2007:2). The imperative of institutional arrangement is also crucial in the African region. The following section will discuss institutional arrangements that deal with disaster risk management in Africa.

2.4 DISASTER RISK REDUCTION: INSTITUTIONAL ARRANGEMENTS IN AFRICA

The African continent is highly vulnerable to disasters from natural causes, particularly from hydro-meteorological ones that regularly result in drought and floods (UN-ISDR, 2004a:98; 2004b:2). As a result, the vulnerability to hazards is high – and still rising in the African continent. The increasing impacts of disasters on both the social and economic dimensions of African societies also demand more political attention, in order to deal with these disaster risks. The following section will review the progress made by regional and sub-regional institutions in Africa in the field of disaster risk reduction.

2.4.1 The African Union

Africa is the only continent whose share of reported disasters in the world total has increased over the past decade (UN-ISDR, 2004b:3). More people are being affected by these natural hazards, and the economic losses incurred are rising. In addition, disaster impacts have become an impediment to sustainable development in Africa.

Despite the above challenges, intensive efforts to reduce the risk of disasters have been gathering pace in Africa over the past half-decade. African commitments to disaster risk reduction are taking place through the African Union (AU) and its Constitutive Act. This Act was agreed to by 53 countries

in 2000. As signatories of this Act, Heads of State and Governments of Member States pledged to promote, among other objectives, security, stability and sustainable development in Africa (UN-ISDR, 2004a:1).

On these foundations, the AU established the New Partnership for Africa's Development (NEPAD) in 2001 to promote accelerated growth and sustainable development, to eradicate widespread and severe poverty, and to halt the marginalisation of Africa in the globalisation process. AU/NEPAD proceeded to form the Africa Working Group on Disaster Risk Reduction to facilitate the mainstreaming and integration of disaster risk reduction in all phases of development in Africa.

In 2003, the Africa Working Group on DRR commissioned an assessment of the status of DRR in Africa. The assessment report concluded that African countries faced the major challenges (UN-ISDR, 2004a:9), such as insufficient institutionalisation of disaster risk reduction, inadequate information management and communication, inadequate involvement of citizens, limited risk identification and assessment and weak integration of disaster risk reduction in development plans across the region (AU, 2005:1).

To address the above findings, the Africa Working Group on DRR developed the Africa Regional Strategy for Disaster Risk Reduction in 2004. The Africa Regional Strategy for Disaster Risk Reduction was adopted by its 53 member states at the 10th Meeting of the African Ministerial Conference on the Environment (AMCEN) in June 2004; and it was officially acknowledged at the AU Summit in 2004 (Van Niekerk, 2010:2; AU, 2005:1). The Strategy's objectives were to increase political commitment to disaster risk reduction, to improve the identification and assessment of disaster risks, to enhance knowledge management for disaster risk reduction, to increase public awareness of disaster risk reduction, to improve the governance of disaster risk reduction and to integrate disaster risk reduction in emergency management and response.

One year later, (in 2005) the Africa Advisory Group on DRR was established; and this was then followed by the organisation of the First Africa Ministerial Conference on Disaster Risk Reduction (attended by 42 countries, the African Development Bank, several UN and international agencies and bilateral donors). The conference adopted a Programme of Action which was subsequently

endorsed by a decision of the Eighth Ordinary Session of the Executive Council of the African Union (UN-ISDR, 2009:25; Van Niekerk, 2010:2).

Following consultations with national, regional and global stakeholders, the 'Programme of Action for the Implementation of the Africa Regional Strategy for Disaster Risk Reduction' was developed, together with 'Guidelines for Mainstreaming Disaster Risk Assessment into Development'. Both were adopted at the First African Ministerial Conference on Disaster Risk Reduction in 2005 and were integrated into the African Ministerial Conference on the Environment (AMCEN) five-year programme in 2006 (UN-ISDR, 2009:26).

The following year (2006), the first African Regional Platform for Disaster Risk Reduction was convened – to advance regional commitment, to promote co-operation and co-ordination between African countries, and to share experiences of reduction efforts in the African continent. The first Africa Regional Platform also provided a forum to prepare the first progress report for African countries in relation to the Hyogo Framework for Action, and to prepare for the first session of the Global Platform for Disaster Risk Reduction, which was held in Geneva in June 2007. This was attended by representatives of several African governments (UN-ISDR, 2009:26).

In February 2009, the African Parliamentarians from countries such as the Republics of Chad, Egypt, Ghana, Kenya, Madagascar, Namibia, Senegal, Tanzania, Uganda, Zambia and the East African Legislative Assembly committed to a series of actions to advance the agenda of disaster risk reduction and climate change adaptation, to ensure that African interests were firmly placed in the global agenda for decisions on climate change (UN-ISDR, 2009:26).

Three months later (May 2009), the Second African Regional Platform consultation on Disaster Risk Reduction was held. At the meeting, participants were able to assess progress made on disaster risk reduction in the African continent. They also further discussed challenges and opportunities; and they concluded on the position of Africa for the Global Platform for DRR. Within the African continent, there are multiple sub-regional structures that deal with the issues of disaster risk reduction. The next section focuses on the institutional arrangements at the sub-regional level.

2.4.2 Institutional arrangements at the sub-regional level

Twigg (2004: 22-26) argues that each organisation must institutionalise risk reduction at its policy level, the strategic level, the operational guideline, geographical and sectoral plans, programme and projects proposals, structures and systems and external relations – if such a country is taking disaster risk reduction seriously as part of its development agenda. The success of the above arrangement is entirely dependent on the institutional arrangements, capacities and resources. Within the African Union, there are multiple-regional blocs known as Regional Economic Communities (RECs). These blocs were established primarily as trade blocs. The RECs are increasingly engaged in issues of broader economic and social development, on which they seek political alignment and the harmonisation of approaches (UN-ISDR, 2009:27).

A number of regional structures were developed in Africa, such as RECs, national authorities, and development partners, to mention but a few. These structures play crucial roles in addressing development challenges related to disaster risks. Regional structures can be very useful in supporting national initiatives to build capacity and to identify and manage risks. According to UN-ISDR (2004a:98), regional structures can be instrumental in sharing experiences among countries, as well as developing practical means of building co-operation among the various professional and academic institutions through sharing information, undertaking joint activities, and by complementing each other's professional abilities.

Furthermore, several regional and sub-regional specialised centres have been created in Africa. These centres contribute directly and/or indirectly in disaster management purposes. They provide information, products and tools (such as observation, monitoring, analysis and the forecasting of extreme climate events, as well as risk assessment and early warnings). These are all highly relevant for disaster risk reduction institutions and practitioners. In addition, they offer significant potential for disaster risk reduction and climate change adaptation purposes. Some examples include: the African Centre of Applications for Climate, Meteorology and Development; the Climate Prediction and Applications Centre; the Regional Centre for Training and Application in Agro-meteorology and Operational Hydrology; the Sahara and Sahel Observatory; and the Southern Africa Development Community Drought-Monitoring Centre.

Beside the various regional and sub-regional organisations, the UN General Assembly also called upon governments to establish National Platforms or focal points for disaster reduction, and to strengthen them where they already exist, within a multi-sectoral and interdisciplinary approach. The next section will discuss the National Platform for Disaster Risk Reduction in the African continent.

2.4.3 National Platform for Disaster Risk Reduction in Africa

The National Platform for DRR is a multi-stakeholder national mechanisms to those services as an advocate of DRR at different levels (UN-ISDR, 2007:1). In other words, a National Platform for DRR is multi-disciplinary and inter-sectoral in nature; and it has contributed in developing national strategies for their countries and served as a basis for sub-regional, regional and international co-operation with regard to disaster reduction management. According to the UNDP-DMTP (1998:3), the National Platform is the key agency that has the authority and resources to co-ordinate all related bodies for disaster management, such as ministries, international donor agencies, NGOs and the private sectors. Furthermore, a National Platform contributes to the wide dissemination of disaster reduction messages. A National Platform can play a role in liaising with line ministries and other actors in shaping the risk reduction policies of a country (Pelling & Holloway, 2006:9).

Africa, as a region, has made significant progress in disaster risk reduction; and a number of policies, institutions and organisations have been set up to mainstream disaster risk reduction. The National Platforms are generally responsible for the day-to-day operation of disaster risk management issues, including central planning, co-ordination and monitoring (The World Bank & UN-ISDR, 2007:75). The major functions of this National Platform for DRR can be summarised as follows (UN-ISDR, 2007:9):

- National Platforms for DRR are national mechanisms by which countries can address inter-related social, economic, environmental, political and physical problems.

- National Platforms for DRR work towards better-resourced, effective and integrated DRR efforts amongst national stakeholders and amongst national, regional and international institutions.
- National Platforms for DRR serve as catalysts for national consultations and consensus building.
- National Platforms for DRR facilitate the allocation of resources from donors, development banks, and the UN agencies.

According to the report on the status of disaster risk reduction in the Sub-Saharan Africa Region, 25 national disaster risk-management organisations have been established (The World Bank & UN-ISDR, 2007:12; Katsanakis, 2010); and these organisations are making progress in transforming disaster risk reduction into a development priority. This is being done by mainstreaming it into sector programmes (see Table 2.1). From Table 2.1, it becomes clear that different countries have located their National Platforms in different government departments.

Table 2.1 National Platform for DRR in selected of the African countries

Country	Disaster Risk Reduction Institution
Botswana	National Disaster-Management Office in the Office of the President
Burundi	Department of Disaster-Prevention and Management under the Ministry of the Interior and Public Security
Cameroon	Ministry of Territorial Administration and Decentralisation
Cape Verde	Ministry of the Interior and Civil Protection
Democratic Republic of Congo	Council for Civil Protection (CPC) in the Ministry of Interior
Republic of Congo	Ministry of Forestry, Economy and Environment
Ethiopia	National Disaster-Prevention and preparedness committee chaired by the

	Deputy Prime Minister
Gabon	Ministry of Natural Disaster-Prevention and Management
The Gambia	National Disaster, Emergency Relief and Resettlement Committee
Guinea Bissau	Institute of Biodiversity and Protected Areas and Ministry of Natural Resources
Liberia	Ministry of Internal Affairs
Madagascar	CNS: Chaired by the Minister of Interior Department and Reform Administration
Malawi	Department of Poverty and Disaster Management
Mauritius	Prime Minister's office as the co-ordinating structure
Namibia	National Disaster-Management System
Mozambique	National De Gestao De Calamidades
Rwanda	National Service for Disaster Management
Seychelles	Department of Risk and Disaster Management
Sierra Leone	Office of Security
South Africa	National Disaster Management Centre – Department of Co-operative Governance and Traditional Affairs
Zimbabwe	National Civil Protection Committee

Source: World Bank & UN-ISDR, 2007.

Besides a national co-ordinating mechanism, each country needs to have organised decentralised structures which can deal with the day-to-day running of disaster reduction activities. The next section will discuss the disaster risk reduction institutional arrangements in South Africa.

2.5 DISASTER RISK REDUCTION INSTITUTIONAL ARRANGEMENTS IN SOUTH AFRICA

The historical context of the development of disaster risk management in South Africa focused on a reactionary approach for many years. This was due to the fact that the structures and legislative framework that existed were totally inadequate – and in most cases inoperable, for the entire population (Van Niekerk, 2005:124). The next section will provide a brief overview of the disaster risk reduction structure and policy that prevailed before 1994 in South Africa.

The history of the structure and policy aspects of disaster risk management in South Africa has been dominated by civil defence and civil-protection policies. In other words, in South Africa, "disaster risk management" finds its roots in "civil defence" – a State function that was developed to protect white citizens during apartheid times (Cabane, 2010:6). In the 1950s, the civil defence issue enjoyed some attention from the South African Government.

This resulted in a meeting of the various departments in 1956 that was held in Cape Town. The idea of civil defence took the centre stage (Van der Waldt *et a*l., 2007:238). One year latter (1957), a director for civil defence was appointed under the department of Justice. This was followed by the appointment of the Council for the Civil Defence Service. This was disbanded in 1962 to make way for the Directorate for Emergency planning. The Civil Defence Act (Act 39 of 1966) was promulgated; hence, the formation of the Directorate of Civil defence. Van der Waldt *et al*. (2007:238) indicate that the Act mainly focused on establishing civil defence as a function of national government. The provinces and local government were not allowed to render any civil defence services.

In 1977, a new Civil Defence Act, 1977 (Act No 67 of 1977) was established as a function within the realm of local government – with the goal of: taking strategies (other than those measures taken under the Public Safety Act, 1954, the Defence Act, 1957, or the Police Act) for the purpose of providing the Republic and its inhabitants in a state of emergency with the greatest possible strategies of protection and assistance; and combating – in the most effective manner – civilian unrest during a state of emergency (Cabane, 2010:15).

The development of civil defence was characterised by two main features. Firstly, despite the transfer of the function at the local level and its definition as a non-combative force, civil defence was militarised as a component of the "national security management system. Furthermore, many of its members came from the security sector, and it was under the control of the military apparatus. In the same vein, the first course in civil defence created in 1986, was located in an Institute of Criminology (at the University of South Africa)-yet another indication of the focus on security issues (Van der Westhuizen, 1986)

The second related characteristic, its politicisation, was ironically both the rationale and the main limitation to the development of civil defence. Civil defence was designed for the protection of citizens, but under apartheid, only Whites were considered to be full citizens of the state. Thus, civil defence used to be associated with civil unrest and the protection of Whites from "enemy attacks" from political opponents. Thus, any actions taken excluded the major portion of the population, that is to say, the black population. Although civil defence organisations also existed in Coloured and in some Black areas, it was either very limited or under high security control (Cabane, 2010:16).

In the 1980s, civil defence was concerned with fighting political "terrorism" from the African National Congress (ANC). Because of these limitations, civil defence remained a small and weak government organisation. It consisted of co-ordinating structures with at best, a few officers, a "command and control" room; most of its capacity actually came from volunteers or self-organised commandos in rural areas (Cabane, 2010:12). This very limited capacity was part of a policy where citizens bore the responsibility of protecting themselves; and assistance to victims of disasters relied mostly on humanitarian organisations, such as the Red Cross, or the army, whenever the capacities of local government were exceeded.

This limitation of assistance in times of disaster relates to the "hostile response" of the welfare State in the 1930s that led to an insistence on the role of churches and humanitarian organisations in the provision of social assistance. The development of disaster assistance was thus deeply embedded in a national history of State building in a specific colonial context (Cabane, 2010:15, Van der Waldt *et al*., 2007:237).

In the early 1990s, South Africa underwent a process of transition. Another particularity of the South African transition is the negotiated settlement that made the institutional change progressive and the result of compromises. As part of the old administration remained, it also had to participate in the transformation processes. This pushed for an unlikely change from within. In the case of disaster risk management, the first element was the demilitarisation, which was initiated from within the sector. The name was changed to Civil Protection in 1990 – in order to depart from the association with the Defence Force, although it was rather unsuccessful, as the new name was still too similar to another structure in the National Intelligence Bureau (Cabane, 2010:8). The manner in which disaster risk management is approached in South Africa has undergone major reform since 1994, when government took the decision to move away from the customary perception that disasters were inevitable; and therefore, could only be dealt with once they had occurred. In order for disaster risk reduction to be effective, South Africa needs to have structural arrangements that deal specifically with the issue of disaster reduction.

Since the dawn of democracy in 1994, South Africa has overhauled its disaster risk management policies (see Chapter 1). As early as 1990, South Africa had aligned itself with global developments which focused on risk-reduction strategies to build resilience and promote sustainable livelihoods amongst 'at-risk' individuals, households, communities and in the environment. The new democratic government quickly realised the importance of establishing structures which would provide platforms for disaster risk reduction. A wide process of consultation was embarked on which culminated in the publication, firstly, of the Green Paper in 1998.

Furthermore, in case of South Africa, The Green Paper on Disaster Management in South Africa (South Africa, 1998:53-54) was the first formal document on disaster management from Government. The Green Paper on Disaster Management identified some of the challenges facing government, which are still relevant today (2010). Arguably, some of these challenges that mostly affected the implementation of disaster risk management policies, strategies, plans in South African included the following:

- The lack of funds for training or purchasing and for the maintenance of equipment;

- The lack of any real support from central and provincial government;
- Different departments have different demarcations for the same area;
- No formal structures or co-ordinating mechanisms are in place in some areas;
- The lack of commitment from volunteers – and some volunteers wanting to be paid;
- The lack of training for both officials and the community;
- The presence of red tape, when other national departments are called in for assistance;
- No decicated staff or lack of funds to appoint full-time disaster risk management staff;
- Some municipalities do not consider disaster risk management as a priority; and hence, have not budgeted for it;
- No proper communication systems in place;
- Most contingency plans only involve local agencies and not provincial administrations;
- There are, for instance, no emergency sirens or radio-communication systems in place, the equipment - especially fire-fighting equipment - is out of date and in poor condition.

In order to address some of the above challenges, a Disaster Management Act, 2002 (Act No 57 of 2002) made provision for the establishment of disaster risk management structures in all government spheres (Van Niekerk, 2006:95). As such, disaster risk management is now established as a public sector function within each sphere of government (Van Niekerk, 2006:95; 2010:1; Visser & Van Niekerk, 2009:6).

The following section will provide a discussion on the function of disaster risk management in the context of South Africa at all three spheres of government. The discussion will focus on primary political, as well as administrative executive responsibility, for disaster risk management in South Africa – in terms of the Disaster Management Act, 2002 (Act No 57 of 2002); and it specifically focuses on Key Performance Area 1 of the NDRMF (of 2005). The next section will focus on the disaster risk management structures at the National sphere of Government.

2.5.1 Disaster Risk Management Structures at a National Government Sphere

The Green Paper on Disaster Management (South Africa, 1998: 38) indicates that the lack of any clear co-ordination at the political and departmental levels, has led to ineffective systems of disaster risk management. This is often reflected in the poor responsiveness to deal with disasters, and mixed signals from sources of expert information. To avoid such dubious practices, it now calls for change which will result in some kind of permanent risk reduction focus and disaster risk management or co-ordination capacity at national, provincial and local levels (South Africa, 1998:38).

This is necessary to ensure that planning, data collection, mobilisation of expertise and setting up of disaster risk management structures can be done rapidly, rather than in a reactive manner. The formation of adequate institutional capacity for disaster risk management is expected to improve the ability of the South Africa government to deal with disaster risks.

The Disaster Management Act, 2002 (Act No 57 of 2002) is quite specific in relation to the different structures that must be created at national level. In addition, the Intergovernmental Relations Framework Act, 2005 (Act No 13 of 2005), indicates that all spheres of government must provide effective, efficient, transparent, accountable and coherent government for the Republic to secure the wellbeing of the people and the progressive realisation of their Constitutional rights (South Africa, 2005b:2).

On the same line of thinking, section 24 of the South African Constitution (Act No 108 of 1996) indicates that everyone has the right to an environment that is not harmful to their health or well-being and to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that prevent pollution and ecological degradation, that promote conservation, and secure ecologically sustainable development and the use of natural resources, while promoting justifiable economic and social development (South Africa, 1996:11).

The following section will discuss disaster risk management structures at the national sphere of governments that are required by national Disaster, as required by the Disaster Management Act, 2002 (Act No 57 of 2002) and NDRMF (of 2005).

2.5.1.1 The Intergovernmental Committee on Disaster Risk Management

In terms of section 4 of the Disaster Management Act, 2002 (Act No 57 of 2002), the National Disaster Risk Management Centre (NDRMC) is responsible for establishing effective institutional arrangements for the development and approval of integrated disaster risk management policies. One way of achieving this is through intergovernmental structures. In this regard, the Disaster Management Act, 2002 (Act No 57 of 2002) calls for the establishment of an Intergovernmental Committee on Disaster Risk Management (ICDRM).

The ICDRM must be established by the President; and it includes representatives from all three spheres of government (South Africa, 2005a:8; South Africa, 2003:10; UN-ISDR, 2004a:103; UN-ISDR, 2004c:35). It must be chaired by the Cabinet member designated by the President to administer the Disaster Management Act, 2002 (Act No 57 of 2002).

The ICDRM provides the political mechanism for the application of the principle of co-operative governance - by bringing together political representatives from the three spheres of government, as presented in Table 2.2. The ICDRM is accountable to Cabinet for ensuring that appropriate mechanisms and institutional arrangements are in place to give effect to co-operative governance (as in Chapter 3 of the Constitution) on issues relating to disaster risk management (South Africa, 2003:10), co-ordinating disaster risk management; and it is compelled to advise and make recommendations to Cabinet on matters relating to disaster risk management – such as disaster risk management policies, plans, strategies, contingency plans and framework (South Africa, 2005a:13).

Table 2.2 The Composition of the ICDRM

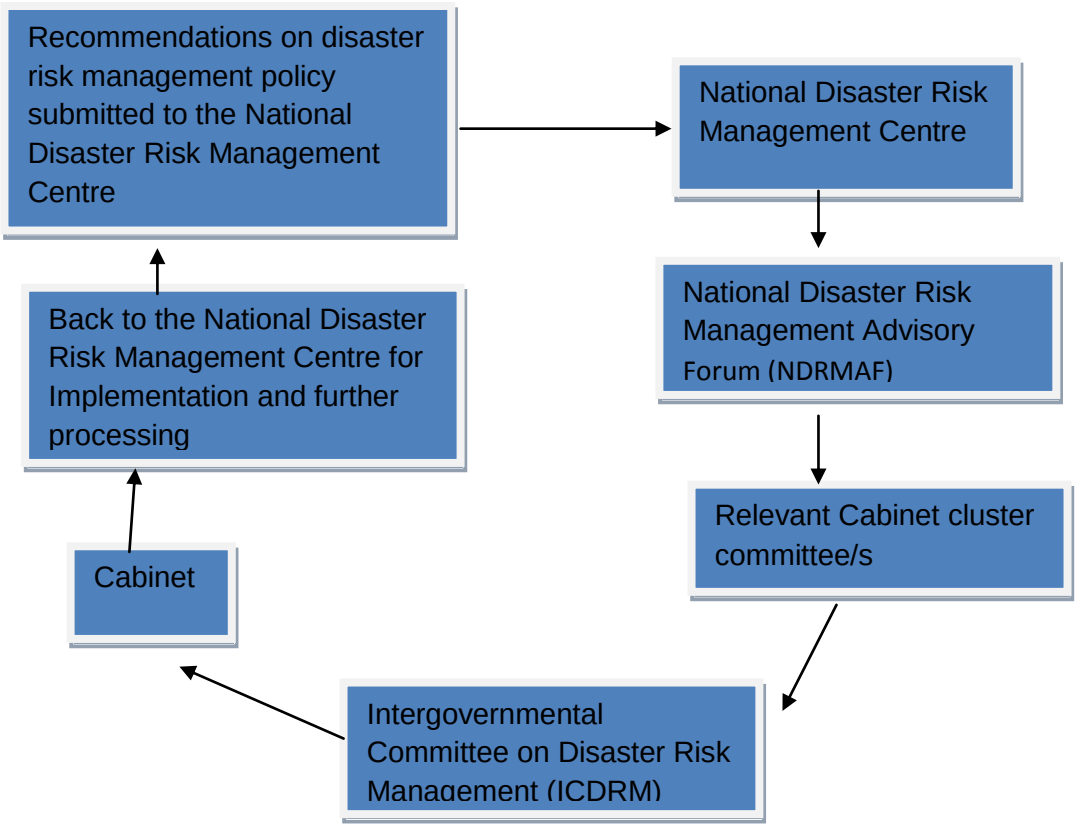
National Government	Provincial Government	Local government
Cabinet Ministers holding the following portfolios: • Agriculture, Forestry & Fisheries • Basic Education • Cooperative Governance & Traditional Affairs • Defence • Energy • Economic Development • Environmental Affairs • Health • Home Affairs • Human Settlements • International Relations & Cooperation • Justice & Constitutional Development • Labour • Military Veterans • Mineral	• Nine provincial representatives, one MEC for each province with a portfolio in Disaster Risk Management	• Members of municipal council as selected by SALGA

Resources • National Treasury • Police • Public Enterprises • Public Works • Tourism • Trade & Industry • Transport • Water Affairs		

Source: South Africa, 2005a:12; Van Niekerk, 2005:130

In relation to policy development and adaptation, the NDRMF provides clear guidelines that should be followed (See Figure 2.1). For the legislation to be passed and to foster their implementation, broad consultation policies should include: the NDRMC, the NDRMAF, a Cabinet cluster, the ICDRM, the Cabinet and the NDRMC.

Figure 2.1 Disaster risk management policy-making cycle



Soucre: South Africa, 2005a:15.

Figure 2.1 depicts the process for the submission of policy recommendations for disaster risk management at national sphere government. Disaster risk management is a multidisciplinary and multi-sectoral focus that necessitates the involvement of a number of professionals which come from both within and outside the government institution. In order to ensure wide participation of all the different role players, the Disaster Management Act, 2002 (Act No 57 of 2002) calls for the establishment of the national disaster risk management forum. The next section will discuss the establishment of the National Disaster Risk Management Advisory Forum (NDRMAF).

2.5.1.2 The National Disaster Risk Management Advisory Forum

According to The World Bank and the UN-ISDR (2007:77), integrated DRR in development is a collaborative effort that depends on the participation of a wide range of actors. In the same vein, Twigg (2009:2) pointed out that disasters are complex problems demanding a collective response from different disciplinary and institutional groups.

Van Niekerk (2006:96) and Visser & Van Niekerk (2009:6), indicate that disaster risk management in South Africa consists of a labyrinth of cross-cutting facets that require the participation of a host of sectors and disciplines – not only from within the sphere of government (national, provincial and local) – but involving the private sector, civil society, non-governmental organisations (NGOs), community-based organisations (CBOs), research institutions and institutions of higher learning. This is due to the broad ranges of activities that DRR requires, such as vulnerability and risk assessment, capacity building, establishing social and economic infrastructures and the use of early-warning systems (Van Riet & Diedericks, 2009:2). As a result of this, no single group or organisation can address every aspect of DRR.

In the context of the above, in South Africa, (section 5 of the Disaster Management Act, 2002), there is a call for the Minister responsible for the administration of the Disaster Management Act, 2002 (Act No 57 of 2002) to create a NDRMAF. The forum is a body in which national, provincial and local government and other disaster risk management role-players consult one another and co-ordinate their actions on any matters relating to disaster risk management (South Africa, 2003:12; 2005a:33; UN-ISDR, 2004c:37).

To streamline co-ordination, meetings of the NDRMAF must be preceded by a meeting between the Head of the NDRMC, the Heads of Provincial Disaster risk Management Centres and a representative of the SALGA disaster risk management working group (South Africa, 2005a: 44).

The Head of the National Centre is the chairperson of the forum. The forum consists of the Head of the National Centre, a senior representative of each national department – whose Minister is a

member of the ICDRM, a senior representative of each provincial department whose MEC is a member of ICDRM, and municipal officials selected by South African Local Government Association (SALGA). In addition, a broad range of stakeholders and role players are represented, including business, labour, professional and religious bodies, traditional leaders, NGOs and CBOs. The forum makes recommendations concerning the NDRMF to the ICDRM. Furthermore, the forum advises organs of State, statutory functionaries, non-governmental organisations and communities, or the private sector, on any matters relating to disaster risk management (South Africa, 2003:13; UN-ISDR, 2004c:37).

South Africa is not the only country that fosters broad-based participation in disaster risk management issues. Many disaster risk management organisations/countries in Africa recognise the importance of broad-based representation. For example, other countries across the African continent which have demonstrated a clear promotion of broad-based representation are: Ethiopia, Lesotho, Uganda and Djibouti. Their policy frameworks and co-ordination mechanisms include the private sector, NGOs and civil society organisations in their structures (UN-ISDR, 2004c:38). The above professional disciplines need to operate within the policy framework. The next section will discuss the policy framework for disaster risk management.

2.5.1.3 The National Disaster Risk Management Framework

The Disaster Management Act, 2002 (Act No 57 of 2002) recognises the wide-ranging opportunities in South Africa to avoid and reduce disaster losses through the concerted energies and efforts of all spheres of government, civil society and the private sector (South Africa, 2005a:2). It also acknowledges the crucial need for uniformity in the approach taken by such a diversity of role-players and partners. In order to provide uniform approaches in dealing with disaster risk management in South Africa, the Disaster Management Act, 2002 (Act No 57 of 2002) calls for the development of a policy document that must provide direction on the management of disaster risks. In other words, disaster risk management requires an enabling and supportive institutional framework (Yodmani, 2001:5).

At national level, the National Disaster Risk Management Framework (NDRMF) is the legal instrument specified by the Disaster Management Act, 2002 (Act No 57 of 2002) to address such needs for consistency across multiple-interest groups, by providing 'a coherent, transparent and inclusive policy on disaster risk management appropriate for the Republic as a whole (South Africa, 2005a:2-3; South Africa, 2003:14; Van Niekerk, 2005:131; UN-SDR, 2004a:103). Similarly, in order to achieve consistency in approach and uniformity in the application of disaster risk management, section 6 of the Disaster Management Act, 2002 (Act No 57 of 2002) mandates the Minister to prescribe a NDRMF. In accordance with this mandate, the NDRMF was gazetted in April 2005.

The NDRMF is divided into four Key Performance Areas (KPAs) and three “enablers” (South Africa, 2005a:4). Each of the KPAs is informed by specific objectives, as set out in the Disaster-Management Act, 2002 (Act No 57 of 2002). Similarly, each enabler is informed by specified objectives, as required in the Disaster-Management Act, 2002 (Act No 57 of 2002). Both Van Niekerk (2005:132) and South Africa (2005a:4) indicate that in order to measure the progress in the implementation of the different KPAs, the framework specifies Key Performance Indicators (KPIs) for each of the KPAs.

The context of National Disaster Risk Management Framework (of 2005) consists of the following Key Performance Areas (KPAs) and Enablers:

- KPA 1: Integrated institutional capacity for disaster risk management. It focuses on establishing the necessary institutional arrangements for the implementation of Disaster risk management within the national, provincial and local government.
- KPA 2: Disaster risk assessment. This addresses the need for Disaster risk assessment and monitoring to set priorities, guide risk reduction action and the monitoring of the effectiveness of disaster management.
- KPA 3: Disaster risk reduction. This introduces Disaster risk Management planning and implementation to inform developmentally orientated approaches, plans, programmes and projects that can reduce disaster risks.
- KPA 4: Response and recovery. This presents the implementation priorities concerned with disaster response and recovery and rehabilitation.
- Enabler 1: Information management and communication.

- Enabler 2: Education, training, public awareness and research.
- Enabler 3: Funding arrangement for disaster risk management.

In this context, the NDRMF recognises a diversity of risks and disasters that occur in Southern Africa, and gives priority to developmental measures that reduce the vulnerability of disaster-prone areas, communities and households. Also, in keeping with international best practice, the NDRMF places explicit emphasis on the disaster risk reduction concepts of disaster prevention, preparedness and mitigation as the core principles to guide disaster risk management (Van Riet & Diedericks, 2009:1) in South Africa. Similarly, the South African disaster risk management policy framework is much the same as in other countries, such as Ethopia, Lesotho and Uganda that emphasise participatory and decentralised planning and implementation as being central to disaster risk management strategies and specifies the role of non-State entities (The World Bank & UN-ISDR, 2007:77).

The Framework helps to harmonise and systematise the various elements required for comprehensive disaster risk reduction. According to UN-ISDR (2004c:27), the framework serves both as a set of criteria for benchmarking the effectiveness of disaster risk reduction measures and a tool for monitoring progress. The NDRMF also informs the subsequent development of provincial and municipal disaster risk management frameworks and plans, which are required to guide actions in all spheres of government. The next section discusses the establishment of the National Disaster risk Management Centre.

2.5.1.4 The National Disaster Risk Management Centre

The Disaster Management Act (No 57 of 2002) calls for the establishment of a National Disaster-Risk Management Centre (NDRMC) to achieve the objective of promoting an integrated and co-ordinated system of disaster risk management. The NDRMC is the principal functional unit for disaster risk management in the national sphere. In essence, the NDRMC is responsible for guiding and developing frameworks for Government's disaster risk management policy and legislation, facilitating and monitoring their implementation, as well as facilitating and guiding across functional and multidisciplinary disaster risk management activities among the various organs of State.

In addition, the NDRMC is required to perform the following tasks:

- Establish and maintain institutional arrangements that would enable the implementation of the provisions of the Act;
- Implement measures that will provide for the development of progressive disaster risk profiles to inform planning and the implementation of disaster risk reduction strategies;
- Monitor progress with the preparation and updating of disaster risk management plans and strategies by organs of State involved in disaster risk management;
- Ensure the development, implementation and maintenance of disaster risk reduction strategies, which would result in resilient areas, communities, households and individuals;
- Monitor the integration of disaster risk reduction initiatives with development plans;
- 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;
- Provide support to both provincial and municipal disaster-management centres to implement awareness programmes for the purpose of disaster risk reduction in communities exposed to specific hazards;
- Assist with the establishment of mechanisms for creating public awareness to inculcate a culture of risk avoidance;
- Guide the development of a comprehensive information management and communication system;
- Make provision for a national education, training and research strategy;
- Develop, implement and maintain dynamic disaster risk management monitoring, evaluation and improvement programmes;
- Measure performance to evaluate the effectiveness of disaster risk management and risk-reduction initiatives;
- Monitor compliance with the Act, particularly sections 21, section 56 and section 57, as well as with the key performance indicators outlined in the National Disaster Management Framework; and
- Make recommendations on the funding of disaster risk management and initiate and facilitate efforts to make such funding available (South Africa, 2005a:20-21).

At National level, disaster risk management in South Africa is located within the Ministry of Co-operative Governance and Traditional Affairs (previously known as the Department of Local Government and Housing). The location of NDRMC within the line ministry is not exceptional in South Africa. On the same line of thinking, the location of disaster risk management is also found within the Ministries in countries such as India (Department of Home Affairs), Gabon (in Social affairs), Zimbabwe (Labour, Manpower and Social Welfare) and Mozambique (Foreign Affairs) (The World Bank & UN-ISDR, 2007:75-76).

However, disaster risk management office in countries such as Kenya, Namibia, Botswana, Nigeria, the Seychelles, Uganda, Tanzania and Zambia are housed within the office of the President or Prime Minister or Deputy Prime Minister. According to UNDP-DMTP (1998:4), the World Bank & UN-ISDR (2007:75) and Van Riet & Diedericks (2009:17), the location of a disaster-management centre or office has major implications for the effective implementation of disaster-management policies and horizontal connections across ministries or departments.

The Head of the NDRMC is appointed by the Minister. The Head is responsible for ensuring that the NDRMC exercises its powers and performs its duties, as described in section 15 of the Disaster Management Act, 2002 (Act No 57 of 2002), and takes all decisions with regard to the centre. The need for internal arrangements for the national sphere is also required. The next section will discuss the internal arrangement for national organs of State.

2.5.1.5 The National Interdepartmental Committee on Disaster Risk Management

Both the Green Paper and the White paper emphasise the importance of the establishment of the National Interdepartmental Committee on Disaster Risk Management (NICDRM). The Interdepartmental committees – consisting of senior staff members of each national department - meet regularly to discuss and facilitate decisions regarding disaster risk management-related matters (Van Riet & Diedericks, 2009:5; Van Niekerk, 2005:139), such as the preparing of disaster risk management plans.

Furthermore, the NICDRM needs to function as an administrative executive forum for all internal disaster risk management planning and activities. According to Van Niekerk (2005:139) and the UN-ISDR (2004a:102), the forum allows technocrats to ensure better co-ordination among government departments, to compile disaster risk management plans and strategies; and, in addition, it provides an accountability vehicle between the various departments. The NICDRM forms the foundation of the NDRMAF, whereas the NDRMAF is merely an advisory body (Van Niekerk, 2005:135; Van der Walt *et al*, 2007:246). On the other hand, the NICDM should stand as the executive body. The provinces also have a crucial role to play in the implementation of disaster risk management plans. The Disaster Management Act, (No 57 of 2002) is quite specific in relation to the different structures that must be created at provincial level. These structures at provincial level will now be discussed.

2.5.2 Disaster Risk Management Structures at Provincial Government Sphere

Many aspects that are national Government's responsibility, such as environmental and agricultural issues, are also "concurrent power" (exercised jointly by national and provincial bodies) in terms of the Constitution of South Africa (Act 108 of 1996). For this reason, the role of provincial government in some areas is well-established, while in others it is not. According to the Green Paper on Disaster Management (South Africa, 1998:51), the provincial government may choose to appoint or establish co-ordinating structures of its own, to ensure that there is an integrated approach to disaster risk management at the provincial level. Van Niekerk (2006:107) alluded to this by indicating that to ensure continuity in disaster risk management practices and principles throughout South Africa, the structures that are developed at national level should also be developed at the provincial level.

The following sections will discuss the organisational structures that are of importance at the provincial sphere of government in the implementation of the Disaster Management Act, 2002 (Act No 57 of 2002). The discussion will focus on both political and administrative governance, as it relates to disaster risk management.

2.5.2.1 The Provincial Political Forum for Disaster Risk Management

Both the Disaster Management Act, 2002 (Act No 57 of 2002) and the NDRMF are unclear on the structure that should be responsible for the development and adoption of a disaster risk management policy at the provincial sphere of government. However, section 41 of the Disaster Management Act, 2002 (Act No 57 of 2002) gives power to the Premier of the province, to declare a provincial state of disaster. Because of the political obligation to deal with disaster risk management in the province, it makes more sense to give the Premier of the provinces the responsibility of dealing with disaster risk management policies.

The Premier must do this after due consultation with the other MECs within the province. The best forum where consultation can take place is the Premier's Intergovernmental Forum. The Premier's Intergovernmental Forum is a consultative forum for the Premier of a province and local governments in the province (South Africa, 2005b:18). A Premier Intergovernmental Forum consists of the Premier of the province, the member of the Executive Council of the province who is responsible for local government in the province, and any other member of Executive Council designated by the Premier, the mayor of the district and metropolitan municipalities in the province, the administrator of any of those municipalities if the municipality is subject to an intervention in terms of section 139 of the Constitution, a municipal councillor designated by organised local government in the province. The Premier is the chairperson of the forum. The forum plays a political role and gives a political direction in any matters affecting the province, of which disaster risk management is one.

With the above background in mind, it is imperative for the provincial government sphere to establish appropriate structures for the consultation of both external and internal stakeholders in the issue of disaster risk management.

2.5.2.2 The Provincial Disaster Risk Management Advisory Forum

According to Twigg (2009:1; 2004:61), the scale, frequency and complexity of disasters, such as physical and social phenomena, can only be addressed by deploying a wide range of skills and resources, both in the development and disaster risk management programmes. At the same time, disaster risk reduction initiatives must be multidisciplinary partnerships involving a range of stakeholders. Vermaak & Van Niekerk (2004:556) state that the DRR is a multidisciplinary actor. As such, it should not be the responsibility of one government department or sub-department. This is due to the broad range of activities that DRR requires, including vulnerability and risk assessment, capacity building, establishing the social and economic infrastructure and the use of early-warning systems (Van Riet & Diedericks, 2009:2).

To accommodate the range of stakeholders at provincial level, the MEC responsible for disaster risk reduction may establish a Provincial Disaster Risk Management Advisory Forum (PDRMAF) (See section 37 of Disaster Management Act, 2002). The establishment of this PDRMAF is not a legal obligation. However, there is a general consensus (South Africa, 2005a:34; Van Niekerk, 2006:107; NDMC & Reid, 2008a:28) that it is important that provinces establish advisory forums. The establishment of PDRMAF for the purpose of disaster risk reduction is to envisage consistency and uniformity with the requirements of the NDRMF (of 2005).

A PDRMAF is a body in which a provincial government and the relevant disaster risk management role players in the province consult one another and co-ordinate their actions on matter relating to disaster risk management in the province (South Africa, 2003:44; NDMC & Reid, 2008b:28). In addition, the NDRMAF provides a further mechanism for co-operative governance by providing a forum for input, including technological and specialist inputs, by a wide range of stakeholders from civil society and the private sector.

The composition of PDRMAF should be: the head of provincial PDRMC, a senior representative of each provincial department designated by the Premier of the province concerned, the heads of the representative municipal disaster risk management centres in the province, representatives of

organised local government in the province, representatives of other disaster risk-management role-players. These may include:

- Organised business in the province,
- Representatives of mines in the province,
- Organised labour in the province,
- Organised agriculture in the province,
- Traditional leaders,
- The insurance industry in the province,
- Religious and welfare organisations in the province; such as medical,
- Paramedical and hospital organisations in the province,
- Institutions of higher education in the province, and
- Experts in disaster risk reduction and persons co-opted by the advisory forum for a specific period or for specific discussions (South Africa, 2003:43-44).

Advisory forums are non-decision-making structures (Van Riet & Diedericks, 2009:5). In other words, the forums offer advice to relevant government structures regarding disaster risk reduction-related issues, but have no management mandate to make managerial decisions in this regard. However, in the event that a province chooses not to establish a PDRMAF structure, the province should make sure that appropriate existing alternative structures have been identified for the purpose of disaster risk management. All the role-players need to operate within the context of the framework. The next section discusses the appropriate policy framework at the provincial level.

2.5.2.3 The Provincial Disaster Risk Management Framework

In pursuance of the national objective, each province must establish and implement a framework for disaster risk management in the province. This should be aimed at ensuring an integrated and uniform approach to disaster risk management (Van Niekerk, 2005:142), in the province by all provincial organs of state, provincial statutory functionaries, non-governmental organisations –

involved in disaster risk reduction in the province – and by the private sector (see section 28 of Disaster Management Act) (South Africa, 2003:34-35).

A Provincial Disaster Risk Management Framework (PDRMF) must be consistent with the provisions of the Disaster Management Act, 2002 (Act No 57 of 2002) and the NDRMF (of 2005). In other words, the structure of PDRMF comprises four KPAs and three enablers pertaining to the provincial government sphere (see section 2.5.1.3 discussed above). To ensure integration and the co-ordination of disaster risk management activities at the provincial government sphere, according to the Disaster Management Act, 2002 (Act No 57 of 2002) and NDRMF of (2005) each province, the national government sphere must establish mechanisms for the integrated direction and execution of disaster risk management policies and legislation in the various provinces. The next section discusses the establishment and role of another institutional mechanism, that of the Provincial Disaster Risk Management Centre.

2.5.2.4 The Provincial Disaster Risk Management Centre

Both the Disaster Management act, 2002 (Act No 57 of 2002) and the NDRMF (of 2005) require the integration and coordination of disaster risk management activities in the provinces (NDMC & Reid, 2008a:18). Subsequently, section 1.2.4 of the NDRMF (of 2005) compels the MEC of each province who is responsible for disaster risk reduction to establish institutional capacity for disaster risk reduction in the province (South Africa, 2005a:25). In other words, each province must establish a Provincial Disaster Risk Management Centre (PDRMC). A PDRMC forms part of, and functions within, a department designated by the Premier in the provincial administration. Such arrangement must be consistent with the National Government and must further provide the appropriate vehicle to allow for the application of co-operative governance to facilitate both intergovernmental and provincial interdepartmental relations for the purpose of disaster risk reduction in South Africa (South Africa, 2005a: 25).

As with the NDRMC, all provinces have already established these centres within their administration (Van Niekerk, 2006:107; South Africa, 2009). The functions and responsibilities of the PDRMC are similar to that of the NDRMC but as it pertains the provincial level (Van Niekerk, 2005:145;

2006:107). Furthermore, the PDRMC must maintain a strategic overview of disaster risk management projects and programmes in the province. The PDRMC needs to achieve integrated and holistic planning and practice. In order to deal with the issue of disaster risk reduction, at the provincial level, especially when it comes to its core function, PDRMC may require to establish an internal mechanism to enable integration of plans and practices among the key institutional role players within the province (NDMC & Reid, 2008b:26). The next section will discuss the establishment of internal mechanism to enable integration of plan and practices within provincial departments.

2.5.2.5 The Provincial Interdepartmental Committee on Disaster Risk Management

According to the NDMC & Reid (2008b:26), the greatest challenges in the implementation of the Disaster Management Act, 2002 (Act No 57 of 2002) and the NDRMF is to achieve integrated and holistic planning and practices within the departmental structure of the government. In the context of provincial government departments, in order to overcome the above challenges, it is imperative for each of the provincial department and the public entities to establish the Provincial Interdepartmental Disaster Risk Management Committee (PIDRMC).

The PIDRMC is less of a legal obligation than the PDRMF (Van Niekerk, 2005:144). However, both Van Niekerk (2006:107; 2005:144), the NDMC & Reid (2008a:26) are of the opinion that it is necessary for the provincial departments to establish a PIDRMC. The PIDRMC is a structure that provides the provincial department with an internal arrangement for disaster risk management. The committee consists of all the government departments that serve on the PIDRMC (or some similar structure).

According to Van Riet & Diedericks (2009:5), the PIDRMC is simply a committee consisting of senior staff members of each provincial department, which meets regularly (normally quarterly) to discuss and facilitate decisions regarding disaster risk management and any related matters. In addition, the core functions and responsibilities of the PIDRMC are similar to those of the NIDRMC, but these issues pertain to the provincial sphere of government. In other words, the PIDRMC ensures the engagement of all the technical expertise from the relevant disciplines in the departments and public

entities in the province and provides the platform for them to collaborate, integrate and co-ordinate the development and implementation of disaster risk reduction plans. As a result, through this structure, it can be ensured that disaster risk management is a focus of all departments within the provincial level.

The provincial structures alluded to above, should also be established at local government level. In other words, the above institutional structures need to be established at the Local Government sphere. These structures in the local government sphere will now be discussed.

2.5.3 The Disaster Risk Management Structures at Local Government Sphere

Both Van Niekerk (2005:144) and Van der Waldt *et al.* (2007:242) indicate that the local government sphere is the most important sphere for the effective implementation of disaster risk management in South Africa. UN-ISDR (2004a:127) alluded to this by pointing out that municipal structures are well placed to reduce the human and financial costs of disaster. The reason is that the local government is more directly linked with key services delivery to the communities. As such, it should also be the best-organised (institutional arrangement), in such a way that the issue of disaster risk reduction forms part of the broad developmental goals.

In addition, the appropriate disaster risk management institutional arrangements would ensure that the local sphere of government was able to implement strategies, policies, programmes and projects, in such way that development would be able to avoid hazards and reduce vulnerability throughout the individual households, and in the various communities (The World Bank, 2004).

Besides the provincial structures alluded to above, disaster risk management also manifests as the function at local government sphere. The following section will discuss the role of district municipal disaster risk management structures, as mandates by both the Disaster Management Act, 2002 (chapter 5) and the KPA 1 of the NDRMF (of 2005).

2.5.3.1 The Municipal Political Forum dealing with Disaster Risk Management

In order to ensure continuity in disaster risk management practices and principles throughout South Africa, structures that are established at both provincial and national levels are also implemented at local government levels (Van Niekerk, 2006:107). In other words, to be consistent with the arrangements in the national and provincial spheres, it is imperative to have institutional arrangements which will give effect to the same responsibilities in the Metropolitan and in the District Municipalities' spheres, as those of the NICDRM and PIDRMC.

Ideally, the Metropolitan and District Municipalities should establish an inter-municipality committee specifically for disaster risk management which replicates and is consistent in purpose and composition with that established in the national sphere (NICDRM) and provincial sphere (NDMC & Reid, 2008b:9). Alternatively, the Metropolitan and District Municipalities can use the existing structures that would serve the same purpose, for example, the Mayoral Committee and the district intergovernmental forum.

Section 50 (1) of the Disaster Management Act, 2002 (Act No 57 of 2002) obliges the Municipal Disaster Risk Management Centre (MDRMC) to report back to council on an annual basis. This reporting should be done through the appropriate portfolio or mayoral committee (Van Niekerk, 2005:146; Van der Waldt *et al.*, 2007:243). The council of both the metropolitan (see section 54 (a) of the Disaster Management Act, 2002) and district municipalities (see section 54 (b) of the Disaster Management Act, 2002) hold primary responsibility for the co-ordination of the events in the case of a local state of disaster. The District municipality handles the co-ordination responsibility after consultation with the relevant local municipalities (South Africa, 2003:63).

According to Van Niekerk (2005:146-157) and Van der Waldt *et al.* (2007:243) in case of post-disaster recovery and rehabilitation, any financial assistance rendered by any national or provincial organ of State to the local sphere will take into account the presence of any prevention and mitigation measures; and if these are revealed to be lacking, will hold the municipality in question responsible for the recovery of the losses (see section 56 of Disaster Management Act, 2002). The local government sphere may also provide structurally appropriate mechanisms for both internal and

external consultation for different role players within the municipality. The following section will explain the arrangement for stakeholder participation and the engagement of technical advice in disaster risk management planning and operations.

2.5.3.2 The Municipal Disaster Risk Management Advisory Forum

The Disaster Management Act, 2002 (Act No 57 of 2002) places no legal obligation on the local government sphere for the establishment of an MDRMAF (see section 51 (1). In other words, the Disaster Management Act, 2002 (Act No 57 of 2002) [section 51 (1)] leaves it to the discretion of a metropolitan or district municipality to constitute formal structures, such as an MDRMAF. The MDRMAF is established to provide interaction between internal and external stakeholders on the issue of disaster risk management within the local government sphere (South Africa, 2005a:35).

In order to ensure conformity with the national slogan for disaster risk management: "Disaster risk management is everybody's business...Towards a resilient South Africa!" it is strongly recommended that the MDRMAF be established which will provide a platform where everybody who is involved in the business of disaster risk management will be represented. This will be in line with the international practices, as both Wilkinson (2009:2) and UN-ISDR (2004a:137) argue that the partnership approach is the most efficient and effective way of reducing disaster risk. This is because disaster risk reduction is a cross-sectoral policy domain; hence, the need for the involvement of different stakeholders.

A MDRMAF envisaged by section 51 of the Disaster Management Act, 2002 (Act No 57 of 2002) is a structure in which a district municipality and the relevant role-players consult one another and co-ordinate their activities on matters relating to disaster risk management. However, a number of studies (Van Niekerk, 2005:149; South Africa, 2005a:35; Van der Waldt *et al.*, 2007:245; Van Niekerk & Visser, 2010:6) question the practicality in the implementation of disaster risk management activities within the local government sphere in the absence of MDRMAF. Both Van Niekerk (2005:149) and South Africa (2005a:6) are of the opinion that it is imperative for the local government sphere to establish such a structure. In case the local government chooses not to establish an MDRMAF, it is imperative to use appropriate alternative structures.

Section 51 of the Disaster Management Act, 2002 (Act No 57 of 2002) indicates the composition of an MDRMAF. Furthermore, the structure, composition and duties of the MDRMAF are similar to those of a PDRMAF and the NDRMAF. All disaster-management- related activities should still occur within the disaster risk management framework. The next section will discuss the policy framework required for disaster risk management.

2.5.3.3 The Municipal Disaster Risk Management Framework

Section 42 of the Disaster Management Act, 2002 (Act No 57 of 2002) calls for each metropolitan and each district municipality to establish and implement a Municipal Disaster Risk Management Framework (MDRMF) for disaster risk management in the municipality aimed at ensuring an integrated and uniform approach to disaster management in its area (South Africa, 2003:50). A district municipality must establish its disaster risk management framework after consultation with the local municipalities in its area. In addition, a municipal disaster risk management framework must be consistent with the provisions of the Disaster Management Act, 2002 (Act No 57 of 2002) the NDRMF and the disaster risk management framework of the province concerned (South Africa, 2003:51).

The MDRMF will give operational guidelines on the management of disaster risk operations in the municipality by the municipality and statutory functionaries of the municipality, including, the case of the district municipality, the local municipalities and the statutory functionaries of the local municipalities in its areas, all municipal entities operating in its area, all non-governmental institutions involved in disaster risk management in its area, and the private sector. Van Niekerk (2005:147) indicates that the MDRMF is the policy document for local government that will drive the activities of the municipal disaster risk management centre. Each District and Metropolitan municipality must establish mechanisms to enable the sharing of expertise on disaster risk management. The next section will present the municipal structure that provides the foundation for the execution of disaster-reduction issues.

2.5.3.4 The Municipal Disaster Risk Management Centre

The establishment of a disaster risk management centre is compulsory (see section 43 of Disaster Management Act). Each Metropolitan and each District municipality must establish in its administration a disaster risk management centre for its municipal area (South Africa, 2003: 51; Van Niekerk, 2005:148). The key responsibility of such a Municipal Disaster Risk Management Centre (MDRMC) is to provide support to the relevant PDRMC and the NDRMC on issues partnering to disaster risk management. These include, among others, ensuring that local disaster risk management policy is implemented, and that the objectives and priorities of provincial and national disaster risk management are attainable.

At the district level, a MDRMC must be established after consultation with the local municipalities within its area (See section 43 [2] [a]) and the district may operate such a centre in partnership with those local municipalities (see section 43 [2] [c]) (South Africa, 2003:51). The MDRMC holds the responsibility to ensure that the appropriate institutional capacity for disaster risk management is established for the implementation of the Disaster Management Act, 2002 (Act No 57 of 2002) (Van Niekerk, 2005:148), and that these institutional arrangements are consistent with those at provincial and national levels.

In terms of section 44 (a-j) of the Disaster Management Act, 2002 (Act No 57 of 2002), a MDRMC must specialise in issues concerning disasters and disaster risk management in its municipal areas. It must also promote an integrated and co-ordinated approach to disaster risk management in the municipal area – with special emphasis on prevention and mitigation (South Africa, 2003:51). Furthermore, it must act as a repository of, and conduit for, information concerning disasters, impending disasters and disaster management in the municipal areas. The MDRMC must make recommendations, regarding the funding of disaster risk management in the municipal area, and initiate and facilitate efforts to make such funding available. In addition, the MDRMC must promote the recruitment, training and participation of volunteers in disaster risk management in the municipal areas.

The municipality may also act as an advisory and consultative body on issues concerning disasters and disaster risk management in the municipal area. Again, the MDRMC may make recommendations to any relevant organ of State or statutory functionary on matters related to draft legislation affecting the Disaster Management Act, 2002 (Act No 57 of 2002), the NDRMF or any other disaster risk management issues (South Africa, 2003:52).

The MDRMC must liaise and co-ordinate its activities with the NDRMC and the relevant PDRMC. A MDRMC must promote formal and informal initiatives that encourage risk-avoidance behaviour by organs of State, the private sector, non-governmental organisations, communities, householders and individuals in the municipal area. The next section will discuss the internal structure within the district that should deal with any issues of disaster risk reduction.

2.5.3.5 The Municipal Interdepartmental Committee on Disaster Risk Management

As indicated in the past sections, the greatest challenges in the implementation of the provisions of the Disaster Management Act, 2002 (Act No 57 of 2002) and the guidelines provided by NDRMF (of 2005) are to achieve integrated and holistic planning and practices. According to NDMC & Reid (2008c:25); Van Niekerk (2005:149; 2006:108), Van der Waldt *et al.* (2007:340), one way to address the above challenges is to establish an internal mechanism to facilitate the integration of a plan and practices among the key institutional role players within the district or metropolitan municipalities, particularly when it comes to core functions.

This mechanism is called the Municipal Interdepartmental Committee Disaster Risk Management (MIDRMC). The MIDRMC involves internal role players. In other words, the committee provides the structure where different municipal departments can co-ordinate and integrate their activities relating to disaster risk management and reduction. Furthermore, this committee allows technocrats to design disaster risk management plans and strategies; and, additionally, it provides an accountability system among departments within the municipality (Van der Waldt *et al.*, 2007:246).

Furthermore, the aim of the MIDRMC is to facilitate co-ordinated planning by providing a forum for collaboration on joint cross-departmental plans and programmes aimed at disaster risk reduction and the integration thereof into developmental planning. It acts in support of the DDRMC and assists with supervising the preparation, co-ordination, monitoring and review of disaster management plans and their integration with the IDP processes. The MIDRMC must further ensure the development and implementation of prevention and mitigation strategies, emergency preparedness and a rapid and effective response to disasters that occur or which threaten to occur. Lastly, the MIDRMC should ensure disaster risk reduction strategies and disaster-recovery procedures.

In the event that a municipality elects not to establish the aforementioned structures, appropriate alternative existing structures must be identified to ensure that the principles of co-operative governance and community participation are applied within the context of the Disaster Management Act, 2002 (Act No 57 of 2002), and in accordance with the NDRMF. In addition, local municipalities should establish their own disaster risk management committees that will ensure the establishment of disaster risk management committees or forums in all their municipal wards.

2.6 CONCLUSION

This chapter has discussed the theoretical background of organisational theory and the literature on institutional arrangements for disaster risk reduction from an international perspective. These covered the INDR, ISDR, HFA and the Global Platform for management. Discussion on the progress of the development of the National platforms in the African continent was explained. This was followed by a discussion on the structures at regional level, which looked at the African region; and subsequently, looked at the sub-regional level in the African continent. The historical development of disaster risk management in South Africa was briefly discussed. The discussions also focused on disaster risk management structures at national, provincial and local government. These included both the political and administrative governance that dealt with disaster risk management in South Africa. The next chapter will discuss the empirical findings on disaster risk management and the institutional capacity in the Capricorn District Municipality.

CHAPTER 3: EMPIRICAL FINDINGS: DISASTER RISK MANAGEMENT INSTITUTIONAL CAPACITY IN THE CAPRICORN DISTRICT MUNICIPALITY

3.1 INTRODUCTION

During the middle of the 1990s, South Africa started changing its approaches in dealing with disaster risk management (see Chapter 1, Table 1.1). The changes were characterised by a policy refocus from disaster relief and response to disaster risk reduction. As a sign of commitment from Government, the discussion on disaster management started in 1994. As Van Niekerk (2005:126) recalls these changes as the evidence that the democratic government realised the importance of establishing structures resulted in a realisation that the Government would be largely responsible for the implementation of disaster risk management policy.

The discussions eventually culminated in the promulgation of the Disaster Management Act, 2002 (Act No 57 of 2002) on the 15 January 2003, and the publication of a National Disaster Risk Management Framework (NDRMF) (of 2005). These two pieces of legislation emphasised the new approach that the South African Government must take in order to address the challenges of disasters and disaster risk. They further served as the Government policy and instrument that guide commitment and new institutional developments to deal with disaster risk in a holistic implementation at all spheres of government.

The first section of this chapter will provide the reader with insight into the research methodology that was followed. The nature of the study will be briefly discussed and the type of research tools used for data collection and analysis will be highlighted. Methods to ensure validity and reliability will also be discussed and the aspect of triangulation will enjoy some attention. Then, the findings of the study on the implementation of the integrated Institutional Capacity for Disaster Risk Reduction (Key Performance Area 1 of NDRMF of 2005) at Capricorn District Municipality (CDM) in Limpopo Province will be discussed. The findings are presented and discussed according to the following key

themes derived from the objectives of the study and highlighted in the semi-structured interviews that were used during data collection:

- Establishing arrangements for the development of an integrated disaster risk management policy.
- Establishing arrangements for integrated direction and the execution of a disaster risk management policy.
- Establishing arrangements for stakeholder participation and the engagement of the technical advice required for disaster risk management planning and operations.
- Establishing arrangements for national, regional and international co-operation for disaster risk management.

The following section will describe the methodology of the study.

3.2 METHODOLOGY

Qualitative research design was used for this study. In terms of this approach, the Capricorn District Municipality was identified as a case study. According to Struwig & Stead (2001:121), the qualitative research design focuses primarily on the depth or richness of the data; and therefore, in the qualitative study, researcher selected samples purposefully. The merits of collecting samples purposefully have already been discussed (in Chapter One, section 1.8.3). The description of the case study took place through a detailed, in-depth data-collection method. The following section discusses the data-gathering processes.

3.3 DATA GATHERING

The research was based on a qualitative methodology. The semi-structured interviews employed one-on-one sessions, which were used as the information-collection technique. In general, semi-

structured interviews were used, in order to gain a detailed picture of the participants' beliefs about, or perception, or accounts (De Vos *et al*., 2005:296) of institutional arrangements for disaster risk reduction in the Capricorn District Municipality.

Participants from the hierarchy (who were involved in the day-to-day issues of disaster risk management) in the Capricorn District Municipality and representatives of each local municipality were interviewed - for testing and triangulation purposes. Mouton (1996:56) indicates that the application of triangulation principles in data collection is likely to increase the reliability of the data collected. In other words, data collection is inclusive of multiple sources and enhances the reliability of the responses.

Before the researcher entered the field to collect the data, a letter was written to the Senior Manager of Community Services to request permission to carry out the research in the Capricorn District Municipality. Written permission was obtained, which allowed the researcher to enter the research field freely.

Each semi-structured interview followed the same pattern. After introductory pleasantries, the researcher stated once again the general purpose of the research, the role that the interview plays in research, the appropriate time required, and the fact that the information would be treated confidentially. Furthermore, the researcher explained the manner in which the responses would be collected. Each respondent was requested to sign a voluntary consent form; and they were informed that if they wished to withdraw their participation in the research at any time, they were free to do so.

The interviews opened with the general question: "What is the background of the District Disaster Management Centre?" The interviews also concluded with the general question: "What are the challenges the District Disaster Risk Management Centre has experienced?" These two open-ended questions allowed the respondent to provide a very broad understanding of their perception and knowledge of the Capricorn District Disaster Risk Management Centre, as well as to give them an opportunity to reflect on the interview and highlight some of the challenges which might not have been alluded to during the interview.

Probing was also applied during the interview. The purposes of probing were to deepen the responses to questions (De Vos *et al*., 2005:290), and to thereby increase the richness of the data being obtained, and to give an indication to the participants about the levels of response that are desirable. Probing techniques also helped to persuade the respondents to answer more fully or to formulate his or her answer more clearly. They were also used to eliminate unnecessary information and to ensure that all research questions were properly covered.

The following methods of probing were used (De Vos *et al.*, 2005:1990):

- Linking. Linking up the respondent's comments with the information the researcher wanted to know.
- Challenging. Demanding more information to prove the validity of the respondent's claims.
- Direct questions. Asking questions to get more information.
- Procuring details. Asking further questions to see if more information could be obtained.
- Repeating questions.

Ultimately, all data fieldwork culminates in the analysis and interpretation of a set of data (Mouton, 2001:108). The following section will discuss the steps that were followed to analyse qualitative data for the study.

3.4 ANALYSIS OF THE DATA

The imperative of data analysis is to understand the various constitutive fundamentals of one's data through an inspection of the associations between concepts, constructed to see whether there were any patterns or trends that could be identified, or isolated to establish themes in the data. Data analysis is the process of bringing order, structure and meaning to the mass of collected data (De

Vos *et al*., 2005:333; Mouton, 2001:108). Before attempting to analyse the data, the researcher ensures that all field notes, interview transcripts and other documents are available and complete. De Vos *et al.* (2005:299) argue that the researcher must transcribe and analyse the interviews while they are still fresh (in his/her mind).

The data were analysed according to the prescribed steps of data analysis, as described by De Vos *et al.* (2005:334-339). These were:

- Managing (organising) data. This involved making sense of the whole data collection.
- Reading. Reading the transcripts notes in their entirety several times, thereby immersing the researcher in the details, while at the same time trying to make sense of the interviews as a whole, before breaking them into parts. The process allowed the researcher to make minor editing changes in order to make the field notes retrievable, and generally clean up what seemed overwhelming and unmanageable.
- Generating categories, themes and patterns.

The qualitative analysis transforms the data into findings. The following section will present the findings of the semi-structured interviews as they related to an evaluation of the implementation of the institutional capacity for disaster risk reduction in CDM.

3.5 KEY FINDINGS

In order to ensure a constructive report on the findings, this section will systematically discuss the semi-structured interviews and their questions (see annexure A).

3.5.1 Overall response rate

The plan of the study was to interview 19 respondents, 14 from the District Disaster Risk Management Centre and five local municipal disaster officers. A total of 19 respondents (100%) from the Capricorn District Municipality (CDM) Disaster Management Centre were interviewed using face-to-face semi-structured interviews. The interviews were conducted, and continued, until the topic was saturated; for this reason only 19 officials were interviewed.

Section 42 of the Disaster Management Act, 2002 (Act No 57 of 2002) specifically calls for the establishment of disaster management structures at local government sphere and puts this onus on the district municipality (after consultation and in partnership with local municipalities) within its administration and area of responsibility.

In recognising the importance of section 42 of the Disaster Management Act, 2002 (Act No 57 of 2002), Van Niekerk, (2005:125) highlighted the establishment and implementation of disaster management structures on the local government sphere. Similarly, Visser & Van Niekerk (2009:6) reiterate this importance and stipulate that the establishment of structures, frameworks, plans, procedures and strategies that cut across all government sectors could go a long way in managing the complex issue of disaster risk.

It is imperative for government to get the foundational institutional arrangements in place to support the implementation of both the Disaster Management Act, 2002 (Act No 57 of 2002) and NDRMF (of 2005). This would ensure that disaster risk management is dealt with in a co-ordinated and efficient way at national, provincial and local levels. The following section will discuss the arrangements for the establishment and development of an integrated disaster risk management policy in CDM.

3.5.2 Theme A: Establishing arrangements for the development of an integrated disaster risk management policy.

In the South African local government system, it is envisaged that the district council must fulfil the role of policy development and adoption. Sections 45, 50, and 54 of the Disaster Management Act, 2002 (Act no 57 of 2002), indicate that the council elected for a Category C municipality that holds responsibility for disaster management. Within this context, the study sought to find out the establishment mechanisms for the development and adoption of an integrated disaster risk management policy in the Capricorn District Municipality.

In the context of disaster risk management, government has the responsibility to make sure that an appropriate policy and regulation framework are in place in order that well-coordinated disaster risk management activities are being implemented. This section focuses on the establishment of appropriate structures that deal with policy, regulations, strategies, plans and the framework for disaster risk management within the CDM.

During the interviews, the respondents indicated that the Capricorn District Municipality uses the municipal council as its structure; and that this is empowered by the Constitution of 1996 (Act No 108 of 1996) and the Municipal Systems Act, 2000 (Act No 32 of 2000) to adopt disaster risk management policies, strategies and plans. In other words, the council has always been the ultimate legislative authority. In terms of sections 54 and 55 of the Disaster Management Act, 2002 (Act No 57 of 2002) the municipal council is responsible for the management of disaster risks (South Africa, 2005:63-64). In the CDM, the council is operating effectively, and as a result, the council held its quarterly meetings. The respondents indicated that the council also makes decisions on issues such as:

- Impacts assessment;
- Classification and declaration of disasters;
- Regulation of relief measures;
- Funding arrangements;
- Declaring that an emergency exists;
- Declaring an emergency to be terminated;

- Release of resources in case of disaster or emergency; and
- Gives directives on the formation of task teams in cases of disaster.

A probing question was asked of the participants on the types of disaster risk policy for which the district was accountable. The respondents indicated that the district developed and adopted the following disaster policies and supporting documents:

- The district disaster risk management policy framework was compiled, which is called the Capricorn District Disaster Risk Management Framework (CDDRMF). The policy framework is in line with the provisions of the Disaster Management Act, 2002 (Act no 57 of 2002). However, the policy framework is inconsistent with the National Disaster Risk Management Framework (NDMF) of 2005 and the Limpopo Provincial Disaster Risk Management Framework (LPDRMF) of 2009. The CDDRMF contravenes the requirements that are stipulated in the section 42 (3) of a Disaster Management Act, 2002 (Act No 57 of 2002) which states that a Municipal Disaster Risk Management Framework must be consistent with the provisions of the Disaster Management Act, 2002, the NDRMF and PDRMF of the province concerned (South Africa, 2003:51).
- The district disaster management plan is in place. It is consistent with the provisions of the Disaster Management Act, 2002.
- The district also developed and adopted Terms of Reference for the District Disaster Risk Management Advisory Forum (DDRMAF).

In order to deal with the issues of disaster risk management, it is imperative for the CDM to provide an institutional platform or structure for the integration and implementation of a disaster risk management policy. The following section will discuss the proper arrangements for the integrated direction and implementation of disaster risk management in the Capricorn District Municipality.

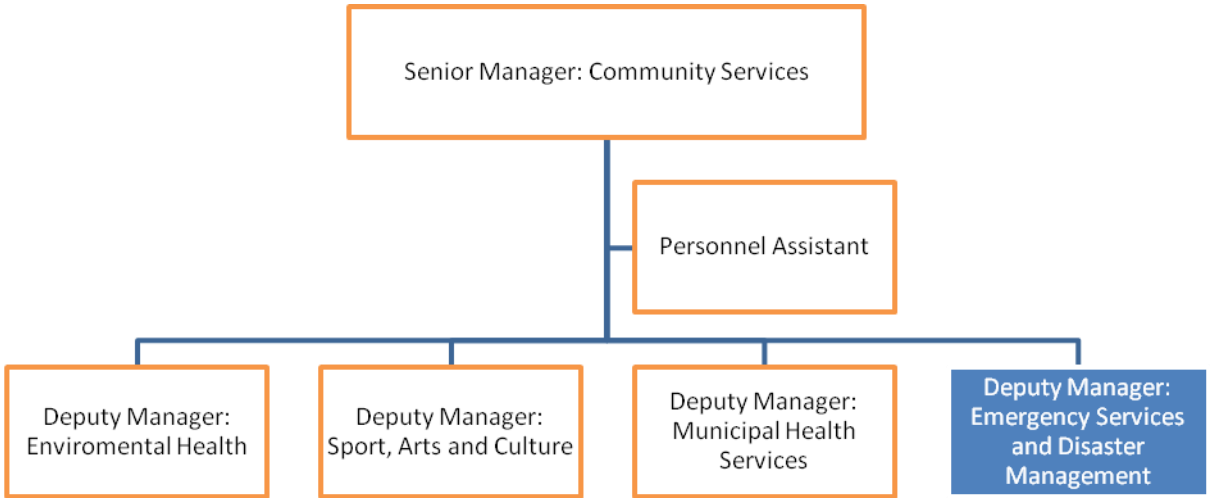
3.5.3 Theme B: Establishing arrangements for the integrated direction and the execution of a disaster risk management policy.

Section 43 of the Disaster Management Act, 2002 (Act No 57 of 2002) indicates that each Metropolitan and District Municipality must establish in its administration a disaster management centre for its municipal area (South Africa, 2003:51). Furthermore, the municipality must establish its disaster management centre after consultation with the local municipalities within its area. As is the case with the NDRMC, the District Disaster Risk Management Centre (DDRMC) should be established as an institution within the public service at local government sphere. In this context, the research sought to find out the progress on the arrangements for the integrated direction and implementation of a disaster risk management policy at the Capricorn District Municipality.

The respondents indicated that the district had established a District Disaster Risk Management Centre (DDRMC). It is located at Ladnna town. The centre is located within a line function and not in the highest and most appropriate political and management structure (e.g. office of Municipal Manager or Executive Mayor) as is suggested by NDRMF. Van Riet & Diedericks (2009:20) supported the same sentiment by arguing that the placement of the DDRMC close to a senior authority might help the centre to get co-operation from local municipalities. Similarly, the NDRMF reiterates that the district municipality should locate a District Disaster Risk Management Centre at the highest authority – in order for the centre to perform its functions effectively and efficiently, to fast-track decision-making and minimise red tape. Consequently, this gives the centre the legislative powers necessary to compel organs of State and other role players to make any relevant information available (South Africa, 2005a:17).

In the case of the CDM, the centre is housed in the Community Services Department. The community service department consists of four portfolios, as indicated on figure 3.1.

Figure 3.1 Portfolios under Community Services Department



Source: Capricorn District Municipality, 2009.

The NDRMF indicates that the DDRMC is the structure within the district municipality that is mandated to provide administrative direction on the issues of disaster risk management. The centre is expected to provide direction for the implementation of disaster risk management policy, legislation, plan and strategies. In other words, the DDRMC must maintain a strategic overview of disaster risk management programmes and projects in the district municipality (South Africa, 2005:26).

The findings above indicated that the CDM has established the DDRMC, as is required by both the Disaster Management Act, 2002 (Act No 57 of 2002) and the NDRMF (of 2005). However, its locality within the departmental line is worrisome and impacts on the ability of the Centre to play the overall strategic role, and to co-ordinate disaster risk management activities of other line departments. Furthermore, it is difficult to envisage how the DDRMC would be able to play various oversight roles modalities on the effectiveness of disaster risk management by local municipalities (Polokwane, Aganang, Lepelle-Nkumpi, Molemole and Bloeberg) and other functionaries within the CDM.

The DDRMC is also expected to provide strategic direction on issues of disaster risk management. As a result, the centre needs certain level of resources. In this context, the respondents indicated that the job description and performance indicators of the Head of the DDRMC were developed; and consequently, the Head of the DDRMC was appointed in 2007. The Centre is currently headed by a Deputy Manager. The Head of the disaster risk management centre also holds another portfolio in the municipality, as indicated in Figure 3.1.

It was further indicated that, the head of the DDRMC acquired the relevant qualification and is trained in disaster risk reduction. Nine personnel have been appointed in the district designated for the disaster management centre. Four of the eight staff members are responsible for disaster risk management activities. Their responsibilities are divided according to the four key performance areas and the three enablers that are in the NDRMF. These are as follows:

- A disaster co-ordinator is responsible for the running of the Centre; and this person also performs enabler number three (*funding arrangements for disaster risk management*)
- The 1st disaster officer is responsible for key performance area number one (*integrated institutional capacity for disaster risk management*) and enabler number two (*education, training, public awareness and research*).
- The 2nd disaster officer is responsible for key performance area number two (*disaster risk assessment*) and key performance area number three (*disaster risk reduction*).
- The 3rd disaster officer is responsible for key performance area number four (*response and recovery*).

The findings above give a clear indication that disaster risk management in the CDM is aligned with the requirements of the NDRMF and DMA. However, the division of enablers to certain personnel is worrisome. The idea of “Enablers” in the NDRMF is to ensure adequate mechanisms are in place for each of the KPAs to be realised. It is difficult to believe that the division of the Enablers as “work packages” to personnel in the DDRMC would yield the desired results. In actual fact, giving the responsibility of all Enablers to the head of the DDRMC might be more practical and implementable – due to the fact that the head of the DDRMC must ensure the integration of all of these activities.

The municipality does have an operation centre facility within the DDRMC that provides for 24-hour communications that facilitate and co-ordinate responses and incidents. The operation centre has appointed four personnel, who work on a four-shift system. That is, one person works a two-day shift and two nights; then gets four days off. The respondents indicated that the operation centre was involved in calls – the taking and dispatching thereof. The call-taking included, amongst others, the following processes:

- All incoming calls and the information is to be captured, disseminated and promptly relayed to the relevant service providers;
- The operator makes sure that the necessary information is obtained to enable the relevant service providers to render effective services;
- All activities and action were electronically recorded (data and voice); and
- Voice recordings were securely stored for a minimum of 28 days.

Dispatching includes the following processes:

- Dedicated specialised dispatching was maintained for the relevant service provider.
- Furthermore, dispatching was conducted by both data and voice for relevant services.

There are two-way radios that are used for communication within the DDRMC on the reporting of disaster risk management events. The DDRMC has three satellite-operating centres located at Blouberg, Molemole and Lepelle-Nkumpi local municipalities; and they operate on a 24-hours per day basis (see section 3.6.3 for a discussion on the satellite centres).

The Capricorn District Disaster Management Plan identifies a number of individuals who have vital responsibilities in disaster risk management activities. However, the respondents indicated that disaster risk management responsibilities are not included in the job description for the majority of the role players, such as the Mayor, Municipal Manager, Technical Services, Corporate Services,

Manager Environmental Health, Chief fire officer, Planning and Development and IDP Manager. The exclusion of those responsibilities indicates that the responsibilities are “just on paper”.

The findings above are a clear indication of the CDM Disaster Risk Management Plan is consistent within the provision of the Disaster Management Act, 2002 (Act No 57 of 2002), the NDRMF and priority guidelines for institutional arrangements in the local government sphere. However, lack the incorporation of disaster risk management responsibilities in the job descriptions of all key personnel identified in the DDRMF makes it impractical for the issues of disaster risk management to take a central focus within the CDM. In other words, it would be very challenging to call for improved disaster risk management and risk reduction policies and practices within the CDM, so that these could become integral aspects of existing strategies to achieve stainable development and social equality. Furthermore, the absence of such integration of responsibility is worrisome, because the CDM would not be able to ensure that disaster risk management is integrated within the core business of the district, with strong links to developmental planning.

A district may operate its centre in partnership with its local municipalities. In the case of the CDM, it operates the centre without the involvement of other local municipalities. Disaster risk management is a cross-cutting issue and therefore “everybody’s business”. To fulfil this slogan it is imperative for the Capricorn District Municipality to establish a suitable platform where everybody can participate in disaster risk management. The next section focuses on established forum which give an opportunity for both external and internal stakeholders’ participation in the CDDRMC.

3.5.4 Theme C: Establishing arrangements for stakeholder participation and the engagement of the technical advice for disaster (risk) management planning and operations.

According to the NDMC & Reid (2008b:27), the Disaster Risk Management Advisory Forum (DRMAF) is the place where everybody (internal and external), who is involved in the business of disaster risk management, must be represented. Even though is not a legal obligation for districts to establish such a forum, to ensure consistency with the NDRMF, there is a general consensus that it is imperative that district municipalities should establish advisory forums (South Africa, 2005a:36;

Van Niekerk, 2005:149, 2006:107; Van der Waldt *et al*., 2007:345; NDMC & Reid, 2008b;27; Van Niekerk & Visser, 2010:5).

In this study, it has been observed that the CDM has such a forum. The Capricorn District Disaster Risk Management Advisory Forum (CDDRMAF) is consistent with both the Disaster Management Act, 2002 (Act No 57 of 2002) and the NDRMF (of 2005). It has representatives from each local municipality. However, during the interview, the respondents indicated that the representatives from local municipalities held different responsibilities (see Table 3.1).

Table 3. 1 Local Municipality, job purpose and optional tasks for CDDMAF

Local municipality	Official job purpose	Optional task
Blouberg	Community Service Manager	Represent local municipality to DDRMAF
Aganang	Community Services Manager	Represent local municipality to DDRMAF
Molemole	Waste Management officer	Represent local municipality to DDRMAF
Lepelle-Nkumpi	Senior administrative clerk	Represent local municipality to DDRMAF
Polokwane	Disaster risk management	Member of DDRMAF

Table 3.1 depicts the current weakness in the functionality of CDDRMAF. This was attributed to the lack of consistency in the appointment of disaster officers at the local municipalities, with the exception of Polokwane Local Municipality. Natural disasters are a concern for people from all sectors and walks of life. Therefore, the task of disaster risk mitigation and management must be collectively shouldered and shared by public and private agencies and individuals, as well as by communities. As such, the CDDRMAF must therefore seek a much broader participation of public and private agencies, including the construction and insurance industries (see Kunreuther & Roth, 1998), in the ongoing process of aspects – such as improving building codes and other matters of collective concern.

The respondents pointed out that a number of stakeholders participate in CDDRMAF, which include among others stakeholders, as highlighted in Table 3.2 below. As Table 3.2 shows, there has been some attempt in recent years to get State and local agencies involved in disaster risk management efforts in the CDM.

Interdisciplinary approaches are an important aspect of effective information sharing and technology transfer. The disaster risk management field includes a diversity of disciplines, such as engineering, economics, climatologists, geographers, geologists, meteorologists, urban planning, anthropologists, lawyers, doctors, and possibly many more (Twigg, 2004:61). This stresses the fact that disaster risk management requires the co-operation and involvement of government departments, the private sector, academic institutions, unions, non-governmental organisations and community-based organisation. It is therefore critical to have these different disciplines included in the dialogue at different levels.

Table 3. 2 Structures that participate in the CDDMAF

National department	Provincial department	Other external role-players
• Arts & Culture • Basic Education • Communications • Co-operative Governance & Traditional Affairs • Correctional Services • Defence • Economic Development • Energy • Environmental Affairs • Health • Higher Education & Training • Home Affairs • Human Settlements • Justice & Constitutional Development • National Intelligence Agency • Police • Rural Development & Land Reform • Statistics South Africa • Water Affairs	• Department of Agriculture • Department of Health and Social Development • Department of Local Government and Housing • Department of Public Works • Provincial Treasury • Department of economic development, environment and tourism	• Organised business • Organised agriculture • Industrial sector • Mining sector • Labour • Traditional leaders • Insurance industry • Faith based organisation • Tertiary institutions • Community based • Organisation • Eskom • Telkom

From the table above, one can deduce that the district advisory forum does not include the international organisations, such as the United Nations Children's Fund, the United Nations Higher Commissioner for Refugees, the International Federation of Red Cross and Red Crescent Societies, the International Organisation for Migration, etc., in its quarterly meetings. It is important to have those international structures in their quarterly meetings because it would provide a conductive platform from which to share knowledge and resources amongst members on disaster risk management issues.

The respondents also pointed out that the advisory forum held quarterly meetings. At the meetings, participants were able to assess progress made on disaster risk reduction in the CDM. During the meetings, stakeholders also discussed emerging challenges and opportunities and interventions encountered in the implementation of the disaster risk reduction programme, and the projects, policies and strategies in their respective organisations.

In order to promote interdepartmental relations and to achieve a co-ordinated, integrated and uniform approach to disaster risk management by all departments and internal units in the administration of the municipality (see section 44(1)(b)(i) of the Disaster Management Act 57 of 2002), a Municipal Interdepartmental Disaster Risk Management Committee (MIDRMC) must be established (South Africa, 2003:51). As NDMC & Reid (2008b:26) point out, the establishment of a MIDRMC provides an enabling environment for the integration of practices, policies and plans for disaster risk management within the district.

During the interviews, respondents indicated that the district does not have an MIDRMC. The lack of such a committee makes it difficult for the municipality to be able to involve stakeholders, such as the water sector, energy, sanitation and internal structures. This also requires the municipality to make use of *ad hoc* consultation with different head of sections within the municipality. This has an adverse effect on the ability of the district to effectively co-ordinate and implement its Disaster risk Management Plan.

It is therefore important that the Capricorn District Municipality establish such a forum or use alternative structures to co-ordinate the daily disaster risk management activities. To this end, the

researcher can deduce that most probably development planning does not integrate disaster risk reduction strategies, as it should.

In relation to the establishment of volunteer structures in the district, the respondents indicated that the Centre recruited individuals who are prepared to assist in the event of a disaster, but do not want to participate in an organised structure or serve as active volunteers on an ongoing basis. However, the volunteers were not formally registered with the district, as is required by the Disaster Management Act, 2002 (Act No 57 of 2002) and proposed in the NDRMF (of 2005). The reason was that the district does not have a policy that deals with the recruitment of volunteers. However, a draft, policy is in the process of being finalised. The district utilises the individual volunteers, during awareness campaigns, but avoids utilising them in so called “hot spots”, because they are not covered by any form of insurance.

In the case of ward structures, the respondents pointed out that the district utilises already- existing structures, such as health, water, electricity, road and transport, youth and community development workers forums. The district disaster risk management centre utilises the above listed structures – especially during awareness campaigns. Disasters do not respect political boundaries. It is therefore important for districts to develop co-operative mechanisms with other spheres of government. The following section discusses the establishment arrangement for national, regional, and international co-operation of disaster risk management.

3.5.5 Theme D: Establishing arrangements for national, regional and international co-operation for management.

Constitutionally, the Government bears the primary responsibility for disaster risk management (Schedule 4, Part A, Constitution of the Republic of South Africa, Act No 108 of 1996). Similarly, Visser & Van Niekerk (2009:6) indicate that disaster risk management in South Africa has been established as a public sector function within each sphere of Government. This is because disaster risk management is a shared responsibility which must be fostered through partnerships between various stakeholders and co-operative relationships between the different government spheres, the private sector and civil society.

In addition, Twigg (2004:61) indicates that disaster community also comprises people from very different organisations, such as international aid agencies, government (at all levels), NGOs and other civil society organisations, academics, consultants, military agencies and private sector interests of various kinds. The author (Twigg, 2004:61) also points out that all of these have a role to play in reducing risks – together, of course, with vulnerable communities, who are the main actors in mitigation and response at local level.

According to the NDRMF (of 2005), in creating institutional arrangements for co-operative governance and co-ordination, the emphasis must be on facilitating co-operation and co-ordination among existing structures, organisations and institutions, wherever possible, and on harnessing existing skills and expertise (South Africa, 2005a:43). Furthermore, the institutional arrangements must also facilitate inclusivity and the primary focus must be on capacitating and building resilience in communities at risk.

In the view of the above, the study sought to find out the co-operative arrangements within the CDM in dealing with disaster risk management. The respondents indicated that the Mayoral committee provides the political mechanism for the application of the principles of co-operative governance by bringing together political representatives from the local municipalities and the district municipality. The respondents further indicated that the District Disaster Risk Management Advisory Forum provides a mechanism for co-operative governance by providing a forum for input, including technical and specialist input, by a wide range of stakeholders from civil society and the private sector. Such co-operation is fundamental to the independence and intergovernmental relations between the three spheres of government (South Africa, 2005a:44-45).

In relation to the co-operation between Capricorn District Municipality and other District Disaster Risk Management Centres in the Province (that of Vhembe, Mopani, Waterberg and the Sekhukhune disaster management centres), the respondents pointed out that there is no formal arrangement for district centres to engage. They met in cases where a certain departmental Head felt there was a need. That is on an *ad hoc* basis. Furthermore, the Centre did not enter into any mutual agreements with the adjacent district centres.

The findings indicate that there is a lack of any formal structure for the CDDRM to engage with other centres. As a result, it is difficult to envisage the possibility of CDM achieving the following:

- Information sharing;
- Establishment of standards to ensure that the technology required for an integrated information management and communication system is compatible across the spheres;
- Compilation and sharing of directories of institutional role players across the sphere; and
- Submission of disaster reports and disaster risk management plans to other spheres and neighbouring centres.

The district is a register corporate member of Disaster Management Institute of Southern Africa (DMISA). By been part of DMISA, the district participated in a number of activities organised by DMISA. For example, in relation to the participation of the DDRMC in the international activities on disaster risk management, the respondents indicated that, the district sent delegates to participate in the annual conference which held in South Africa under the auspices of DMISA. Furthermore, the respondents indicated that the district participated in the commemoration of International Day for Natural Disaster Reduction. The International Day for Natural Disaster Reduction is annually observed on the second Wednesday of October to raise the profile of disaster risk reduction. It also encourages people and government structures to participate in building more resilient communities and nations. The next section discusses the institutional arrangements in local municipalities.

3.5 INSTITUTIONAL ARRANGEMENTS IN LOCAL MUNICIPALITIES

The UNDP (2004:89) emphasises the need for institutional systems and administrative arrangements that link public, private and civil society sectors and build vertical ties between local, district, national and global scale actors. The study has sought to establish whether the local municipalities have established disaster risk management units. This was due to the fact that section 1.3.1.3 of NDRMF (of 2005) recommends that the local municipality should establish within its area of administrative its own disaster risk management committee; and also to ensure the establishment of a disaster risk management committee or forum in the wards (South Africa, 2005a:36). According

to Van der Waldt *et al.* (2007:247), the local municipalities have a direct role to play in ensuring disaster risk reduction in their areas of responsibility. The following section will discuss the institutional arrangements at the local municipalities within the CDM.

3.6.1 Polokwane Local Municipality

Polokwane Local Municipality does have a dedicated disaster management unit, which is located at the office of the Municipal Manager. The unit is staffed by six employees, which include the Head of the unit (at the level of manager) and five disaster risk management officers. The head of the disaster risk management unit is also responsible for the event management portfolio. The Polokwane Local Municipality developed a disaster management plan which is meeting the requirements in the provisions of the Disaster Management Act, 2002 (Act No 57 of 2002), and it is in line with the provision in NDRMF (of 2005).

During the interview, the participants indicated that the Polokwane Municipality has developed co-operative plans and a response-management protocol. Furthermore, the unit also has a strategic business plan which consists of seven key performance areas; and Polokwane Municipality is also equipped with an emergency services unit (Polokwane Local Municipality, 2010:41).

3.6.2 Blouberg, Molemole, Aganang and Lepelle-Nkumpi Local Municipalities

Section 1.2.5.3 of the NDRMF (of 2005) underscores the significance of the organisation in identifying and appointing appropriate qualified staff to serve as its disaster risk management focal or nodal point (South Africa, 2005a:31). Furthermore, disaster risk management responsibilities must be included in the job descriptions of all key personnel identified in the municipality disaster management framework. Despite this recommendation by the NDRMF (of 2005) the Blouberg, Molemole, Aganang and Lepelle-Nkumpi local municipalities do not have dedicated officials who are tasked to deal with disaster risk management on a daily basis.

Due to the lack of dedicated officials that deal with disaster risk management activities, this has resulted in the lack of any disaster management plan and strategies within the Blouberg, Molemole,

Aganang and Lepelle-Nkumpi local municipalities. One of the main reasons given for the absence of disaster risk management plans is the lack of any budgetary allocations. This is quite a disconcerting fact because the Municipal Systems Act, the Disaster Management Act, 2002 (Act No 57 of 2002), as well as a number of Government regulations and guidelines, calls for the integration of a disaster risk management plan in the Integrated Development Plan of each and every municipality. The "lack of budgetary allocations" can hardly be used as a valid excuse for the absence of such plans. Furthermore, all the municipalities do not have special programmes officers as the representatives on the district disaster-management structure (see section 3.2.3 above). It was also indicated that disaster risk management is the responsibility of district; hence, the local municipality can only play a co-ordinating role in the event of a disaster. The next section will discuss the satellite-disaster management centre.

3.6.3 Satellite disaster risk management centre

As a way to increase the capacity of DDRMC, the CDM has established satellite disaster management centres at each of the municipalities. In other words, apart from the DDMC in Ladanna, the CDM has satellite centres within its administrative area. Each satellite centre has been staffed with a chief fire officer, divisional officer, station officer, senior fire officer, fire personnel and junior fire personnel. The satellite centres are linked to the DDRMC for the fire services components. Both the chief fire officer and divisional officer are responsible for the management of the satellite centre.

The centres operate on a 24-hours basis. This means that one shift starts at seven in the morning until seven in the evening. Each shift is staffed with four officials. The satellite centres are the first respondents to emergency management issues – rather than disaster events. The respondents indicated that some of the activities rendered by the centres are fire services, motor vehicle accident services and rescue services – which are not direct disaster risk management activities. The satellite centres are involved in disaster reduction awareness programmes on the danger of fires, the use of fire extinguishers, the procedures to douse small fires and the evacuation procedures during major disasters. In addition, the satellite centre is also involved in disaster reduction activities, such as the inspection of buildings (which covers schools and business premises).

With the above in mind, the satellite centres do not have officials responsible for disaster risk management, as such. The core issues of disaster reduction activities were not performed at these centres during the time the research was conducted. Despite some progress in the mainstreaming of disaster risk reduction in the CDM, there are some challenges that the respondents highlighted. The following section will discuss the challenges the CDDRMC encountered in the implementation of the KPA1 of the NDRMF.

3.7 CHALLENGES EXPERIENCED BY THE DISTRICT IN THE IMPLEMENTATION OF KEY PERFORMANCE AREA 1 OF NATIONAL DISASTER RISK MANAGEMENT FRAMEWORK (OF 2005)

Notwithstanding the rapid advances in disaster mitigation and management nationally and globally, the aspect of institutional arrangements for disaster risk reduction has remained relatively neglected. Historical data and empirical evidence gathered from national and international sources point to several instances of dysfunctional disaster risk management institutions at the global, regional, national and local levels. At the same time, concerns have been voiced by different sources about the absence or lack of efficient and flexible institutional arrangements in disaster preparedness, mitigation, recovery, and reconstruction (Visser & Van Niekerk, 2009:12; Van Riet & Diederics, 2009:3).

For example, weak institutional and legal arrangements were identified as major bottlenecks to effective natural disaster management in El Salvador (Nicholls, 2001). The neglect of institutional arrangements for disaster risk management is not exceptional to South Africa, for example, lack of institutional arrangement for disaster risk management was identified as the cause of dysfunctional institutions especially at the provincial and local levels (South Africa, 2007; Visser & Van Niekerk, 2009:25).

Consequently, disaster risk management in South Africa, especially in the local government, does not seem to have evolved significantly since the promulgation of the Disaster Management Act, 2002 (Act No 57 of 2002) and the publishing of the NDRMF (of 2005) (Visser & Van Niekerk, 2009:12).

This section discusses certain indicators of slow progress in the implementation of disaster management activities that lead to ineffectual performance in addressing Key Performance Area 1 of National Disaster Risk Management Framework (of 2005). The following section alludes to the main challenges the CDM has experienced.

3.7.1 Policy level

Despite the development of the DDRMF, the council has failed to develop any by-laws that may support the issue of disaster risk reduction. The case in point is that the DDRMC approved guidelines in setting up the volunteer units or disaster risk management structures, and has also failed in establishing an interdepartmental disaster management committee. In addition, the participants indicated that the district is reluctant to develop the above structure until policy or directives and strategies are approved. In situations where committees were formed, there was a lack of any Terms of Reference. This makes the committees to work without clear direction, and in some cases this renders them dysfunctional.

3.7.2 Institutional level

The lack of any clear co-ordination at the departmental level has led to ineffectual systems of management. This is often reflected in the poor response when dealing with disaster and mixed signals from sources of expert information. As The United Nations (UN) General Assembly noted in May 2001, the ”…lack of appropriate institutional arrangements to deal with risk reduction was a key deficiency in addressing effectively the catastrophic earthquake that occurred in Gujarat, India and in El Salvador in 2001” (UN General Assembly, 2001). This necessitated the need for local municipalities to develop disaster risk management plans. Many functionaries do not understand the holistic approach to disaster risk management and disaster risk reduction. They still regard disaster risk management as a line function.

3.7.3 Financial constraints

Budgetary constraints often result in municipality departments (both those who have a primary role and those who have secondary or supportive roles in disaster risk management) having only a limited capacity to implement policy and legislative requirements. Furthermore, disaster risk reduction activities have not been included in the budgeting process of the local municipalities. A lack of funds means that an insufficient number of personnel can be employed. At the same time, the lack of financial support meant that Disaster Risk Management could not afford to hold workshops and information sessions to educate people on Disaster Risk Management in the local municipalities.

For example, in the local municipalities, especially at the Blouberg, Aganang, Lepelle-Nkumpi and Molemole, the absence of dedicated disaster officers, that resulted in no awareness campaigns, were correlated to the budgetary limitation. At the district level, the lack of any financial support could again be linked to a general double sharing of responsibilities (see section 3.5.3 above). All these factors have an escalating effect which leads to even further marginalisation of disaster risk management within the District and the local municipalities.

3.7.4 Human resources constraints

Capacity constraints were experienced in relation to:

- Project management capacity. Disaster risk management is a cross-cutting issue, which requires multi-skills individuals who are able to integrate the issues of disaster risk reduction and the development programmes within the CDM. In the case of the DDMC, competencies in project management are lacking. Hence, this has led to the lack of any co-ordinated and integrated development planning by other sector departments within the district, and the lack or absence of any co-operation with adjacent districts;
- Disaster risk management information technology specialists. This relates to the inability of the DDRMC to make use of the existing technology in addressing vulnerabilities. In other words, the DDRMC has not made strides in the use and implementation of programmes

and Geographical Information System (GIS) for purposes of hazard identification and the mitigation and early warnings; and

- The shortange of suitable pernsonnel. The extent to which personnel at local municipalities, with no officials responsible for disaster risk activities, can relate to knowledge about disaster management varied from little to none, as is the case in the Blouberg, Aganang, Lepelle-Nkumpi and Molemole local municipalities. Due to a lack of knowledge and information about disaster risk management in the above local municipalities, the activities of disaster risk management are often overlooked. This leads to further marginalisation, preventing disaster risk management activities from functioning properly

3.8 CONCLUSION

This chapter has discussed the research methodology design, the data collection and data analysis. These were followed by a discussion on the findings of the study on the progress of the institutional arrangements at the Capricorn District municipality in terms of implementing the Disaster Management Act, 2002 (Act No 57 of 2002). The research indicated that the district disaster risk management centre has to a large extent implemented the requirements of the Disaster Management Act and the National Disaster Risk Management Framework.

The district has developed and adopted a number of policy documents that assisted in the implementation of disaster risk management. Furthermore, the Centre also provides a platform for stakeholder participation by both internal and external role players. However, the major challenges were the lack of dedicated disaster risk management officers at the local municipalities and also the lack in consistency of people who represented the local municipalities and the District Disaster Risk Management Advisory Forum.

In the next chapter, the conclusions and some recommendations for further research will be discussed.

CHAPTER 4: CONCLUSIONS AND RECOMMENDATIONS

4.1 INTRODUCTION

The promulgated of the Disaste Management Act, 2002 (Act No 57 of 2002) in 2003 was heralded as a new approach in dealing with disaster risk management in South Africa. The Disaster Management Act, 2002 (Act No 57 of 2002) calls for an integrated and co-ordinated disaster risk management policy and the establishment of disaster risk management structures at national, provincial and local government spheres. The Disaster Management Act, 2002 (Act No 57 of 2002) also underscores the imperative for uniformity in the approach when dealing with disaster risk management in South Africa.

Subsequently, the publication of the NDRMF (of 2005) provides various guidelines and recommendations aimed at helping in the implementation of the Disaster Management Act, 2002 (Act No 57 of 2002), which may in the long run lead to address the underlying factors that make people vulnerable. In addition, the NDRMF underscores the imperative for establishing an integrated institutional capacity for disaster risk reduction as the basis for success in the implementation of other KPAs, as stipulated in the NDRMF (see Chapter 2 for a discussion on the framework). The need for institutional capacity to support the mainstreaming of the disaster risk reduction process cannot be overestimated. This chapter presents the conclusions and recommendations derived from the study.

4.2 CONCLUSIONS

In order for and disaster risk management to be successful, the local application of disaster risk reduction measures remains imperative. Although the Disaster Management Act, 2002 (Act No 57 of 2002) proposed a phasing in period for the requirements of the Act, such time has long lapsed, and the majority of district and local municipalities still does not have adequate disaster risk management measures in place. Not only does this make the implementation of both Disaster Management Act,

2002 (Act No 57 of 2002) and the NDRMF (of 2005) impossible, it adds to the existing disaster risk profile of many community. The study confirmed the following as being of importance in the implementation of an institutional capacity for DRR in the Capricorn District Municipality:

- The CDM has established mechanisms for the development and adaptation of an integrated disaster risk management policy. The disaster risk management policy within the CDM is invested in the municipal council. The municipal council has developed a DDRMF and disaster risk management plan. The former provides the evidence of political commitment and intention to provide a solid basis for the policy and for the sound planning and co-ordination of disaster risk management measures within the CDM.

- It further deals with the disaster risk management structures required by the CDM. The DDRMF is consistent with the provision of the Disaster Management Act, 2002 (Act No 57 of 2002), but it is inconsistent within the NDRMF (of 2005) and the LPDRMF (of 2009).

- The CDM has established the DDRMC, which is located in the line function. In other words, the DDRMC is not in the highest and most appropriate political or administrative management structure (e.g. the office of the Municipal Manager or Executive Mayor) as is suggested by the NDRMF (of 2005).

- The Centre is headed by a Deputy Manager, who is also responsible for other portfolios. Furthermore, four staff officials are daily working on issues of disaster risk management. Each official has a job description that is based on the KPAs and Enablers, as outlined in the NDRMF (of 2005).

- Contrary to the arrangement at the district and the Polokwane Local Municipality, the research findings indicated that there are no structures or officials appointed to perform disaster risk management at the Blouberg, Leppel-Nkumpi, Molemole and Aganang local municipalities. As a result, it is difficult for these local municipalities to operate effectively in terms of disaster risk management – given the absence of structures or officials who deal with disaster risk management in their areas of jurisdiction.

- The CDM has a constituted DDRMAF, which provides consultative structures for both internal and external role-players in the district. The DDRMAF seems to be operating effectively, and holds quarterly meetings.

- The CDM did not have an MIDRMC. As a result, there is no co-ordination and/or integration of disaster risk management activities in the planning of the district programme, projects and activities that take place.

The above findings indicate that the CDM has made good strides in its compliance with the provision of both the Disaster Management Act, 2002 (Act No 57 of 2002) and KPA 1 of NDRMF (of 2005). Furthermore, the CDM is also in line with the international requirements in relation to the establishment of appropriate structures to deal with the issues of disaster risk management. The next section will discuss the possible recommendations to the district to ensure proper disaster risk management structures in the entire district.

4.3 RECOMMENDATIONS

Despite progress in the establishment of disaster risk management structures at national level in South Africa, the greatest challenges are to establish the same structures at provincial and local government spheres. The absence of appropriate structures at local government sphere has attributed to poor achievements in substantial reduction in disaster losses. In order to address the challenge of disaster risk management structures at the CDM, the following recommendations are proposed:

- The CDM should locate its CDDRMC at the highest authority, as proposed by both the Disaster Management Act, 2002 (Act No 57 of 2002) and the NDRMF (of 2005). The location of centre at the highest authority would demonstrate the level of CDM commitment to reduce disaster risk in its area of jurisdiction and the integration of risk reduction into the development initiatives; and it would also facilitate the fast tracking of decision-making when any disaster strikes; and it would improve disaster risk management planning and integration. The correct location of the Centre would enable the district Centre to play an overall strategic role, and to co-ordinate the disaster risk management activities of other line departments. Furthermore, it would enable the Centre to play various oversight roles and modalities on the effectiveness of disaster risk management by local municipalities

(Polokwane, Aganang, Lepelle-Nkumpi, Molemole and Blouberg) and other functionaries in the CDM.

- Appoint the head of the Centre at the senior level. This would ensure that the Centre would be able to make strategic decisions and provide sound management and financial expertise.
- Appoint staff in the local municipalities. This would ensure that there are relevant personnel in the local municipalities that could implement the provisions of the DMA and the NDRMF. The district should ensure a broad participation of international role-players in their quarterly meetings, because this would provide a conducive platform for the sharing of knowledge and resources among members on disaster risk management.
- The CDM should establish a Municipal Interdepartmental Disaster Risk Management Committee (MIDRMC). The MIDRMC would provide an internal mechanism to facilitate the integration of plans and practices among the key institutional role players in the CDM, especially when it comes to core functions. In other words, the structure would ensure the engagement of all technical expertise from the relevant disciplines in the departments and entities in the district. It would also enable the integration of practice, policies and plans for disaster risk management in the district.
- The councils of local municipalities in the CDM must ensure that adequate institutional arrangements (for example, disaster risk management unit) are in place for the execution of the municipality's responsibilities. This would help each local municipality to co-ordinate disaster risk management in its area of jurisdiction. Furthermore, the structure would ensure the integration, co-ordination and a uniform disaster risk management plan and operations in the municipality and would provide for all stakeholders' participation.
- Realignment of the job description of the disaster head of the centre, by allocating all of the Enablers to the disaster co-ordinator to ensure the integration of all of these activities into the MDRMC.

- Allocate clear and specific roles and responsibilities to various secondary or supportive role-players involved in disaster risk management in the CDM, in line with their scope of operations.
- Develop Terms of References for each structure that operates in the DDRMC. The Terms of References provide a policy under which each structure (DDRMAF and DIDRMC) would be able to function.
- Allocate funding. The local municipalities should be allocated a specific budget to manage their disaster risk management activities. This should be taken into consideration along

with the need for ongoing capacity-building interventions for staff – aimed at ensuring optimal involvement of all the local municipalities in disaster risk reduction.

- Ensure that all disaster risk management role-players are conversant with the statutory requirements of the disaster risk management Act and policy. This is to ensure that there is uniformity among all the stakeholders in disaster risk management in the district.
- The DDRMC should provide capacity in relation to project management and implementation. The reason being that disaster risk management is a cross-cutting issue, which requires multi-skilled individuals who are able to integrate the issues of disaster risk reduction and development programmes in the CDM. In addition, project management capacity would lead to co-ordination and integration of development planning by other sector departments in the district, and would improve co-operation with adjacent districts.
- The CDM should ensure the development of by-laws that should support the implementation of disaster risk management policies in the district.
- Increase the capacity-building on disaster risk management information technology specialists. This would ensure that the district utilise Geographical Information Systems (GIS) for the purpose of hazard identification and migration and early warning systems, as well as the proper dissemination of information.

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ANNEXURE A : INTERVIEWS SCHEDULE

INTERVIEW SCHEDULE (Capricorn District Municipality)
(Questionnaire for semi-structured interviews)

Capricorn District Municipality Disaster Management Centre - semi-structured interviews questionnaires guideline for key performance area 1: Institutional Capacity for Disaster- Risk Management

1. Introduction

Chapter 5 of Disaster-Management Act, 2002 (Act no.57 of 2002) calls for the establishment of institutional arrangements in the local sphere of government (District Municipality). In addition, the National Disaster Management Framework (of 2005) emphasises the establishment of institutional arrangements on its KPA1 as the requirement which ensures effective integrated and co-ordinated implementation of disaster (risk) management policy and legislation; and which gives explicit priority to the application of principles of co-operative governance and places the appropriate emphasis on the involvement of all stakeholders in disaster (risk) management in strengthening the capabilities of municipal organs of State; and which provide for co-operation with Local Municipalities, adjacent District Municipalities, countries in the region and the international community for the purposes of disaster (risk) management.

In order to address the above matter in Capricorn District municipality, the following semi-structured interviews questionnaires will be conducted in the district (*Confidentiality is assured*).

Theme A: Establishing arrangements for the development of an integrated disaster risk management policy

a. Has an inter-departmental committee on disaster (risk) management been established? **If yes**

b. Is the inter-departmental committee on disaster (risk) management operating effectively?

c. Is the inter-departmental committee able to hold meetings?

d. Is the inter-departmental committee able to make decisions?

e. What kind of decisions does the committee make?

f. Are the decisions implemented? (Give examples)

g. Have mechanisms for processing policy-making been established?

h. Are the mechanisms for processing policy applied?

i. What are those mechanisms?

Theme B: Establishing arrangements for integrated direction and the execution of disaster risk management policy

a. Have the job description and key performance indicators for the position of the Head of the municipal disaster (risk) management centre been developed?

b. Has the Head of the centre been appointed?

c. Is the Head of the district disaster management centre trained in disaster risk reduction?

d. Has the municipal disaster (risk) management centre been established?

e. Is the municipal disaster risk management centre fully operational?

f. Have disaster (risk) management focal/nodal points been identified by each Municipal organ of State?

g. Has each disaster risk management focal point been assigned its responsibilities?

h. What are those responsibilities? (If any)

i. Have responsibilities for disaster (risk) management been included in the job descriptions of key personnel of municipal organs of State?

j. Are these responsibilities applied effectively?

Theme C: **Establishing arrangements for stakeholder-participation and the engagement of technical advice for disaster (risk) management planning and operations**

a. Has a municipal disaster (risk) management forum been established?
b. Is the forum operating effectively?
c. Are there other mechanisms for stakeholder participation in disaster (risk) management planning established?

d. What are these mechanisms?

e. Are the mechanisms operating effectively?

f. Has the primary responsibility for the facilitation of disaster risk management planning been assigned?
g. Is the primary responsibility for the facilitation of disaster risk management co-ordinated?
h. If yes, by whom?
i. Have the entities playing a supportive role in facilitating disaster risk management planning been identified?

j. Is the supportive role co-ordinated by the disaster risk management centre?

k. In which structure(s) does the Head of the Disaster (Risk) Management Centre participate?
l. Have ward structures been identified for disaster risk management?
m. Are the ward structures tasked with the responsibility for disaster risk management?
n. Have volunteers' structures been established?
o. What are these volunteers' structures?
p. Has a current register of disaster (risk) management stakeholders been developed?
q. Has a current register of volunteers been established?
r. Is the register maintained?
s. Is the register updated?

Theme D: Establishing arrangements for national, regional and international co-operation for disaster (risk) management

a. Have mechanisms been identified to ensure the application of the principles of co-operative governance?
b. What are these mechanisms?
c. Are these mechanisms implemented to ensure the application of the principles of co-operative governance?
d. Have mechanisms been identified to enable the Municipality to participate internationally in disaster risk management activities?
e. Are the mechanisms establish to enable the municipality to participate internationally in disaster (risk) management activities?
f. What are these mechanisms?