

**AGENDA of the
Portfolio Committee : Protection Services, Economic Development & Tourism
21 August 2018
(Also the agenda for the Mayoral Committee Meeting : 29 August 2018)**

**2.
REVIEW OF DISASTER MANAGEMENT POLICY**

2/B

**N J Michaels
23 July 2018**

(028) 313 8054

Corporate Head Office

1. Executive Summary

The purpose of the report is to present to council a Disaster Management Policy aimed to identify, reduce or prevent disasters from happening and lesson or minimise the impacts of disasters that are inevitable.

2. Service Delivery and Budget Implementation Plan - IGNITE

Directorate: Protection and Security Services
Protection and Security Services

3. Compliance with Strategic Priorities

Provision of democratic, accountable and ethical governance
Provision and maintenance of municipal services
Creation and maintenance of a safe and healthy environment

4. Delegated Authority

None

5. Legal Requirements

Constitution of the Republic of South Africa, 1996
Disaster Management Act No 57 of 2002
Fire Brigade Services Act No 99 of 1987
Local Government: Municipal Systems Act No 32 of 2000
Local Government: Municipal Structures Act 117 of 1998
Community Fire Safety By-law, P.N. 6454/2007
Services Delivery and Budget Implementation Plan SDBIP 2017/18
By-laws of the Overstrand Municipality

6. Background/Discussion/Evaluation/Conclusion

Background

In accordance with the provision of the Constitution of the Republic of South Africa, 1996, the Overstrand Municipality is responsible to promote a safe and

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healthy environment for all communities, investors and visitors within its boundaries.

The Disaster Management Act provides for an integrated and coordinated Disaster Management Policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post-disaster recovery.

The Disaster Management Policy will be used as a guideline to help with planning and executing the disaster management operations in an integrated manner. This policy will also improve the coordination of municipal resources through the assistance of line function management and also assist with coordination and facilitation of District or Provincial resources and / or other resources.

It places emphasis on measures that reduce the vulnerability of disaster prone areas, communities and households.

It furthermore seeks to develop a system of incentives that will promote disaster management in the Municipality through:

- a) Identifying the areas, communities and households that are at risk;
- b) Taking into account indigenous knowledge relating to disaster management;
- c) Promoting Disaster Management research;
- d) Identifying and addressing weaknesses in the capacity to deal with possible disasters;
- e) Providing for approximate prevention and mitigation strategies;
- f) Facilitating maximum prevention and mitigation strategies;
- g) Assisting in the development of contingency plans and emergency procedures in the event of disaster, providing for:
 - i. The allocation or responsibilities to the various role players and coordination in the execution of those responsibilities;
 - ii. Prompt disaster response and relief;
 - iii. Procurement of essential goods, equipment and services;
 - iv. Establishment of strategic communication links; and
 - v. Dissemination of information.

Discussion

With this policy, all role players will understand their role, and better coordination of all Disaster Management related activities will be of benefit.

The building of institutional capacity within the Overstrand Municipality will lead to better disaster risk reduction initiatives which will ensure safer and more resilient communities. This will also assist the municipality in improving its

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emergency preparedness for its area of jurisdiction and especially in its vulnerable communities. Overstrand Municipality will also ensure appropriate response by relevant services to emergency and disasters.

7. Financial Implications

None

8. Staff Implications

None

9. Comments from other Departments, Divisions and Administrations

None

10. Annexures

Annexure A: Overstrand Disaster Management Policy

RECOMMENDATION TO THE COUNCIL:

that the Disaster Management Policy be **noted**.

RESPONSIBLE OFFICIAL :

L SMITH

TARGET DATE FOR IMPLEMENTATION :

29 AUGUST 2018

**AGENDA of the
Portfolio Committee: Protection Services, Economic Development & Tourism
22 August 2018
(Also the agenda for the Mayoral Committee Meeting: 29 August 2018)**

**2.
REVIEW OF DISASTER MANAGEMENT POLICY**

2/B

N J Michales

(028) 313 8054

Corporate Head Office

23 July 2018

**THIS MATTER SERVED BEFORE THE JOINT PORTFOLIO COMMITTEE ON
22 AUGUST 2018, WHICH COMMITTEE RECOMMENDED AS FOLLOWS:**

RECOMMENDATION TO THE COUNCIL:

that the Disaster Management Policy be **noted**.

RESPONSIBLE OFFICIAL :

L SMITH

TARGET DATE FOR IMPLEMENTATION :

29 AUGUST 2018



Overstrand Municipality

Disaster Management Policy

June 2018

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1. DEFINITIONS

Disaster	A progressive or sudden, widespread or localized, natural or human-caused occurrence which causes or threatens to cause death, injury or disease, damage to property, infrastructure or the environment; or disruption of a community; and is of a magnitude that exceeds the ability of those affected to cope using only their own resources
Disaster Risk Management	The systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards
Emergency Operations Centres (EOCs)	The Emergency Operations Centre is the physical location at which the coordination of information and resources takes place to support incident management activities. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services).
Early Warning System	The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss. A people-centred early warning system necessarily comprises four key elements: knowledge of the risks; monitoring, analysis and forecasting of the hazards; communication or dissemination of alerts and warnings; and local capabilities to respond to the warnings received.
Hazard	A Hazard can be a potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydro meteorological and biological) or induced by human processes (environmental degradation and technological hazards). Hazards can be single, sequential or combined in their origin and effects. Each hazard is characterised by its location, intensity, frequency and probability.

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Incident Command Post (ICP) The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities.

Incident Commander (IC) The Incident Commander is an individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site

Incident Command System (ICS) A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Risk The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazards and vulnerable conditions

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

EOC	Emergency Operations Centre
ICP	Incident Command Post
IC	Incident Commander
ICS	Incident Command System
IDP	Integrated Development Plan
JOC	Joint Operation Centre
SAPS	South African Police Services
PDMC	Provincial Disaster Management Centre
NDMC	National Disaster Management Centre

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2. INTRODUCTION

The approach to disasters and therefore disaster management in South Africa has changed and are aligned with international trends. This was accomplished by adopting measures to reduce or prevent the risk of disasters by integrating risk reduction strategies into future development project or plans (closing the gap between development and disasters) in order to create resilient communities rather than dealing with disasters once it occurred. The Disaster Management Act, Act No. 57 of 2002 (hereafter referred to as the Act), provides for an integrated and co-ordinated Disaster Management Policy that focuses on preventing and reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post disaster recovery.

The Overstrand Disaster Management Policy must be read in conjunction with the Act, National and Provincial Disaster Management Frameworks of 2005 respectively as well as the Overberg District Municipality Framework. The policy allows for the establishment of disaster management organisational structures and capability at municipal level.

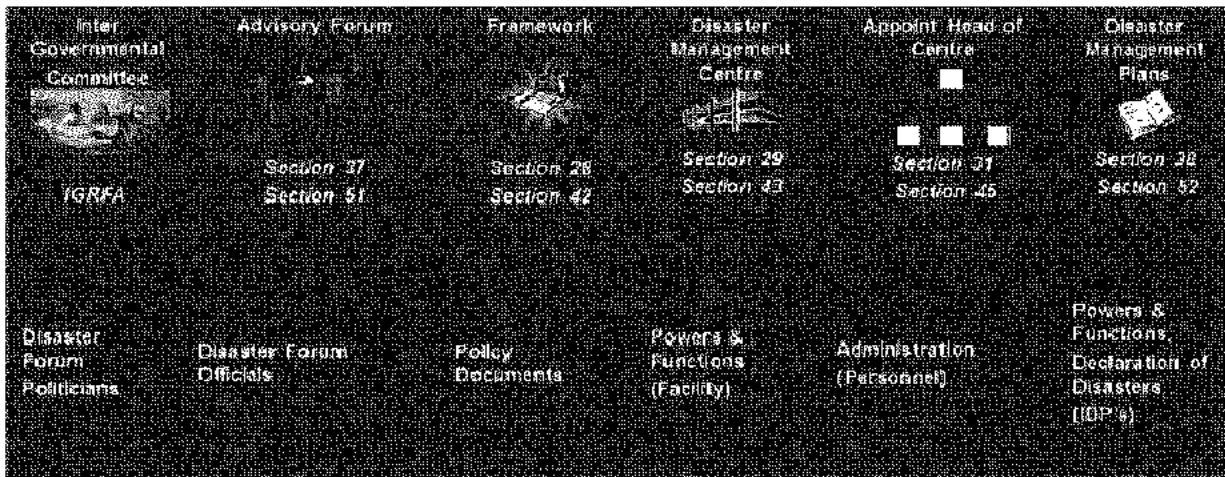


Figure 1: Six Focal Areas of Disaster Management.

Disaster management is a continuous and integrated multi-sectoral and -disciplinary process of planning and implementation of measures aimed at prevention of, mitigation and preparedness for and recovery after a disaster.

This policy tends to establish a disaster management culture, which focuses on risk reduction and prevention, mitigation, response and recovery. This will require a dedicated effort by all directorates and all its members to develop a proactive stance towards risk reduction and a proactive disaster management culture.

What is required is an institutionalised practise of communication, consultation and collaboration that will bring together the many important stakeholders involved in order to achieve a disaster management best practice methodology.

Top management support and Disaster Management leadership in the Overstrand will set the context for the successful institutionalisation of appropriate integrated disaster management in the Overstrand Municipality.

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3. LEGAL REQUIREMENTS

- 3.1 The Act as well as the Disaster Management Framework of 2005 is very prescriptive with regards to the implementation of the disaster management function.
- 3.2 The Act requires, among others, that the municipality:
- 3.2.1 prepare a disaster management plan for its area
 - 3.2.2 co-ordinate the implementation of the plan with other role players
 - 3.2.3 regularly review and update the plan
 - 3.2.4 consult the local community on the preparation or amendment of the plan
 - 3.2.5 integrate their disaster management plan with their IDP
- 3.3 Local municipalities within the area of the district municipality must prepare their disaster management plans after consulting each other
- 3.4 The Overstrand Municipality Disaster Management Plan must be prepared and executed in line with the National-, Western Cape Provincial- and Overberg District Municipal Disaster Management Frameworks.
- 3.5 A copy of the plan and any amendments must be submitted to the Disaster Management Centres of Overberg District Municipality and Western Cape Province.

4. VISION

The vision of disaster management in the Overstrand Municipality is to ensure a safe, secure, sustainable and resilient environment that is conducive to socio-economic growth and development.

5. PURPOSE

The purpose of disaster management is:

- 5.1 To plan and execute disaster management operations in an integrated manner
- 5.2 To co-ordinate municipal resources through the assistance of line-function management.
- 5.3 To assist with the co-ordination and facilitation of district or provincial resources and/or other resources

6. AIM

Disaster management aims to identify, reduce or prevent disasters from happening and soften the impacts of disasters that are inevitable.

7. OBJECTIVES

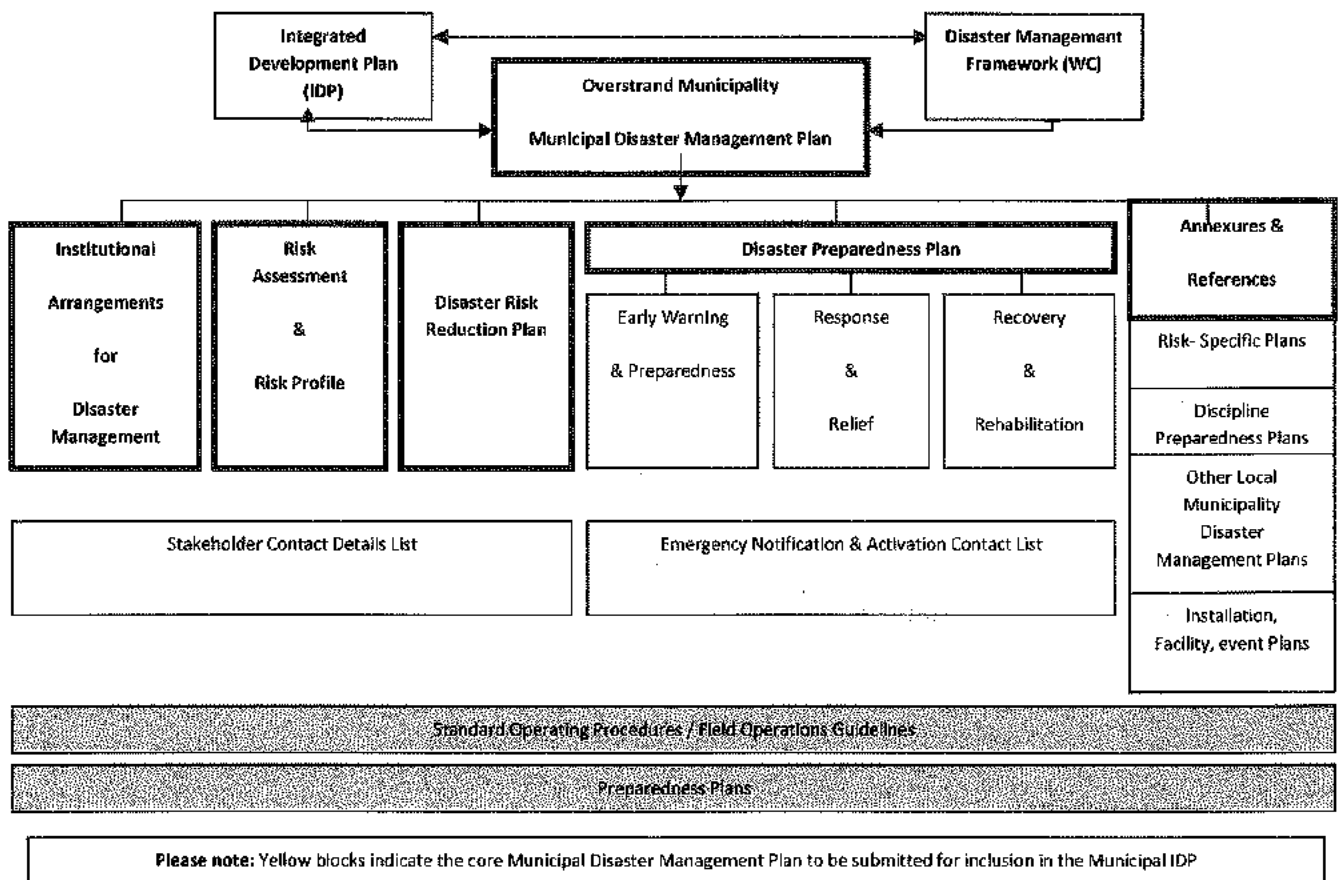
The Objectives of this policy is to co-ordinate the following functions:

- 7.1 Building of institutional capacity within the Overstrand Municipality;
- 7.2 Perform disaster risk reduction initiatives to ensure safer and resilient communities;

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- 7.3 Ensure implementation of community safety programs and campaigns to promote safe resilient sustainable communities;
- 7.4 Establishing of efficient and timely early warning systems;
- 7.5 Improving of emergency preparedness in vulnerable communities; and
- 7.6 Ensure appropriate response by relevant services to emergencies and disasters within the Overstrand Municipality.

8. STRUCTURE OF THE OVERSTRAND DISASTER MANAGEMENT PLAN



9. DIRECTIVES

- 9.1 The responsibility for reducing disaster risk, preparing for disasters, and responding to disasters is shared among:
 - 9.1.1 All departments and employees of Overstrand Municipality;
 - 9.1.2 Overberg District Municipality;
 - 9.1.3 Neighbouring local municipalities within the Overberg District;

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- 9.1.4 All provincial and national organs of state operating within the borders of Overstrand;
- 9.1.5 All sectors of society within the municipality; and
- 9.1.6 All the residents of Overstrand.
- 9.2 Although the Directorate: Protection Services of the Overstrand Municipality is assigned with the disaster management function to direct and facilitate the disaster management process, it cannot perform the entire spectrum of disaster risk management activities on its own and therefore directives will be developed for all directorates.
- 9.3 The Chief: Fire & Disaster Management of Overstrand Municipality is responsible to direct and facilitate the disaster risk management process. However it should be noted that disaster management is not a line function, but an advisory coordination function.
- 9.4 Disaster risk management is everybody's responsibility and forms part of everyday activities. It is required that each Director be the nodal point for disaster management activities in that particular directorate. This directive will subsequently form part of their performance level agreement.
- 9.5 The disaster management activities performed within departments will include participating in disaster risk reduction strategies as well as preparedness and response.
- 9.6 The Chief: Fire & Disaster Management of Overstrand will quarterly update contact details of responsible directors and managers to ensure that the information in the Disaster Management Plan remains current.

10. APPROACH TO DISASTER MANAGEMENT

Overstrand Municipality will make use of early warning systems; strategic direction, command and control systems; risk assessment and risk reduction systems; education, training and awareness systems; response and recovery systems. The planning and execution of disaster management operations in the Overstrand area will be through its Emergency Operation Centre (EOC), Joint Operation Centre (JOC) or Incident Command Post (ICP) in an effort to optimise risk reduction efforts and ensure rapid response and recovery, as well as all related activities ensuing from such disasters.

10.1 Risk reduction project teams

A multi-disciplinary project team will be convened to address and reduce a specific disaster risk. It will be co-ordinated by the primary role-player for that risk and supported by Disaster Management. The primary role-players for specific disaster risks, in collaboration with the Overstrand: Chief Fire & Disaster Manager will establish and manage risk-reduction project teams as required or requested.

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10.2 Preparedness planning groups

A multi-disciplinary planning group will be convened to ensure a high level of preparedness for a specific disaster risk. It will be co-ordinated by the primary role-player for the risk and supported by Overstrand Disaster Management.

10.3 Joint response & relief management teams

These teams, normally flowing from a preparedness planning group, are multi-disciplinary teams that will be mobilised to deal with the immediate response & relief required during or immediately after major incidents /disasters. Response and relief teams will convene in the Emergency Operation Centre (EOC), Joint Operation Centre (JOC) or Incident Command Post (ICP).

10.4 Recovery and rehabilitation project teams

Project teams will be convened to manage recovery and rehabilitation after disasters /major incidents, on a project management basis. Disaster recovery and rehabilitation must focus on risk elimination or mitigation. Departments who are responsible for the maintenance of specific infrastructure are responsible for the repair or replacement of such infrastructure after disasters.

10.5 The Municipality will assist in emergencies when 3 or more households are affected.**11. DEPARTMENTAL RESPONSIBILITIES**

Departments must be responsible for specific hazards and disaster risks as a result of their core operating function.

Where a department has primary responsibility for a specific hazard, the department must play a guiding role in managing the risk for that specific hazard: The department will have to lead risk reduction as well as preparedness activities due to its expertise in the field.

Overstrand Disaster Management can support such a department with advice, information, facilitation and coordination. The Chief Fire & Disaster Management will attend any relevant meetings as requested for the identification of disaster management mitigation projects and inputs.

11.1 Departmental Planning Groups

Planning groups must be established within directorates to deal with internal disaster management issues such as the compilation of departmental and contingency plans for facilities and services of the department. It is envisaged that the Director of the department with its nodal point establish these planning groups.

11.2 Assignment of responsibility to deal with specific disaster risks

Departments that are responsible for specific services in normal conditions will remain responsible for such services during disasters e.g. the engineering dept responsible for water or sewerage will remain responsible for such service during disasters.

The declaration of a state of disaster and the coordination instituted during disasters does not absolve any agency of its assigned responsibilities.

12. OVERBERG DISTRICT MUNICIPALITY DISASTER MANAGEMENT ADVISORY FORUM

Overberg District Municipality has established a Disaster Management Advisory Forum as prescribed by section 51 of the Act. Meetings take place at least twice a year or as required. The main function of the District Municipality's Forum is to co-ordinate all disaster related matters in the Overberg region

13. OVERSTRAND MUNICIPAL DISASTER MANAGEMENT ADVISORY FORUM

Overstrand Municipality will establish a disaster management advisory forum to coordinate strategic issues related to disasters in the Overstrand Municipal area. This forum will comprise of the following functionaries:

13.1 Municipal:-

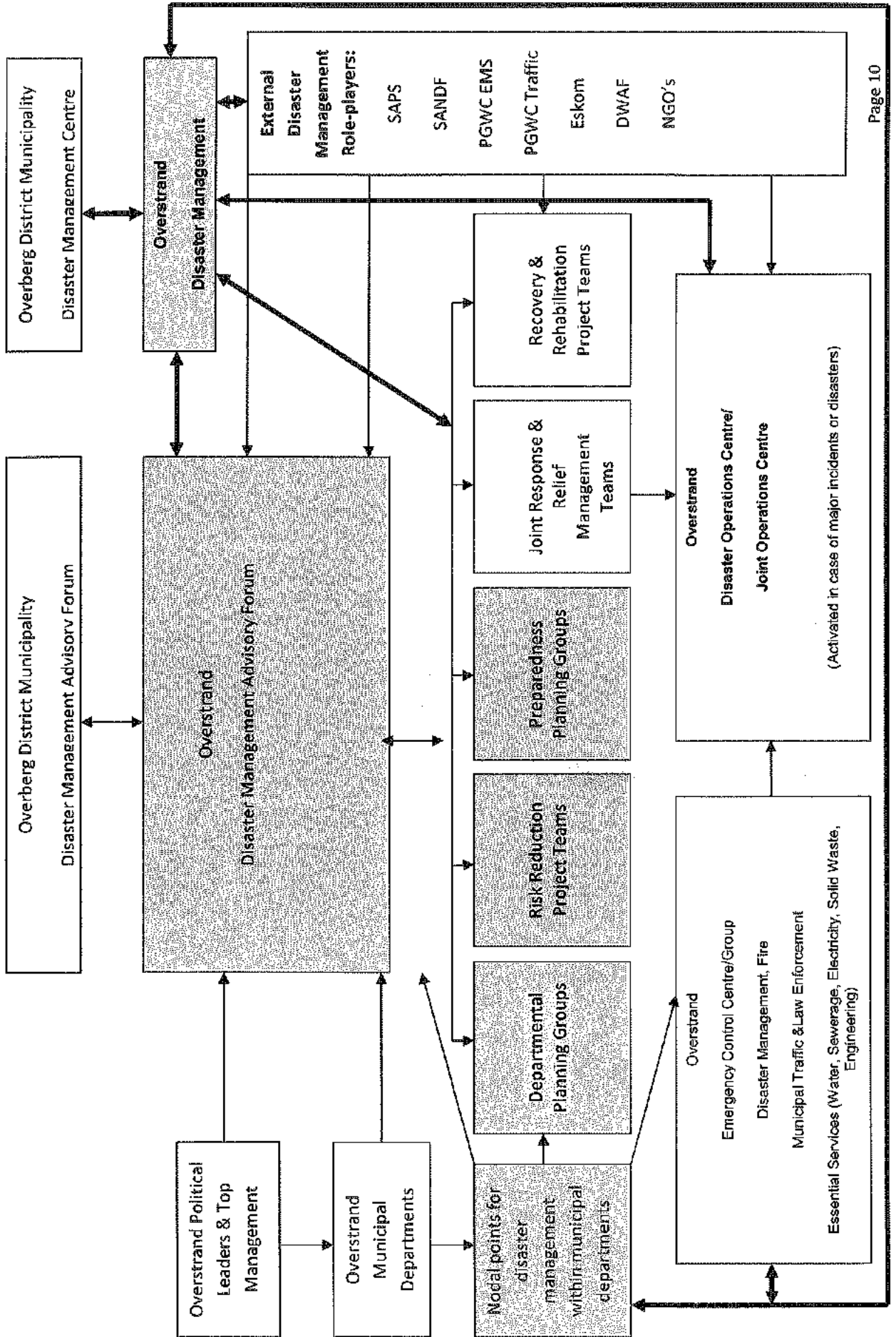
Municipal Manager
 Internal Auditor
 Director Protection Services
 Director Finance
 Director Management Services
 Director Infrastructure and Planning
 Director Local Economic Development, Tourism and Social Development
 Director Community Services
 Executive Mayor
 Councillors
 Chief: Traffic and Law Enforcement Services
 Chief: Fire & Disaster Management: Fire and Emergency Services
 Senior Disaster Management Official

13.2 External entities:-

Local Hospitals
 Local Clinics
 Provincial Government: Western Cape: Disaster Management
 Provincial Government: Western Cape: Emergency Medical Services
 Provincial Government: Western Cape: Traffic Control
 Provincial Government: Western Cape: Social Services
 Provincial Government: Western Cape: Community Safety
 South African Police Service (SAPS)
 Ward Committees
 Businesses
 Animal Welfare Societies
 Churches
 Non-governmental Organisations

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OVERSTRAND: CORPORATE DISASTER MANAGEMENT STRUCTURE



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14. DISASTER INCIDENT OCCURRENCE

As soon as the incident is reported to Overstrand emergency control room, the emergency control room will inform the various line functions (Disaster Management, Fire Department, Traffic Department, Law Enforcement, Ambulance services and Police services) as required by emergency incident. The Chief: Fire and Disaster Management reports the incident to the Director Protection Services who will report the incident to Municipal Manager.

15. ACTIVATION OF EMERGENCY OPERATIONS CENTRE

15.1 The Chief: Fire and Disaster Management or delegated official makes the decision of activating the emergency operations room/center. Upon activation, the incident commander will initiate an incident command system or unified command. Incident commander will regularly report on the situation to the Chief: Fire & Disaster Management in order for him to be informed holistically.

15.2 All municipal departmental heads will arrange for immediate assessment of the impact the emergency had on its particular function. All municipal departmental heads or delegated officials will report to the Planning Officer at the emergency operations center on:

- 15.2.1 life and property threatening situations,
- 15.2.2 damage to infrastructure (e.g. water delivery, roadways, sewage, electricity, roads/bridges, housing, or any other industrial/commercial/institutions),
- 15.2.3 the need for auxiliary resources like specialist equipment,
- 15.2.4 assistance from non-government organizations or other organizations,
- 15.2.5 long or short term implications of the emergency on affected community, municipality or municipal services.

15.3 Information collected by the Planning Officer at the Emergency Operations Room/Centre will be disseminated to the Operational Officer for immediate emergency response or mitigation operations. The Emergency Information Officer and Media Liaison will form part of the incident command structure and must be present or represented in the emergency operations room/centre.

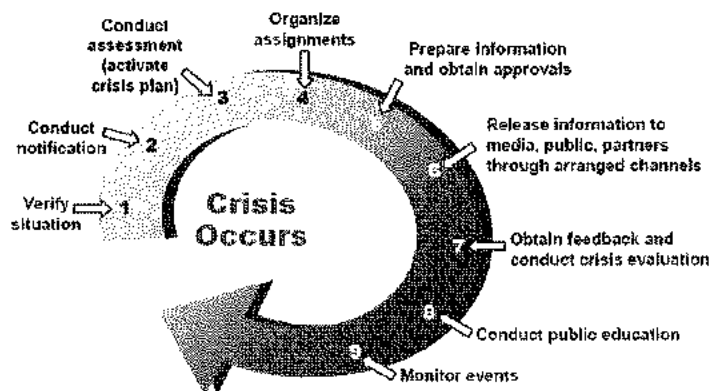
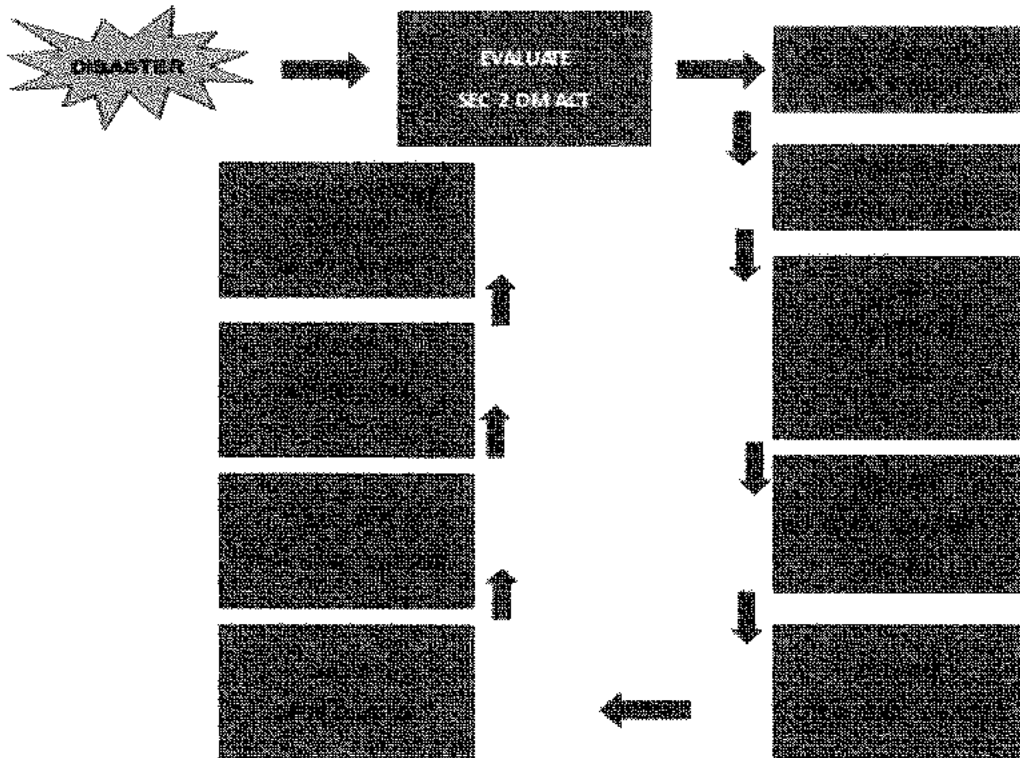


Figure2: Steps for the managing of crisis information

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16. DECLARATION OF A LOCAL STATE OF DISASTER



16.1 When a disastrous event (as per definition in the Act) occurs in the area of the municipality and the Municipal Manager regards the situation as a disaster in terms of the Act, he/she must

- Step 1:** Initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster;
- Step 2:** Alert disaster management role players in the municipal area that may be of assistance in the circumstances;
- Step 3:** Initiate the implementation of the disaster response plan or any contingency plans and emergency procedures that may be applicable in the circumstances;
- Step 4:** Inform the District, Western Cape Provincial and National Disaster Management Centres of the disaster and an initial assessment of the magnitude and severity or potential magnitude and severity of the disaster.
- Step 5:** Provincial Disaster Management Centre (PDMC) monitors the situation to determine the magnitude and severity of the damages and losses.
- Step 6:** The affected local municipality will take a council resolution w.r.t. the declaration of a local disaster.

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- Step 7:** The local municipality will submit a council resolution to their District Disaster Management Centre.
- Step 8:** If the District Disaster Management Centre supports the decision, they will forward their council resolution together with that of the local municipality to the PDMC.
- Step 9:** The PDMC will assess the situation in order to support / or not to support the request for a declaration.
- Step 10:** The PDMC will recommend or not recommend the declaration process to the Provincial Cabinet.
- Step 11:** The PDMC will submit the Cabinet recommendation to the National Disaster Management Centre (NDMC) for classification
- 16.2** Irrespective of whether a local state of disaster has been declared or not, the municipality is primarily responsible for the co-ordination and management of local disasters that occur in its area.
- 16.3** Whether or not an emergency situation is determined to exist, municipal and other agencies may take such actions under this policy as may be necessary to protect the lives and property of the inhabitants of the municipality. If a local state of disaster has been declared, the Council may make by-laws or issue directions, or authorise the issue of directions to:
- 16.3.1 Assist and protect the public;
 - 16.3.2 Provide relief to the public;
 - 16.3.3 Prevent or combat disruption; or
 - 16.3.4 Deal with the destructive and other effects of the disaster

17. DISASTER CLASSIFICATION PROCESS

- Step 1:** The NDMC will communicate the decision on the classification (i.e. local, district or provincial) to the PDMC.
- Step 2:** The PDMC to communicate the classification outcome to the District and Local Municipality.
- Step 3:** The local municipality will take responsibility for gazetting the classification.

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

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18. AMENDMENTS / UPDATES

New amendments or updates will be added to the Amendments and Updates Listing below and it is the responsibility of the individual to regularly check the currency of their Plan copy.

Proposals for amendment or additions to the text of this Plan should be forwarded to:-
 The Chief: Fire and Disaster Management,
 CFO L. Smith
 Telephone: (028) 313 5041
 E-mail: lestersmith@overstrand.gov.za

Policy Section	Fire and Disaster
Current Update	N/A
Previous Review	29 March 2017
Approved by Council	29 March 2017