ALFRED NZO DISTRICT MUNICIPALITY

DISASTER MANAGEMENT GUIDELINES

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GUIDELINES PREPARED FOR ALFRED NZO DISTRICT BY AURECON SOUTH AFRICA AS PART OF THE PROJECT FOR THE DEVELOPMENT OF A DISASTER MANAGEMENT PLAN FOR THE ALFRED NZO DISTRICT

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1 INTRODUCTION

This guideline has been compiled as part of the disaster management programme of the Alfred Nzo District Municipality. The purpose of the guideline is to provide advice on how disaster management can be executed within the District.

2According to Section 46(c) of the Disaster Management Act, 2002 (Act 57 of 2002) the municipal disaster management centre must assist the National and the relevant provincial disaster management centre at that centre's request to develop guidelines in terms of section 19 of the Act for the preparation and regular review of disaster management plans and strategies, including contingency plans and emergency procedures, and the integration of the concept and principles of disaster management, and particularly prevention and mitigation strategies, with developmental plans and programmes.

Disaster Management is a continuous and integrated multi-sectoral and multidisciplinary process of planning and implementation of measures aimed at preventing or reducing the risk of disasters; mitigating the severity or consequences of disasters; ensuring emergency preparedness; enabling a rapid and effective response to disasters and facilitating post-disaster recovery and rehabilitation.

The figure below illustrates how the various work streams within Disaster Management increase and decrease in intensity and resource requirements over time as crises approach and are dealt with. The figure demonstrates that Disaster Management involves the simultaneous management of several disaster risks in various stages of the life cycle of disaster risks.

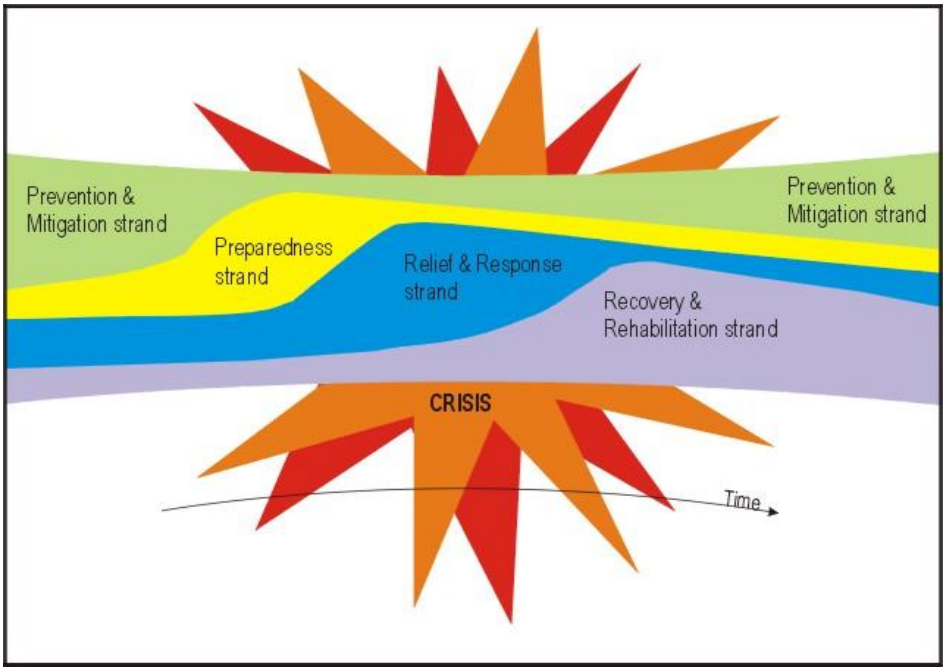

FIGURE 1: THE EXPAND / CONTRACT MODEL OF DISASTER MANAGEMENT

The South African Government has responded to the negative consequences of disasters by developing legislation (The Disaster Management Act, 2002 – Act 57 of 2002) and national policy (The National Disaster Management Framework, 2005) to deal with the management of disaster risk and disaster impact.

The Disaster Management Act provides for an integrated and co-ordinated disaster management policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post-disaster recovery. The Act prescribes the establishment of national, provincial and municipal disaster management centres. The Act also requires the compilation of Disaster Management Plans in all spheres of government.

2 ABBREVIATIONS AND ACRONYMS

2.1 ACRONYMS

CBO	Community Based Organisation
DM	District Municipality
DMC	Disaster Management Centre
DOC	Disaster Operations Centre
DRMC	Disaster Risk Management Centre
EMP	Environmental Management Plan
FCP	Forward Command Post
LA	Local Authority
JOC	Joint Operations Centre
LM	Local Municipality
IDP	Integrated Development Plan
MDGs	Millennium Development Goals
MFMA	Municipal Finance Management Act
MMC	Member of the Mayoral Committee
MSA	Municipal Systems Act
NDMC	National Disaster Management Centre
ANDDMAF	District Disaster Management Advisory Forum
NDMF	National Disaster Management Framework
NGO	Non Governmental Organisation
PSC	Project Steering Committee
SANDF	South African National Defence Force
SANDMC	South African National Disaster Management Centre

SANDMF	South African National Disaster Management Framework
SAPS	South African Police Service
SAWS	South African Weather Service
SDF	Spatial Development Framework

2.2 DEFINITIONS

The following accepted disaster management definitions are applicable in this document:

"development planning" means an integrated, multi-sectoral process through which governmental institutions streamline social, economic and spatial growth.

"disaster" means a progressive or sudden, widespread or localised, natural or human- caused occurrence which:

- causes or threatens to cause:
  - death, injury or disease,
  - damage to property, infrastructure or the environment or
  - disruption of the life of a community and
- is of a magnitude that exceeds the ability of those affected by the disaster to cope with it effects using only their own resources.

"disaster management" means a continuous and integrated multi-sectoral, multidisciplinary process of planning and implementation of measures aimed at:

- preventing or reducing the risk of disasters,
- mitigating the severity or consequences of disasters,
- emergency preparedness,
- a rapid and effective response to disasters and
- Post-disaster recovery and rehabilitation.

"disaster risk" means the possibility, or chance, of harmful consequences, or expected loss (of lives, people injured, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human induced hazards and vulnerable conditions.

"**disaster risk reduction**" means 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.

"**disaster risk reduction goals**" are general guidelines that explain what you want to achieve. They are usually broad policy-type statements, long term, and represent global visions, such as:

- The economic vitality of the community will not be threatened by future flood events.

- The continuity of local government operations will not be significantly disrupted by disasters.

"**disaster risk reduction objectives**" define strategies or implementation steps to attain the identified goals. Unlike goals, objectives are specific and measurable, such as:

- Protect structures in the historic downtown area from flood damage.
- Educate citizens about wildfire defensible space actions.

"**disaster risk reduction measures**" are specific actions that help you achieve your risk reduction goals and objectives. For example:

- Elevate three historic structures located in the downtown district.
- Retrofit the police department to withstand high wind damage.

"**disaster residual risk management**" - When the risks have been reduced to the extent that communities are not very vulnerable to risks and/or find it acceptable to live with these risks, the residual risk management phase kicks in. Residual risk management can be defined as the discipline of being prepared to manage any of the residual risks with the utmost speed and efficiency.

"emergency preparedness" means a state of readiness which enables organs of state and other institutions involved in disaster (and emergency) management, the private sector, communities and individuals to mobilize, organize and provide relief measures to deal with an impending or current disaster or the effects of a disaster.

"**hazard**" means 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 (geological, hydro meteorological and biological) or induced by human processes (environmental degradation and technological hazards). Hazards can be single, sequential or combined in their origin and effects. Each hazard is characterised by its location,

"impact" - The terms ***Primary Impact*** and ***Secondary Impact*** are used to describe the different causes and scales of potential impacts from a hazard event:

Primary Impacts are also called direct impacts.

Secondary Impacts are often referred to as indirect or induced impacts.

This does not imply that ***Secondary Impacts*** are of secondary importance ~ in many cases the effects on biodiversity and the environment from secondary impacts are much more significant than those of primary impacts.

"manageability" means the degree to which a community can intervene and manage the negative consequences of a hazard event.

"post-disaster recovery and rehabilitation" means efforts, including development, aimed at creating a situation where:

- normality in conditions caused by a disaster is restored,
- the effects of a disaster are mitigated or
- circumstances are created that will reduce the risk of a similar disaster occurring.

"preparedness" means activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations.

"**preventative measures**" - see *disaster risk reduction measures*

"prevention", in relation to a disaster, means measures aimed at stopping a disaster from occurring or preventing an occurrence from becoming a disaster.

"resilience" means the capacity of a system, community or society potentially exposed to hazards to adapt by resisting or changing in order to reach and maintain an acceptable level of functioning and structure. This is determined by the degree to which the social system is capable of organising itself to increase this capacity for learning from past disasters for better future protection and to improve disaster risk reduction measures.

"response", in relation to a disaster, means measures taken during or immediately after a disaster in order to bring relief to people and communities affected by the disaster. Measures taken during or immediately after a disaster in order to provide assistance and meet the life preservation and basic subsistence needs of those people and communities affected by the disaster. These measures can be of immediate, short-term or protracted duration.

"risk" means the convolution of exposure, hazard and vulnerability (loss).

"vulnerability" means the degree to which an individual, a household, a community or an area may be adversely affected by a disaster (the susceptibility to losses due to exposure to a hazard).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 are determined by physical, social, economic and environmental factors or processes.

3 LEGAL REQUIREMENTS

3.1 LEGAL REQUIREMENTS APPLICABLE TO THE ALFRED NZO DISTRICT

South Africa is prone to a variety of natural and human-induced hazards, which occasionally lead to loss of property and lives. In the past decade, these hazard occurrences have become more frequent and severe.

The Constitution of the Republic of South Africa (Act 108 of 1996) gives everyone the right to a safe environment. In section 24 it is stated that everyone has the right to an environment that is not harmful to their health or well-being.

The National Government recognised a need to establish an institutional framework that allows for risk prevention and rapid action during an occurrence and has taken certain steps towards this end, such as:

- **White Paper on Disaster Management**: The White Paper introduced a new paradigm in the management of disasters, by placing an emphasis on risk reduction and preparedness.
- **Disaster Management Act**: The White Paper led to the promulgation of the Disaster Management Act, Act 57 of 2002, which is the regulatory framework for disaster management in South Africa. The Department of Provincial and Local Government (DPLG), through the National Disaster Management Centre (NDMC), administers the Act.
- **National Disaster Risk Management Framework**: The NDMC has prepared a National Disaster Management Framework, which aims to guide the development and implementation of disaster management in the country.
- **National Disaster Risk Management Centre Guidelines**: The NDMC has developed guidelines for the establishment of disaster management centres (DMC's).
- **Generic Unified Command Incident Management Plans**: The NDMC has adopted the Unified Command Multi-disciplinary Incident Management Plan as a national benchmark for multi-agency any-hazard response..

3.1.1 THE DISASTER MANAGEMENT ACT

The Disaster Management Act, Act 57 of 2002, requires that, inter alia, the three spheres of government prepare ***Disaster Management Plans*** (Sections 39 and 53 of the Act).

Section 39 of the Disaster Management Act addresses the disaster management planning requirements for Provinces, namely:

"*(1) Each province must-*

(a) prepare a disaster management plan for the province as a whole:

(b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players; and

(c) regularly review and update its plan.

(2) A disaster management plan for a province must-

(a) form an integral part of development planning in the province;

(b) anticipate the types of disaster that are likely to occur in the province and their possible effects;

(c) guide the development of measures that reduce the vulnerability of disaster-prone areas, communities and households;

(d) seek to develop a system of incentives that will promote disaster management in the province;

(e) identify the areas or communities at risk;

(f) take into account indigenous knowledge relating to disaster management:

(g) promote disaster management research;

h) identify and address weaknesses in capacity to deal with possible disasters:

(i) provide for appropriate prevention and mitigation strategies;

(j) facilitate maximum emergency preparedness; and

(k) contain contingency plans and emergency procedures in the event of a disaster, providing for-

(i) the allocation of responsibilities to the various role-players and

(ii) prompt disaster response and relief;

(iii) the procurement of essential goods and services:

(iv) the establishment of strategic communication links;

(v) the dissemination of information; and

(vi) other matters that may be prescribed.

(3) Municipal organs of state in the province, to the extent required by the province, may be requested to co-operate with the province in preparing a disaster management plan for the province.

(4) A province must submit a copy of its disaster management plan and of any amendment to the plan to the National Centre and each municipal disaster management centre in the province."

Section 53 of the Disaster Management Act addresses the disaster management planning requirements for Municipal

Entities, namely:

"*(1) Each municipality must, within the applicable municipal disaster management framework-*

(a) prepare a disaster management plan for its area according to the circumstances prevailing in the area;

(b) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players;

(c) regularly review and update its plan; and

(d) through appropriate mechanisms, processes and procedures established in terms of Chapter 4 of the Local Government:

Municipal Systems Act, 2000 (Act No. 32 of 2000), consult the local community on the preparation or amendment of

its plan.

(2) A disaster management plan for a municipal area must-

(a) form an integral part of the municipality's integrated development plan;

(b) anticipate the types of disaster that are likely to occur in the municipal area and their possible effects;

(c) place emphasis on measures that reduce the vulnerability of

disaster-prone areas, communities and households;

(d) seek to develop a system of incentives that will promote disaster management in the municipality;

(e) identify the areas, communities or households at risk;

(f) take into account indigenous knowledge relating to disaster management;

(g) promote disaster management research;

(h) identify and address weaknesses in capacity to deal with possible disasters;

(i) provide for appropriate prevention and mitigation strategies:

(j) facilitate maximum emergency preparedness; and

(k) contain contingency plans and emergency procedures in the event of a disaster, providing for-

(i) the allocation of responsibilities to the various role-players and co-ordination in the carrying out of those responsibilities;

(ii) prompt disaster response and relief;

(iii) the procurement of essential goods and services;

(iv) the establishment of strategic communication links;

(v) the dissemination of information; and

(vi) other matters that may be prescribed.

(3) A district municipality and the local municipalities within the area of the district municipality must prepare their disaster

management plans after consulting each other.

(4) A municipality must submit a copy of its disaster management plan, and of any amendment to the plan, to the National Centre,

the disaster management centre of the relevant province, and, if it is a district municipality or a local municipality, to

every municipal disaster management centre within the area of the district municipality concerned."

The current understanding of the Act as it relates to ***Disaster Management Plans*** is that Municipalities must plan for the following:

Disaster Risk Reduction (Disaster Mitigation) Planning: *Disaster Risk Reduction Plans* should reduce the risks to which vulnerable communities are exposed to acceptable levels (*described in Sections 39 (2) and 53 (2) (a); (b); (c); (e); (f); (h) and (i) of the Act*). In preparing their Risk Reduction Plans, Municipalities should apply their minds and come up with cost-effective and innovative risk reduction solutions. The majority of these plans will be linked to the ***Integrated Development Plan*** (IDP) as projects and programmes.

Disaster Preparedness (Response & Relief) Planning: *Disaster Preparedness Plans* (*described in Sections 39 (2) and 53 (2) (b); (e); (f); (h) (j) and (k) of the Act*), should address response and relief actions to be implemented should a disaster hit a community that is not particularly vulnerable to risks and/or find it acceptable to live with such risks.

Disaster Impact Assessment and Recovery (Recovery, Rehabilitation & Reconstruction) Planning: *Disaster Impact Assessment and Recovery Planning* should focus on assessing the impact of a disaster; identifying appropriate reconstruction and rehabilitation measures; and monitoring the effectiveness of the reconstruction and rehabilitation measures.

According to section 53 of the Disaster Management Act, the Alfred Nzo District Municipality is legally obliged to prepare a disaster management plan for its area according to the circumstances prevailing in the area; to co-ordinate and align the implementation of its plan with those of other organs of state and institutional role players; and to regularly review and update its plan. The municipality must also consult the local municipalities within its area and local communities on the preparation or amendment of its plan.

Section 53(2) (a) of the Act specifies that the disaster management plan for a municipality must form an integral part of the municipality's Integrated Development Plan (IDP).

Section 26(g) of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) lists "applicable disaster management plans" as core components of an IDP.

The linkage between the Disaster Management Plan and the IDP will be explored in later sections of this chapter (From Section 5.2).

According to Section 53(4) of the Act the Municipality must submit a copy of its Disaster Management (DM) plan, and of any amendment to the plan, to the Disaster Management Centre of the Eastern Cape Province and the National Disaster Management Centre.

It is however not only Alfred Nzo District that must compile disaster management plans.

3.1.2 REQUIREMENTS FOR NATIONAL DEPARTMENTS AND PARASTATALS TO COMPILE PLANS

The Alfred Nzo District working on its own and in isolation of other organs of state and the private sector would not be able to significantly reduce the variety of disaster risks which confront the inhabitants of the District. Disaster Management is truly everybody's business and collaboration and cooperation would be required to reduce disaster risk.

The success of the NDDMP depends on effective planning by several other stakeholders as illustrated in the figure below.

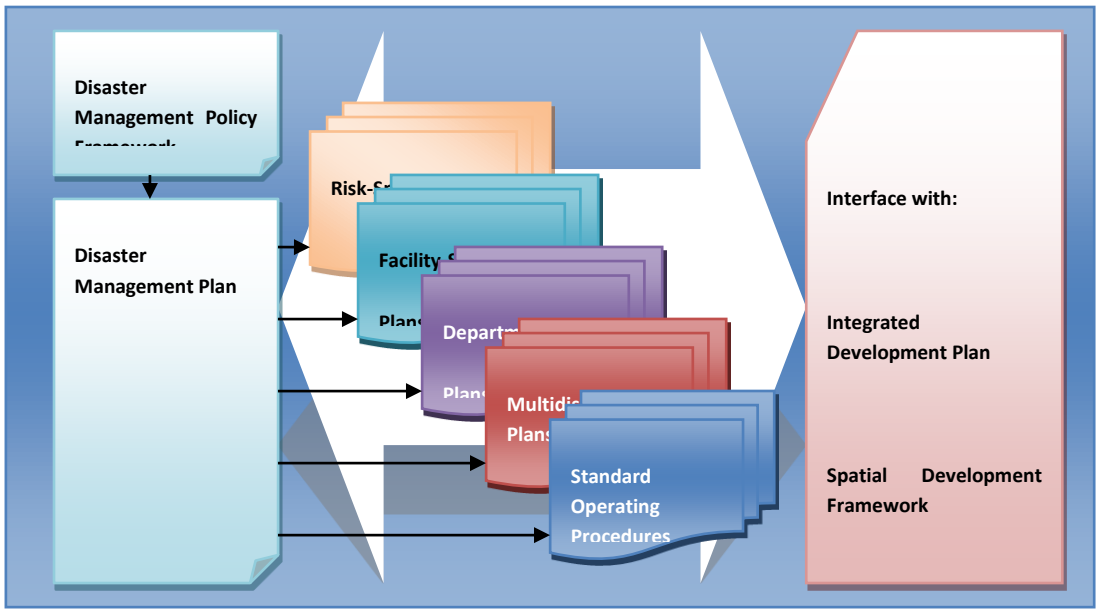

FIGURE 2: THE RELATIONSHIP BETWEEN PLANS

National government departments and parastatals operating within the boundaries of the Alfred Nzo District can make considerable contributions to disaster risk reduction within the district through the compilation of their own disaster management plan. This sub-section describes the legal requirement for national departments and parastatals conduct disaster management planning.

Part 2, Section 25 of the Disaster Management Act governs the preparation of disaster management plans by national organs of state:

(1) Each national organ of state indicated in the national disaster management framework must prepare a disaster management plan setting out (i) the way in which the concept and principles of disaster management are to be applied in its functional area;(ii) its role and responsibilities in terms of the national disaster management framework; (iii) its role and responsibilities regarding emergency response and post disaster recovery and rehabilitation; (v) its capacity to fulfil its role and responsibilities; (vi) particulars of its disaster management strategies: and(vi) contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies; co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players; and regularly review and update its plan.

(2) The disaster management plan of a national organ of state referred to in subsection (1) must form an integral part of its planning.

(3) (a) A national organ of state must submit a copy of its disaster management plan and of any amendment to the plan to the National Centre. (b) If a national organ of state fails to submit a copy of its disaster management plan or of any amendment to the plan in terms of paragraph (a), the National Centre must report the failure to the Minister, who must take such steps as may be necessary to secure compliance with that paragraph, including reporting the failure to Parliament.

Section 1 of the Disaster Management Act, 2002 (Act 57 of 2002) describes a national organ of state as a national department or national public entity defined in section 1 of the Public Finance Management Act, 1999 (Act 1 of 1999).

A national department is described in the same section as (a) a department listed in schedule 1 of the Public Service Act, 1994 (Proclamation No 103 of 1994), but excluding a provincial administration; or (b) an organisational component listed in Schedule 3 of that Act. The schedules are available at http://www.acts.co.za/public_service_act_1994/index.htm.

According to Section 1 of the Public Finance Management Act, 1999 (Act 1 of 1999), a national public entity means (a) a national government business enterprise or (b) a board, commission, company, corporation, fund or other entity (other than a national government business enterprise) which is (i) established in terms of national legislation; (ii) fully or substantially funded either from the National Revenue Fund, or by way of a tax. Levy or other money imposed in terms of national legislation; and (iii) accountable to Parliament.

In the same section a national government business enterprise is defined as an entity which (a) is a juristic person under the ownership control of the national executive; (b) has been assigned financial and operational authority to carry on a business activity; (c) as its principal business, provides goods or services in accordance with ordinary business principles; and (d) is financed fully or substantially from sources other than (i) the National Revenue Fund; or (ii) by way of a tax, levy or other statutory money.

All national departments and parastatals operating within the Alfred Nzo District therefore has a responsibility to have Disaster Management plans in place and can be engaged with in this regard.

Disaster Management planning does not stop with government and organs of state. The private sector is also encouraged to develop disaster management plans and is legally required to at least ensure occupational health and safety and to have emergency planning in place.

3.1.3 REQUIREMENTS FOR COMMERCE AND INDUSTRY TO COMPILE PLANS

Disaster Management requires multi-sectoral cooperation and it is therefore critical that business also contributes to the reduction of disaster risk in communities. District and local municipalities must therefore maintain strong relationships with business, especially where commerce and industry can provide resources that can contribute to disaster risk reduction.

Commerce and industry can contribute directly to disaster risk management through memorandums of understanding or direct assistance, but could also choose to use corporate social investment vehicles for this purpose.

It is in the interest of any business to ensure that it is reducing its exposure to disaster risk and that it is able to response quickly and effectively to any incident that may affect its ability to conduct business and generate income.

There is a strong link between the resilience of commerce and industry within a specific area and the ability of communities to bounce back from adversity. Communities rely on commerce and industry for livelihoods and for the commercial provision of daily necessities. It is therefore in the interest of Alfred Nzo Disaster Management to support emergency and disaster management planning by commerce and industry.

The desire of commerce and industry to stay in business and maintain profit levels is enough motivation for this sector to assess their risks and devise plans to avoid, reduce or respond to risks which could affect their ability to continue with business. Additional to this motivation out of self-interest, good practice and corporate social responsibility also dictates that commerce and industry assess and manage risk including disaster risk. The King II and III Reports (## Reference) focus on risk management in companies and place an emphasis on the triple-bottom line of Financial, Social and Environmental aspects. The King reports underline the importance of risk management and business continuity planning and provides a basis for interaction between the Alfred Nzo District and commerce and industry within the Alfred Nzo District on issues of risk and joint efforts to reduce risk or to respond to disasters.

More formally, the Occupational Health and Safety Act (No. 85 of 1993) and the National Building Regulations and Building Standards Act, 1977 (Act No. 103 of 1977) with their respective regulations and codes of practice and associated standards require compliance to many safety-related aspects. With particular reference to the mining sector which is well-represented within the District, the Mine Health and Safety Act, 1996 (Act 29 of 1996) also bears mentioning. Compliance with these acts and their regulations, codes and standards will protect the interests of the private sector.

Of particular importance within the OHS Act are sections 7 (Health and Safety Policy); 8 (General Duties); 9 (people not in employ who may be directly affected); 17 and 18 (Health and safety representatives); 19 and 20 (Committees) and the Major Hazard Installation Regulations proclaimed under the Act.

The prescriptions of the National Building Regulations (updated in 2008) and SANS 10400:1990 – Code of practice for the application of the National Building Regulations provides for safe buildings that will reduce vulnerability, increase resilience and therefore decrease disaster risk.

Other legislation that requires commerce and industry as well as government to actively pursue disaster risk reduction includes the National Environmental Management Act (NEMA), the Mineral Resources Act, and the National Veld and Forest Fires Act that regulates the establishment of Fire Protection Associations (FPA's).

In summary it can be said that there is a clear need and legal foundation for all organs of state and the private sector to assess their disaster risk, to address this

risk through mitigation actions, and to be prepared to respond to major incidents and disasters affecting them.

3.2 THE NATIONAL DISASTER MANAGEMENT FRAMEWORK

The National Disaster Management Framework (NDMF) which was published in 2005 is the legal instrument specified by the Act to address needs for consistency across multiple interest groups by providing a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole.

The NDMF is organised into four key performance areas (KPA's) and three enablers as illustrated in Figure 3 below.

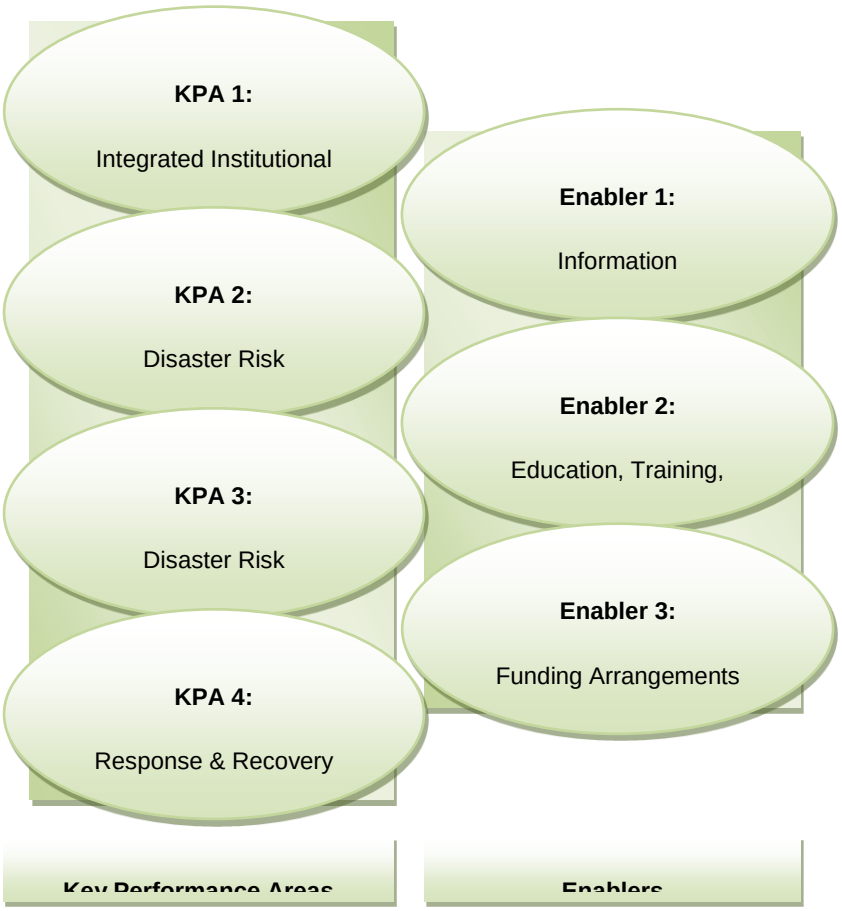

FIGURE 3: KPA'S AND ENABLERS OF THE NATIONAL DISASTER MANAGEMENT FRAMEWORK

In the table below the KPA's and Enablers are illustrated with the main objective for each of these KPA's and enablers indicated in the right-hand column.

NDMF KPA's and Enablers	National Framework objectives translated to District-level objectives
KPA 1: Integrated Institutional Capacity for Disaster Risk Management	Establish integrated institutional capacity for Disaster Management within the Alfred Nzo District to enable the effective implementation of disaster risk management policy and legislation.
KPA 2: Disaster Risk Assessment	Establish a uniform approach to assessing and monitoring disaster risks that will inform disaster risk management planning and disaster risk reduction undertaken by organs of state and other role players.
KPA 3: Disaster Risk Reduction	Ensure all disaster risk management stakeholders develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with approved National, Provincial (Eastern Cape) and District (Alfred Nzo) frameworks.
KPA 4: Response and Recovery	Ensure effective and appropriate disaster response and recovery by: • implementing a uniform approach to the dissemination of early warnings • averting or reducing the potential impact in respect of personal injury, health, loss of life, property, infrastructure, environments and government services • implementing immediate integrated and appropriate response and relief measures when significant events or disasters occur or are threatening to occur • implementing all rehabilitation and reconstruction strategies following a disaster in an integrated and developmental manner.
Enabler 1: Information Management and Communication	Development of a comprehensive information management and communication system. Establish integrated communication links with all disaster risk management role players.

NDMF KPA's and Enablers	National Framework objectives translated to District-level objectives
Enabler 2: Education, Training, Public Awareness and Research	Promote a culture of risk avoidance among disaster management stakeholders within the Alfred Nzo District by capacitating all role players through integrated education, training and public awareness supported by scientific research.
Enabler 3: Funding Arrangements for Disaster Risk Management	Establish mechanisms for the funding of disaster risk management in the Alfred Nzo District.

Both the Eastern Cape Provincial Disaster Management Framework and the Alfred Nzo District Disaster Management Frameworks are structured around the KPA's and Enablers as set out in the National Disaster Management Framework.

3.2.1 A BRIEF DESCRIPTION OF EACH KPA AND ENABLER

3.2.1.1 KPA 1: INTEGRATED INSTITUTIONAL CAPACITY FOR DISASTER RISK MANAGEMENT

Key performance area 1 of the national disaster management framework (NDMF) establishes the requirements for effective institutional arrangements in the national sphere to ensure the integrated and co-ordinated implementation of disaster risk management policy and legislation and the application of the principle of co-operative governance. Key performance area 1 also places appropriate emphasis on arrangements that will ensure the involvement of all stakeholders in disaster risk management in order to strengthen the capabilities of national, provincial and municipal organs of state. Arrangements that will facilitate co-operation with countries in the region and the international community for the purpose of disaster risk management are also discussed.

3.2.1.2 KPA 2: DISASTER RISK ASSESSMENT

Disaster risk specifically refers 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 within an area. Key performance area 2 addresses the need for conducting ongoing disaster risk assessments and monitoring to inform disaster risk management planning and priority setting, guide disaster risk reduction efforts and monitor the effectiveness of such efforts. It also outlines the requirements for implementing disaster risk assessment and monitoring by organs of state within all spheres of government.

3.2.1.3 KPA 3: DISASTER RISK REDUCTION

The successful implementation of the Disaster Management Act critically depends on the preparation and alignment of disaster management frameworks and plans for all spheres of government. The legal requirements for the preparation of disaster management frameworks and plans by national, provincial and municipal organs of state are specified in sections 25, 38 and 52 of the Act. This key performance area addresses the requirements for disaster management planning within all spheres of government. It gives particular attention to the planning for and integration of the core risk reduction principles of prevention and mitigation into ongoing programmes and initiatives.

3.2.1.4 KPA 4: RESPONSE AND RECOVERY

The Disaster Management Act requires an integrated and co-ordinated policy that focuses on preparedness for disasters, rapid and effective response to disasters and post-disaster recovery and rehabilitation. When a significant event or disaster occurs or is threatening to occur, it is imperative that there should be no confusion as to roles, responsibilities, funding arrangements and the procedures to be followed. This section addresses key requirements that will ensure that planning for disaster response and recovery as well as rehabilitation and reconstruction achieves these objectives.

3.2.1.5 ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION

Disaster risk management is a collaborative process that involves all spheres of government, non-governmental organisations, the private sector, a wide range of capacity-building partners and communities. Integrated disaster risk management depends on access to reliable hazard and disaster risk information as well as effective communication systems to enable the receipt, dissemination and exchange of information. It therefore requires capabilities to manage risks on an ongoing basis, and to effectively anticipate, prepare for, respond to and monitor a range of natural and other hazards. It further requires systems and processes that will enable all role players to make timely and appropriate decisions during emergencies. These

systems and processes must also inform disaster risk management and development planning processes by all stakeholders.

3.2.1.6 Enabler 2: Education, Training, Public Awareness and Research

Sections 15 and 20(2) of the Disaster Management Act specify the promotion of education and training, the encouragement of a broad-based culture of risk avoidance, and the promotion of research into all aspects of disaster risk management. This key performance area addresses the development of education and training for disaster risk management and associated professions as well as the inclusion of disaster risk management and risk-avoidance programmes in school curricula. It also outlines mechanisms for awareness creation and the development of a national disaster risk research agenda.

3.2.1.7 Enabler 3: Funding Arrangements for Disaster Risk Management

The provision of funding for disaster risk management is likely to constitute the single most important factor contributing to the successful implementation of the Act by national, provincial and municipal spheres of government. The Act, with the exception of Chapter 6 on funding of post-disaster recovery and rehabilitation, does not provide clear guidelines for the provision of funding for disaster risk management. In order to give effect to the requirements of the Act, four key performance areas and three enablers have been identified in the disaster risk management framework to guide the implementation of the Act. Accordingly, funding from a range of sources for the different aspects of disaster risk management outlined in the key performance areas and enablers will be required. Enabler 3 builds on the recommendations made by the Financial and Fiscal Commission on funding arrangements in its *Submission on the Division of Revenue 2003/04*, and describes the disaster risk management funding arrangements for organs of state in the national, provincial and local spheres of government.

From the perspective of the Alfred Nzo District Municipality it is important that all the enablers and key performance areas are adequately addressed in the framework and the disaster management plan of the district.

4 PROCESSES TO BE FOLLOWED

4.1 ANNUAL REPORT

According to Section 50(1) of the Act, the disaster management centre of a municipality must submit a report annually to the municipal council on-

(a) Its activities during the year;
(b) The results of the centre's monitoring of prevention and mitigation initiatives;
(c) Disasters that occurred during the year in the area of the municipality;
(d) The classification, magnitude and severity of these disasters;
(e) The effects they had;
(f) Particular problems that were experienced-
    a. In dealing with these disasters, and
    b. Generally in implementing this Act, the national disaster management framework, the disaster management framework of the province concerned and the disaster management framework of its municipality;
(g) The way in which these problems were addressed and any recommendations the centre wishes to make in this regard;
(h) Progress with the preparation and regular updating in terms of section 52 and 53 of disaster management plans and strategies by municipal organs of state involved in disaster management in the municipal area; and
(i) An evaluation of the implementation of such plans

It is important to ensure that the information that is collected for the annual report is collected on a quarterly basis because the reporting period or financial year of national government and municipal government differs. If information is available for each quarter, quarters can be arranged into either of the two financial year reporting periods. With information organised into quarters, an annual report reflecting one calendar year (Jan – Dec) can also be compiled.

Quarters	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun
Calendar year	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
Nat / Prov Fin Year	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Munic Fin Year	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1

4.2 QUARTERLY REPORT

This report should reflect the activities of the Disaster Management Centre over the past Quarter. This section contains suggested reporting fields formats.

Start of quarterly report

4.2.1 PREVENTION / PREPAREDNESS / MITIGATION

4.2.1.1 DISASTER RISK ASSESSMENT – INDICATIVE DISASTER RISK PROFILE

Jurisdiction	Last risk assessment	Current Project	Current Priority risks

4.2.1.2 MANAGEMENT & CO-ORDINATION

	Area Y	Area Y	Total for Centre
DMC Management meetings (Number of meetings attended by each area)			
Internal management / Area Management meetings staff meetings			
DMC General Staff meetings			

4.2.1.3 STATUS OF PROJECTS BEING UNDERTAKEN BY THE VARIOUS DMC PORTFOLIOS

DMC Portfolios	Projects status:

4.2.1.4 PLANNING PARTNERSHIPS AND AGREEMENTS

Level:	Description:	Status:
National		
Provincial		
Local		
Commerce & Industry		
Institutions		
NGO/CBO's		

4.2.1.5 RISK SPECIFIC PLANNING

Risk Specific Plans:	Number of planning group meetings (Meetings covering any aspect of a plan.)	Exercises (Times any element of plan was exercised.)

4.2.1.6 COMMERCE AND INDUSTRY / CRITICAL INFRASTRUCTURE (EMERGENCY PLANNING)

(Industrial plants, factories, companies, shopping centres, Shopping Malls, Conference Centres offices, airport buildings, etc.)	Area X	Area Y	HQ	Total
Initial Contact				
Inspection / Risk analysis				
Briefing				
Planning activities				
Exercises				

4.2.1.7 SPECIAL INSTITUTIONS (EMERGENCY PLANNING)

(Schools, Retirement Centres, Hospitals/Clinics, etc)	Area X	Area Y	HQ	Total
Initial Contact				
Inspection				
Briefing				
Planning activities				
Exercises				

4.2.1.8 MUNICIPAL INSTALLATIONS (EMERGENCY PLANNING)

(Preparedness of district and local municipal installations and facilities)	Area X	Area Y	HQ	Total
Initial Contact				
Inspection				
Briefing				
Planning activities				
Exercises				

4.2.1.9 COMMUNITIES AT RISK (EMERGENCY PLANNING)

(Community preparedness plans for risks affecting a specific community)	Area X	Area Y	HQ	Total
Initial Contact				
Inspection				
Briefing				
Planning activities				
Exercises				
Community Risk Assessments Projects				

4.2.1.10 MASS EVENTS (EMERGENCY PLANNING AND CO-ORDINATION)

	Area X	Area Y	HQ	Total
Number of applications considered				
Number of events planned for				
Initial Contact				
Inspection				
Planning activities (Meetings, briefings, exercises)				
Event duties (Total of personnel (incl. DM Vols.) at all events staged)				
Total personnel hours spent during staging of events (Co-ordination duties)				

4.2.1.11 PUBLIC AWARENESS AND EDUCATION

	Area X	Area Y	HQ	Total
Exhibitions				
Radio Talks				

Publications				
Information sessions/presentations				
Launches				

Information sessions/presentations:			
Topic	**Area / Community**	**Type of session**	**Audience reached**
Notes: A			

4.2.1.12 BUDGET AND EXPENDITURE

Budget	Capital	R			
	Operating	R			
Quarterly indicators		1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
Expenditure: Planned	Capital	R %	R %	R %	R %
	Operating	R %	R %	R %	R %
Expenditure Actual	Capital	R %	R %	R %	R %
	Operating	R %	R %	R %	R %
Variance	Capital	R %	R %	R %	R %
	Operating	R %	R %	R %	R %

Capital Projects

WBS Number	Description	Progress	Completion date / Target date

4.2.2 PERSONNEL RECRUITMENT, TRAINING AND DEVELOPMENT

4.2.2.1 DISASTER MANAGEMENT CENTRE PERSONNEL DEVELOPMENT AND STAFFING LEVELS

	Area X	**Area Y**	**HQ**	**Total**
Authorised strength				
Current strength				
Current vacancies				
Total staff complement				
Training & Development Sessions Attended:				

4.2.2.2 DM VOLUNTEER DEVELOPMENT AND MANAGEMENT

DM VOLUNTEER STATISTICS :-	**Area X**	**Area Y**	**HQ**	**Total**
Recruitment (Number of new volunteers)				
Resignations / Terminations (Number)				
Corps membership (Current total membership) **				
Active unit members				
General volunteers				
Volunteer reserve (inactive but can be called out)				
DM Volunteer Activations (below):-				

		Number of activations of corps				
	Emergency Response during duties (below):-					
		Total hours service rendered				
		Incidents attended to:				
		Categories of services provided…				
	Other Duties, e.g. Events duties (below):-					
		Sport and other mass events (Total hours rendered)				
		Categories of duties performed…				
	Meetings of the DM Volunteer Corps **(Total number of meetings)					

Stats for previous quarter:

Recruitment (Number of new volunteers)						
Resignations (Number)						
Corps membership (Current total membership) **						

4.2.3 DISASTER MANAGEMENT TRAINING

Disaster Risk Management Officials presented the following training during the reporting period:

Commerce and Industry * (Persons trained in each category)		Area X	Area Y	HQ	**Total**
	Fire extinguisher				
	First Aid				
	Wardens				
	Emergency Controller				
	Emergency Planning				
Institutions (various) (Persons trained in each category)					
	Fire Extinguisher				
	First Aid				
	Wardens				
	Emergency Co-ordinator				
	Emergency Planning				
Municipal Installations (Persons trained in each category)					
	Fire				
	First Aid / Exams CPR				
	Wardens				
	Emergency Control				
	Emergency related functions (candidates)				
	Emergency Planning (sessions)				
Disaster Management Volunteers * (Persons trained in each category)					
	Categories of training…				

The following applies o if the DMC has a training centre attached to it:

Personnel from the following Organisations attended training courses at the Disaster Management Training Centre in the categories and courses as indicated above:-

Organisation	Candidates

Courses presented	Number of courses	Number of Candidates
Total		

4.2.4 RESPONSE, RELIEF AND RE-DEVELOPMENT CO-ORDINATION BY DMC

4.2.4.1 INCIDENTS

RESPONSE MANAGEMENT (DMC CO-ORD. OF MAJOR INCIDENTS) - TOTAL NO. OF INCIDENTS & DETAILS BELOW	Area X	Area Y	HQ	Total	DOC Activation
Incident type….. (According to identified hazard categories)					

4.2.4.2 DISASTER RELIEF

DISASTER RELIEF ACTIONS :-	Area X	Area Y	HQ	Totals
DMC Co-ordination period (duration in days)				
Relief supplied (e.g. food parcels, blankets)				

4.2.4.3 PUBLIC SAFETY ADVISORIES AND MEDIA LIAISON

	Total
Advisories and status reports issued	
Interviews	

4.2.4.4 DRMC – DISASTER OPERATIONS CENTRE (DOC) COMMUNICATIONS

Total No. of major incidents handled	

4.2.5 RECOVERY AND REHABILITATION

(Only list activities where Disaster Risk Management was directly involved)	Area X	Area Y	HQ	Total

End of Quarterly Report

4.3 ROLES AND RESPONSIBILITIES OF MUNICIPALITIES

4.3.1 NDMC ASSESSMENT TOOL

The NDMC regularly requires feedback on progress and compliance with the key performance areas and key performance indicators from the NDMF.

A self-evaluation tool has been developed by the NDMC and is readily available. Municipalities would be well-advised to regularly peform a self-assessment with this tool.

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5 STATUS OF LEGAL COMPLIANCE

This section of the guideline illustrates how the state of legal compliance within the district regarding Disaster Management can be presented.

5.1 CURRENT COMPLIANCE WITH THE DISASTER MANAGEMENT ACT

Table 1 below describes the current status quo of compliance of the Alfred Nzo District Municipality and the local municipalities within the District with the requirements of the Disaster Management Act.

Requirements of the Disaster Management Act are listed at the top of the table. The priority of each requirement is then indicated, and this priority emanates from whether the requirement in the Act is a “must” or a “may”, with other words compulsory or optional. For example, a Framework is compulsory for a district municipality but optional for a local municipality. The status for each requirement is also indicated. The status is dependent on the priority of the requirement and indicates non-compliance, progress or compliance with requirements, be these requirements compulsory or optional. Shades of green indicate the status of compulsory requirements, and shades of blue indicate the status of optional, best-practice requirements.

Although local municipalities are not legislatively required to have specific Disaster Management coordinating structures, it is unlikely that a local municipality would be able to effectively conduct a participative disaster management planning process in the absence of some or other disaster management coordinating structure within the municipality. It is suggested that each local municipality should at least have an internal disaster management coordinating body such as an Inter-departmental Disaster Management Committee. The additional establishment of an advisory forum is strongly recommended to coordinate disaster management policy within the municipality and enable stakeholder involvement in disaster management matters.

TABLE 1: STATUS OF COMPLIANCE WITH DISASTER MANAGEMENT ACT WITHIN ALFRED NZO DISTRICT

REQUIREMENTS According to Disaster Management Act, 2002 (Act 57 of 2002)										
District / Local Municipalities	Disaster Management Framework (Section 42)		Disaster Management Plan (Section 53)		Advisory Forum (Section 51)		Disaster Management Centre (Section 43)		Head of Disaster Management Centre (Section 45)	
	Priority	Status	Priority	Status	Priority	Status	Priority	Status	Priority	Status
Alfred Nzo District	Must		Must		May		Must		Must	
LM1	May		Must		May		May		May	
LM2	May		Must		May		May		May	

Key:

Priority	
	Best practice, not legal requirement
	Legal requirement

Status	
	Non-compliance with best practice
	Progressing to compliance with best practice
	Compliance with best practice
	Non-compliance with legal requirement
	Progressing to compliance with legal requirement
	Complying with legal requirement

Disaster Management has become one of the key components of the IDP's credibility. Section 26(g) of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) lists "applicable disaster management plans" as core components of an IDP. The next section focuses on the relationship between Disaster Management and the Integrated Development Plan.

5.2 Linkage with the Integrated Development Plan of the Alfred Nzo District

The Systems Act defines the Integrated Development Plan to be the single, inclusive and strategic plan "for the development of the municipality".

The Disaster Management Plan has become one of the criteria for determining a credible IDP document. Thus, disaster management is being elevated from the periphery of planning into the core of determining allocation of recourses.

To ensure success the disaster management planning process involves:

- In the first phase of the disaster management planning process, as in the IDP process, communities and stakeholders are given the chance to indicate/highlight the problems they experience and to determine their priorities (community based risk assessment), with inputs from Disaster Management. The outputs of this phase are a list of the intolerably high risks, the high risks and the tolerable risks for each of the wards / clusters in the municipality.
- The intolerably high risks and the high risks are addressed in Phase 2 of the project. In this phase, the Advisory Forum, in conjunction with the technical task teams, will have to make recommendations on the most appropriate way(s) to address the intolerably high risks and the high risks, as well as, to ensure that project proposals are designed, which can be implemented.
- The tolerable risks are addressed. The Advisory Forum, in conjunction with the technical task teams, must identify and recommend the minimum preparedness and contingency planning requirements to be in a position to address tolerable risk manifestation.
- The Municipality, especially the IDP Manager and the Head of Disaster Management, has to make sure that the disaster risk reduction project proposals are in line with the objectives and the agreed strategies of the IDP of the Council.

5.2.1 Linkage with the Spatial Development Framework of the Alfred Nzo District

A Spatial Development Framework (SDF) is a prerequisite in terms of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) and a core component of an Integrated Development Plan and "must include the provision of basic guidelines for a land-use management system for the municipality".

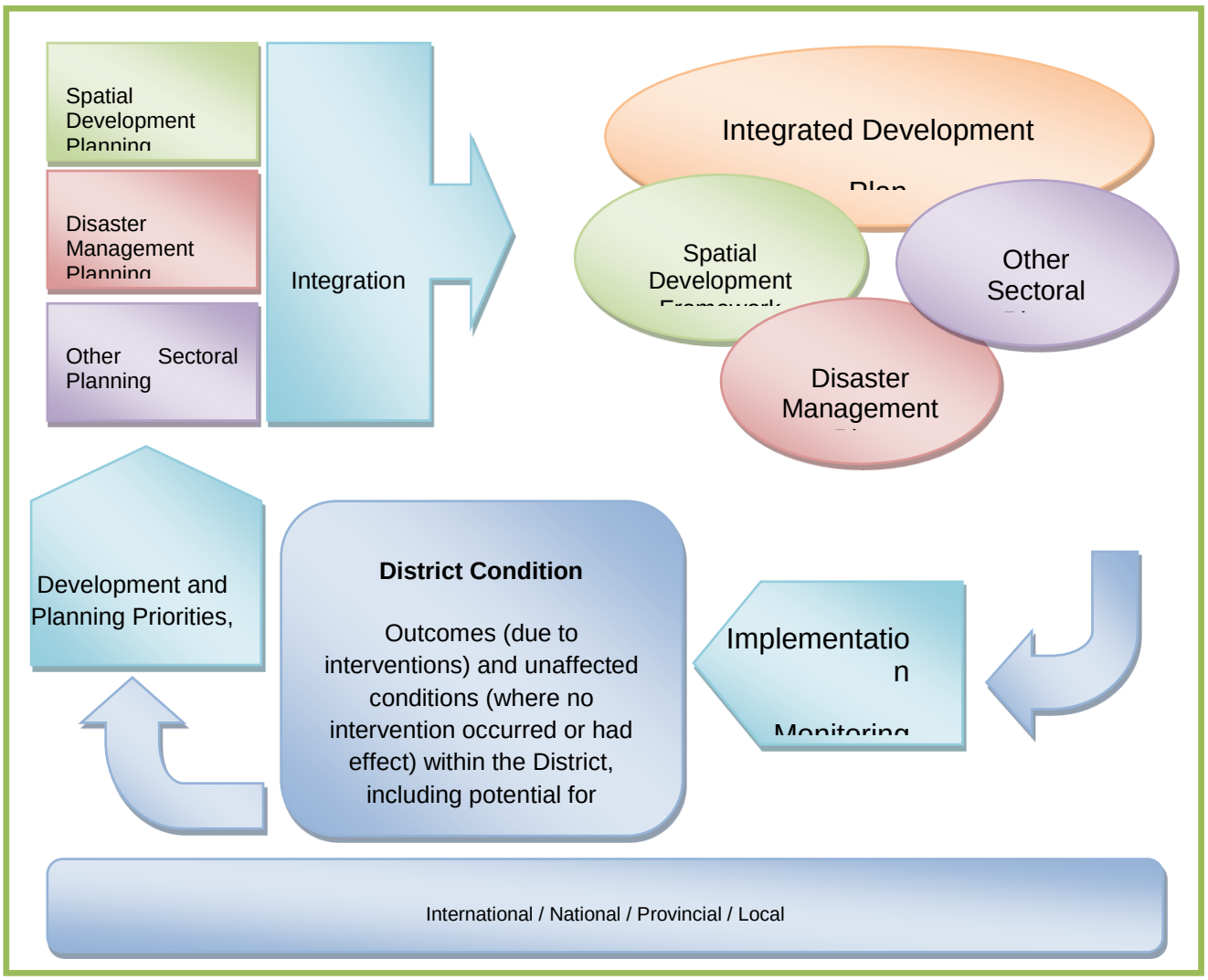
An SDF is established by the municipality for implementation within the district by all role-players.

An SDF should be environmentally informed and sustainability-based, incorporating pro-poor policies rather than only being a spatial indication of IDP proposals. The collectives of the social, political, economic and environmental elements that underpin present-day society are regarded as fundamental informants to an SDF in order for spatial planning to complement economic growth and development.

A District SDF is an intervention at a critical planning level to facilitate progressive connectivity between activities in lower and higher order planning domains. Furthermore it is to be a proposal of spatial guidelines to take effect within the municipal area in order to direct future spatial interventions as a result of growth, development and policy and to reduce developmental disparities.

The Integrated Development Plan (IDP) of the Alfred Nzo District Municipality would be the key informant of the formulation process of the SDF. The IDP must accommodate the visionary statement of the Council that needs to direct all activities of all role-players that perform activities within the municipal area.

The figure below illustrates the context of the Regional SDF in relation to other regional processes and subsequent products, but also with regard to the cyclical nature of the development agenda.



5.2.2 THE RELATIONSHIP BETWEEN DISASTERS AND DEVELOPMENT

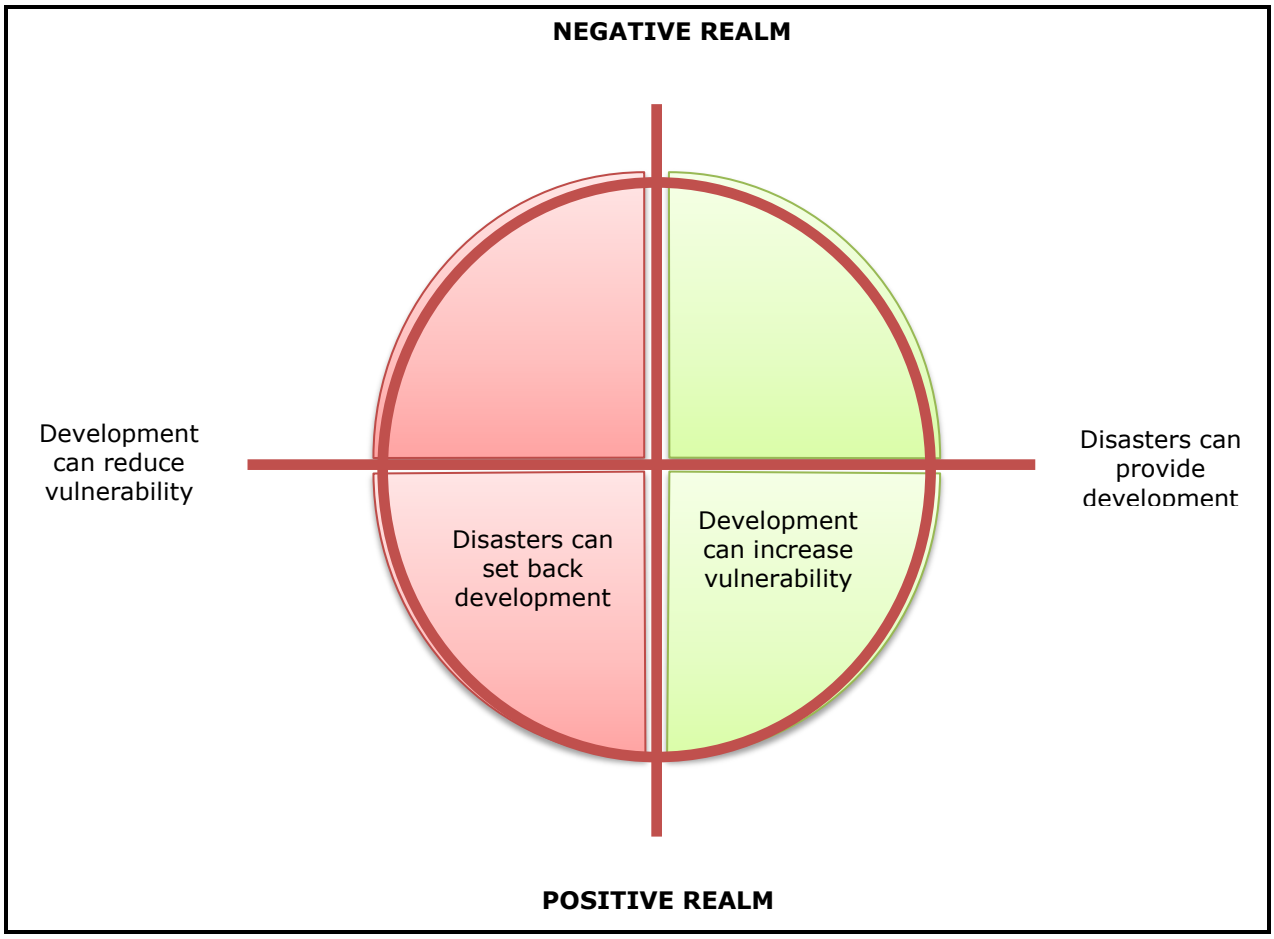
It can be said that disasters and development have both a negative and positive relationship, and this relationship needs to be recognised and managed to achieve sustainable development.

In a negative sense, disasters can destroy development and uncontrolled, improper development can cause disasters. In a positive sense, disaster can create an opportunity for improved, more resilient development, and proper development can reduce the risk of disasters occurring.

Badly planned development in a floodplain increases disaster risk by making the new community vulnerable to flooding and thus disaster. The development of well-planned and effective flood defence measures can decrease the vulnerability of the community and thus contribute to disaster risk reduction. If a disaster actually occurs and major flooding impacts on the community, the development can be damaged or destroyed. If the lessons learnt from the flooding event are however incorporated in developing a new community outside the flood plain or if flood risk reduction is incorporated into the planning of a new

community in the same setting, but this time from the outset, disaster risk reduction can also be achieved.

FIGURE 5: THE RELATIONSHIP BETWEEN DISASTERS AND DEVELOPMENT



In recognition of the possible negative or positive relationship between disasters and development, both the Municipal Systems Act and the Disaster Management Act requires the inclusion of a municipal disaster management plan in the Integrated Development Plan (IDP) of municipalities.

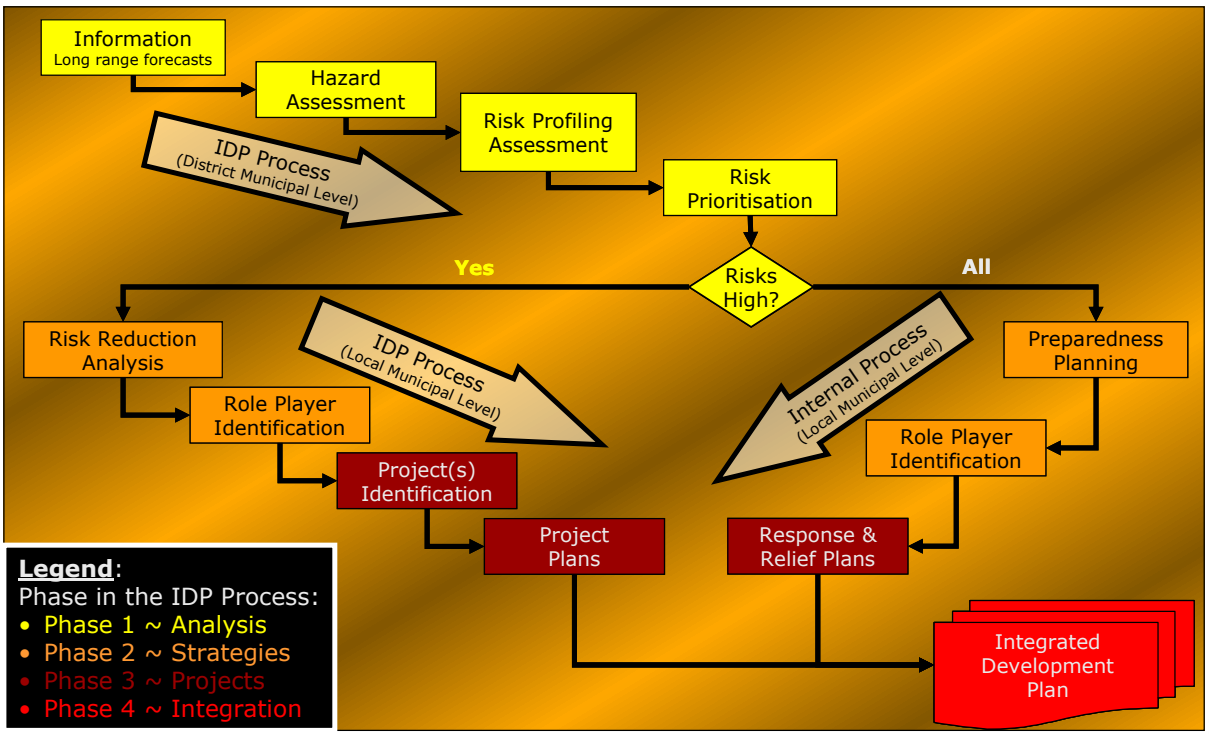
5.2.3 INTEGRATING DEVELOPMENT AND DISASTER MANAGEMENT PLANNING

Based on the previous discussions of the relationship between disaster management, the spatial development framework and the IDP, it is clear that the process for developing a disaster management plan should be integrated with the IDP process.

Such a process is shown below. **Figure 6** illustrates the planning process for the development of municipal disaster management plans as well as the integration of such plans into the integrated development plan of a municipality.

While a synchronization of the Disaster Management Planning process was not possible for this project, it is recommended that long-term planning for future IDP cycles should include the disaster management planning steps indicated below.

FIGURE 6: PLANNING PROCESS FOR DEVELOPING A DMP



The Municipal Systems Act and the Disaster Management Act requires the inclusion of the Disaster Management Plan of the Alfred Nzo District Municipality into the Integrated Development Plan (IDP) of the Municipality.

6 RISK ASSESSMENT

The guidelines accompanying this document describe Aurecon's risk assessment methodology.

The first step in developing a risk profile is hazard identification. A hazard is a potentially damaging physical event, phenomenon or human activity, which may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards are typically categorised into Natural, Technological and Environmental hazards.

Natural hazards are natural processes or phenomena occurring in the biosphere that may constitute a damaging event. Natural Hazards are typically classified into:

- *Geological Hazards*: Natural earth processes or phenomena in the biosphere, which include geological, neo-tectonic, geo-physical, geo-morphological, geo-technical and hydro-geological nature.
- *Hydro Meteorological Hazards*: Natural processes or phenomena of atmospheric, hydrological or oceanographic nature.
- *Biological Hazards*: Processes of organic origin or those conveyed by biological vectors, including exposure to pathogenic micro-organisms, toxins and bioactive substances.

Technological hazards constitute danger originating from technological or industrial accidents, dangerous procedures or certain human activities, which may cause the loss of life or injury, property damage, social and economic degradation.

Environmental hazards are processes induced by human behaviour and activities (sometimes combined with natural hazards), that damage the natural resource base or adversely alter natural processes or ecosystems.

6.1 RELATIVE RISK PRIORITIES

To ensure that all the parameters (Hazard Score; Vulnerability Score; Coping Capacity Score) required for calculating risk were equally weighted, all their respective scores were reclassified and rated from 1 to 3.

Calculate Relative Risk Priorities: The following simple mathematical model was used to calculate the relative priorities of the risks to which the communities in each region are exposed:

Relative Risk Priority Score = Hazard rating X Vulnerability rating / Coping Capacity Score

Extremely High Risks *(Relative Risk Priority ≥ 7)*: Should the relative risk priority of a particular hazard event impacting on a community be higher than or equal to 7, that community faces a potentially ***destructive*** risk with a high probability of occurrence, for which they are ***unprepared***. This combination equates to an **extremely high risk** and is a disaster in the making. For these **extremely high**

risks you must prepare **urgent risk reduction interventions.**

High Risks *(4.5 ≤ Relative Risk Priority < 7)*: If the relative risk priority of a particular hazard event impacting on a community is between 4.5 and 7, the risks to which these communities are exposed are potentially destructive, but the community is modestly prepared for the hazard event occurrence. This combination equates to a **high risk** and you must prepare a combination of **risk reduction interventions** and **preparedness plans** for these risks.

Tolerable Risks *(2 ≤Relative Risk Priority < 4.5)*: Relative risk priorities of a particular hazard event impacting on a community between 2 and lower than 4.5 translate into an acceptable risk for a largely prepared community. This combination equates to a **tolerable risk** and you must prepare **preparedness plans** for these risks

Low Risks *(Relative Risk Priority < 2)*: Relative risk priorities of a particular hazard event impacting on a community lower than 2 translate into a very small risk for a largely prepared community. This combination equates to a **low risk** and **any hazard preparedness plans** are sufficient for these risks

7 RISK REDUCTION PROCESS

The success of risk reduction efforts will rely heavily on the results of a thorough disaster risk assessment (hazard and vulnerability assessment). The completion of a detailed risk assessment is a prerequisite for this process. Community-based risk mapping and risk assessments can also provide valuable information to base risk reduction planning on.

Using the risk assessment, the first step in risk reduction will be to identify priority risks.

For each priority risk, the following process should be followed:

- Analyse the risk, through consultation if required
- Determine stakeholders who can influence the risk (hazard / vulnerability / capacity)
- Convene stakeholders meeting
- Determine primary and secondary responsibility on a consensus basis (this might already be in place – see Institutional Capacity chapter)
- Develop risk reduction strategy options in a participative manner
- Evaluate the developed risk reduction strategy options
- Decide on most viable risk reduction strategies and describe these in detailed project proposals.
- Submit project proposals to DDMAF.
- Upon project approval from the DDMAF, perform project initiation (if the project is within the mandate of the District it can be submitted to the IDP office at this stage for inclusion in the IDP process)
- Convene a project team
    - Appoint a project manager (from discipline with primary responsibility for the hazard, vulnerability or capacity)
    - Appoint an internal project facilitator / manager within the NDDMC
    - Confirm project team (Stakeholders)
    - Confirm project sponsor
    - Confirm project champion
- Perform project scoping:
    - Develop work breakdown structure
    - Determine milestones and objectives
    - Confirm critical path
    - Establish monitoring & evaluation mechanism
    - Determine budget required
- Project implementation
    - Implement, monitor & evaluate
    - Project review and change control
    - Project close-out

The risk-specific risk reduction project proposals mentioned in the table above will, if properly planned and implemented, contribute towards the reduction of disaster risk within the Alfred Nzo District.

The risk reduction plans outlined here which are implementable must be considered for inclusion within the IDP projects of the municipality and if included must be budgeted for in terms of the operating and capital budgets of the municipality. Each project should be evaluated to determine which municipal department can lead its implementation. When a

lead department is assigned through consensus in the DMAF, such a lead department must manage all planning and budgeting processes for said project. The Disaster Management department of the Alfred Nzo District Municipality must assist in this regard.

Where the proposed project falls outside the mandate of the municipality, the municipality should establish a lobbying and monitoring mechanism to motivate the need for the project in the correct governmental or societal sector and to track progress on the project. It is anticipated that many projects will need to be executed on a partnership level, and in such cases the department of the municipality responsible for service delivery partnerships should take the lead with support from the Alfred Nzo Disaster Management Centre.

7.1 SHARED RESPONSIBILITY FOR DISASTER MANAGEMENT

The responsibility for reducing disaster risk, preparing for disasters, and responding to disasters is shared among all departments and employees of the Alfred Nzo District Municipality, local municipalities within the Alfred Nzo District Municipality, all departments and employees of the Alfred Nzo Municipality, all provincial and national organs of state operating within the municipality, all sectors of society within the municipality and, perhaps most importantly, all the residents of the municipality.

7.1.1 KEY OUTCOMES OF DISASTER MANAGEMENT PLANNING

The Disaster Management Plan of the Alfred Nzo District Municipality seeks to achieve the following key outcomes:

- Integration of Disaster Risk Management into the strategic and operational planning and project implementation of all line functions and role players within the municipality,
- Informing planning and allocation of resources by municipalities to enable the reduction of community vulnerability
- Resilient communities
- An integrated, fast and efficient response to emergencies and disasters by all role-players.

7.1.2 FOCAL POINTS FOR DISASTER MANAGEMENT

Although the municipal department within the Alfred Nzo Municipality assigned with the Disaster Management function should direct and facilitate the disaster risk management process, it cannot perform the whole spectrum of disaster risk management activities on its own. Disaster risk management is everybody's business. It is therefore recommended that each municipal department within the district Municipality and each local municipality within the district assign a person or section within the department / local municipality to be the focal point for disaster management activities in that department / local municipality. The same applies to national and provincial departments operating within the municipality.

The disaster management activities to be performed within departments and local municipalities include participation in disaster risk reduction as well as preparedness and response.

Action: The Disaster Management Centre of the Alfred Nzo Municipality will circulate forms on an annual basis requesting role-players to indicate their focal points for disaster management. The forms shall provide space for indicating the department, position and full contact details (also after hours) of the focal point and at least one alternate contact person.

7.1.3 Departments with primary responsibility for specific hazards and disaster risks

Where a department has primary responsibility for a specific hazard, the department's role in disaster risk management for that specific hazard will be more than mere participation: it will have to lead risk reduction as well as preparedness activities due to its expertise in the field. Section **Error! Reference source not found.** from page **Error! Bookmark not defined.** described the responsibilities of specific departments within the District in terms of Disaster Management.

Alfred Nzo Disaster Management can support such a department with advice, information, facilitation and coordination.

Action: Alfred Nzo Disaster Management will maintain a list of hazards that may affect the municipality with associated primary role-players indicated for risk reduction as well as preparedness for each specific hazard. (See next section for the process of assigning such responsibility.)

The plans for disaster risk reduction and preparedness compiled by these primary role-players should be attached to this plan or should be referenced as supporting documentation as indicated in **Error! Reference source not found.**. These documents ust be easily accessible to all relevant role-players.

7.1.4 Assignment of responsibility to deal with specific disaster risks

Departments that are responsible for specific services in normal conditions will remain responsible for such services during disasters. The declaration of a state of disaster and the tighter coordination instituted during disasters does not absolve any agency of its assigned responsibilities.

Legislation assigns responsibility for most disaster risks to specific departments or functions. There are however grey areas related to some disaster risks, for example there may be some debate around who should be the lead agent for a hazardous materials incident that involves crime / terrorism and injured persons. In order to ensure clear roles and responsibilities and enhance integrated disaster risk management efforts, such grey areas must be addressed and clearly assigned responsibilities must be confirmed.

Action: The risk profile of the Alfred Nzo Municipality will be considered by the Alfred Nzo Disaster Management Advisory Forum and primary and supporting role-players will be identified for each identified risk. Such allocation of primary and supporting roles will be done in consultation with all relevant role-players, will be informed by existing legal frameworks, and assignment will be done on a consensus basis.

The above assignment of responsibilities will be revisited and confirmed on an annual basis, and will be recorded and distributed in the format indicated in **Table 2** below.

TABLE 2: ASSIGNMENT OF PRIMARY AND SUPPORTING ROLE-PLAYERS FOR DISASTER RISKS

Description of disaster risks identified in the risk profile of the municipality (Complete one table per risk)	Primary role-player in **risk reduction** to be indicated here	Supporting role-players
	Primary role-player in **preparedness** to be indicated here.	Supporting role-players
	Primary role-player in **response and relief** to be indicated here.	Supporting role-players
	Primary role-player in **recovery & rehabilitation** to be indicated here..	Supporting role-players

The document assigning responsibilities can become an annexure of the Municipal Disaster Management Plan of the municipality, if such assigning of responsibilities have not been dealt with in the Municipal Disaster Management Framework.

The National Disaster Management Advisory Forum has established several "Technical Task Teams" for different hazards / types of disasters. A lead department is indicated for each of these task teams. The table below reflects the situation as at 12 November 2009 and can inform decisions within the Alfred Nzo District on the assignment of responsibility and the formulation of task teams.

TABLE 3: TECHNICAL TASK TEAMS OF THE NATIONAL DISASTER MANAGEMENT ADVISORY FORUM

	Task Team	Lead Department
1.	ANIMAL DISEASES (e.g. Foot and Mouth, Avian Flu, Mad Cow sickness, etc)	Department of Agriculture, Forestry and Fisheries
2.	CAPACITY BUILDING, PUBLIC AWARENESS AND RESEARCH	National Disaster Management Centre (NDMC) (Department of Cooperative Governance and Traditional Affairs
3.	CLIMATE CHANGE	Department of Environmental Affairs (SA Multi-Sectoral Climate Change)
4.	COMMUNICATION AND INFORMATION	Department of Communications

	Task Team	Lead Department
	(including Telecommunications)	
5.	DISASTER RELIEF	Social Development
6.	DOLOMITE RELATED INCIDENTS	Department of Minerals
7.	DROUGHT	Department of Agriculture, Forestry and Fisheries
8.	EARLY WARNINGS	SA Weather Service
9.	ENERGY (Electricity etc.)	Department of Energy
10.	ENVIRONMENTAL EMERGENCIES (Oil spills, chemicals, hazardous materials)	Department of Environmental Affairs
11.	EPIDEMICS (Human) (e.g. Diarrhoea, cholera, ebola, malaria, etc.) Including any HEALTH-RELATED DISASTER RESPONSE (Local, International, SADC and AU)	Department of Health
12.	FIRES Sub-Committees • Fires in Informal Settlements • Veld and Forest Fires • Structural Fires	 • NDMC/COGTA • Department of Water and Environmental Affairs • NDMC/COGTA
13.	FLOODS AND WATER-RELATED MATTERS	Department of Water and Environmental Affairs

	Task Team	Lead Department
14.	INTERNATIONAL ASPECTS	Department of International Relations and Cooperation
15.	MINING DISASTERS	Department of Mining
16.	RADIATION RELATED INCIDENTS	Department of Energy
17.	RESCUE	NDMC/COGTA in the interim
18.	REFUGEES	Department of Home Affairs
19.	TECHNOLOGICAL ACCIDENTS (e.g. aeroplane and maritime incidents)	Department of Environmental Affairs
20	TRANSPORT	Department of Transport

The assignment of responsibility for specific hazards or disaster risks will be informed, but not determined, by the assignment of responsibility for risks within the National Disaster Management Advisory Forum. The conditions prevailing within the District will be the determining factor.

8 RESPONSE & RECOVERY

During response and recovery operations the relevant disaster preparedness plans of the municipality will be executed by disaster and emergency management structures.

The following procedure will be implemented for response to any type of hazard impact or disaster. The reason for this any-hazard approach is that there are many common response activities that exist within the response required to different hazards, as illustrated in **Figure 7**.

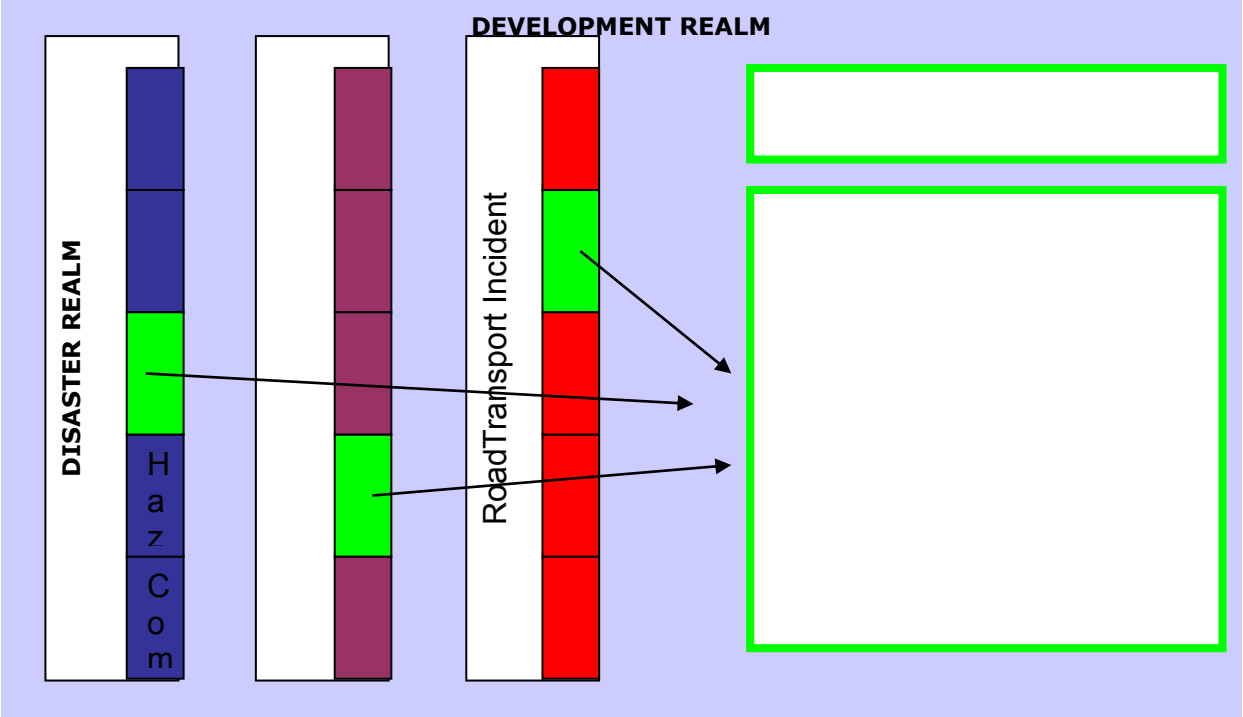


FIGURE 7: REASON FOR ANY-HAZARD RESPONSE PROCEDURE

8.1 ANY-HAZARD RESPONSE PROCEDURE

During Disaster Response the Unified Command approach will be implemented. The basic steps and actions of the response and relief management procedure are summarised below.

The Any-Hazard Response Management Procedure consists of 10 steps, being:

1. Notification / Activation
2. Rapid Initial Assessment
3. Establishing a response structure
4. Re-assessment
5. Establishing objectives
6. Deciding on an action plan
7. Implementation
8. Establishing a strategic response structure
9. Monitoring & Evaluation
10. Closure

This procedure is compatible with KPA 4 of the SA National Disaster Management Framework, as well as the Unified Command procedure accepted and implemented by the National Disaster Management Centre prior to the 2010 FIFA World Cup™.

8.1.1 NOTIFICATION/ACTIVATION

During the notification phase, it must be ensured that management and operational staff are informed and mobilised as speedily and effectively as possible. To facilitate the foregoing it is imperative that 24 hour duty and standby rosters are kept current and available at the 24 hour communication facilities for the Alfred Nzo District DMC and all service communications centres that have an emergency and/or disaster response role in the District.

Such call-out lists must indicate the first response mobilisation and 2nd line responders clearly.

It is therefore necessary to design Standardised response procedures and protocols for specific incidents and also consider variables such as season and time of day. See hazard-specific preparedness plans in Annexure A (Section **Error! Reference source not ound.** from page **Error! Bookmark not defined.**) as well as pre-defined hazard-specific contingency plans (Section 8.3 from page 63).

8.1.2 RAPID INITIAL ASSESSMENT

The basis for any effective response is the initial rapid but accurate on-scene assessment of the situation i.e. nature of the hazard, resource requirements, immediate threats to people, property and the environment, magnitude and boundaries of current and possible future impacts, and to be able to communicate this information in a predetermined standardised format.

Rapid and effective response can also be facilitated if a standardised initial report-back includes response suggestions and needs.

The rapid initial assessment must be as accurate as possible with accurate predictions of what may still occur.

8.1.3 ESTABLISH RESPONSE MANAGEMENT STRUCTURE

Once the initial response has been effected and services arrive on the scene the process for the implementing of the secondary response must be initiated as soon as possible. This response must be based on the needs received from the scene as a result of the rapid assessment.

This response must build on existing response levels and strengthen the deployments and actions on scene.

8.1.3.1 STRUCTURES TO COORDINATE RESPONSE

The establishment of a structure to manage, co-ordinate and integrate response actions at the scene of an incident is imperative and a priority for all services involved at an incident.

Such a basic structure should be contained in a “Standardised incident management plan” agreed to beforehand by all role-players.

There are a number of essential elements to the structure and principles, which should be observed at all times:

- **Flexible organisation**

The composition of the organisation must be adapted to the size, magnitude and nature of the incident. The organisation must be adapted (increased or decreased) as circumstances dictate.

- **Standardised Terminology**

All services must be informed and be familiar with the organisation and terms used by services, which may be involved in an incident.

- **Tactical Incident Management facilities / structures**

As part of the management structure, there are a number of essential facilities / structures, which may need to be established at the scene of an incident, these can include:

  - Outer perimeter / cordon / public exclusion zone
  - Inner perimeter
  - Establishing a landing zone
  - Staging area
  - Incident command post
  - Casualty clearing post
  - Information point / media liaison
  - Communications network
  - Access control to incident site and emergency infrastructure

- **On-Site Incident Coordination Point**

This is an on-scene facility where tactical decision-making and control of inter-disciplinary co-ordination takes place. Also known as Incident Command Post (ICP), On-site JOC / Forward Control or Command Post (FCP).

This is the single point of command for all on-site operations during the response phase of an emergency and will be located at an appropriate location at or near the scene of the emergency, normally within the outer perimeter.

The incident Commanders / Managers from key response agencies will operate under Unified Command to co-ordinate incident operations.

- **Joint Incident Management Team / Unified Command**

One of the main objectives to ensure effective on-scene management of services is to establish a "Unified Incident Management" system. This system allows for a structure whereby overall incident objectives and strategies can be formulated.

In incidents involving multiple jurisdictions, a single jurisdiction with multi-agency involvement, or multiple jurisdictions with multi-agency involvement, unified command allows agencies with different legal, geographic, and functional authorities and responsibilities to work together effectively without affecting individual agency authority, responsibility, or accountability.

In this regard it is important that the representatives be suitably mandated and takes full responsibility and charge of its service at that level.

It will ensure that the agreed upon operational plan and integrated tactical strategies are implemented by making optimum use of available resources.

It is normally structured to facilitate activities in five major functional areas:

- command,
- operations,
- planning,
- logistics, and
- finance and administration.

This organisation should also include the following elements depending on the situation;

- Safety
- Media / public liaison – information
- Liaison – supporting agency / jurisdiction liaison (DisMan well-placed for this)

Depending on the situation the estimated duration of the incident must be established in order to plan the need for the rotation of staff and to plan meals, etc.

- **Determining the primary role-player for an incident or activity**

If a situation occurs where there is no immediate agreement between parties regarding who should be the primary role-player in a specific emergency situation, a pre-determined procedure should be followed to resolve the issue.

- **Communications**

District communication networks and structures are described within the institutional arrangements section of this plan.

8.1.4 RE-ASSESS

The first very important step after the Joint Incident Management Team has been established is for them to re-assess the situation. During this process, there are three aspects which must be addressed.

8.1.4.1 RE-ASSESS RESOURCES

The team need to establish:

- present deployment and how effective it is
- possible further immediate, medium and long-term resource needs.

An analysis of special equipment and services and needs must be done at this stage. When evaluating the mobilising of additional resources the following needs must be taken into account;

- The type of human resources required i.e. skills and type of tasks to be
- performed.
- What equipment and supplies is required and which must come first (Priorities)
- Who will be responsible for the control of essential supplies
- Which essential services are required and/or should be restored first (Priorities)
- Observe and ensure that supply chain management / logistics are complied with. (Accountability)
- Possible invoking of mutual aid arrangements and/or other formalised agreements

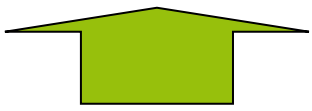
8.1.4.2 RE-ASSESS HAZARD

A thorough analysis of the potential impact of the hazard must be made. In this regard the following should be assessed;

- Present impact
- Potential hazard impact (worst case scenario)
- Also think beyond present situation
- Obtain specialist input
- Consider implementation of risk specific plans

8.1.4.3 RE-ASSESS SITUATION

In this regard the following aspects (see **Figure 8**) must be carefully analysed and assessed.

Look up - Establish present weather and get prediction for next 24 hours. It is important to look at the impact of the weather may have on the situation and what short and long term – changes may are predicted.	

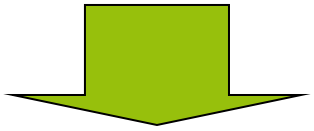
Look around - Look at the topography and natural environment and establish what effect it would have on the hazard behaviour and impact	
Look down - Look at the built environment, the natural environment and the economical activities and establish how the hazard can possibly affect these activities. It is also important to consider/establish land owner and type of facility – eg key points being affected.	

FIGURE 8: RE-ASSESS SITUATION

Do a complete evaluation to establish the severity and implications of the problem (direct and indirect implications)

8.1.5 ESTABLISH INCIDENT MANAGEMENT OBJECTIVES

Once the re-assessment have been completed the team should decide on the incident management objectives, and the following should receive attention;

- Broad statement of intent
- Think strategically
- Determine priorities
- Ensure public protection and secure affected area

It is important that emergency worker and public protection be observed throughout the process of setting objectives.

8.1.6 PLAN OF ACTION

Once the incident management objectives are complete a well framed and well prepared plan of action is essential for the effective execution of the operation.

To plan effectively the following should be considered;

- Situational analysis (Clearly mapped)
- Resource status and response levels (Accurate recording)
- Think of worst case scenario (Think ahead)
- Plan for all phases (response, relief, recovery, rehabilitation and reconstruction)
- Decide on key objectives and responsibilities
- Consult with external organisations
- Protective actions (Response activities)
- Protective action strategies (Response management strategies)
- Incident Communication planning (Radios, IT , Public and Media)
- Develop alternatives (think beyond the normal)
- Review alternatives
- Decide on plan of action

8.1.7 IMPLEMENTATION

Once a decision has been made on the plan of action the plan must be communicated clearly to all role-players. In this regard, the following should receive particular attention;

- Communicate objectives, responsibilities, timeframes clearly
- Action tasks clearly and to specific services and/or sections
- Motivate staff and support implementation throughout.

8.1.8 STRATEGIC RESPONSE MANAGEMENT STRUCTURE

A strategic response management structure can be established if the severity of the incident requires higher-level decision-making powers or wider coordination.

8.1.8.1 DISASTER OPERATIONS CENTRE/JOINT OPERATIONS CENTRE

The Disaster Operations Centre is an off-site, centralised facility, which is provided by the District Disaster Management Centre, where multi-disciplinary co-ordination and strategic decision-making takes place. It is a fully equipped dedicated facility within the Alfred Nzo Disaster Management Centre.

For the purpose of multidisciplinary strategic management of response and recovery operations, this facility must be capable of accommodating any combination of emergency and essential services representatives, including all relevant role players and stakeholders identified in response and recovery plans.

This facility must be activated when a local, provincial or national disaster occurs or is threatening to occur within the boundaries of the District.

The Disaster Operations Centre may be activated immediately upon receipt of information of a specific type of incident, or may be activated upon request or advice of the joint incident management team(s) at the scene of the incident(s).

8.1.8.2 INITIAL STRATEGIC SITUATION ANALYSIS

Once the initial activation has taken place the following should take place;

- Convene meeting in the JOC
- Review situation on available information
- All possible role-players must be identified and mobilised if not yet present.
- Identify and appoint incident co-ordinator
- Ensure all services required have been activated and are responding to their areas of responsibility
- Compile initial situation report for distribution to all stakeholders, internal and external.
- Establish public notification needs
- Establish public safety advisory needs
- Generate media release for public communication
- Monitor, assess and support services on-scene
- Establish possible resource needs

- Evaluate resources available vs resources possibly required
- Establish availability of resources, consult database
- Establish possible need for invoking mutual aid agreements and do initial notifications of possible support required
- Monitor, re-assess and adapt strategy

8.1.8.3 STRUCTURES TO PROVIDE RELIEF

Additional off-site structures may need to be established to provide relief, these could include

- Mass Care centres
- Victim information centres
- Reconciliation areas (where victims and their friends / family can be reunited)
- Data processing centres
- Media briefing facilities
- Counselling facilities
- Animal holding areas

8.1.9 MONITOR/EVALUATE

The successful implementation and execution of any plan is very dependent on sustained and effective monitoring and evaluation of its effectiveness.

This must be ensured by observing the following principles;

- To constantly receive and evaluate feedback reports from line departments
- To regularly direct requests and ask questions
- To take note of and observe status changes on an ongoing basis
- To analyse actions and anticipate problems/changes (be flexible)
- To regularly re-assess the situation and the effectiveness of actions and adapt strategies as circumstances dictate. Repeat process - Schedule meetings at specific agreed regular times.

8.1.10 CLOSE INCIDENT & DOCUMENT

Once an incident has been effectively managed and services can return to normal operations, the following actions must be taken;

8.1.10.1 DE- MOBILISE

Once the response to an incident is completed and there is consensus amongst all role-players that the point has been reached for services to stand-down from the incident and to return to their normal activities, the demobilisation phase is reached.

Ensure that all services have received de-mobilising orders and are reporting to their work stations.

8.1.10.2 COMPLETE REVIEW (POST MORTEM)

After each incident, copies of all messages, reports and incident logs of all services must be submitted to the Alfred Nzo District DMC for joint analysis and review.

There must be a formal and structured critical review of all actions and all findings and/or areas of concern must be recorded and included in a report with the necessary recommendations and/or corrective actions to improve response in future.

8.1.10.3 CORRECTIVE ACTIONS

Corrective action plans must be drawn up and are designed to implement changes that are based on lessons learned and recommendations made from reports and reviews after actual incidents or from training and exercises.

Such actions and recommendations must include time frames and deadlines for implementation.

The response management flowchart below illustrates the initial activation and subsequent possible escalation of incidents to Disaster Management.

8.2 RESPONSE MANAGEMENT FLOWCHART

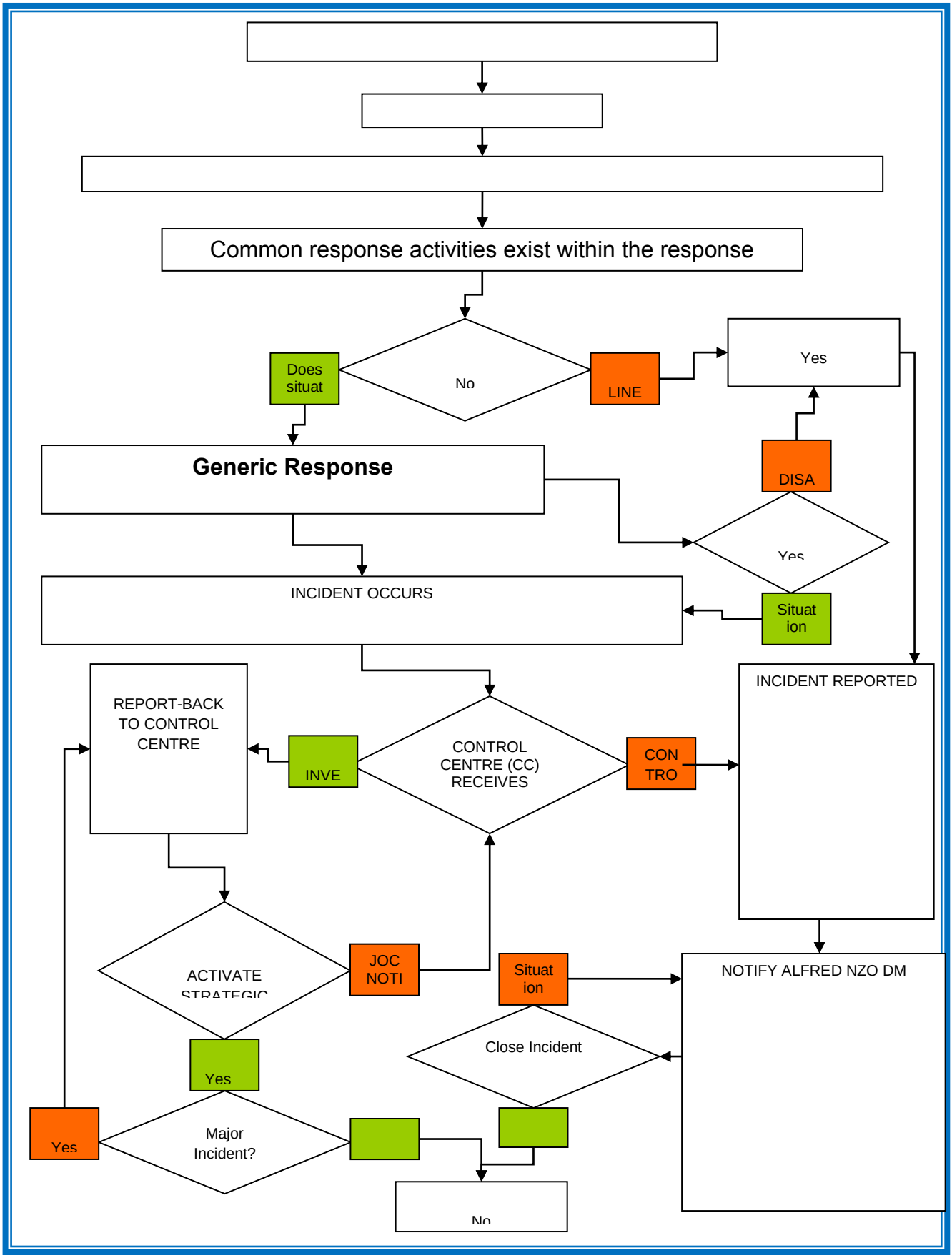


FIGURE 9: RESPONSE MANAGEMENT FLOWCHART

8.3 HAZARD-SPECIFIC CONTINGENCY ACTIONS

Hazard-specific contingency action plans must be developed by the DMC in conjunction with the technical task teams.

8.4 JOC / VOC REPRESENTATIVE SHIFT ASSIGNMENT RECORD

SHIFT START

JOC / VOC		Date:		Time:	:

Representative details:

Agency:		Tel:	
Title:		Cell:	
Initials:		E-mail:	
First Name:		Fax:	
Surname:		Radio:	
Nickname:		Other:	

Primary responsibility:

_____

_____

Support responsibilities:

_____

_____

Mandate / Mission:

_____

_____

Priorities / Instructions / Taskings for this shift:

_____

_____

Supervisor contact details:

Agency:		Tel:	
Title:		Cell:	
Initials:		E-mail:	
First Name:		Fax:	
Surname:		Radio:	
Nickname:		Other:	

Standby replacement contact details:

Agency:		Tel:	
Title:		Cell:	
Initials:		E-mail:	
First Name:		Fax:	
Surname:		Radio:	
Nickname:		Other:	

Communication line with own department:

_____

_____

Communication means available in JOC / VOC:

Mode:	Yes / No	Number / Details at position
Telephone		
Fax		
Cellphone		
E-mail		
Radio		
Internet		
Intranet		

Signatures:				
		Representative		JOC/VOC Commander

END-OF SHIFT

Hand-over	Yes / No	Demobilise	Yes / No
To:			

Shift summary:

_____

_____

Problems experienced:

_____

_____

Priorities for following shift:

_____

_____

Signatures:				
		Representative		JOC/VOC Commander

9 DISASTER IMPACT ASSESSMENT GUIDELINE

9.1 ESTABLISHMENT OF A DISASTER AND EMERGENCY ASSESSMENT TEAM

The purpose of this guideline is to sensitise council to disaster assessment and to provide them with information about how to plan, design and carry out effective assessments in the aftermath of emergencies and disasters.

Managers do not have time for detailed research during an emergency or disaster, but rather must briefly scan the situation, look for reliable indicators of problems, needs and priorities, and extrapolate that information to guide the response.

The term "disaster assessment" refers to the survey and information collection activities carried out to determine the effects of a disaster on disaster victims, the stricken community, infrastructure and environmental damage and the impact on society in general. After sudden-onset or cataclysmic disasters, assessment is carried out in several stages.

An immediate reconnaissance is one of the first activities carried out. The purpose is to provide information that can guide emergency services in search- and-rescue missions, pinpoint the location and nature of secondary threats that may continue to endanger survivors, provide information about the status of facilities needed to treat or support the survivors, and provide information about access to adversely affected communities.

9.2 IMPORTANCE OF ASSESSMENT

Disaster assessment is a key element of successful disaster response. The purpose of disaster assessment is:

- to save endangered lives;
- to determine the victims' needs;
- to help set priorities for action; and
- to provide the data needed for recovery and rehabilitation.

The importance of an accurate disaster assessment cannot be overstated. A swift, accurate and credible assessment will enable program planners to proceed expeditiously with recovery and rehabilitation plans. An assessment that is incomplete or inaccurate, does not address major needs, or provides misleading data, may lead to inappropriate relief efforts and costly delays.

9.2.1 Objectives of Assessment

In the aftermath of a disaster, relief agencies and public officials need a variety of information about the situation and no one assessment is likely to meet the needs of all those involved in relief and reconstruction. But while each agency will have its own objectives and area of interest, the overall objectives can be summarized. They include:

- Determining the immediate needs and priorities of the disaster victims;
- Determining the damage to housing, agriculture, lifelines, critical facilities;
- Identifying stoppages, i.e. obstacles or interruptions to emergency operations or impediments to relief efforts;
- Identifying secondary threats, for example loosened hillsides that could slip with rain, unsafe buildings still occupied, areas at risk to rising flood waters, exposure to hazardous waste or materials etc;
- Estimating the economic impact of the disaster, especially damages to commerce and industry, loss of jobs and work, and the effect insurance may or may not have in mitigating losses;
- Monitoring public health;
- Determining the resources available to respond to the disaster and identifying the gaps that need to be filled from outside resources.

Natural disaster assessment can be divided into five sets of activities:

- Situation assessment (also known as initial reconnaissance) is the immediate estimate of the impact of an emergency or disaster. A situation assessment is normally carried out immediately to determine the extent and nature of the disaster effects, locations of critical need, directions for search and rescue, and the operating status of lifelines and critical facilities. An important part of the initial reconnaissance is an access survey. An access survey (or stoppage assessment) is the identification of disaster-caused bottlenecks, which will prevent or hamper search-and-rescue operations, impede distribution of relief goods, or delay other response activities. The assessment would include locating landslides that have closed roads, bridges that have collapsed or been damaged, and roads closed by debris, etc.

- Needs assessment is a determination of the needs of the victims, the community at large, and the relief agencies responding to the emergency. These may be classified as immediate needs, which usually concern health, life support and safety, and long-term needs which refer to housing and economic needs.

- Damage assessment is a determination of the extent of physical damage to buildings and human-produced structures, agriculture, and the economic base of the affected area. Two types of damage assessment are normally carried out.
  The first is an estimate of the gross damage to the community so that reconstruction planners can determine the aid levels that are required. Specialists in each sector determine damages. Structures to be examined by engineers include housing, commercial buildings, government and public facilities, lifelines, and major installations of the economy such as refineries, fuel and chemical storage facilities, warehouses, etc. Agronomists and agricultural specialists determine losses to crops, forests, orchards, etc., and economists try to compute the damages to the economic base.

  The second is detailed structural analyses of typical buildings to determine the causes of failure and help engineers develop methods for repairing damaged buildings or modifying the design of new structures.

- Health needs assessment and epidemiological surveillance is the early identification of threats to public health precipitated or aggravated by the emergency or disaster, and the establishment of a monitoring and medical response capability to identify, isolate and eliminate any actual health problems.

- Community impact assessment is the assessment of the impact of the emergency or disaster on community social structures. The purpose is to help determine how people and the personal and impersonal social structures and coping mechanisms are working in the aftermath. For example, what is the role of families, the extended family system, tribes or clans, village leaders, local churches, etc.? The answers to these questions will affect decisions by relief agencies in determining which structures they consult and use to channel relief. The assessment should include identification of the community's own spontaneous relief measures and their effectiveness. The assessment can give guidelines to relief administrators as to which coping mechanisms can be strengthened as channels for relief and warn which should not be ignored or contravened.

9.2.2 ELEMENTS OF ASSESSMENT

Disaster assessment can be divided into six primary elements:

- Predisaster Planning: An accurate emergency or disaster assessment depends on thorough planning and preparation. Potential natural hazards can be identified well in advance; the means of collecting the necessary data and selection of formats for collection and presentation of the information should be established as part of general disaster preparedness activities. By planning emergency or disaster assessment in a non-crisis situation, all potential information needs can be identified and adequate resources can be devoted to the assessment teams.

- Survey and Data Collection: The gathering of the information must proceed rapidly and thoroughly. In the immediate post-emergency or post-disaster assessment, surveyors look for patterns and indicators of potential problems. Standard survey techniques, questionnaires, checklists and procedures are needed to make sure that all areas are examined and the information is reported using standard terminology and classifications.

- Interpretation: Analysis of the information is the most critical part of the disaster assessment. Those doing the analysis must be trained to detect and recognize indicators of problems, to interpret the information, and to link the information to action programs.

- Forecasting: On the basis of an analysis of existing data, the interpreters must estimate the entire situation and forecast needs and trends for the following reconstruction and rehabilitation periods. Forecasting is usually based on an understanding of the different types of emergencies or disasters and their impact on communities. It requires input from trained or experienced personnel.

- Reporting: When data analysis and forecasting are complete, it is necessary to report the results. In a situation assessment, it is important that the data be communicated to appropriate action agencies. When a relief agency carries out a needs or damage assessment, it is important that the data be reported in a format that enables managers to formulate plans and projects. Efficient reporting requires that the analyst present only essential information and structure the analysis so that the main patterns and trends are clear.

- Monitoring: Emergency or disaster assessment should not be seen as an end result; rather it is a process that continues throughout the emergency or disaster and well into its aftermath. The initial assessment should provide baseline data and a basis for monitoring the situation to determine whether it is improving or deteriorating. It also provides a means of measuring the effectiveness of relief activities. Each survey activity should be designed so that it builds upon previous surveys and expands the data base.

9.2.3 Assessment Methods

There are generally two methods used for carrying out disaster assessments. They are field surveys and over-flights.

Field Surveys: Actual on-site inspection by trained personnel and observers is the most accurate and complete method for conducting a disaster assessment. Generally, three methods are used:

- On-site visual inspection by trained observers: Qualified and experienced observers can often interview key personnel in the disaster-affected area, visually review the extent of damage, and prepare fairly accurate estimates about the scope and magnitude of emergency or disaster effects.
- Surveys: More detailed surveys relying on interviews and collection of statistical information provide the data needed for carrying out specific types of projects. Generally, sample surveys are used to determine victim needs and damage patterns.
- Health status assessment and epidemiological disease surveillance: Epidemiological surveillance is the early identification of threats to health precipitated or aggravated by the emergency or disaster, and the establishment of a watch and medical response capability to identify, prevent and/or eliminate any actual increased risk of communicable disease.

Over-flights: The widespread availability of light aircraft and helicopters has enabled disaster managers to quickly fly to an emergency or disaster-stricken area, over-fly areas of concern, and gather a fairly accurate picture about the extent and magnitude of a disaster. Over-flights by trained observers are used to gather many of the initial data for situation assessments. The techniques of observation are not very complicated, and such observation can help determine the geographic extent of the disaster area and the relative degree of damage at each location; often the observers are able to see how each community is responding to the disaster. However, over-flights may also be misleading and therefore must be verified with information developed on the ground from reliable, qualified observers. (This is called "ground-truth.")

9.2.4 Key to a Successful Assessment

Several key factors that contribute to design of a successful emergency or disaster assessment are:

Identification of Users: Emergency or disaster assessments should be designed to collect information for specific users. In planning an assessment, the users can be identified (usually by sector or region) and they can help specify their information requirements. For example, health and medical organizations need certain types of information, whereas

housing agencies have very different information needs. Each agency has specific information needs, and general information is usually of little value.

Defining the Information Needed for Appropriate Response: Collected information must be useful to response planners. Too often assessments collect information that is of little value, and they often waste valuable time by collecting detailed information when representative information would be just as useful. In designing an assessment, it is extremely important to consider the user, i.e., how the information will be used and what information is required to help operational agencies identify and respond to different types of needs. The collector of information is often a council employee and the user is often political!

Linking the Information to Action: It is important to provide information in such a way that it triggers immediate and appropriate action. To do this, it may be necessary to collect the data incrementally; in other words, collect information according to the order in which it will be needed for decision- making. This may mean breaking the overall assessment into a series of smaller, problem- or situation-focused assessments.

Format: It is important that the information collected in the assessment be organized and presented in such a way that its implications are clear to the reader. This often means that some form of baseline information is necessary in order to be able to determine priority problems and trends. If an assessment team is collecting the information, it is also important that the reports be separated and prepared according to the needs of the various users. For example, information about health and medical needs should not be buried in a massive report that also includes information on damages to housing, infrastructure and commercial facilities.

Timing: Timing is a crucial element in obtaining accurate information. Situations and needs change dramatically from day to day and assessments must be timed to collect relevant information at a time when the information is both available and will have an impact on response planning. Relief needs are always relative; it is imperative that assessments determine the priorities of those affected and the most appropriate time to respond to various needs. As a general rule, initial surveys should be broad in scope and should determine overall patterns and trends. More detailed information can wait until emergency operations are well established.

Location: Because most emergency or disaster assessments must rely on sample surveys to obtain emergency information, it is important that the proper areas be surveyed in order to get an accurate picture of needs and priorities. For example, determining the total number of homeless people in the aftermath of an earthquake would require that low-income neighbourhoods receive more attention in sample surveys than middle-income neighbourhoods where structures are generally built better and less likely to be damaged.

Standardized Rating and Classification of Information: Disaster assessments will invariably be carried out by numerous people operating independently. Therefore, in order to provide a basis for evaluating the information, it must be classified and reported using standard terminology, ratings and classifications. Housing surveys provide a good example. Unless

surveyors are taught how to describe the damage and are provided with a rating scale, one team of surveyors might classify image as moderate-to- heavy, while others would report the same type of damage as total destruction. Standard survey forms that give clear guidelines for descriptive terms are usually the best way to ensure that all information is reported on a uniform basis.

Interpretation: Interpretation is the most crucial element of the disaster assessment. Analysts must be able to know what types of damages, losses and situations are normal under the circumstances and which are abnormal. They must be able to spot trends and determine whether the information collected is reasonably accurate or obviously erroneous. To a large extent, this means that the persons conducting the analysis must be skilled disaster managers or have studied the various disaster types and know what to expect in the aftermath. Separating myth from reality is very difficult, but without an understanding of what actually happens following each type of disaster, assessment can complicate rather than speed the emergency response and recovery process.

Dissemination: Once the data analysis is complete, it is important that information get to the response agencies in a useful form so that it will stimulate action and speed response. This often means structuring the information in such a way that it will stimulate response and highlight or underscore the critical locations or concerns. Dissemination must be on a timely basis and must be available when the agencies need it for decision-making. Failure to disseminate and share information derived from assessments is one of the major problems in emergency management.

Distinguishing between Emergency and Chronic Needs: Virtually all disaster-prone countries of the Third World have long- standing, chronic needs in most, if not all, sectors. One of the important tasks of assessment is to distinguish between chronic and disaster-related needs. For example, malnutrition is unfortunately prevalent in many disaster-prone areas, and assessment surveys in the aftermath of a disaster will almost certainly reflect a poor nutritional status. The surveyors must differentiate between what is normal for the location and what is occurring as a result of the disaster, so that emergency food aid and health care can be provided to those most in need. (It should be remembered that post-disaster assessments may bring to light previously unrecognised or unacknowledged problems in a society. Thus, the data collection system should be careful to structure the information so that critical data such as health status, etc., can be used for long-term development planning.)

9.2.5 CREDIBILITY

A major problem for disaster managers is establishing the credibility of an assessment. The survey must be thorough and provide information in such a way that it reduces the necessity for other agencies or personnel to conduct their own assessments. In reality, few agencies accept the assessments of others because there seems to be a felt need for each disaster manager to assess the situation personally in order to ensure that the assessment is accurate. To some extent, this duplication of effort can serve as a means of verification. But if an assessment is well- planned, if the methodologies and procedures utilized provide an objective, clear, concise and rapid picture of the situation, and if the

assessment reports describe the information-gathering techniques, procedures and standards, the need for verification and follow-up assessments can be substantially reduced.

9.2.6 TEAM MODELS

There are many different ways that a disaster assessment team can be structured. Four "models" have emerged as the most common types used by both international relief agencies and governments. Each type of team has advantages and disadvantages and some are more appropriate to certain types of organizations than others.

The four different disaster assessment team models are:

- teams of designated specialists
- the use of local staff
- reconnaissance by a single individual (known as a key man)
- two-person teams

9.2.6.1 DESIGNATED SPECIALISTS

A popular approach for large organizations with staff experienced in a variety of sectors is to form stand-by teams of specialists who receive training in disaster assessment methods in addition to their normal assignments. When a disaster occurs, these specialists are transferred from their normal jobs to form a disaster assessment team. These teams can range in size from four or five persons to as large as a dozen or more. Large organizations use this method to form specialist teams to assess each sector. For example, one team would work in the public health and medical field, another in housing and shelter, a third in critical facilities and lifelines, etc.

The advantages of using designated specialists are:

- the cost of maintaining large teams is minimized;
- personnel familiar with various sectors and the needs in each sector can be quickly mobilized, thereby improving the quality of information;
- because the cost of maintaining the team during normal periods is minimal, more money can be placed into personnel for the team, thereby enabling the assessment to cover more areas more thoroughly;
- the same personnel may be involved in other disaster preparedness activities, thereby increasing their awareness of their agency's information needs.

Teams of designated specialists are appropriate models for government institutions and large development or relief organizations.

One disadvantage of specialists teams is that training may be problematic because training schedules to accommodate large numbers of people with diverse commitments are difficult to make. Since assessment is not a full-time responsibility or priority of the majority of members of the assessment team, interest in assessment may be minimal until an actual emergency occurs. There is also the problem that, when the emergency does

arrive, key members of the team might not be present, although this can usually be remedied by assigning backup specialists.

9.2.6.2 USE OF LOCAL STAFF

When a disaster occurs in an area where a voluntary agency is conducting a program, or when the council has on-site staff in the disaster area, a decision may be made to rely on local staff to conduct the assessment. This method has met with mixed results, depending on the scope of the assessment that is required, whether or not the expertise available to the local staff is appropriate for analysing the various sectors, and the degree of "hard-nosed" objectivity shown by local individuals. For government institutions, this approach works quite well for assessment of damages to lifelines and critical facilities, but has not generally proven effective in analysing family or community needs. For voluntary agencies the results have been mixed, usually because the persons conducting the assessment are not familiar with disasters or their potential impacts and may tend to report according to the priorities and/or competence of the particular NGO.

In order for local staff to be effective in assessments, orientation and training must be provided. In addition, it is necessary to provide structure and guidance on how to conduct the survey, what information to collect, and how it should be reported. Checklists, questionnaires, manuals and other tools are required.

The primary advantage of using local staff is that costs are greatly reduced. In addition, persons conducting the assessment will be familiar with conditions in the local community.

The disadvantages of using local staff are lack of objectivity, the fact that disaster assessment is not one of their normal roles, and the fact that they are unlikely to devote much time to training and learning about disasters prior to a disaster occurrence.

9.2.6.3 Single-Surveyor Approach

A single surveyor or "key man" is often used by agencies with experienced disaster personnel on their staff, generally to assess conditions in one particular sector. For example, if an agency specializes in feeding programs during famines, a nutritionist might be sent to assess nutrition needs and gather the information needed to set up a feeding program. The key man approach is dependent upon experienced and qualified staff who are familiar not only with post-disaster situations and needs, but also with the program which the agency plans to set up, which not infrequently may call the objectivity of the report in question.

The primary advantages of using a key man approach are cost and speed.

The disadvantages are that one person may not be able to gather all the facts quickly and (if the disaster area is large) the process may be delayed, and that the single surveyor gives only one point of view so that the quality of the assessment is totally dependent upon one person.

9.2.6.4 TWO-PERSON TEAMS

A two-person assessment team has proven to be an excellent way of conducting a rapid assessment for agencies with predetermined approaches to disaster assistance. Usually the team is composed of a specialist familiar with physical structures (such as a housing specialist, architect or engineer) and a person who is familiar with public health, medical and nutritional aspects of disasters. If the two are equipped with a systematic method of conducting the assessment and standardized reporting forms or procedures, have access to the required transport and fuel, and have the generally required support of the council, a two-person team can be very effective.

The advantages of a two-person team are that they can move quickly at relatively small cost and can gather information about a variety of problems in different sectors that can be cross- checked to indicate problems and priorities.

The primary disadvantage of a two-person team is that the team cannot assess a large geographic area much faster than one person. For this reason, the two-person teams are normally only used in sector assessments rather than general assessment.

9.3 RAPID DISASTER IMPACT ASSESSMENT TIPS AND TOOLS

9.3.1 INTRODUCTION AND LEGAL BACKGROUND

Section 4.2 of the SA National Disaster Management Framework (NDMF) describes the need for guidelines for Disaster Assessment. Section 4.2.2 underlines the need for uniform methods and guidelines for conducting initial on-site assessments of both:

- damage and
- needs

when significant events or disasters occur or are threatening to occur, and confirms that assessments are critical tools for informed decision making.

Typically, on-site assessments would include establishing what resources are necessary to ensure the delivery of immediate, effective and appropriate response and relief measures to affected areas and communities and to facilitate business continuity.

According to the NDMF:

- national organs of state tasked with primary responsibility for dealing with disasters as a result of a particular hazard must prepare operational guidelines for *initial* assessments in respect of
  - the extent of the area affected and
  - the *damage* to critical infrastructure, lifeline facilities, property and the environment.
- those agencies tasked with primary responsibility for coordinating specific activities associated with disaster response and relief, such as emergency medical care, search and rescue, evacuation, shelter and humanitarian relief, must prepare operational guidelines for initial assessments of the immediate needs of those affected.
- provincial and municipal disaster management centres must ensure that the information contained in the guidelines is also disseminated to the relevant role players in communities and/or areas at risk. The dissemination of the guidelines must be complemented by training and capacity building to ensure their correct application.

The guidelines must include protocols for the inclusion of the results of initial assessments in reports of significant events and events classified as disasters to the disaster management centre of the relevant province or district or metropolitan municipality as well as to the NDMC.

It is critical that these assessments show evidence that due consideration has been given to the implications of sections 56 and 57 of the Act.

Chapter 56 of the Act, concerning funding of post-disaster recovery and rehabilitation, is subject to sections 16 and 25 of the Public Finance Management Act, 1999, which provide for the use of funds in emergency situations.

Section 56(2) of the Act states that when a disaster occurs, the following principles apply:

(a) National, provincial and local organs of state may financially contribute to response efforts and post-disaster recovery and rehabilitation.
(b) The cost of repairing or replacing public sector infrastructure should be borne by the organ of state responsible for the maintenance of such infrastructure.

According to section 56(3) – The Minister may, in the national disaster management framework, prescribe a percentage of the budget, or any aspect of a budget, of a provisional organ of state or a municipal organ of state or a municipal organ of state, as the case may be, as a threshold for accessing additional funding from the national government for response efforts.

9.3.2 CONDUCTING A RAPID IMPACT ASSESSMENT

The purpose of a rapid impact assessment is to determine the extent of damage, injuries and loss of life that was caused by a major incident or disaster, and to determine needs and requirements for further response as well as relief and recovery operations.

The steps in conducting an impact assessment are

(a) Confirm mandate and brief to conduct assessment and identify champion / client
(b) Mobilise Rapid Assessment Team
(c) Confirm objectives, critical elements of information, methodology, guidelines and documentation, templates, information management and coordinating arrangements
(d) Conduct fieldwork to collect information
(e) Report back and collate information
(f) Provide rapid impact assessment report to champion / client

The members of a rapid assessment team should be dictated by the type of incident or disaster that occurred, and should ideally not be too big and cumbersome.

Suggested members of a rapid impact assessment team :

- Local Municipality representative with technical knowledge of municipal infrastructure (water, electricity, sewerage, stormwater and catchment management, cleansing, roads, public amenities)
- Local Municipality Environmental Health
- Local Municipality Disaster Management
- Local Municipality Housing
- District Municipality representative with technical knowledge of municipal infrastructure
- NGO’s with representation in affected areas
- Provincial Social Development
- Provincial Housing

- Provincial Disaster Management
- Provincial Transport
- Department of Public Works
- SANRAL
- Eskom
- Telkom
- Community Development Workers
- DWAF
- Agriculture
- Land owner
- Fire & Rescue
- SANDF / SAAF

The participation of affected communities in the assessment is highly recommended.

Where on-site coordinating structures such as on-site Joint Operations Centres have been established, such structures will play an important role in providing information for the assessment report.

The arranging of transport to inaccessible areas may be required for the purpose of the assessment.

9.3.3 CRITICAL INFORMATION REQUIREMENTS

The rapid assessment team must collect the following types of information:

Assessment of consequences:

- Damage to infrastructure
- Damage to property
- Loss of life
- Injuries
- Loss of income

Determining the need for reconstruction and rehabilitation (all sectors)

Collect data that pertains to the severity and magnitude of the disaster or emergency

- Who needs support?
- What support is needed?
- When is it needed?
- Where is it needed?
- Why is it needed?
- How can the need be supplied?

9.3.4 RAPID IMPACT ASSESSMENT FORM

The template provided below can be used to do the initial assessment per village. community or town – depending on local circumstances. One form should be filled in for each community.

The completed forms can form the basis of an initial impact assessment report which can then be further strengthened through focused information collection based on the initial

completed forms as well as situation reports coming from operational units responding to the disaster. If, for example, the initial report indicates that a bridge is severely damaged, follow-up investigation must be done to determine the exact nature of the damage and costs related to repair or reconstruction.

Depending on the time available, the prevailing conditions, as well as the nature of the disaster or incident, the impact assessment team may choose to ignore or adjust certain of the fields in the attached template

9.3.4.1 RAPID IMPACT ASSESSMENT FORM – COMMUNITY / VILLAGE LEVEL

RAPID IMPACT ASSESSMENT FORM – COMMUNITY / VILLAGE LEVEL

Impact is a result of (Hazard):

Name / description of major incident / disaster that affected the assessed community / area:	
Date, time and duration of impact:	At the time of this assessment, is the hazard still threatening to cause loss of live, injury or damage? Y / N

Community / Area details:

Town / Village / Community	Local Municipality	District Municipality
Country, Province	Assessing Agency	Assessment Date and Time
Name of assessor / assessment team members	Source of information (give as much detail as possible – give a telephone number of someone in the village if possible)	

Accessibility and position of community / area:

Road Access	Car Y / N	4x4 Y / N	Light Truck Y / N	Heavy Truck Y / N	Position (GPS / Map reference)	

HUMAN IMPACT ELEMENTS

Affected population:

Population figures		Babies (0-3)	Children (4-17)	Adult (18-59)	Senior Adults (60+)	SUB-TOTAL	TOTAL (Female + Male)
Current total	Female						
	Male						
Injured	Female						
	Male						
Deceased	Female						
	Male						
Affected undisplaced	Female						
	Male						
Affected displaced	Female						
	Male						

Internally displaced persons (IDPs) – one record per town / village of former residence:

Number of IDPs	From MUNICIPALITY (name)	From VILLAGE / TOWN (name)	What's preventing their return home? (See constraints to return box below for possible issues)
Constraints to return: Transport / house damaged / house occupied / village empty / insecurity / fear of others / access to food and basic needs / healthcare / education / water / electricity / etc.			

Community leaders present	Traditional Leader	Councillor	Spiritual leader	Other community leader
	Name: Tel:			

Relief Supplies Distribution	*Who is responsible for distribution? (Circle or specify)*					*Local warehouse / storage facilities?*		
	Community leaders	Municipal Council	Church	NGO (Specify)	Other (Specify)	Y / N	Type	Size (m^2)

Secondary relief distribution	Is this village used for secondary distribution?	If so, which villages receive assistance from this village?
	Y / N	

INFRASTRUCTURE & RESOURCE IMPACT ELEMENTS

Damage to Houses / Dwellings	Total Houses in Village / Community	Category 1	Category 2	Category 3	Category 4	Category 5
		Undamaged	Some damage, in use, can be repaired	Significant damage, semi-usable, can be repaired	Extensive damage, not usable, can be repaired	Destroyed, needs reconstruction, cannot be repaired
Informal						
Traditional						
Formal						
Mobile / caravan						

Damage to Community Buildings	Munic Admin Building	School	Church / Mosque / Temple	Shops	Bakery	Hospital / Clinic / Health Facilities
	None / Category	None / Category	None / Category	None / Category	None / Category	None / Category
Damage to Community Infrastructure & Services	Bridges	Roads	Water supply	Electricity supply	Sewerage	Railway line
	None / Category	None / Category	None / Category	None / Category	None / Category	None / Category
	Other (Specify)	Other (Specify)	Other (Specify)	Other (Specify)	Other (Specify)	Other (Specify)

	None / Category	None / Category	None / Category	None / Category	None / Category	None / Category

Note: Circle "none" if no such building exists within the village / community. See category guide used in table above.

Education	School functioning?	Yes / No	Number of classrooms	

Water & Sanitation	% of Households using		Current status*	Perceived water…		Remarks
	Pre-impact	Current		Quality	Quantity**	
Piped distribution				Good / Bad	A / I	
Borehole				Good / Bad	A / I	
River / stream				Good / Bad	A / I	
Other (Specify)				Good / Bad	A / I	
*Status (more than one if necessary): (Working) / (D)amaged / (C)ontaminated / d(E)stroyed. **Quantity: (A)dequate / (I)nadequate						

Health	*For TYPE circle S = State, P=Private; for Personnel: (D)octor, (N)urse, (M)ed Tech; for Drugs and Equipment: (A)dequate, (I)nadequate*						
Type and number	Daily Consult's	Working	Personnel (Number)	Drugs	Equipment	Water	Sanitation
__Hospitals: S / P	Number:	Y / N	__D ___N ___M	A / I	A / I	Y / N	Y / N
__Clinics: S / P	Number:	Y / N	__D ___N ___M	A / I	A / I	Y / N	Y / N
__Ambulance: S / P	Number:	Y / N	__D ___N ___M	A / I	A / I	Y / N	Y / N

Food Security and Cooking			
% of families with cooking facilities			

Sources of food available in village / community				
Humanitarian Distribution	Y / N	Staple food items	Available	Price / kg or Litre
Household garden / farm	Y / N	1.	Y / N	
Household stores	Y / N	2.	Y / N	
Shops or market	Y / N	3.	Y / N	
Nearest village with shops / market:		4.	Y / N	
		5.	Y / N	
		6.	Y / N	

10 DECLARATION OF A STATE OF DISASTER AND DISASTER CLASSIFICATION

It is advisable that the Alfred Nzo Municipal Council adopts a formal policy for the declaration of a local state of disaster. Such a policy will replace this section of the plan which provides a general description of issues surrounding the declaration of a state of disaster.

When a disastrous event occurs or is threatening to occur in the area of the district, the DMC will determine whether the event is a disaster in terms of the Act, and, if so, the Head of the Centre will immediately

- initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster;
- alert Disaster Management role-players in the municipal area that may be of assistance in the circumstances;
- initiate the implementation of the disaster response plan or any contingency plans and emergency procedures that may be applicable in the circumstances; and
- inform the Eastern Cape Provincial Disaster Management Centre and the National Disaster Management Centre of the disaster and its initial assessment of the magnitude and severity or potential magnitude and severity of the disaster.

When informing the National Centre and the Eastern Cape Provincial Disaster Management Centre the Alfred Nzo Disaster Management Centre may make recommendations regarding the classification of the disaster as may be appropriate.

Irrespective of whether a local state of disaster has been declared or not, the council of the Alfred Nzo District, acting after consultation with the relevant local municipality, is primarily responsible for the co-ordination and management of local disasters that occur in its area, except if an agreement is in place between Alfred Nzo District and a local municipality in its area where the local municipality assumes responsibility (See Section 54 and 55 of the Act).

Whether or not an emergency situation is determined to exist, municipal and other agencies may take such actions under this plan as may be necessary to protect the lives and property of the inhabitants of the municipality.

Declaration of a local state of disaster: In the event of a local disaster the relevant municipal council may by notice in the provincial gazette declare a local state of disaster if existing legislation and contingency arrangements do not adequately provide for the municipality to deal effectively with the disaster; or other special circumstances warrant the declaration of a local state of disaster.

If a local state of disaster has been declared, the Council may make by-laws or issue directions, or authorise the issue of directions to:

- Assist and protect the public;
- Provide relief to the public;
- Prevent or combat disruption; or

Deal with the destructive and other effects of the disaster

11 INFORMATION MANAGEMENT

The Alfred Nzo District currently uses off-the-shelf business tools for electronic communication and information management. Such standard tools can be used successfully if the the right information is captured at the right time and place and shared with the right people.

There is however always room for improvement and would be appropriate for the district to invest in information management infrastructure that supplements its current information technology infrastructure and enables the rapid sharing of critical information during emergencies, and the comprehensive collection of risk information to inform risk reduction efforts.

11.1.1 ESSENTIAL ELEMENTS

Three essential elements of a complete information infrastructure are:

- Knowledge infrastructure. Encompasses the systems of measurement, methods of data visualization and exploitation, information analysis, event forecasting, knowledge modelling and data and information management.
- Interconnectivity infrastructure. Encompasses the modes of communication employed to retrieve and distribute data and to disseminate the information products, knowledge and understanding developed within the knowledge infrastructure.
- Integration infrastructure. Encompasses the process needed to ensure that the "mechanical" parts of the system are synchronized and that the "human" parts of the system are cooperating. The integration infrastructure is key to an effective overall information infrastructure as it addresses:
    - The tracking of system performance to user requirements.
    - The definition of standards and protocols necessary to ensure system interfaces are understood.
    - The methods, processes, and procedures to ensure quality and reliability of the knowledge base.
    - The training needed to ensure users can effectively use the system.

11.1.2 INFORMATION CYCLE

Information management is a systematic cycle:

- Needs identification. The first steps in establishing any information management system are to:
    - Monitor the external environment to identify problems as they evolve and to be responsive to issues that are identified from outside the system.
    - Define the problems to be addressed.
    - Identify the information requirements that flow from them.
    - Identify who is to benefit from the information.

- Collection. The collection plan (data gathering) should focus on the essential elements of information that have been identified, with collection priorities flowing from the profiles of need. In the process of data gathering it is important to employ all the data capture resources available (quantitative and qualitative). As part of the collection process the gathered information must be supplied to those who need it. Another important aspect is to involve the end users of the information in the construction and development of the collection process too not only ensure that their needs are satisfied, but to also maximise acceptance of the process by the users as well as the establishment of solid baseline. Important management functions include planning, organizing, controlling and influencing the collection process.

- Processing. During this stage answers to the various questions are developed by converting data into information. This calls for a system that facilitates the collation, analysis, evaluation and interpretation of the data collected. It is crucial to ensure that information processing for disaster management is not totally dependent on technology or the skill and experience of one person. Information processing is not the sole responsibility of the disaster manager. Specialists could process data, but the end results need to be made available in a format that is easily understood and applicable. Therefore the aim is to supply the decision maker with information that can clarify particular problems and to make informed choices. As much as possible processing could and should be done during the pre-disaster risk reduction phase so as to ensure effective and timely hazard specific mitigation, prevention and preparedness. The most important attributes of information processing are:
  - Timeliness – the delivery of data and information in time to drive decision-making.
  - Consistency – delivery of data and information in a consistent and uniform manner.
  - Understandability – delivery of data and information in a manner that is appropriate and understandable in the target community.
  - Accuracy- precision in measurement and observation.
  - Flexibility, adaptability to multiple situations.

- Dissemination. The final process in the cycle is the timely distribution of information to those who need it to make decisions. The inherent ability of modern distribution systems to present processed information in a variety of formats greatly assists the dissemination of information and also contributes to better understanding. It is of no use to only know end user information needs, as these needs have to be satisfied and could, *inter alia*, be addressed via:
  - Simple text descriptions – easily understood and uncomplicated verified facts.
  - Levels of warning – brief explanation of the hazard, its progression, cautionary advice and status.
  - Simple diagrams – locality maps, north point, scale, full key that is faxable or printable, preferably in black and white.
  - Imagery – photographs, aerial photographs, and satellite imagery.
  - Interpreted imagery as maps – reflecting pertinent items such as flood lines, lava flows and access/egress routes.

- Contact details – e-mail addresses, telephone/fax numbers of persons, services and installations.
- Registering for automatic updates – via telephone, e-mail and/or fax – in order to obtain latest developments.
- Meteorological data – updating on changing weather conditions.
- Hazard onset speed/rates – predictions on hazard movement/impact such as flood fronts and fire fronts in order to extrapolate events.
- Web links, addresses/phone/fax indicating "further information" which should include explanations as to value and information type.
- Information on other technology – web sites that refer to radio bulletins and vice versa.
- Documents (downloadable, printable copy-able) publications covering warning notices, access maps and daily bulletins for display/distribution and personal accreditation/identity cards.

11.1.3 FUNCTIONS

The information management system must be able to perform all of the following functions:

- Hazard, vulnerability and risk analysis.
- Quantitative and qualitative research coordination.
- Data administration.
- Baseline data identification.
- Effective communication and secure data sharing.
- Monitor preparedness, mitigation and preventative planning and implementation.
- Volunteer administration.
- Operate an early warning network.
- Early warning evaluation.
- Event mapping.
- Emergency response and specific tasking (activation).
- Resource deployment and monitoring.
- Monitor and evaluate:
  - Response.
  - Rehabilitation.
  - Reconstruction.
- Executive Briefings.
- Control documentation – Standard Operating Procedures (SOPs), protocols, reports, framework for strategic decision taking, job descriptions, checklists etc.
- Identification of gaps in information.

In addition to the above the municipal disaster management centre must communicate all its findings to the District Disaster Management Centre to ensure an up to date regional indicative risk profile of the disaster threat.

11.1.4 Information and Geographical Information System

As a proactive measure to prepare for event response, a geographical information management system must be utilized to enter crucial data into prior to a disaster to provide a base map for change detection, probable damage assessment, and the presentation of scientific verifiable impacts.

GIS can, for risk assessment purposes, be applied as follows:

- Hazard mapping. A very common use of GIS in risk assessment is the preparation of hazard maps e.g. for cities, regions or an entire country and large tracts of space. Hazard maps serve as risk zone identifiers, are easy to understand and are of great help to planners and developers, since they serve as a quick identifier of risk prone areas.
- Threat maps. The purpose of threat maps is to quickly communicate the risks to people and can be overlapped with population and land use maps to arrive at meaningful conclusions. These maps could be supplied to the media for effective warning communication.
- Government planning for disaster management. It is well known that regional planners require sophisticated risk assessment tools and GIS can not only reflect spatial and non-spatial data, but can also contain built in risk assessment programmes that allow planners and disaster management functionaries to simulate disaster scenarios and graphically view the potential damages and affected areas as well as plan rescue operations.

11.1.5 Community Information Needs

The disaster manager must make sure that community information needs will:

- Increase their capacity to prepare, prevent and mitigate for and respond and recover from a disaster in their specific environment.
- Address social, cognitive and organizational needs in the pre- and post disaster phases as well as response needs.
- Support the changing roles of individuals and organizations, as there is a need to adapt to shifting needs during disasters without compromising established disaster management guidelines.

The disaster management centre must provide information to communities in a form that will allow them to make their own decisions. Emergency managers need the knowledge, skills and attitudes to enable them to work with communities rather than just for them. This statement implies a partnership between the disaster manager and the different communities in the area of responsibility.

12 ADVISORY FORUM: DRAFT TERMS OF REFERENCE

District Disaster Management Advisory Forum (DDMAF)

TERMS OF REFERENCE

Draft x – (Date)

Compiled by:

Reviewed and approved by: DMAF Members

Implementation date:

Document number:

Version:

Repository:

Author

12.1 ESTABLISHMENT OF THE FORUM

12.1.1 PREAMBLE

Whereas the Alfred Nzo District Municipality is committed to reducing the impact of disasters on lives, property and the environment within the District and accepts the responsibilities assigned to it in terms of the Disaster Management Act (57 of 2002), and whereas the Alfred Nzo District Municipality recognises that disaster risk reduction requires the cooperation of diverse stakeholders in order to be effective, the Alfred Nzo District Municipality then hereby establishes the Alfred Nzo District Disaster Management Advisory Forum as described in these terms of reference and as mandated by Section 51 of the Disaster Management Act.

12.1.2 TITLE

The name of the Forum shall be the **Alfred Nzo District Disaster Management Advisory Forum**, abbreviated **ANDDMAF** (hereafter called “The Forum”).

The abbreviation “NDMAF” will be avoided at all times in order to prevent confusion with the National Disaster Management Advisory Forum (NDMAF).

12.1.3 MANDATE

Section 44(1)(b) of the Disaster Management Act No. 57 of 2002 calls for an integrated and coordinated approach to disaster risk management in municipal areas.

The ANDDMAF is established in terms of Section 51 of the Disaster Management Act, 57 of 2002 to create a body in which the Alfred Nzo District Municipality and the local municipalities situated within the District and the relevant disaster management role-players in the District can consult one another and co-ordinate their actions on matters relating to disaster management in the District, and to give effect to the principle of co-operative governance.

12.1.4 PURPOSE

The purpose of the ANDDMAF is to advise the Political and Administrative leadership of the Alfred Nzo District Municipality as well as the leadership of disaster management stakeholders within the District on disaster management policy issues and to create a forum for the coordination and optimisation of the disaster management activities of all disaster management stakeholders within the district.

12.1.5 OBJECTIVES

The ANDDMAF will pursue the following objectives:

- To establish a formalized forum and process to manage disaster management policy within the Alfred Nzo District
- To facilitate disaster risk reduction.
- To improve cost-effectiveness and –efficiencies in disaster management
- To share appropriate information on planned projects between the District Municipality and other stakeholders.
- To facilitate constant and consistent interaction amongst Disaster Management stakeholders and role-players.
- To obtain the necessary buy-in amongst stakeholders to support the Forum in the best interest of all participating parties.
- To bring together the different groups, public and private, concerned with disaster management and to use the forum as a mechanism for sharing information amongst stakeholders
- To make recommendations on plans and policies regarding disaster management learning
- To encourage the establishment and maintenance of high professional, technical and ethical standards in all segments of the disaster management fraternity.
- To support and encourage investigation and research in the disaster management field
- To improve performance in every segment of the disaster management field by encouraging the organisation of training courses and seminars and meetings devoted to various aspects of the disaster management field.

- To gain recognition from those agencies concerned with economic and social development within the District of the importance of the disaster management and its relationship with sustainable development.
- To maintain contact with similar forums in other districts in the Eastern Cape province and with national and international professional bodies concerned with Disaster Management in order to both receive assistance and give assistance in the developing of the disaster management practice in the region.
- To enhance co -operation among Disaster Management stakeholders in preventing or reducing disaster loss and expediting corrective actions in cases of damages
- To reduce legal actions between disaster management stakeholders
- To improve communication and interaction amongst stakeholders

12.1.6 FUNCTIONS

The functions of the Forum are to;

- facilitate co-operation between stakeholders in initiating, developing, carrying out and monitoring measures designed to ensure disaster risk reduction;
- assist in the resolution of issues relating to disaster management that arise in any relevant area;
- assist in the development, review and distribution of disaster management practices, procedures and policies to stakeholders within the district;
- consult with stakeholders on any proposed changes to disaster management practices, procedures or policies;
- keep under review developments in the field of disaster management;
- assist in the formulation and dissemination (in appropriate languages) of policies, practices and procedures.
- perform such other functions as are prescribed through national or provincial legislation or agreed upon by the Forum.
- make recommendations to the provincial executive council or municipal council concerning the disaster risk management policy framework for the province or municipality;
- ensure the application of the principles of co-operative governance for the purpose of disaster risk management in the municipality;
- introduce actions to ensure inter-agency coordination and the application of joint standards of practice;
- establish integrated technical task teams for the development and implementation of policies, plans, programmes and projects to reduce disaster risk and build resilience;
- contribute to the generation of a disaster risk profile for the municipality;
- contribute to the development and application of standards for conducting disaster risk assessments and for the ongoing monitoring of disaster risk;

- assist, by means of focused, integrated and holistic risk reduction strategies within the broader context of sustainable development, with the creation of resilient individuals, households and communities who are alert and self-reliant;
- help to ensure community awareness of disaster risk management arrangements;
- contribute to the establishment of an early warning system and promote the importance of heeding early warnings;
- participate in the development and maintenance of disaster risk management information management and communication systems;
- establish integrated technical task teams for the development and maintenance of disaster contingency plans;
- support and contribute to knowledge management programmes in the field of disaster risk management in the municipality;
- advise any organ of state, statutory functionary, non-governmental organisation, community or the private sector on any matter relating to disaster risk management.

12.2 RULES OF PROCEDURES FOR THE FORUM

The Forum shall, if necessary to support this terms of reference, establish internal rules of procedure in order to execute its tasks and responsibilities in an efficient and effective manner.

The Chairperson shall be responsible for the establishment, maintenance and implementation of such rules and procedures.

12.3 MANAGEMENT OF THE FORUM

12.3.1 CRITICAL SUCCESS FACTORS

The success of the ANDDMAF will depend on the following critical factors:

- Representation at decision-making level.
- Availability of relevant and applicable information with regard to current and future projects.
- Dual focus in terms of achieving the objectives of the Forum as well as the objectives of stakeholders – seeking win-win solutions.
- Regular participation in Forum meetings and activities.
- Execution of Forum decisions and recommendations by individual stakeholders.
- Commitment to improved multi-disciplinary cooperation
- Elimination of unnecessary red tape.

12.3.2 GUIDING PRINCIPLES

The ANDDMAF will operate under the following guiding principles:

- The shared information amongst stakeholders on planned projects will only be utilized for disaster risk reduction and not for commercial reason.
- The Forum will focus on preventative activities rather than response.
- The Forum will not to be utilized for individual conflict resolution between specific stakeholders or for any litigation resolution instances.
- Information sharing and communication at Forum will not replace any individual communication and interaction amongst stakeholders.
- The exclusive pursuit of any individual organisational objectives will be discouraged.
- The Forum will standardize operational processes, to enhance inter-stakeholder relations that will lead to more effective disaster risk reduction.
- The Forum will support all Disaster Management, Safety, Health and Environmental Management legislation, regulations and initiatives.
- The Forum will acting independently, neutrally and objectively
- The Forum will not act as mediator or arbitrator between any parties.
- The Forum will not act as governing or regulating body but rather as **facilitation mechanism** to enhance co-operation and goodwill amongst stakeholders with regard to disaster management.

12.3.3 MEMBERSHIP

The advisory forum must comprise all the relevant stakeholders and role players in disaster management in the municipality, including non-governmental and community-based organisations, individuals or groups with special technical expertise, representatives of the local municipalities in the district and representatives of neighbouring district municipalities.

The forum must comprise but need not be confined to the following members:

- Designated focal points in municipal departments and entities who are involved in the management of disaster risk or the administration of any other national legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the DMA
- Disaster management representatives of all local municipalities
- Disaster management functionaries in the Alfred Nzo District disaster risk management centre.
- The regional representative of the Disaster Risk Management Centre of the Eastern Cape Province.
- Experts in disaster risk management designated by the executive mayor.
- Heads of local municipal disaster risk management centres/satellite 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:*

South Africa Police Service
Department of Defence
Provincial Traffic

- *Regional/local representatives of other relevant national organs of state:*
  Department of Agriculture
  Department of Basic Education
  Department of Health
  Department of Home Affairs
  Department of Water and Environmental Affairs
  Department of Social Development.
  Department of Transport and Public Works

- Regional Tourism Board.
- Parastatals providing essential services:
  - ESKOM
  - South African National Roads Agency (SANRAL)
  - South African Weather Service
  - SPOORNET
  - TELKOM
- Representatives of organised business.
- Representatives of organised labour.
- Representatives of the South African Local Government Association (SALGA).
- A representative of the Disaster Management Institute of Southern Africa (DMISA).
- Non-governmental and community-based organisations and other relevant role players such as:
  - Council of Traditional Leaders
  - South African Council of Churches (SACC)
  - Organised Agriculture and farm workers' associations
  - South African Red Cross Society.
  - Salvation Army
- Representatives of institutions of higher learning, including universities, colleges and scientific and research centres.
- Representatives of the media:
  - SABC (radio and television)
  - local community radio stations
  - print media, including relevant main daily newspapers and community newspapers.

In addition to the representatives listed above, the advisory forum may at any time co-opt additional members and individuals required for a specific task or for a specific period of time.

Delegates from each organization would be selected either on an ex-officio or an elected basis by that organization. The term of service of any delegate would be determined by the organisation the delegate represents. Members will participate in all the activities of the Forum on a non-remunerative voluntary basis.

Forum members will cease to be a member if they:

- resign from the forum
- fail to attend 3 consecutive meetings without providing apologies to the Chairperson

- resign from their employment
- breach confidentiality

The secretariat will maintain an updated list of organisations and their representatives participating in the forum with comprehensive contact details.

12.3.4 GUESTS

Internal or external persons may be invited to attend the meetings at the request of the Chairperson on behalf of the Forum to provide advice and assistance where necessary. They have no voting rights and may be requested to leave the meeting at any time by the chairperson.

12.3.5 CRITERIA FOR REPRESENTATION

Only organizations or associations that deal with disaster management issues within the jurisdiction of the Alfred Nzo District Municipality will be eligible for representation on the Forum.

Stakeholders' representation must be at decision-making level.

The Chairperson will, in consultation with the Municipal Manager, decide whether a specific organisation qualifies to have representation on the Forum.

12.3.6 DECISION MAKING

All decision will be made on a consensus basis.

Or

A quorum of members must be present before a meeting can proceed. A quorum will be 50% of permanent members plus 1 present.

Or

Those present form a quorum

No delegation of decision making powers. The Forum may establish sub-committees to provide advice or to assist it in the performance of its functions as it deems fit, but the Forum may not delegate any of its decision-making powers to a subcommittee.

12.3.7 CHAIRPERSON

The appointed Head of the Alfred Nzo District Municipality Disaster Management Centre will be the Chairperson of the Advisory Forum.

The responsibilities of the Chairperson include:

- Scheduling meetings and notifying forum members;
- Pre-qualifying and inviting organisations to provide a representative on the Forum;
- Inviting specialists to attend meetings when required by the Forum;
- Guiding the meeting according to the agenda and time available;
- Ensuring all discussion items end with a decision, action or definite outcome; and
- Review and approve the draft minutes before distribution;

12.3.8 SECRETARIAT

The Secretariat of the Forum shall be maintained by the Disaster Management Centre of the Alfred Nzo District Municipality. The duties of the Secretariat are to:

- assist the Chairperson in arranging meetings of the Forum;
- ensure the administrative functions of the Forum, e.g. circulation of documents;
- publishing the annual report;
- Prepare agendas and issuing notices for meetings, and ensuring all necessary documents requiring discussion or comment are attached to the agenda.
- Distributing the Agenda one week prior to the meeting
- Taking notes of proceedings and preparing minutes of meeting.
- Distributing the minutes to all committee members one week after the meeting and making the minutes available to all staff.
- The minutes shall be checked by the chairperson and accepted by forum members as a true and accurate record of the meeting at the commencement of the next meeting.

12.3.9 APPOINTMENT OF TASK TEAMS

The advisory forum must, in accordance with the Alfred Nzo Disaster Management Plan, appoint technical and other relevant ad hoc task teams with appropriate expertise to perform specific tasks. Such task teams will meet as required for the purpose of executing the task/s allocated.

The following four task teams will ensure hazard specific research, risk prevention and reduction, mitigation and preparedness measures.

- Natural Hazards: This task team will consider all potential geological and hydro meteorological hazards that can manifest in the Alfred Nzo District Municipality e.g. earthquake, floods, severe storms and drought.
- Biological Hazards: Strictly speaking biological hazards form part of the natural hazard grouping, but due to the expert scientific knowledge needed for human, fauna and flora disease identification and control this must be handled

as a separate task team. Examples include typhoid fever, rabies, TB and influenza strains.

- Environmental Degradation: This task team will study and analyse processes induced by human behaviour and activities (sometimes combined with natural hazards), that damage the natural resource base or adversely alter natural processes or ecosystems. Such processes, if not altered, will negatively impact on sustainable livelihoods and the continued use of natural resources and examples include water, air and soil pollution.
- Technological Hazards: This task team will evaluate the danger originating from technological or industrial accidents, dangerous procedures or certain human activities, which may cause the loss of life or injury, property damage, social and economic degradation. Examples include dam failure, road / rail / aircraft accidents and hazardous materials spills.

12.3.10 NOTICE, FREQUENCY AND DURATION OF MEETINGS

Notice. Members must receive at least 15 working days' notice of meetings

Frequency. The disaster management advisory forum 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; and
- opens the advisory forum meeting to additional role players such as technical experts, visiting dignitaries and the like.

Duration. Meetings will not exceed 2 hours in duration

12.3.11 CALLING OF SPECIAL MEETINGS

A special or extraordinary meeting may be called by:

- The Chairperson;
- A combination of the Municipal Managers of any three local municipalities within the District;
- The Municipal Manager of Alfred Nzo District Municipality;

Meetings must be held within four weeks after a meeting has been requested and must be called with at least fifteen working days prior notice.

12.3.12 MEETING PROCEDURE

The Chairperson shall preside at meetings and in the case of his/her absence, the deputy Chairperson.

Meetings will be conducted with a formalised agenda based on the ANDDMAF Objectives (standard agenda indicated below). Formalised minutes will be held. The Chairperson will host the Forum and will arrange for a Secretariat.

Normal meeting procedures and protocol will be observed.

12.3.13 STANDARD AGENDA

The following standard agenda points will be discussed:

1. Major Incidents and Disasters
2. Disaster Risk Profile of the District
3. Risk assessment and monitoring
4. Early warning
5. Preparedness and Response
6. Recovery and Rehabilitation
7. Public awareness and education
8. Training and capacity building, including exercises and drills
9. Finance
10. Risk reduction projects and IDP
11. Contact Points
12. Recommendations / Decisions

12.4 AMENDMENTS

These terms of reference shall be reviewed annually from the date of approval. They may be altered to meet the current needs of all Forum members, by agreement of the majority of Disaster Management and stakeholder representatives.

12.5 GENERAL GUIDELINES

12.5.1 DECLARATION OF INTEREST

To avoid any suggestion of the members of the Forum being influenced, or appearing to be influenced, by their private or business interests in the exercise of their public duties, members should declare an interest in relation to any advice they may give. A declaration of interest will not preclude that member from giving advice, but it should be included in the agreed record of the meeting.

12.5.2 LEGAL PROCEEDINGS

A Forum member may be personally liable if he or she makes a fraudulent or negligent statement, which results in a loss to a third party. If a Forum member has

provided advice honestly, reasonably, without negligence and in good faith the municipality will provide an indemnity against personal civil liability.

12.5.3 PUBLIC SERVICE VALUES

Members of the Forum are expected to:

- Observe the highest standards of impartiality, integrity, and objectivity in relation to the advice they provide; and
- Be accountable to the Mayor, the Premier and the Minister of Cooperative Governance and Traditional Affairs for the Forum's activities and for the standard of advice they provide.

12.5.4 STANDARDS IN PUBLIC LIFE

All Forum members should:

- Comply with the terms of reference, and ensure they understand their duties, rights and responsibilities, and are familiar with the function and role of the Forum and any relevant statements of Government policy.
- Neither misuse information gained in the course of their public service for personal gain or for political purpose, nor seek to use the opportunity of public service to promote their private interests or those of connected persons, firms, businesses or other organisations.
- Documents / decisions should never be disclosed to third parties unless mandated by the Forum.

12.6 AGREEMENT

The above Terms of Reference for the Alfred Nzo District Disaster Management Advisory Forum have been agreed to.

_____ _____

Head: Disaster Management Date

_____ _____

Manager / Director: Social Services Date

_____ _____

Municipal Managers: Local Municipalities Date

_____ _____

Municipal Manager: Alfred Nzo Date

_____ _____

Portfolio Councillor / Mayoral Committee Member Date

_____ _____

Mayor Date

13 DRAFT MUTUAL AID AGREEMENT

13.1 TITLE PAGE

The title page can contain the following information:

Mutual Aid Agreement between the

Alfred Nzo District Municipality

and

Adjoining Municipal Authorities

POLICY DOCUMENT

Draft x – (date)

Adopted by:

Alfred Nzo District Municipality

(list others)

13.2 PREAMBLE

In the interest of all the Local Authorities in the Province and inhabitants of the area, it is both necessary and incumbent to pool knowledge and resources and to give each other aid and assistance whenever a Regional Disaster Management situation occurs.

In this regard the following Regional policy on co-ordination and control shall apply should a Regional Disaster Management situation occur :

13.3 DEFINITION OF TERMS

In this document, unless inconsistent with the context:

"adjoining municipalities" means the areas within district municipalities sharing any boundary with the Alfred Nzo District;

"**adjoining municipal authorities**" means district or metropolitan municipalities sharing any boundary with the Alfred Nzo District

"Alfred Nzo District Disaster Management Centre" means the central facility in the Alfred Nzo District from which disaster management operations and co-ordination are conducted.

"Head of Disaster Management Centre" means the Head of the Disaster Management Centre appointed by a municipality in terms of the Disaster Management Act;

“disaster management situation" means a disaster, state of disaster or state of emergency as defined in the Disaster Management Act;

"command and control” means the taking command of a particular function or service and managing all the operations thereof until the disaster management situation giving rise to the need for the command and control has been dealt with or terminated;

"control room" means the disaster management centre or facility of the Local Authorities;

"core DMC" means the DMC that operationally invokes this mutual aid agreement, and can be either the Alfred Nzo District DMC or an adjoining district or metropolitan municipality DMC;

"data bank" means that collection of information to be established and maintained by the core party;

"**district municipality**" means a municipality that has municipal executive and legislative authority in an area that includes more than one municipality, and which is described in section 155(1) of the Constitution as a category C municipality;

"**DMC**" means a Disaster Management Centre of a category A or C municipality as envisaged in the Disaster Management Act;

"**DMC Head**" means the head of the Disaster Management Centre of the Alfred Nzo District or of a, adjoining District or Metropolitan Municipality;

"**local authority**" means any category A, B or C municipality as described in section 155(1) of the Constitution.

"**local municipality**" means a municipality that shares municipal executive and legislative authority in its area with a district municipality within whose area it falls, and which is described in section 155 (1) of the Constitution as a category B municipality;

"**metropolitan municipality**" means a municipality that has exclusive executive and legislative authority in its area, and which is described in section 155 (1) of the Constitution as a category A municipality;

“mutual assistance" means assistance given to or to be given by one local authority to another local authority during a disaster management situation;

"Regional Disaster Management situation" includes a disaster management situation which, even though it may not exceed across the boundary of the district or metropolitan authority concerned, is of such magnitude or of such a nature that the district or metropolitan authority of the area or areas concerned is, in the opinion of the Head of that authority's DMC in consultation with the Head: Eastern Cape PDMC, unable to cope therewith, with the resources available to such a authority or authorities.

“Head: Eastern Cape Provincial Disaster Management Centre” means the person appointed by the Provincial Administration: Eastern Cape Province as such or any official lawfully acting in his stead;

13.4Objectives

The objectives of this document are :

a) to confirm that an appropriate Disaster Management Centre (core DMC) shall facilitate the co-ordination of activities and provide a unified management system during a disaster management situation involving multiple municipal authorities in the Eastern Cape Province;
b) to require the Alfred Nzo District and adjoining district or metropolitan municipalities to render to each other during a disaster management situation such assistance as may be compatible with the resources available to them within their areas to enable each to meet any disaster management situation within its own area;
c) to provide for the establishment and maintenance of a data bank containing such information as may be necessary to provide the assistance contemplated by (b) above, together with information on all resources common to the area, and any other information which may be considered necessary or desirable;
d) to facilitate co-operation in planning so as to enable the Alfred Nzo District and adjoining district or metropolitan municipalities to render assistance to each other as provided for in (b) above and to establish such communication links as may be necessary for the purposes hereof

13.5OPERATIONS BY THE CORE DMC

Whenever the head of the core DMC believes or has information that a Regional Disaster Management situation has or is about to occur or may occur in his area of jurisdiction, he shall immediately communicate the fact to his/her municipal manager and the Head: Eastern Cape Provincial Disaster Management Centre (PDMC) and, in consultation with the Head: Eastern Cape PDMC, satisfy himself that a Regional Disaster Management situation has occurred or is about to occur or may occur.

13.6ACTIONS BY THE HEAD OF THE CORE DMC

Should the Head of the affected DMC, in consultation with the Head: Eastern Cape PDMC and the Head: Disaster Management Centre or his nominated representative of the affected local authority/authorities be satisfied that a Regional Disaster Management situation has occurred or is about to occur or may occur, the Head shall:

- notify such of the local authorities as he may deem necessary, and request them to place such plant, equipment, vehicles, material and personnel as are available under his/her command and control to combat the situation, and
- facilitate the co-ordination of activities relating to the situation and perform these tasks from the facilities of the core DMC or such other place or places as he may deem necessary; and
- keep the Head: Eastern Cape PDMC informed of the situation and of any assistance required from non-local government sources.

13.7 Actions by Municipalities

All municipalities must, in the circumstances envisaged in paragraph 4, place their personnel with plant, equipment, vehicles and material to the extent that these may be available, under the command and control of the DMC Head of the local authority(ies) requiring assistance and all of them hereby delegates to such Head such of their Powers, Duties and Functions as may be, necessary while he acts in the aforesaid capacity.

The DMC Head may, in the exercise of his powers or the performance of his duties and functions as laid down herein and in consultation with his municipal manager or his nominee, act through any designated employee of any of the local authorities.

13.8 Establishment and Administration of the Data Bank

The Alfred Nzo District shall establish, administer and control the data bank referred to in paragraph 2 (c), maintain the records required and provide the staff needed for these purposes.

13.9 Access to the Data Bank

All authorised employees of the local authorities and such official of the Provincial Administration of the Eastern Cape Province as the Head: Eastern Cape PDMC may authorise, shall have access to the data bank.

13.10 The Nature of the Data Bank

The data bank shall consist of manual, mechanical or electronic system or combination of systems and contain data as contemplated in 2 (c).

The DMC Head of the Alfred Nzo District shall provide the necessary space, equipment and manpower for this purpose.

13.11 DISASTER MANAGEMENT VOLUNTEER UNIT MEMBERS

Members of the Disaster Management Volunteer Unit of the local authority rendering assistance during a Regional Disaster Management situation who are trained to render or are capable of rendering the service required may, at the discretion of the DMC Head of the local authority rendering assistance, be placed at the disposal of the local authority receiving assistance.

13.12 FINANCIAL PROVISIONS

Whenever local authorities render assistance to each other during a Regional Disaster Management situation as herein provided, such assistance shall be on the following basis:

(a) The local authority receiving the assistance shall not be liable to pay:

  (i) any costs, fees or charges for the use of any employee of any local authority rendering assistance; or

  (ii) any tariffs, charges or fees imposed by by-law or resolution for the rendering of any service by any local authority.

(b) The local authority receiving the assistance shall

  (i) pay for all stores or materials used or consumed by any other assisting local authority;

  (ii) accept liability for any damage or loss to third parties caused by a local authority while rendering the assistance requested.

13.13 LIABILITY

Insofar as any local authority receiving or rendering assistance in terms hereof shall become legally liable for:

(a) any loss or damage to or destruction of any plant, machinery, vehicles or equipment of whatsoever nature sustained by a party whilst rendering assistance,

(b) any damage done to, or expenses incurred or losses suffered by third parties from or connected with the activities of other local authorities within the area of jurisdiction of the local authority receiving the said assistance, each local authority :

(i) shall indemnify and keep indemnified all other local authorities against all risks, costs, losses, damage, claims or suits of whatever nature arising directly or indirectly from the activities of one or more of the local authorities within its area of jurisdiction while assistance is being or is to be rendered to it; and

(ii) take out and maintain at its own cost, such policy or policies of insurance as may be necessary to cover all the risks, costs, losses, damage, destruction, claims or suits of whatsoever nature which may arise from or be connected with the rendering of assistance to it by one or more local authorities or the activities of one or more local authorities in its area of jurisdiction.

13.14 INDEMNITY OF CORE DMC

The local authorities shall indemnify and keep indemnified the core DMC and the DMC Head against all damage, loss claims, suits, costs or actions of whatsoever nature arising directly from or in connection with the rendering of assistance or command and control requested by a local authority during a Regional Disaster Management situation or for the establishment, maintenance or operation of the data bank.

13.15 SETTLEMENT OF DISPUTES

Any disputes or disagreements from a Metropolitan disaster management situation will be resolved in terms of schedule 8 of the Local Government Transitional Act No 209 of 1993.

13.16 RESOLUTION

A council's resolution validating the Agreement and signed by each party to the Agreement must be attached hereto.

13.17 ACTIVATION PROCEDURE

NATURE OF INCIDENT	AFFECTED MUNICIPALITY	EASTERN CAPE DISASTER MANAGEMENT	SUPPORTING MUNICIPALITIES
MINOR INCIDENT	NORMAL / ROUTINE FUNCTIONING OF MUNIC / LOCAL OPERATIONS FOR SMALLER EVENTS		
MAJOR INCIDENT = INCIDENT INVOLVING A NUMBER OF OPERATIONAL	1. OWN OPERATIONAL SERVICES	1. MONITOR SITUATION	1. ON REQUEST FOR ASSISTANCE ESTABLISH OWN CAPABILITY TO ASSIST

SERVICES, WHICH MAY EVENTUALLY BE CLASSIFIED AS A MAJOR EMERGENCY OR DISASTER		ACTIVATED				
	2.	REPORT AND FOLLOW – UP TO OWN DISASTER MANAGEMENT – TO MONITOR SITUATION	2.	ACTIVATE OWN STAFF	2.	PROVIDE CAPABILITY AND STRENGHTS (LESS OWN RESERVES) TO EASTERN CAPE PROVINCE
	3.	NOTIFICATION OF INCIDENT TO EASTERN CAPE PROVINCE AND BORDERING MUNICIPALITIES	3.	ACTIVATE PDMC	3.	PUT OWN DISASTER MANAGEMENT ON STANDBY
	4.	OWN DISASTER MANAGEMENT CENTRE AND DISASTER CO-ORDINATION TEAMS PLACED ON STANDBY	4.	Liase with the N.D.M.C	4.	MOBILISE SUPPORT AS INSTRUCTED BY EASTERN CAPE PROVINCE
	5.	JOC AND RELEVANT DISASTER MANAGEMENT PLANS ACTIVATED	5.	DECLARATION OF REGIONAL DISASTER, AS APPLICABLE	5.	ACTIVATE OWN DISASTER MANAGEMENT
	6.	CONTACT WITH NEWS MEDIA COPY TO EASTERN CAPE PROVINCE	6.		6.	MAINTAIN OWN SERVICES WITH MINIMUM STRENGHTS
	7.	SUPPORT REQUIREMEENTS TO EASTERN CAPE PROVINCE	7.		7.	REGULAR SITREPS AND FOLLOW – UP TO EASTERN CAPE PROVINCE
	8.	ARRANGE, RECEIVE, CONTROL AND CO-ORDINATE EXTERNAL SUPPORT	8.		8.	
	9.	REGULAR SITREPS TO EASTERN CAPE PROVINCE AND SUPPORTING MUNICIPALITIES	9.		9.	

	10	DECISION ON THE DECLARATION OF A DISASTER BY HEAD OF DISASTER MANAGEMENT, IN CONSULTATION WITH EASTERN CAPE PROVINCE DISASTER MANAGEMENT	10		10	

14 RECOMMENDATIONS

Various required actions have been identified that will address gaps in the current institutional capacity for Disaster Management within the district. These identified actions are summarised as recommendations in the table below for easy reference:

Action	Description
1	The Disaster Management Centre of the Alfred Nzo Municipality will circulate forms on an annual basis requesting role-players to indicate their focal points for disaster management. The forms shall provide space for indicating the department, position and full contact details (also after hours) of the focal point and at least one alternate contact person.
2	Alfred Nzo Disaster Management will maintain a list of hazards that may affect the municipality with associated primary role-players indicated for risk reduction as well as preparedness for each specific hazard.
3	The risk profile of the Alfred Nzo Municipality will be considered by the Alfred Nzo Disaster Management Advisory Forum and primary and supporting role-players will be identified for each identified risk. Such allocation of primary and supporting roles will be done in consultation with all relevant role-players, will be informed by existing legal frameworks, and assignment will be done on a consensus basis.
4	The Alfred Nzo Municipality will establish and maintain a fully staffed and resourced Disaster Management Centre.
5	The Alfred Nzo District Municipality will consider the establishment of a District Disaster Management Advisory Forum and act upon its decision in this regard.
6	The Alfred Nzo District Municipality will consider the establishment of a dedicated body for interdepartmental Disaster Management coordination, or will assign this responsibility to the top management team (of officials) of the municipality
7	Focal points will be empowered and supported by their departments / organisations to establish, manage, and participate in departmental and/or local municipal planning groups

8	The primary role-players for specific hazards or disaster risks, in collaboration with Alfred Nzo Disaster Management, will establish and manage risk-reduction project teams as required or when requested by the Disaster Management Advisory Forum. (Existing structures should be used as far as possible to prevent duplication and reduce the meeting burden on role-players.)
9	The primary role-players for specific hazards or disaster risks, in collaboration with Alfred Nzo Disaster Management, will establish and manage preparedness planning groups as required or when requested by the Disaster Management Advisory Forum. (Existing structures should be used as far as possible to prevent duplication and reduce the meeting burden on role-players.)
10	The preparedness planning group for each hazard will detail how the activation of a joint response and relief management team for that specific hazard will be managed, and who will form part of the team.
11	The preparedness planning group for each hazard will detail how the activation of recovery and rehabilitation project teams for that specific hazard will be managed, and who will form part of the teams.
12	Alfred Nzo Disaster Management will establish and maintain a fully staffed and resourced Disaster Management Communications Centre and if required collaborate with other agencies to maintain 24-hour per day, 7 days per week public emergency call-taking capacity.
13	Alfred Nzo Disaster Management will establish and maintain a fully staffed and resourced Disaster Operations Centre for activation as required and will identify fall-back or alternative facilities for the same purpose.

Implementing the recommendations listed in the table above will establish robust institutional capacity for Disaster Management within the district that will be able to confidently reduce disaster risks threatening the communities of the Alfred Nzo district.