



PROVINCE OF THE EASTERN CAPE  
IPHONDO LEMPUMA KOLONI  
PROVINSIE OOS-KAAP

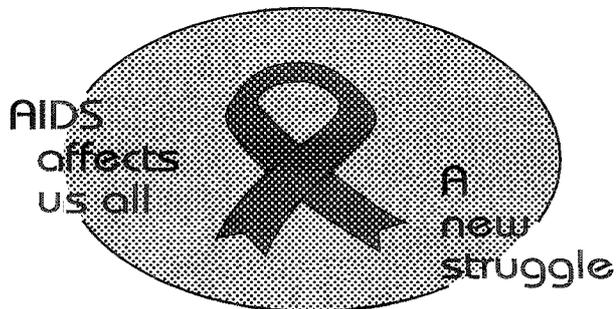
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**No. 2910**  
(Extraordinary)

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**AIDS  
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DEPARTMENT OF HEALTH

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## PROVINCIAL NOTICE

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**No. 38**



Province of the  
**EASTERN CAPE**  
LOCAL GOVERNMENT  
& TRADITIONAL AFFAIRS

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# THE PROVINCIAL DISASTER RISK MANAGEMENT FRAMEWORK EASTERN CAPE



*Ikamva eliququmbileyo!*

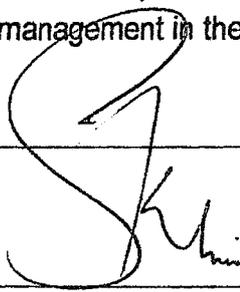
<b>Departmental Contact Details</b>	
<b>Physical Address</b>	<b>Tyamzashe Building Phalo Avenue Bisho 5605</b>
<b>Postal Address</b>	<b>Department of Local Government and Traditional Affairs Private Bag X0035 Bisho 5605</b>
<b>Document Number</b>	<b>1</b>
<b>Document Name</b>	<b>Provincial Disaster Risk Management Framework</b>
<b>Contact Person</b>	<b>Mr. Lungile Qabisisa</b>
<b>Designation</b>	<b>Senior Manager</b>
<b>Component</b>	<b>Disaster Management and Fire Services</b>
<b>Telephone No.</b>	<b>040 609 5740</b>
<b>Cell Phone No.</b>	<b>082 774 6596</b>
<b>Fax No.</b>	<b>040 635 2013</b>
<b>E-mail Address</b>	<b><u><a href="mailto:lungile.qabisisa@eclgta.gov.za">lungile.qabisisa@eclgta.gov.za</a></u></b>
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<b>Related Policies</b>	<b>National Disaster Management Framework</b>

**SIGN OFF****Head of Department**

This Provincial Disaster Risk Management Framework has been approved by Adv. S. Khanyile in my capacity as Superintendent- General of Department Local Government and Traditional Affairs.

I am satisfied and concur with the content of the Disaster Risk Management Framework.

The development of the framework will help enhance the Departmental goal of a properly coordinated and integrated disaster risk management in the Province

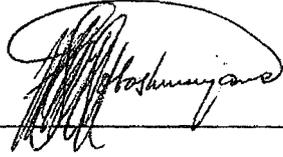
Signed	
Designation	Superintendent General
Date	10/04/2013

### Executive Authority

The Department of Local Government and Traditional Affairs has an unprecedented opportunity to improve the quality of life through an effective rendering of quality services to the local communities. I therefore envisage a Department that has the required capacity to respond adequately to the hopes and aspirations of our people.

In line with the above, the Department has a responsibility of coordinating not only post disaster response and rehabilitation in the Province, but should develop mechanisms to mitigate the severity of disasters.

I therefore trust that guidance from this Provincial Disaster Risk Management Framework will clearly outline a mandate which is coherent, transparent, and inclusive and set criteria for the systematic management of administrative decisions.

Signed	
Designation	MEC: Honourable M Qoboshiyane of Local Government and Traditional Affairs
Date	12/04/2013

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**Acronyms**

<b>CBO</b>	Community Based Organisation
<b>CCC</b>	Central Communications Centre
<b>DMISA</b>	Disaster Management Institute of Southern Africa
<b>DOC</b>	Disaster Operations Centre
<b>DRA</b>	Disaster Risk Assessment
<b>DRM</b>	Disaster Risk Management
<b>DRMC</b>	Disaster Risk Management Centre
<b>EC</b>	Eastern Cape
<b>EC DRMPF</b>	Eastern Cape Provincial Disaster Risk Management Policy Framework
<b>ECN</b>	Emergency Communication Network
<b>EC IDRMC</b>	Eastern Cape Interdepartmental Disaster Risk Management Committee
<b>EC PDRMAF</b>	Eastern Cape Provincial Disaster Risk Management Advisory Forum
<b>EC PDRMC</b>	Eastern Cape Provincial Disaster Risk Management Centre
<b>EC PIFDRM</b>	Eastern Cape Provincial Intergovernmental Committee on Disaster Risk Management
<b>FOS</b>	Field Operations Standards
<b>GIS</b>	Geographical Information Systems
<b>HoC</b>	Head of Centre
<b>ICDM</b>	Intergovernmental Committee on Disaster Risk Management
<b>IDP</b>	Integrated Development Planning
<b>IDRMC</b>	Interdepartmental Disaster Risk Management Committee

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<b>IMS</b>	Information Management System
<b>IPDRP</b>	Indicative Provincial Disaster Risk Profile
<b>KPA</b>	Key Performance Area
<b>KPI</b>	Key Performance Indicator
<b>MAA</b>	Mutual Assistance Agreement
<b>MDRMAF</b>	Municipal Disaster Risk Management Advisory Forum
<b>MDRMC</b>	Municipal Disaster Risk Management Centre
<b>MEC</b>	Member of the Executive Council
<b>MINMEC</b>	(Forum of) Ministers and Members of the Executive Council
<b>MUNI-PROV</b>	Forum of Heads of Municipal DRM Centres and the EC PDRMC
<b>MOU</b>	Memorandum of Understanding
<b>MUNIMEC</b>	(Forum of) Members of the Executive Council and Municipal Councillors
<b>NDMAF</b>	National Disaster Management Advisory Forum
<b>NDMC</b>	National Disaster Management Centre
<b>NDMF</b>	National Disaster Management Framework
<b>NGO</b>	Non-Governmental Organisation
<b>PDART</b>	Provincial Disaster Assistance Response Teams
<b>PDRMAF</b>	Provincial Disaster Risk Management Advisory Forum
<b>PDRMC</b>	Provincial Disaster Risk Management Centre
<b>PE</b>	Performance Enabler
<b>PFMA</b>	Public Finance Management Act
<b>PIFDRM</b>	Provincial Intergovernmental Committee on Disaster Risk Management

## **Glossary of disaster risk management terms and core concepts**

### **The Act**

The Disaster Management Act, No. 57 of 2002

### **Capacity**

A combination of all strengths and resources available within a community, society or organisation that can reduce the level of risk, or the effects of a disaster

### **Capacity building**

Efforts aimed to develop human skills or societal infrastructures within a community or organization needed to reduce the level of risk

### **Coping capacity**

The means by which people or organizations use available resources to face adverse consequences that could lead to a disaster.

### **Disaster risk**

Disaster risk refers specifically to the likelihood of harm or loss due to the action of hazards or other external threats on vulnerable structures, services, areas, communities and households. It refers to the chance that there will be harmful impact of some kind due to the interaction between natural or other hazards and conditions of vulnerability

### **Disaster risk management**

The systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and community to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities including structural and non structural measures to avoid (prevention) or to limit (mitigation) adverse effects of hazards

1 Source: UNISDR. 2004. Living with risk. A global review of disaster reduction initiatives.

**(Disaster) risk assessment**

A methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that could pose a potential threat or harm to people, property, livelihoods and the environment on which they depend

**Disaster risk reduction (disaster reduction)**

The conceptual framework of elements considered with the possibilities to minimise vulnerabilities and disaster risks throughout a society to avoid (prevention) or to limit (mitigation and preparedness) the adverse impact of hazards within the broad context of sustainable development

**Hazard**

A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation

**Hazard analysis**

Identification, studies and monitoring of any hazard to determine its potential, origin, characteristics and behaviour

**Vulnerability**

The conditions determined by physical social economic and environmental factors or processes which increase the susceptibility of a community to the impact of hazards

## **Definitions of other terms used in this Framework**

**“disaster risk management”** refers to integrated multisectoral and multidisciplinary administrative, organisational and operational planning processes and capacities aimed at lessening the impacts of natural hazards and related environmental, technological and biological disasters. This broad definition encompasses the definition of „disaster management“ as it is used in the Disaster Management Act, 2002 (Act No. 57 of 2002). However, where appropriate, the more updated term „disaster risks management“ is preferred in this framework because it is consistent with the use of the term internationally;

**“disaster risk reduction”** the preferred term „disaster risk reduction“ is used throughout this framework. It refers to all the elements that are necessary to minimise vulnerabilities and disaster risks throughout a society. It includes the core risk reduction principles of prevention, mitigation and preparedness;

**“lead agency”** also referred to as “primary agency” means the agency or entity tasked with primary responsibility for a particular disaster risk management activity

**“municipal organ of state”** means –

(a) a municipality

(b) a department or other administrative unit within the administration of a municipality, including an internal business unit referred to in section 76(a)(ii) of the Local Government: Municipal Systems Act, 2000; or

(c) a municipal entity;

**“national organ of state”** means a national department or national public entity defined in section 1 of the Public Finance Management Act, 1999 (Act No. 1 of 1999);

**“organ of state”** means a national, provincial or municipal organ of state;

**“provincial organ of state”** means a provincial department or provincial public entity defined in section 1 of the Public Finance Management Act, 1999 (Act No. 1 of 1999);

**“spheres of government”** In the Republic of South Africa, government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated;

**“state of disaster”** means a national, provincial or municipal state of disaster as provided for in section 27 of the Disaster Management Act, 2002 (Act No. 57 of 2002).

## **How to use this framework**

This framework has been structured with the aim of making it easy to use as both a policy document and a reference document. It does not duplicate the NDMF but rather contains the mandatory provisions for giving effect to the Disaster Management Act in the Province of the Eastern Cape.

Since the framework itself contains only the most essential legal provisions for disaster risk management in the province, it is necessary in certain instances to augment the framework with additional supporting policy documents. Although a 'leaner', more concise framework without the finer detail is easier to follow and to use, it is the finer detail which ultimately will contribute to uniformity in approach among the various disaster risk management stakeholders in the province. It is for this reason that a collection of supporting policy documents have been developed to expand on certain aspects of this framework.

A further advantage of developing and using these documents is that the process for amending them will be much simpler than the process of making and approving amendments to the framework itself. It also allows for the ongoing development and addition of policy documents as the implementation process evolves. The collection of supporting policy documents that have been developed so far are a separate document to this framework.

The EC Provincial Disaster Risk Management Centre (EC PDRMC) must therefore ensure that, where necessary, further such supporting policy documents are drafted and adopted by the provincial legislature as the implementation process evolves. The type and extent of these documents will depend on the unique conditions and requirements of the province.

### **Custodian of the EC DRMF**

The Executive Council of the Province of the Eastern Cape is the custodian of the Disaster Risk Management Framework for the Province.

The Head of the Disaster Risk Management Centre is responsible for:

- ensuring the regular review and updating of the policy framework;
- ensuring that the policy framework and any amendments thereto, as prescribed by section 28 of the Disaster Management Act, are executed; and
- ensuring that copies of the framework as well as any amendments thereto are submitted to:
  - the National Disaster Management Centre;
  - the Disaster Risk Management Centre of the two Metropolitan Municipalities
  - the Disaster Risk Management Centre of the Nelson Mandela Bay Metropolitan Municipality
  - the Disaster Risk Management Centres of the six district municipalities in the Province;
  - the disaster risk management centres of the neighbouring provinces of KwaZulu/Natal, the Free State, the Northern Cape and the Western Cape;
  - the disaster risk management authority in Lesotho; and
  - all relevant role players and stakeholders in the Province.

**THE PROVINCE OF THE EASTERN CAPE**  
**DISASTER RISK MANAGEMENT FRAMEWORK**  
**(EC DRMF)**

## **1 Introduction**

During the period between 1994 and 2002, South Africa embarked on a process of reforming its approach to the manner in which disaster risk was managed. After the floods on the Cape Flats in 1994 government took the decision to move away from the customary approach which focused only on reactive measures, to aligning itself with the global focus on reducing risk through sustainable development, building resilience and promoting sustainable livelihoods. The result of this reform process was the promulgation of the Disaster Management Act, 2002 (hereinafter referred to as 'the Act'), followed by the promulgation of the National Disaster Management Framework, 2005 (NDMF).

In giving effect to the fact that disaster risk management is the responsibility of a wide and diverse range of role players and stakeholders, the Act emphasises the need for uniformity in approach and the application of the principles of cooperative governance. In this regard, it calls for integrated and coordinated disaster risk management framework which focuses on risk reduction as its core philosophy; as well as the establishment of disaster risk management centres in the three spheres of government, to pursue the direction and execution of the disaster risk management legislation as well as policy in South Africa. It places particular emphasis on the engagement of communities and on the recruitment, training and participation of volunteers in disaster risk management (DRM).

In terms of a proclamation in Government Gazette No. 26228 of 31 March 2004, the President proclaimed 01 April 2004 as the date of commencement of the Act in the National and Provincial spheres and 01 July 2004 in the Municipal sphere.

In order to achieve consistency in approach and uniformity in its application, the Act mandated the Minister to prescribe a National Disaster Management Framework (NDMF) and in accordance with this mandate the National Disaster Management Framework was gazetted in April 2005.

In pursuance of the national objective each province is also mandated to “establish and implement a framework for disaster risk management in the province aimed at ensuring an integrated and uniform approach to disaster risk management in the province by all provincial organs of state; provincial statutory functionaries; non-governmental organisations involved in disaster risk management; and by the private sector.” Provincial frameworks must be consistent with the Act and with the National Disaster Management Framework.

The Disaster Risk Management Framework of the Province of the Eastern Cape is thus the instrument which gives effect to these legislative imperatives.

## **2 The context of Disaster Risk Management (DRM) in the Province of the Eastern Cape**

The Province of the Eastern Cape is constantly threatened by hazards of both natural and technological origins. It is increasingly exposed to the devastating effects of a range of severe hydro meteorological events including severe storms; floods; tornadoes; drought and veld fires. The incidence of epidemic diseases of biological origin affecting humans and livestock has also shown an increase in recent years. Transportation accidents and hazardous material accidents continue to pose major challenges. Despite ongoing efforts to reduce the high levels of poverty and to accelerate the provision of infrastructure and access to services, large numbers of rural people continue to migrate to urban areas in seek of employment. In most instances they have no alternative but to settle in unsafe environments in extremely vulnerable conditions where they are

repeatedly exposed to a range of threats including floods, water borne diseases and domestic fires.

The province is bounded in the south and the east by the Indian Ocean with a stretch of coastline extending over a distance of some 800 kilometres. The province's coastline is in proximity to busy international shipping routes. It has a history of shipping disasters and it is therefore through no misnomer that the eastern coastline is popularly referred to as 'the wild coast'. Apart from the risks posed to human lives; property and infrastructure by the possibility of shipping disasters, the inherent marine and coastal environmental threats and pursuant economic risks remain a concern.

Despite the fact that Provinces were only legally obliged to commence the implementation of the Act on 01 April 2004, and that funding arrangements were not as yet defined, the Province of the Eastern Cape - ever mindful of the context of its disaster risk profile - did not lag behind in adopting a more proactive approach. For example, as early as the year 2001 it had already taken the lead by making funding available to fast track the establishment of disaster risk management centres in all of the District Municipalities in the Province; as well as in the Nelson Mandela Bay Metropolitan Municipality.

It is in the context of the disaster risk profile of the Province of the Eastern Cape that this framework pursues the core philosophy of risk reduction through vulnerability reduction and resilience building, by placing priority on developmental initiatives.

### **3 The Eastern Cape Disaster Risk Management Framework (EC DRMF)**

#### **3.1 Purpose**

The purpose of this framework is to provide those with statutory Disaster Risk Management responsibilities (in terms of the Disaster Management Act, 2002; the National Disaster Management Framework, 2005 and other applicable legislation) within the Province of the Eastern Cape with a written mandate which is coherent, transparent and inclusive; provides the criteria for the systematic management of administrative decisions; stakeholder participation; operational skills; and capacities and achieves uniformity in the:

- development;
- implementation;
- maintenance;
- monitoring; and
- assessment

of all policies, plans, strategies, programmes and projects which are aimed at achieving the vision and mission statement; goals; strategic objectives; and key performance indicators for disaster risk management in the Province.

This framework also serves to guide the development and implementation of uniform and integrated disaster risk management policy and plans in the metropolitan and district municipalities in the Province.

#### **3.2 Vision**

Our vision is to achieve integrated disaster risk management and to ensure resilient communities within a safe environment in the Province of the Eastern Cape.

### **3.3 Mission Statement**

Our mission is to mainstream effective and efficient disaster risk management into all sectors of government in the Provincial and Municipal spheres in the Eastern Cape which is executed by committed and empowered people.

### **3.4 Legislation and policies**

Section 41(1) (b) of the Constitution of the Republic of South Africa Act No. 108 of 1996 requires all three spheres of government to 'secure the well-being of the people of the Republic'. However, the responsibility for disaster risk management is specified as a functional area of concurrent National and Provincial legislative competence only (Part A, Schedule 4, of the Constitution). Notwithstanding the fact that the disaster risk management function in South Africa is a concurrent National and Provincial competence, there is global consensus that the administration of the disaster risk management function must be focused in the local government sphere. This is to ensure that disaster risk reduction (which includes emergency preparedness, disaster response and recovery activities) is effectively implemented in an integrated and coordinated manner locally, where the impact of disasters actually occurs. This is particularly relevant in the South African context, since the apartheid government has left a legacy of desperately impoverished and disadvantaged communities, most of which are subject to high levels of disaster risk. It is also within these local communities that smaller but much more frequent disasters occur and where the costs in terms of loss of lives and property as well as the financial burden of these are painfully borne, (White Paper on Disaster Management, Government Gazette No. 19676, Notice 23 of 1999).

Taking the aforementioned factors into account, the Minister has therefore elected to exercise section 156(4) of the Constitution and assign by way of National legislation (the Disaster Management Act) the responsibility for disaster risk management to Metropolitan and District municipalities.

This framework serves to establish the disaster risk management policy of the Province of the Eastern Cape and is constituted in terms of the Constitution of the Republic of South Africa Act No.108 of 1996 (hereinafter referred to as 'the Constitution') It is compliant with the Disaster Management Act (2002), and is consistent with the National Disaster Management Framework and all applicable legislation, regulations, minimum criteria, codes and practices pertaining to disaster risk management in the province.

### **3.5 Scope and structure of the disaster risk management framework for the Province of the Eastern Cape**

In order to support the core concepts of integration and uniformity the disaster risk management framework of the Province of the Eastern Cape is structured in components consistent with those of the NDMF – namely into four key performance areas (KPAs) supported by three performance enablers (PEs) as follows:

**KPA 1: Integrated Institutional Capacity for DRM**

**KPA 2: Disaster Risk Assessment (DRA)**

**KPA 3: Disaster Risk Reduction (DRR)**

**KPA 4: Disaster Response and Recovery**

Although each area of performance is dealt with in a separate chapter there is total interdependence amongst all of the KPAs. The three performance enablers facilitate and support the achievement of the objectives of each KPA and are detailed similarly as follows:

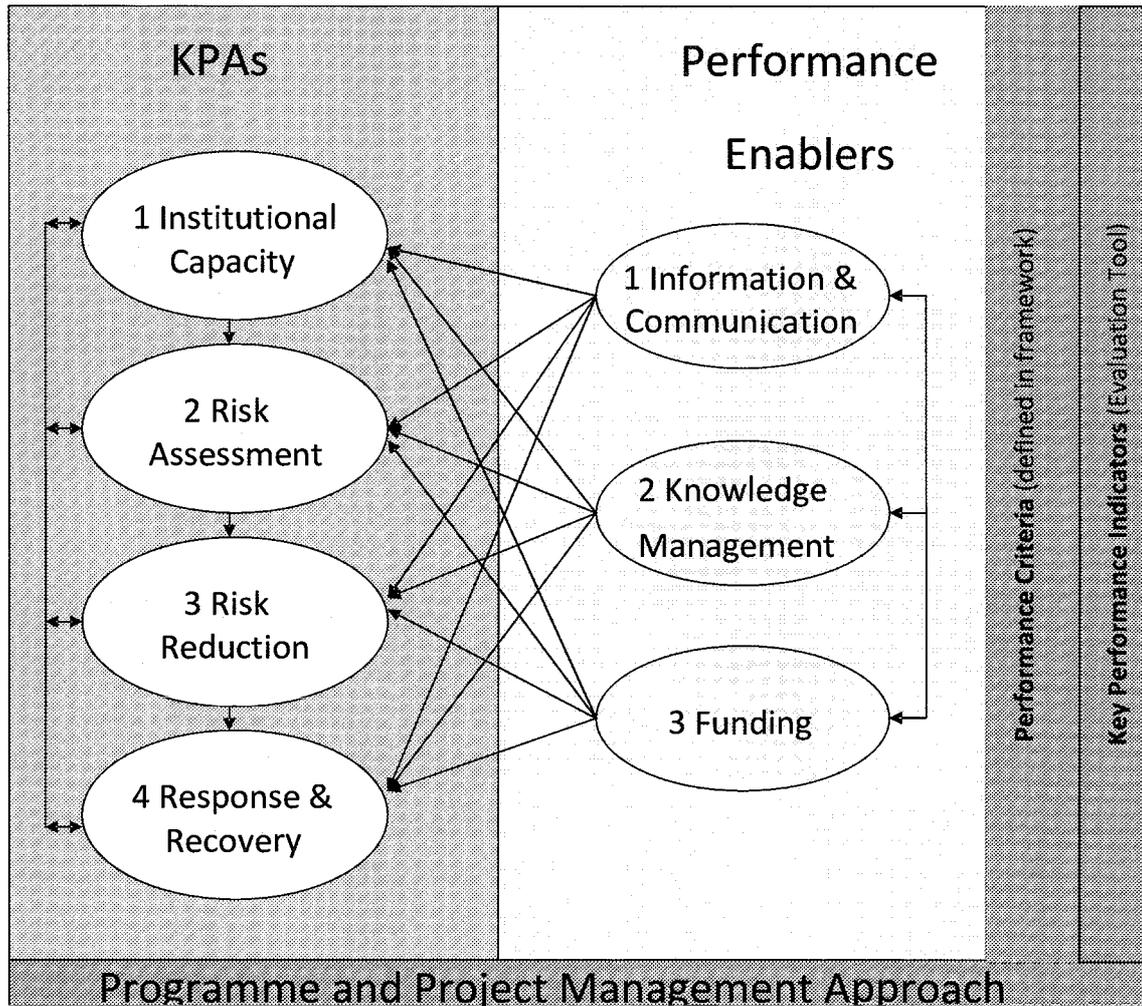
**PE 1: Information Management and Communication**

**PE 2: Knowledge Management**

**PE 3: Funding**

Clearly whilst each performance enabler is applicable to each KPA there are also inextricable interdependencies between the performance enablers themselves.

**Diagram 1: The diagram overleaf illustrates the interdependencies between the 4 KPAs and 3 PEs in the EC DRM Policy Framework**



The framework is structured with the aim of facilitating easy reference and promoting user friendliness by confining the body of the framework to mandatory provisions for giving effect to the Act. The body of the framework is then amplified by specific supporting policy which is a separate document in cross referenced and hyperlinked sections.

In the framework the word “**must**” is used to convey statutory imperatives written in a form that will ensure clear interpretation and will eliminate any ambiguity as to ‘**what**’ must be done in the execution of each imperative for the relevant KPA or PE.

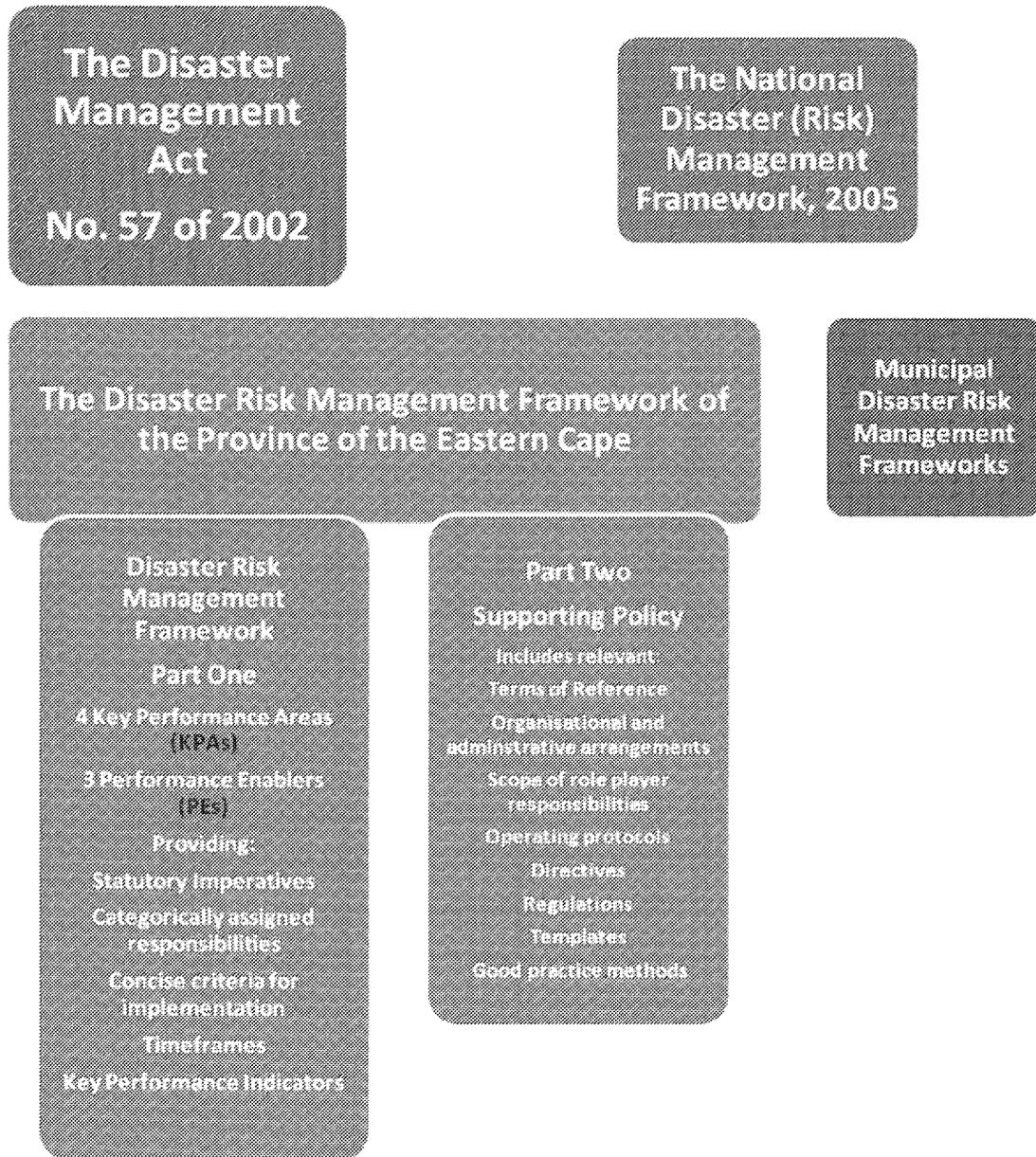
The body of the framework assigns categorical responsibilities to ensure clarity as to ‘**who**’ must execute the imperative; concise criteria are defined to provide clear parameters as to ‘**how**’ and ‘**why**’ the imperative must be executed; and where relevant, time intervals are provided to define ‘**when**’ and/or how frequently it must be done.

The supporting policy establishes specific parameters for complying with the relevant imperatives of each KPA or PE. These parameters include a range of components and mechanisms such as terms of reference; organisational and administrative arrangements; the scope of responsibilities and/or activities; operating protocols; templates and good practice standards.

Furthermore, in compliance with the Act, Key Performance Indicators (KPIs) are included in the supporting policy for each KPA or PE, to provide the mechanisms against which the application of legislation and policy can be evaluated.

The supporting policy is thus the legal instrument aimed at ensuring that the national objective of uniformity and integration in the execution of disaster risk management legislation and policy in the Province is achieved, and therefore carries equal statutory obligation and status as does that of the body of the framework.

**Diagram 2: The scope and structure of the Eastern Cape Disaster Risk Management Framework**



#### **4. Key Performance Area 1: Integrated Institutional Capacity for Disaster Risk Management**

Section 29 of the Disaster Management Act requires each province to establish a Provincial Disaster Risk Management Centre (PDRMC). The PDRMC is responsible to establish mechanisms that promote and maintain an integrated, coordinated and uniform approach to disaster risk management in the province by:

- provincial organs of state and their statutory functionaries;
- the metropolitan and district municipalities and the statutory functionaries of the metropolitan and district municipalities in the province;
- all non-governmental institutions involved in disaster risk management in the province; and
- the private sector.

The Act also places explicit emphasis on the application of the principles of co-operative governance and assigns specific responsibilities to sector departments for the development and implementation of disaster risk reduction, response and recovery (contingency) planning. Both the Disaster Management Act and the National Disaster Management Framework promote the concept of stakeholder participation and co-operation with disaster risk management role players in the region and internationally. This KPA provides the policy for establishing the institutional arrangements necessary to give effect to these requirements.

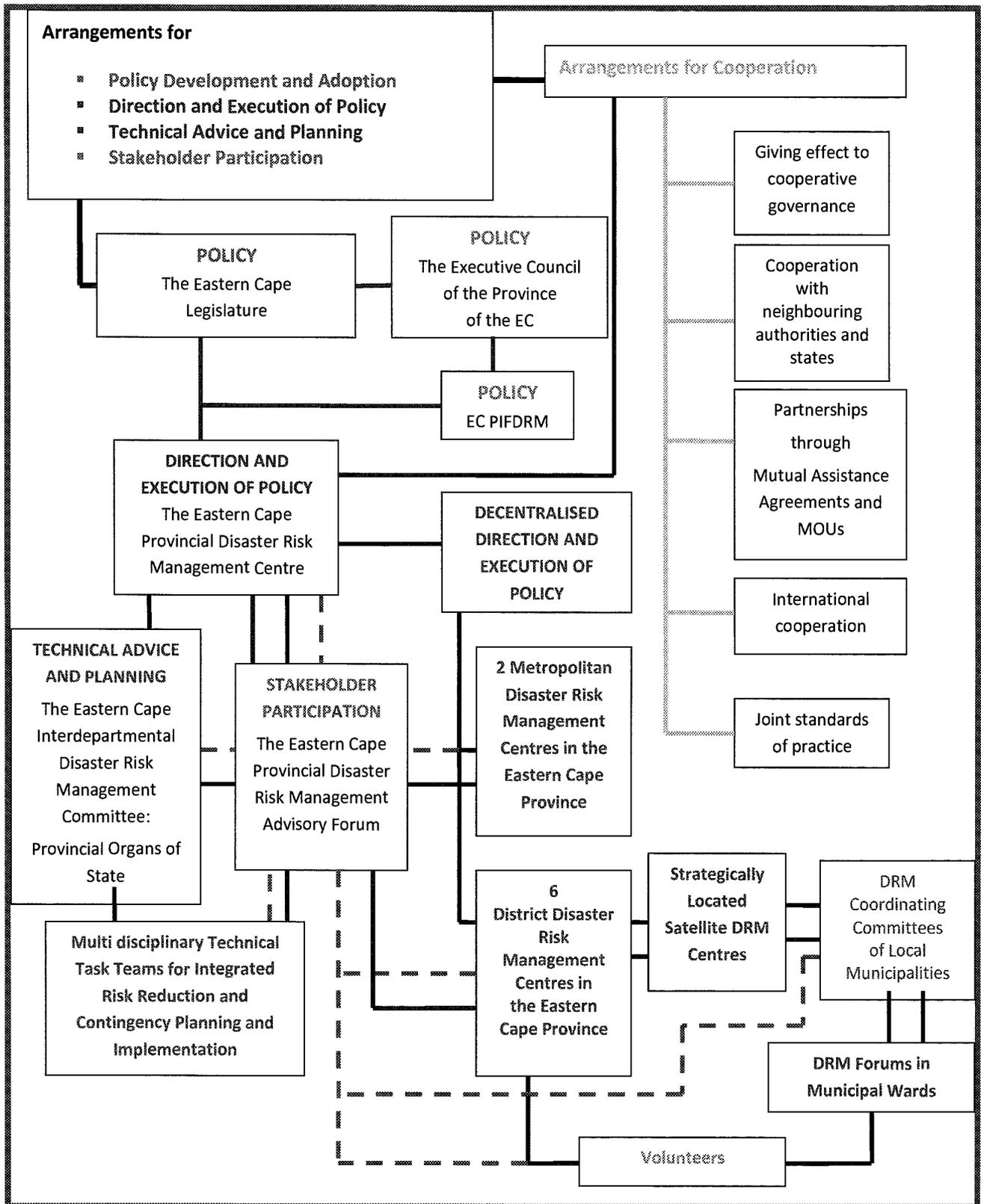
#### **The diagram below illustrates the arrangements for Integrated Institutional Capacity for DRM in the Eastern Cape**

\_\_\_\_\_ Solid Magenta Lines indicate policy making arrangements

\_\_\_\_\_ Solid blue lines indicate arrangements for the direction and execution of policy

- - - - Broken red lines indicate arrangements for stakeholder participation

\_\_\_\_\_ Solid orange line indicate arrangements for cooperation



#### **4.1. The Eastern Cape Provincial Executive Council**

In terms of section 125(2) (b) of the Constitution, the Premier together with the other members of the Eastern Cape Provincial Executive Council (hereinafter referred to as 'the Executive Council'), is responsible for ensuring the implementation of the Disaster Management Act and makes all policy decisions in relation to disaster risk management in the Province.

In terms of section 29 of the Disaster Management Act, the Premier must designate a department in the provincial administration within which the centre must function.

The Member of the Executive Council (hereinafter referred to as the MEC) responsible for the Department of Local Government and Traditional Affairs (DLGTA) designated with Disaster Risk Management by the Premier must;

- establish a disaster risk management centre in the province (section 29(1) of the Disaster Management Act) which must function within a Department of Local Government and Traditional Affairs.
- establish institutional mechanisms to facilitate integrated disaster risk management to give effect to the Province's responsibilities in terms of the Disaster Management Act, the National Disaster Management Framework and other related regulations and directives;
- establish mechanisms for the application of joint standards of practice to facilitate the coordination of disaster risk management activities amongst provincial organs of state and relevant external role players with disaster risk management, responsibilities in the province.

- give effect to the principles of co-operative governance in accordance with Chapter 3 of the Constitution in the implementation of the Disaster Management Act;
- monitor the implementation of the requirements of the Disaster Management Act and the execution of the provincial disaster risk management framework in the province;
- establish mechanisms, through the Premier's intergovernmental forum and other provincial intergovernmental and interprovincial forums, for coordinated disaster risk management between the Province of the Eastern Cape, the 2 Metropolitan and 6 District municipalities in the province and neighbouring Provinces. Such mechanisms must include the application of joint standards of practice and joint planning to deal with any prevailing cross-boundary risks;
- has primary responsibility for the coordination and management of provincial disasters that occur or threaten to occur in the Province of the Eastern Cape (section 40 (2) of the Disaster Management Act);
- may, in the case where an event has been classified by the head of the EC PDRMC as a provincial disaster, declare, by notice in the provincial gazette, a provincial state of disaster if existing legislation and contingency arrangements do not adequately provide for the provincial executive to deal effectively with the disaster, or if other special circumstances warrant such declaration (section 41 of the Disaster Management Act).
- may, if a provincial state of disaster has been declared, make and/or invoke regulations, issue directions or authorise the issue of directions (section 41(2) of the Disaster Management Act); and

The Premier, on receiving a report from the Member of the Executive Council (MEC) responsible for disaster risk management, must take the necessary action in terms of section 60(1) of the Disaster Management Act in the event that a provincial organ of state fails to submit information requested by the Eastern

Cape Provincial Disaster Risk Management Centre (hereinafter referred to as 'the centre') or fails to submit a copy of its disaster risk management plan or any amendments to the plan to the centre (sections 32(2)(a) and (b) and section 38(3)(b) of the Disaster Management Act).

#### **4.2 Disaster risk management reports to the Executive Council**

In order for the Executive Council to continuously monitor the implementation of the requirements of the Disaster Management Act and the execution of the provincial disaster risk management framework, all provincial organs of state must include in their reports to the relevant cluster committees and to the provincial executive, detailed performance reports on their disaster risk management activities.

#### **4.3 Annual reports to the provincial legislature**

In compliance with section 36 of the Disaster Management Act, the centre must, within 30 days of the end of the financial year, submit an annual report to the MEC responsible for the Department of Local Government and Traditional Affairs in which the centre is located. The report must be prepared in consultation with the two Metropolitan and six District Municipalities in the Province.

The MEC must submit the report to the provincial legislature within 30 days after he or she has received the report from the Centre.

**The Centre must, at the same time that its annual report is submitted to the MEC, submit a copy of the report to the National Disaster Management Centre (NDMC).**

#### **4.4 Performance reports**

The Centre must submit a report on its performance to every meeting of the relevant cluster committee/s of the provincial legislature. Performance reports

must be prepared according to a predetermined format based on the Key Performance Indicators (KPIs) of the Centre.

#### **4.5. Reports on priority risk reduction planning**

The Centre must submit a report on priority risk reduction planning to the MEC before the end of each financial year. The report must include:

- the disaster risks that were identified in the disaster risk profile as priorities;
- risk reduction initiatives, strategies, plans and actions developed and implemented by provincial organs of state to avert or limit priority risks during the year under review; and
- priority risk reduction initiatives, strategies, plans and actions by provincial organs of state for the ensuing year (section 3.2.4 of the NDMF).

##### **4.5.1 The Head of the EC PDRMC**

In terms of section 31(1) of the Disaster Management Act, the MEC responsible for the Department of Local Government and Traditional Affairs in which the centre is located must appoint a suitably qualified person as the Head of the Centre<sup>1</sup>. The appointment of the Head of the Centre is subject to the applicable legislation governing the public service and must be formally made in writing. The person appointed as the Head of the Centre holds office subject to terms and conditions set out in a written employment contract which must include terms and conditions setting performance standards; as well as subject to legislation governing the public service. The appointment letter must clearly state that the person has been appointed as the Head of the Centre, regardless of the departmental designation of the position filled by the person so appointed.

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<sup>1</sup> SP3: Parameters for the appointment of the HoC and key output goals

The Head of the Centre is responsible for the exercise by the centre of its powers and the performance of its duties. The head takes all the decisions of the centre in the exercise of its powers and the performance of its duties, except decisions taken by another person in consequence of a delegation by the Head of the Centre. The head performs the functions of office in accordance with section 30(1) of the Act

The Head of the Centre performs the functions of office:

- in accordance with the NDMF and the key responsibilities prescribed in the NDMF;
- in accordance with the EC PDRMPF;
- subject to the directions of the MEC responsible for the Department of Local Government and Traditional Affairs
- in accordance with the administrative instructions of the head of the provincial department in which the centre is located; and
- subject to the Public Finance Management Act, 1999.

#### **4.5.2 Delegation or assignment of the powers of the head of the centre**

The Head of the Centre may, in writing, delegate any of the powers or assign any of the duties entrusted to the centre in terms of the Disaster Management Act to a member of staff of the centre. The head of the provincial department in which the centre is located must give effect to such delegation or assignment of powers. Such delegation is, however, subject to limitations or conditions that the head of the centre may impose. Such delegation or assignment of powers does not divest the head of the provincial disaster risk management centre of the responsibility concerning the exercise of the delegated power or the performance of the assigned duty.

The head of the provincial disaster risk management centre may confirm, vary or revoke any decision taken in consequence of a delegation or assignment, but no such variation or revocation of a decision may detract from any rights that may have accrued as a result of such a decision.

#### **4.6 Cooperation with national and municipal spheres, neighbours and international role players**

The centre must establish mechanisms to ensure the application of the principles of cooperative governance and to forge links with all neighbouring provinces and with Lesotho for the purposes of integrating and coordinating disaster risk management initiatives, planning and operations; establishing joint standards of practice; as well as to foster cooperation with international role players in the field of disaster risk management.

##### **4.6.1 Cooperative governance**

The centre must establish and maintain mechanisms to ensure that effect is given to the principle of cooperative governance. These mechanisms must include but not be confined to:

- Strengthening capacity by facilitating and fostering partnerships between relevant existing structures, organisations and institutions and engaging existing skills and expertise within Province, other provinces, institutions of higher learning, the private sector, NGOs and communities;
- Concluding intergovernmental implementation protocols, mutual assistance agreements (MAAs) and memoranda of understanding (MOUs) <sup>2</sup>with alliance partners;

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<sup>2</sup> The South African Disaster Risk Management Handbook Series: Resource Document 11

#### **4.6.2 Cooperation with the National Disaster Management Centre, with neighbouring provincial disaster risk management centres and with disaster risk management authorities in neighbouring states**

The EC PDRMC must establish and maintain mechanisms to facilitate cooperation with the NDMC, neighbouring disaster risk management centres and with disaster risk management authorities in neighbouring states

These mechanisms must include but need not be confined to:

- participation of the MEC responsible for disaster risk management in the province on the national Intergovernmental Committee on Disaster Management and in MinMEC (Forum of Ministers and Members of the Executive Councils);
- participation of the MEC responsible for disaster risk management in the Premier's Intergovernmental Forum (section 18 of the Intergovernmental Relations Framework Act No. 13 of 2005)
- participation of the MEC responsible for disaster risk management in discussions and consultations on disaster risk management matters at Political MuniMEC ;
- participation of the MEC responsible for disaster risk management in relevant inter-provincial forums where cross-boundary risks have been identified;
- participation of the portfolio councilors responsible for disaster risk management in the metropolitan and district municipalities in the EC Political MuniMEC
- participation of the head of the EC PDRMC in the NDMAF;
- participation of the head of the EC PDRMC in the meetings convened by the head of the NDMC with the heads of all provincial disaster risk management centres;
- participation in any relevant Provincial Disaster Assistance Response Teams (PDARTs);

- participation by the Head of the Centre in the PDRMAFs of the neighbouring provinces and Lesotho; as well as in planning processes by technical task teams for specific identified priority cross boundary risks;

#### **5. Development and adoption of integrated disaster risk management framework**

The province is responsible for establishing and implementing a disaster risk management framework that makes provision for an integrated, coordinated and uniform approach to disaster risk management in the province.

In order to maintain consistency with section 4 of the Disaster Management Act, the MuniMEC serves as the political forum for disaster risk management in the province and is responsible for:

- advising and making recommendations to the Provincial Legislature on issues relating to disaster risk management in the Province;
- establishing mechanisms for the development and adoption of an integrated disaster risk management framework for the Province, and for any amendments to the framework<sup>3</sup>;
- ensuring that there is uniformity in the application of the disaster risk management framework amongst provincial organs of state;
- ensuring that there is uniformity in the application of the disaster risk management framework in municipalities in the province;
- reporting to the Provincial Legislature on the coordination of disaster risk management in the province, including the application of joint standards of practice; and
- making recommendations to the Provincial Legislature on the declaration of a provincial state of disaster.

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<sup>3</sup> SP 1: The policy making process for disaster risk management in the province

In order to give effect to the principle of co-operative government and to comply with sections 4 and 28(2) of the DM Act, the EC MuniMEC will serve as the political mechanisms for consultation with the municipalities in the province on matters relating to disaster risk management policy.

All matters relating to disaster risk management policy for the Province must also be referred to:

- any other relevant provincial intergovernmental forums
- any relevant interprovincial forums

### **5.1. Location of the Provincial Disaster Risk Management Centre**

In compliance with section 29 (1) of the Disaster Management Act, the Executive Council has resolved to physically locate the Eastern Cape Provincial Disaster Risk Management Centre at Bhisho.

The centre must be permanently established and fully functional within three year/s of the adoption of this framework.

#### **5.1.1. The Eastern Cape Provincial Disaster Risk Management Centre**

To optimally perform its statutory responsibilities for the direction and execution of disaster risk management policy in the province, the centre must be adequately resourced in terms of personnel, systems and infrastructure. It must comply with the minimum criteria for the employment of suitably skilled personnel, systems and infrastructure set out in the national guidelines which must be approved and adopted by the MEC.

## **5.2. Integrated execution of disaster risk management policy across provincial organs of state**

In terms of the DM Act and the NDMF, every organ of state in the province must:

- determine its role and responsibilities in relation to disaster risk management;
- assess its capacity to fulfil those responsibilities;
- develop and implement policy that is relevant for its functional area for the purpose of executing its disaster risk management responsibilities.

Where capacity is lacking, it must be supplemented by collateral support and the sharing of resources among departments and by engaging the assistance of the private sector and NGOs. The parameters of such assistance must be clearly defined in implementation protocols concluded in terms of section 35 of the Intergovernmental Relations Framework Act No. 13 of 2005, memoranda of understanding or mutual assistance agreements and must be included in the policy of the relevant provincial organ of state<sup>4</sup>.

Each provincial organ of state must ensure that its disaster risk management responsibilities are integrated into its routine activities. These responsibilities must be reflected in the performance agreements of the relevant role players in each organ of state and key performance indicators (KPIs) must be provided for the execution of those responsibilities; and that subject to sections 16 and 25 of the Public Finance Management Act, 1999, it establishes mechanisms to financially contribute to response efforts and post disaster recovery and rehabilitation and to bear the cost of repairing or replacing the public infrastructure for which it is responsible.

The head of each provincial organ of state must identify a functionary and an alternate to serve as its focal point for disaster risk management. The

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<sup>4</sup> Refer to National Guidelines for developing mutual assistance agreements and memoranda of understanding for disaster risk management purposes in a province.

responsibilities of disaster risk management focal points must be executed in accordance with predetermined performance criteria and KPIs. The disaster risk management focal point and alternate so identified must be appointed to represent the relevant organ of state on the EC PDRMAF by the MEC responsible for disaster risk management.

The disaster risk management framework of all provincial organs of state must be developed, approved and adopted within 2 years of the adoption of this framework. Once adopted the relevant policies must be incorporated as supporting policy to this framework.

To give effect to the principles of cooperative governance and to ensure integration and uniformity among provincial organs of state for the execution of disaster risk management policy, the centre must establish a Provincial Interdepartmental Disaster Risk Management Committee (PIDRMC).

The purpose of the PIDRMC is to provide a technical forum to ensure the integration of *internal* planning of all key departmental functionaries (or those of other entities) who have statutory responsibilities for disaster risk management or for any other national or provincial legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the Act. The PIDRMC must function in accordance with approved and adopted terms of reference, which define the composition, and the scope of the committee's operations. The terms of reference must be in accordance with the national guidelines<sup>5</sup>.

Integrating the execution of disaster risk management policy between the provincial and the metropolitan and district municipalities in the province

The head of the centre must, in consultation with the two metropolitan and the six district municipalities in the province establish mechanisms to ensure integration and joint standards of practice in the execution of disaster risk management

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<sup>5</sup> The South African Disaster Risk Management Handbook Series: Template 4

policy in the province. The mechanisms must be clearly defined and adopted by the parties concerned and must be documented as supporting policy to this framework<sup>6</sup>.

#### **5.2.1. Integrated execution of disaster risk management policy in the metropolitan and district municipalities in the province**

The municipal councils of each Metropolitan and of each district municipality in the province must ensure that adequate institutional arrangements are in place for the integrated execution of their disaster risk management responsibilities as required by the Disaster Management Act particularly in respect of sections 47, 48, 49, 50, 52 and 53 of the Act and section 1.3 of the National Disaster Management Framework. .

Each municipality must establish and maintain a structure for the coordination of disaster risk management in its municipality. The purpose is to provide a *technical* forum which will ensure integrated, coordinated and uniform disaster risk management planning and operations within the municipality as well as making provision for stakeholder participation.

The head of the EC PDRMC must, through a process of consultation with all municipalities in the province, facilitate the development, adoption and implementation of uniform criteria for the following:

- The establishment of institutional arrangements and organisational mechanisms for the integrated execution of disaster risk management policy in all municipalities in the province, including arrangements for the engagement of stakeholder participation, the inclusion of indigenous knowledge, and technical advice. Such arrangements must include the

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<sup>6</sup> SP 2: The mechanisms for integrated direction and execution of disaster risk management policy between the province and the metropolitan and district municipalities

establishment of disaster risk management structures and mechanisms in municipal wards.

- The integration of disaster risk management planning and operations into municipal IDPs and other developmental programmes of all municipalities in the province.
- In the case of district municipalities decentralised arrangements must be established which must include the establishment of satellite centres in accordance with the guidelines defined and documented as supporting policy to this framework<sup>7</sup>.

The criteria must be clearly defined, documented and adopted as policy by the metropolitan and district municipalities.

### **5.3. Stakeholder participation and technical advice in the province**

The head of the EC PDRMC must establish arrangements to enable stakeholder participation and the engagement of technical advice in disaster risk management planning and practice in the Province. Such arrangements must include but not be confined to the following:

- Establish a Provincial Disaster Risk Management Advisory Forum (PDRMAF) for the Eastern Cape Hereinafter referred to as 'the forum'. The forum must be composed of representatives of all key disaster risk management stakeholders in the Province, the heads of Municipal Disaster Risk Management Centres in the Province, the heads of neighbouring Provincial Disaster Risk Management Centres; technical experts, institutions of higher education, non-governmental organisations and the private sector. Reciprocal representation should also be forged with the disaster risk management authority in Lesotho. The composition of the forum must be consistent with section 37 of the Disaster Management Act.

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<sup>7</sup> SP 3: Minimum criteria for the establishment of Satellite Disaster Risk Management Centres

- The forum must function in accordance with predetermined terms of reference that define the composition and the scope of the forum and its operations. The Terms of Reference must be in accordance with the national guidelines for the establishment and functioning of Disaster Risk Management Advisory Forums<sup>8</sup>.
- Through the forum the centre must establish technical task teams and task them with the development and the implementation of disaster risk management plans based on the disaster risk profile of the Province. Technical task teams must develop their own terms of reference which define the minimum composition of the team, the scope of operations, responsibilities, reporting, budgeting and time frames for each project;

Plans to be developed by technical task teams must include:

- hazard-specific contingency plans for known priority risks;
  - plans for the coordination and management of response and recovery operations;
  - vulnerability reduction;
  - specific priority risk reduction programmes and projects groups, communities, areas and developments that due to their multiple vulnerabilities are at high-risk to disasters; and,
  - any other relevant disaster risk management programmes and operations in the province.
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- The management of all disaster risk management projects undertaken in the Province must be methodologically and technologically compliant with the specifications approved and adopted by the National Disaster Management Centre;

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<sup>8</sup> The South African Disaster Risk Management Handbook Series: Template 5

- A programme for the recruitment, training and participation of volunteers in disaster risk management in the province should be developed, adopted and implemented.

## **6. Key Performance Area 2: Disaster Risk Assessment**

### **6.1. Introduction**

Conducting disaster risk assessments is fundamental for the development and implementation of effective disaster risk management policies and plans in the province. All disaster risk management planning and the development and application of disaster risk reduction policies in the province's area must therefore be informed by disaster risk assessment information. Disaster risk assessment information must also be used to guide priority setting for risk reduction programmes undertaken by Provincial organs of state, Municipalities and other role players in disaster risk management in the Province's jurisdiction.

### **6.2. Role of the Provincial Disaster Management Centre in Disaster Risk Assessment**

The Eastern Cape Provincial Disaster Risk Management Centre (EC Provincial Disaster Risk Management Centre) must establish the necessary capability to generate a Provincial Indicative Disaster Risk Profile and to maintain the profile's dynamic character by continuously monitoring and updating it. Disaster risk information generated by Provincial and Municipal organs of state and research commissions in the Province must be consolidated by the EC PDRMC to provide a Provincial Indicative Disaster Risk Profile that is in accordance with National requirements. The Risk Profile must include maps that represent the priority risks affecting the Province as a whole, as well as recorded losses for specific threats.

The centre must also implement mechanisms for the ongoing monitoring of risks prevailing in neighbouring jurisdictions that may pose a risk to the Province's area.

Conducting comprehensive disaster risk assessment involves the following four stages:

- Stage 1: Identify the specific disaster risk(s);
- Stage 2: Analyse the disaster risk(s);
- Stage 3: Evaluate the disaster risk(s); and,
- Stage 4: Monitor disaster risk reduction initiatives and update and disseminate disaster risk assessment information.

The specifications in the National guidelines for conducting Stage 1 of disaster risk assessments include the requirement that disaster risks in Municipal areas must be represented *at least* at Municipal ward level. Given the fact that the area of jurisdiction of a Province is *the same* as the combined area of all the wards of all of the Municipalities (Metropolitan and Local) in the Province, it is unnecessary for the Province to independently commission a repeat of Stage 1 of the disaster risk assessments for the same geographical areas because this would result in a duplication of work and fruitless expenditure.

The EC PDRMC must enter into partnerships with District Municipalities in the Province to support them in commissioning disaster risk assessments in Local Municipalities. Adopting this approach will contribute to uniformity in methodology across the Province and will also obviate the need for each Municipality to establish a Technical Advisory Committee (TAC) because a single Provincial TAC on which all Metropolitan and District Municipalities are represented, could be established and serve the same purpose. Establishing uniformity in the methodology adopted is critical in facilitating the consolidation of disaster risk

assessment for the development of an Indicative Disaster Risk Profile for the Province.

The centre must ensure that all Provincial and Municipal organs of state with responsibilities for disaster risk management in the Province conduct systematic disaster risk assessments prior to the implementation of any risk reduction programmes. The centre must ensure that disaster risk assessments are an integral component of the planning phase of all developments of provincial significance and of any significant initiatives that affect the natural environment in the Province's area. It is also the centre's responsibility to ensure that disaster risk assessments are undertaken when indicators suggest changing patterns of risk that could increase the risk of significant disaster impacts in the Province.

### **6.3. Disaster risk assessment methodology**

The centre must ensure that the methodology used in all disaster risk assessments undertaken in the Province is consistent with predetermined terms of reference<sup>9</sup> that are based on the National requirements.

The terms of reference for conducting the disaster risk assessment must be community based, must take into account indigenous knowledge and must include the criteria for, but need not be confined to, the following components:

- assessing disaster risk;
- generating a Provincial Indicative Disaster Risk Profile (PIDRP) for the Province;
- risk and hazard mapping; and
- the implementation of mechanisms by the centre to ensure:

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<sup>9</sup> The South African Disaster Risk Management Handbook Series: Template 9.

- the interfacing of disaster risk assessment findings with disaster risk management planning;
- the assignment of responsibilities for the monitoring, updating and disseminating of disaster risk information; and
- the development and implementation of mechanisms to ensure quality control in the conduct of disaster risk assessments and the application of assessment findings.

**User note:**

**The high cost of conducting scientific disaster risk assessments is acknowledged and for this reason organs of state and Municipalities are urged not to allow the lack of available funds to delay the development of response and recovery plans but rather as an interim measure to use qualitative disaster risk assessment information to inform these planning processes.**

## **7. Key Performance Area 3: Disaster Risk Reduction**

### **7.1. Introduction**

The core principles of disaster risk reduction are inherent to the Disaster Risk Management Framework of the Province of the Eastern Cape.

Building resilient communities, environment and infrastructure is the combined responsibility of all stakeholders with disaster risk management responsibilities in the Province. The development and implementation of disaster risk management plans and programmes that focus on integrating disaster risk reduction into ongoing developmental programmes and initiatives is a strategic priority for all Provincial organs of state and all Municipalities in the Province.

## **7.2. The disaster risk management framework and disaster risk management plans**

The disaster risk management framework and disaster risk management plans are the strategic mechanisms through which the core principles of disaster risk reduction are integrated and coordinated across the organs of state within the Province; across the departments within municipalities; and between the Municipalities and the Province.

This disaster risk management framework is also the guiding and coordinating policy instrument for ensuring a uniform approach to disaster risk management by all role players and stakeholders, including parastatals, non-governmental organisations, the private sector, institutions of higher learning and communities.

The Provincial Disaster Risk Management Centre is responsible for facilitating the development, adoption and implementation of the disaster risk management frameworks and plans in its area in consultation with relevant role players and stakeholders and for their regular review and updating.

The disaster risk management plans of the Province must be aligned and integrated with any other relevant developmental planning taking place in the Province.

Figure 4 below reflects the relationship between disaster risk management frameworks and disaster risk management plans across organs of state within the Province and between the Province and Municipalities. It also provides an illustration of the various components of disaster risk management plans for a Province, namely:

- response and recovery planning components;
- strategic developmental planning component for vulnerability reduction (common vulnerabilities); and

- specific risk reduction planning components.

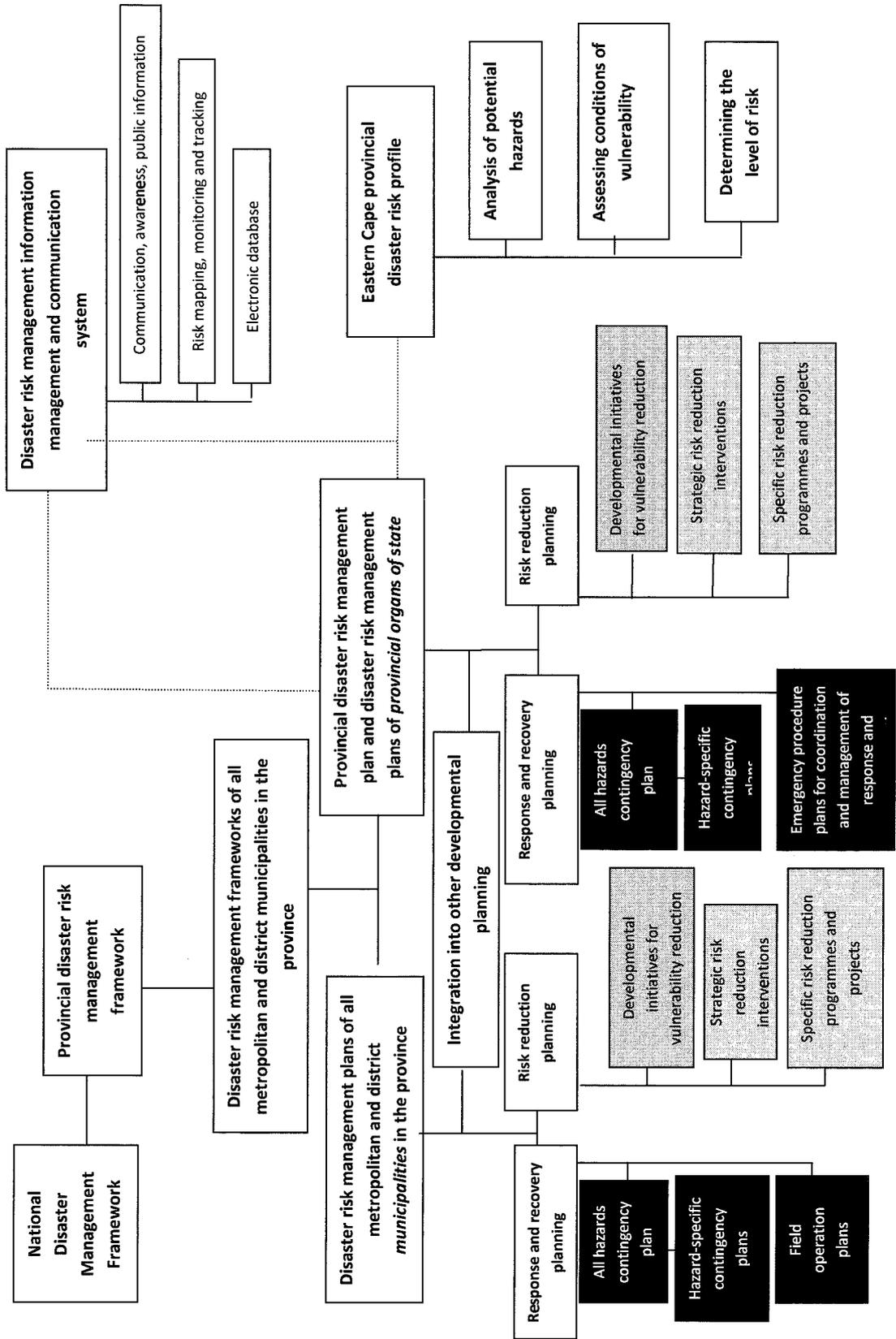
**In figure 4 below:**

**The red boxes show the response and recovery planning components.**

**The orange boxes show the strategic developmental planning component for vulnerability reduction (common vulnerabilities)**

**The green boxes reflect specific risk reduction planning components**

**Figure 4: Diagram showing the relationship between disaster risk management frameworks and disaster risk management plans across organs of state within the Province and between the Province and municipalities**



### **7.2.1. Disaster Risk Management Frameworks**

The centre must develop, implement and maintain a disaster risk management framework for the Province, which is current; provides a coherent, transparent and inclusive policy; which anchors uniformity and joint standards of practice as cornerstones; and is consistent with the National disaster risk management framework.

The Nelson Mandela Bay and Buffalo City Metropolitan Municipalities and each District municipality in the Province must develop and implement a disaster risk management framework for their jurisdiction, which is consistent with the National Disaster (Risk) Management Framework, and with the Disaster Risk Management Framework of the Province of the Eastern Cape.

The centre must submit a copy of its disaster risk management policy framework to:

- the National Disaster Management Centre (NDMC)
- the disaster risk management centre of each of the six District Municipalities in the Province
- the disaster risk management centre of the Nelson Mandela Bay and Buffalo City Metropolitan Municipalities
- the Disaster Risk Management Centres of neighbouring Provinces
- Disaster Risk Management structures in Lesotho

All municipal disaster risk management centres in the Province must submit copies of their disaster risk management framework to the Provincial centre and to neighbouring Municipal centres.

The centre must establish mechanisms to be followed for processing the establishment of, or any amendments to, the Provincial disaster risk management framework; as well as for all Municipal disaster risk management frameworks developed and established in the Province. Such mechanisms must be documented as supporting policy to this framework<sup>10</sup>.

### **7.3. Disaster Risk Management Plans**

The centre must develop and implement a framework for disaster risk management planning in the Province. The planning framework must be consistent with the National guideline to ensure the adoption of uniform methodology to achieve integrated, holistic and coordinated planning. The

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<sup>10</sup> SP 1: The policy making process for disaster risk management in the province

planning framework must set out the minimum requirements for the composition and scope of the Province's disaster risk management plans and must be developed in accordance with the three levels of Disaster Risk Management Plans prescribed in the National Disaster Risk Management Framework for Provinces (section 3.1.1.2) and in Volume 1 of the South Africa Disaster Risk Management Handbook Series.<sup>11</sup>.

Every Provincial organ of state and Municipality in the Province as well as Municipal departments and entities in the Province that have disaster risk management responsibilities must develop and submit disaster risk management plans to the EC PDRMC and to the NDMC,.

The centre must identify primary and support agencies<sup>12</sup> and must assign responsibilities to the identified agencies for the development and implementation of each priority disaster risk management plan, programme and project in the area of the Province.

The centre must prescribe deadlines for the submission of disaster risk management plans by Provincial organs of state and by Municipalities in the Province.

#### **7.4. Review of disaster risk management frameworks and plans**

The disaster risk management framework and the disaster risk management plans of the Province must be reviewed at least every two years as evidenced in annual reports to the relevant NDMC. In addition the Province's Disaster Risk Management Framework and the relevant disaster risk management plans must be reviewed following any significant event and/or disaster.

#### **7.5. Monitoring the effectiveness of risk reduction initiatives**

The centre must facilitate the development and implementation of mechanisms and methodologies to monitor the effectiveness of risk reduction initiatives. Documented evidence of risk reduction programmes and projects must be consolidated by the centre and must be included in annual reports

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<sup>11</sup> The South African Disaster Risk Management Handbook Series: Resource Document 8.

<sup>12</sup> Note: The term 'agencies' is used in this policy framework as a generic term to refer to all relevant stakeholders and role players tasked with responsibility for disaster risk management in the province. The agencies can include all or any of the following:

- regional representatives of relevant national and provincial organs of state;
- representatives of disaster risk management centres of the province and neighbouring authorities;
- all relevant departments and other entities in the province;
- metropolitan and district municipalities and the relevant municipal
- non-governmental organisations, community-based organisations, relevant parastatals, and relevant communities at risk.

to the NDMC, as specified by the Disaster Management Act, 2002. This information must be disseminated via the Province's disaster risk management website.

#### **7.6. Integrating risk reduction planning into other developmental planning**

The centre must ensure that response and recovery plans and risk reduction plans, programmes and projects are incorporated into any other developmental planning processes in the Province including integrated development plans, spatial development frameworks, environmental management plans and other strategic developmental plans and initiatives in the Province and in its Municipalities.

### **8. Key Performance Area 4: Disaster Response and Recovery**

#### **8.1. Emergency Communication System**

The centre must identify and establish strategic inter-sectoral, multi-disciplinary and multi-agency communication mechanisms and must ensure that such communication mechanisms are also accessible to at-risk communities and areas in the Province.

The centre must facilitate the development of a disaster risk management communication plan for the Province, which must be documented, adopted and implemented by the Province

#### **8.2. Dissemination of early warnings**

The centre must facilitate the establishment of people-centred early warning systems in Municipalities.

The centre is responsible for the technical identification and monitoring of hazards and must prepare and issue hazard warnings of Provincial significance. It must establish communication mechanisms and strategies to ensure that such warnings are disseminated immediately to Municipal disaster risk management centres in the Province for further dissemination to reach at-risk communities, areas and developments as speedily as possible.

### **8.3. Disaster Impact Assessment**

The centre must establish mechanisms for the application of uniform methodologies for conducting initial disaster impact assessments that are in accordance with the National guidelines. The purposes of initial disaster assessment are to:

- ensure the provision of immediate and appropriate response and relief measures;
- facilitate the classification of events as disasters and for the declaration of states of disaster;
- facilitate the prioritization and implementation of appropriate rehabilitation and reconstruction measures by Provincial and Municipal organs of state and other Municipal entities in the Province; and
- for the costing of disasters and significant events.

The mechanisms for conducting disaster impact assessments in the Province must be documented and included in disaster risk management plans.

### **8.4. Classification and declaration of disasters**

The head of the centre is responsible for the strategic coordination and management of responses to non-security related disasters and states of disaster classified as provincial disasters which occur or are threatening to occur. The head must make recommendations to the appropriate organ of state or statutory functionary on whether a provincial state of disaster should be declared in terms of section 41 of the Act.

The centre must establish the mechanisms for the rapid and effective classification and declaration of disasters in accordance with National guidelines and templates.

### **8.5. Integrated response and recovery operations**

Through the mechanisms of the EC PDRMAF the centre must identify and assign primary responsibility to relevant organs of state for response and recovery (contingency) planning for each known priority hazard. In addition supporting agencies must be identified and assigned responsibilities.

Primary and support agencies assigned for each priority hazard must be clustered into a technical task team or teams and the organs of state assigned with primary responsibility must facilitate the development by the technical task team of the response and recovery (contingency) plan or plans for the relevant known priority hazards. The primary agency must ensure that such plans are reviewed and updated annually as well as following significant events and disasters that have occurred.

The response and recovery plans to be developed for the Province must include:

- An All-hazards Contingency Plan
- Hazard-specific Contingency Plans (if relevant)
- Disaster Operations Centre Operational Procedures
- Departmental Operational Response Plans of Provincial organs of state

All response and recovery stakeholders must develop standard operating protocols for their functional areas and must ensure that all operational personnel understand and are well versed in the procedures.

The centre must ensure that the response and recovery plans are aligned with the National regulations to be developed by the NDMC in terms of section 4.3.2 of the National Disaster Management Framework so as to standardise and regulate the practice and management of multi-agency response and recovery operations in the Province.

The centre must monitor the implementation of, and compliance with, such regulations and directives by conducting multi-agency response debriefings after each significant event or disaster.

#### **8.6. Relief measures**

The centre must ensure the development of policy for the management of relief operations in the Province. The policy must be consistent with National regulations and directives.

The centre must monitor the implementation of, and compliance with such policy, regulations and directives.

#### **8.7. Integrated reconstruction and rehabilitation measures**

Through the mechanisms of the EC PDRMAF, the centre must establish multidisciplinary technical task teams for post disaster rehabilitation and reconstruction projects. It must also identify a lead agency and assign primary responsibility to the lead agency for the management of each project using Nationally adopted project management methodologies. Such methodologies must include mechanisms for the monitoring and submission of regular progress reports to the centre.

Lead agencies assigned with responsibilities for the development and implementation of post-disaster rehabilitation and reconstruction projects must ensure that all projects and programmes undertaken maintain a developmental focus and that the principle of 'build back better' is incorporated into all post-disaster rehabilitation and reconstruction projects. The centre is responsible for establishing mechanisms to monitor progress with such projects and programmes.

## **9. Performance Enabler 1: Information management and communication**

### **9.1. Introduction**

The centre must design, develop and implement comprehensive information management system (IMS) and an integrated emergency communication network (ECN), which establishes communication links with all disaster risk management role players and that complies with national requirements.

### **9.2. Data requirements**

The centre must define data requirements for the Province and must identify data sources. The centre must develop and implement methodologies for the collection and capturing of data, which are consistent with National requirements.

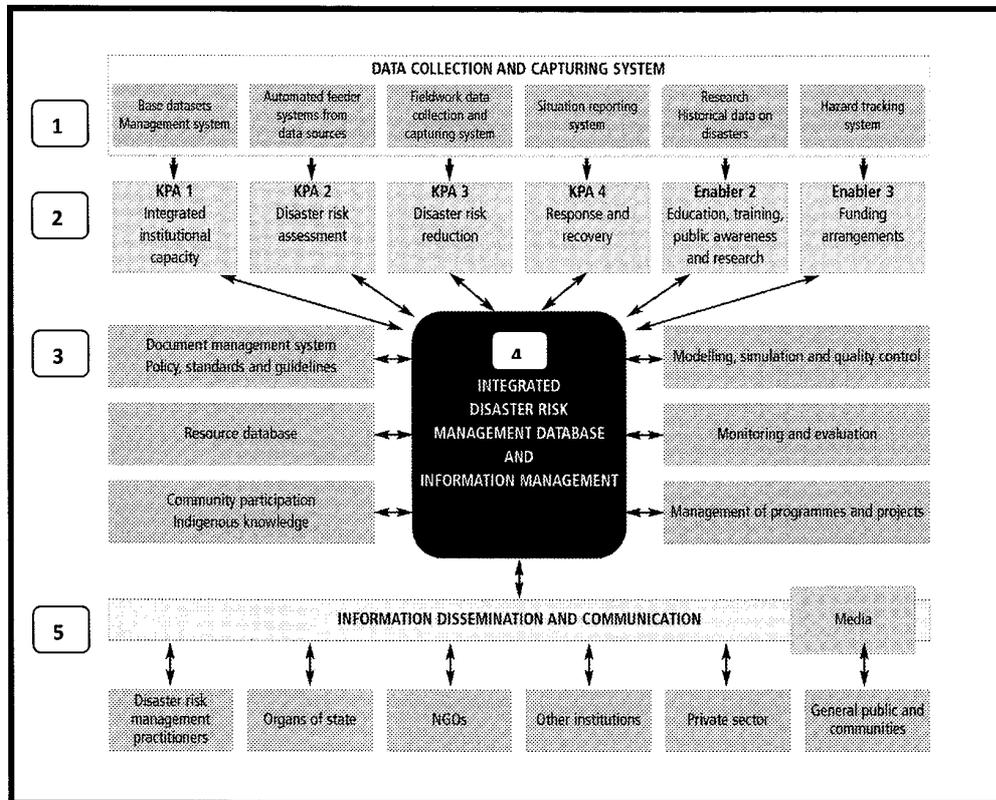
The centre must define and assign responsibilities to Provincial organs of state for the custody of data relevant to their functional area. The centre must also identify and enter into agreements with other relevant custodians of data to ensure availability, quality, reliability and currency of data.

### **9.3. Requirements of the information management system and emergency communication network**

The Province's IMS and ECN must be designed to support the requirements for:

- integrated institutional capacity
- disaster risk assessment
- disaster risk reduction plans, programmes and projects
- response and recovery operations
- knowledge management
- funding mechanisms and financial controls

Figure 4: The diagram in figure 4 below provides an overview of an integrated IMS and ECN.



## 10. Performance Enabler 2: Education, Training, Public Awareness and Research (ETPAR)

### 10.1 Introduction

Comprehensive mechanisms for education, training, public awareness and research (knowledge management,) supported by scientific research, must be developed and implemented to promote a culture of risk avoidance amongst stakeholders and role players.

### 10.2 A Provincial analysis of education, training and research resources and needs

The centre must conduct a scientific analysis of the education, training and research resources and needs in the Province to serve as the basis for the development of a Provincial disaster risk management education and training framework and to inform the development and implementation of appropriate education and training programmes.

### **10.3 A Provincial education, training and research framework for disaster risk management**

The centre must develop and implement an education, training and research framework for disaster risk management based on the analysis of resources and needs of the Province.

### **10.4 Provincial disaster risk management education and training programmes**

The centre must promote, support and monitor the implementation of education and training programmes for disaster risk management in the Province, in accordance with the National disaster risk management education and training framework.

### **10.5 Research programmes, information and advisory services**

The centre must establish a strategic disaster risk management research agenda for the Province and must promote the participation of research institutions in Provincial disaster risk management research programmes.

The centre must ensure the correlation between scientific research and Provincial disaster risk management policy and that research contributes to the development of technology.

The centre must establish mechanisms to enable ongoing national, regional, international information exchange and networking.

The centre must ensure that all stakeholders have access to the disaster risk management research database and to a comprehensive disaster risk management advisory service.

## **11. Performance Enabler 3: Funding arrangements for disaster risk management**

The centre must determine funding mechanisms for disaster risk management in the Province, which must include but not be confined to funding for:

- establishment of institutional arrangements for disaster risk management;
- conducting disaster risk assessments;
- planning and implementing disaster risk reduction projects and programmes;
- disaster response and recovery; and mechanisms for,
- education, training, public awareness and research for disaster risk management stakeholders.

Every Provincial organ of state that has disaster risk management responsibilities must, in terms of section 56 (2) (b) make provision in their budgets for the post-disaster repair or replacement of public infrastructure for which they are responsible to maintain.

The funding arrangements for disaster risk management in the Province must be approved and adopted by the Executive Council.

The disaster risk management funding arrangements must be reviewed annually.

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