MUNICIPAL DISASTER

MANAGEMENT PLAN

REVISION   - 07 AUGUST 2012

TABLE OF CONTENTS

MUNICIPAL DISASTER MANAGEMENT PLAN PRELIMINARIES

DISTRIBUTION

The eThekwini Metropolitan Council Disaster Management Plan has been prepared by the Disaster Management Centre as part of its responsibility in terms of the Disaster Management Act, 57 of 2002

The Plan was endorsed by the Deputy City Managers Forum on: 29th August 2012.

The Plan was ratified at EXCO on 13th August 2013

The Plan is approved for Distribution.

AMENDMENTS AND VERSION CONTROL

Suggested amendments or additions to the Plan should be forwarded to:

The Head: Disaster Management and Emergency Control

Email: vincent.ngubane@durban.gov.za

Tel: 031-367 0001/361 0001

All proposed additions and amendments will be endorsed and approved by the Municipal Disaster Management Advisory Forum. Plan Holders are responsible for ensuring their plan is kept up to date.

AMENDMENTS AND REVISIONS

REV. NO.	DATE OF REVISION	DETAILS / COMMENTS

DISTRIBUTION LIST

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DEFINITIONS AND TERMINOLOGY

"Act" – means the Disaster Management Act, 2002 (Act No. 57 of 2002)

"Disaster" - means the progressive or sudden widespread of localized, natural or human – caused occurrence which:

(a) Causes or threatens to cause:
  (i) Death injury or disease
  (ii) Damage to property, infrastructure or the environment; or
  (iii) Disruption of the life of a community; and
(b) Is of a magnitude that exceeds the ability of those affected by the disaster to cope with its effects using only their own resources.

"Disaster management" – means a continuous and integrated multi-sectoral, multi-disciplinary process of planning and implementation of measures aimed at:
  (a) Preventing and reducing the risk of disasters
  (b) Mitigation the severity or consequences of disasters;
  (c) Emergency preparedness;
  (d) A rapid and effective response to disasters; and
  (e) Post-disaster recovery and rehabilitation.

"Hazard" – A potentially damaging physical event, phenomenon and/or human activity that may cause loss of life 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 (hydro-meteorological and biological) or human-induced processes (environmental degradation and technological hazards). Hazards can be single, consequential or combined in their origin and effects. Each hazard is characterized by its location, intensity, frequency and probability.

"Head of centre" – means the person appointed in terms of section 45 of the Act.

"Integrated development plan" – means in relating to a municipality, a plan envisaged in section 25 of the Local Government Municipal Systems Act 32 0f 2000

"Level 1 Disaster Risk Management Plan" – applies to municipal entities that have not previously developed a coherent disaster risk management plan. It focuses primarily on establishing foundational institutional arrangements for disaster risk management, putting in place contingency plans for responding to known priority threats as identified in the initial stages of the risk management assessment, identifying key government and other role players to generate a Level 2 Disaster Risk Management Plan.

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

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

"Mitigation" – in relation to a disaster, means measures aimed at reducing the impact or effects of a disaster.

"Municipal disaster management centre" – means a centre established in the administration of a municipality in terms of section 43.

"Municipal entity" – means a municipal entity defined in section 1 of Local Government System Act 2000.

"National disaster management framework" – means the national disaster management framework prescribed in terms of section 6.

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

"Primary role" – means that function for which a specific identified role player is best equipped and qualified to perform.

"Recovery" – means decisions and actions taken after a disaster with a view to restoring or improving the pre-disaster living conditions of the stricken community, while encouraging and facilitating the necessary adjustments to reduce disaster risk.

"Relief" – means the provision of assistance or intervention during or immediately after a disaster in order bring relief to people and communities affected by a disaster.

"Risk" – means used to prescribe the likelihood of harmful consequences arising from the interaction of hazards and vulnerable elements.

"Risk reduction" – means measures taken to reduce long-term risks associated with human activity or natural events.

"Role player" – means an individual or group in society that can contribute meaningfully to the implementation of disaster management.

"Secondary role" – means an additional function that is performed by an identified role player in support of a primary role player.

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

CLASSIFICATION OF POTENTIAL HAZARDS

Natural Hazards

Meteorological

- Cyclones/hurricane/tornadoes
- Storm tides
- Severe storms
- Wildfires
- Extreme temperatures (heat waves or snow storms)
- Drought
- Floods

Geological

- Earthquakes
- Landslips and/or debris flow
- Erosion (with or without a disaster event)
- Tsunami
- Major sink holes

Biological

- Epidemic human disease (malaria, chicken pox, typhoid, cholera)
- Animal disease (Foot and mouth, avian flu)
- Insect and vermin plague (locust, rat infestation)
- Food and crop disease (citrus canker)
- Emerging catastrophic disease (HIV/AIDS, XDR Tuberculosis)

Non-Natural Hazards

Human caused

- Civil disturbance/riots
- Terrorist attack
- Arson
- Sabotage of essential services
- Shooting/massacre
- Information technology virus/significant systems compromise

Technological origin

- Structural collapse (bridge, stadium)
- Failure of critical infrastructure/services
- Hazardous materials accident
- Industrial accident

- Nuclear power accident
- Dam failure
- Aeronautical and/or space

ETHEKWINI METROPOLITAN COUNCIL

MUNICIPAL DISASTER RISK MANAGEMENT PLAN

INTRODUCTION

Section 26[g] of the Municipal Systems Act 32 of 2000 and sections 52 and 53 of the Disaster Management Act 57 0f 2002 compels municipal government to develop a disaster management plan.

The primary focus of the eThekwini Municipal Disaster Management Plan is to confirm the organizational and institutional arrangements to effectively prevent disasters from occurring and to lessen [mitigate] the impact of those hazards that cannot be avoided. It establishes the operational procedures for risk reduction planning as well as emergency procedures to be implemented in the event of a disaster occurring or threatening to occur. This Plan is an eThekwini internal document and essentially serves as the coordination and cooperation mechanism between all the relevant Departments, Units and Clusters of Council.

Disaster Management is a continuous and integrated multi-sectoral and multi-disciplinary process of planning and implementation of measures aimed at disaster prevention,- mitigation,- preparedness,- response,- recovery and rehabilitation as defined in section 1 of the Disaster Management Act 57 of 2002.

The purpose of the plan is to outline policy and procedures for both the pro-active disaster prevention and the reactive disaster response and mitigation phases of disaster management. The preventative elements of this plan must be implemented and maintained on a continuous basis. The emergency or re-active elements of the plan will be implemented whenever a major incident or disaster occurs or is threatening to occur.

The Disaster Management Act requires the City to take the following actions:
- Prepare a disaster management plan for its area according to the circumstances prevailing in the area;
- 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. (Section 48 of the Disaster Management Act]

The plan should:
- Form an integral part of the City IDP enabling risk reduction activities to be incorporated into developmental initiatives
- Anticipate the likely types of disaster that might occur in the City's area and their possible effects
- Identify the communities at risk

- Provide for appropriate prevention risk reduction and mitigation strategies
- Identify and address weaknesses in capacity to deal with possible disasters
- Facilitate maximum emergency preparedness
- Establish the operational concepts & procedures associated with day-to-day operational response to emergency incidents.
- Contain contingency plans and emergency procedures in the event of a disaster, providing for

  - The allocation of responsibilities to the various role players and coordination in the carrying out of those responsibilities;
  - Prompt disaster response and relief;
  - Disaster recovery and rehabilitation focused on risk elimination or mitigation;
  - The procurement of essential goods and services;
  - The establishment of strategic communication links;
  - The dissemination of information.

The City must submit a copy of its Municipal Disaster Management Plan and any amendments to the Plan to the National Disaster Management Centre and to the Provincial Disaster Management Centre.

REVIEW OF THE PLAN

The Plan will be reviewed annually. The Disaster Management Advisory Forum under the chairmanship of the City Manager will be responsible for annual review.

The following institutional arrangements will inform and provide guidance for the updating and review of the Plan.

- Municipal Framework [Copy attached as Annexure 1]
- Disaster Management Advisory Forum and associated Technical Task Teams
- City wide Risk Assessment which will commence in 2012 and the project will run for a thirty month period.

ETHEKWINI MUNICIPAL DISASTER MANAGEMENT ADVISORY FORUM

TERMS OF REFERENCE

PURPOSE

The establishment of a Disaster Management Advisory Forum [DMAF] for eThekwini is one of the essential action steps in establishing the foundational institutional arrangements, as required by Key Performance Area 1 of the National and Local Disaster Management Frameworks.

The primary purpose of the [DMAF] is to provide a mechanism for relevant internal, external and technical specialist role players to consult one another and co-ordinate their activities with regard to disaster management issues.

OBJECTIVES

- Developing the information management and communication systems
- Ensure that all disaster management planning and practice is based on scientifically robust disaster risk assessments;
- Approve the compilation and maintenance of a eThekwini Municipal Corporate Disaster Management Plan, and the review of the plan on an annual basis
- serve as the vehicle through which all role players coordinate their actions
- To ensure that all aspects of disaster management, namely prevention, mitigation, response and recovery are undertaken
- To oversee and review on an annual basis, the Disaster Management Municipal Framework and ensure that it is integrated with the Integrated Development Plan [IDP]
- To co-ordinate the development of disaster management plans by all line function departments
- Establishing task- driven multidisciplinary technical teams composed of representatives from the various disciplines
- Advising and making recommendations on training and public awareness
- Participating in the review of programmes and policy

MANAGEMENT & ADMINISTRATION

The eThekwini Municipal Disaster Management Centre must provide the Secretariat and must ensure that accurate records of the DMAF activities are maintained.

CHAIRPERSON

The Municipal Manager [MM] will chair the DMAF meetings, and will delegate this responsibility when he is not available to chair.

FREQUENCY OF MEETINGS

The eThekwini DMAF should meet at least four times a year. This does not exclude more frequent meetings of the DMAF as determined by identified needs and the requirements of projects in hand.

TECHNICAL TASK TEAMS

The DMAF has the authority to establish Technical Task Teams (TTTs) to deal with projects requiring specialist inputs. Each Technical Task Team elects a Chairman, who then serves as a member of the Advisory Forum.

In this regard, the DMAF resolved to establish TTTs to deal with the following urgent projects.

CITY –WIDE RISK ASSESSMENT

SOUTH DURBAN BASIN "OFF-SITE" EMERGENCY PLAN

MUNICIPAL ADAPTATION PLANNING

A. <u>CITY-WIDE RISK ASSESSMENT TECHNICAL TASK TEAM</u>

The role of the eThekwini Municipal Disaster Management Centre (MDMC) is to engage the services of a suitably qualified consultancy to undertake a City-Wide Risk Assessment. Arguably, this initiative will be unrivalled in term of multi-sectoral, multi dimensional involvement but will not deliver the desired results without the involvement of all critical role-players. The information generated is likely to affect all Council Clusters and will have a fundamental impact upon how the municipal addresses developmental initiatives, what risk reduction measures have been implemented and how vulnerabilities are classified, categorised and prioritized. Consequently, the study will affect the City's Integrated Development Plan (IDP).
The Risk Assessment Technical Task Team will work closely with the appointed service provider in achieving the objectives of the risk assessment study.

B.   MUNICIPAL ADAPTATION PLANNING TECHNICAL TASK TEAM

Under the leadership of the Environmental Protection and Climate Change Department (EPCPD), significant progress has been made towards determining how climate change projections would affect communities and individuals within the eThekwini Municipality's area of jurisdiction.

EPCPD has contracted the services of scientific specialists who have identified key activities upon which eThekwini Municipality must focus adaptation planning initiatives.
Because of the cross-sectoral implications of the work done by the EPCPD and the Disaster Management Unit, it was concluded that these efforts reside within the ambit of the Advisory Forum.

C. SOUTH DURBAN BASIN (SDB) "OFF-SITE" PLAN TECHNICAL TASK TEAM

It is common knowledge that the SDB features several Major Hazard Installations [MHI's]. Should a major development within the precincts of and one of them and the effects thereof impact on surrounding communities, it is imperative that appropriate plans are in place to initiate and manage an off-site response to ensure that suitable public protective actions are implemented and to restore normality as swiftly as possible.

PROCEDURE TO ACTIVATE THE ETHEKWINI DISASTER OPERATIONS CENTRE (DOC) AND STRATEGIC CO-ORDINATION GROUP (SCG)

ABBREVIATIONS/ACRONYMS/DEFINITIONS

MDMC: Municipal Disaster Management Centre. The Centre is located at number 3 Jelf Taylor Crescent – Durban.
An alternate Disaster Management Centre is located at the Pinetown Fire Station, St John's Ave, Pinetown.

DOC: Disaster Operations Centre. The facility located within the Municipal Disaster Management Centre from where disaster management operational activities are coordinated.

SCG: Strategic Co-ordination Group. The body of individuals convened before or during times of major emergencies or disasters to deal with associated legal, policy, financial and political matters and to exercise strategic co-ordination of resources so deployed. It will comprise the Ethekwini Municipal Corporate Executives, Unit/Departmental Heads and senior personnel representing other organs of state, private enterprise and civil society with operational interests/inputs.

SCG DC: Strategic Co-ordination Group Duty Chairperson. The City Manager and Deputy City Managers are on stand-by on a roster basis, each serving for one calendar month at a time. Whoever is on stand-by duty at the time of an incident shall act as Chairperson of the SCG.

EMACC: Emergency Mobilizing and Communications Centre.

EOC: Emergency Operations Centre. This is a second level command structure that is established on site at locations such as National Key Points.

MDMC DO: Municipal Disaster Management Centre Duty Officer.

BACKGROUND

The DOC can be activated for a number of reasons, such as for a pre-planned short term event [sporting, cultural, industrial strike action etc] or for a long term event such as FIFA Soccer World Cup or COP 17. In such instances the activation and operation of the DOC will be subject to pre-planning and approval by the senior management structures of the Disaster Management Department. This policy document focuses on the procedures to activate the DOC during major emergencies, disasters or other unplanned circumstances, which require strategic direction and co-ordination to manage the incident / event.

A major emergency or disaster that has occurred or threatens to occur will invariably result in a multi-disciplinary/multi-dimensional response to re-establish normality.

An essential aspect of implementing effective remedial actions is to have in place appropriate institutional arrangements that will direct the co-ordination of a broad range of primary and secondary tasks to be carried out by the relevant service providers. To that end, a Strategic Coordination Group will be established and called into session.

STRATEGIC CO-ORDINATION GROUP (SCG)

The SCG will comprise the City's corporate executives and senior representatives (authorized to take decisions on behalf of their own entity) of those internal/external Emergency/Essential/Support Service entities involved in remedial actions.

The SCG will be chaired by the City Manager or one of the Deputy City Managers, depending on who is on "stand-by" duty at the time of the incident. Such stand-by duty is on a rotational basis for one calendar month at a time. The SCG Chairman will be assisted by a DOC Commander appointed from the line function Disaster Management Branch, or where circumstances dictate from the line function department who are providing the primary response in dealing with the incident / event.

The SCG will invariably be a multi-agency group of senior representatives from participating agencies forming a unified command structure, under direction of the Chairman / DOC Commander.

The SCG will be responsible to assess, evaluate and coordinate all actions in all the phases of the incident at a strategic level. Each line function will be responsible for the implementation of its own departmental disaster plan but the SCG will ensure coordination between departments, units, clusters and external bodies.

ROLE OF THE DISASTER OPERATIONS CENTRE (DOC)

The DOC's main operational role is to establish a platform to manage incident related information in support of the SCG, established to direct a multi-disciplinary/multi-dimensional response to a major emergency/disaster.

Aim

The aim of this document is to outline the procedures necessary to:

- Timeously bring the Disaster Operations Centre onto an operational footing;
- Activate the SCG to provide an appropriate operational environment within which all agencies can function in a co-operative manner;
- Allow for strategic decision makers to be appraised of developments relative to existing or impending major emergencies/disasters.
- Manage deployments and resources on a prioritized basis.
- Recognize the changing dynamics of a multi-faceted incident and allow for the seamless shift in control/co-ordination of the associated response activities from one agency to another depending on the most important remedial focus at any given time.

LEVELS OF COMMAND, CONTROL AND CO-ORDINATION

A.   Bronze (tactical) Level

1.   In terms of standard practice, an incident is reported to the Ethekwini Municipality's EMACC.

2.   The EMACC consults its Standing Operations Procedures (SOPs) for the given type of incident reported and activates the designated services.

3.   If multiple services respond to the incident, line-function staff so deployed affects inter-service co-ordination via a Forward Control Point (FCP).

4.   Should the severity of the event escalate or threaten to do so, the "on-scene" incident commander is to consider declaring an incident to be coordinated at a higher level and is to appraise the EMACC accordingly. In the case of certain industrial facilities and/or National Key Points, this level of command is automatic and is contained in the Emergency Plans of these institutions. This includes, but is not limited to King Shaka International Airport, ENGEN, SAPREF, Durban Port Authority, Island View Cutler Complex and Heartlands Leasing in Umbogintwini.

5.   It may occur that a major incident or disaster takes place in a location/premises, which do not have emergency plans which require the establishment of an EOC. In such instances it may become necessary to activate the DOC and consequently, the FCP Commander must inform EMACC to notify the Disaster Management stand-by staff. The senior Disaster Management Officer will decide whether the DOC is to be activated and advise all accordingly.

B.   Silver (operations) Level

1.   A silver level of co-ordination shall exist when a formal joint Emergency Operations Centre(s) (EOC(s)) has been established in a safe location at/or in the vicinity of the incident scene. An EOC is usually only established at National Key Points or premises and/or site facilities which have Emergency Plans which include plans to establish a multi-agency EOC. If an EOC is not established, and a higher level of strategic co-ordination is required, then the DOC shall be called into session. The EOC shall comprise the individual commanders of "on-scene" services and technical specialists representing the organization(s) upon whose premises the emergency has occurred.

2.   The EOC is usually chaired by a senior representative of the affected site/facility at which the incident has occurred. As with all levels of command, all participant agencies form a multi-agency unified command structure under direction of the appointed EOC Commander. Each service/agency maintains command of its own service, but participates in joint decision making as part of the unified command structure.

3.   The EOC Commander/Coordinator must notify the EMACC of the establishment of a silver level of co-ordination.

4. When so informed, the EMACC must inform the Municipal Disaster Management Centre (MDMC) Duty Officer (DO) and Principal Disaster Management Stand-by Officer accordingly.

5. MDMC DO and/or Principal Stand-by Officer weighs the severity/magnitude of the possible risks associated with the event and (from a Disaster Management co-ordination perspective), liaises with the EMACC and EOC to consider if further services/resources should be activated/deployed.

6. The MDMC DO and/or Principal Stand-by Officer must liaise with the EMACC and EOC with a view to placing on stand-by (for imminent duty at the DOC) the Heads of Departments whose response personnel are active at the scene of the incident.

7. The EMACC and EOC will provide the MDMC DO and the Senior Principal Disaster Management Stand-by Officer (and other relevant parties) with accurate initial and subsequent situation reports (sitreps).

8. The Disaster Management Principal stand-by Officer and in his/her absence the MDMC DO or the Head/Deputy Head or any member of the Disaster Management Branch may determine whether the DOC should be activated and the SCG called into session. Such activation will constitute the declaration of a *Gold* (Strategic) level of co-ordination being imposed upon the incident.

C. Gold (strategic) Level

1. A gold (strategic) level of co-ordination shall exist when the DOC has been activated and the SCG has been called into session.

2. The SCG will direct all matters of a strategic nature insofar as City resources are concerned and will act in a support/co-ordination role to all operational structures such as "on-scene" FCP[s] and EOC(s) if established.

3. The SCG will receive and evaluate sitreps and other pertinent information and provide an enabling environment within which line-function agencies are able to operate effectively.

4. The SCG shall, in conjunction with the EOC(s), determine the need to activate additional services/resources and invoke mutual aid agreements or initiate/sanction any other extraordinary actions as may be deemed necessary.

5. The SCG shall, in conjunction with the EOC(s), determine appropriate public protective actions and issue the necessary warnings/instructions/advisories and liaise with the media. If an EOC has not been established then the SCG shall liaise with the FCP[s].

6. The SCG shall advise/update the Provincial Disaster Management Centre (PDMC) of developments.

7. The SCG shall recommend to the PDMC the need for the declaration of a "local" disaster, should circumstances so dictate.

8. The SCG shall prepare and submit reports/advisories/updates to the Portfolio Committee, the EXCO and the PDMC. The latter for onward transmission to the National Disaster Management Centre (NDMC)

DOC ACTIVATION PROCEDURES

1. The instruction to activate the DOC is given by the Principal Disaster Management Stand-by Officer. In the absence of the Principal Stand-by Officer, this instruction can be given by the Head, Deputy Head and any Senior Manager of the Disaster Management Branch or the MDMC DO.

2. EMACC is required to inform the initial core team to respond to the DOC. The initial core team consists of:

    - Principal Disaster Management Stand-by Officer
    - MDMC DO
    - EMACC Operator
    - CCTV Operator
    - Standby Incident Logger
    - Any other Disaster Management staff and/or Service Unit or member of staff that the Principal Stand-by Officer instructs EMACC to contact and inform that they are required to respond to the DOC

3. EMACC must inform the Deputy City Manager who is on stand-by, that the DOC has been activated.

4. EMACC must send bulk informative SMS to recipient groups to advise that the DOC has been activated and the reasons therefore.

5. The DOC Commander and Chairman [if in attendance] will determine which service units/agencies are required to serve as the SCG for the incident/event. These include, but are not limited to;

Internal (typically):

- CCTV
- EMACC
- Security Management
- Safer Cities
- Communications and Public Relations
- Disaster Management
- Electricity Services
- Engineering Services
- Treasury

- Development Planning Environmental Management Unit
- Fire and Emergency Services
- Health Unit
- Housing
- Information Technology and Communications -GIPO
- Metro Police
- Solid Waste and Cleansing
- Waste Water
- Water Dept
- Parks Recreation and Culture
- City Fleet
- ETA
- Community Participation

External (typically):

- Departments of Social Welfare, Agriculture and Education
- Emergency Medical Rescue Services
- Provincial/Regional Health Dept
- Religious and Welfare Organizations
- Dept of Transport and Road Traffic Inspectorate
- South African Police Services
- South African Weather Services
- Technical Specialists
- Academia

COUNCIL DEPARTMENTAL PRE- DISASTER MANAGEMENT PLANS AND ROLE RESPONSIBILITIES DURING DISASTER OPERATIONS

Disaster management is not only reactive, but also involves actions aimed at preventing, or mitigating the effects of disasters. Different line functions and departments must contribute in varying degrees to disaster management. The needs identified in the corporate disaster management plan will indicate where line function and departments must contribute. These contributions will then be included and integrated into the corporate disaster management plan.

All line function Departments, Units and Clusters must submit their internal plans to the Head: Municipal Disaster Management Centre.

LINE FUNCTION RESPONSIBILITIES

Prior to and during major emergencies and or disasters line departments are to prepare themselves to undertake those tasks as outlined below.

Health

The Head: Health must ensure that Disaster Risk Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Determine health risks and prepare counter measures
6. Assist with interpretation of technical information and provide guidance in terms of remedial/response procedures
7. Assist with early warning to public, evacuation of people and liaise with Provincial and National Health Departments who are responsible for the provision of interventions during any major emergencies
8. Assist with plume dispersion modeling and tracking
9. Assist with the management of emergency shelter, evacuation assembly points and mass care facilities for persons displaced by emergencies or disasters
10. Identify victims, responders or affected persons who may require medical follow-up and/or who may require psychological support. Facilitate this support which may be provided by the appropriate governmental and non-governmental agencies as applicable

11. In collaboration with the Safer Cities Unit, assist with support programmes for indigent persons
12. Consider the requirements for mortuary facilities in the event of mass fatalities
13. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their department at the DOC when activated. This database must be forwarded to the Head of the Municipal Disaster Management Centre
14. Provision of any other interventions in accordance with statutory obligations and/or the dictates of the circumstances.

Fire and Rescue Services

The Head: Fire and Emergency Services must ensure that Disaster Risk Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations. These include but are not limited to developing capacity and compiling operational plans for major incidents such as Urban Search and Rescue and CBRNE.
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Implement incident management procedures with all other responding safety, security, emergency and essential services
5. Carry out fire and emergency services as dictated by legislation and internal procedures
6. Maintain a minimum staffing level in accordance with an approved Operations Plan
7. Provide a representative at the DOC if this has been activated
8. Notify public of evacuation procedures through alternate means such as vehicle public address systems, and liaise with other security, emergency and essential services to establish an FCP at Public Assembly Areas and/or Emergency Shelters
9. Assist with plume dispersion modeling and tracking
10. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Centre. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances

Disaster Management

The Head: Disaster Management and Emergency Control is responsible for the compilation, maintenance and distribution of the City's Municipal Disaster Management Plan and its supporting risk-specific Departmental Disaster Management Plans. The Head is also responsible for the performance by the Centre of its Disaster Management functions as per Section 44 of the Disaster Management Act 57 of 2002 and to implement and coordinate the City's Municipal Disaster Management Plan.

The Head must:

1. When deemed necessary, consider the declaration of a local state of disaster as per the Disaster Management Act 57 of 2002
2. Liaise with provincial and national officials [PDMC and NDMC]
3. Activate the DOC and call the Strategic Coordination Group into session
4. Secure resources as required
5. Assist the Strategic Coordination Group in the decision making process
6. Maintain ongoing assessment of the threat/hazard and co-ordinate appropriate responses.
7. Provision of any other interventions in accordance with statutory obligations or as circumstances dictates.

Public Relations and Communications

The Head: Communications must ensure that disaster plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations.
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Establishing a media liaison point and setting up media briefing arrangements
5. Nominating a media liaison officer and oversee all aspects of media response
6. Liaise with media liaison officer from the agency on whose premises the incident occurred so as to ensure consolidated media information management
7. Establish press conferences and prepare media briefings and press releases
8. Provide a representative at the DOC if this has been activated
9. Liaise with public broadcasters and local radio stations. Prepare public notification messages ensuring that the public is regularly informed throughout the incident including information on public protective strategies and follow up messages
10. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
11. Provision of any other interventions in accordance with statutory obligations and/or the dictates of the circumstances.

City Fleet

The Head: City Fleet must ensure that Disaster Risk Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
3. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
4. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
5. Provide a representative at the DOC if this has been activated
6. Sourcing emergency modes of transportation to move evacuees to identified Reception Areas

7. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
8. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.
9. The provision of heavy construction plant equipment or heavy duty vehicles e.g excavators, tipper trucks etc. and transportation using lowbed trailers
10. Technical mechanical support to maintain operational and response vehicles, plant and equipment on scene, The supply of fuel for vehicles, plant and equipment(we operate a mobile fuel tanker service),
11. The hire of specialize equipment if need be.
12. Provision of transport for mass evacuation
13. Live tracking and mapping of vehicles – to coordinate the deployment of on scene resources

Metropolitan Police

The Head: Metropolitan Police must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Coordinating incident response with the South African Police Service and the other responding emergency and essential Services
6. Protecting the safety of emergency responders, evacuated areas, affected communities and damaged or threatened properties
7. In conjunction with the eThekwini Transport Authority, determine emergency response routes and safest/quickest evacuation routes for affected communities or communities under threat
8. Implement the traffic management plan, cordon off roads and control access/egress to and from the affected areas
9. Notify the public of evacuation procedures through alternate means such as vehicle public address systems, warning sirens or door to door notification
10. Assist with directing the evacuation of public
11. Assist the SAPS with securing the evacuated area
12. Establish and control emergency resource vehicle and equipment staging points.

13. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
14. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.

eThekwini Transport Authority [ETA]

The Head: ETA must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. In conjunction with the Metro Police, determine emergency response routes and safest/quickest evacuation routes for affected communities or communities under threat. Consider alternate routes as well
6. Install directional sign-boards indicating evacuation routes
7. Assist in sourcing emergency modes of transportation such as "Dial-a-Ride" to move physically challenged evacuees
8. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
9. Provision of any other interventions in accordance with statutory obligations and/or the dictates of the circumstances.

Water and Sanitation

The Head: Water and Sanitation must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction

2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Identifying and prioritizing essential services that may require restoration as a result of an emergency or disaster
6. Monitor pollution levels
7. Maintain/divert water supply for fire fighting
8. Provide a supply of water to assembly/reception areas
9. Provide resources to meet sanitation requirements.
10. Establish and maintain a departmental [unit / cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
11. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.

Engineering

The Head: Engineering must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Identifying buildings which are unsafe
6. Plan and ensure that risk reduction and disaster mitigation principles are adhered to in the recovery and redevelopment phases
7. Ensure that risk reduction and mitigation principles are applied in all development projects
8. Provide a heavy plant and equipment as required
9. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center

10. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.

Electricity Department

The Head: Electricity must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Identifying and prioritizing essential services that may require restoration as a result of an emergency or disaster
6. Restoration of electrical power to the affected area
7. Coordinating response with businesses and industries affected by the emergency
8. Planning alternate electrical supply
9. Provision of vehicles and staffing as required
10. Set up temporary supply to evacuation assembly/reception points if required
11. Establish and maintain a departmental [unit / cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
12. Provision of any other interventions in accordance with statutory obligations and/or the dictates of the circumstances.

Durban Solid Waste [DSW]

The Head: Solid Waste must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Advising of and providing facilities for the disposal of hazardous waste
6. Advising of and providing facilities for incineration

7. Provision of refuse bags and/or skips for the collection of debris and waste from affected area
8. Maintain a schedule for waste removal from Assembly/Reception Area.
9. Establish and maintain a departmental [unit / cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
10. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.

Emergency Mobilizing and Communications Centre EMACC

The Manger: EMACC must ensure that Disaster Management Plans are compiled and maintained within the Department, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Provide and support the disaster management centre with a twenty four hour communication facility for the notification of major incidents and any subsequent communication needs as determined by internal SOPs.
6. Providing support staff from EMACC during DOC operations
7. Sourcing and mobilizing resources as required
8. Updating the FCP/EOC and DOC with relevant information
9. Maintain a comprehensive data base of senior council staff contact details and departmental standby rosters
10. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.

Parks, Recreation and Cemeteries

The Head: Parks, Recreation and Cemeteries must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plan

4. Provide a representative at the DOC if this has been activated
5. Make available facilities for emergency assembly and/or shelter of persons displaced by emergencies or disasters
6. Maintain a comprehensive list of all council halls, including contact details of contact people [key holders] and ensure the availability of halls and municipal facilities to serve as emergency public reception centres
7. Plan and assist with the management of emergency shelters, evacuation assembly points and mass care facilities for persons displaced by emergencies or disasters
8. Consider the requirements for mass burials if necessary.
9. Establish and maintain a departmental [unit / cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
10. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.

Security Management

The Head: Security Management must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Coordinating incident response with the South African Police Service and other responding Emergency and Essential Services
6. Assist with the protection of emergency responders, evacuated areas, affected communities and damaged or threatened Council properties
7. Deploy a team/s to secure the facilities which serve as Assembly/Reception Areas
8. Maintain order at these points where these points are Council owned
9. Deploy contract guards for protracted incident/s
10. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
11. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.

Safer Cities

The Head: Safer Cities must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Deploy staff to selected Reception Centre[s] and manage the Centre, assisted by staff from Health, EMRS, SAPS, Parks and Recreation and Security Management and Community Participation
6. In collaboration with the Health Unit, assist with support programmes for indigent persons
7. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
8. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.

Geographic Information and Policy [GIPO]

The Head: GIPO must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Ensure that adequate disaster recovery procedures for IT infrastructure and information management is undertaken
6. Supplying IT infrastructure and assets, including GIS operators and IT systems which can assist in disaster risk management
7. Establish and maintain a departmental [unit / cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of

their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center

8. Provision of any other interventions in accordance with statutory obligations and/or the dictates of the circumstances.

Development Planning, Environment and Management Unit

The Head: Development Planning, Environment and Management must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Ensure that risk reduction and mitigation principles are applied as part of the environmental input into all development projects, including the identification of possible environmental disasters
5. Include the reduction of natural disasters as an element in environmental education programmes
6. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Center
7. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances

Housing

The Head: Housing must ensure that Disaster Management Plans are compiled and maintained within the Unit, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to support disaster risk reduction

2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Coordinate the provision of temporary shelter where Community Halls are unavailable to house displaced persons
6. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Centre
7. Provision of any other interventions in accordance with statutory obligations and/or the dictates of the circumstances

Treasury

The DCM: Finance must ensure that Disaster Management Plans are compiled and maintained within the Cluster/Units, with specific reference to the following:

1. Compilation of pro-active departmental disaster risk management programmes to   support disaster risk reduction
2. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency / disaster situations
3. Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans
4. Provide a representative at the DOC if this has been activated
5. Have available funds to cover all costs that may be incurred as a result of a major emergency or disaster occurring
6. Review the requirements for emergency procurement where such procurement cannot follow the normal SCM procurement procedures.
7. Develop a process that will allow the DOC and municipal departments to access emergency funding
8. Establish and maintain a departmental [unit/cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include   the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called   into session. This database must be forwarded to the Head of the Municipal Disaster Management Centre
9. Provision of any other interventions in accordance with statutory obligations and / or the dictates of the circumstances.

PLAN REVIEW

This plan will be reviewed on an annual basis. The annual review is based on changing circumstances and ongoing developments which will inform the review process.

The primary factors driving ongoing developments and consequently the necessity to update and review this plan are:

- This plan directs council departments [Clusters and Units] to compile departmental disaster management plans and submit these to the Head of Disaster Management
- Each council department is required to establish and maintain a departmental [unit / cluster] staff resources database consisting of all staff in managerial positions, their post designations, description of their areas of responsibility and contact details. This database must include the names of all Heads, Deputy Heads and Senior Managers who would be required to represent their departments at the DOC when activated and called into session. This database must be forwarded to the Head of the Municipal Disaster Management Centre
- The Disaster Management Advisory Forum and Technical Task Teams as detailed in this plan must be supported at a political and corporate executive level, and be integrated as a functioning Forum
- The city wide risk assessment commissioned to commence in 2012 will provide scientific and community based information on risk profile and inform disaster risk reduction strategies.

ETHEKWINI MUNICIPALITY

DISASTER MANAGEMENT

FRAMEWORK

Adopted By: EXCO September 2009

ETHEKWINI MUNICIPALITY

DISASTER MANAGEMENT FRAMEWORK

ABBREVIATIONS/ACRONYMS

DMAF: Disaster Management Advisory Forum.
EM: Ethekwini Municipality.
IDP: Integrated Development Program.
KPA: Key Performance Area.
MDMC: Municipal Disaster Management Centre.
MDMF: Municipal Disaster Management Framework.
NDMC: National Disaster Management Centre.
NDMF: National Disaster Management Framework.
NQF: National Qualifications Framework.
PDMC: Provincial Disaster Management Centre.
SAQA: South African Qualification Authority.
SOP: Standard Operating Procedures.

Notes:

1. Terminology:

Disaster risk reduction –the preferred term "disaster risk reduction" is used in this framework as it refers to all the elements necessary to minimise vulnerabilities and disaster risks throughout society. It includes the core risk reduction principles of prevention, mitigation and preparedness.

2. Performance Measurement:

Elements reflected under the tabulated heading "performance measurement" denote goals to be achieved in order to claim successful implementation of that element.

INTRODUCTION

There has been recognition of the need for legislative reform relative to managing disasters as reflected in an extensive stakeholder consultative process between 1997 and 2002.

This resulted in the formulation of the Green and White Papers on Disaster Management and the subsequent promulgation of the Disaster Management Act No. 57 of 2002. (1 April 2004 for National and Provincial Government and 1 July 2004 for Municipalities).

The Act recognizes the spectrum of opportunities to avoid and reduce disaster-related losses through concerted efforts of all spheres of government, civil society and the private sector. It also endorses the need for uniformity of approach amongst the diversity of role players and partners.

To foster consistency across multiple interest groups, the Act calls for the development of a National Disaster Management Framework (NDMF) (gazette on 29 April 2005) "to provide a coherent, transparent and inclusive policy on disaster management appropriate for the republic as a whole".

The NDMF is the legal instrument specified by the Act to give consistency and direction of effort. It also informs the subsequent development of provincial and municipal disaster management frameworks and plans guiding actions in all spheres of government.

In compliance with the Act, the Ethekwini Municipality has compiled a Disaster Management Framework, as set out below which is consistent with that of National Government.

The Framework is based on the nationally accepted four key performance areas (KPA) each of which is underpinned by three "enablers" that facilitate a consistent approach to the function.

KPAs
- Integrated institutional capacity for disaster risk management.
- Disaster risk assessment.
- Disaster risk reduction.
- Response and recovery.

Enablers
- Information management and communication.
- Education, training, public awareness and research.
- Funding arrangements for disaster risk management.

In order to reach and maintain appropriate performance levels, various criteria have been identified against which functionality can be measured as indicated in the tables reflected hereunder.

KEY PERFORMANCE AREAS

Key performance area 1 (Integrated institutional capacity for disaster risk management) focuses on establishing the necessary institutional arrangements for implementing disaster risk management within the national, provincial and municipal spheres of government. It specifically addresses the application of the principal of co-operative governance for the purposes of disaster risk management. It also emphasizes the involvement of all stakeholders in strengthening the capabilities of national, provincial and municipal organs of state to reduce the likelihood and severity of disasters.

KPA 1 describes the processes and mechanisms for establishing co-operative arrangements with pertinent agencies within the Municipal area, surrounding Municipalities and the Provincial Disaster Management Centre.

Imperatives	Performance Measurement
1.1 Arrangements for the development and adoption of integrated disaster risk management policy.	a. A Municipal Disaster Management Committee is established.
	b. An appropriate policy making process is implemented.
1.2 Arrangements for integrated direction and implementation of disaster risk policy.	a. The disaster management function is suitably located within the eThekwini Municipality's (EM) hierarchy.
	b. A Municipal Disaster Management Centre (MDMC) is established.
	c. A job description and key performance indicators for the position of Head of the MDMC have been developed.
	d. A suitable person has been appointed as Head of the Disaster Management Centre.
	e. Roles and responsibilities for disaster risk management within EM's service units has been identified assigned and are reflected in the job descriptions of key role players.
1.3 Arrangements for stakeholder participation and the engagement of technical advice in disaster risk management planning and operations.	a. A Disaster Management Advisory Forum (DMAF) comprising key stakeholders, including political representation, is established.
	b. Disaster risk management planning is implemented by all the EM's service units and primary facilitation and co-ordination responsibilities assigned.
	c. Operational roles of service units have been determined and assigned.
	d. Mechanisms for stakeholder participation in disaster risk management planning and operations have been established and are functioning efficiently.
	e. Primary responsibilities for the facilitation and co-ordination of disaster risk management planning and implementation have been assigned.

	f. Agencies playing a supportive role in facilitating and co-coordinating disaster risk management planning and implementation have been identified and appropriate responsibilities assigned
	g. Ward structures have been established/identified and tasked with disaster risk management.
	h. Mechanisms for recruiting, training, deploying and administering volunteers are implemented.
	i. The Head of the MDMC has full participation in the IDP process.
1.4 Arrange for disaster risk management co-operation with other local, regional, national and international agencies.	a. Mechanisms have been identified and implemented to ensure the application of co-operative governance principles.
	b. Guidelines for establishing partnerships and concluding mutual assistance agreements and memoranda of understanding have been developed.
	c. Mechanisms to enable the EM to participate in local, national and international disaster risk management activities have been established.

Key performance area 2 *(Disaster risk assessment)* addresses the need for disaster risk reduction action and monitoring the effectiveness of efforts. Although the Ethekwini Municipality faces many different types of risks, disaster risk refers specifically to the likelihood of harm or loss arising from hazards or other external threats on vulnerable structures, services, areas, communities and households.

KPA 2 outlines the requirements for implementing disaster risk assessment and monitoring by all Municipal Departments, stakeholders and role players.

Imperatives	Performance Measurement
2.1 Conduct disaster risk assessments to inform disaster risk management and risk reduction policies, planning and programming.	a. The MDMC has generated a PDMC recognised standard for conducting comprehensive disaster risk assessment.
	b. The MDMC has generated guidelines for the application of a uniform risk

	assessment.
	c. The MDMC has generated a standard for assessing priority disaster risks.
	d. Disaster risk assessments have been conducted, are progressively integrated into the IDP and are reported to the PDMC and NDMC annually.
2.2 Generate a Municipal indicative disaster risk profile.	a. The EM has established mechanisms to consolidate, document, map and update information on priority disaster risks.
	b. The MDMC has established procedures to facilitate access to information on priority disaster risks.
2.3 Monitor, update and disseminate disaster risk information.	a. EM service units and other key role players and partners responsible for reducing and managing disaster risks specific to their functional areas have established clear and documented mechanisms for monitoring, assessing and updating relevant hazard and vulnerability information and for rapidly making this information available to the MDMC.
	b. The MDMC has developed mechanisms for accessing, consolidating and updating hazard, vulnerability and disaster occurrence information from partners responsible for monitoring specific risks.
	c. The MDMC has documented mechanisms for updating and disseminating disaster risk information for ongoing planning and managing of heightened risk.
	d. The MDMC has documented procedures for assessing, interpreting and disseminating early warnings for rapid and slow on-set disasters.
2.4 Conduct quality control.	a. The MDMC has undertaken technical consultation and "external" validation of disaster risk assessments prior to: 　○　The publication or dissemination of hazard, vulnerability or risk maps/reports for planning purposes. 　○　The implementation of risk reduction strategies based on such assessment results.

Key performance area 3 *(Disaster risk reduction)* introduces disaster risk management planning and implementation to inform developmentally orientated approaches, plans, programmes and projects that reduce disaster risks.

KPA 3 addresses requirements for the alignment of a disaster management framework and planning within all departments of the Municipality. It also gives particular attention to the planning for and integration of core risk reduction principles and mitigation into on-going programmes and initiatives.

Imperatives	Performance Measurement
3.1 Ensure all stakeholders compile integrated and relevant disaster risk management plans.	a. A Municipal Disaster Management Framework (MDMF), consistent with National and Provincial Frameworks, is developed and submitted to Council for ratification.
	b. Disaster risk management planning guidelines consistent with those of the NDMC and PDMC have been developed and disseminated.
	c. All relevant role players have submitted disaster risk management plans to the MDMC.
	d. Stakeholders revise and submit their disaster risk management plans to the MDMC on a two-yearly basis.
	e. The EM disaster management framework is revised two-yearly and annual reports are submitted to the PDMC.
3.2 Determine priority disaster risks, areas and communities.	a. The EM has identified and mapped priority disaster risks in its area of jurisdiction.
	b. The EM has identified and mapped vulnerable areas, communities and households.
	c. Initiatives focused on priority risk reduction have been identified and implemented.
3.3 Scope and develop disaster risk reduction plans, projects and programmes.	a. The MDMC has documented and disseminated case studies and lessons learnt regarding risk reduction measures.
3.4 Include disaster risk reduction efforts into strategic integrating structures and processes.	a. Mechanisms exist to disseminate pilot studies and research project information on cost effective, sustainable risk reduction efforts.
	b. Risk related information informs spatial development frameworks.
	c. Risk reduction related projects and initiatives are included in the IDP.
	d. The EM enforces regulations, by-laws

	and standards that direct and encourage risk avoidance behaviour and annually reports such actions to the PDMC and NDMC.
3.5 Implement and monitor disaster risk reduction programs and initiatives.	a. The EM and other key role players have implemented disaster risk reduction programs, projects and initiatives.
	b. Measurable loss reductions from small, medium and large-scale incidents or disasters have been recorded.
	c. A measurable reduction in social relief in disaster prone, economically vulnerable communities is recorded.
	d. The MDMC has facilitated the generation and dissemination of best practice guidelines for risk reduction.
	e. The EM's progressive application of disaster risk reduction techniques is evident and is reported to the PDMC and NDMC annually.

Key performance area 4 *(Response and recovery)* presents implementing priorities concerned with response, recovery and rehabilitation. KPA 4 addresses requirements in the Act for an integrated and co-ordinated policy that focuses on rapid and effective response to disaster and post-disaster recovery. In the event of a disaster threatening or occurring, it is imperative that no confusion exists regarding which agencies are involved, their roles and responsibilities and what procedures should be followed.

KPA 4 describes those measures necessary to ensure effective response, recovery and rehabilitation planning.

Imperatives	Performance Measurement
4.1 Identify and implement mechanisms for the dissemination of early warnings.	a. Effective and appropriate early warnings have been developed and implemented and the information communicated to stakeholders to enable suitable responses.
4.2 Create guidelines and mechanisms for assessing, classifying, declaring and reviewing disasters.	a. Guidelines, methods and templates for assessing and costing significant events or disasters have been developed.
	b. Methods for rapidly classifying disasters and declaring states of disasters have been developed.
	c. Mechanisms for conducting disaster reviews and assessments have been implemented.
	d. Reviews and research reports on significant events and trends are routinely circulated amongst stakeholders and submitted to the PDMC and NDMC.

	e. Review reports on actual disasters are disseminated to stakeholders.
4.3 Integrate response and recovery efforts.	a. Government agencies that bear primary accountability for contingency planning and co-ordination of actions relative to known hazards have been identified and responsibilities assigned.
	b. Stakeholders that must bear secondary accountability for contingency planning and co-ordination of actions relative to known hazards have been identified and responsibilities assigned.
	c. Service units have developed contingency plans for known hazards.
	d. Response and recovery plans are reviewed and updated annually.
	e. Field operations guidelines for various disaster response and recovery actions have been developed and are updated annually.
	f. The EM has developed and annually reviews its response management system in terms of NDMC standards.
	g. Uncomplicated standard operating procedures (SOP), protocols and checklists have been developed.
	h. Policy and directives for the management of disaster response and recovery operations have been developed and published.
4.4 Establish standardised and regulated relief measures.	a. Policy and directives for the management of relief operations have been developed and published.
	b. Relief operations are progressively monitored and documented directives reviewed based on "lessons learnt".
4.5 Integrate rehabilitation and reconstruction projects with developmental initiatives.	a. Teams to deal with post-disaster rehabilitation and reconstruction actions have been established and operate effectively.
	b. Mechanisms to monitor rehabilitation and reconstruction projects have been established and progress reports are submitted to the PDMC and NDMC.

ENABLERS

Enabler 1 *(Information management and communication)* focuses on priorities related to the establishment of an integrated and comprehensive information management and communication system for disaster risk management. More specifically, it addresses the information and communication requirements of each KPA and Enablers 2 and 3 and emphasises the need to establish integrated communications links with all disaster management role players in the national, provincial and municipal spheres of government.

Imperative	Performance measurement
5.1 Identify data needs and data sources.	a. The MDMC has defined its data needs.
	b. The MDMC has identified its data sources.
	c. Methodologies for data capture and maintenance have been developed and implemented.
	d. Responsibilities of various data custodians have been assigned.
	e. Agreements have been negotiated with data custodians to ensure availability, quality, reliability and currency.
5.2 Ensure that the information management and communications systems support the key performance areas and imperatives of the MDMF.	a. An integrated information management and communication system has been designed and implemented to support: ◦ Integrated institutional capacity. ◦ Disaster risk assessment. ◦ Disaster risk reduction programs and plans. ◦ Response and recovery operations. ◦ Education, training, public awareness and research. ◦ Funding mechanisms and financial controls.
5.3 Identify and incorporate additional functionality into the design of the information management and communication systems for disaster risk management.	a. A uniform, document management system has been developed and is used by all role players.
	b. A comprehensive, uniform and easily updated resource and capacity database has been developed and is used by all role players.
	c. A modelling and simulation application has been developed and is used by all role players.
	d. An integrated monitoring and evaluation system has been developed and is used

	by all role players.
	e. A uniform program and project management tool has been developed and used by all role players involved in disaster risk management functions.
	f. A quality management system has been developed and the responsibility for its administration has been assigned to designated individuals in each of the EM service units.
5.4 Develop an integrated information management and communications system for disaster risk management.	a. A disaster risk management information and communications system encompassing all service units in the EM has been developed.
	b. The disaster risk management information and communications system supports the key performance areas and enablers in all service units in the EM.
	c. The EM's information management and communications systems are compatible with that of the PDMC and NDMC.
5.5 Promote a culture of risk avoidance; establish sound media relations and foster awareness.	a. Information dissemination programs and channels of communications amongst all spheres of government, organs of state, communities and the media have been established.
	b. Disaster risk management information is easily accessible for all at no additional charge.

Enabler 2 *(Education, training, public awareness and research)* addresses disaster risk management priorities in education, training, public awareness and research. It describes mechanisms for the development of education and training programmes for disaster risk management and associated professions and the incorporation of relevant aspects of disaster risk management in primary and secondary school curricula.

It outlines requirements to promote and support a broad-based culture of risk avoidance through strengthened public awareness and responsibility. It also discusses priorities and mechanisms for supporting and developing a coherent and collaborative disaster risk research agenda.

Imperative	Performance measurement
6.1 Assess education, training and research needs and evaluate resources available.	a. The EM has participated in a scientific provincial education, training and research needs and resources analysis within two years of the implementation of the NDMF.
	b. The education, training and research needs and resources analysis serves as the foundation of a local disaster risk management education and training framework that is cognisant of local circumstances.
6.2 Design disaster risk management education programs in keeping with a needs analysis, national/provincial education framework dictates and SAQA and NQF requirements.	a. A local education and training framework has been developed and directs the implementation of disaster risk management tutelage in the EM.
	b. All disaster risk management education and training standards and qualifications comply with the SAQA Act (58 of 1995) and NQF guidelines.
	c. A technical advisory body has been established.
	d. A system has been established to ensure that all education and training providers are registered and accredited.
	e. Disaster risk management learnerships have been developed and are implemented.
	f. Community based disaster risk management training, aligned with national standards is implemented.
6.3 Design disaster risk management education and training programs that form part of the formal education system. Ensure that these are aligned with the national/provincial education/training framework and are in keeping with SAQA and NQF dictates.	a. Curricula for various National Qualifications Framework levels within different disciplines have been developed and applied in line with needs and resources analyses.

	b. Appropriate aspects of disaster risk management are included in the curricula of tertiary disciplines and relevant secondary and primary school programs.
	c. Quality, professional courses, workshops, seminars and conferences are presented to focus on a multidisciplinary approach to disaster risk management.
	d. Approved service providers that offer recognised education, training, services and products have been registered.
	e. Qualified facilitators, instructors and presenters have been accredited.
	f. A suitable person has been appointed/nominated to assure education and training quality.
6.4 Promote a culture of risk avoidance, develop good media relations and create risk awareness.	a. An integrated public awareness strategy based on an indicative disaster risk profile has been developed and implemented.
	b. Disaster risk management awareness programs are focused on disaster risk reduction.
	c. Disaster risk management is promoted at schools and in vulnerable communities.
	d. Disaster risk management awareness and risk avoidance behaviour is integrated into the day-to-day activities of all stakeholders.
	e. Media reports reflect a balanced coverage of hazards, disasters and disaster risk management matters.
	f. Articles on disaster risk management are regularly published in the media.
	g. Good media relations have been established and maintained.
	h. Disaster risk reduction is included as a standard agenda item at executive meetings of all role players and stakeholders.
6.5 Establish research programs and information advisory services.	a. A strategic disaster risk research program has been established.
	b. Research institutions participate in an organised program.
	c. Policy matters and scientific research are linked (evidence based policy and policy orientated research).
	d. Regional and international exchange, co-operation and networking occur on a regular basis.

	e. Disaster risk management research contributes to technological development.
	f. All stakeholders have access to a comprehensive research database.
	g. All stakeholders have access to a comprehensive advisory service.

Enabler 3 (Funding arrangements for disaster risk management) sets out the mechanisms for the funding of disaster risk management in the eThekwini Municipality.

Imperative	Performance measurement
7.1 Determine funding arrangements for the establishment of institutional arrangements, and establishing information management and communications systems.	a. The costs relating to the minimum requirements for the MDMC have been calculated.
	b. Conditional MDMC "start up" grants from the PDMC have been allocated.
	c. Conditions for access to grant funding are based on guidelines by the PDMC on minimum infrastructure requirements for the disaster management centre.
	d. Expenses associated with the MDMC's tasks and responsibilities have been calculated and the estimates inform the EM budget.
	e. Budgetary provision has been made for all service unit priority risk reduction projects.
	f. The MDMC has rapid access to emergency funds in case of a local disaster.
	g. Risk monitoring processes are integrated with routine departmental reporting cycles.
7.2 Provide funding for a comprehensive disaster risk assessment.	a. Disaster risk assessment costs are included in all EM service unit budgets.
	b. The costs for disaster risk assessments are included in the Municipal conditional grant.
7.3 Provide funding for disaster risk reduction.	a. The budgets of all EM's service units reflect routine risk reduction measures and activities.
	b. Capital project feasibility studies draw information from disaster risk assessments and risk reduction measures.
	c. Capital budgets clearly reflect the costs of disaster risk reduction.

	d. Preparedness actions are funded through the operating budgets of all service units.
7.4 Establish funding arrangements for disaster response and recovery.	a. The EM has established what proportion of its budget constitutes a suitable "threshold" percentage in order to obtain additional funding from the PDMC for response and recovery actions.
	b. Initial response and recovery efforts are funded through budgeted threshold allocations.
	c. Mechanisms for rapid access to disaster response funds from the PDMC have been developed.
	d. Immediate access to relief is available to all Communities affected by a significant event or disaster.
	e. Financial thresholds for rehabilitation and reconstruction funding have been determined.
	f. Rehabilitation and reconstruction efforts are funded through a combination of the EM budget, reprioritisation, threshold allocations and conditional grants.
7.5 Establish funding arrangements for disaster risk management education, training, public awareness and research.	a. Documented evidence exists to indicate an increase in expenditure on accredited education and training programs.
	b. Costs incurred for accredited education and training are recovered from the relevant Sector Education and Training Authority.
	c. The Municipal Systems Improvement Grant also caters for disaster risk management education and training programs.
	d. Where appropriate, all service units have made financial provision for integrated public awareness programs.
	e. The EM has established partnerships with NGOs and CBOs for funding public awareness projects and programs.
	f. Funds are available from private and public agencies, research foundations and NGOs to cover research projects.

Adopted by: EXCO: September 2009.