

WEST COAST DISTRICT MUNICIPALITY

West Coast Disaster Management Framework





May 2019



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Introduction

1.1 Abbreviations used in this document

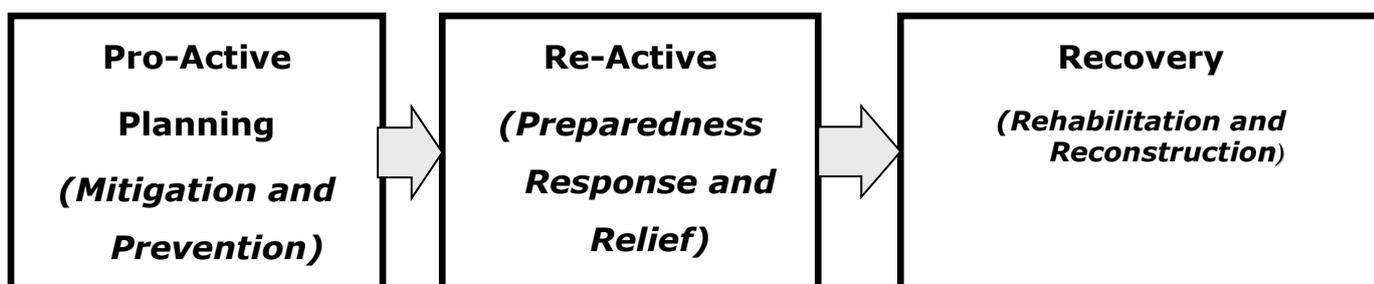
The following abbreviations are / may be used in this document

ABBREVIATION:	MEANING:
The Act	The Disaster Management Act, 2002 (Act 57 of 2002)
DMAA	Disaster Management Amendment Act, (Act no. 16 of 2015) published in Government Gazette no. 39520 on 15 December 2015
DMF	Disaster Management Framework
NDMF	National Disaster Management Framework
PDMF	Western Cape Provincial Disaster Management Frameworks
DMP(s)	Disaster Risk Management Plan(s) which includes reference to contingency plans and arrangements
DMC	Disaster Management Centre
NDMC	National Disaster Management Centre
PDMC	Provincial Disaster Management Centre
DMAF	Disaster Management Advisory Forum
DMIS	Disaster Management Information System
KPA	Key Performance Area, as per the NDMF
SOP's	Standard / Standing Operating Procedures / Protocols as per the NDMF
FOGs	Field Operation Guides as per the NDMF

Any reference to the term disaster risk management incorporates the term disaster management as per the NDMF.

1.2 The context

The field of disaster risk management covers a broad spectrum and affects a range of role players. There are three main phases to disaster risk management. These main phases are illustrated below:



Disaster risk reduction, through proper planning and management is the new key driving principle in disaster risk management. Disaster risk reduction incorporates the following:

- **Disaster Planning and Mitigation:** The disaster risk planning activities generally take the form of preventative or "fore-warning" actions and include *inter alia*:

- Hazard identification;
- Risk assessment;
- Prioritisation;
- Contingency Planning;
- Prevention and mitigation planning strategies and activities;
- Developing plans for effective communication, co-operation, response and recovery activities and the monitoring of disaster risk planning's KPI's;
- {Reporting on the above as required by the Act.}

- **Disaster Response:** This takes place during a disaster occurrence and include *inter alia*:

- Monitoring and evaluation of hazardous and potential disastrous incidents;
- Possibly declaring a state of disaster;
- **Activating and implementing** contingency or response plans, developed as part of planning and mitigation;
- Informing other relevant disaster risk management role players and institutions, such as the PDMC, NDMC, neighbouring Municipalities and Provinces, etc.;
- Deploying response resources to the scene;
- Managing the resources deployed;
- Monitoring of disaster intervention activities;
- Reporting.

- **Disaster Recovery:** Disaster recovery activities take place after the disaster occurrence and include:

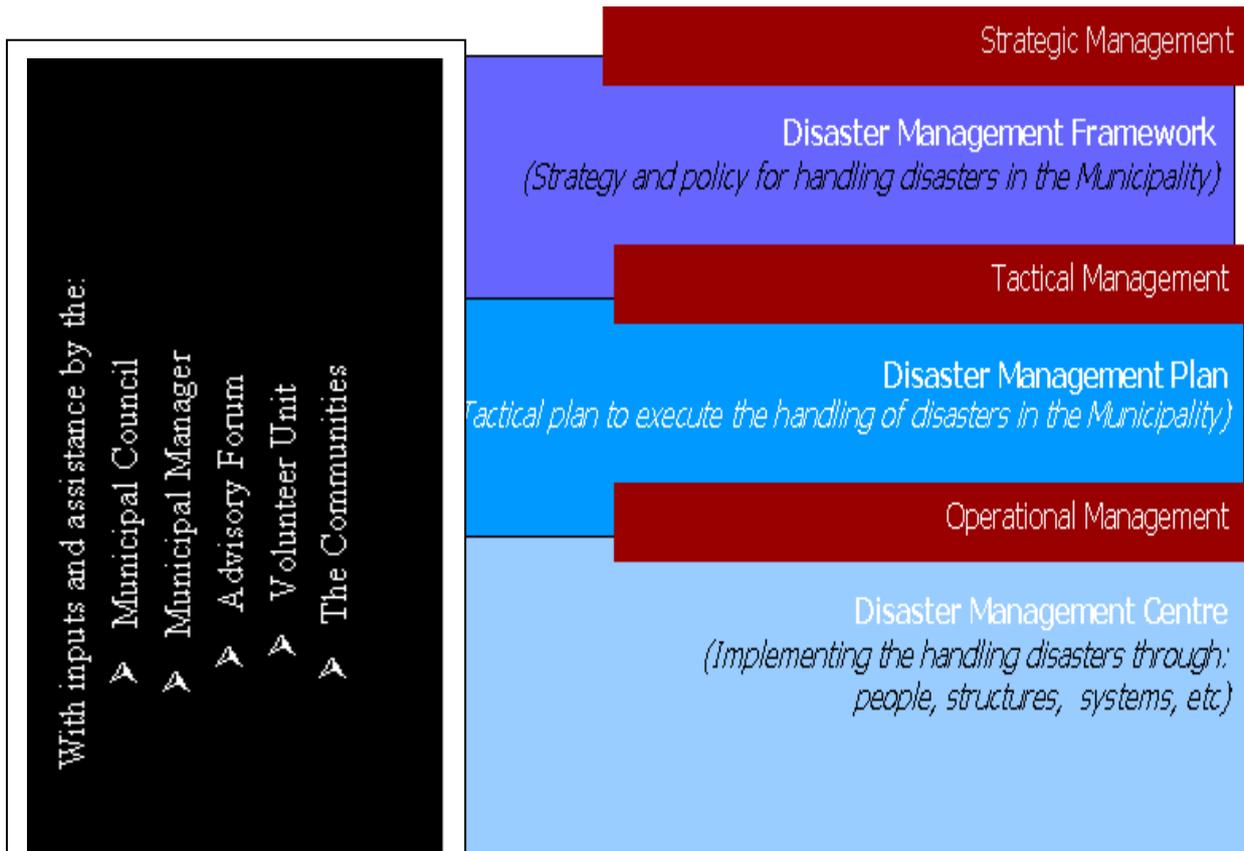
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- Disaster recovery activities;
- Monitoring of disaster recovery activities;
- Documentation of disaster occurrences and actions taken;
- "Post-mortem" analysis to improve systems, plans and methods;
- Reporting.

Section 42 of the Act calls makes provision for a range of actions to be taken by the West Coast District Municipality. These actions include:

- Formulating a Disaster Management Framework (DMF) for the district;
- Formulating detailed DMPs, for each identified hazard, at local municipal level and by the West Coast District Municipality's different departments and organs of state, eventually culminating in one municipal DMP;
- Establishing a DMC working in collaboration with local Municipalities and municipal structures;
- Establishing a Disaster Management Advisory Forum and Volunteer Unit in collaboration with local Municipalities and municipal structures.

Figure 1 below depicts the relevant context and the relationship between the disaster management framework, disaster risk management plans and the disaster management centre:



The Municipality is committed to implement the requirements of the Act and in accordance with the NDMF.

1.3 Introduction to this document

In terms of section 28 and 42 of the Act, Provincial Governments, Metropolitan and District Municipalities must compile Disaster Management Frameworks, consistent with the relevant Provincial and National Disaster Management Frameworks and the Act.

A Disaster Management Framework typically consists of the following:

- It should guide and facilitate the development and implementation of disaster management as envisaged in the Act;
- It should engender prevention and mitigation of disaster occurrences as core principles;
- It should facilitate cross-functional and multi-disciplinary co-operation
- between all disaster management role-players in the West Coast District;
- with disaster management entities in neighbouring areas;
- with Provincial and National disaster management structures.
- It should facilitate a joint code of practice;
- It should:
 - Enumerate all role-players in disaster management, and;
 - Specify roles and responsibilities of all such role-players.
- It should facilitate:
 - The involvement of government, semi-government and non-government bodies, traditional entities, technical experts and the private sector;

- Community participation, education and awareness;
- Public-private partnerships in disaster management effort.
- Facilitate and engender disaster risk management capacity building within the West Coast District;
- Guide the development/procurement of a disaster management information system;
- Take into account research and indigenous knowledge on disaster occurrences;
- Provide a framework within which funding of all disaster management effort can take place;
- Provide key performance indicators in order for effective monitoring of disaster management effort, thus engendering a spirit of continuous improvement.

The above should be assessed and made specifically applicable to an area's unique circumstances and requirements.

It should be noted that a disaster management framework acts as the policy guideline foundation for **what** needs to be addressed through the disaster risk management efforts in the West Coast District and the disaster risk management plan specifies in more detail **how** these requirements and policies are implemented.

The NDMF has been finalised and published in Government Gazette number 27534 of 29 April 2005. The NDMF guides the Provincial and Municipal Disaster Management Frameworks. The PDMF was first published in the Provincial Gazette on 7 August 2007 and later again in the Provincial Gazette 6704 on Friday 5 March 2010.

Version 1 of the West Coast Disaster Management Framework was drafted by Aurecon (then Africon) in consultation with Adv. A.P. Hendley and adopted by Council in June 2016.

Version 2 was updated during 2012 by the Head of the West Coast Centre (Suretha Visser) and the Provincial Disaster Management Centre (Gavin Stoffberg) and adopted by Mayco on 27 November 2012.

The current **version 3**, reflects the changes that was brought on by die Disaster Amendment Act, No. 16 of 2015 as well as the Sendai Framework for Disaster Risk Reduction that has been adopted by the UN Member States during March 2015, which has been revised for corrections in May 2019 by the Head of the West Coast Disaster Management Centre (Franquin Welsch Petersen) and adopted by Mayco in May 2019. Structural changes of the West Coast District Disaster Management Framework are also subject to the completion of the National Disaster Management Framework which are currently not completed. Once the new and amended NDMF is completed – Provincial and Local government can affect their changes.

The current and future aim of this document is not to unnecessarily duplicate the contents of the NDMF, the PDMF, or the Act. It should thus be read in conjunction with the NDMF, the PDMF and the Act. This document will therefore, unless required, not repeat any general or specific contents of the Act, NDMF or PDMF, but will strive to apply the Act's, NDMF's and PDMF's contents to the specific requirements of the West Coast District, where appropriate.

This document is the result of consultation with and inputs received by identified role players in the West Coast District, including technical departments within the West

Coast District Municipality, local Municipalities, external role players, Municipal Councillors and the PDMC.

In accordance with the draft PDMF all recommendations on issues relating to disaster risk management policy must be submitted to the Western Cape Disaster Management Centre (WCDMC) for consideration. In order to allow recommendations to be properly considered the West Coast DMC must ensure that recommendations include details of any financial, constitutional, human resource and interdepartmental implications prior to the further processing of the recommendations.

KPA 1: INTEGRATED INSTITUTIONAL CAPACITY FOR DISASTER RISK MANAGEMENT IN THE WEST COAST DISTRICT AND MATTERS INCIDENTAL THERETO

1.4 The Disaster Management Framework and Implementation Strategy

The West Coast District DMF is essential to ensure an efficient and effective disaster risk management effort in the district. The DMF must also ensure that all role players in the West Coast District's disaster risk management arena (including government, semi-government and non-government bodies, traditional entities and the private sector) work together in a coherent and co-ordinated fashion to prevent and/or mitigate the occurrence of disasters.

According to section 19 of the Act, and the NDMF, a number of detailed sets of guideline documents are to be made available by the NDMC. These guidelines relate to most aspects relevant to disaster risk management planning and implementation. Once these guidelines have been made available by the NDMC, the impact thereof on this document will be assessed and this document will, if required, be amended accordingly.

This is a living document that needs to be updated regularly as circumstances, policies and legislation change. The KPI's provided in this version of this document must therefore be regarded as KPI's set to be met in accordance to the time frames specified in the West Coast District Disaster Risk Management Implementation Strategy, which need to be consultatively and collaboratively (with all relevant departments, institutions and role players) drafted as a matter of urgency, following approval of this DMF. The KPI's identified must be incorporated into the Municipal Integrated Development Plan and budgetary priority needs to be provided for the required KPI's to be met.

This document is essentially part of the main policies of the West Coast District Municipality and can be utilised, with the Disaster Risk Management Implementation Strategy as a mechanism by which Municipal Score Cards and the Council can be measured.

1.4.1 Key performance indicators

- a) This document accepted by the Municipal Council as the policy foundation upon which disaster risk management planning will occur and related actions implemented.
- b) A Disaster Risk Management Implementation Strategy for the West Coast District drafted, based on the KPI's contained in this document and the requirements of the Act.

- c) This document updated as required, subsequent to receipt of guidelines issued by the NDMC.

1.5 Disaster Risk Management Plans

Please refer to Section 3, KPA 2 for further details on DMPs.

1.6 The Disaster Management Centre

The focal point of all efforts in disaster risk management lies in the DMC. The centre is required to fulfil numerous important disaster risk management functions, namely planning, resource management, reporting, etc.

The DMC must ensure that the necessary expertise in the field of disaster risk management, as envisaged by the Act, is gained or utilised throughout the disaster risk management implementation process.

The main disaster risk management business processes of the Municipal DMC are summarised in the table below, with reference to the specific requirements of the Act.

ELEMENTS	SECTIONS IN THE ACT
A local municipality must establish capacity for a plan as part of the district plan	43((3)
A MOU may be drawn up between B's and C's	43(4)
National norms and standards are available	Advisory: Implementation implications of the Disaster Management Amendment Act, 2015, NDMC, Directorate: Policy Development and Regulations Framework, 31 October 2016
Staff of a municipal centre consists of the Head of the Centre	45A (a)
And suitably qualified persons appointed in the administration of the municipality	45A (b)
Communication with all disaster risk management role-players	46(1)(a)
A DMIS	The detailed requirements of which are not specified in the Act but addressed in the NDMF
Information gathering, contributions to the central repository	46(1)(b)
Disaster risk management plans and strategies	46(1)(c)
Prevention and mitigation	47
Monitoring and Quality Assessment on DM Plans	48
Actions in the case of a disaster	49
Advice and guidance	-

Recording of disasters	-
Annual reporting	50

Consistent with the draft PDMF the DMC must:

- ensure that this DMF is consistent with the PDMF, as well as the priorities, strategies and objectives specified in municipal integrated development plans (IDP's);
- align municipal disaster risk management plans with those of other organs of state and other institutional role players, and
- consult the DMAF (or, in the absence of an advisory forum, an appropriate alternative consultative forum in the West Coast District) with regard to the development of disaster risk management plans and guidelines;
- All proposed disaster risk assessments planned by local municipalities must be reviewed by the DMC.

1.6.1 The Head of the DMC

Due to the importance of the functions of the Head of the DMC, with particular reference to this position's requirements in the Act, this position must be incorporated in the West Coast District Municipal organogram and the position must be located at senior managerial level, with direct access to the Municipal Manager, Head of the Portfolio Committee and Mayor. The implication of this is that the disaster risk management function (DMC) in the West Coast District Municipality (and its organogram) must be separately specified and ideally located in the office of the Mayor or at least the Municipal Manager. The Head of the National Disaster Management Centre reports to the Minister of Local Government.

The following are the typical roles and responsibilities of the HDMC:

- Overall management of the centre in terms of human resources, facilities, planning, operational and financial matters;
- Ensure operation of the centre is aligned to Disaster Management Framework and Plan stipulations;
- Ensure disaster management Plans are fully implemented;
- Oversee and promote liaison and coordination with National/Provincial/neighbouring municipal disaster management structures;
- Oversee liaison and coordination with all role players in the municipal environment;
- Making recommendations to Council regarding the declaration of a local state of disaster;
- Lead Joint Operation Centre (JOC) in the event of escalated events/disasters;
- Overseeing the promotion of community awareness in line with the disaster management Framework awareness strategy;
- Attend provincial and municipal disaster management forums and manage the West Coast District DMAF;
- Ensure the updating of all relevant information repositories;
- Ensure that performance conforms to key performance indices (KPI);

- Oversee, guide and promote the activities of the Operations and Planning arm, namely:
- Development of operational capability and of satellite Centres;
- Support to local Municipalities and other role-players;
- Assessment of ensuing or threatening disasters;
- Declaration of disaster status;
- Appeals to National, Provincial and neighbouring municipal disaster management entities in terms of assistance if and when required;
- Development and maintenance of risk reduction strategies;
- Development and maintenance of disaster plans;
- Management of Control Centre Operations;
- Establishment and maintaining of information repositories;
- Storage of information concerning disasters, impending disasters and disaster management in general;
- Advisory and consultative activities on issues concerning disasters and disaster management in the area;
- Oversee, guide and promote the activities relating to capacity building, communication, training and awareness, namely:
- Determining training and awareness requirements;
- Identifying target groups for training, capacity-building and awareness;
- Planning and implementation of training and awareness plans;
- Forging and sustaining partnerships with multi-sectoral role-players;
- Ensure all education, awareness, training and communications efforts are in line with disaster management legislation and frameworks (national, provincial and municipal);
- Ensure all operational and planning efforts are in line with disaster management legislation and frameworks (national, provincial and municipal);
- Report to the Manager Social Services and/or the Municipal Manager and Council on all issues surrounding Operations and Planning
- Monitor and evaluate performance in terms of Key Performance Indicators

Pre-requisites for the position

- Proven experience at managerial level;
- Sound knowledge of disaster management, human resources management, project management, etc.;
- Disaster management training;
- Excellent communication, administrative and interpersonal skills;
- Ability to work effectively under pressure and meet deadlines;
- Knowledge and application of the Act and other relevant legislation.
- Staff consists of the Head of the Centre, a Centre Manager and other suitable staff.

1.6.2 Implementation of the DMC and related capacity and requirements

A DMC for the West Coast District and, in terms of section 1.3.1.3 of the NDMF, possible satellite structures, if and as required, must be further established, sufficiently equipped and resourced as a matter of urgency.

The West Coast District DMC in its entirety must execute, facilitate and promote an integrated, coordinated and uniform approach to the disaster management continuum (prevention, mitigation and recovery) in the district. This disaster management approach involves, and must take cognisance of, national, provincial and municipal organs of state, statutory functionaries, private sector, communities and other role-players involved in disaster management.

The functions of the DMC and disaster risk management efforts in the West Coast District must be ring fenced. This implies that dedicated personnel must be provided for the disaster risk management effort in the West Coast District.

1.6.3 Key performance indicators

- a) The DMC possible satellite structures established, equipped and operated as planned.
- b) The head of the Centre appointed;
- c) DMC staff appointed and trained;
- d) Head of the Municipal Disaster Management Centre, functions within the terms and conditions set out in a written employment contract which must include performance standards;
- e) The Head of the Centre will attend the Provincial Disaster Management Advisory Forum;
- f) Acting Head: will be appointed by the Municipal Manager;
- g) Seconded staff to the Centre will be appointed by the Municipal Manager;
- h) Assistance can be asked from the South African National Defence Force and the South African Police as needed.

1.7 The Disaster Management Advisory Forum

The purpose of the forum is to consult regarding and co-ordinate actions pertaining to matters relating to disaster risk management in the District.

The DMAF will be guided by the Act and the National Framework with regard to its functionality, but its operational functioning, including its business mechanisms, templates, sub-functioning, allocation of responsibilities and co-ordination must be jointly discussed and established by its members, under the guidance of the DMC.

The DMAF must facilitate integrated and coordinated planning by providing a forum for collaboration on joint cross-departmental plans and programmes aimed at disaster risk reduction and other relevant activities associated with disaster risk management as required by section 38 of the Disaster Management Act. It must support the DMC and

assist with supervising the preparation, coordination, monitoring and review of disaster plans and their integration into IDP processes.

In the context of emergency preparedness, project teams must be convened to address contingency plans for priority natural and human-induced risks, triggered by hazards including floods, drought, fires, epidemics, transportation accidents, oil spills, hazardous material spills and crowd-related events. These contingency plans must include strategies and procedures to ensure the implementation of an incident management system that must include the establishment of joint standards of practice and interdisciplinary cooperation for rapid and effective disaster response capabilities. Such plans must also be subject to consultation with the DMAF.

The chairperson of the Advisory forum is the Head of the Centre. The chairperson may appoint special task teams comprising members of the forum with the relevant expertise for specific projects for the purposes of risk reduction, emergency preparedness and response and recovery planning and operations

The DMAF may convene project teams to address specific joint risk management priorities, including post-disaster projects.

Teams so convened will act as subcommittees of the DMAF for the duration of their task and will determine their terms of reference and outcomes in consultation with the Head of the DMC and the DMAF. Where required, they will also plan and manage multidisciplinary projects. Project teams must report back to the DMAF. Representation of umbrella organisations for women, children, elderly and the disabled, must be invited.

The forum must meet as and when required, but at least quarterly.

1.7.1 Key performance indicators

a) The following organisations specifically invited / co-opted as members of the forum:

- ✓ The Head and other required officials in the DMC;
- ✓ Organised business in the district;
- ✓ Organised labour in the district;
- ✓ Organised agriculture in the district ;
- ✓ Traditional leaders' representative(s); (one, as recognized by the Provincial House of Traditional Leaders section 212 of the Constitution.
- ✓ The insurance industry;
- ✓ Religious and welfare organisations in the district;
- ✓ Medical, paramedical and hospital organisations
- ✓ Institutions of higher education in the district;
- ✓ Private sector partners.
- ✓ Other relevant non-governmental organisations

b) The Mayor specifically designated each line/functional department's representative;

c) The Mayor specifically designated the non-governmental and organised institutions' representatives as members of the forum;

e) The forum ensured that planning for the forum's functions and actions are documented and KPI's, in line with this document's KPI's, are set and monitored;

- e) Specific roles and responsibilities and possible portfolios agreed upon and awarded to members of the forum;
- f) The MDMC serves as an advocate of disaster risk reduction at district level and provides co-ordination, analysis and advice on areas of priority requiring concerted action through a co-ordinated and participatory process.

1.8 Volunteer Units

In terms of section 58 of the Act, local municipalities are not excluded from establishing a unit of volunteers. The West Coast District Municipality must formally establish such a unit and ensure that it can function effectively throughout its municipal area, once the regulations with regard to volunteers, currently drafted by the NDMC, have been published. The requirements and processes relating to volunteers must be in accordance with the Act, its regulations and the NDMF. Different categories of volunteer units, as envisaged by the NDMF, must be established. The National Regulations pertaining volunteers must be utilised as the basis for management of the unit.

1.8.1 Key performance indicators

- a) Volunteer Unit established.
- b) Volunteers trained.

Vulnerable groups included: women, children, elderly and people with disabilities.

1.9 Roles and responsibilities

The table overleaf summarises the relative responsibilities of role-players in terms of disasters on National, Provincial and Municipal level.

Responsibility key:

Po = Policy-making

PI = Planning activities

C = Co-ordination

R = Reaction to disaster occurrences

Ass = Assistance / inputs to other spheres of government with other elements

A = Advisory activities

IC = Information Management and Communication

Summarised disaster risk management responsibility matrix

National State of Disaster			
Level	Pre-disaster responsibilities	Responsibilities during disaster	Post-disaster responsibilities
National *	Po, PI, C, Ass, A, IC	Po, PI, C, R, A, IC	Po, PI, C, R, A, IC
Provincial *	Ass, (IC)	(Ass), (IC)	(Ass), (IC)
Municipal *	Ass, (IC)	(Ass), (IC)	(Ass), (IC)
Provincial State of Disaster			
Level	Pre-disaster responsibilities	Responsibilities during disaster	Post-disaster responsibilities
National *	Po, C, Ass, A, IC	Po, (Ass), A, IC	Po, (Ass), A, IC
Provincial *	Po, PI, C, Ass, A, IC	Po, PI, C, R, A, IC	Po, PI, C, R, A, IC
Municipal *	Ass, (IC)	(Ass), (IC)	(Ass), (IC)
Local (Municipal) State of Disaster			
Level	Pre-disaster responsibilities	Responsibilities during disaster	Post-disaster responsibilities
National *	Po, C, (Ass), A, IC	Po, (Ass), A, IC	Po, (Ass), A, IC
Provincial *	Po, (Ass) (IC)	Po, (Ass) (IC)	Po, (Ass) (IC)
Municipal *	Po, PI, C, Ass, A, IC	Po, PI, C, R, A, IC	Po, PI, C, R, A, IC

Note: * These organisational levels incorporate NGO's, local communities, the private sector, other state departments and constitutional institutions.

The following table summarises the responsibilities of the different Municipal Structures (excluding the Volunteer Unit¹) at Municipal level, with regard to disaster risk management efforts:

Component:	Inputs by:					
	Mayor and Municipal Manager	Council	Portfolio Committee	DMC Officials	Advisory Forum	Other external role players
Disaster risk management Policy	Input and Implement	Approve and Implement	Input and Recommend	Create and Implement	Input and Recommend	Input
Disaster risk management Planning	Input and Implement	Approve and Implement	Input and Recommend	Create and Implement	Input and Recommend	Input
Declaring a State of Disaster	Recommend	Declare	Recommend	Recommend	Recommend	-
Disaster Response and Recovery activities	Monitor and Evaluate	Monitor and Evaluate	Monitor and Evaluate	Implement, Recommend and Report	Advise, Recommend, Assist with and Evaluate	Advise and assist with
Designating members of the Advisory Forum	Designate	Take note	Input	Recommend	Recommend	-
Communication of information	Obtain	Obtain	Obtain and Disseminate to people	Obtain and Disseminate	Obtain and Disseminate	Obtain and Disseminate
Reporting, Monitoring and Evaluation	Obtain and Report to Council	Obtain	Obtain and Report to Council	Execute and Report to Municipal Manager, Mayor and Council	Assist with	-

The roles and responsibilities of the various West Coast District Municipal Departments are as contained in the WCDM Departmental DMPs.

1.9.1 Key performance indicators

Detailed roles and responsibilities of all role players and stake holders incorporated into the DMPs’ SOP’s and FOG’s.

1.10 Capacity analysis and requirements

Limited capacity currently exists in the West Coast District Municipality and its local Municipalities to fulfil all functions, specifically referring to more specialised functions such as detailed risk assessments, required by the Act.

1 The Volunteer Unit’s functions are clearly defined by the Act and the NDMF and will be dealt with in detail by the awaited National Regulations pertaining to this unit.

Capacity, in the form of skills and knowledge transfer, must be built in the district.

In terms of section 1.4.3 of the NDMF provincial organs of state and municipalities must establish whether they have the capacity to identify, plan and meet their responsibilities for risk reduction and disaster response and recovery in their functional area. Where necessary, they must enter into mutual assistance agreements and memoranda of understanding with neighbouring authorities, authorities in other spheres, other organs of state, the private sector, NGO's and communities. Such mutual assistance agreements and memoranda of understanding are legal documents which must be in accordance with the national guidelines on mutual assistance agreements developed by the NDMC. These processes must be facilitated by the DMC.

Detailed research relating to disaster risk management has to be initiated, as soon as possible, but immediately once the West Coast District DMC has been established.

1.10.1 Key performance indicators

- a) Capacity of all relevant organs of state in the district to fulfil its functions in terms of the Act assessed by the DMC.
- b) Capacity built in the district and skills transferred to all relevant role players, through an integrated communication and awareness strategy.

1.11 Integrated reporting, monitoring and evaluation

Section 48 of the Act requires that the DMC must monitor progress, prevention, mitigation and response and compliance with the Act and measure performance in this regard.

Taking into consideration the requirements of the NDMF, the following approach must be followed in this regard:

- Taking cognisance of the KPI's defined through this document, investigating requirements and creating a formal disaster risk management performance management process for the West Coast District. This will include development of a series of checklists to assist with future monitoring and evaluation processes and a procedures guideline document to be used by future DMC personnel.
- Reviewing the results of disasters and major incidents in areas where these have occurred and developing contingency arrangements in the interim from lessons learned.
- Conducting rehearsal and simulation exercises.
- Constant progress reporting to the PDMC and NDMC, as may be required by these institutions and monthly reports to the Council.

1.11.1 Key performance indicators

- a) A formal disaster risk management performance management process created and perform at least every three years
- b) Reports submitted to Council every month
- c) Reports submitted to the PDMC, NDMC before 30 September every year.

1.12 A Memorandum of Understanding on disaster risk management planning and implementation for all role players in the municipal area.

The following principles will apply to all stakeholders in disaster risk management in the West Coast District:

- 1) Detailed disaster risk management planning, prevention, mitigation, response and recovery-related actions will be executed by all relevant institutions and stakeholders/role players though applying the principles and requirements as foreseen by the Act, the NDMF and this DMF.
- 2) The principles of co-operation, effective communication and information management, reporting and alignment (joint standards of practice) of planning and implementation on disaster risk management will at all time be adhered to by all institutions, stakeholders and role players.
- 3) Disaster risk management information systems will be implemented in a co-ordinated and aligned fashion throughout the district to ensure effective information management.
- 4) Training, capacity building and research on disaster risk management will continually be executed at all levels of government in the district.
- 5) The involvement and co-operation of non-governmental role players and historical information to be *inter alia* gathered through indigenous knowledge is of paramount importance. Indigenous leaders in the district must be properly consulted and informed with regard to disaster risk management initiatives in their areas.
- 6) This document and DMPs will be circulated for inputs to role players, including the NDMC and incorporated into the Integrated Development Plan of the West Coast District Municipality.
- 7) The Advisory Forum and DMC will execute detailed research, obtain all required technical advice and inputs required and guide and monitor disaster risk management implementation, co-operation, communication and information dissemination in the district.

KPAS 2, 3 AND 4: RISK ASSESSMENT, RISK REDUCTION, RESPONSE, RECOVERY AND RECONSTRUCTION

1.13 Background

In terms of section 53 of the Act, all Municipal organs of state and entities, must compile DMPs.

The DMP's for each level of administration form part of its tactical and planning processes. They determine the approach of the administration to risk reduction and in the event of an incident or disastrous event occurring, the response and recovery actions and matters incidental thereto. A detailed DMP on each identified hazard or risk must be drafted and be made available to the West Coast District DMC,

electronically and in hard copy. All contingency and disaster risk management planning must incorporate existing planning of the PDMC and the existing DMP's and contingency arrangements in the district, to ensure that valuable past efforts are not lost.

Inter alia due to the fact that each West Coast District Municipality department knows its own particular functions and responsibilities best, each individual department is responsible for the compilation and maintenance of its own departmental disaster risk management plan, in consultation with the local Municipalities and relevant external role players and other relevant departments. Each local Municipality must also draft its DMP in the same manner. The integrated West Coast District DMP (an incorporation of local Municipal DMPs and the departmental plans and other role players' emergency plans will be considered as integral part of the eventual West Coast District Corporate Disaster and Risk Management Plan, as well the West Coast District IDP. Projects identified as part of the disaster risk management planning process, must be contained in each department's inputs to the West Coast District IDP and subsequently included in the West Coast District IDP and budget.

The DMPs must ensure that the following principles and components are addressed:

- Hazard identification, risk assessment and prioritisation;
- Risk Reduction (Contingency planning;)
- Mitigation, response, recovery and rehabilitation planning, including detailed Standard Operating Procedures and Field Operation Guides for each identified hazard;
- A detailed identification and listing of all role players and stakeholders relevant to the West Coast District disaster risk management effort specific to the roles and responsibilities of each of them relevant to each hazard;
- Communication and co-operation mechanisms between role players and stakeholders;
- Incorporation of this document's approach, policy statements and KPIs.
-

DMP's are not cast in concrete, i.e. they change as new information becomes available and circumstances change. The DMP's must be revisited once completed, at regular intervals, as the environment changes.

1.14 Approach

To ensure uniformity, awaited more detailed guidelines from the NDMC, as well as the PDMC, addressing the above, as well as the aspects mentioned in KPA's 3 and 4, must to be incorporated into the DMPs, where applicable.

In the interim, the Act, the NDMF, the PDMF, the West Coast Disaster Risk Assessment and this document can be used as guidelines by the West Coast District Municipality's departments, organs of state and municipal entities for purposes of identifying and assessing risks and drafting their contingency plans and DMP's.

As is evident from Chapter 5 of the Act, NDMF and this document, disaster risk management is a joint collaborative function. It is also a cross-cutting function between the different departments within the West Coast District Municipality. In essence, this implies that an integrated DMP for the West Coast District can only be complete once the detailed DMPs (incl. maps and budget) of each National and provincial organ of state (section 25), the West Coast District Municipality department and the local Municipal DMP's have been drafted. (Top to bottom approach).

Disaster risk management planning must follow an approach of consultative and collaborative planning, involving all governmental and non-governmental stakeholders relevant to a specific hazard or function.

Each municipal organ of state other than a municipality must conduct a risk assessment, include maps and prepare a disaster management plan (section 52) and must submit it to the district disaster management centre.

In accordance with the PDMF, hazard and vulnerability assessment findings must be consolidated according to uniform classifications. This facilitates integrated multisectoral planning across provincial departments and with other partners. It also supports disaster risk management co-operation between administrative areas (for example, two or more local municipalities) affected by the same risk.

Integrated planning is crucial for disaster risk management and other emergency planning in an organisation. Since disaster planning must be executed by all Municipal Organs of State and to facilitate time, cost and other resource saving, the West Coast District must thus ensure that its risk management planning, in terms of the Municipal Finance Management Act, its business continuity planning and its disaster risk planning are aligned through the planning process.

Emergency services, currently managed under different line departments, must be incorporated into the detailed disaster risk management planning processes. This must include:

1. An assessment of the current positioning of all emergency services in terms of structural / line department alignment;
2. Incorporation and / or alignment of existing emergency services' Standard Operating Procedures and / or Field Operation Guides with newly established / incorporated Standard Operating Procedures and / or Field Operation Guides (detailed as part of the detail DMP's), that will be managed through the DMCs. In particular, the linkages with, roles and involvement of the SAPS (and possibly the Joint Intelligence Structures) must be assessed at Municipal level, for each Municipality's own area.
3. Although the command of disaster response activities will be decided by a Joint Operation Centre, under leadership of a DMC, the DMP's must address command relationships and integration in this regard and must include contingency arrangements and possible interim/alternative command arrangements in certain scenarios or instances. In the case of a provincial state of disaster, the West Coast District DMC must manage response activities. Each role player, for example the SAPS or emergency medical services will be responsible to command its own resources.
4. The process of drafting DMP's must include capacity building and training, facilitated by specialists (if required) to ensure that sustainable capacity is built and maintained.

1.15 Key performance indicators

- a) All potential hazards identified in the district;
- b) Received all potential hazards identified from national and provincial sector departments as well as mayor public entities, bi-annually by 31 March;
- c) All potential risks assessed and prioritised within the district;
- d) Detailed Contingency plans drafted on all identified priority risks after receiving the plans from national and provincial partners;

- e) Contingency plans must include adaptation principles according to the Act;
- f) Detailed DMPs drafted by the West Coast District Municipality departments;
- g) Detailed DMP's drafted by the local Municipalities in the district was received by the Centre;
- h) Detailed DMP's received by municipal organs of state other than municipalities;
- i) Failure to receive these plans (municipal organs of state other than municipalities) were reported to the Mayor of the municipality concerned;
- j) Detailed DMP's for municipal areas were received by the Centre (section 53);
- k) One integrated DMP drafted for the West Coast District;
- l) Reporting;
- m) The national Disaster Management Centre reports annually to the Minister on plans (section 52 and 53) by means of an annual report;
- n) Each organ of state reports on disaster occurring on a quarterly basis through the district centre to the National Centre according to the required format in section 24;
- o) Intergovernmental reporting;
- p) Policy and legislation progress reports submitted to the centre on a quarterly basis
- q) Disaster mitigation, relief and post-recovery and rehabilitation report submitted to the Centre on a quarterly basis.
- r) Quarterly expenditure and performance report submitted to National Treasury on a quarterly basis by municipality finance division.

ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION

Figure 2 below depicts the typical information management process related to disaster risk management.

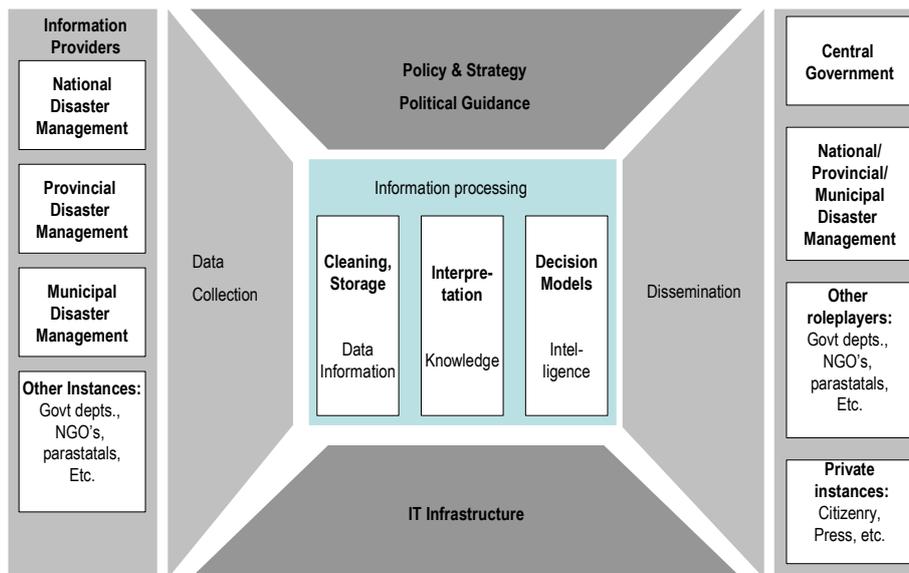


Figure 2: Typical disaster risk management information management process

The above figure shows a conceptual layout of a typical environment in which disaster risk management information is processed.

1.16 The essential elements of disaster risk information management

Information needs identification and information collection – information from all sources within the disaster risk management realm must be sourced and collected. The type of information that must be collected is highlighted below.

Information analysis and processing – the information collected may already be in a coherent form for general usage, however in some cases it would need to be processed i.e. cleaned, interpreted and perhaps reformulated.

Information dissemination – the information is disseminated / accessed to/by relevant role-players.

- Information flow can be regarded as the "life-blood" of a sustainable disaster risk management effort. As implied by Section 17(1) of the Act, it is essential that the Central Repository of disaster risk management information be updated continuously. This task of updating the Repository, in addition to other information exchange between role-players, contributes to significant information flow between all role-players within the disaster risk management business domain.

Figure 3 below depicts a conceptual view of the extent of disaster risk management information flow.

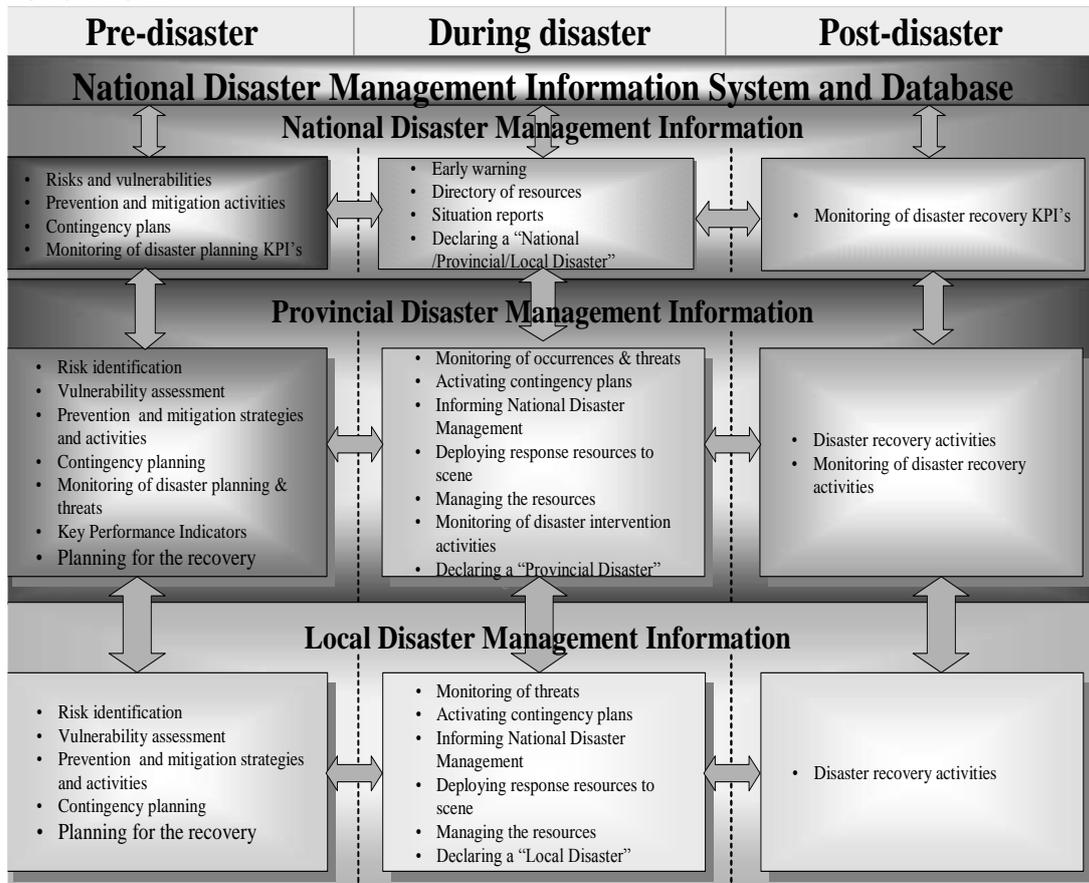


Figure 3: Conceptual disaster risk management information flow

Actions relating to disaster information communication and management in the West Coast District is summarised below.

General information

Information falling into this category is typically that which is not specific to any disaster phase, but relates to the disaster risk management effort as a whole. This information is generally the realm of the management echelon of disaster risk management structures. This type of information is related to:

- Disaster and disaster risk information (collection and dissemination)
- Advice and recommendations on disaster risk management to the Municipal Council, via the Head of the DMC.
- Consultations, co-ordination with other spheres of government, recommendations and advices via the Advisory Forum.

Information Management and the Disaster Management Centre

The following functions are generally applicable to information management by the DMC:

- Communication links with disaster risk management role players.
- The establishment and management of the disaster risk management Information System and inclusive of the information mentioned in sections 17(2) (a) to (m) of the Act.
- Dissemination of information gathered from any organ of state, body or person.
- A repository of disaster risk management plans for all levels of government, incorporating their status in terms of the disaster plan review process and relevant KPIs.
- High level information to be included in periodic reports to the Minister (e.g. the Annual Report).
- Contact details of all disaster risk management role-players.

Pre-disaster information

Information relating to pre-disaster activities is typically that which is assimilated and/or exchanged prior to the occurrence of disasters and is generally aimed at mitigating the effects of disasters or in some cases preventing disasters altogether. This type of information relates to:

- Strategies, guidance and methodologies on prevention and mitigation of disasters, including the components listed in sections 20, 33 and 47.
- Conditions which may lead to environmental disasters e.g. impending weather phenomena, oil tanker activity, fire hazards etc.
- The recruitment, training and participation of volunteers.
- Capacity building of disaster risk management role-players.
- Contingency plans

Disaster declaration:

The National Disaster Management Centre can give advice and guidance to stakeholders.

A disaster is a provincial disaster if it affects more than one district municipality in the same province

Disaster has been classified by the NDMC

NDMC has informed the PDMC of the classification

Quarterly reporting has been done according to section 24.

During a state of disaster information

Information falling into this category is typically that data which is assimilated and/or exchanged during the occurrence of disasters at any level of government and is generally used in the operational environment for purposes of disaster resolution and reporting purposes (e.g. to central government). Examples of this type of information are:

- Situation report detail of disaster occurrences.
- Measurement of disasters in accordance with disaster grading criteria.

Post-disaster information

This type of Information is assimilated and/or exchanged largely for academic purposes in order to prevent or mitigate disasters of a similar nature in the future. This data is also utilised for reporting purposes. Examples of this type of information are:

- Lessons learnt
- Feedback to pre-disaster planners
- Measurement in terms of KPI's
- Post-disaster recovery

The NDMC is nationally responsible to ensure effective and accurate disaster risk management information communication. This function is also a responsibility of the West Coast District DMC. This must be executed through the utilisation of monitoring, evaluation and programme management techniques.

It is crucial that West Coast District DMC ensure that communication and information systems developed are in alignment with those developed at National level, for neighbouring DMCs and the PDMC.

Disaster risk management role players relevant to the district have been identified, must be updated constantly and will be linked to the disaster risk management plans and circulated to the various role players. Each of the West Coast District Municipality Departments, and municipal entities must compile their own specific contacts database annexed to their DMP's. A copy of these databases must also be provided to the PDMC as soon as they have been compiled.

Execution of these elements must be done in accordance the NDMF and NDMC guidelines, or where the NDMF does not specifically address an element, through proper planning and communication.

The DMIS must link with incident management systems and/or other related DMIS requirements as specified by the NDMF or the NDMC and PDMC. It must make provision for disaster risk planning, response, recovery and all related matters pertaining to effective disaster risk management communication and reporting. It must, as a minimum requirement, be fully integratable with and be able to communicate with the PDMC DMIS and the PDMF's guidelines relating to a DMIS and related information management must be consulted in this regard.

1.17 Key performance indicators

- a) All relevant disaster risk management-related information gathered and disseminated to the PDMC and relevant role players and stakeholder.
- b) A DMIS procured.
- c) An information management and communication strategy, including communication protocols, developed.

ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH

Communication and stakeholder participation in disaster risk management in the West Coast District must be executed through a consultative process, education and public awareness, initiated by the DMC. These processes must include the development of disaster risk management information leaflets, training programmes, media and local-level meetings with disaster risk management role players, including non-governmental institutions (to be preferably invited / co-opted on the Advisory Forum) and the local community leaders, schools, clinics and communities.

Although the main responsibility to plan for, ensure budgeting and executing education, training and research (and the publication and communication of the results thereof) lies with the DMC, West Coast District Municipality departments, organs of state and municipal entities must also address these elements pro-actively. This must be co-ordinated through to the DMC and the results communicated to the PDMC, NDMC and the Advisory Forum.

Training on disaster risk management in the district must be in accordance with the NDMF and National Guidelines in this regard. Training can be of an accredited or non-accredited nature. Practical, 'hands-on' training of DMC officials need to be executed to ensure that at least the following capabilities have been efficiently established in the DMC:

- Human resource management;
- Business process management;
- Equipment management;
- Co-ordination and communication;
- Client liaison and customer care;
- Situational awareness;
- Response management;
- Integrating all of the above into an effective DMC operation.

As part of gathering indigenous knowledge (part of detailed hazard identification), at municipal level, local communities and structures must be orientated on the requirements of the Act and the specific element and information required from them in terms of the Act. Local communities also play a crucial role in providing inputs to disaster contingency and risk management plans, through providing information relating to local dynamics to the SOPs.

Through the hazard identification and disaster information management dissemination processes, indigenous knowledge via local communities and local structure representatives must consequently be directly acquired and involved.

Cross-border Municipal disaster risk management co-operation is crucial and will be facilitated through the DMC.

Disaster risk management actions and initiatives, such as result of important meetings and new projects, must be communicated to the communities via media or otherwise.

In alignment with the draft PDMF:

- The DMC, along with provincial organs of state and its local municipalities must also formulate and implement appropriate DRM public awareness programmes that are aligned with the national DRM public awareness strategy and district municipalities throughout the West Coast District must play an active part in engaging schools to ensure a practical approach to education and awareness programmes.
- School DRM awareness programmes in the province must be conducted, assessed and adapted on an annual basis. Community resilience-building is crucial and a first capacity-building priority is the consultative development of a uniform approach to community-based risk assessment for municipalities and non-governmental and community-based organisations throughout the province. This will contribute considerably to closer links between disaster risk reduction and development planning in disaster-prone areas and communities.

- To facilitate the incorporation of a uniform approach to disaster risk management into existing capacity-building programmes undertaken by provincial departments and municipalities, the DMC must facilitate at least two short courses that present the module to stake-holders in these spheres. Consideration must also be given to the development of a self-study CD-Rom and/or on-line learning programme that can facilitate individual capacity building for provincial and municipal employees.
 - To minimise costs related to applied risk reduction research and to achieve added value, the DMC must consultatively explore mechanisms to link student research projects to applied disaster risk research needs in municipal departments and within local municipalities.
 - Community capacities are strengthened not only by structured learning opportunities, but also through other mechanisms. These include exchange visits by community residents and groups to other settlements and communities where risk reduction efforts have been successfully implemented. Such field exchanges provide concrete examples of community-based success that build confidence in both the hosting as well as the visiting groups. The DMC, in consultation with the local municipalities, must facilitate such field exchanges to allow for practical on-site learning and capacity building.
 - Education, training, research and public awareness programme comprising three phases that are aligned with processes described in the NDMF.
- **Phase I** of the provincial DRM Education and Public Awareness Programme is aligned with the start-up initiatives planned by the NDMC – specifically, the undertaking of the national education, training and research needs and resources analysis, as well as the formulation of both the national disaster risk management education and training framework and national DRM public awareness strategy (to be completed by 2007);
 - **Phase II** of the provincial DRM Education and Public Awareness Programme is aligned with the medium-term actions of the NDMC – specifically, the implementation of the national disaster risk management education and training framework and national DRM public awareness strategy;
 - **Phase III** of the provincial DRM Education and Public Awareness Programme is aligned with the long-term strategies, programmes and regulatory mechanisms established by the NDMC including the introduction of standards, DRM accreditation and registration mechanisms for specialist agencies, trainers, training institutions, NGOs, and the private and public sectors.
 - The provincial DRM education, training, research and public awareness programme comprises eight components to be introduced using a phased approach. The DMC must facilitate:
 - Assessment of DRM resources available within the province for education, training, research and public awareness;
 - Development of DRM training and capacity-building initiatives and programmes, especially those that build community resilience;
 - The integration of disaster risk reduction into school curricula and other activities for children and youth;

- Development of higher education programmes in DRM and associated disciplines;
- Development and dissemination of disaster risk reduction materials;
- Development of a provincial DRM public awareness programme;
- Development of a provincial DRM research programme.

1.18 Key performance indicators

- a) Education, training and development as well as a community awareness and participation strategy developed and initiated.
 - b) Disaster risk management research initiated.
 - c) There is evidence that accessible disaster risk reduction materials have been developed and disseminated within the province and are used by local municipalities, municipal departments, nongovernmental and community-based organizations.
 - d) Access by municipalities, municipal departments and other disaster risk management role players to such resource materials, including uploading relevant information on the public-access website and servicing individual requests for support materials from within the district facilitated.
-
- a) A Phase III provincial DRM education, training, research and public awareness programme has been developed that is consistent with the national DRM education and training framework and mechanisms established by the NDMC for standards accreditation, registration.
 - b) DRM facilitators, instructors and presenters in the province have become qualified and have been accredited.
 - c) There is widespread community-based DRM training in the West Coast District that is consistent with training standards.
 - d) Approved service providers have been registered and are offering training services and products.
 - e) Opportunities for internships and learnerships related to disaster risk management within municipal departments and local municipalities have been identified and established.
 - f) Disaster risk awareness is promoted at schools and in communities known to be vulnerable to risk.
 - g) There is evidence in print and electronic media within the province of balanced media coverage on hazards, risks, disasters and DRM issues, including articles on DRM.
 - h) Good relationships with media representatives have been established and are maintained in the Province.
 - i) A DRM research programme has been established that is consistent with the national and provincial DRM research agenda and is being implemented in the province.
 - j) There is evidence of increasing DRM courses in the province, including those that reflect private-public partnerships and address the disaster risk needs of the district.

- k) The DMC has established an accessible DRM public awareness and information resource centre to support municipal, provincial and other role-players in the district.

ENABLER 3: FUNDING

Funding for disaster risk management in the West Coast District must be executed in accordance with the guidelines of the NDMF.

Each West Coast District Municipality department, local Municipality, organ of state and municipal entity must budget separately (on their own) for their disaster risk management planning and implementation efforts and inputs.

The DMC must constantly endeavour to find additional funding for disaster risk management activities.

The principles of economy of scale and linkages with other developmental and infrastructure projects must be adhered to.

Budgetary priority must be provided to disaster risk management efforts.

6.1 Key performance indicators

- a) Funding for initiatives and projects identified to execute the KPI requirements contained in this document must be obtained by all relevant Municipal departments and organs of state.
- b) The budgets submitted for the next financial year by all relevant Municipal departments and organs of state and the IDP priorities include disaster risk management-related projects, inclusive of but not limited to projects aimed at preventions and mitigation, communication and awareness and the procurement of equipment.
- c) Funding for disaster response, recovery and reconstruction included in the Municipal budget.

Guidelines:

- Implementations implications of the Amendment Act (31 October 2016);
- Memorandum of Agreement;
- Minimum Infrastructure Requirements of DMC.