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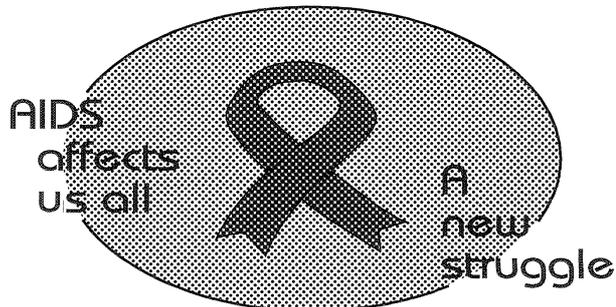
# Provincial Gazette Igazethi Yephondo Provinsiale Koerant

Vol. 21

BISHO/  
KING WILLIAM'S TOWN, 23 APRIL 2014

**No. 3162**  
(Extraordinary)

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# PROVINCIAL NOTICE

No. 23

**THE DISASTER RISK MANAGEMENT POLICY FRAMEWORK  
(DRMPF)  
FOR  
THE CHRIS HANI DISTRICT MUNICIPALITY  
(CHDM)**



**USER NOTE**

The supporting policy (SPs) documents contained in Annexures 1-13 underpin the Disaster Risk Management Policy Framework for the Chris Hani District Municipality by establishing specific parameters for complying with the relevant imperatives contained in the body of this policy framework. These annexures are thus the legal instruments aimed at ensuring that the national objective of uniformity and integration in the execution of disaster risk management legislation and policy in the municipality is achieved. They therefore *carry equal statutory obligation and status* as does that of the body of the policy framework.

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***List of acronyms and abbreviations used in the Chris Hani District Municipality Disaster Risk Management Policy Framework***

<b>CBO</b>	Community Based Organisation
<b>CCC</b>	Central Communications Centre
<b>CHDM</b>	Chris Hani District Municipality
<b>DIS-LOC</b>	Forum for co-operation and integration between the Chris Hani District Municipality DRMC and the local municipalities for disaster risk management
<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>DRMAF</b>	Disaster Risk Management Advisory Forum

<b>DRMC</b>	Disaster Risk Management Centre
<b>DRMPF</b>	Disaster Risk Management Policy Framework
<b>DVD</b>	Digital Versatile or Video Disk
<b>EC</b>	Eastern Cape
<b>ECN</b>	Emergency Communication Network
<b>ETPAR</b>	Education, Training, Public Awareness and Research
<b>FOP</b>	Field Operations Plan
<b>GIS</b>	Geographical Information Systems
<b>ICDRM</b>	Intermunicipality Committee on Disaster Risk Management
<b>IDP</b>	Integrated Development Planning
<b>IDRMC</b>	Interdepartmental Disaster Risk Management Committee
<b>IMDRP</b>	Indicative Municipal Disaster Risk Profile
<b>IMS</b>	Information Management System
<b>KPA</b>	Key Performance Area
<b>KPI</b>	Key Performance Indicator
<b>MAA</b>	Mutual Assistance Agreement
<b>MDRMC</b>	Municipal Disaster Risk Management Centre
<b>MOU</b>	Memorandum of Understanding
<b>MUNI-DIST</b>	Forum of Heads of Municipal DRM Centres and the DRMC of the Province of the Eastern Cape
<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>PE</b>	Performance Enabler
<b>SALGA</b>	South African Local Government Association
<b>SMS</b>	Short Message Service
<b>SP</b>	Supporting Policy
<b>TAC</b>	Technical Advisory Committee
<b>The centre</b>	The Chris Hani District Municipality Disaster Risk Management Centre
<b>The Council</b>	The Council of the Chris Hani District Municipality
<b>The district</b>	The area of jurisdiction of the Chris Hani District Municipality
<b>The DM Act</b>	The Disaster Management Act, No. 57 of 2002
<b>The Head of the Centre</b>	The Head of the Chris Hani District Municipality Disaster Risk Management Centre
<b>TTT</b>	Technical Task Teams
<b>TV</b>	Television
<b>UPS</b>	Uninterruptible Power Supply

### **Glossary of Disaster Risk Management terms and core concepts<sup>1</sup>**

#### **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 organisation needed to reduce the level of risk.

#### **Coping capacity**

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

#### **Disaster risk**

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

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, organisation, 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.

#### **(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.

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### **Definitions of other terms used in this Policy 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).

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CHRIS HANI DISTRICT MUNICIPALITY  
DISASTER RISK MANAGEMENT  
POLICY FRAMEWORK  
(CHDM DRMPF)

**1. Introduction.**—The manner in which disaster risk 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. 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 environments. A wide process of consultation was embarked on which culminated in the publication firstly of the Green Paper in 1998 and then, in 1999, the White Paper on Disaster Management was gazetted. The White Paper served to consolidate the reform process in disaster management in South Africa by setting out the following seven key policy proposals—

- The urgent integration of risk reduction strategies into development initiatives.
- The development of a strategy to reduce the vulnerability of South Africans especially poor and disadvantaged communities to disasters.
- The establishment of a National Disaster Management Centre (NDMC) to—
  - ensure that an effective disaster management strategy is established and implemented;
  - co-ordinate disaster management at various levels of government; and to
  - promote and assist the implementation of disaster management activities in all sectors of society.
- The introduction of a new disaster management funding system which—
  - ensures that risk reduction measures are taken;
  - builds sufficient capacity to respond to disasters; and
  - provides for adequate post-disaster recovery.
- The introduction and implementation of a new Disaster Management Act which—
  - brings about a uniform approach to disaster management;
  - seeks to eliminate the confusion created by current legislation regarding declarations of disasters; and
  - addresses legislative shortcomings by implementing key policy objectives outlined in the White Paper.
- The establishment of a framework to enable communities to be informed, alert and self-reliant and capable of supporting and co-operating with government in disaster prevention and mitigation.
- The establishment of a framework for co-ordinating and strengthening the current fragmented training and community awareness initiatives.

The seven policy proposals became the essence of the Disaster Management Act which was promulgated in 2002 (hereinafter referred to as “the DM Act”). In giving effect to the fact that managing disaster risk is the responsibility of a wide and diverse range of role players and stakeholders, the DM Act emphasises the need for uniformity in approach and the application of the principles of co-operative governance. In this regard it calls for integrated and co-ordinated disaster risk management policy which focuses on risk reduction as its core philosophy; and on the establishment of Disaster Risk Management Centres (DRMCs) in the three spheres of government to pursue the direction and execution of the disaster risk management legislation and 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. In terms of a proclamation in *Government Gazette* No. 26228 of 31 March 2004, the President proclaimed 1 April 2004 as the date of commencement of the DM Act in the national and provincial spheres and 1 July 2004 in the municipal sphere.

In order to achieve consistency in approach and uniformity in its application, section 6 of the DM Act mandates 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 as well as each district and metropolitan municipality is, in terms of sections 28 and 42 of the DM Act respectively, also mandated to “establish and implement a framework for

disaster risk management aimed at ensuring an integrated and uniform approach to disaster risk management” in its jurisdiction by all provincial and municipal organs of state; statutory functionaries of provinces and municipalities; local municipalities; statutory functionaries of local municipalities in the area of the district municipality; all municipal entities operating in its area; non-governmental organisations involved in disaster risk management; and by the private sector. Provincial and municipal policy frameworks must be consistent with the DM Act and with the NDMF.

The Disaster Risk Policy Framework (DRMPF) of the CHDM is thus the instrument which gives effect to these legislative imperatives.

**2. The context of Disaster Risk Management in the Chris Hani District Municipality.**—The CHDM is located in the northern half of the Province of the Eastern Cape. The district is completely landlocked being bounded to the south by the Cadadu and the Amathole District Municipalities; to the east by the O R Tambo District Municipality; by the Ukhahlamba District Municipality to the north; and by the Province of the Northern Cape to the west. There are eight local municipalities in the district.

The district is constantly threatened by hazards of natural, technological and environmental origins. It is increasingly exposed to the devastating effects of a range of severe hydro meteorological events including snow storms; floods; tornadoes and other severe weather events such as hailstorms and lightning; drought and veldt fires. The incidence of epidemic diseases of biological origin affecting humans and livestock such as cholera and swine fever 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 towns in the district 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.

Despite the fact that municipalities were only legally obliged to commence the implementation of the DM Act on 1 July 2004, and that funding arrangements were not as yet defined, the CHDM - 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 2002 it had, with the financial support of the Province of the Eastern Cape already established a temporary disaster risk management centre to address disaster risk management needs in the CHDM as an interim measure until October 2006 when the Premier of the Eastern Cape officially opened the CHDM Disaster Risk Management Centre (DRMC).

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

### **3. The Chris Hani District Municipality Disaster Risk Management Policy Framework (CHDM DRMPF)**

**3.1 Purpose.**—The purpose of this policy framework is to provide those with statutory disaster risk management responsibilities (in terms of the DM Act; the National Disaster Management Framework, 2005 (NDMF); the Disaster Risk Management Policy Framework (DRMPF) of the Province of the Eastern Cape and other applicable legislation) within the CHDM 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
- assessing 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 municipality.

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

**3.2 Vision.**—The Chris Hani District Municipality’s vision, which is consistent with that of the national government, is to achieve integrated disaster risk management in Council’s area and to ensure resilient communities living in a safe environment.

**3.3 Mission Statement.**—The Chris Hani District Municipality’s mission which is also consistent with that of the national government is to entrench the effective and efficient management of multi-disciplinary and multi-sectoral disaster risk management in the Chris Hani District, executed by committed and empowered people.

**3.4 Legislation and policies.**—In terms of section 41(1)(b) of the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996), the ultimate responsibility for disaster risk management in South Africa rests with government. In pursuance of this provision all spheres of government are required to “secure the well being of the people of

the Republic". According to Part A, Schedule 4, disaster management is a functional area of concurrent national and provincial legislative competence.

However, section 156(4) of the Constitution does provide for the assignment of the administration of any matter listed in Part A Schedule 4 which necessarily relates to Local Government, if that matter would most effectively be administered locally and if the municipality has the capacity to administer it. The assignment of the function must however be by agreement and subject to any conditions.

In this context Schedules 4 and 5 of Part B of the Constitution require local government to provide for functions which are closely allied to disaster risk management and in particular, section 152(1)(d) requires local government to "ensure a safe and healthy environment".

Due to high levels of unemployment poverty remains the pivotal factor which contributes towards individuals, households and communities lacking resilience to the impact of hazards in the Chris Hani District. This is of particular relevance in the South African scenario, with the huge legacy left by the Apartheid government of desperately impoverished and disadvantaged communities who as a result, are subject to high levels of disaster risk. It is also within these local communities where the smaller but much more frequent disasters occur and where the costs in terms of loss of lives and property and the financial burden are painfully borne (South Africa 1999)<sup>2</sup>.

Globally there is consensus that for the effective implementation of integrated and co-ordinated disaster risk reduction (which includes emergency preparedness and disaster response and recovery activities), the administration of the disaster risk management function must be focused in the local government sphere.

Clearly it is in this context then that the Minister has elected to assign the function, by way of national legislation, to Metropolitan and District Municipalities.

Accordingly in terms of the DM Act the function is assigned to this Council.

This policy framework, which establishes the policy of the council of the CHDM for the management of disaster risk in its jurisdiction, is constituted in terms of the DM Act; is consistent with the National Disaster Management Framework, 2005; with the DRMPF of the Province of the Eastern Cape; and is compliant with all applicable legislation, regulations, standards, codes and practices for disaster risk management in the CHDM.

**3.5 The scope and structure of the Chris Hani District Municipality Disaster Risk Management Policy Framework.**—In an effort to promote consistency; joint standards of practice; and to reduce costs, the CHDM participated in an interactive workshop together with the following municipalities—

- Alfred Nzo DM;
- Amathole DM;
- O R Tambo DM;
- Ukhahlamba DM;
- Buffalo City;
- Nelson Mandela Bay Metropolitan Municipality.

At the workshop consensus was reached on a generic template for municipal DRMPFs in the province. It was agreed by all participating district municipalities that the generic template would be used as a common municipal disaster risk management policy framework. Each participating municipality then identified specific sections which required customisation according to the relevant municipality's organisational requirements. This DRMPF is thus the product of this agreement. Furthermore in support of the core concepts of integration and uniformity the municipal DRMPF is structured in components consistent with those of the NDMF and of the DRMPF of the Province of the Eastern Cape – namely into four key performance areas (KPAs) supported by three performance enablers (PEs) as follows—

- KPA 1: Integrated Institutional Capacity for Disaster Risk Management;**
- KPA 2: Disaster Risk Assessment (DRA);**
- KPA 3: Disaster Risk Reduction;**
- 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.

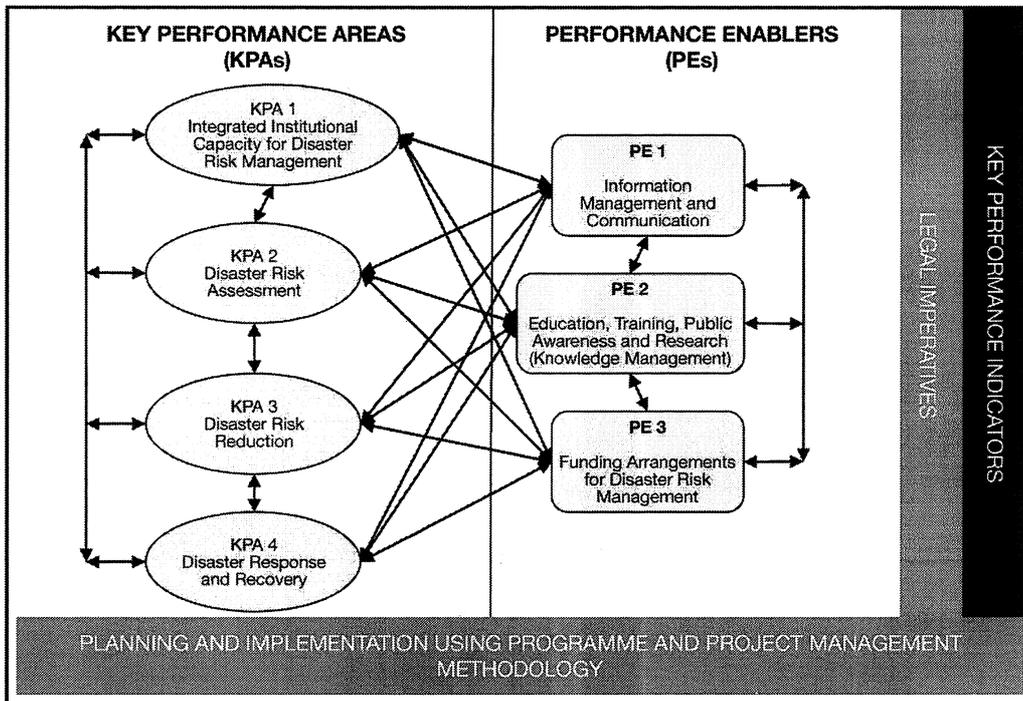
The three performance enablers facilitate and support the achievement of the objectives of each KPA and are detailed similarly as follows—

- PE 1: Information Management and Communication;**
- PE 2: Knowledge management;**
- PE 3: Funding.**

<sup>2</sup> The White Paper on Disaster Management, 1999.

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

**Diagram 1:** The diagram below illustrates the interdependencies between the 4 KPAs and 3 PEs and the requirement for the application of project management methodology for planning and implementation in accordance with the National Disaster Management Framework. It further illustrates the requirement for performance measurement through the identification of the legal imperatives and key performance indicators for implementation, as provided for in the CHDM DRMPF.



The policy framework is structured with the aim of facilitating easy reference and promoting user friendliness by confining the body of the policy framework to mandatory provisions for giving effect to the DM Act. The body of the policy framework is then amplified by specific supporting policy which is separated from the main body in cross referenced annexures.

In the policy 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 policy 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”**, **“why”** and **“where”** the imperative must be executed; and where relevant, time intervals are provided to define **“when”** and/or how frequently it must be done.

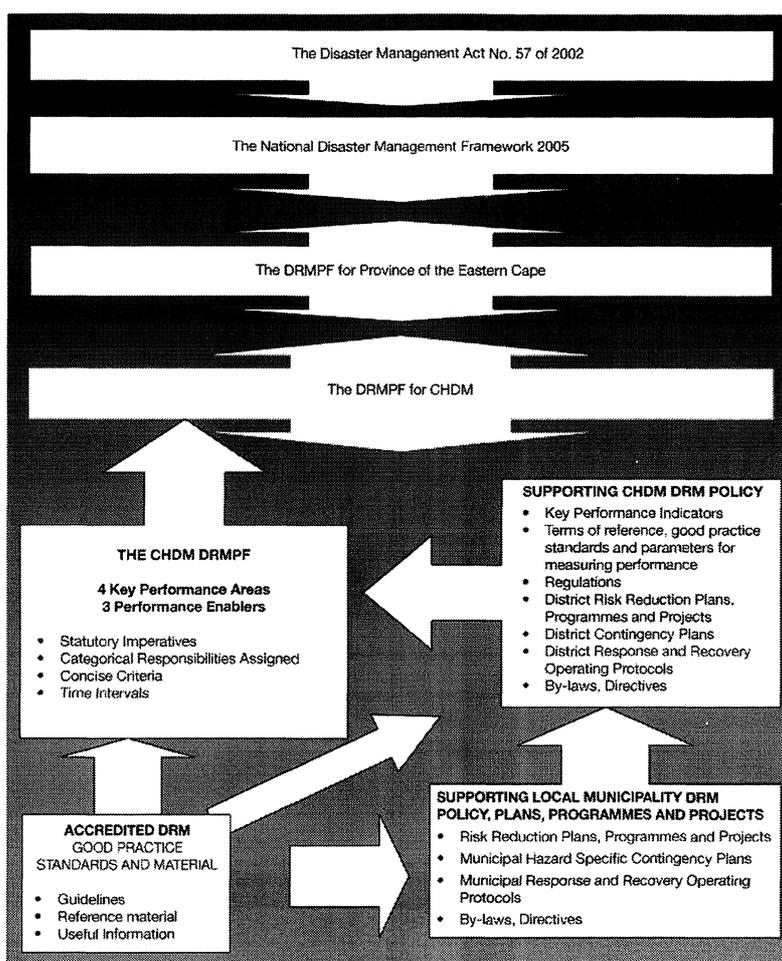
Furthermore, in compliance with the DM Act, Key Performance Indicators (KPIs) are included in the body of the policy for each KPA or PE, to provide the mechanisms against which the application of legislation and policy can be evaluated.

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.

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 municipality is achieved, and therefore *carries equal statutory obligation and status* as does that of the body of the policy framework.

The following diagram shows the scope and structure of the CHDM DRMPF and its relationship with provincial and national disaster risk management legislation and policy.

**Diagram 2: The scope and structure of the Chris Hani District Municipality Disaster Risk Management Policy Framework**



**4. Custodian of the Chris Hani District Municipality Disaster Risk Management Policy Framework.**—The Council of the CHDM is the custodian of the DRMPF.

The Head of the CHDM DRMC (hereinafter referred to as the Head of the Centre) must ensure the regular review and updating of the CHDM DRMPF and must ensure that the procedures for the establishment and implementation of the policy framework and any amendments thereto, as prescribed by section 42 of the DM Act are executed and that copies of the policy framework as well as any amendments thereto are submitted to—

- the National Disaster Management Centre (NDMC);
- the DRMC of the Province of the Eastern Cape;
- the eight local municipalities in the CHDM;
- the DRMCs of the neighbouring district municipalities and the Province of the Northern Cape; and
- all other relevant role players and stakeholders.

**5. Key Performance Area 1: Integrated Institutional Capacity for Disaster Risk Management in the Chris Hani District Municipality.**—The objective of this key performance area is to establish integrated institutional capacity within the district municipality to enable the effective implementation of disaster risk management policy and legislation.

**5.1 Arrangements for the development and adoption of integrated disaster risk management policy for the Chris Hani District Municipality and any amendments thereto.**—The municipal council is responsible for developing and establishing an integrated disaster risk management policy framework (DRMPF) which makes provision for an integrated, co-ordinated and uniform approach to disaster risk management by the municipality and statutory functionaries of the municipality; including the local municipalities in the CHDM and the statutory functionaries of the local municipalities in the area; all municipal entities operating in the CHDM; non-governmental organisations (NGOs) involved in disaster risk management; the private sector and individuals (section 42(1)) of the DM Act).

In order to maintain consistency with sections 4, 42(2) and 42(3) of the DM Act, and to give effect to the principles of co-operative government, the Executive Mayor of the CHDM must establish an Intermunicipality Committee on Disaster Risk Management (ICDRM). The purpose of the ICDRM is to provide a forum for consultation between the

CHDM and the local municipalities in the CHDM on matters relating to disaster risk management policy and to make recommendations to the Council of the CHDM in this regard.

The ICDRM 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 documented as supporting policy to this framework<sup>3</sup>.

Matters regarding disaster risk management policy for the district may also be raised at the District Intergovernmental Forum (IGF).

In addition the Executive Mayor must establish mechanisms for the development, adoption and implementation of disaster risk management policy for the CHDM<sup>4</sup>.

## 5.2 Integrated direction and execution of policy

**5.2.1 The Council.**—The Council makes all policy decisions in relation to disaster risk management for its jurisdiction.

If the objectives of the DM Act are to be achieved and in pursuance of the requirements of the NDMF (section 1.2.1) and the DRMPF of the Province of the Eastern Cape (section 5.2.4), the CHDM DRMC must be placed closest to the highest authority in the municipality.

**5.2.2 Location of the Disaster Risk Management Function.**—In terms of section 9 of the DM Act the national objective is to promote the integrated and co-ordinated management of disaster risk with a particular focus on disaster risk reduction by all organs of state and statutory functionaries in all three spheres of government, other role players and communities. The significance of this shift in policy lies not only in the challenge it poses for managing the integration required to close the gap between disasters and development, but also in the challenge it poses for managing the change in mindsets necessary to achieve integration.

In this regard, the DM Act gives effect to the national objective through the establishment of disaster risk management centres in all three spheres of government and the appointment of individuals to head up these centres. The responsibility for executing policy, ensuring the co-ordination and integration of risk reduction planning and practice, and making all ensuing decisions is vested in the head of the centre.

Furthermore, the nature of the powers, duties and decision-making responsibilities vested in the head of a municipal centre by the DM Act clearly indicates that the disaster risk management function is a management function and can no longer be defined solely as an emergency response function.

Managing the process of mainstreaming disaster risk reduction into developmental initiatives involves integrating and co-ordinating the plans and practices of a diverse range of stakeholders on a cross-functional basis. This cross-functionality extends not only to the spheres of government and the various departments within the administration of these spheres, but also to external stakeholders, including politicians, non-governmental organisations, community-based organisations, the private sector and communities.

Given all these factors, the location of the disaster risk management function in the organisational structure of a particular sphere is crucial to achieving the national objective.

In deciding on the location of the disaster risk management centre, sections 32(2)(b), 46(2)(a) and (b) and 60 of the DM Act also have to be taken into account. These provisions give the head of a centre the necessary legislative authority to compel relevant sectors and disciplines within each of the spheres of government and other role players to make information available upon request. Clearly, it would be very problematic for an incumbent in a relatively low-level post to exercise authority over his or her superior or superiors or, even more so, from within a line department which has a sectoral bias.

If the centre is to achieve its objectives and have the necessary stature to carry out the responsibilities conferred on it by the DM Act, it must be located where it can cut across sectors with disaster risk management responsibilities. The function must therefore be placed closest to the highest level of decision making in the respective spheres. Accordingly, in the case of the municipal sphere, it must in accordance with section 1.2.1 of the NDMF be located in the office of the Executive Mayor. This will not only demonstrate the commitment of the Chris Hani District Municipality to meeting its constitutional and legislative responsibilities for mainstreaming disaster risk reduction in development in its jurisdiction, but will also fast-track critical decision making when time is of the essence and lives, property, infrastructure and the environment are at risk.

**5.2.3 The Chris Hani District Municipality Disaster Risk Management Centre (CHDM DRMC).**—After consultation with the eight local municipalities in the district, Council, in compliance with section 43(2) of the DM Act, resolved that the CHDM DRMC be established and physically located in Queenstown.

<sup>3</sup> Annexure SP 1: Terms of reference for the establishment and functioning of the Chris Hani District Municipality's ICDRM.

<sup>4</sup> Annexure SP 1: Mechanisms for development, adoption and amendment of integrated Disaster Risk Management Policy for the Chris Hani District Municipality.

In order to enable the centre to optimally perform its statutory responsibilities for the direction and execution of disaster risk management policy in the municipality, the centre must be adequately resourced in terms of personnel, systems and infrastructure which must be in accordance with minimum criteria which comply with the national and provincial requirements and which are approved and adopted by Council.

The minimum criteria must be documented as supporting policy to this framework<sup>5</sup>.

The centre must be permanently established and fully operational within 2 years of the date of the commencement of the DM Act.

**5.2.4 The Head of the Centre.**—In terms of section 45(1) of the DM Act, Council must appoint a suitably qualified person as Head of the CHDM DRMC. The appointment is subject to the applicable provisions of the Municipal Systems Act, 2000<sup>6</sup>.

The Head of the Centre is responsible for the exercise by the Centre of its powers and the performance of its duties in accordance with section 44 of the DM Act and takes all the decision 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 of the Centre may delegate or assign the functions of office to another official in the event that he or she is absent or otherwise unable to perform the functions of office. The Municipal Manager must give effect to such delegation or assignment of powers. Such delegation is however subject to the limitations or conditions that the Head of Centre may impose; and does not divest the Head of the Centre of responsibility concerning the exercise of the delegated power or the performance of the assigned duty.

The Head of the Centre performs the functions of office—

- within the national disaster management framework and the key responsibilities prescribed in the NDMF;
- within the DRMPF of the Province of the Eastern Cape;
- within the DRMPF of the CHDM;
- subject to Council's Integrated Development Plan and other directions of Council, and in accordance with the administrative instructions of the municipal manager; and
- subject to the Local Government Municipal Finance Management Act, 2003.

The Head of the Centre must prepare a progress report on the DRMC's activities in consultation with the local municipalities in the district and must submit the report to every meeting of the portfolio committee.

In compliance with section 50 of the DM Act, the Head of the Centre must prepare a report in consultation with the local municipalities and must submit the report before 30 June annually, to the Executive Mayor. The Executive Mayor must submit the report to the Council within 30 days of receipt of the report from the Head of the Centre. The Head of the Centre must, at the same time that the report is submitted to the Executive Mayor, submit a copy of that report to the DRMC of the Province of the Eastern Cape; to the NDMC and to the local municipalities in the district.

**5.2.5 Integrated execution of disaster risk management policy amongst directorates and other municipal entities in the Chris Hani District Municipality.**—In terms of the DM Act, the DRMPF of the Province of the Eastern Cape and the NDMF, each municipal directorate and each other municipal entity must determine its role and responsibilities in relation to disaster risk management; must assess its capacity to fulfill those responsibilities; and must develop and implement policy that is relevant for its functional area for the purposes of executing its disaster risk management responsibilities. Where capacity is lacking it must be supplemented by collateral support and the sharing of resources among directorates and by engaging the assistance of the private sector and non-governmental organisations. The parameters of such assistance must be clearly defined in relevant intergovernmental implementation protocols; mutual assistance agreements and/or memoranda of understanding which must be included in the policy of the relevant directorate or other municipal entity.

Disaster risk management responsibilities must be integrated into the routine activities of the various sectors and disciplines within the relevant directorates or other entities and their substructures. These responsibilities must be reflected in the job descriptions of the relevant role players in each directorate or other entity and key performance indicators must be provided for the execution of those responsibilities.

The head of each directorate or other entity must identify and appoint a person to serve as the focal point for disaster risk management for the directorate or entity<sup>7</sup>. The responsibilities of disaster risk management focal points must be executed in accordance with the responsibilities detailed in the relevant supporting policy to this framework.

<sup>5</sup> Annexure SP 2: Minimum criteria for the establishment and operational functioning of the Chris Hani District Municipality's Disaster Risk Management Centre.

<sup>6</sup> Annexure SP 3: Parameters for the appointment of the Head of the Chris Hani District Municipality's Disaster Risk Management Centre and the establishment of key performance areas for disaster risk management for the Head of the Chris Hani District Municipality.

<sup>7</sup> Annexure SP 5: The designation, appointment and responsibilities of focal points for disaster risk management in municipal directorates and other municipal entities in the Chris Hani District Municipality.

The disaster risk management policy of all directorates or other entities must be developed, approved and adopted within 3 years of the commencement of the DM Act. Once adopted the relevant policies must be incorporated as supporting policy to this framework<sup>8</sup>.

In order to give effect to the principles of co-operative governance and to ensure integration and uniformity amongst directorates for the execution of disaster risk management policy, the centre must establish an Interdepartmental Disaster Risk Management Committee (IDRMC) for the municipality.

The purpose of the IDRMC is to provide a mechanism to ensure the integration of internal planning and the participation of all key functionaries (of directorates 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 DM Act. The IDRMC 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 documented as supporting policy to this framework<sup>9</sup>.

**Integrating the execution of disaster risk management policy between the district municipality and the eight local municipalities in the district.**—Council must, in consultation with the eight local municipalities in the district, establish decentralised arrangements which must include the establishment of satellite centres in accordance with the minimum criteria defined and documented as supporting policy to this framework<sup>10</sup>.

The Head of the Centre must establish mechanisms to ensure integration and joint standards of practice in the execution of disaster risk management policy amongst the local municipalities in the district.

The mechanisms must be clearly defined and documented as supporting policy to this framework<sup>11</sup>.

**5.2.6 Integrated execution of policy in local municipalities in the district.**—The Councils of local municipalities in the area of the CHDM must ensure that adequate institutional arrangements are in place for the execution of the municipality's responsibilities as required by the DM Act, particularly in terms of sections 50, 52 and 53 of the DM Act and of section 1.3.1.3 and 1.3.2.2 of the NDMF.

Each local municipality must establish and maintain a structure for the co-ordination of disaster risk management in its municipality. The purpose is to provide a technical forum which will ensure integrated, co-ordinated and uniform disaster risk management planning and operations within the municipality and which will provide for stakeholder participation.

The Head of the Centre must, through a process of consultation with the eight local municipalities in the district, facilitate the development, adoption and implementation of minimum criteria for—

- the establishment of institutional arrangements and organisational mechanisms for the integrated execution of disaster risk management policy in each of the eight local municipalities in the district including arrangements to ensure the engagement of stakeholder participation; indigenous knowledge and technical advice. Such arrangements must include the establishment of disaster risk management structures and mechanisms in municipal wards;
- the integration of disaster risk management planning and operations into the Municipal Integrated Development Plan and other developmental programmes in each of the eight local municipalities in the district.

The minimum criteria must be clearly defined and documented as supporting policy to this framework<sup>12</sup>.

**5.3 Arrangements for stakeholder participation and technical advice in disaster risk management in the Chris Hani District Municipality.**—The Head of the Centre must establish arrangements to enable stakeholder participation and the engagement of technical advice in disaster risk management planning and practice in the district.

Arrangements to enable stakeholder participation and the engagement of technical advice in the district must include but need not be confined to—

- the establishment of the CHDM Disaster Risk Management Advisory Forum (CHDM DRMAF) hereinafter referred to as the forum. The forum must be composed of representatives of all key disaster risk management stakeholders in the district; the head/s of neighbouring MDRMCs; representative/s of the DRMC of the Province of the Eastern Cape; technical experts; institutions of higher education; and the private sector;

<sup>8</sup> Annexure SP 4: Parameters for the development of policy for the execution of disaster risk management responsibilities by municipal directorates and other municipal entities in the Chris Hani District Municipality.

<sup>9</sup> Annexure SP 6: Terms of reference for the establishment and functioning of the Chris Hani District Municipality's Interdepartmental Disaster Risk Management Committee (IDRMC).

<sup>10</sup> Annexure SP 7: Arrangements for the decentralised execution of disaster risk management legislation and policy in the Chris Hani District Municipality.

<sup>11</sup> Annexure SP 8: Mechanisms for the integrated execution of disaster risk management policy between the Chris Hani District Municipality and the local municipalities in the area of the Chris Hani District Municipality: The CHDM DRM DIS-LOC Forum.

<sup>12</sup> Annexure SP 9: Parameters for the integrated execution of disaster risk management policy in the eight local municipalities in the Chris Hani District Municipality.

- the forum must function in accordance with terms of reference which define the minimum composition and scope of its operations. Such terms of reference must be included in the supporting policy to this policy framework<sup>13</sup>;
- the establishment and tasking of technical task teams for the development and the implementation of plans for disaster risk management based on the findings of disaster risk assessments. Plans to be developed by technical task teams must include hazard specific contingency plans for known priority risks; for response and recovery operations; for vulnerability reduction; and for specific priority risk reduction programmes and projects for high risk groups, communities, areas and developments with multiple vulnerabilities; including any projects and programmes originating from the strategic planning process; and for any other relevant disaster risk management programmes and operations in the municipality. Technical task teams must develop their own terms of reference which define the minimum composition, the scope of operations, responsibilities, reporting, budgeting and time frames for each project; and must ensure that the management of all disaster risk management projects undertaken in the municipality comply methodologically and technologically with the specifications approved and adopted by the National Disaster Management Centre (NDMC)<sup>14</sup>;
- the development, adoption and implementation of a programme for the recruitment, training and participation of volunteers in disaster risk management in the district.

**5.4 Co-operation with the national and provincial spheres, neighbours and international role players.**—The centre must establish mechanisms to ensure the application of the principles of co-operative governance and to establish links with Province of the Northern Cape and with all neighbouring district municipalities for the purposes of integrating and co-ordinating disaster risk management initiatives, planning and operations; establishing joint standards of practice; as well as to foster co-operation with international role players in disaster risk management.

**5.4.1 Co-operative governance.**—The centre must establish and maintain mechanisms to ensure that effect is given to the principles of co-operative governance which must include but need not be confined to—

- The development of mechanisms to strengthen capacity by facilitating and fostering partnerships between existing structures, organisations and institutions and engaging existing skills and expertise within the district, across municipal boundaries, with institutions of higher learning, the private sector, NGOs and with communities.
- Entering into intergovernmental implementation protocols; mutual assistance agreements (MAAs) and memoranda of understanding (MOUs) with such alliance partners.
- Developing and adopting minimum criteria for entering into intergovernmental implementation protocols, MAAs and MOUs which are included as supporting policy to this framework; and which are in accordance with the national guideline<sup>15</sup> which provide the legal framework and include the necessary details relating to financial arrangements, reimbursements and liability.

**5.4.2 Co-operation with national and provincial spheres and with neighbouring states.**—The centre must establish and maintain mechanisms to facilitate co-operation with the national and provincial spheres as well as between local municipalities which must include but need not be confined to—

- the participation of the Executive Mayor in discussions and consultation on disaster risk management matters; at the Premier's Intergovernmental Forum of the Province of the Eastern Cape (section 18 of the Intergovernmental Relations Framework Act, 2005);
- participation of the Head of the CHDM DRMC and other key municipal role players in relevant Co-ordinating Technical Support Structures (section 18 of the Intergovernmental Relations Framework Act, 2005);
- participation of the Head of the Centre in the DRMAF of the Province of the Eastern Cape;
- participation by the Head of the Centre in the meetings of the DRMC of the Province of the Eastern Cape with the Heads of MDRMCs;
- participation in Provincial Disaster Assistance Response Teams (PDARTs);
- participation by the Head of the Centre in the DRMAFs of the neighbouring districts of the CHDM and in any relevant disaster risk management forums of the Province of the Northern Cape; as well as in planning/technical task teams for specific identified priority cross boundary risks;
- inviting participation of the heads of neighbouring disaster risk management centres in the CHDM DRMAF and in relevant forums or structures of local municipalities as well as in planning by technical task teams for specific identified priority cross boundary risks;

13 Annexure SP 10: Terms of Reference for the establishment and functioning of the Chris Hani District Municipality's Disaster Risk Management Advisory Forum.

14 National Directive: Approved and adopted project management system.

15 As contained in the South African Disaster Risk Management Handbook Series.

- participation by the Head of the CHDM DRMC in the IDP and other developmental planning structures; and
- developing and implementing mechanisms for—
  - information sharing;
  - minimum criteria for information management systems and for strategic communication links;
  - compiling directories of institutional role players and resource databases;
  - submission of disaster risk management plans, reports and reviews to other spheres and to neighbouring centres.

**5.4.3 International co-operation.**—The centre must identify and establish mechanisms to enable the district to participate internationally in disaster risk management activities. Mechanisms must include procedures for engaging with expertise and accessing resources available from international relief and humanitarian organisations; seeking membership of international bodies and professional institutes; and establishing links with disaster risk management centres, entities and professionals performing similar functions in other countries.

The diagram overleaf provides an overview of the arrangements for Integrated Institutional Capacity for disaster risk management in the CHDM.

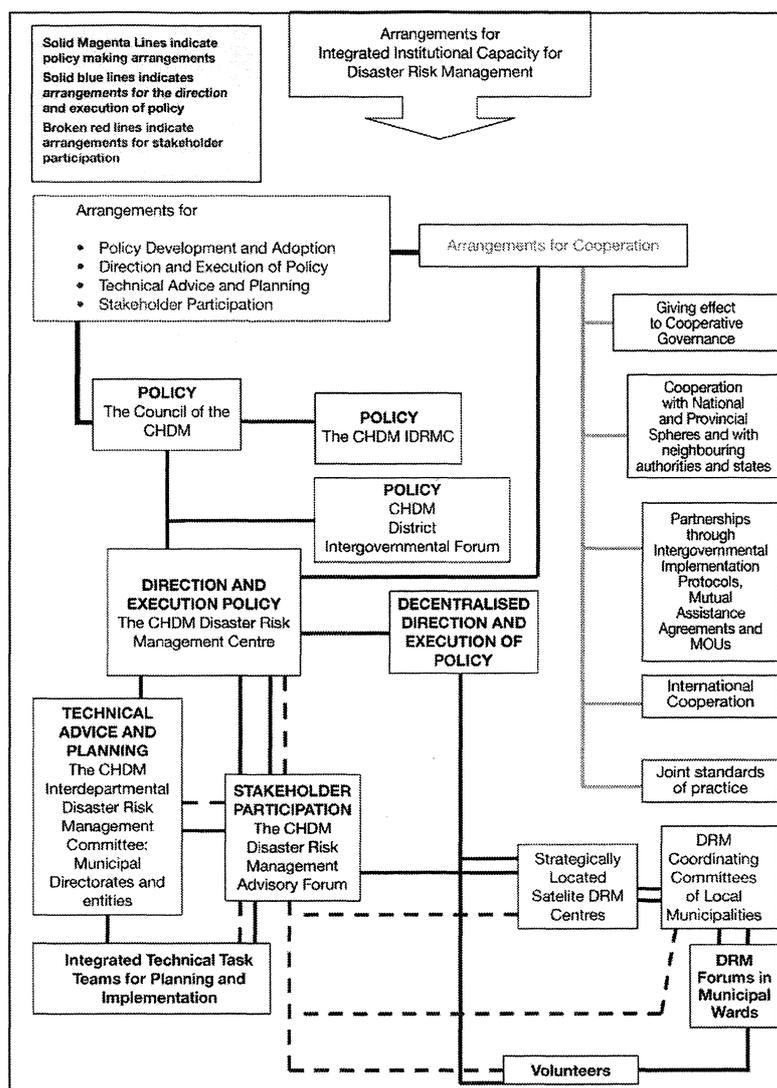
**Key to diagram:**

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 lines indicate arrangements for co-operation



**6. Key Performance Area 2: Disaster Risk Assessment (DRA).**—The objective of this key performance area is to establish a uniform approach to assessing and monitoring disaster risks that will inform planning and disaster risk reduction undertaken by organs of state and other role players in the district municipality.

**6.1 Introduction.**—The centre must conduct a comprehensive risk assessment for council’s area in accordance with national and provincial criteria and the supporting guidelines for disaster risk assessment; and must implement mechanisms for the ongoing monitoring of disaster risk in council’s area; as well as for risks prevailing in neighbouring jurisdictions which may pose risk to council’s area. The assessment must inform disaster risk management planning in council’s area including planning undertaken by local municipalities in council’s jurisdiction; and the development and application of disaster risk reduction policies; and priority setting for risk reduction programming undertaken by national and provincial organs of state; directorates, municipal entities and other role players in council’s jurisdiction.

**6.2 Methodology and minimum criteria.**—The centre must ensure that the methodology used in all disaster risk assessments undertaken in the council’s area is in accordance with predetermined terms of reference<sup>16</sup> based on national and provincial minimum criteria which must be included as supporting policy to this policy framework.

The terms of reference must establish the criteria for, but need not be confined to, the following elements—

- assessing disaster risk;
- generating an Indicative Municipal Disaster Risk Profile (IMDRP) for the district;
- risk and hazard mapping.

16 Annexure SP 11: Minimum criteria for conducting disaster risk assessments in the Chris Hani District Municipality.

**6.3 Responsibilities of the Chris Hani District Municipality Disaster Risk Management Centre for disaster risk assessments.**—The centre must implement mechanisms to ensure—

- 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 apply quality control in the conduct of disaster risk assessments and the application of findings.

The centre must ensure that all directorates and other municipal entities in council; as well as municipal departments and other municipal entities in local municipalities in the district with disaster risk management responsibilities execute systematic disaster risk assessments prior to the implementation of any risk reduction programmes; that disaster risk assessments are an integral component of the planning phase of all developments of municipal significance and of any significant initiatives that affect the natural environment in council's area; and that disaster risk assessments are undertaken when indicators suggest changing patterns of risk that could increase the risk of significant disaster impacts in council's area.

**6.4 Quality Control.**—The centre and the directorates and other municipal entities in the district municipality; as well as municipal departments and other municipal entities in local municipalities in the district commissioning disaster risk assessments must appoint a Technical Advisory Committee (TAC) to monitor progress and to assist with the validation and/or interpretation of the findings. The TAC must function in accordance with predetermined terms of reference and in accordance with the mechanisms identified and documented as supporting policy to this framework<sup>17</sup>.

The relevant directorates in council and other municipal entities; as well as municipal departments and other municipal entities in local municipalities in the district must, in consultation with the TAC, determine the intervals at which the review of disaster risk assessments must be undertaken for their functional area.

All proposed disaster risk assessments planned by directorates in council and other municipal entities; as well as municipal departments and other municipal entities in local municipalities in the district must be submitted to the centre for further forwarding to the Provincial and National Disaster Management Centres for technical review by the relevant TACs before being commissioned.

Reports of all disaster risk assessments conducted by directorates in council and other municipal entities; as well as municipal departments and other municipal entities in local municipalities in the district must be submitted to the centre for further forwarding to the Provincial and National Disaster Management Centre for the technical validation of findings by the relevant TACs before any plans; projects; programmes; initiatives; risk and hazard maps based on the findings of such assessments are initiated.

**7. Key Performance Area 3: Disaster Risk Reduction.**—The objective of this key performance area is to ensure that all disaster risk management stakeholders in the district municipality develop and implement integrated disaster risk management plans and risk reduction programmes that are in accordance with the NDMF, the DRMF of the Province of the Eastern Cape and this policy framework.

**7.1 Disaster Risk Management Policy Frameworks.**—The centre must develop, implement and maintain a DRMPF for the CHDM, which is current; provides a coherent, transparent and inclusive policy for the municipality; which anchors uniformity and joint standards of practice as cornerstones; and is consistent with the NDMF and the DRMPF of the Province of the Eastern Cape.

The CHDM DRMC must submit a copy of its DRMPF to the DRMC of the Province of the Eastern Cape; to the NDMC; to neighbouring municipal centres; to the eight local municipalities in the CHDM; and to the Province of the Northern Cape.

The centre must establish mechanisms to be followed for processing the establishment of, or any amendments to the CHDM DRMPF. Such mechanisms must be documented as supporting policy to this framework<sup>18</sup>.

**7.2 Disaster Risk Management Plans.**—The centre must develop and implement minimum criteria for disaster risk management planning in the CHDM area, which is consistent with the national guideline to ensure the adoption of uniform methodology to achieve integrated, holistic and co-ordinated planning. The minimum criteria must define the minimum composition and scope of disaster risk management plans in accordance with the levels of plans prescribed in the NDMF for municipalities and must be included as supporting policy to this framework<sup>19</sup>.

Every directorate in council and any other municipal entity; as well as municipal departments and other municipal entities in local municipalities in the district that have disaster risk management responsibilities must develop and submit disaster risk management plans to the NDMC, and the DRMC of the Province of the Eastern Cape.

<sup>17</sup> Annexure SP 13: Minimum criteria for the establishment and functioning of Technical Advisory Committees on disaster risk assessments in the Chris Hani District Municipality.

<sup>18</sup> Annexure SP 1: Mechanisms for development, adoption and amendment of integrated Disaster Risk Management Policy for the Chris Hani District Municipality.

<sup>19</sup> Annexure SP 12: Minimum criteria and scoping of Disaster Risk Management Plans for the Chris Hani District Municipality.

The centre must identify primary and support agencies 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 CHDM area.

The centre must prescribe deadlines for the submission of disaster risk management plans by directorates in council and other municipal entities; as well as municipal departments and other municipal entities in local municipalities in the district.

**7.3 Review of Disaster Risk Management Policy Frameworks and plans.**—The CHDM DRMPF and disaster risk management plans must be reviewed at least every two years as evidenced in annual reports to the NDMC and DRMC of the Province of the Eastern Cape. In addition the CHDM DRMPF and the relevant plan/s must be reviewed following any significant event and/or disaster.

**7.4 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 included in annual reports to the NDMC and the DRMC of the Province of the Eastern Cape as specified by the DM Act. The results must be disseminated via the CHDM DRMC website.

**7.5 Integrating risk reduction planning into other developmental planning.**—The centre must ensure that contingency plans and risk reduction plans, programmes and projects are incorporated into Integrated Development Plans, Spatial Development Frameworks, Environmental Management Plans and other strategic developmental plans and initiatives taking place in the district and in local municipalities.

**8. Key Performance Area 4: Disaster Response and Recovery.**—The objective of this key performance area is to ensure effective and appropriate disaster response and recovery.

**8.1 Dissemination of early warnings.**—The centre must ensure the technical identification and monitoring of prevailing hazards and must prepare and issue hazard warnings of significance to the district. The centre must develop and implement communication mechanisms and strategies to ensure that such warnings are disseminated immediately to reach at-risk communities, areas and developments as speedily as possible.

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

The centre must facilitate the development of a communication plan for the district which must be documented and included as supporting policy to this framework.

**8.2 Disaster Impact Assessments.**—The centre must establish mechanisms for the application of standard disaster impact assessments using uniform methodologies in accordance with the national guideline to ensure the provision of immediate and appropriate response and relief measures; to facilitate the classification of events as disasters and for the declaration of states of disaster; to facilitate the prioritisation and implementation of appropriate rehabilitation and reconstruction measures by municipal organs of state and other municipal entities in the district; and for the costing of disasters and significant events.

Minimum criteria for conducting disaster impact assessments in the CHDM area which are consistent with the national and provincial guidelines must be documented and included as supporting policy to this framework.

**8.3 Disaster classification of disasters and declaration of states of disaster and conducting disaster reviews.**—The Head of the Centre is responsible for the strategic co-ordination and management of response to non security related disasters or states of disaster classified as local disasters which occur or are threatening to occur and must make recommendations to the appropriate organ of state or statutory functionary on whether a local state of disaster should be declared in terms of sections 23 and 55 of the DM Act.

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

The centre must develop and monitor the implementation of mechanisms for conducting routine disaster reviews and reporting.

Reviews and research reports of significant events, trends and disasters occurring in the CHDM must be routinely submitted to the CHDM DRMC; to the DRMC of the Province of the Eastern Cape; and to the NDMC and must also be disseminated to stakeholders.

Standard methodology which is consistent with the national guideline and the supporting policy to this framework must be developed and must be included in all contingency plans for the district.

**8.4 Integrated response and recovery operations.**—Through the mechanisms of the CHDM DRMAF the centre must identify and assign primary responsibility to relevant organs of state for contingency planning for each known priority hazard. Supporting stakeholders must be identified and assigned responsibilities.

Primary and support agencies so assigned for each priority hazard must be clustered into a technical task team and the organs of state assigned with primary responsibility must facilitate the development by the technical task team of a contingency plan 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 which have occurred.

The centre must identify agencies with responsibilities for the various operational activities associated with disaster response and recovery and must identify lead agencies and assign primary responsibility to lead agencies to facilitate the development of Field Operations Plans (FOPs) for each operational activity and must identify and allocate responsibilities to support agencies.

Primary and support agencies so assigned for each operational activity must be clustered into a technical task team and the agency assigned with primary responsibility must facilitate the development by the technical task team of the relevant FOP. The centre must ensure that such FOPs are reviewed and updated simultaneously with that of contingency plans.

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 with procedures.

The centre must ensure the development of policy directives, which are consistent with national regulations, and directives to standardise and regulate the practice and management of multi-agency response and recovery operations in the district. The policy directives must be included as supporting policy to this framework.

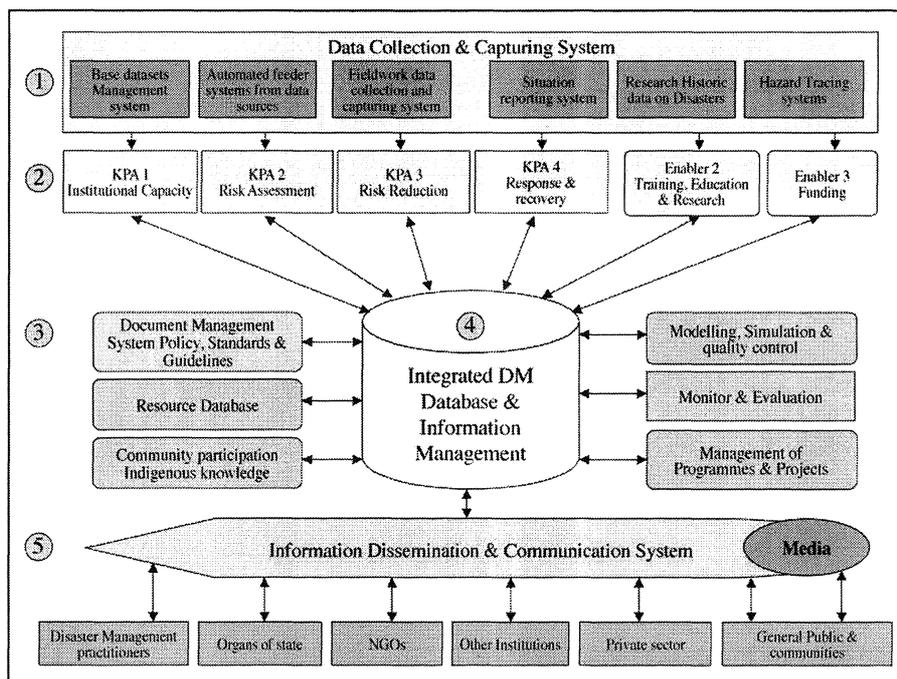
The centre must monitor the implementation of and compliance with such policy directives by conducting multi-agency response debriefings after each significant event or disaster.

**8.5 Relief measures.**—The centre must ensure the development of policy for the management of relief operations in the district, which must be included as supporting policy to this framework. The policy must be consistent with national regulations and directives.

The centre must monitor the implementation of and compliance with such policy through debriefings and reviews after each significant event or disaster.

**8.6 Integrated reconstruction and rehabilitation measures.**—The centre must establish multidisciplinary technical task teams for post disaster rehabilitation and reconstruction projects and must 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 CHDM DRMC.

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



A 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 criteria, must be developed and implemented in the CHDM.

**9.1 Data requirements.**—The centre must define data requirements for the district and must identify data sources.

The centre must develop and implement methodologies for the collection and capturing of data, which are consistent with national criteria.

The centre must define and assign responsibilities to the specific directorate or other municipal entity and to local municipalities for the custody of data relevant to their functional area and must identify and enter into agreements with other relevant custodians of data to ensure availability, quality, reliability and currency of data.

**9.2 Design of Information Management System and Emergency Communication Network.**—The centre must ensure the design, development and implementation of an Information Management System and Emergency Communication Network in the district that has the capability 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 control.

**10. Performance Enabler 2: Education, Training, Public Awareness and Research (ETPAR).**—Comprehensive mechanisms for knowledge management (ETPAR) supported by scientific research must be developed and implemented to promote a culture of risk avoidance amongst stakeholders and role players in the CHDM.

**10.1 A district analysis of knowledge management (ETPAR) needs and resources.**—The centre must conduct a scientific analysis of knowledge management needs and resources in the district to serve as the basis for the development of a district disaster risk management education and training framework and to inform the development and implementation of appropriate knowledge management programmes.

**10.2 A district knowledge management (ETPAR) framework for disaster risk management.**—The centre must develop and implement a knowledge management framework for disaster risk management in the district based on the needs and resource analysis.

**10.3 District knowledge management (ETPAR) programmes.**—The centre must promote, support and monitor the implementation of knowledge management programmes for disaster risk management in the district in accordance with national and provincial criteria.

**10.4 Research programmes, and information and advisory service.**—The centre must establish a strategic research agenda for the district and must promote the participation of research institutions in district research programmes.

The centre must ensure the correlation between scientific research and district 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 research database and to a comprehensive disaster risk management advisory service.

**11. Performance Enabler 3: Funding arrangements for Disaster Risk Management.**—The CHDM DRMC must determine funding arrangements for disaster risk management in the district, which must include but need not be confined to funding for—

- the establishment of institutional arrangements for disaster risk management;
- conducting disaster risk assessments;
- planning and implementing disaster risk reduction;
- disaster response and recovery; and
- knowledge management for disaster risk management stakeholders.

The funding arrangements for disaster risk management in the district must be approved and adopted by the Council of the CHDM.

The disaster risk management funding arrangements must be included as supporting policy to this framework and must be reviewed annually.

## 12. Key Performance Indicators (KPIs) for measuring performance in the direction and execution of Disaster Risk Management Policy and Legislation in the Chris Hani District Municipality

<b>PERFORMANCE AREA 1:</b>	
<b>ESTABLISH INTEGRATED INSTITUTIONAL CAPACITY</b>	
<b>IMPERATIVE</b>	
<b>1.1 Establish functionally effective arrangements for the development and adoption of an integrated policy for Disaster Risk Management</b>	
<b>Indicators</b>	A political forum has been identified, formally established and operates in accordance with predetermined terms of reference
	Mechanisms for developing and adopting Disaster Risk Management policy have been established and put into operation
	Every municipal directorate/department/entity and every local municipality has developed a policy framework for its functional area which has been approved; adopted; incorporated into the CHDM DRMPF and is being implemented
	There is sufficient political support for DRM in the CHDM
<b>IMPERATIVE</b>	
<b>1.2 Establish functionally effective arrangements for integrated direction and implementation of the Disaster Management Act, 2002; the NDMF; the EC PDRMPF; and the CHDM DRMPF</b>	
<b>Indicators</b>	The job description and key performance indicators for the position of the Head of the Centre has been developed; adopted and approved
	The Head of the Disaster Risk Management Centre has been appointed by Council in accordance with the applicable legislation (written employment contract)
	The CHDM Disaster Risk Management Centre has been established and resourced in accordance with the minimum requirements (structurally; infrastructurally and staffing) and is operating effectively in terms of predetermined operational protocols
	Disaster risk management focal/nodal points have been identified by directorates; by local municipalities and any other municipal entities and responsibilities for disaster risk management have been assigned and included in job descriptions
	Roles and responsibilities of directorates; local municipalities; and any other municipal entities involved in disaster risk management have been identified, assigned and included in the job descriptions of key personnel and are being applied effectively in terms of predetermined operational protocols
	An organisational structure for the staffing of the CHDM DRMC (which takes into account skills necessary to manage known priority risks); and job descriptions linked to key performance indicators for the relevant posts have been developed; approved and adopted by the Council
	The CHDM has researched options for decentralised direction and execution of DRM policy and legislation by strategically locating Satellite Disaster Risk Management Centres to serve their area in accordance with the directive issued by the NDMC; and have established and resourced such centres (structurally; infrastructurally and staffing) in accordance with the minimum requirements and are operating effectively in terms of predetermined operational protocols
	The councils of the eight local municipalities in the CHDM have established adequate institutional arrangements for the execution of DRM in the municipality including a structure for co-ordinating DRM planning and operations to engage stakeholder participation DRM
	DRM planning and operations in the eight local municipalities in the CHDM are integrated into the IDP and any other developmental programmes
<b>IMPERATIVE</b>	
<b>1.3 Establish functionally effective arrangements for stakeholder participation and the engagement of technical advice in disaster risk management planning and operations</b>	
<b>Indicators</b>	The CHDM DRMAF has been formally constituted and operate effectively in accordance with predetermined terms of reference which also enables the opportunity for role players to communicate effectively with each other
	Technical Task Teams comprising the relevant role players and stakeholders from relevant sectors and disciplines have been established relative to the disaster risk profile for the purposes of risk reduction and response and recovery planning and operations; the relevant project teams have developed their terms of reference; primary agencies/entities and support agencies/entities have been identified and responsibilities assigned; technical task teams have developed and submitted their project management programme/s to the Advisory Forum; and progress reports are submitted to the Forum according to predetermined protocols
	The Head of CHDM DRMC has full participation in integrated development planning and other relevant developmental planning processes and structures
	Mechanisms for the recruitment, training and participation of volunteers in DRM have been developed and implemented
	A current register of disaster risk management stakeholders and volunteers has been established and is maintained
	Disaster Risk Management Committees have been established in municipal wards and operate effectively in accordance with predetermined terms of reference
<b>IMPERATIVE</b>	

<b>1.4 Establish functionally effective arrangements for national, regional and international co-operation for disaster risk management</b>	
<b>Indicators</b>	Mechanisms have been identified and implemented to ensure the application of the principles of co-operative governance
	Primary agencies/entities have assessed their capacity to fulfill their statutory responsibilities and where necessary have entered into partnerships which have been formally concluded through memoranda of understanding and/or mutual assistance agreements which are consistent with the national guidelines
	Mechanisms have been identified; have been formally established; and are operating effectively according to predetermined protocols with neighbouring municipal authorities and the Province of the Northern Cape for the purposes of co-operation and the adoption of joint standards of practice for the purposes disaster risk management
	The Heads of the CHDM DRMC has established networks and implemented mechanisms to ensure that they remain abreast of current global trends in DRM; have established links with regional and international partners; and where applicable have sought membership of international bodies and professional institutes and participate internationally in DRM activities
<b>Devise and implement key supportive mechanisms to enable the achievement of the objective of establishing integrated institutional capacity</b>	
<b>Indicators</b>	Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of establishing and maintaining institutional capacity
<b>PE 1</b>	
<b>PE 1</b>	Mechanisms for safe-keeping of accurate records of meetings, disaster risk management plans and strategies, reports, memoranda, correspondence, policies and legislation with regard to disaster risk management are established and maintained
<b>PE 2</b>	A specific communication strategy has been included in the DRM policy framework for the district
<b>PE 2</b>	Specific provision has been made to ensure that communities are able to participate in the communication strategy
<b>PE 2</b>	A specific media policy for DRM has been developed and implemented and has positive support and operates effectively
<b>PE 2</b>	Education, training, public awareness, and research needs in respect of institutional capacity have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs
<b>PE 3</b>	A business plan and budget has been prepared, submitted and approved for DRM for the current/ensuing financial year
<b>PE 2</b>	There is political support; buy in; and commitment to the success of disaster risk management in the district
<b>PE 2</b>	There is support; buy in; and commitment of key personnel and external role players and stakeholders to the success of disaster risk management in the district
<b>PE 3</b>	Effective mechanisms are established to ensure sound financial management
<b>KEY PERFORMANCE AREA 2:</b>	
<b>CONDUCT DISASTER RISK ASSESSMENTS AND MONITOR DISASTER RISK TO INFORM DISASTER RISK MANAGEMENT PLANNING AND DISASTER RISK REDUCTION UNDERTAKEN BY ORGANS OF STATE AND OTHER ROLE PLAYERS WHICH IS IN FULL COMPLIANCE WITH THE REQUIREMENTS OF THE DM ACT; THE NDMF; THE EC PDRMPF; AND THE CHDM DRMPF</b>	
<b>IMPERATIVE</b>	
<b>2.1 Conduct comprehensive disaster risk assessments to inform disaster risk management and risk reduction policies, planning and programming</b>	
<b>Indicators</b>	Comprehensive disaster risk assessments consistent with the terms of reference and methodology prescribed in the national guidelines and the supporting policy to the CHDM DRMPF have been conducted
	Disaster risks in the district have been assessed and prioritised according to the national standard generated by the NDMC and the EC PDRMPF
	Directorates, local municipalities and any other municipal entities have developed and applied risk assessment legislation, policies, standards and the implementation of guidelines for their functional area
	Risk assessments have been progressively integrated into the development plans of directorates, local municipalities and any other municipal entities; and other role players and are evidenced in IDPs and in annual reports submitted to the NDMC and the EC PDRMC
<b>IMPERATIVE</b>	
<b>2.2 Generate an Indicative Disaster Risk Profile for the District</b>	
<b>Indicators</b>	Mechanisms have been developed established and documented to consolidate, map and make accessible information on the priority disaster risks of the district and of local municipalities by the CHDM DRMC
	Priority disaster risks of significance to the local municipalities and to the district as a whole have been identified and mapped by the CHDM DRMC
	The methodology and technical systems used for the collection, recording, documentation and mapping of disaster risk data is consistent with the national standard and system specifications
<b>IMPERATIVE</b>	
<b>2.3 Identify and establish effective mechanisms to monitor, update and disseminate disaster risk information</b>	

<b>Indicators</b>	Directorates, local municipalities and any other municipal entities with responsibilities for reducing and managing disaster risks specific to their functional areas have established clear and documented mechanisms for rapid accessing and updating of relevant hazard and vulnerability information and for rapidly making this information available to the CHDM DRMC and the EC PDRMC
	The CHDM DRMC as well as all directorates, local municipalities and any other municipal entities have established and documented clear mechanisms for accessing, consolidating and updating relevant information on hazards, vulnerability and disaster occurrences from partners responsible for monitoring specific risks
	The CHDM DRMC as well as all directorates, local municipalities and any other municipal entities have established and documented clear mechanisms for disseminating risk assessment and monitoring information for ongoing planning, as well as for managing conditions of heightened risk
	The CHDM DRMC established and documented clear procedures for accessing, interpreting and disseminating early warnings of both rapid- and slow-onset hazards
<b>IMPERATIVE</b>	
<b>2.4 Identify and apply mechanisms to conduct quality control</b>	
<b>Indicators</b>	The CHDM DRMC has appointed Technical Advisory Committees comprising the relevant specialist scientific and technical expertise in the relevant sphere to assist with monitoring standards and progress of risk assessment and with the validation and/or interpretation of findings
	Disaster risk assessments undertaken show documented evidence of— <ul style="list-style-type: none"> <li>– capacity building and skills transfer</li> <li>– ground-truthing (that is, based on the actual situation “on the ground” or verified by those being assessed), through field consultations in the areas and with communities most at risk from the threat(s) being assessed</li> <li>– consultation with appropriate governmental and other stakeholders about the design and/or implementation of the disaster risk assessment and the interpretation of the findings</li> </ul>
	The methodology and results of the disaster risk assessments have been subjected to an independent technical review process and external validation prior to— <ul style="list-style-type: none"> <li>– the publication or dissemination of hazard, vulnerability or risk maps and/or reports for planning purposes</li> <li>– the implementation of disaster risk reduction or other initiatives based on the risk assessment results</li> </ul>
	Disaster risk assessments undertaken show documented evidence of technical consultation with the appropriate disaster risk management centre(s) prior to implementation
<b>Devise and implement key supportive mechanisms to enable the achievement of the objective of establishing a uniform approach to assessing and monitoring disaster risks</b>	
<b>Indicators</b>	Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of conducting, monitoring and updating comprehensive disaster risk assessments
<b>PE 1</b>	
<b>PE 2</b>	Education, training, public awareness, and research needs in respect of assessing disaster risk have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs
<b>PE 3</b>	A business plan and budget has been prepared, submitted and approved for conducting a comprehensive disaster risk assessment; for monitoring disaster risk and for updating disaster risk information for the current/ensuing financial year
<b>KEY PERFORMANCE AREA 3:</b>	
<b>DEVELOP AND IMPLEMENT INTEGRATED AND RELEVANT DISASTER RISK MANAGEMENT PLANS AND RISK REDUCTION PROGRAMMES IN ACCORDANCE WITH APPROVED FRAMEWORKS</b>	
<b>IMPERATIVE</b>	
<b>3.1 Compile and implement integrated and relevant disaster risk management frameworks and plans</b>	
<b>Indicators</b>	A CHDM DRMPF has been developed through a process of consultation; submitted to the EC PDRMC and the NDMC; and has been developed, approved, gazetted and implemented. The CHDM DRMPF is consistent with the NDMF and the EC PDRMPF
	A framework for the design and scope of disaster risk management plans that is consistent with the national guidelines has been developed and adopted by all relevant directorates, local municipalities and any other municipal entities
	Mechanisms to ensure the revision of CHDM DRMPF and plans at least two-yearly have been developed and applied, and is evidenced by annual reports submitted to the NDMC and EC PDRMC
<b>IMPERATIVE</b>	
<b>3.2 Determine municipal priority disaster risks and priority areas, communities and households</b>	
<b>Indicators</b>	Specific municipal priority disaster risks have been identified and mapped by the CHDM DRMC
	Contingency plans for known priority risks have been developed, submitted to the CHDM DRMC, the NDMC and EC PDRMC; and have been implemented
	Specific priority areas, communities and households within district have been identified and mapped
	Focused initiatives to reduce priority disaster risks have been identified by directorates, local municipalities and any other municipal entities

	Disaster risk management planning frameworks have been developed and submitted to the CHDM DRMC, to the NDMC and EC PDRMC
	Disaster risk management plans have been submitted to the CHDM DRMC by all directorates, local municipalities and any other municipal entities
<b>IMPERATIVE</b>	
<b>3.3 Scope and develop disaster risk reduction plans, projects and programmes</b>	
<b>Indicators</b>	Documentation, which is accessible to key stakeholders, demonstrates the effectiveness of disaster risk reduction measures for different risk scenarios
	Guidelines for incorporating disaster risk management programmes and initiatives into the activities of other provincial and municipal organs of state and key institutional role players have been consultatively developed and implemented
	The effectiveness of disaster risk reduction initiatives is monitored by the CHDM DRMC
<b>IMPERATIVE</b>	
<b>3.4 Incorporate disaster risk reduction efforts into strategic integrating structures and processes</b>	
<b>Indicators</b>	Mechanisms to disseminate experience from pilot and research projects that explore the vulnerability reduction potential, appropriateness, cost-effectiveness and sustainability of specific disaster risk reduction initiatives have been established
	Risk-related information has been incorporated into spatial development and environmental management frameworks
	Regulations, standards, by-laws and other legal instruments that encourage risk-avoidance behaviour have been enforced by provincial and municipal organs of state and documented in annual reports to the CHDM DRMC, the EC PDRMC and the NDMC
	Disaster risk reduction programmes, projects and initiatives have been implemented by directorates, local municipalities and any other municipal entities
	A measurable reduction in social relief in disaster-prone economically vulnerable communities has been recorded
	Case studies and best-practice guides in disaster risk reduction, facilitated by the CHDM DRMC have been generated and disseminated
	There is evidence of the progressive application of disaster risk reduction techniques and measures by directorates, local municipalities and any other municipal entities, as reported in annual reports submitted to the CHDM DRMC, the EC PDRMC and NDMC
<b>Devise and implement key supportive mechanisms to enable the achievement of the objective of ensuring that all disaster risk management stakeholders develop and implement integrated risk management plans and risk reduction programmes in accordance with approved frameworks</b>	
<b>Indicators</b>	Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of developing and implementing disaster risk management plans and risk reduction programmes
<b>PE 1</b>	
<b>PE 2</b>	Education, training, public awareness, and research needs in respect of disaster risk reduction planning and implementation have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs
<b>PE 3</b>	A business plan and budget has been prepared, submitted and approved for the development and implementation of disaster risk management plans and risk reduction programmes for the current/ensuing financial year
<b>KEY PERFORMANCE AREA 4: DEVELOP AND IMPLEMENT MECHANISMS TO ENSURE APPROPRIATE AND EFFECTIVE DISASTER RESPONSE AND RECOVERY IN ACCORDANCE WITH STATUTORY REQUIREMENTS</b>	
<b>IMPERATIVE</b>	
<b>4.1 Identify and implement mechanisms for the dissemination of early warnings</b>	
<b>Indicators</b>	Effective and appropriate early warning strategies have been developed and implemented and the information communicated to stakeholders to enable appropriate responses
	Strategic emergency communication links have been established in high risk areas and communities
<b>IMPERATIVE</b>	
<b>4.2 Develop and implement mechanisms for the assessment of significant events and/or disasters for the purposes of classification and declarations of a state of disaster to ensure rapid and effective response</b>	
<b>Indicators</b>	Uniform methods for the assessment and costing of significant events or disasters which are consistent with national standards have been developed and adopted
	Mechanisms for the rapid and effective classification of a disaster and the declaration of a state of disaster have been established
	Mechanisms for conducting disaster reviews and reporting, including mechanisms to enable assessments that will comply with the provisions of sections 56 and 57 of the DM Act have been developed and implemented
	Research reports on significant events and trends are routinely submitted to the CHDM DRMC, the NDMC and EC PDRMC and disseminated to stakeholders
	Review report on actual disasters are routinely submitted to the CHDM DRMC, the NDMC and EC PDRMC and disseminated to

	stakeholders
<b>IMPERATIVE</b>	
<b>4.3 Develop and implemented mechanisms to ensure integrated response and recovery efforts</b>	
<b>Indicators</b>	The directorates and any other entity that must bear primary responsibility for contingency planning and the co-ordination of known hazards have been identified and allocated such responsibility
	Stakeholders that must bear secondary responsibility for contingency planning and the co-ordination of known hazards have been identified and allocated such responsibility
	Contingency plans for known hazards have been developed and implemented by all directorates, local municipalities and any other municipal entities
	Response and recovery plans are reviewed and updated annually
	Field Operations Plans (FOPs) for the various activities associated with disaster response and recovery have been developed, implemented and are reviewed and updated annually and after each significant event and/or disaster
	Multi-agency responses are managed in accordance with the national standard system and the EC PDRMPF and are reviewed and updated annually
	Standard operating protocols or procedures and checklists have been developed and are understood by all stakeholders in their respective fields of responsibilities
	Regulations and directives for the management of disaster response and recovery operations have been developed and gazetted or published and are adhered to
<b>IMPERATIVE</b>	
<b>4.4 Develop and adopt mechanisms for the management and distribution of disaster relief in accordance with national regulations and directives and the EC PDRMPF</b>	
<b>Indicators</b>	Disaster relief measures are managed in accordance with national regulations and directives and are progressively monitored; reviewed annually and recommendations made to the CHDM DRMC, the NDMC and/or EC PDRMC on any adjustments according to lessons learnt
<b>IMPERATIVE</b>	
<b>4.5 Develop and implement mechanisms to ensure that integrated rehabilitation and reconstruction activities are conducted in a developmental manner</b>	
<b>Indicators</b>	Post-disaster technical task teams for rehabilitation and reconstruction projects have been established and operate effectively
	Mechanisms for the monitoring of rehabilitation and reconstruction projects have been established and regular progress reports are submitted to the CHDM DRMC, the EC PDRMC and NDMC
<b>Devise and implement key supportive mechanisms to enable the achievement of the objective of ensuring that all disaster risk management stakeholders develop and implement integrated risk management plans and risk reduction programmes in accordance with approved frameworks</b>	
<b>Indicators</b>	Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of developing and implementing response and recovery operations
<b>PE 1</b>	
<b>PE 2</b>	Education, training, public awareness, and research needs in respect of response and recovery planning and operations have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs
<b>PE 3</b>	A business plan and budget has been prepared, submitted and approved for the development and implementation of response and recovery operational plans for the current/ensuing financial year

### 13. ANNEXURE SP 1

#### **SP 1: Mechanisms for the development, adoption and amendment of integrated disaster risk management policy for the Chris Hani District Municipality**

##### **1 Terms of Reference for the establishment and functioning of the Chris Hani District Municipality Intermunicipality Committee on Disaster Risk Management (ICDRM)**

###### **Purpose**

The CHDM ICDRM which must be established by the Executive Mayor; is accountable to the Council of the CHDM; and must advise and make recommendations to the Council on issues relating to disaster risk management in the district and on municipal disaster risk management policy.

###### **Management and Administration**

The ICDRM must be chaired by the Councillor responsible for the directorate/department in which the CHDM DRMC is located.

The CHDM DRMC must provide the Secretariat for the ICDRM and must maintain accurate records of the ICDRM activities.

###### **Composition of the Chris Hani District Municipality ICDRM**

The CHDM ICDRM must consist of Councillors tasked with the portfolios for those directorates or other entities in the administration of Council involved in the management of disaster risk or in the administration of any other national legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the DM Act.

The CHDM ICDRM must therefore include, but need not be confined to, Councillors holding the following portfolios—

- Integrated Planning and Economics Development (IPED);
- Infrastructure;

- Health and Community Services;
- Special Programmes Unit;
- Finance.

Each of the 8 local municipalities and other municipal entity must be represented on the ICDRM by the Councillor appointed by the municipal council of the local municipality concerned to deal with issues related to disaster risk management.

Organised local government must be represented by members of municipal councils designated by SALGA

#### *Scope of responsibilities*

The CHDM ICDRM must—

- establish mechanisms and integrated institutional capacity in order to give effect to the responsibilities vested in Council in terms of the Disaster Management Act, Act No. 57 of 2002; the National Disaster Management Framework, 2005; the Disaster Risk Management Policy Framework of the Province of the Eastern Cape; and related regulations and directives;
- give effect to the principles of co-operative governance in terms of Chapter 3 of the Constitution in the administration and execution of the requirements of the Disaster Management Act in the CHDM;
- provide the political forum for co-ordinating disaster risk management policy between Council, the local municipalities and other municipal entities operating within the jurisdiction of Council by ensuring the establishment of joint standards of practice between the municipalities and other relevant external role players;
- advise and make recommendations to the Council of the CHDM on issues relating to disaster risk management for the district; including making recommendations to the Executive Mayor on the declaration of a local state of disaster;
- develop and establish a municipal disaster risk management policy framework which makes provision for an integrated and uniform approach to disaster risk management in the municipality by all directorates and other municipal entities in the district municipality and in the eight local municipalities in the district, statutory functionaries, non-governmental organisations (NGOs) involved in disaster risk management, the private sector and individuals;
- establish mechanisms for co-ordinated disaster risk management and the application of joint standards of practice by directorates and other entities and the statutory functionaries of directorates and other entities in the district and in the eight local municipalities in the district.

#### *Frequency of meetings*

The CHDM ICDRM must meet at least four times a year. Circumstances prevailing at the time may determine whether the Chairperson—

- convenes a full meeting of the CHDM ICDRM;
- convenes a meeting of only those members directly involved or affected by the business in hand;
- refers the matter to the relevant Portfolio Committee/s;
- opens the CHDM ICDRM meeting to Councillors who carry other relevant portfolios.

Apart from addressing disaster risk management issues in meetings of the CHDM ICDRM, the Chairperson may also choose to raise disaster risk management issues in the Mayoral Committee Meetings and at the district intergovernmental forum.

**2 Processes for developing and establishing a disaster risk management policy framework for the Chris Hani District Municipality and for processing changes to the policy framework.**—The processes for dealing with the development and establishment of the CHDM DRMPF and for processing any amendments to the policy once it has been adopted are the same. Such amendments could also include any changes to the district disaster risk management policy framework.

The steps required to develop and to establish, or change, the district disaster risk management policy framework are illustrated in Figure 1 at the end of this section and are as follows—

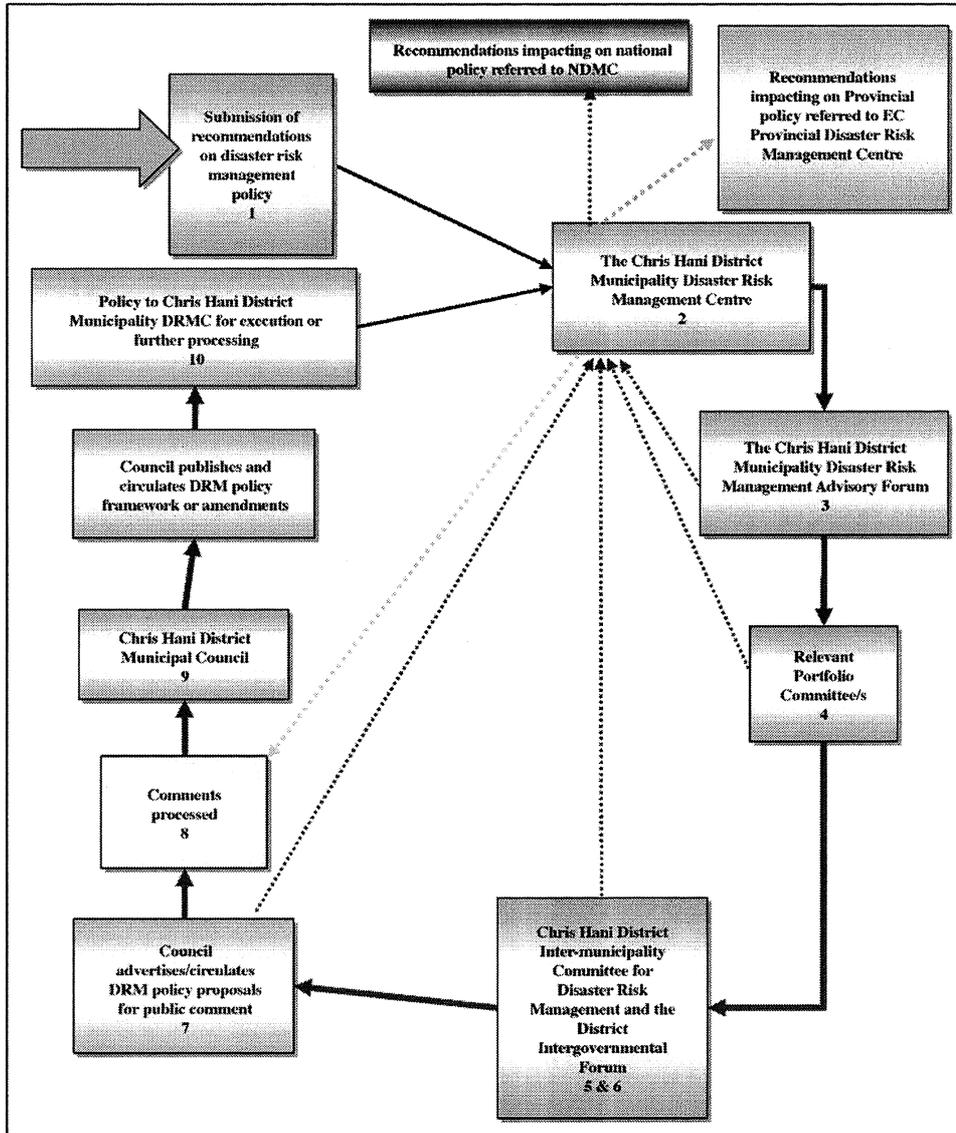
1. All recommendations on issues relating to disaster risk management policy must be submitted to the CHDM DRMC.
2. The DRMC must ensure that policy recommendations are consistent with the DM Act, the DRMPF of the Province of the Eastern Cape and the NDMF, are properly formulated and include details of any financial, constitutional, human resource and interdepartmental implications.
3. The DRMC must submit the proposed policy framework, or any amendments to the existing policy framework, to the CHDM DRMAF for technical consideration, comment and recommendations.
4. The DRMC must submit the proposed policy framework, or any amendments to the policy framework, to the relevant portfolio committee/s of the district municipality for assessment, comment and recommendations.
5. The DRMC must then submit the proposed policy framework, or any amendments to the existing policy framework, to the CHDM Intermunicipality Committee on Disaster Risk Management (ICDRM) and the district intergovernmental forum for consideration, comment and recommendations.
6. Having taken into account the recommendations of the DRMAF, the portfolio committee/s, the ICDRM and the District Intergovernmental Forum, the DRMC must make the necessary changes to the proposed policy framework, or make amendments to the existing policy framework, before submitting it to the Council of the CHDM.
7. The Council of the CHDM must make particulars of the proposed policy framework, or any amendments to the policy framework, available for public comment in compliance with section 21 of the Local Government: Municipal Systems Act, No. 32 of 2000.
8. After taking into account public comments and having made the necessary changes to the policy framework, the CHDM DRMC must submit the final proposed policy framework, or any amendments to the existing policy framework, to the office of the Executive Mayor.
9. After the the Council of the CHDM has considered and adopted the proposed policy framework, or the amendments to the existing policy framework, the policy framework must be published in the *Provincial Gazette* before implementation.
10. The CHDM DRMC is responsible for the execution of the prescribed policy framework and for processing any subsequent amendments to the policy framework.

**3 Process for dealing with recommendations made by municipalities that may have an impact on provincial or national disaster risk management policy.**—The CHDM DRMC is responsible for sending comments and recommendations that may impact on national and/or provincial policy to the relevant disaster risk management centres, that is, to the National Disaster Management Centre (NDMC) and/or the DRMC of the Province of the Eastern Cape. The steps required to do this are shown in Figure 1 at the end of this section and are as follows—

1. All recommendations on issues relating to disaster risk management policy must be submitted to the CHDM DRMC.
2. The DRMC must ensure that recommendations are properly formulated and that they include details of any financial, constitutional, human resource and interdepartmental implications.
3. The CHDM DRMC must submit the recommendations to the CHDM DRMAF for comment and recommendations.

- The CHDM DRMC must then forward all proposed recommendations and comments that may affect national disaster risk management policy to the NDMC. Recommendations and comments that may affect disaster risk management policy in the province must be sent to the DRMC of the Province of the Eastern Cape for further processing.

Figure 1 illustrates all the steps that need to be taken when establishing, or changing, a disaster risk management policy framework. It also shows the steps that need to be taken when recommendations for changes to the policy framework are likely to affect provincial and national disaster risk management policy.



14. ANNEXURE SP 2

**SP 2: Minimum Criteria for the establishment and operational functioning of Chris Hani District Municipality’s Disaster Risk Management Centre**

**1 Establishment of the Chris Hani District Municipality DRMC.**—In compliance with section 43 of the Disaster Management Act, the Council of the CHDM must establish a disaster risk management centre for the municipal area.

**Infrastructure**

**Location of the disaster risk management centre within the administration of the Chris Hani District Municipality**

In accordance with section 43(2) of the Disaster Management Act, the Disaster Risk Management Centre of the Chris Hani District Municipality must be established after consultation with the local municipalities in Council’s area.

In compliance with section 43(3)(b) of the DM Act; the recommendations in section 1.2.1 of the NDMF; and to give effect to sections 45, 46, 47, 48, 49, 50, 51, 52, 53, and 54 the CHDM DRMC must exercise its powers and perform its duties in accordance with the directions of the Council of the CHDM.

**Minimum Infrastructural Requirements for the Chris Hani District Municipality’s DRMC**

The CHDM DRMC must be located in an area which is not exposed to any known risks. In order for it to operate effectively it must have adequate facilities to exercise access control which must include security fencing. The centre must have the capacity to operate off an independent power supply and must have access to an independent supply of water which is sufficient to cover the centre in maximum operational mode for 5 consecutive 24 hour days and must comply with the following minimum infrastructural requirements—

**The Disaster Operations Centre (DOC)**

The DOC is the facility within the disaster risk management centre from which all disaster risk management policy, planning and operations are directed and executed.

#### *Conference facility/room*

The central node comprises a dedicated conference facility/room appropriate for the direction of multi-disciplinary strategic management of response and recovery operations when disasters occur or are threatening to occur in the province or when a neighbouring event is posing a threat to the province. It serves the dual purpose of providing a venue for regular meetings and activities for strategic planning and other related disaster risk management activities.

The facility must be air conditioned and large enough to accommodate at least 30 persons at a given time and must have adequate desk space which can be arranged in a U shaped configuration. Seating must include comfortable high back swivel chairs which are ergonomically suitable for extended periods of occupation. There must be adequate wall space for white boards and for displaying maps, charts, logs et cetera.

Easy and ready access to relevant information is critical and the facility must therefore be permanently equipped with the necessary technology including a ceiling mounted (fixed) data projector and full size drop down screen; voice recording facilities; an intercom and public address system; a 24 hour clock; television, DVD and video monitoring facilities; access to commercial and community media; digital photographic facilities; and adequate telephone connections for each "desk" including access to dedicated unlisted priority lines which are independent of any switchboard. The facility must be equipped with UPS; adequate and compatible computer hardware, software and ancillary equipment to enable ready and easy access to information including GIS and resource data; internet, email and short message service.

Adequate sundry office furniture including storage cabinets for maps must be available and other relevant equipment requirements, supplies and stationery items must be available at all times.

Provision must also be made for access to the following additional facilities during periods when the centre is in full operational mode—

- adequate ablution facilities which include access to showers and rest room facilities;
- a fully equipped kitchen including adequate crockery, cutlery, urns, stove, microwave, fridge et cetera to cater for personnel;
- sleeping accommodation and lockers adequate for at least 6 persons.

#### *Administrative offices*

The administrative headquarters comprising the offices and infrastructure necessary for the direction and execution of disaster risk management policy, planning and operations for the province, must be housed adjacent to the conference facility.

There must be adequate office accommodation, furnishing and equipment with access to the necessary technology for the Head of the Centre and all disaster risk management centre personnel to execute their duties including where relevant, internet, email and GIS access; mobile telephones with SMS facilities; mobile radios for emergency communication; mobile GPS instrumentation et cetera.

Ancillary facilities must include—

- a photocopy/fax room/facilities which includes capacity for reproducing large charts and map;
- the necessary storeroom/storage space.

#### **The Central Communications Centre (CCC)**

The CCC serves as the information "hub" of the disaster risk management centre and as such must have access to the appropriate and necessary resources and infrastructure to enable it to execute its task.

The CCC must be fully equipped with all the necessary radio communication technology and equipment to allow efficient two way strategic communication coverage for the whole of the province including in communities at risk.

Facilities must include a switchboard with sufficient capacity to enable the CHDM DRMC to operate efficiently when in full mode. In addition the conference facility must have access to dedicated unlisted priority lines which are independent of any switchboard.

In view of the fact that the CCC serves as the central reporting and call taking facility for all significant events and disasters as well as for monitoring and disseminating early warnings and provides a public information service, a toll free number must be made available to allow the public easy and free access.

For record and legal purposes a voice logging system must be installed to record all incoming and outgoing telephonic and radio communications.

The CCC must be equipped with the necessary furniture, equipment and additional technology such as computers and printers; internet, e-mail, GIS and SMS access to enable it to function optimally.

#### **Training, media and public information centre**

##### *Reception area*

The reception desk should be close to the entrance of the CHDM DRMC. There must be a small reception area appropriately equipped, where the public seeking information can be attended to and visitors can be received.

##### *Training/media venue*

Ideally there should be a separate facility specially equipped for the purposes of holding media briefings. However for economic reasons one facility can be established which can serve the dual purpose of a training venue and media room. There must be comfortable seating and tables to accommodate at least 25 persons which can be changed into various configurations to suit the various types of training processes. The venue must be equipped with suitable public address equipment and voice recording facilities as well as the appropriate furniture and infrastructure necessary for media briefings and training including audio visual aids such as a fixed data projector and drop down screen; computer connection/access; overhead projection facilities; television monitors; DVD and video recorders; flipcharts and whiteboards.

Attached to the venue or in close proximity must be an appropriately appointed room to serve as a library/archive/media facility.

## **2 Operational Functioning of the Chris Hani District Municipality DRMC**

The operational responsibilities of the various components of the centre are as follows—

#### **The Disaster Operations Centre (DOC)**

The DOC must develop capabilities based on international principles of disaster risk management best practice and is responsible for—

- Integrated institutional capacity for the direction and integrated execution of policy and legislation;
- Establishing and maintaining effective administrative and organisational procedures in the CHDM DRMC;
- Integrated risk reduction planning and practice;
- Integrated response and recovery planning and operations.

#### **The Central Communications Centre (CCC) is responsible for—**

- Developing, establishing and maintaining an effective telecommunications system and operational call centre for the district as a whole.

#### **The Training, Media and Public Information Service responsible for—**

- promoting the recruitment, training and capacity building of volunteers and other role players;
- establishing and maintaining capacity and capabilities for knowledge management in the district for the purposes of disaster risk management;
- developing and implementing an integrated public awareness strategy for the district based on the risk profile;
- establishing mechanisms to ensure effective media relations in order to provide the public with information.

## 15. ANNEXURE SP 3

### SP 3: Parameters for the appointment of the Head of the Chris Hani District Municipality's Disaster Risk Management Centre and the establishment of key performance areas for disaster risk management for the Head of the Chris Hani District Municipality

#### 1 Appointment of the Head of the Centre

The Council must, subject to the applicable provisions of the Municipal Systems Act, 2000, appoint a person as the Head of the Centre.

The Head of the Centre holds office on terms and conditions set out in a written employment contract which must include terms and conditions setting out performance indicators. The Head of the Centre must exercise the powers and perform the functions of the disaster risk management centre and takes all the decisions of the centre.

The job description of the Head of the Centre must take into account the strategic goals and key outputs of the centre.

#### 2 Responsibilities of the Head of the Centre

The performance of the functions of the Head of the Centre requires an individual who is informed about current global trends in disaster risk management; who understands the core concepts and philosophy around risk reduction, and development; and is well versed in disaster risk management issues in South Africa and has a full understanding of government's policy on the matter and on the relevant legislation governing the function.

The position requires excellent managerial and financial acumen; strong leadership attributes; as well as the ability to think strategically, to immediately assess and understand situations, anticipate consequences and make sound decisions. In circumstances where time is of the essence when disasters are occurring or threatening to occur, the Head of the Centre will be required to make split second decisions which, due to the nature of the situation, could have far-reaching implications which could impact on lives, property, the economy, the environment, et cetera. Thus discernment, good judgement and problem-solving abilities are essential criteria for the job.

Disaster risk management cuts horizontally and vertically across sectors and disciplines in all three spheres of government; it involves the private sector; non-governmental and community based organisations; communities and individuals – in other words it is "everybody's business". The incumbent of the position is therefore required to consult, liaise, communicate and network regionally, nationally and internationally with a wide range of role players and stakeholders, including politicians and functionaries, across sectors and disciplines in all spheres of government, the private sector, communities and NGOs. This necessitates diplomacy and excellent communication skills.

The person appointed to the position of Head of the Centre must carry qualifications and experience commensurate with the requirements of the post.

**3 Staffing of the Chris Hani District Municipality DRMC.**—Suitably qualified disaster risk management and other technical staff, including risk scientists, risk reduction specialists, planners, information management and communication specialists, and administrative staff, must be appointed to support the HoC and perform the duties to achieve the key performance areas for disaster risk management for the CHDM.

**4. Establishment of Key Performance Areas for the Head of the Chris Hani District Municipality DRMC.**—The Head of the Centre must provide the strategic direction to establish and maintain integrated institutional capacity for the administration and implementation of the provisions of the Disaster Management Act, and the National and Provincial Disaster Management Policy Frameworks by—

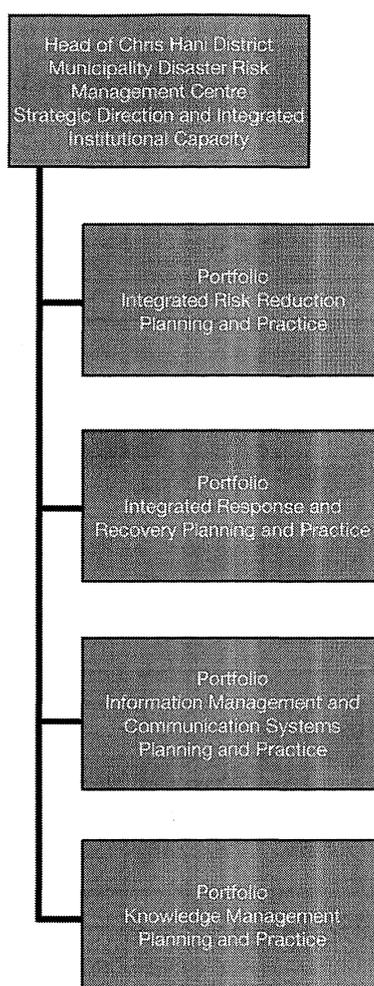
- the directorates and other municipal entities in the CHDM;
- the 8 local municipalities in the district; and all municipal departments and other municipal entities in the local municipalities;
- all other relevant role players in disaster risk management in the council's area.

For the purposes of strategic direction and the assignment of responsibilities, the four key performance areas and three performance enablers have been clustered into five portfolios and are illustrated in Figure 2.

The five portfolios are as follows—

Portfolio	KPA/Enabler cluster
• Strategic direction and integrated institutional capacity for disaster risk management	• KPA 1 and Enabler 3
• Integrated risk reduction planning and practice	• KPA 2 and KPA 3
• Integrated response and recovery planning and practice	• KPA 4
• Information management and communication systems	• Enabler 1
• Disaster risk management education, training, public awareness and research	• Enabler 2

Although specific individuals must be tasked with the responsibility for managing each of the five portfolios listed above, there will inevitably be crosscutting responsibilities relevant to the other portfolios, particularly in respect of the enablers.



**PORTFOLIO 1: STRATEGIC DIRECTION AND INTEGRATED INSTITUTIONAL CAPACITY**

The Head of the Centre must be supported by adequate and appropriately qualified support personnel to execute the requirements of the DM Act; the NDMF; the DRMPF of the Province of the Eastern Cape; and of this policy framework which will promote an integrated and co-ordinated approach to disaster risk management in Council’s area. In order to achieve this goal the key outputs must include—

- applying generic management practices;
- providing the Secretariat for the CHDM ICDRM, IDRMC, the DRMAF and TACs;
- establishing arrangements for integrating and monitoring the execution of disaster risk management legislation and policy amongst Council directorates and other entities in the administration of Council;
- establishing arrangements for integrating and monitoring the execution of disaster risk management legislation and policy between the district and the eight local municipalities in the district;
- establishing and maintaining arrangements for stakeholder participation in disaster risk management in the district;
- establishing and maintaining arrangements for the engagement of technical advice in disaster risk management in the district;
- establishing and maintaining arrangements for the application of the principles of co-operative governance; co-operation with the national and provincial spheres; with neighbouring authorities; with the Province of the Northern Cape; and international co-operation for the purposes of disaster risk management;
- establishing effective mechanisms to ensure sound financial management;
- establishing and maintaining mechanisms for safe-keeping of accurate records of meetings, disaster risk management plans and strategies, reports, memoranda, correspondence, policies and legislation with regard to disaster risk management;
- establishing and maintaining sound administrative and organisational procedures for the effective operation of centre;
- establishing mechanisms to promote the recruitment, training and participation of volunteers and other role players in DRM in the district;
- establishing and maintaining effective decentralised operations through the establishment of strategically located satellite DRM centres.

In order to accomplish the key outputs of the centre and to maintain a strategic overview of all disaster risk management projects and programmes in the municipality, the Head of the Centre must develop and implement an integrated disaster risk management strategy for the municipality.

The Head of the Centre must make recommendations regarding funding for disaster risk management in the municipality; must initiate and facilitate mechanisms for making funding available for the purposes of disaster risk management; and must establish mechanisms for effective reporting, monitoring, evaluation and improvement, including simulations, exercises, drills and rehearsals for disaster risk management in the municipality.

The Head of the Centre must prepare an annual report in consultation with the local municipalities in the district and must submit the annual report to Council before 30 June each year. The report must be in compliance with the requirements of section 50 of the DM Act.

**PORTFOLIO 2: INTEGRATED RISK REDUCTION PLANNING AND PRACTICE**

The Head of the Centre must be supported by adequate and appropriately qualified personnel in order to achieve the key outputs of this goal which must include—

- conducting comprehensive and progressive risk assessments which will contribute to the development of disaster risk profiles that are current and relevant, and which will inform the planning and practice of holistic, integrated disaster risk reduction and contingency planning and implementation;
- establishing and maintaining mechanisms for the assessment and ongoing monitoring of disaster risk; the updating and dissemination of risk information; and for exercising quality control over the conduct of risk assessments;
- submitting disaster risk assessment reports for the district to the CHDM TAC; the DRMC of the Province of the Eastern Cape; and the NDMC for scrutiny and approval;
- developing and applying uniform disaster risk reduction policy in the district;
- establishing Technical Task Teams (TTTs) for the development and implementation of integrated disaster risk management plans for the district as a whole which are consistent with the findings of risk assessments. Disaster risk management plans must include—
  - strategies, programmes and projects aimed at risk reduction by municipal directorates; other municipal entities; local municipalities; and other disaster risk management role players in the district;
  - the preparation of hazard specific contingency and response and recovery operational plans for the co-ordination of response and recovery efforts by directorates and other municipal entities; local municipalities; and other disaster risk management role players in the district;
- establishing mechanisms to facilitate and monitor the progress of TTTs with the development, integration and implementation of priority risk reduction strategies, programmes and projects risks affecting the district as a whole;
- establishing and maintaining mechanisms for the integration of risk reduction plans, projects, programmes and practices into Integrated Development Plans and all other developmental strategies in Council's area;
- submitting disaster risk management plans for the district to the CHDM DRMC; the DRMC of the Province of the Eastern Cape; to the DRMC of the Province of the Northern Cape; and to other relevant disaster risk management role players in the district; as well as to the neighbouring Municipal DRMCs of Cadadu District Municipality, Amathole District Municipality O R Tambo District Municipality, and the Ukhahlamba District Municipality;
- instituting joint standards of practice for disaster risk management in the district that are consistent with national and provincial standards;
- establishing mechanisms to facilitate planning for the integrated management of cross-boundary risks (with neighbouring districts and between local municipalities) as well as between the district and the Province of the Northern Cape and for entering into mutual assistance agreements and memoranda of understanding for the purposes of disaster risk management;
- monitoring alignment and progress with the development and regular updating of disaster risk reduction plans and strategies and their integration into the Integrated Development Plan by local municipalities in the district;
- developing the capacity to provide a consultative and advisory service on disasters and disaster risk management for the district;
- exercising quality control, monitoring progress and reviewing effectiveness of risk reduction programmes and projects and contingency plans;
- consulting with the CHDM DRMAF on the development of disaster risk management plans and other relevant disaster risk management issues.

#### **PORTFOLIO 3: INTEGRATED RESPONSE AND RECOVERY PLANNING AND PRACTICE**

The Head of the Centre must be supported by adequate and appropriately qualified personnel to execute the requirements for establishing, managing and maintaining a fully functional DOC within the CHDM DRMC which has capabilities for the real time management of significant event and disasters. The key outputs of this goal must include—

- actively participating in the activities of the TTTs responsible for the development and implementation of contingency plans and response and recovery operational plans to ensure rapid, appropriate and effective disaster response and recovery to disasters which occur or are threatening to occur in council's area;
- facilitating the development of by-laws for invoking extraordinary measures in terms of section 55(2) of the DM Act and making recommendations regarding the issuing of directives when disasters occur or are threatening to occur in the district;
- establishing and maintain the state of readiness of the DOC Component of the CHDM DRMC;
- planning and conducting regular table top exercises, drills, rehearsals and simulations to evaluate the effectiveness of contingency planning and to test the state of preparedness for prompt integrated response and recovery operations in the district;
- establishing and maintaining the capacity and capability for the technical identification and monitoring of hazards and facilitating the development of early warning systems for the district;
- establishing and maintaining the capacity and capability to prepare and issue hazard warnings of significance to the district;
- instituting joint standards of practice for the management of multi-agency responses in the district that are consistent with national and provincial standards;
- developing and applying uniform standards for the identification and dissemination of early warnings; disaster assessments; classification and declaration of disasters; integrated and co-ordinated response, recovery and relief operations;
- developing and implementing the capability for assessing the magnitude and severity or the potential magnitude and severity when a disaster occurs or threatens to occur and making recommendations on the classification of local disasters and states of disaster;
- providing advice and make recommendations regarding the classification and declaration of a state of disaster;
- ensuring adequate capability and capacity to support the Head of the Centre with the strategic direction and management of co-ordinated and integrated disaster response, relief, recovery, rehabilitation and reconstruction in the event of a local disaster or local state of disaster;
- mobilising Council infrastructure and resources to support local municipalities in the event of a local disaster or local states of disaster;
- providing and co-ordinating physical support to local municipalities and the mission critical systems on which they depend, in the event of those disasters which are classified as local disasters or local states of disaster;
- channeling and co-ordinating appeals for additional assistance to the Provincial and/or National Disaster Management Centre when resources are depleted and the scope of a disaster falls outside that of a local disaster;
- establishing mechanisms to ensure the routine review of all significant events and/or disasters occurring or threatening to occur in the district and the ensuing review and updating of plans.

#### **PORTFOLIO 4: INFORMATION MANAGEMENT AND COMMUNICATION SYSTEMS PLANNING AND PRACTICE**

The Head of the Centre must be supported by adequate and appropriately qualified personnel to execute the requirements for information management and communication in the district by developing, establishing, managing and maintaining a comprehensive disaster risk management information management system for the CHDM DRMC which includes GIS based applications. In order to achieve this goal the key outputs must include—

- maintaining a resource data base including a reporting and performance management facility;
- facilitating risk assessment and risk reduction planning and decision making; mapping; monitoring and tracking;
- guiding and informing focused risk management and development planning and decision making;
- facilitating awareness, training, education and research in disaster risk management;
- facilitating funding and financial management for disaster risk management;
- serve as a conduit and repository for information concerning disaster risk management in general, disasters and threatening disasters.

The Head of the Centre must be supported by adequate and appropriately qualified personnel to execute the requirements for developing, establishing, managing and maintaining a comprehensive telecommunications system for the CHDM DRMC. In order to achieve this goal the key outputs must include—

- facilitating information exchange between role players and stakeholders including communities at risk;
- facilitating timely dissemination of early warnings, public awareness and preparedness;
- enabling timely decision making to ensure rapid and effective response and recovery operations;
- facilitating integrated and co-ordinated multi-agency response management;
- record and track real time disaster response and recovery operations;
- establishing capacity and capabilities for specialised early warning detection, monitoring for potential hazards and dissemination services;
- incident monitoring and procedure implementation;
- real time information management;
- activating key personnel in the event of significant events; disasters; or threatening disaster.

#### **PORTFOLIO 5: KNOWLEDGE MANAGEMENT PLANNING AND PRACTICE**

The Head of the Centre must be supported by adequate and appropriately qualified personnel to execute the requirements of this portfolio to develop and implement an education, training, awareness and research programme in the district by establishing, managing and maintaining the training, media and public information centre of the CHDM DRMC which must include—

- establishing, developing, managing and maintaining a functional training facility and the reference library component of the centre;
- developing and implementing an integrated public awareness strategy based on the district risk profile to promote risk-avoidance behaviour and to ensure an alert and informed public and targeted at all relevant role players and stakeholders in the district;
- developing and establishing a media relations strategy for disaster risk management in the district;
- conducting ongoing analyses of needs and resources in the district to guide disaster risk management knowledge management strategies;
- developing and implementing a disaster risk management training and education framework for the province which is consistent with the national and provincial frameworks; which makes provision for accessible training, education and research opportunities and programmes for disaster risk management stakeholders in the district; and which includes the introduction of disaster risk management education into school curricula in the district;
- establishing and facilitating a technical advisory body to guide disaster risk management awareness, training, education and research in the district;
- developing, implementing and maintaining dynamic mechanisms for monitoring, evaluating and continuously improving disaster risk management practice, projects and programmes in the district;
- establishing a strategic disaster risk reduction research agenda for the district linked to policy and the indicative risk profile;
- promoting the participation of research institutions in the district research programmes.

## **16. ANNEXURE SP 4**

### **SP 4: Parameters for the development of policy for the execution of disaster risk management responsibilities by municipal directorates and other municipal entities in the Chris Hani District Municipality**

Each municipal directorate and each other municipal entity in the CHDM must develop disaster risk management policy for its functional area. The directorate or entity's disaster risk management policy must be consistent with the CHDM DRMPF; must reflect a proportionate emphasis on the known priority risks threatening the area of the CHDM; and must place emphasis on measures to reduce the vulnerability of disaster prone areas, communities and households. The policy must guide the development and implementation of disaster risk management planning and practice within the directorate or entity's functional area as envisaged by the DM Act; the NDMF; and the DRMPF of the Province of the Eastern Cape.

The disaster risk management policy of each directorate and each entity must establish disaster risk reduction as the core principle of its disaster risk management responsibilities and the policy must—

- focus on establishing the necessary institutional arrangements for implementing disaster risk management within the directorate or entity. It must specifically establish mechanisms for the application of the principles of co-operation and for ensuring the application of joint standards of practice. It must make provision for the designation of a focal point for disaster risk management for the directorate or entity and for the allocation of specific disaster risk management responsibilities to key personnel in the directorate or entity and must include those responsibilities in the job descriptions of the relevant posts together with key performance indicators. It must establish mechanisms to engage stakeholder participation in strengthening its capabilities to reduce disaster risk within the parameters of its functional area. It must identify processes and mechanisms for establishing co-operative arrangements in respect of disaster risk management with external role players as well as with relevant role players in the southern African and international community;
- address the need for disaster risk assessment and monitoring to set priorities for its functional area; to guide risk reduction action; and to monitor the effectiveness of its risk reduction planning and practice;
- establish the parameters for the development and implementation of risk-based, developmentally focused contingency and risk reduction policy, plans, programmes and projects and for the alignment of disaster risk reduction and contingency policy and planning with that of other institutional role players and provincial and national organs of state. It must focus on the integration of the core principles of disaster risk reduction into ongoing programmes and initiatives;
- address the requirements for integrated and co-ordinated policy for the directorate or entity's functional area that focuses on a rapid and effective response to disasters that occur or threaten to occur in the area of the CHDM and for post disaster recovery. The policy make provision for es-

- establishing the directorate or entity's role and responsibilities regarding emergency response and post disaster recovery and rehabilitation and its capacity to fulfill those responsibilities;
- focus on priorities for making information available to the CHDM DRMC for the purposes of identifying and establishing communication links with disaster risk management role players in the municipal area in terms of section 16 of the DM Act and for development of an electronic database as envisaged in section 17 of the DM Act;
  - identify priorities for education, training, public awareness and research in respect of disaster risk management relative to the directorate or entity's functional area. The policy must establish mechanisms for supporting the disaster risk research agenda for disaster risk management in the CHDM;
  - must set out the mechanisms for funding the execution of its disaster risk management responsibilities.

## 17. ANNEXURE SP 5

### **SP 5: The designation, appointment and responsibilities of focal points for disaster risk management in municipal directorates and other municipal entities in the Chris Hani District Municipality**

**1 Designation of focal points for disaster risk management.**—The head of each municipal directorate and any other municipal entity in the CHDM must designate an individual who will serve as the focal point for disaster risk management for the directorate.

**2 Appointment of focal points for disaster risk management.**—The designated disaster risk management focal point must be officially appointed by the Executive Mayor to represent the relevant directorate or municipal entity on the CHDM DRMAF and on disaster risk management matters in general.

**3 Responsibilities of focal points for disaster risk management.**—The focal point must—

- facilitate the development and establishment of disaster risk management policy and planning for the relevant directorate or entity;
- monitor consistency of the directorate or the entity's disaster risk management policy and plans and the execution thereof with this policy framework as well as the provincial and national disaster risk management policy frameworks;
- facilitate the alignment of the directorate's or entity's policy and plans with those of other organs of state and other institutional role players;
- ensure that the directorate's disaster risk management policy and planning is integrated with the municipal integrated development planning process;
- ensure that the directorate's disaster risk management policy and plans are regularly reviewed and updated;
- ensure that requests for information from the CHDM DRMC are complied with in terms of section 46(2) of the Disaster Management Act.

The responsibilities of the DRM Focal Point must be reflected in the job description of the designated focal point together with key performance indicators.

## 18. ANNEXURE SP 6

### **SP 6: Terms of reference for the establishment and functioning of the Chris Hani District Municipality's Interdepartmental Disaster Risk Management Committee (IDRMC)**

#### *Purpose*

The DM Act requires the CHDM DRMC to promote a co-ordinated, integrated and uniform approach to disaster risk management and the development and implementation of appropriate disaster risk reduction methodologies, emergency preparedness and rapid and effective disaster response and recovery in the district.

In order for these objectives to be achieved and to promote interdepartmental liaison, arrangements must be put in place for a forum in which all the key *internal* role players in municipal directorates and other entities in the CHDM are able to participate and co-ordinate their disaster risk management responsibilities. In order to achieve this objective an Interdepartmental Disaster Risk Management Committee (IDRMC) must be established.

#### *Management and Administration*

The CHDM IDRMC must be established by the Head of the Centre.

The Head of the Centre who is tasked by Council to strategically direct the execution of the requirements of the DM Act must chair the CHDM IDRMC.

The CHDM DRMC must provide the Secretariat for the IDRMC and must ensure that accurate records of the CHDM IDRMC activities are maintained.

#### *Composition of the Chris Hani District Municipality IDRMC*

The CHDM IDRMC must consist of the heads of directorates and key personnel from all municipal directorates and any other entities in the CHDM that are involved in the management of disaster risk or in the administration of any other national legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the DM Act.

The CHDM IDRMC must include key personnel holding portfolios that include disaster risk management responsibilities in the following directorates—

- Office of the Municipal Manager;
- Directorate Health and Community Services;
- Directorate Integrated Planning and Economic Development;
- Directorate Technical Services;
- Directorate Finance;
- Directorate Corporate Services.

Key technical personnel from disciplines within the various municipal directorates or entities in the CHDM who have specific technical expertise relevant to disaster risk management must be designated by the head of the relevant directorate to serve on the committee.

The composition of this committee does not preclude the co-option of additional personnel according to prevailing circumstances nor does it preclude the ad hoc co-option of specialised expertise for specific purposes.

#### *Frequency of meetings*

The committee must meet at least quarterly, but is not precluded from meeting more frequently according to prevailing circumstances.

#### *Scope of Responsibilities*

The CHDM IDRMC must facilitate integrated and co-ordinated planning by providing a forum for the development and implementation of programmes and projects aimed at disaster risk reduction and other relevant activities associated with disaster risk management in the district as required by section 52 and 53 of the Disaster Management Act. It must support the CHDM DRMC and assist with supervising the preparation, co-ordination, monitoring and review of disaster risk management plans and their integration into other developmental processes.

For the purposes of implementing sections 47 and 48 and any other relevant imperatives of the DM Act the committee’s responsibilities must include—

**In respect of disaster risk reduction—**

- monitoring, assessing, and co-ordinating the directorate’s disaster risk management planning and implementation, placing particular focus on risk reduction policies, practices and strategies;
- co-ordinating, monitoring progress and collaborating on joint projects and programmes and their integration into other developmental programmes;
- annually reviewing the CHDM DRMPF; the disaster risk management policy and plans of municipal directorates; the policy and plans of any other municipal entities; and those of local municipalities to ensure that they are integrated, current and consistent with the DRMPF of the Province of the Eastern Cape and the NDMF;
- promoting joint standards of practice within and between directorates and other entities within municipalities;
- monitoring progress on the implementation of priority projects aimed at risk reduction;
- participating in desktop exercises bi-annually to remain current with regard to roles and responsibilities in the activation and operation of the CHDM Disaster Operations Centre (DOC) and to ensure rapid and efficient response and recovery in the event of a local disaster occurring or threatening to occur;
- making recommendations to the CHDM DRMC regarding disaster risk management policy and related disaster risk management matters.

**In respect of response and recovery operations—**

- on receipt of an activation alert from the Head of the Centre (or designate), immediately reporting to the DOC when a disaster classified by the Head of the Centre as a local disaster occurs or is threatening to occur;
- conducting initial and specialist post-disaster assessments for the directorate’s or entity’s functional area;
- ensuring the directorate’s rapid response to disasters;
- ensuring efficient and co-ordinated disaster response and recovery operations;
- monitoring progress of technical teams tasked with post-disaster reconstruction and rehabilitation projects;
- ensuring that regular reports on progress with disaster recovery are continuously submitted to the CHDM DRMC;
- ensuring that all documentation and records relating to the disaster are retained and placed in safe keeping for the purposes of post-disaster investigation, inquiry or review.

**19. ANNEXURE SP 7**

**SP 7: Arrangements for the decentralised execution of disaster risk management legislation and policy in the Chris Hani District Municipality**

**1 Purpose.**—The Disaster Management Act, 2002 requires district municipalities to establish their arrangements for disaster risk management in consultation with the local municipalities within their areas. The national objective is to promote integrated and co-ordinated disaster risk management amongst role players and stakeholders in disaster risk management in South Africa. This guideline serves to establish joint standards of practice and to provide the parameters to ensure that uniform approach is adopted in the execution of disaster risk management policy between the CHDM and the eight local municipalities in the district.

**2 Responsibilities of Chris Hani District Municipality.**—The CHDM having consulted with the local municipalities in the area, has established a disaster risk management centre in Queenstown. Accordingly the CHDM DRMC has primary responsibility for the co-ordination and management of local disasters in its area.

In order to facilitate the decentralised execution of disaster risk management policy the CHDM DRMC must establish satellite disaster risk management centres.

**3 Responsibilities of Satellite Disaster Risk Management Centres.**—For the purposes of direction and effective management, one or more local municipality within the district must be served from an identified strategically located satellite disaster risk management centre.

Such satellite centres must be established by the CHDM in consultation with the relevant local municipalities except in the case where agreement has been concluded with a local municipality in terms of section 54(2) of the DM Act in which case the said local municipality must establish a satellite centre for its municipality.

In accordance with the DRMPF of the Province of the Eastern Cape population statistics, distances and levels of disaster risk must guide the location of the satellite centres as well as the number of local municipalities to be clustered under a single satellite centre. An assessment must be made to establish the minimum personnel requirements to facilitate the execution of disaster risk management policy in area covered by the satellite. The assessment must take into account the need for 24-hour availability of personnel including relief and stand-by duties.

Particular emphasis must be focused on risk reduction strategies in communities who are most at risk to specific known disaster risks. This assessment must be made on the basis that the satellite centres will provide support services to local municipalities as is appropriate for the prevailing circumstances.

**The responsibilities of the satellite centres are incorporated into seven key performance areas as follows—**

KEY PERFORMANCE AREA	SUMMARY OF RESPONSIBILITIES
1. Institutional Capacity	Facilitate the establishment and maintenance of institutional arrangements in each satellite area in consultation and co-operation with the local municipalities in accordance with the guidelines to be developed as part of the consultative process. Ensure the active participation of communities in such arrangements including the recruitment of volunteers.
2. Data Collection	Establish, implement and maintain mechanisms to gather and record information in accordance with the guidelines to be developed as part of the consultative process, for relaying to the CHDM DRMC to provide for real time information; planning; disaster risk reduction; disaster response and recovery, within the wards of municipalities.

	Consult and involve traditional leaders and take into account indigenous knowledge.
<b>3. Disaster Risk Reduction planning and practice</b>	Facilitate and guide the development and implementation of risk reduction plans of the departments and other municipal entities within the administration of the local municipality; and of the wards within the jurisdiction of the local municipality/ies. The plans must include policies, practices, strategies and specific integrated risk management projects, and emergency preparedness which contribute to vulnerability reduction by building resilient communities in accordance with the Integrated Development Plan objectives.
<b>4. Public Awareness</b>	Implement and maintain community awareness programmes which will inculcate risk avoidance behavioural patterns and ensure an alert, informed and self-reliant public.
<b>5. Disaster Risk Management Knowledge Management</b>	Facilitate access to dynamic education, training and public awareness opportunities for relevant local municipal functionaries, politicians and other relevant local role players and stakeholders including community leaders and volunteers to enable them to participate in disaster risk management.
<b>6. Communication</b>	Sustain an effective essential and emergency radio communication service within the area of the satellite centre with special emphasis on accessible emergency communication in communities.
<b>7. Disaster response and recovery planning and practice</b>	Facilitate and co-ordinate operational capacity, planning, practices and procedures to ensure the application of joint standards of practice and co-operative partnerships for the application of physical and technical resources at local level when disasters occur or are threatening to occur. Such plans must be consistent with the provincial and district municipality's disaster response and recovery manual.

#### 4 Minimum requirements for the establishment of a Satellite Disaster Risk Management Centre

##### Location and contingencies

Prior to the establishment of the satellite centre an assessment must be undertaken to ensure that it is located in an area which is not exposed to any known risks. In order for it to operate effectively it must have adequate facilities to exercise access control. The satellite centre must have the capacity to operate off an independent power supply and must have access to an independent supply of water which is sufficient to cover the satellite centre in maximum operational mode for 5 consecutive 24 hour days and must comply with the following minimum infrastructural requirements—

##### Communication facilities

Preferably the satellite centre should have a separate radio room adjoining the operations room. The centre must have reliable telecommunication facilities including two-way radio connectivity to the CHDM DRMC; to the other local municipalities served by the relevant satellite centre; to the wards of local municipalities; as well as with communities at risk. There must be access to internet, email and short message service facilities. Disaster Risk Management personnel must be furnished with mobile telephones and must have access to at least one mobile GPS instrument.

##### Office arrangements and relevant infrastructure

The satellite centre must be equipped with at least one printer; a fax facility; a photocopy machine as well as normal office equipment and stationery requirements.

There must be furnished office space for each Disaster Risk Management functionary.

The satellite centre must be furnished with at least one computer which has the necessary capacity and software to accommodate the information management requirements of the district and the province.

##### A dual purpose operations room cum training

The satellite centre must have a facility suitable for conducting the local co-ordination and management of joint response operations in the case of a significant event/s and/or disasters occurring or threatening to occur in the area. The facility must have the capability to serve dually as the local disaster risk management public information, awareness and training facility.

The facility must have the following minimum infrastructure—

- Seating for approximately 25 persons (with tables) in U shaped configuration;
- Data and/or overhead projection facility;
- Screen;
- TV/Video Monitor;
- Telephone extension through switchboard;
- At least one dedicated unlisted priority lines which is independent of any switchboard;
- Commercial radio facility – Battery/Mains;
- Whiteboards and flipcharts;
- Wall space for maps, charts etc.;
- Office stationery requirements e.g. Clipboards, in and out trays, note blocks, pens etc.

## 20. ANNEXURE SP 8

### SP 8: Mechanisms for the integrated execution of disaster risk management policy between the Chris Hani District Municipality and the local municipalities in the area of the Chris Hani District Municipality: The CHDM DRM DIS-LOC Forum

#### Purpose

In order to give effect to the requirements for the application of the principles of co-operative governance and to ensure integration and joint standards of practice in the execution of disaster risk management policy amongst the Head of the CHDM DRMC and the eight local municipalities for the purposes of disaster risk management, the Head of the CHDM DRMC must establish a CHDM DRM DIS-LOC Forum.

#### Management and Administration

The Head of the Centre must chair the forum and convene the meetings of the forum.

The CHDM DRMC must provide the Secretariat for the forum and must maintain accurate records of the CHDM DRM DIS-LOC Forum's activities.

**Composition**

The forum must comprise—

- The Head of the CHDM DRMC;
- CHDM DRMC Portfolio Managers;
- The chairpersons of the disaster risk management co-ordinating structures of the eight municipalities in the district.

**Frequency of meetings**

The forum must meet at least quarterly, but is not precluded from meeting more frequently according to prevailing circumstances.

**Scope of responsibilities**

The forum must—

- ensure uniformity and the application of joint standards of disaster risk management practice in the district;
- ensure the alignment and consistency of all disaster risk management policies and plans;
- establish mechanisms for the exchange of information and the dissemination of early warnings particularly in the case of cross boundary threats;
- co-ordinate integrated operational planning for cross boundary risks;
- develop and implement mutual assistance arrangements.

**21. ANNEXURE SP 9**
**SP 9: Parameters for the integrated execution of disaster risk management policy in the eight local municipalities in the Chris Hani District Municipality**
**Councils of Local Municipalities**

The councils of local municipalities in the district must ensure that adequate institutional arrangements are in place for the execution of the municipality's responsibilities as required by the DM Act, particularly in terms of sections 50, 52 and 53.

**Disaster Risk Management Co-ordinating Structures of Local Municipalities**

Each local municipality must establish and maintain a structure for the co-ordination of disaster risk management in its municipality. The purpose is to provide a mechanism which will ensure integrated, co-ordinated and uniform disaster risk management planning and operations within the municipality and which will provide for stakeholder participation.

**22. ANNEXURE SP 10**
**SP 10: Terms of reference for the establishment and functioning of the Chris Hani District Municipality's Disaster Risk Management Advisory Forum (DRMAF)**
**Purpose**

In order to give effect to the principles of co-operative governance and to make provision for all relevant role players and stakeholders in disaster risk management in the district to integrate and co-ordinate their actions on matters relating to disaster risk management as prescribed for in section 44(1)(b) of the DM Act, the Council must establish a CHDM Disaster Risk Management Advisory Forum (DRMAF) as provided for in section 51 of the Disaster Management Act, 2002.

**Management and Administration**

The forum is convened and chaired by the Head of the Centre.

The CHDM DRMC must provide the Secretariat for the CHDM DRMAF and must ensure that accurate records of the CHDM DRMAF activities are maintained.

**Composition of the Chris Hani District Municipality DRMAF**

The Forum must comprise all the relevant stakeholders and role players in disaster risk management in the district including NGOs and CBOs; individuals or groups with special technical expertise; representatives of the local municipalities in the district; and of neighbouring district municipalities.

**The composition of the forum must comprise but need not be confined to the following members—**

- **Focal Points** of municipal directorates and any other entities who have been designated by the relevant directorate or entity involved in the management of disaster risk or in the administration of any other national legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the DM Act
- **Disaster Risk Management functionaries** of the CHDM DRMC
- **The Regional Representative of the Disaster Risk Management Centre** of the Province of the Eastern Cape
- **Experts in disaster risk management** designated by the Portfolio Councillor
- **Heads of neighbouring district disaster risk management centres**
- **Head of the disaster risk management centre of the Province of the Northern Cape**
- **Representatives of each of the eight local municipalities within council's area—**
  - Chairpersons of disaster risk management co-ordinating structures of local municipalities
  - Municipal Manager
- **Municipal official/s responsible for satellite disaster risk management centres**
- **Representative of Disaster Risk Management Volunteer Unit/s**
- **Representatives of national and provincial organs of state; and local emergency and essential services as follows—**
  - **Health and Medical Services**
    - Emergency Medical Services – State and Private
    - Hospitals – State and Private
    - Clinics
  - **Safety and Security**
    - SA Police Services

- SA National Defence Force
- **National Organs of State**
  - Department of Water Affairs and Forestry
  - Department of Home Affairs
- **Regional Tourism Board**
- **Parastatals providing essential services**
  - ESKOM
  - TELKOM
  - SPOORNET
  - SA Weather Service
  - SANRAL
- **Representatives of organised business**
- **Representatives of organised labour**
- **Representatives of SALGA**
- **Representative of DMISA**
- **Non-governmental organisations, community based organisations** and other relevant role players such as—
  - The Council of Traditional Leaders
  - Faith based organisations
  - Agricultural and Farm Workers Associations
  - SA Red Cross Society
- **Local Institutions of Higher Learning**
  - Universities
  - Colleges
  - Scientific and Research Centres
- **The Media**
  - SABC (Radio and Television)
  - Local Community Radio Station
  - Print Media – Representatives of relevant Main Daily Newspapers and Community Newspapers

In addition to the representatives listed herein the CHDM DRMAF may at any time co-opt additional members; co-opt individuals for a specific task or for a specific time; appoint technical and other relevant ad hoc task teams with appropriate expertise to perform specific tasks on prescribed matters. Such task teams will meet as required for the purpose of executing the task/s allocated.

#### ***Scope of Responsibilities***

The Forum—

- must make recommendations to the Council of the CHDM concerning the disaster risk management policy framework for the district;
- must ensure the application of the principles of co-operative governance for the purposes of disaster risk management in the district;
- must introduce actions to ensure interagency co-ordination and the application of joint standards of disaster risk management practice;
- must establish integrated technical task teams for the development and implementation of risk reduction policy, plans, programmes and projects to reduce disaster risk and build resilience;
- must contribute to the development and the application of standards for conducting disaster risk assessments and the ongoing monitoring of disaster risk; and the generation of a disaster risk profile for the district;
- must contribute to ensuring resilient individuals, households and communities who are alert and self reliant through focused, integrated and holistic risk reduction strategies within the broader context of sustainable development;
- must contribute to ensuring community awareness of disaster risk management arrangements; the establishment of early warnings and promoting the importance of heeding to early warnings;
- must contribute to the development and maintenance of the disaster risk management information management and communication systems;
- must establish integrated technical task teams for the development and maintenance of district disaster contingency plans;
- must support and contribute to district disaster risk management knowledge management programmes;
- may advise any organ of state, statutory functionary, non-governmental organisation, community or the private sector on any matter relating to disaster risk management.

#### ***Frequency of meetings***

The CHDM DRMAF must meet at least four times a year. Circumstances prevailing at the time may determine whether the Head of the Centre—

- convenes a full meeting of the advisory forum;
- convenes a meeting of only those members directly involved or affected by the business in hand;
- refers the matter to a relevant or ad hoc technical task team; or
- opens the advisory forum meeting to additional role players such as technical experts, visiting dignitaries and the like.

#### ***Establishment of Technical Task Teams for the development and execution of Disaster Risk Management legislation and policy in the Chris Hani District Municipality***

The CHDM DRMAF must establish integrated technical task teams to develop and implement specific projects for the execution of disaster risk management policy in the district.

#### ***Technical Task Teams to be established***

The establishment of technical task teams must include but need not be confined to the following—

- individual technical task teams comprising all the relevant role players for each priority risk identified in the risk profile of the CHDM to develop, implement and maintain integrated hazard specific contingency plans for the district;
- individual technical task teams comprising all the relevant role players to develop, implement and maintain specific plans for each category of field operations for the purposes of response and recovery; and for specific reconstruction and rehabilitation projects for the district;

- individual technical task teams comprising all the relevant role players to develop, implement and maintain integrated vulnerability reduction plans for common vulnerabilities affecting the district as a whole;
- an information management technical task team comprising all the relevant role players to develop, implement and maintain integrated and holistic information management strategies for the district;
- a communication technical task team comprising all the relevant role players to develop, implement and maintain an integrated and holistic communication plan for the district;
- a knowledge management task team comprising all the relevant role players to develop, implement and maintain integrated and holistic disaster risk management knowledge management strategies for the district.

#### *Scope of responsibilities of technical task teams*

Teams so convened must—

- must identify the lead agency for the particular disaster risk management task in hand and make recommendations to the CHDM DRMC and DRMAF to this effect;
- the CHDM DRMC must officially task the lead agency with primary responsibility for convening and facilitating the activities of the team and for the execution of the project. All the other agencies will automatically be tasked with secondary responsibilities;
- report to the Head of the Centre and to the CHDM DRMAF for the duration of their task;
- determine their terms of reference, outcomes and time frames in consultation with the Head of the Centre and the CHDM DRMAF;
- must plan and manage all projects tasked to them in accordance with the nationally approved and adopted project management methodology for disaster risk management – the Project Portfolio Office programme.

### 23. ANNEXURE SP 11

#### **SP 11: Minimum criteria for conducting disaster risk assessments in the Chris Hani District Municipality**

The disaster risk assessment process must be conducted in accordance with the requirements of the NDMF using the following staged approach to ensure that the outcomes are synchronised with the risk reduction and response and recovery planning processes.

##### **Stage 1: Conduct a Risk Analysis: Identification of the risk factor**

The analysis must identify hazards based on historical information and indigenous knowledge and must determine their probability, frequency, intensity, scope, predictability or forewarning, exposure, impact, associated forces and possible knock-on effects. The analysis must include hazards of natural and technological origin as well as environmental degradation.

A vulnerability assessment must be conducted to determine and quantify economic, social, physical, environmental and political factors which contribute to the susceptibility of communities, infrastructure, services and natural resources in the district exposed to the hazards identified and their capacity to withstand, cope and recover from the impact of such hazards.

The assessment must include an estimate of the likely losses which could result from the impact of the hazard on vulnerable elements and to evaluate likely consequences.

##### **Stage 2: Estimation of levels of risk**

An estimation of the level of risk of a particular hazard must be undertaken by comparing the probability of its occurrence with the estimated impact or consequences in order to compare different hazards for the purpose of determining priorities.

##### **Stage 3: Risk evaluation**

In the event that multiple risks have been assessed at the same level and resources are limited, provision must be made for further more comprehensive risk assessments to enable further prioritisation.

Highly specialised multidisciplinary comprehensive assessments must be conducted by combinations of risk scientists relevant to the nature of the risks facing specific priority at-risk people, households, communities, areas and developments identified during this stage of the assessment.

##### **Stage 4: Risk reduction monitoring**

The CHDM DRMC and all municipal directorates and entities in the CHDM, must develop and implement mechanisms for the continuous monitoring of risk reduction initiatives for their relevant functional area; the identification of changing patterns and changing risk profiles; and for the updating and disseminating of information for the purposes of disaster risk management planning.

##### **Link with disaster risk management planning**

The CHDM DRMC must ensure that all disaster risk management planning is based on scientifically sound risk assessment information and that such planning is progressively integrated into the development plans of municipal directorates; other municipal entities and other role players.

##### **Responsibilities for monitoring, updating and disseminating disaster risk information**

The CHDM DRMC must establish clear and documented mechanisms for rapid access to disaster risk information and for updating hazard and vulnerability information as well as the occurrence of significant events and disasters in the district and must ensure that such information is rapidly disseminated to the NDMC and to the DRMC of the Province of the Eastern Cape.

Municipal directorates and other entities in the CHDM with disaster risk management responsibilities must establish clear and documented mechanisms for rapid access to disaster risk information and for updating hazard and vulnerability information relevant to their functional area and must ensure that such information is rapidly disseminated to the CHDM DRMC.

Local municipalities in the CHDM must establish clear and documented mechanisms for rapid access to disaster risk information and for updating hazard and vulnerability information as well as the occurrence of significant events and disasters relevant to their jurisdiction and must ensure that such information is rapidly disseminated to the CHDM DRMC.

The CHDM DRMC as well as municipal directorates and other entities with disaster risk management responsibilities must establish and document clear mechanisms for disseminating disaster risk assessment and monitoring information for ongoing planning, as well as for managing high risk developments.

The CHDM DRMC must establish and document clear procedures for accessing, interpreting and disseminating early warnings of both rapid and slow onset disasters.

##### **Quality control**

All risk assessment reports must be submitted to the CHDM DRMC for technical review.

The CHDM DRMC must ensure that all risk assessments undertaken in the district show documented evidence of capacity building, skills transfer, ground-truthing including the use of indigenous knowledge, consultation and stakeholder engagement on the design of the risk assessment and the implementation and interpretation of findings.

The methodology and results of all assessments conducted in the district must be subjected to an independent technical review process and external validation prior to any actions based on the findings being taken. Documented evidence of technical consultation with the CHDM DRMC must be included in all risk assessments undertaken.

In order to ensure uniformity in approach the specifications for the commissioning disaster risk assessments in the CHDM must be consistent with the specifications provided in the national guideline for conducting disaster risk assessments<sup>20</sup>.

## 24. ANNEXURE SP 12

### SP 12: Minimum criteria and scoping of Disaster Risk Management Plans for the Chris Hani District Municipality

#### *Determining priority disaster risks and priority at-risk communities, areas and developments*

The CHDM DRMC must identify and map specific disaster risks and specific at-risk communities, areas and developments of significance in the district.

All directorates and other municipal entities must identify focused initiatives relative to their functional area to reduce specific risks identified as priorities.

The local municipalities the CHDM must identify and map specific priority disaster risks and specific priority at-risk communities, areas and developments applicable to their areas of jurisdiction.

All the departments and other entities in local municipalities in the CHDM must identify focused initiatives relative to their functional areas to reduce specific risks identified as priorities.

#### *Scoping and developing specific disaster risk reduction plans, programmes and projects and contingency plans*

The development of risk reduction plans and contingency plans must be conducted using project management methodology. All disaster risk management planning by all municipal directorates or departments and other municipal entities in the CHDM and in the local municipalities in the district must comply with the following—

- planning must be informed by scientifically sound risk assessment findings;
- primary agencies must be identified and tasked with responsibility for the identification of supporting disciplines and for the establishment and management of multidisciplinary technical task teams;
- planning must be conducted by multidisciplinary technical task teams comprising appropriate specific technical, social and economic experts that will be responsible for implementing the plans;
- planning must involve the active engagement of at-risk communities or groups;
- planning must be conducted holistically by addressing multiple vulnerabilities in specific communities, areas and developments identified to be “at-risk priorities” and must enhance or add value to other existing development programmes;
- planning must be dynamic and capable of adapting to a continually changing environment;
- plans must avoid increasing risk; creating dependence and undermining ownership of risk;
- planning must be linked to the initial assessment findings and must be undertaken using project management methodologies which clearly define goals, performance indicators, targets, primary responsibilities, budget implications and time frames and must include evaluation criteria to measure effectiveness.

#### *Scope of Disaster Risk Management Plans of Local Municipalities*

The Disaster risk management plans of local municipalities must focus on the development of *operational* plans which give priority to building resilience and reducing the impact of a wide range of different disaster risks in areas, communities and households that are known to be at risk in their areas of jurisdiction.

#### *Scope of Disaster Risk Management plans of the Chris Hani District Municipality*

Disaster risks only become a planning priority for the district municipality when risk assessments and/or continuous monitoring and tracking processes indicate that—

- a specific disaster affects one or more local municipality in the district;
- it exceeds the capacity of a single local municipality in the district to manage it effectively;
- disaster risk results in recurring episodes or significant events in more than one local municipality in the district which cause cumulative impacts on lives, property and the natural environment, but do not necessarily fall into the classification of a disaster.

The CHDM’s disaster risk management planning priorities must therefore focus on—

- wide scale events that due to their magnitude are likely to affect more than one local municipality, these include widespread floods; and other severe weather events such as severe storms; veld fires and severe drought; water pollution; pest and animal infestations;
- recurrent high and medium impact events such as epidemics, animal infestations, floods and other severe weather events, large informal settlement fires, veld and urban fringe fires that may require the district’s intervention or the mobilisation of the district municipality’s resources and infrastructure in support of the affected local municipality;
- low frequency high and medium magnitude disaster risks with potential for severe loss and which require specialist support possibly not available in the district, such as nuclear accidents, epidemics, major transport accidents and severe pollution;
- disaster risks that affect neighbouring authorities which may have consequences for the district.

Each directorate and any other entity included in the organisational structure of the district must identify and prioritise those disaster risks relevant to their functional area and prepare their directorate’s disaster risk management plan accordingly.

#### *Identifying the most vulnerable areas, communities and households*

Due to the fact that all areas, communities and households do not necessarily face the same disaster risks, disaster risk management planning priorities must be placed on those areas, communities and households that are exposed to natural or other threats, *and have the least capacity* to resist and recover from the resulting impacts. These are called at-risk or high risk areas, communities or households.

#### *Priorities for focusing disaster risk protection efforts*

For disaster risk management planning purposes, all municipal directorates and other entities in the CHDM and all municipal departments and other entities in the local municipalities in the district must, according to their functional area or area of jurisdiction, give priority to protecting—

20 Annexure SP 14: National Guideline: Template for the development of specifications required to commission disaster risk assessments for district municipalities.

- strategic infrastructure or lifeline services whose damage or disruption in disaster events would result in serious and widespread consequences;
- critical economic, commercial, agricultural and industrial zones or sites whose damage or disruption would have serious and widespread consequences;
- fragile natural ecosystems and environmental assets that offer protective environmental services and which, if damaged or destroyed in a disaster event, would result in serious natural and economic losses;
- communities in areas exposed to extreme weather and/or other natural and technological hazards and which are therefore likely to sustain serious human and property losses in the event of a disaster;
- poor and under-served rural and urban communities, including informal settlements, especially those located in fragile ecological areas, that sustain repeated losses from recurrent small, medium, and large disaster events, and that lack insurance coverage to facilitate recovery;
- highly vulnerable households in at-risk areas with limited capacity to resist or recover from external shocks, particularly child-headed households or those headed by the elderly or households affected by chronic illness.

Where possible, this process must take place in consultation with those most at risk.

**Phasing in the development of Disaster Risk Management Plans in accordance with the National Disaster Management Framework**

**Level 1 Disaster Risk Management Plan**

A Level 1 Disaster Risk Management Plan applies to municipal organs of state and municipal entities that have not previously developed a coherent disaster risk management plan.

It focuses primarily on establishing foundational institutional arrangements for disaster risk management, putting in place contingency plans for responding to known priority threats, identifying key governmental and other stakeholders and developing the capability to generate a Level 2 Disaster Risk Management Plan.

**Level 2 Disaster Risk Management Plan**

A Level 2 Disaster Risk Management Plan applies to municipal organs of state that have established the foundational institutional arrangements, and are building the essential supportive capabilities needed to carry out comprehensive disaster risk management activities.

It includes establishing processes for a comprehensive disaster risk assessment, identifying and establishing formal consultative mechanisms for the development of disaster risk reduction projects and introducing a supportive information system and emergency communications capabilities.

**Level 3 Disaster Risk Management Plan**

A Level 3 Disaster Risk Management Plan applies to municipal organs of state that have established both the foundational institutional arrangements for disaster risk management and essential supportive capabilities.

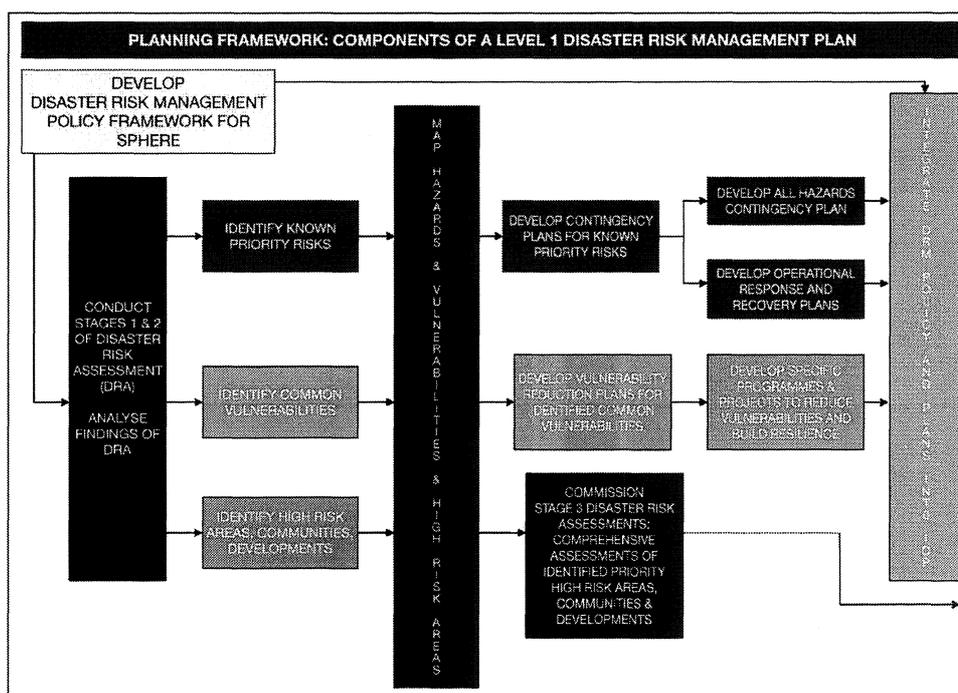
The plan must specify clear institutional arrangements for co-ordinating and aligning the plan with other governmental initiatives and plans of institutional role players. It must also show evidence of informed risk assessment and ongoing risk monitoring capabilities as well as relevant developmental measures that reduce the vulnerability of disaster-prone areas, communities and households.

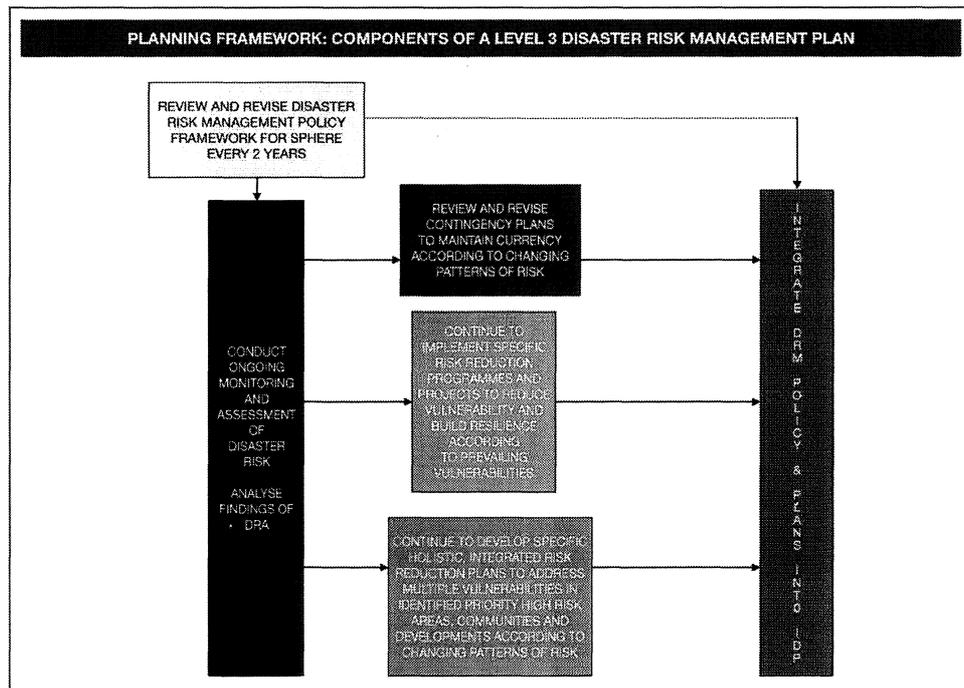
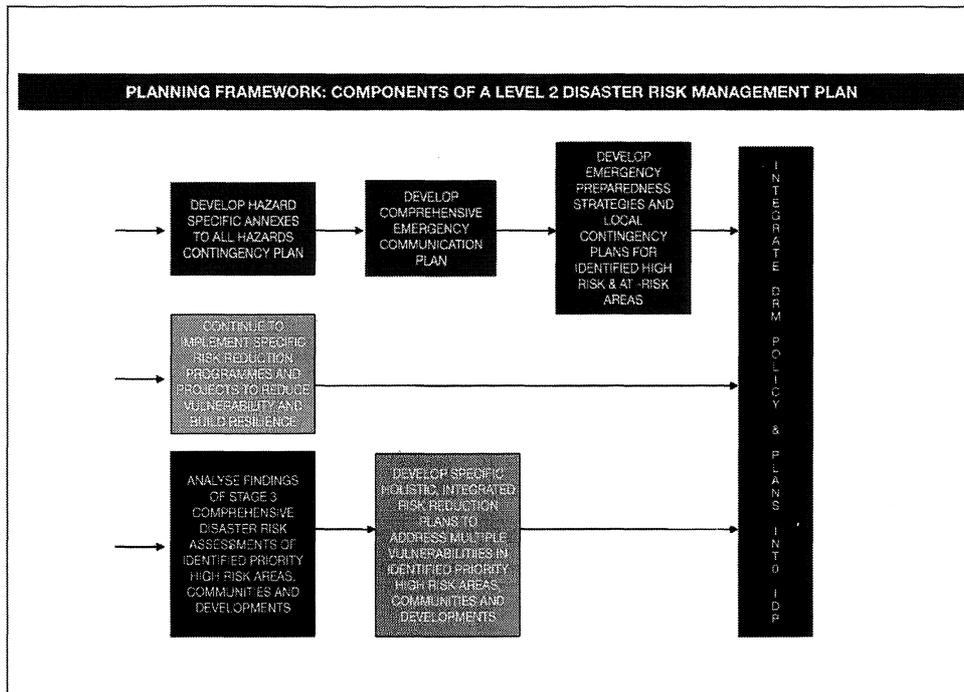
The NDMF foresees that within one year of the commencement of the DM Act, municipal organs of state will have submitted to the NDMC, at a minimum, Level 1 Disaster Risk Management Plans. Within two years of the commencement of the DM Act, all provincial and municipal organs of state will have submitted, at a minimum, Level 2 Disaster Risk Management Plans. Within four years of the commencement of the DM Act, all provincial and municipal organs of state will have submitted Level 3 Disaster Risk Management Plans.

Municipal organs of state must specify which one of the three specified disaster risk management planning Levels is most appropriate for their respective capabilities, experience and functional responsibilities. They must also indicate the steps they are taking that will allow them to progress to more advanced levels of planning.

Disaster risk management plans developed by municipalities must be incorporated into the Integrated Development Plan and funding processes.

The scope of each of the three levels of Disaster Risk Management Plans is illustrated in the diagrams on the following three pages.





25. ANNEXURE SP 13

**SP 13: Minimum criteria for the establishment and functioning of Technical Advisory Committees on disaster risk assessments in the Chris Hani District Municipality**

*Purpose*

In order to establish minimum criteria for conducting disaster risk assessments and for the purpose of exercising quality control, the CHDM DRMC (or municipal directorate or other municipal entity of the district municipality; or a local municipality or other municipal entity in a local municipality in the district) commissioning the assessment must appoint a technical advisory committee (TAC).

In establishing minimum criteria and exercising quality control, the purpose of a TAC is to monitor, advise and make recommendations to the CHDM DRMC to—

- ensure the use of uniform and robust methodologies and methods for conducting disaster risk assessments;
- ensure that all disaster risk management planning and practice is based on scientifically robust disaster risk assessments;
- provide technical support and advice to departments, other municipal entities and role players commissioning disaster risk assessments; and

- establish processes, mechanisms and procedures for the DRM TAC to implement a uniform approach to disaster risk assessment.

#### **Management and administration**

The DRM TAC must report to the Head of CHDM DRMC.

The TAC must operate as a technical task team of the CHDM DRMAF and, as such, must submit copies of reports on its activities to the DRMAF.

The administrative arrangements of the TAC and the secretariat are the responsibility of the functionary tasked with the Risk Reduction Portfolio of the CHDM DRMC.

#### **Convenor**

CHDM DRMC is the convenor and the administrator of the TAC.

#### **Chairperson**

A suitably qualified, recognised and independent specialist who is thoroughly versed in the field of disaster risk reduction and who understands the scope of disaster risk assessment processes, as well as the associated statutory requirements, must be identified/elected to serve as the chairperson of the DRM TAC. The chairperson so identified/elected must represent the TAC on the DRMAF of the CHDM.

#### **Composition**

In accordance with the National Disaster Management Framework (NDMF), the composition of the DRM TAC will depend on the risk/s being assessed and must include recognised specialists in the hazards, vulnerabilities and disaster risks being assessed. Specialists serving on the TAC may be drawn from specialist ministries, research institutions, non-governmental organisations (NGOs) or the private sector.

The DRM TAC must comprise the functionary from the CHDM DRMC tasked with the Risk Reduction Portfolio, as well as—

- a core group of permanent members drawn from recognised scientific research organisations; and
- a group of non-permanent members, drawn from the national resource database of recognised specialists, who are specialists in the types of hazard, vulnerabilities and disaster risk being assessed and who may be co-opted on an ad hoc basis in a consultancy capacity to serve on the TAC for the duration of specific projects.

In order to ensure impartiality, members must declare any vested interests in the business in hand and those who have such interests must recuse themselves from participating in the relevant proceedings.

#### **Terms of reference**

The responsibilities of the DRM TAC must include but need not be confined to—

- ensuring that the national minimum criteria and guidelines for the commissioning of disaster risk assessments are adhered to;
- ensuring the application of robust and uniform methodologies and methods;
- ensuring the application of standardised formats for disaster risk assessments;
- ensuring the application of the national minimum criteria and guidelines for assessing priority disaster risks in the CHDM;
- developing specifications for the commissioning of disaster risk assessments in the CHDM and guidelines on mechanisms to assist with the independent evaluation and short listing of bids;
- monitoring of progress with commissioned disaster risk assessments;
- interpreting and validating new methodologies and methods before implementation;
- researching new methodologies and methods for disaster risk assessments;
- validating disaster risk management plans, programmes and projects for feasibility before implementation;
- evaluating disaster risk assessment reports;
- mainstreaming disaster risk assessment by facilitating linkages with associate disciplines;
- providing guidance as to the requirements of a national database on disaster risk assessment expertise;
- facilitating contemporary disaster risk assessment discussions by involving a wide range of role players;
- taking cognisance of international developments and processes in disaster risk assessment and their possible impact on disaster risk assessment in South Africa; and
- developing an Indicative Disaster Risk Profile for the CHDM.

#### **Frequency of meetings**

The DRM TAC should meet at least four times a year. Such meetings should coincide with the meetings of the CHDM DRMAF. This does not exclude more frequent meetings of the TAC as determined by identified needs and the requirements of projects in hand.

#### **Funding**

The the Head of the Centre must, subject to the relevant provisions of the Local Government: Municipal Finance Management Act, No. 56 of 2003, use a scale of professional fees for services (in line with council requirements) rendered by members of the DRM TAC.

The Head of the Centre must also ensure that provision is made in annual budgets for the establishment and continued functioning of the TAC.

## **26. ANNEXURE SP 14**

### **National Guideline**

#### **Template for the development of specifications required to commission disaster risk assessments for district municipalities**

#### **USER NOTE**

##### **Why a template?**

This template is intended to guide district municipalities in the development of tender documents for commissioning the first two stages of the disaster risk assessment for their area. Figure 1 at the end of this user note provides you with an overview of all the stages of the disaster risk assessment process.

The purpose of this template is threefold. Firstly, it will help you to fast-track the development of specifications required for the tender process. Secondly, it will help to ensure that uniform assessment methodologies are applied nationally and across municipalities and provinces, thereby facilitating the consolidation of the findings and their incorporation into metropolitan, district, provincial and national disaster risk profiles. Thirdly, it will provide a basis that will facilitate the work of technical advisory committees in evaluating, monitoring and tracking the progress of disaster risk assessment projects.

##### **How to use this template**

You may want to add information to reflect the particular conditions in your district municipality and the environment in which it operates. To assist you, we have included user notes in the sections that may require customisation to ensure that the specification reflects the current reality in your municipality. The user notes contain information on what should be included in the particular sections. They are easily identifiable because the notes appear in grey shaded text boxes and the text is in italics.

**Who should commission disaster risk assessments?**

The first two stages of disaster risk assessments in the municipal sphere must be commissioned by the disaster risk management centre of the district municipality. The findings of these stages of the disaster risk assessment are very important, because they must be used to inform all municipal vulnerability reduction planning as well as contingency planning for known priority risks necessary for achieving a Level 1 Disaster Risk Management Plan status.

Secondly, the findings of the first two stages will provide direction for conducting the following, more comprehensive stages (Stages 3 and 4) of the disaster risk assessment process. The findings of Stages 3 and 4 will, in turn, inform the development of specific risk reduction methodologies, development plans, programmes and initiatives as well as plans for the management of high-risk developments to be implemented by municipalities to achieve Level 2 and Level 3 Disaster Risk Management Plan status. The responsibility for commissioning the Stages 3 and 4 assessments will rest with a range of role players such as organs of state from the three spheres of government and the private sector.

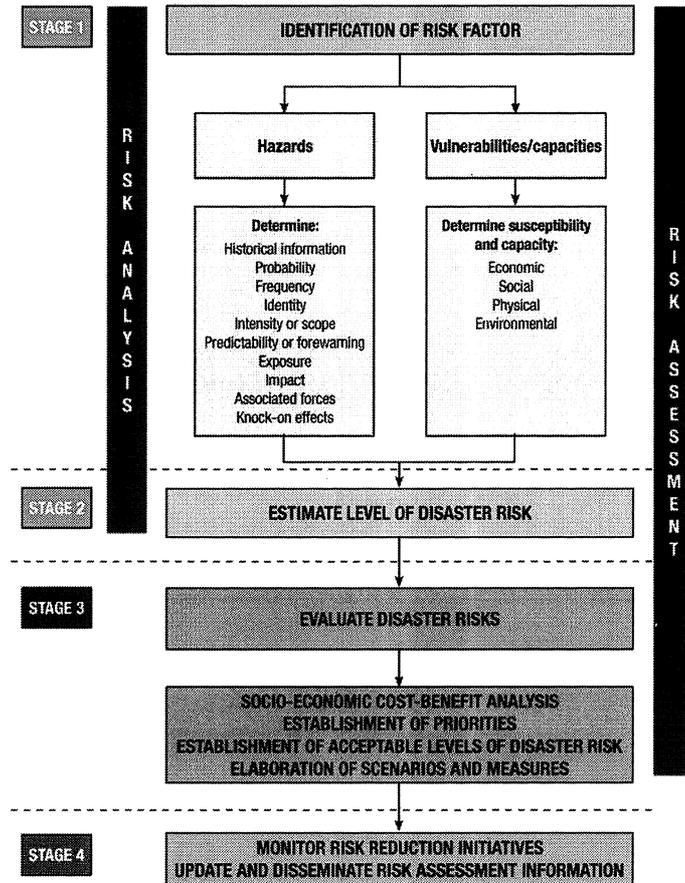


Figure 1: The stages of a disaster risk assessment process

**SPECIFICATION**

For conducting Stages 1 and 2 of a disaster risk assessment for the ..... District Municipality

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**1. Introduction and context**

**USER NOTE**

*The purpose of this section of the document is to introduce the potential Service Provider to your municipal area. The information provided should include a brief description of the location of the municipality in the province, its boundaries, its neighbours, its surface area and its demographics. In addition, a high-level overview of the historical disaster risk profile should be provided. To guide you in writing an introduction and context for your specifications document, we have provided an example of an introduction and context for a district municipality. You will need to customise the information provided here to reflect the situation in your own district municipality*

**1.1 The purpose of conducting an assessment of disaster risk in the area of the District Municipality.**— Severe flooding of the Cape Flats in June 1994 led to an urgent call for legislative reform of disaster risk management in South Africa. This resulted in an extensive consultative process that began with the drafting of a Green Paper in 1998 followed by the publication of a White Paper on Disaster Management in 1999 and culminating in the promulgation of the Disaster Management Act, No. 57 of 2002.

In the context of this reform, the focus of government’s disaster risk management policy has shifted from a reactive approach of only dealing with disasters after they have occurred, to that of reducing disaster risk by building resilience through developmental initiatives.

In this regard, the Disaster Management Act provides for an integrated and co-ordinated policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, ensuring rapid

and effective response to disasters, and post-disaster recovery. It places primary responsibility on district municipalities for the implementation of these provisions in their areas of jurisdiction.

In terms of section 47 of the Disaster Management Act, the District Municipality's disaster risk management centre is responsible for giving guidance to the relevant stakeholders to assess and prevent or reduce the risk of disasters by—

- determining levels of risk;
- assessing vulnerability of communities and households to disasters that may occur;
- increasing the capacity of communities and households to minimise the risk and impact of disasters that may occur;
- monitoring the likelihood and state of alertness to disasters that may occur;
- developing and implementing appropriate risk reduction methodologies;
- integrating such methodologies into development plans, programmes and initiatives; and
- managing high-risk developments.

The critical first step in ensuring effective and focused risk reduction planning is to commission a disaster risk assessment that will ensure that all the developmental initiatives and contingency plans and practices of the district municipality are risk-based.

In order to achieve this objective, the risk assessment process must correspond to the three levels of Disaster Risk Management Plans for municipalities described in the National Disaster Management Framework (Key Performance Area 3, section 3.1.1.2, pages 41–42), published in 2005. Refer to Annexure A, attached to this document, for a description of the three levels of Disaster Risk Management Plans. Consequently, the disaster risk assessment will be conducted in two phases.

The first phase of the assessment process must take into account the requirements for a Level 1 Disaster Risk Management Plan. This entails conducting a risk analysis to identify priority risks, which will enable focused contingency planning and the development and implementation of operational plans for response and recovery activities that are associated with the priority risks identified. In addition, the findings must inform the strategic planning of the departments and other municipal entities in the District Municipality and that of local municipalities and other municipal entities in the local municipalities in the district. In this regard, the findings should be used to facilitate developmental planning efforts, particularly those focusing on reducing vulnerabilities prevailing in the area and which place households, groups and communities at risk.

A further aspect to be addressed in this phase of the assessment process is the identification of high-risk developments, areas and communities which are categorised as “high risk” due to their multiple vulnerabilities. The findings in this regard will then become the subject of specific in-depth comprehensive assessments to be conducted in the next phase.

## 1.2 Description of the working area

### **USER NOTE**

*The aim of this section of the document is to provide the potential Service Provider with an overview of the current reality in your municipal area. The information that you provide here should be relevant to the project and should be sufficient to enable the Service Provider to gauge the magnitude of the project. Most of this information should be available in your municipality's Integrated Development Plan (IDP).*

Introduce the area under the jurisdiction of the district municipality by listing the local municipalities in the area and providing a description of the main towns, peri-urban settlements and rural settlements in the local municipalities.

In order to give the Service Provider guidance for the purpose of sampling, provide a breakdown of the number of municipal wards in the jurisdiction of each local municipality.

Provide a description of the prevailing circumstances in the municipality as a whole, including socio-economic status, a spatial and land-use overview and an overview of infrastructure, particularly in respect of housing, access to potable water, sanitation, electricity, storm water drainage, electricity and telecommunications. You may wish to add any other additional information at your disposal which you may consider to be of relevance.

**2. Legal aspects.**—In the development of the disaster risk assessment for the District Municipality, the Service Provider must ensure that the study is conducted and developed within the legislative framework for disaster risk management in South Africa and is consistent with the provisions of the Constitution of the Republic of South Africa Act, No. 108 of 1996, the Disaster Management Act (2002), the National Disaster Management Framework (2005), the disaster risk management policy framework of the province concerned, the Local Government: Municipal Systems Act, No. 32 of 2000 (known as the Systems Act), and any other relevant legislation.

**2.1 Implications of flawed assessments.**—The Service Provider must take cognisance of the legal and other implications of producing a flawed assessment that contains incorrect or unverified risk assessment findings on which

planning decisions will be made. The Service Provider must therefore ensure that the assessment is robust and that it can reliably inform risk reduction planning.

**2.2 Data provision.**—In order to avoid duplication, the ..... District Municipality will make available to the service provider its own data as well as any other data at its disposal that may be of relevance to the disaster risk assessment or any aspect of it. Ownership and copyright of such data rests with the municipality and, where relevant, the government.

The copyright of the data shall not be infringed for the purposes of—

- correcting errors in the data set;
- derivative works in which the derived work(s) results in original work(s);
- research, private study, or personal or private use; and
- creating a backup copy.

### 2.3 Data ownership and data custodianship

#### **USER NOTE**

*This section must be customised to suit the needs of your municipality. Consider including a confidentiality clause here. Consult with the Geographic Information System (GIS) section of your municipality in this regard.*

*Also indicate who the custodian of the data will be. The custodian is usually the head of the disaster risk management centre.*

**2.4 Data exchange.**—Data to related this project may not be shared by the Service Provider with any third party for the duration of the project or thereafter.

**2.5 Data management.**—The Service Provider will be responsible for—

- quality control and assurances of newly created datasets;
- the content and formats of such data;
- validation of such data;
- storage and security for the duration of the project, until final delivery of the project data; and
- maintenance and updates of metadata, until final delivery of the project data.

With reference to the set spatial resolution, as described in section 6 below on GIS requirements and specifications, the Service Provider must take into consideration the implications of including or excluding communities in terms of risks and vulnerabilities.

**3. Project management and reporting.**—In compliance with section 2.4.2.1 of the National Disaster Management Framework, the District Municipality will appoint a technical advisory committee (TAC) comprising nationally recognised specialists in hazard, risk and vulnerability assessments to assist with the evaluation of tenders, the monitoring of progress with the project and the validation and/or interpretation of the methods and findings generated.

The Service Provider must provide documented evidence that external validation has taken place. The external validation process must be completed before any reports or maps for planning purposes are generated.

**3.1 Disputes.**—Any dispute arising between the technical advisory committee and the Service Provider will be dealt with in terms of a dispute resolution/arbitration clause included in the contract agreement to be concluded between the ..... District Municipality and the Service Provider before commencement of the project.

**3.2 Reporting.**—The Service Provider must include in the project proposal a detailed account of the envisaged disaster risk assessment process, which should include exhaustive project management schedules reflecting specific deliverables linked to time frames, payment intervals, and reporting intervals.

#### **USER NOTE**

The inclusion of the following sentence in this specifications document is optional—

The Service Provider must note that the due date for the first deliverable must be no later than (insert date here) and that this must be clearly reflected in the project management schedules.

**3.3 Distribution of findings.**—The distribution of findings, outcomes, reports, minutes and other information or data created by the Service Provider may only be released or distributed in accordance with the instructions of the technical advisory committee and/or the District Municipality's disaster risk management centre. No information may be released to any stakeholder or role player without such prior approval.

The methods adopted for the approved distribution of information, findings and/or outcomes must take into account the capacity of relevant role players in respect of access to electronic media and must make provision accordingly.

**3.4 User guides.**—The Service Provider must supply user guides for databases, the geographic information system (GIS), and any other components relating to the disaster risk assessment. User guides must be unambiguous and written in plain language. Where necessary, they must include instructions for making amendments and methods for updating databases, the GIS and other relevant components.

**USER NOTE**

*GIS is a very specialised job. The above assumes that your municipality will have the capacity to interpret and use the guides.*

The ..... District Municipality reserves the right at any stage during the project and up to six months after the completion of the project to request (written) additional explanation on a particular deliverable. Such information must be supplied by the Service Provider within a reasonable period after the request.

The Service Provider must indicate how certain data should be interpreted. Wherever databases are incomplete or not statistically “certain”, this should be clearly stated, and the limitations of use should be clearly indicated.

The Service Provider must provide metadata as well as a data matrix of the origin of the data and who the custodians of the data are.

**3.5 Review of the process and monitoring of results.**—The Service Provider must undertake to fully co-operate with the external validation process and the technical advisory committee.

The Service Provider must also include internal monitoring and validation mechanisms that are scientifically sound and consistent with generally accepted project management review methodologies. The Service Provider must indicate and fully explain the methods used in this regard.

Methods and conditions for conducting follow-up research must be included in the report. The Service Provider must be available for a reasonable period after completion of the project for questions relating to the data management system, the GIS, and associated research or assessments.

**4. Consultation and stakeholder sensitisation.**—This section establishes the parameters for ensuring that the provisions in section 7(2)(f)(i–iii) of the Disaster Management Act are complied with.

**4.1 Stakeholder consultation and interviews.**—The purpose of stakeholder consultations is firstly to ensure ground-truthing of the study through field consultations with communities at risk of the threats being assessed and secondly, to consult with appropriate end-users in respect of the design of the study.

The study must include field consultations with the following role players—

**USER NOTE**

*The following list must be customised to suit your area. You can amend the list as required.*

- Traditional leaders
- Ward committees and community members
- Community-based organisations
- Representatives of organised business and large industries and businesses
- Port and airport authorities
- Locally active, relevant non-governmental organisations
- Scientists and experts (such as, but not confined to, geologists, hydrologists, engineers, climatologists and economists)
- Other relevant role players who may be able to contribute to the outcomes of the assessment

Where appropriate, such consultations can take place through existing representative forums such as Integrated Development Planning structures and the Municipal Disaster Risk Management Advisory Forum.

The Service Provider must conduct interviews with relevant key stakeholders during each stage of the assessment. The purpose of such interviews is to gather information on the formulation of questionnaires and/or the implementation of the assessment as well as on the interpretation of the findings for the functional area of a particular stakeholder.

Interviews must be conducted with, but not confined to, the following stakeholders—

**USER NOTE**

*The following list must be customised to suit your organisational structure and the role players in your municipal area. You can amend the list as required.*

- Municipal councillors responsible for the disaster risk management portfolio
- Municipal manager/s
- Heads of municipal departments and other relevant municipal entities

- The head of the disaster risk management centre of the ..... Municipality [insert the names of neighbouring metropolitan and district municipalities here]
- Disaster risk management personnel of the ..... District Municipality’s disaster risk management centre

- *Key institutional role players of local municipalities in the district*
- *Relevant national and provincial organs of state*
- *Emergency and essential services senior officials, for example emergency medical personnel, firefighters, police officials, representatives from hospitals, and defence force and traffic personnel*
- *Traditional leaders*
- *Relevant institutions of higher learning*
- *Community leaders*

Assessment reports submitted by the Service Provider must show evidence of all consultations and interviews conducted.

#### **4.2 Involving the local community in the disaster risk assessment process**

##### **USER NOTE**

The purpose of this section is to ensure that students, community development workers, volunteers and, most importantly, the community itself are engaged in the disaster risk assessment process.

The following paragraph must be customised to suit your municipality—

To ensure the engagement of local communities and stakeholders, to promote understanding of disaster risk management and to transfer skills, the Service Provider must employ the services of the relevant community, community development workers, volunteers and, where relevant, students from local institutions of higher learning in the data collection process.

The advantage of this provision is that the data collectors will be able to engage with and apply local knowledge.

The Service Provider must ensure that project-specific training and the transfer of skills take place. Every effort must be made to ensure that data collectors are exposed to the continuum of data acquisition, capturing and visual representation.

The Service Provider can liaise with the head of the disaster risk management centre to establish contact with appropriate local groups for this purpose.

The Service Provider must make provision in the tender price for the costs associated with training, remuneration, travelling, subsistence and any other incidental expenses for the engagement of local data collectors.

**4.3 Assessment of existing capacity in municipal departments and among other role players.**—The Service Provider must establish contact with all role players to sensitise them to the process and to obtain their co-operation. The Service Provider must conduct an exhaustive audit to ensure the identification of all relevant role players in accordance with the Disaster Management Act.

##### **USER NOTE**

The inclusion of the following two paragraphs is optional. They need not be included if a Current Reality Assessment for your municipality has been or is going to be conducted independently.

This part of the assessment should provide a clear overview of existing resources and the capacity of role players (in relation to their functional areas) to contribute to disaster risk management in the District Municipality. Any gaps or lack of capacity to meet role expectations and responsibilities must be identified and appropriate alternate options must be recommended.

Furthermore, the Service Provider must present an overview of all existing (departmental, local and other) disaster risk management plans and their relevance and/or shortcomings in this section of the assessment report. The report must indicate which aspects of existing plans can be incorporated into the new disaster risk management plan(s) and structures.

#### **4.4 Definition of stakeholder roles and responsibilities**

##### **USER NOTE**

The inclusion of this section is optional. It need not be included if this process has been or is going to be conducted independently.

In order for the municipality to meet the requirements of section 47 and the relevant subsections of section 52 of the Disaster Management Act, the Service Provider must facilitate a process to ensure that the relevant organs of state, other municipal entities and role players are fully informed as to their roles and responsibilities in respect of disaster risk management for their functional areas.

Assistance and guidance must be provided by the Service Provider specifically to the heads of municipal departments as well as to key personnel in departments to enable them to identify their requirements with regard to the outcomes of the assessment for their functional areas.

**4.5 Establishing contacts and building capacity.**—The Service Provider must ensure that the entire disaster risk assessment process is based on the principles of stakeholder participation and capacity building. As indicated in the next section (section 5), methods of investigation must include interviews and workshops with role players and contact sessions with other stakeholders, including traditional leaders and local communities. These contact sessions must be used as an opportunity to build capacity among the people of the District Municipality.

At every opportunity the Service Provider must incorporate an introduction to the concepts of disaster risk management with particular emphasis on the shift in focus to disaster risk reduction. In cases where more than one meeting is being held with the same group or individual, the Service Provider must aim to build further understanding of disaster risk management concepts.

The goal of consultations must therefore be twofold: to collect data for the research, and simultaneously to build capacity among the people of the District Municipality.

The Service Provider must apply the principle of capacity building throughout the process of the assessment.

**5. Methods of investigation.**—The methodology adopted in conducting the disaster risk assessment for the ..... District Municipality must be consistent with that described in the National Disaster Management Framework (Key Performance Area 2: Disaster risk assessment, pages 25–38) and with the specifications provided in this document. The findings must provide the necessary direction to enable the ..... District Municipality and the local municipalities in the district to develop and implement disaster risk management plans in accordance with the provisions of the Disaster Management Act and the National Disaster Management Framework (Key Performance Area 3: Disaster risk reduction, pages 39–53).

**5.1 Scope of the assessment.**—In order to enable the ..... District Municipality to initiate and fast-track the development and implementation of disaster risk reduction and contingency planning, the disaster risk assessment process shall be conducted in two phases.

As indicated in section 1.1 above, the outcomes of this first phase of the assessment process must inform the first phase of the development of a Level 1 Disaster Risk Management Plan. Therefore, the assessment must show evidence of the following, which must be detailed in the assessment report—

- the development of contingency plans for known priority risks;
- the development of operational plans for all response and recovery activities associated with the priority risks identified;
- strategic developmental planning focused on vulnerability reduction and increasing capacity;
- the identification of developments, areas and communities that are at high risk due to their multiple vulnerabilities and accordingly will require strategic interventions in the next level of planning;
- the development of hazard and risk maps;
- the provision of information to populate the disaster risk management information system database and the resource database in particular. The information provided must include baseline data which will assist with determining the subcategories and variables to be taken into account when conducting rapid assessments of the impact of disasters on the following key categories—
  - human
  - social
  - physical (infrastructure)
  - economic
  - natural/environmental; and
- contribution towards the development and establishment of an early warning and emergency communication system for the municipality and communities at risk.

A graphic representation illustrating the planning components is included for information as Annexure B to this document.

The research and assessments should at all stages conform to the requirements set out below in sections 5.2 to 5.7.4.

**5.2 Methodology.**—In conducting the research, the Service Provider must utilise various methods of investigation, including questionnaires, (general and in-depth) interviews, consultations with experts, workshops, transect walks, and so forth. Other methods can be randomly chosen (e.g. direct observation, children’s drawings, historical profiling, etc.) according to the required outcomes. Specific attention must be given to the engagement of indigenous knowledge.

The methodology for qualitative and/or quantitative research designs should be in accordance with scientific research principles that ensure trustworthiness and validity.

**5.3 Ground-truthing.**—In order to correctly interpret and integrate historical facts, traditional knowledge and capacities, and past experience(s), the investigation must be ground-truthed to ensure that the assessment accurately reflects the situation “on the ground”.

All data must be cross-checked according to scientifically sound methods.

**5.4 Mechanisms for updating data.**—The report must include recommended methods and time intervals for the updating of all data gathered as well as an indication of the minimum level of skills required to conduct future updates or additions to the data.

**5.5 Data gathering and integration.**—All data gathered by the Service Provider must be made available to all relevant role players who, in terms of the Disaster Management Act, have disaster risk management responsibilities. The making available of information should be in accordance with the requirements for the distribution of findings set out in section 3.3 above.

Any data gathered must be presented in a logical and clear manner. Databases must be consistent, easily understandable and user-friendly. The design of the databases must be documented for future reference and maintenance purposes. Databases must be easily updateable.

To facilitate the development of the disaster risk management information system, simultaneous geo-referencing should take place wherever possible.

The role of GIS must be specified in the methodology, as proposed by the Service Provider. Specific attention must be given to—

- the use of existing data;
- creating new datasets;
- applying formulae;
- filling out of questionnaires; and
- spatial analysis.

A data-flow diagram must be compiled and updated as the project progresses, in accordance with the research methodology. Any deviation and adjustment to the methodology must be motivated and indicated in the data-flow diagram.

**5.6 Adaptation of methods of investigation according to outcomes.**—Although the original tender must be in line with the current reality in the District Municipality, it is possible that in the process new data could emerge that may have an influence on the further development of the disaster risk assessment and on project planning. In this regard, the Service Provider must indicate any adjustments of or adaptations to project plans necessitated by the emerging data. This should however not have any financial implications or influence on the timing of the project.

**5.7 Elements of the study.**—The disaster risk assessment must contain an exhaustive description of the levels of risk in the ..... District Municipality. It must determine the levels of risk by analysing and describing the potential hazards prevalent in the area and must assess the conditions of vulnerability that increase the chance of loss for particular elements at risk, including environmental, social, infrastructural, agricultural, economic and other elements that are exposed to a hazard and are at risk of loss. It must determine the levels of risk for different situations and conditions and must help to set priorities for action. It must also include a description of the available capacities to cope with those risks.

Disaster risk must be represented as a function of the following three aspects—

$$\text{Disaster risk} = \frac{\text{hazard} \times \text{vulnerability}}{\text{capacity}}$$

The Service Provider must utilise a variety of methods of investigation to achieve a realistic and robust disaster risk assessment for the District Municipality.

As stated in section 1.1 above, the disaster risk assessment is a process which must produce several outcomes. sections 5.7.1 to 5.7.4 below give an overview of the outcomes expected from the Service Provider for each of the factors in the equation above.

In accordance with section 2.1.2 of the National Disaster Management Framework, the disaster risk assessment for a specific threat must answer the following questions—

- How frequently can one expect an incident or disaster to happen?
- Which areas, communities or households are most at risk?
- What are the likely impacts?

- What are the vulnerability or environmental and socio-economic risk factors that increase the severity of the threat?
- What capabilities or resources exist to manage the risk?
- Is the risk becoming more serious?
- Is the risk undermining development progress in the areas, communities and households it affects?
- If so, is the management of the risk a development priority?
- In the areas and communities affected by the risk, are there any other significant risks?

**5.7.1 Hazard analysis.**—The findings of the hazard analysis must contain the following aspects—

- The findings must include the identification of all potential hazards to which the area of the ..... District Municipality could be exposed.
- The identified hazards must be classified in accordance with the uniform classification method described in Table 2.3 of the National Disaster Management Framework. This table is included as Annexure C in this document.
- Where possible, a quantified assessment of all the potential hazards identified in the study must be included to establish a prioritised list of specific known hazards, which will serve to inform contingency planning for the ..... District Municipality. The assessment must take into account probability of occurrence in a specified future time period, the intensity and area of impact, and any other relevant factors.
- The hazard analysis must include an exhaustive description of each specific known priority hazard for the area as a whole, in respect of frequency, magnitude, speed of onset, geographical location of areas affected, and duration. In order to ensure uniformity, use should as far as possible be made of known hazard scales such as the Fujita/Beauford/Palmer Drought Index for the analysis of hazard probability/intensity/frequency.
- The results of the hazard analysis must include the presentation of hazard maps in GIS format.

**5.7.2 Vulnerability assessment.**—The vulnerability assessment must describe and, where possible, quantify the vulnerability of people, infrastructure, services, economic activities and natural resources exposed to the hazard. The vulnerability assessment must cover the following categories—

- human/social;
- physical (infrastructure);
- economic; and
- environmental.

To provide indicators for the prioritisation of developmental planning for the district municipality, the vulnerability assessment for this phase of the disaster risk assessment must include—

- the identification of vulnerabilities commonly prevalent throughout the municipal area as a whole;
- an exhaustive description of these vulnerabilities;
- where possible, the quantification of these vulnerabilities; and
- GIS format maps showing the identified vulnerabilities.

The findings of the vulnerability assessment must include the identification of highly vulnerable groups or categories such as the elderly, children and child-headed households.

The assessment must also identify, quantify and map, in GIS format, high-risk developments, including areas and communities with multiple vulnerabilities, which will be the subject of more detailed risk investigations in the next phase of the disaster risk assessment for the District Municipality.

**5.7.2.1 Common vulnerabilities.**—Common vulnerabilities refer to indicators that specify the vulnerability of a certain population in terms of its economical, social, environmental and physical vulnerability (sub-categories).

The Service Provider must identify and assess indicators that describe common vulnerabilities in relation to (a particular) hazard(s). Those indicators should be a valid, ground-truthed and scientifically sound description of a factor contributing to the vulnerability of areas, communities and households.

Common vulnerability indicators must be presented for the smallest demarcated geographical area, i.e. a municipal ward. Every ward must be awarded values according to the indicators, and a function of all the indicators should describe their “total vulnerability” in relation to (a particular) disaster(s).

The resulting database (wards, indicators and resulting “total vulnerability”) must be represented on the GIS.

**5.7.2.2 Multiple vulnerabilities.**—In preparation for the next stage of the disaster risk assessment, the report must identify areas and communities that are specifically at high risk. The assessment must indicate such areas and communities, their location, the specific hazard(s), and indicate which vulnerabilities contribute to the risk. The report must make recommendations on the type of expertise necessary to participate in conducting more detailed and specific

risk investigations, the results of which will inform the development and implementation of holistic disaster risk reduction programmes and projects to address the problem. The outcomes of the assessment must be represented in GIS format and must describe and fully motivate the methodology adopted.

In order to avoid future high-risk developments, the report must identify and propose methodologies for the assessment of future developments, and set minimum criteria for the identification of developments requiring assessment.

**5.7.3 Assessing capacity.**—This element of the assessment embraces the following three aspects—

- institutional capacity;
- individual capacity; and
- societal capacity.

**5.7.3.1 Assessment of institutional capacity.**—In conducting the assessment of existing infrastructure, the Service Provider must ensure that the assessment includes, but is not confined to, the gathering of information that will enable the ..... District Municipality to comply with the provisions of sections 16(1)(2), 17(2) and 46(1)(a–b) of the Disaster Management Act.

In addition, the assessment must include information gathered on the status of all other relevant infrastructure such as—

- key installations and other critical lifeline infrastructure;
- electricity supply and communications systems, including alternate sources in the event of a breakdown;
- information technology;
- water supplies, including distribution, dams, rivers and reservoirs;
- major roads and access routes, including bridges;
- the availability of stocks of emergency supplies such as water, food and blankets; and
- emergency and essential services and their capacity to contribute to disaster response and recovery activities such as other disaster risk management centres, policing and security services, fire services, private business institutions, non-governmental organisations and community-based organisations.

The information must be represented on (a) map(s) using GIS.

**5.7.3.2 Assessment of individual and societal capacity.**—A livelihoods assessment using a variety of known techniques should be used to allow the Service Provider to identify and assess indicators that describe the capacity of areas, communities and households to use existing resources to withstand, cope and recover from unusual and adverse conditions as a result of significant events and/or disasters. Indicators should be a valid, ground-truthed and scientifically sound description of coping capacities.

Individual and societal capacity indicators should at least be presented on a ward level. Every ward should receive values according to those indicators, and a function of all the indicators should describe their “total capacity” in relation to significant events and/or disasters.

The resulting database (wards, indicators and resulting “total capacity”) must be represented on the GIS.

**5.7.4 Determining levels of risk.**—Levels of risk must be determined through a mathematical formula consistent with the scales and variables used to determine hazard, vulnerability and capacity. This formula must be scientifically sound and robust and must take into account the changing environment.

The risk must be represented on the GIS, at least at ward level.

**6. GIS requirements and specifications.**—The purpose of using GIS in the context of this project is firstly to support the Service Provider in conducting the assessment. This implies that GIS functions will be required in all tasks, where appropriate. The second reason is that it serves as a management and decision making tool for disaster risk management in the ..... District Municipality.

It must be emphasised that GIS technology should not be used as a “map-making tool” only, and that the Service Provider must be able to carry out at least the following functions—

- data sourcing;
- data capturing;
- data evaluation and validation;
- spatial analysis;
- map composition; and
- data management.

**6.1 Data requirements.**—The ..... District Municipality will provide all GIS data that it has at its disposal. The legal implications with regard to data provision discussed in section 2 above must be noted. Be-

fore commencing with any GIS work, the data provided by the District Municipality must be assessed and evaluated in terms of the goals and objectives, as proposed by the Service Provider.

The following requirements apply—

- All data capturing must be conducted on a ward level.
- The input data for all maps generated during the course of the project must be specified.
- All changes to existing datasets must be specified and reflected in the meta database.
- All datasets must conform to sound database principles, e.g. datasets must be free of duplicate features or records.

**6.2 Technical requirements.**—The following data formats are specified—

- **Spatial data**
  - File format      Portable GIS format across different platforms.
  - Projection      Transverse Mercator.
  - Datum            Hartbeeshoek Lo 27 (WGS84).
- **Metadata**
  - XML file, selected metadata fields requiring population to be agreed upon during project start up.

**7. Deliverables.**—The final project deliverables must include the provision of the items outlined below.

**7.1 Database for the disaster risk management information management system.**—A comprehensive database must be designed and populated in accordance with sections 16, 17, 46, 47 and 48 of the Disaster Management Act and the National Disaster Management Framework.

In order to facilitate the development of the disaster risk management information management system required by the sections of the Act referred to above, simultaneous geo-referencing should wherever possible routinely take place during the data collection process.

**7.1.1 Spatial data.**—Spatial data must be provided for at least the following—

- all newly created data used as input for the assessment;
- all newly created data resulting from the assessment; and
- base data provided by the ..... District Municipality and which has been updated.

**7.1.2 Alpha-numeric data.**—Alpha-numeric data must be provided for at least the following—

- all attribute data associated with geographic features; and
- all attribute data used as input for applying formulae.

**7.1.3 Metadata.**—Metadata must be provided for at least the following—

- existing data obtained from the ..... District Municipality;
- all newly created spatial data;
- all newly created alpha-numeric data; and
- all changes and updates to existing data.

**7.2 Maps.**—An electronic version of each final map must be provided in either PDF or JPG format.

**7.3 Media.**— ..... [Insert the number of copies you will require here] copies of all final electronic deliverables must be provided on Digital Video (Versatile) Disks (DVDs), clearly marked for content, date and version together with two hard copies.

**7.4 Roles and responsibilities.**—In terms of the definition of a data custodian, the ..... District Municipality will be responsible for data maintenance and upgrading.

The Service Provider is required to prepare a strategic implementation document, which must—

- fully describe the product as delivered to the ..... District Municipality;
- describe and recommend actions that need to be carried out in terms of the updating of data; and
- state the possibilities and restrictions with regard to data changes and updates.

**8. Interface between disaster risk assessment findings and the disaster risk management planning process.**—The Service Provider must at all times maintain close co-operation with the Municipal Disaster Risk Management Advisory Forum of the ..... District Municipality and the technical advisory committee. Progress reports and findings of this project must be presented to the advisory forum for consultation and comment. The

comments and recommendations of the advisory forum must be taken into consideration, and relevant amendments and/or adaptations must take place accordingly.

**8.1 Contingency plans for priority risks.**—The Service Provider must ensure that the findings of the assessment will facilitate the development of risk-based contingency plans for the priority risks identified in the study by the relevant role players in municipal departments and other municipal entities of the district municipality and in local municipalities (including municipal departments) and other municipal entities of local municipalities in the district.

**8.2 Integration of findings into the IDP to address vulnerabilities.**—The report must include recommendations in respect of priorities for developmental projects and programmes to address the most prevalent common vulnerabilities for inclusion in the IDP.

**9. Special financial provisions.**—Provision must be made by the Service Provider in the tender amount to cover all logistical costs associated with stakeholder consultation, data collection and capacity building.

#### **10. Glossary of terms and core concepts used in this document<sup>21</sup>**

##### **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 may include physical, institutional, social or economic means as well as skilled personnel or collective attributes such as leadership and management.

##### **Capacity building**

Efforts aimed to develop human skills or societal infrastructures within a community or organisation needed to reduce the level of risk. It may also include the development of institutional, financial, political and other resources, such as technology, at different levels and sectors of society.

##### **Coping capacity**

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

##### **Disaster risk**

Disaster risk refers specifically to the probability of harmful consequences or expected losses (deaths, injuries, property, livelihoods, disrupted economic activity or environmental damage) resulting from interactions between natural and human-induced hazards and vulnerable conditions. Conventionally risk is expressed as Disaster Risk = Hazard x Vulnerability.

##### **Disaster risk management**

The systematic process of using administrative decisions, organisation, 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.

##### **(Disaster) risk assessment**

A process 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 impacts of hazards within the broad context of sustainable development.

<sup>21</sup> Sources:

- United Nations – International Strategy for Disaster Risk Reduction (UNISDR). 2004. *Living with risk. A global review of disaster reduction initiatives.*
- Department of Provincial and Local Government, Republic of South Africa. 2005. *National Disaster Management Framework.*

**Hazard**

A potentially damaging physical event, phenomenon and/or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (hydrometeorological and biological) or human-induced processes (environmental degradation and technological hazards). Hazards can be single, consequential or combined in their origin and effects. Each hazard is characterised by its location, intensity, frequency and probability.

**Hazard analysis**

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

**Vulnerability**

The degree to which an individual, a household, a community, an area, or a development may be adversely affected by the impact of a hazard. Conditions of vulnerability and susceptibility to the impact of hazards may be determined by physical, social, economic and environmental factors or processes.

**ANNEXURE A:  
Levels of Disaster Risk Management Plans**

To address the wide range of disaster risk management planning capabilities, the National Disaster Management Framework provides for a phased approach to disaster risk management planning and implementation. It comprises three progressive steps from a Level 1 Disaster Risk Management Plan to a Level 3 Disaster Risk Management Plan.

The completion of each level of disaster risk management plan will yield indicative information about common vulnerabilities in communities, local areas or provinces. This information should be incorporated into IDP planning processes and projects.

The requirements for each level of disaster risk management plan and the steps to be taken in developing the different levels are detailed in priority guidelines in the *South African Disaster Risk Management Handbook Series*, published by the National Disaster Management Centre (NDMC) and distributed to all stakeholders. The implementation of these plans forms an integral part of the implementation strategy of the Disaster Management Act.

**Level 1 Disaster Risk Management Plan**

A Level 1 Disaster Risk Management Plan applies to national or provincial organs of state and municipal entities that have not previously developed a coherent disaster risk management plan. It focuses primarily on establishing foundation institutional arrangements for disaster risk management, putting in place contingency plans for responding to known priority threats as identified in the initial stages of the disaster risk assessment, identifying key governmental and other stakeholders, and developing the capability to generate a Level 2 Disaster Risk Management Plan.

**Level 2 Disaster Risk Management Plan**

A Level 2 Disaster Risk Management Plan applies to national, provincial and municipal organs of state that have established the foundation institutional arrangements, and are building the essential supportive capabilities needed to carry out comprehensive disaster risk management activities. It includes establishing processes for a comprehensive disaster risk assessment, identifying and establishing formal consultative mechanisms for development of disaster risk reduction projects and introducing a supportive information management and communication system and emergency communications capabilities.

**Level 3 Disaster Risk Management Plan**

A Level 3 Disaster Risk Management Plan applies to national, provincial and municipal organs of state that have established both the foundation institutional arrangements for disaster risk management and essential supportive capabilities. The plan must specify clear institutional arrangements for co-ordinating and aligning the plan with other governmental initiatives and plans of institutional role players. It must also show evidence of informed disaster risk assessment and ongoing disaster risk monitoring capabilities as well as relevant developmental measures that reduce the vulnerability of disaster-prone areas, communities and households.

The National Disaster Management Framework foresees that within two years of the commencement of the Disaster Management Act, all national, provincial and municipal organs of state will have submitted to the NDMC, at a minimum, Level 1 Disaster Risk Management Plans. Within three years of the commencement of the Act, all national, provincial and municipal organs of state will have submitted, at a minimum, Level 2 Disaster Risk Management Plans. Within four years of the commencement of the Act, all national, provincial and municipal organs of state will have submitted Level 3 Disaster Risk Management Plans.

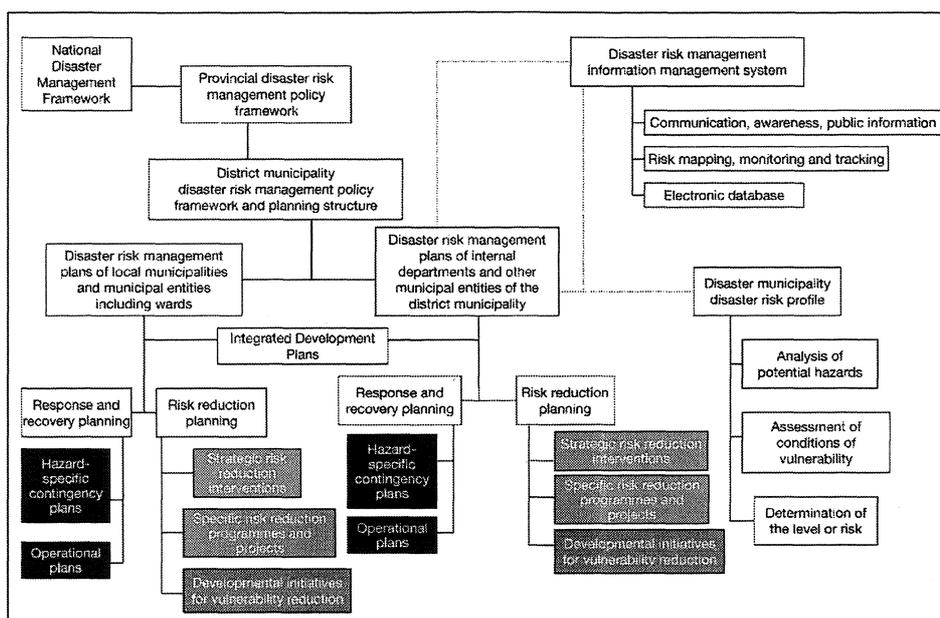
National, provincial and municipal organs of state must specify which one of the three specified disaster risk management planning levels is most appropriate for their respective capabilities, experience and functional responsibilities. They must also indicate proposed steps that will allow progress to more advanced planning levels.

**ANNEXURE B:**

**The relationship between disaster risk management policy frameworks and disaster risk management plans  
across the spheres of government**

The diagram below provides an illustration of the various components of disaster risk management plans for a district municipality. Note the following—

- The red text boxes show the response and recovery planning components. These components will be informed by the findings described in section 5.7 of this specification.
- The orange text boxes reflect the strategic developmental planning component for vulnerability reduction (common vulnerabilities). This component will be informed by the findings described in section 5.7 of this specification.
- The green text boxes in the diagram reflect specific risk reduction planning components. These will be informed by the findings described in section 5.7 of this specification.



**ANNEXURE C:  
Classification of hazards**

TABLE 2.3: CLASSIFICATION OF HAZARDS	
NATURAL HAZARDS	EXAMPLES
Geological	Landslides, rockslides, liquefaction, subsidence
Biological	Epidemic diseases affecting people or livestock, veld fires, plant infestations
Hydrometeorological	Floods, debris flows, tropical cyclones, storm surges, severe storms, drought, desertification
TECHNOLOGICAL HAZARDS	EXAMPLES
	Industrial pollution, nuclear activities, toxic waste, dam failure, transport accidents
ENVIRONMENTAL HAZARDS	EXAMPLES
Environmental degradation	Land degradation, deforestation, loss of biodiversity





**NOTICE – CHANGE OF TELEPHONE NUMBERS: GOVERNMENT PRINTING WORKS**

As the mandated government security printer, providing world class security products and services, Government Printing Works has adopted some of the highly innovative technologies to best serve its customers and stakeholders. In line with this task, Government Printing Works has implemented a new telephony system to ensure most effective communication and accessibility. As a result of this development, our telephone numbers will change with effect from 3 February 2014, starting with the Pretoria offices.

The new numbers are as follows:

- Switchboard : 012 748 6001/6002
- Advertising : 012 748 6205/6206/6207/6208/6209/6210/6211/6212
- Publications Enquiries : 012 748 6052/6053/6058 [GeneralEnquiries@gpw.gov.za](mailto:GeneralEnquiries@gpw.gov.za)
  - Maps : 012 748 6061/6065 [BookShop@gpw.gov.za](mailto:BookShop@gpw.gov.za)
  - Debtors : 012 748 6060/6056/6064 [PublicationsDebtors@gpw.gov.za](mailto:PublicationsDebtors@gpw.gov.za)
  - Subscription : 012 748 6054/6055/6057 [Subscriptions@gpw.gov.za](mailto:Subscriptions@gpw.gov.za)
- SCM : 012 748 6380/6373/6218
- Debtors : 012 748 6236/6242
- Creditors : 012 748 6246/6274

Please consult our website at [www.gpwonline.co.za](http://www.gpwonline.co.za) for more contact details.

The numbers for our provincial offices in Polokwane, East London and Mmabatho will not change at this stage.