

**AGENDA of the
Portfolio Committee : Protection Services
1 November 2022
(Also the agenda for the Mayoral Committee Meeting : 16 November 2022)**

**6.
REVIEW OF THE OVERSTRAND MUNICIPALITY DISASTER MANAGEMENT
POLICY**

2/B

NJ Michaels

Director: Protection Services

5 September 2022

(028) 313 8054

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 Services

Fire & Emergency Services, Disaster Management 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, No 117 of 1998
Community Fire Safety By-law, P.N. 6454/2007
Service Delivery and Budget Implementation Plan
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 the 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 and Provincial resources 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.

Discussion

With the review of this policy, all role players will understand their role and better coordinate the related activities of Disaster Management.

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 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 disasters.

7. Financial Implications

In line with the approved budget.

8. Staff Implications

None

9. Comments from other Departments, Divisions and Administrations

None

10. Annexures

Annexure A: Overstrand Municipality Disaster Management Policy

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RECOMMENDATION TO THE COUNCIL:

that the Overstrand Municipality Disaster Management Policy, **be adopted.**

RESPONSIBLE OFFICIAL :

**NJ MICHAELS
L SMITH**

TARGET DATE FOR IMPLEMENTATION :

30 NOVEMBER 2022

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Director: Protection Services

5 September 2022

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**THIS MATTER SERVED BEFORE THE PROTECTION SERVICES PORTFOLIO
COMMITTEE ON 1 NOVEMBER 2022, WHICH COMMITTEE RECOMMENDED AS
FOLLOWS:**

RECOMMENDATION TO THE COUNCIL:

that the Overstrand Municipality Disaster Management Policy, **be adopted.**

RESPONSIBLE OFFICIAL :

**NJ MICHAELS
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TARGET DATE FOR IMPLEMENTATION :

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Overstrand Municipality

Disaster Management Policy

June 2022

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1. DEFINITIONS AND ACRONYMS

Climate Change	<p>Official Definition Of Climate Change</p> <p>NASA's definition of climate change says it is "a broad range of global phenomena created predominantly by burning fossil fuels, which add heat-trapping gases to Earth's atmosphere. These phenomena include the increased temperature trends described by global warming, but also encompass changes such as sea-level rise; ice mass loss in Greenland, Antarctica, the Arctic and mountain glaciers worldwide; shifts in flower/plant blooming; and extreme weather events."</p>
Clinical Case	<p>means a patient that present with clinical signs and symptoms of COVID-19</p>
Disaster	<p>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</p>
Disaster Risk Management	<p>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</p>
Emergency Operations Centres (EOCs)	<p>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).</p>
Early Warning System	<p>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.</p>

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.
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.
IDP	Integrated Development Plan
Isolation	means separating a sick individual with a contagious disease from healthy individuals
JOC	Joint Operations Centre
NDMC	National Disaster Management Centre
PDMC	Provincial Disaster Management Centre

Quarantine	means the restriction of activities or separation of a person, who was or may potentially have been exposed, to COVID-19 and who could potentially spread the disease to other non- exposed persons, to prevent the possible spread of infection or contamination to healthy individuals.
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
SAPS	South African Police Services
SRD	Social Relief Distress
Vulnerability	Means the degree to which an individual, a household. a community or an area may be adversely affected by a disaster.
Vulnerable Communities	Vulnerable Groups are defined as a part of the South African population that experience a higher risk of poverty and social exclusion than the general population. This sector requires particular effort to be made at all levels of policy planning and implementation to inform amongst other things resource allocations.

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.

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.

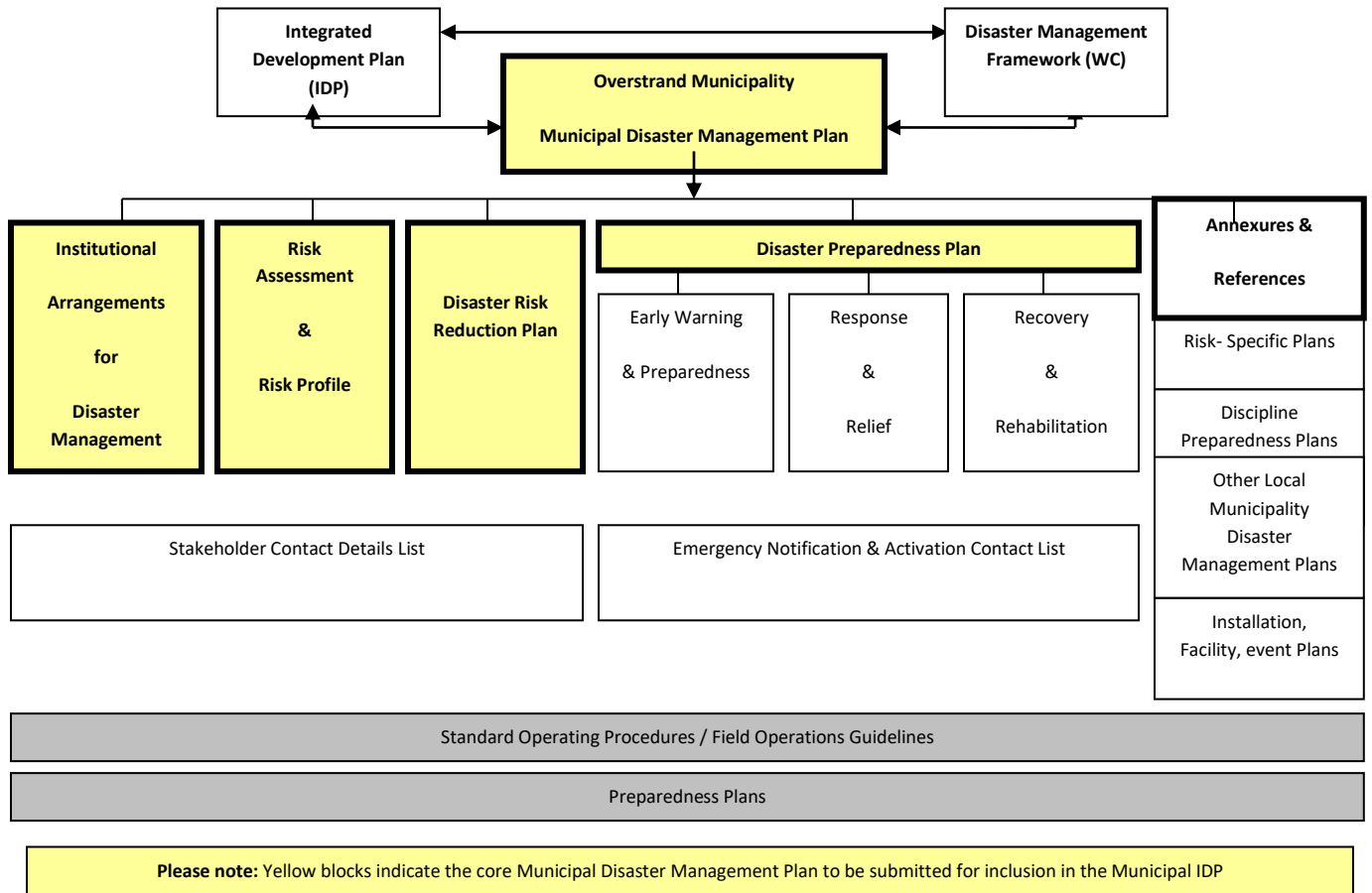
7. OBJECTIVES

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.
- 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;
 - 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 Senior Manager Fire & Emergency Services, Disaster Management and Security Services 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 Senior Manager Fire & Emergency Services, Disaster Management and Security Services 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: Senior Manager: Fire & Emergency Services, Disaster Management and Security Services will establish and manage risk-reduction project teams as required or requested.

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. The Municipality will assist in emergencies to households which are affected. The affected households must submit the necessary documentation (Identification document / an Affidavit) to the Disaster Management Office. The following items will be issue to the affected households only if and when there is stock available:

FEMALE DIGNITY PACK	MALE DIGNITY PACK	BEDDING
Face cloth	Face cloth	Mattress
Soap	Soap	Blankets
Roll on	Roll on	Pillows
Vaseline	Vaseline	Pillows cases
Toothbrush	Toothbrush	
Toothpaste	Toothpaste	
Sanitary Pads		

The SRD report must be completed and emailed to the Department of Social Development, Province, as well as all items issued must be recorded on the UNITI system.

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 Senior Manager: Fire & Emergency Services, Disaster Management and Security Services 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:-

- Executive Mayor
- Councillors
- Municipal Manager
- Internal Auditor
- Director Protection Services
- Director Financial Services
- Director Management Services
- Director Infrastructure and Development
- Director Local Economic Development
- Director Community Services

Senior Manager: Fire & Emergency Services, Disaster Management and Security Services

Senior Manager: Law Enforcement and Task Team

Assistant Chief : Disaster Management

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

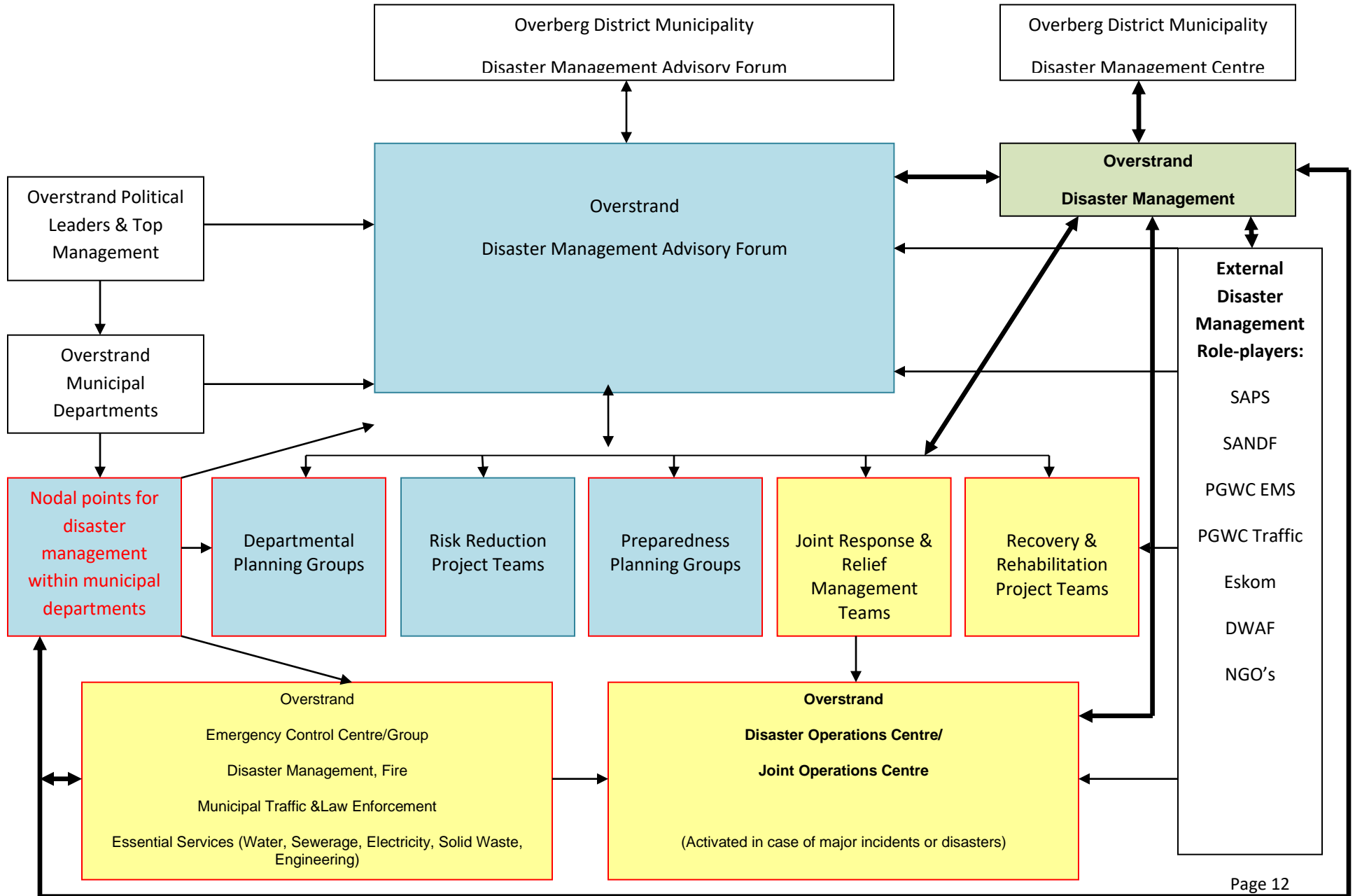
Churches

Non-governmental Organisations

Network of Care (as listed)

EDUCATION

OVERSTRAND: CORPORATE DISASTER MANAGEMENT STRUCTURE



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 Senior Manager: Fire & Emergency Services, Disaster Management and Security Services 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 Senior Manager: Fire & Emergency Services, Disaster Management and Security Services 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 Senior Manager: Fire & Emergency Services, Disaster Management and Security Services 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:

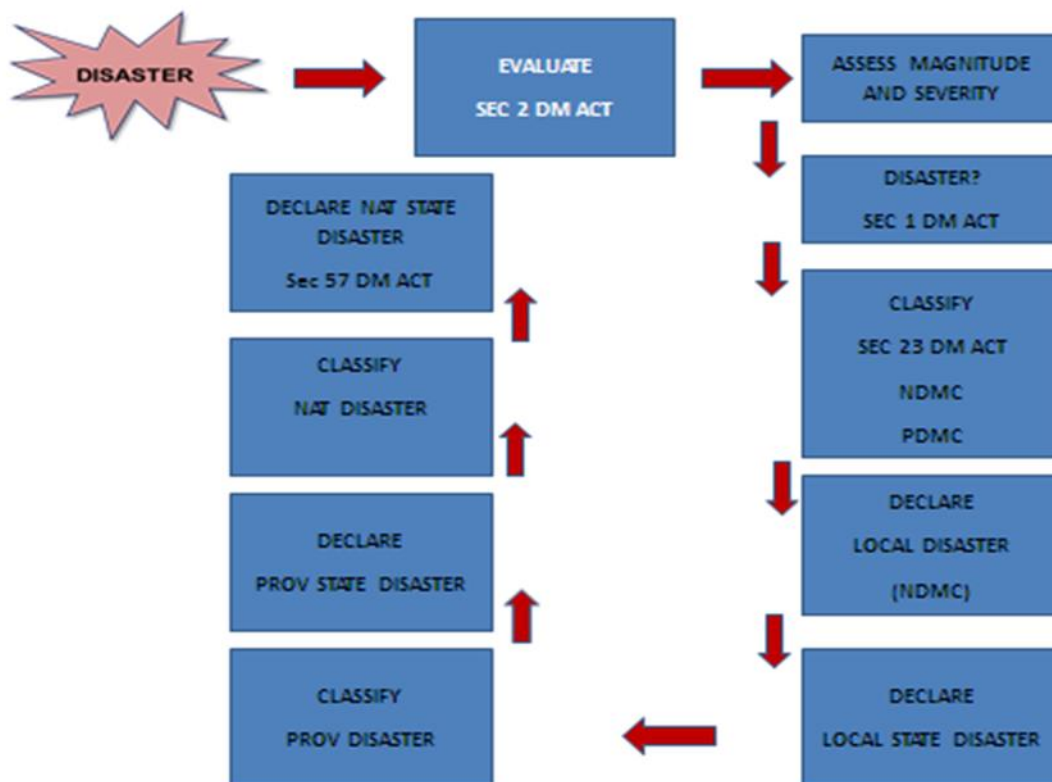
- 15.2.1 life and property threatening situations,
- 15.2.2 damage to infrastructure (e.g. water delivery, roadways, sewage, electricity, roads/bridges, housing, or any other industrial/commercial/institutions),
- 15.2.3 the need for auxiliary resources like specialist equipment,
- 15.2.4 assistance 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

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.
- 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.

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 Senior Manager: Fire & Emergency Services, Disaster Management and Security Services

L. Smith

Telephone: (028) 313 5041

E-mail: lestersmith@overstrand.gov.za

DATE OF REVIEW	DETAILS OF PAGE(S) AMENDED OR REPLACED