



KOUGA

local municipality

Good Governance through Service Excellence

ORDINARY COUNCIL MEETING

SUPPLEMENTARY AGENDA

Date : 30 July 2021
Time : 10:00
Venue : Virtual Meeting

KOUGA MUNICIPALITY (EC108) <u>NOTICE CONVENING A MEETING</u> NOTICE IS HEREBY GIVEN in terms of the amended Directions on Municipal Operations and Governance, in terms of Section 27(2) of the Disaster Management Act, 2002, that a virtual Ordinary Council Meeting will be held on <u>DATE:</u> 30 July 2021 <u>TIME:</u> 10:00  <u>H. BORNMAN</u> SPEAKER	UMASIPALA I-KOUGA (EC108) <u>ISAZISO NGENTLANGANISO</u> OKU KUKWAZISA malunga neZikhokelo eziLungisiweyo ekuSebenzeni koMasipala kunye noLawulo ngokweMigagqo yeCandelo lama 27(2) loMthetho woLawulo lweNtlekele ka 2002, ukuba kubanjwe intlanganiso ebonakalayo yesigqeba Ye khansile <u>UMHLA:</u> 30 EyeKhala 2021 <u>IXESHA:</u> 10:00  <u>H. BORNMAN</u> USOMLOMO	MUNISIPALITEIT KOUGA (OK108) <u>KENNISGEWING VAN VERGADERING</u> KENNIS GESKIED HIERMEE ingevolge die gewysigde Aanwysings Vir Munisipale Bedrywighede En Bestuur, Ingevolge Artikel 27 (2) van die Wet op Rampbestuur, 2002, dat 'n virtuele raadsvergadering gehou sal word op <u>DATUM:</u> 30 Julie 2021 <u>TYD:</u> 10:00  <u>H. BORNMAN</u> SPEAKER
--	--	---

Councillors are required to comply with the Standing Rules and Orders of Council and all its Committees By-law as promulgated in the Provincial Gazette on 22 October 2018 No.4134 and applicable to this meeting of Council. Any person who willfully contravenes any provision of these rules shall be guilty of an offence and which contravention shall be dealt with in accordance with the disciplinary procedures for Councillors.

SUPPLEMENTARY AGENDA

1. **MATTERS DEALT WITH IN TERMS OF DELEGATED AUTHORITY BY THE EXECUTIVE MAYOR**

(The reports by the Executive Mayor, in terms of the provisions of Section 63 of the Local Government Municipal Systems Act, 32 of 2000, on matters dealt with by the Executive Mayor in terms of delegated authority as detailed in the Minutes to be noted).

2. **REPORTS BY THE EXECUTIVE MAYOR**

2.1 **REPORTS BY THE CHAIRPERSON: COMMUNITY SERVICES**

21/07/CS21 Approval and Adoption of New Disaster Management Plan By Council

3. **CLOSURE**

Distribution list:

Executive Mayor
Speaker
All Councillors
Municipal Manager
All Directors
Relevant Managers
Committee Services

MATTERS DEALT
WITH IN TERMS OF
DELEGATED
AUTHORITY BY THE
EXECUTIVE
MAYOR

REPORTS BY
THE
PORTFOLIO
CHAIRPERSON:
COMMUNITY SERVICES

KOUGA MUNICIPALITY (EC 108)

ORDINARY COUNCIL MEETING

COMMUNITY SERVICES

DATE: 30 JULY 2021

ITEM NO: 21/07/CS21

APPROVAL AND ADOPTION OF NEW DISASTER MANAGEMENT PLAN BY COUNCIL

1. Introduction

The purpose of this item is to submit the new Disaster Management Plan to Council for approval and adoption.

2. Background

According to the Disaster Management Act 57 of 2002, each Municipality must within the applicable Disaster Management Framework, prepare a Disaster Management Plan for its area according to the circumstances prevailing in the area of jurisdiction.

Sarah Baartman District Municipality made funding available during the 2019/2020 financial for the development of Disaster Management Plans for all Local Municipalities within its jurisdiction. The Disaster Management Plan seeks to identify and clarify the roles and responsibilities of internal and external stakeholders throughout the entire cycle of Disaster Management, i.e. Pre-disasters, during a disaster and post-disaster phase.

The objective of the Disaster Management Plan is to promote and sustain an integrated and coordinated approach to Disaster Risk Management by:

- Preventing and reducing risk and vulnerability
- Mitigating disaster severity
- Ensure emergency preparedness
- Promoting rapid and effective response
- Ensuring the provision of relief and implementing rehabilitation;
- Reconstruction measures consistently ensuring a developmental focus to give effective to applicable legislation.

The plans were completed and forwarded to the Local Municipalities for inputs. The draft Disaster Management Plan was received and circulated throughout the internal and external stakeholders of Kouga Municipality on 17 June 2020, 1 July 2020, 8 October 2020, for comments and inputs, with the final Disaster Management Plan being circulated on 26 May 2021. The comments received from internal and external stakeholders were included into the final plan that is submitted for approval and adoption. The plan is attached below as Annexure A.

3. Financial implications

None

4. Recommendation

- 4.1 That the new Disaster Management Plan be approved and adopted by Council.

Item prepared by : **Manager Fire & Disaster Management**

Item approved by : **Director Community Services**



Item noted by : **Portfolio Head**



Kouga Local Municipality



Disaster Management Plan

July 202

Plan Number:	Date of Approval:
Date of Effect:	Date of Approval:

ANNEXURE

Foreword

This plan was developed to comply with the legislative requirements as contemplated in the Disaster Management Act, No 57 of 2002, Disaster Management Amendment Act, No 16 of 2015 and The Policy Framework for Disaster Risk Management, 2005.

This plan gives effect to the fundamental requirements of the Disaster Management Act. It focuses on providing a co-ordinated and integrated approach to Disaster Management that focuses on preventing or reducing disaster risk and facilitating emergency preparedness to rapidly and effectively respond to disasters.

The focus of Disaster Management is to create a safe and secure environment where the lives and property of people are the central priority.

The purpose of this plan is to give effect to the responsibilities assigned to municipalities in Chapter 5 of the Disaster Management Act.

ANNEXURE

Foreword by The Executive Mayor



Executive Mayor: Khunjuzwa Eunice Kekana

The Sarah Baartman District Municipality herewith presents its Disaster Management Plan (DMP) in compliance with Section 53 of the Disaster Management Act, 2002 (Act No. 57 of 2002). The Act requires our Municipality to prepare a Disaster Management Plan for its area according to the prevailing disaster risk and such plan must form an integral part of the municipality's Integrated Development Plan.

Disaster Management is the discipline of dealing with disaster risks. It is a continuous process that consists of four phases namely mitigation, preparedness, response and recovery. A disaster is a result of the combination of a hazard meeting a vulnerable community with insufficient capacity to cope with its effects.

The time has come for the plans and initiatives related to disaster risk reduction to be in place and finding coherence in Sarah Baartman District Municipality, as the district addresses the important task of implementing robust disaster risk reduction measures to protect its vulnerable communities and its ambitious economic growth.

Historically, disaster management in South Africa, and also worldwide, focused on disaster response and relief aid. The Disaster Management Act 2002 clearly articulates that disaster management stakeholders must be ready and equipped to help the community prevent, prepare, respond to and recover from both natural and man-made disasters.

Accidents and disasters are inevitable. They have caused and will continue to cause human casualties and material/infrastructural damages. However; in the past decades, we have been witnessing a rapid rise in their intensity fuelled by accelerated climatic changes and technological development. The latter in its respect does not always reflect a developed conscience of the risks that it brings about and lacks the necessary level of risk management skills.

South Africa is currently experiencing one of the worst drought disasters in history. Climate change is increasingly affecting the region, causing more extreme weather events and increased frequency and intensity of disaster events.

The Risk Assessment was recently conducted by the District Municipality to be in a position to develop Disaster Management Plans for the District and its seven Local Municipalities to enhance response and rehabilitation during and after a disaster has occurred.

I would like to further invite relevant stakeholders to join in contributing to Disaster Risk Reduction for our communities.

Honourable Executive Mayor

ANNEXURE

Statement of commitment by the Executive Mayor of the Kouga Local Municipality



Kouga Executive Mayor: Cllr Horatio Hendricks

Municipalities play a key role in bringing together stakeholders to prevent and manage potential disasters that may befall a region, including minimising the impact a disaster may have on the socio-economic welfare of communities.

To this end Kouga Municipality has compiled the following Disaster Management Plan (DMP), aimed at promoting an integrated and coordinated system of disaster management for the region, with special emphasis on prevention and mitigation by all role-players.

The Kouga region has not been alien to disasters, be it the recent COVID-19 pandemic, drought, floods, run-away fires or rising sea levels threatening coastal properties and infrastructure.

With climate change expected to increase the frequency and intensity of extreme weather-related occurrences, it is now more important than ever that we stand and act together to keep Kouga safe, serviced and growing.

The political leadership of the institution is fully committed to ensuring a responsive, accountable, efficient and effective system of disaster management.

Various partnerships are already in place to help reduce the risk of disasters happening and to build the resilience of communities. On behalf of the Kouga Council, I wish to thank each one of these community, business and government partners for recognising the importance of collective action.

I further wish to thank our Disaster Management officials for facilitating the compilation of this plan. Studies have shown that effective disaster management is critical in ensuring sustained service delivery. The DMP will, therefore, also form an integral part of the municipality's Integrated Development Plan (IDP) going forward.

Honourable Executive Mayor

ANNEXURE**Statement of commitment by the Municipal Manager of the Kouga Local Municipality****Kouga Municipal Manager: Charl Du Plessis**

Kouga Local Municipality herewith presents its Disaster Management Plan (DMP) in compliance with Section 53 of the Disaster Management Act, 2002 (Act No. 57 of 2002, DM Act). The Disaster Management act requires our municipality to prepare a disaster management plan for its area according to the predominant disaster risks affecting the area and that such a plan must form an integral part of the municipality's Integrated Development Plan.

Kouga Municipality recognizes the importance of providing services in an efficient and sustainable manner. Studies and observed practical evidence have demonstrated that Disaster Risk Reduction (DRR) is a critical contributor in ensuring sustained service delivery, as it plays a key role in safeguarding lives and infrastructure.

The effects of changes in climate and weather patterns, call for a closer relationship between risk reduction development and management programmes. Within this context, in line with our government's outcomes approach to service delivery and development, our Municipality has committed to ensuring a responsive, accountable, effective and efficient system of disaster management.

This plan thus seeks to promote an integrated and coordinated system of disaster management with special emphasis on prevention and mitigation by all role players involved in disaster management and communities.

Disaster Risk Management is and will always be everybody's business. We all can have a hand in the reduction of its affects. I commend this plan to all involved in the effort to shape robust communities in our municipalities.

Municipal Manager

Kouga Local Municipality

ANNEXURE

Preface

This document should be read in conjunction with the Sarah Baartman District Disaster Management Framework and Sarah Baartman Disaster Risk Assessment.

This plan contains the following chapters as contemplated in the National Disaster Management Centre Guidelines:

- Chapter 1: Introduction and background
- Chapter 2: Constitutional, Legislative and Policy Mandates
- Chapter 3: integrated institutional capacity
- Chapter 4: Risk Assessment
- Chapter 5: Disaster Risk Reduction
- Chapter 6: Preparedness planning
- Chapter 7: Response
- Chapter 8: Recovery
- Chapter 9: Testing and review of the plan
- Chapter10: Contact details and reference documents

Careful consideration should be given to the required responsibilities of all local municipal departments and entities towards Disaster Management.

ANNEXURE

Distribution Record				
No	Department of Person Name and designation	Electronic or printed copy	Date	Signature
1	N. Machelesi Director – Community Services			
2	Manager Waste & Environment			
3	Manager Parks & Public Amenities			
4	Chief Safety & Security			
5	Chief Fire & Disaster			
6	Disaster Management Practitioner			
7	Environmental Specialist			
	Senior Environmental Health Practitioners x2			
8	V. Felton Director Infrastructure & Engineering			
9	Manager Electrical			
10	Manager			
11	Manager Occupational Health & Safety			
12				
13				
14				

ANNEXURE

Table of Contents

<u>Foreword</u>	ii
<u>Foreword by The Executive Mayor</u>	iii
<u>Statement of commitment by the Executive Mayor of the Kouga Local Municipality</u>	iv
<u>Statement of commitment by the Municipal Manager of the Kouga Local Municipality</u>	v
<u>Preface</u>	vi
<u>List of Abbreviations</u>	xii
<u>Terminology</u>	xiii
<u>1. Chapter 1: Introduction and background</u>	1
<u>1.1 Disaster management plan</u>	1
<u>1.1.1 The disaster management planning process</u>	1
<u>1.2 Stakeholder consultation</u>	3
<u>1.3 Municipal Profile</u>	3
<u>1.3.1 The geographical profile</u>	3
<u>1.3.2 Demographic profile – Kouga Local Municipality</u>	5
<u>2. Chapter 2: Constitutional, Legislative and Policy Mandates</u>	6
<u>2.1 Constitutional mandates</u>	6
<u>2.2 National and International Standards</u>	6
<u>2.3 Legislative requirements</u>	6
<u>2.3.1 The legal and policy requirements for a disaster management plan</u>	6
<u>2.3.2 Regulations In terms of Act 57 of 2002</u>	8
<u>2.3.3 International guidelines</u>	9
<u>2.3.4 The role of disaster management in South Africa and requirements of the Disaster Management Act</u>	10
<u>2.3.5 The link with sustainable development</u>	14
<u>3. Chapter 3: Integrated institutional capacity</u>	17
<u>3.1 Institutional Arrangements</u>	17
<u>3.1.1 The Status of Disaster Management in Kouga Local Municipality</u>	17
<u>3.1.2 An overview of the arrangements for integrated institutional capacity for disaster management in the municipality</u>	17
<u>3.1.3 The District Municipal Disaster Management Centre</u>	22
<u>3.1.4 Decentralised arrangements for the integrated execution of disaster management policy in the area of Kouga Local Municipality</u>	25
<u>3.1.5 Sarah Baartman District and Kouga Disaster Management Advisory Forums</u>	25
<u>3.1.6 Volunteer Unit</u>	25
<u>3.1.7 Technical Task Teams / Technical Advisory Committee</u>	26
<u>3.1.8 Ward structures</u>	26
<u>3.1.9 Assignment of responsibilities</u>	26

ANNEXURE

3.1.10	Specific roles and responsibilities for municipal departments and organs of state	29
3.1.11	Cross border arrangements	30
3.1.12	Memorandum of understanding between stakeholders on disaster management planning and implementation for all role players in the municipality	31
4.	Chapter 4: Risk Assessment	31
4.1	Municipal disaster risk assessment and profile	31
5.	Chapter 5: Disaster Risk Reduction	35
5.1	Strategic approach to disaster risk reduction	39
5.1.1	Strategic Disaster Risk Reduction	39
5.2	Protection of critical infrastructure	42
6.	Chapter 6: Preparedness planning	42
6.1	Education, Training, Public Awareness and research	42
6.2	Information Management and Communication	43
6.3	Early warning systems	45
6.3.1	Early warning through normal functioning	45
6.3.2	Early Warning as a result of participation in Provincial Disaster Management Advisory Forum	46
6.3.3	South African Weather Services	46
6.4	Contingency planning	47
6.5	Planning Calendar	48
6.6	Funding arrangements	48
6.6.1	Funding of post-disaster recovery and rehabilitation	49
6.6.2	Procurement of essential goods & services	50
7.	Chapter 7: Response	52
7.1	Immediate and effective response	52
7.2	Declaration of a state of disaster	54
7.2.1	Section 2. Instances where the Disaster Management Act does not apply	54
7.2.2	Section 23. Classification and recording of disasters	55
7.2.3	Section 49. Disasters occurring or threatening to occur in municipal areas	56
7.2.4	Section 55. Declaration of a local state of Disaster	56
7.3	Disaster relief	60
8.	Chapter 8: Recovery	60
8.1	Post disaster impact assessments	60
8.2	Logistics	60
8.2.1	Role of Logistics in Mitigation Activities	60
8.2.2	Overview of Logistics	62
8.2.3	Components and Requirements of Logistical System Structure of a Logistical System	62
8.2.4	Required Facilities and Equipment	64
8.2.5	Role Players in Logistics	64
8.2.6	The Logistical Plan	65
9.	Chapter 9: Testing and review of the plan	65

ANNEXURE

<u>9.1 Evaluation of response and contingency planning</u>	65
<u>9.2 Integrated reporting, monitoring and evaluation</u>	66
<u>9.2.1 Simulations exercises and drills</u>	66
<u>10. Chapter 10: Contact details and reference documents</u>	67
<u>11. References</u>	68
<u>Appendices</u>	69
<u>Appendix A: Action plan for further implementation of disaster management in Kouga Local Municipality</u>	70

ANNEXURE

List of Tables

Table 1-1: Kouga Local Census data (Statistics South Africa, 2012) and (Statistics South Africa, 2017).....	5
Table 3-1: strengths, weaknesses, opportunities and threats for disaster management in the Kouga Local Municipality (SWOT)	24
Table 3-2 Volunteer Distribution in the Kouga Local Municipality	26
Table 3-2: Disaster management summary roles and responsibilities-powers & functions.....	27
Table 3-3: Primary responsibilities of stakeholders	29
Table 4-1: Prioritized risks for the Kouga Local Municipality (Aurecon South Africa (Pty) Ltd, 2017)	33
Table 5-1: Risk reduction project proposals	35
Table 6-1: Funding arrangements for disaster management	48
Table 8-1: Logistical functions and facilities	64
Table 10-1: List of supporting documents	67

List of Figures

Figure 1-1: Disaster Management Planning process	2
Figure 1-2: Kouga Local Municipality location	4
2-1: Integration of Disaster Management	12
Figure 2-2: National, provincial and municipal disaster management frameworks and disaster management plans across the spheres of government	13
Figure 2-3: Sustainable Development Goals.....	14
Figure 3-1: Municipal Top structure	18
Figure 3-2: Disaster Management Structure	19
Figure 3-3: integrated institutional arrangements for disaster management	21
Figure 4-1: The basic stages of disaster risk assessment	32
Figure 6-1: Model of an integrated information management and communication system for disaster risk management	44
Figure 7-1: Process of declaration of states of disaster	58
Figure 7-2: Internal process following during declaration of a disaster	59
Figure 8-1: Logistical system	63

ANNEXURE

List of Abbreviations

Abbreviation	Meaning
AFAM	African Aid Material Curriculum
AIDS	Acquired immunodeficiency syndrome
CBO	Community Based Organisation
COVID-19	Novel Corona Virus 2019
DEFF	Department of Environment Forestry and Fisheries
DM	Disaster Management
DMAF	Disaster Management Advisory Forum
DMF	Disaster Management Framework
GDP	Gross domestic product
IDP	Integrated Development Plan
ISO	International Organization of Standardization
JOC	Joint Operational Centre
KPA	Key Performance Area
MDMC	Municipal Disaster Management Centre
MIG	Municipal Infrastructure Grant
MM	Municipal Manager
NDMC	National Disaster Management Centre
NDMF	National Disaster Management Framework
NGO	Non-governmental organizations
SABS	South African Bureau of Standards
SANS	South African National Standard
SDF	Spatial Development Framework
SWOT	Strengths, Weakness, Opportunities and Threats
UN	United Nations
UNDAC	United Nations Disaster Assessment and Coordination

ANNEXURE

Terminology

“adaptation” means—

- (a) in relation to human systems, the process of adjustment to actual or expected climate and its effects, in order to moderate harm or exploit beneficial opportunities; and
- (b) in relation to natural systems, the process of adjustment to actual climate and its effects;

“climate change” means a change in the state of the climate that can be identified by changes in the variability of its properties and that persists for an extended period, typically decades or longer;

“disaster” means a progressive or sudden, wide- spread or localised, 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) significant 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 re- sources;

“disaster management” means a continuous and integrated multi-sectoral, multi-disciplinary process of planning and implementation of measures aimed at—

- (a) preventing or reducing the risk of disasters;
- (b) mitigating the severity or consequences of disasters;
- (c) emergency preparedness;
- (d) a rapid and effective response to disasters; and
- (e) post-disaster recovery and rehabilitation.

“disaster risk reduction” means either a policy goal or objective, and the strategic and instrumental measures employed for—

- (a) anticipating future disaster risk;
- (b) reducing existing exposure, hazard or vulnerability; and
- (c) improving resilience;

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

“ecosystem” means a system of relationships be- tween animals and plants and their environment;

“emergency preparedness” means—

- (a) a state of readiness which enables organs of state and other institutions involved in disaster management, the private sector, communities and individuals to mobilise, organise and pro- vide relief measures to deal with an impending or current disaster or the effects of a disaster; and
- (b) the knowledge and capacities developed by governments, professional response and recovery organisations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current hazard events or conditions;

ANNEXURE

“integrated development plan”, in relation to a municipality, means a plan envisaged in section 25 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000);

“local disaster” means a disaster classified as a local disaster in terms of section 23;

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

“mitigation”, in relation to—

(a) a disaster or disaster risk, means the lessening of the potential adverse impacts of physical hazards, including those that are human- induced, through actions that reduce hazard, exposure and vulnerability; or

(b) climate change, means a human intervention to reduce the sources or enhance the sinks of greenhouse gases;

“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 the Local Government: Municipal Systems Act, 2000;

“municipality” means a municipality as contemplated in section 2 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000);

“municipal legislation” means municipal by-laws;

“municipal manager” means a person appointed as such in terms of section 82 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998);

“municipal organ of state” means—

(a) a municipality;

(b) a department or other administrative unit with- in the administration of a municipality, including an internal business unit referred to in section 76 (a) (ii) of the Local Government: Municipal Systems Act, 2000; or

(c) a municipal entity;

“national disaster management framework” means the national disaster management framework prescribed in terms of section 6;

“post-disaster recovery and rehabilitation” means efforts, including development, aimed at creating a situation where—

(a) normality in conditions caused by a disaster is restored by the restoration, and improvement, where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors;

(b) the effects of a disaster are mitigated; or

(c) circumstances are created that will reduce the risk of a similar disaster occurring;

“prevention”, in relation to a disaster, means measures aimed at stopping a disaster from occurring or preventing an occurrence from becoming a disaster;

“provincial organ of state” means a provincial department or provincial public entity defined in section 1 of the Public Finance Management Act, 1999 (Act No. 1 of 1999);

ANNEXURE

“risk assessment” means a methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend;

“statutory functionary” means a person performing a function assigned to that person by national, provincial or municipal legislation;

“vulnerability” means the conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards.

ANNEXURE

Chapter 1: Introduction and background

Disaster management plan

The Kouga Local Municipality prepared this Level 2 Disaster Management Plan, in which the scope, objectives, management issues and other elements pertaining to disaster management are outlined.

The National Disaster Management Framework, Section 3.1.1.2, defines a Level 2 Disaster Management Plan as follows:

“A Level 2 Disaster Risk Management Plan applies to national, provincial and 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 management activities. It includes establishing processes for a 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 communications capabilities.”

The Plan states actions to prevent and mitigate disasters and how risk reduction measures are dealt with in the long-term as well as managing emergencies in the shorter term. It includes aspects of preparedness, response and recovery. Provision is also made for the periodic reviews and updates of the plans.

This Plan establishes the arrangements for disaster management within The Kouga Local Municipality and has been prepared in accordance with the requirements of the Disaster Management Act, 57 of 2002 (the Act) and Disaster Management Amendment Act, 16 of 2015.

Section 43 (3) of the Disaster Management Act as amended states:

“A local municipality must establish capacity for the development and co-ordination of a disaster management plan and the implementation of a disaster management function for the municipality which forms part of the disaster management plan as approved by the relevant municipal disaster management centre.”

This Plan should be read in conjunction with “The Sarah Baartman District Disaster Management Plan”, Sarah Baartman Disaster Risk Assessment as well as Provincial and National legislation, policy and guidelines.

This living document is a collation of information and inputs received from the different stakeholders and need to be constantly reviewed and updated.

The disaster management planning process

The disaster management planning process is depicted in the diagram below. Communication takes place throughout the disaster management planning process and is key to the ultimate acceptance ownership of the plan.:

ANNEXURE

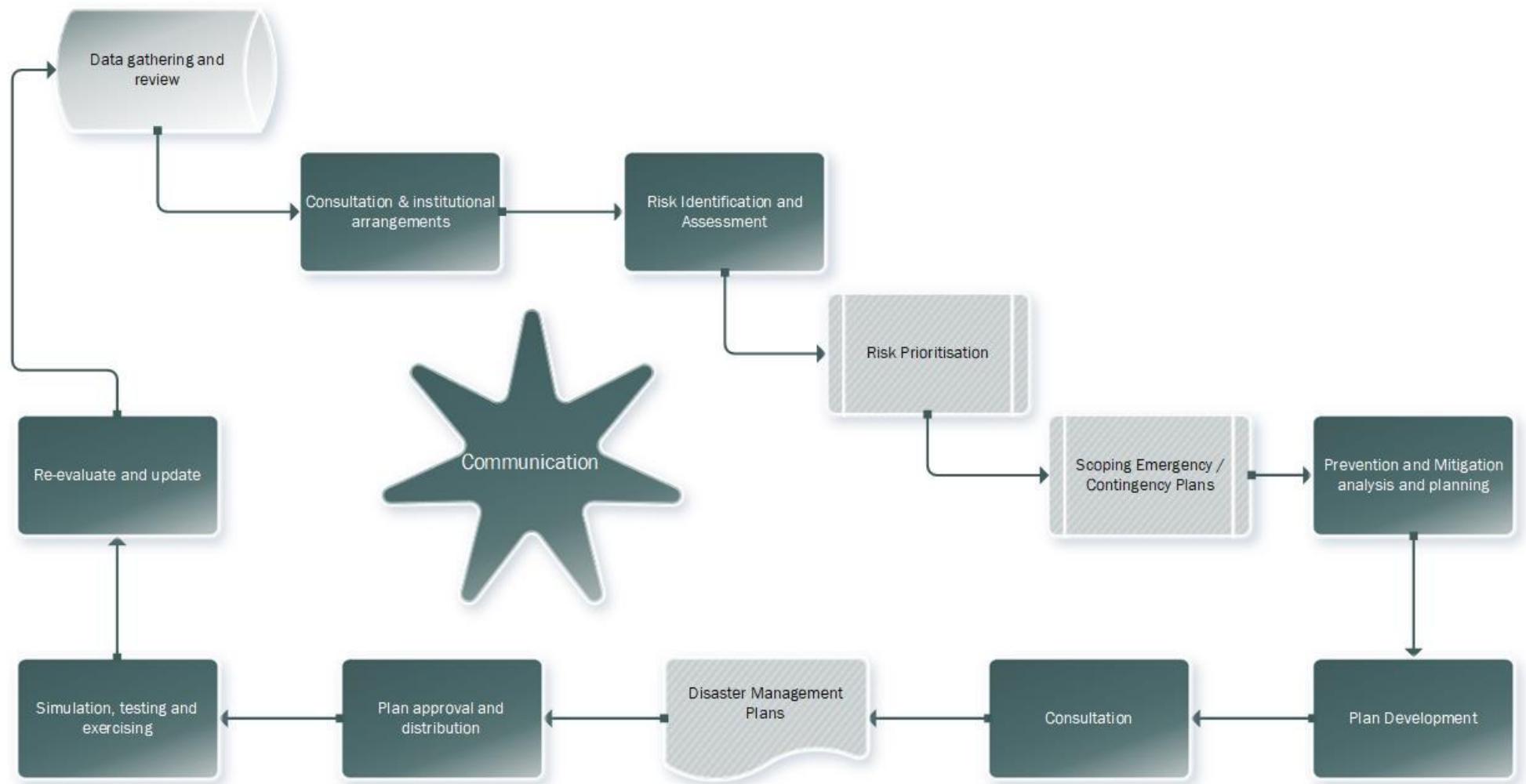


Figure Error! No text of specified style in document.-1: Disaster Management Planning process

ANNEXURE

Stakeholder consultation

Consultations were undertaken with:

Kouga Municipality, 15 October 2019, Jeffereys Bay;
 Dr. Beyers Naude Municipality, 16 October 2019, Graaf Reinet;
 Ndlambe Municipality, 16 October 2019, Port Alfred;
 Blue Crane Route Municipality, 17 October 2019, Somerset East;
 Makana Municipality, 17 October 2019, Grahamstown;
 Kou-Kamma Municipality, 22 October 2019, Kareedouw;
 Sundays River Valley Municipality, 22 October 2019, Kirkwood;
 Sarah Baartman District Municipality, 23 October 2019, Port Elizabeth.

During these sessions the contents of the Disaster Management Plan was discussed, and all participants were asked for inputs and comments. The comments received was then reviewed and incorporated into this document.

Municipal Profile

The geographical profile

Kouga Municipality falls within the jurisdiction of Sarah Baartman District Municipality within the Eastern Cape. It comprises the coastal region stretching from the Van Stadens River in the east to the Tsitsikamma River in the west, and the fertile Gamtoos Valley characterised by fertile floodplains associated with low-lying land. Steep and less fertile slopes are also found at the edges of the valley.

There are numerous areas of wetland adjacent to the region's rivers and on the coastal platform. These wetlands are extremely sensitive to disturbances such as agricultural activities and development. The wetlands accommodate high species diversity and fulfil natural water purification and flood retention roles.

ANNEXURE

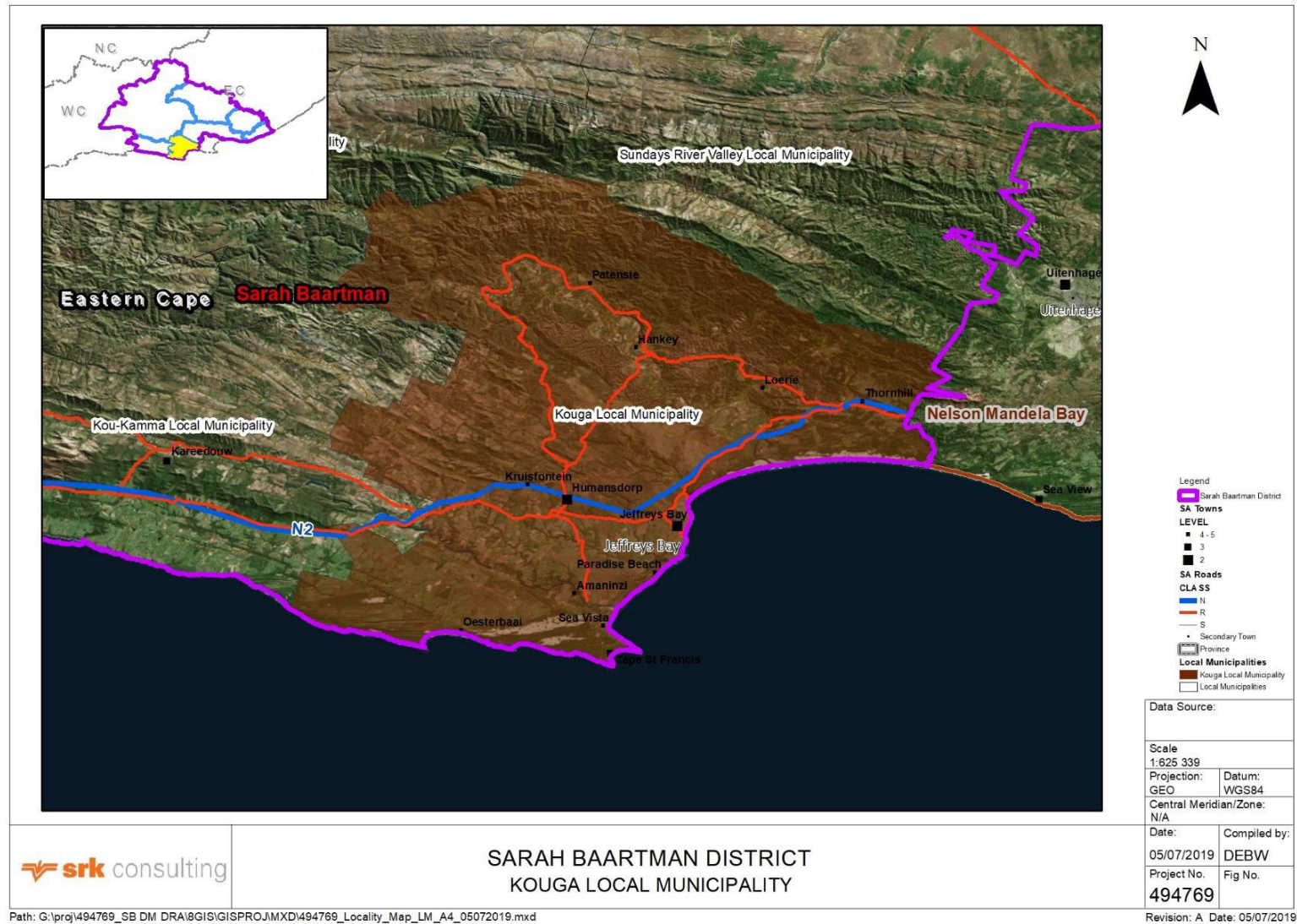


Figure Error! No text of specified style in document.-2: Kouga Local Municipality location

ANNEXURE

There are seven (7) local municipalities within Sarah Baartman District Municipality which includes Dr Beyers Naude, Blue Crane Route, Makana, Ndlambe, Sundays River Valley, Kouga and Kou-Kamma.

Demographic profile – Kouga Local Municipality

Local Municipalities Comprising the Sarah Baartman District

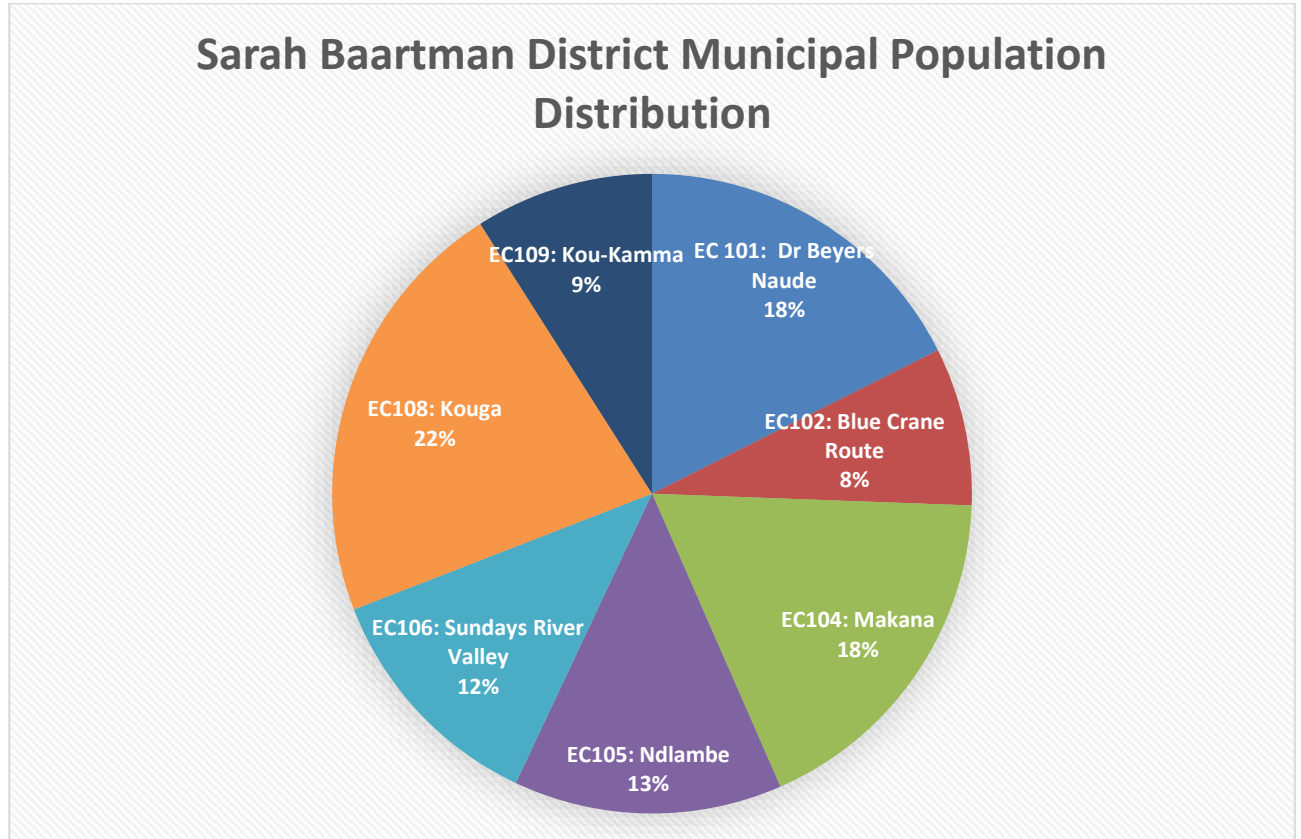


Figure 1-3 Percentage of total population distribution for Sarah Baartman District Municipality (Statistics South Africa, 2012)

Households and population

Table Error! No text of specified style in document.-1: Kouga Local Census data (Statistics South Africa, 2012) and (Statistics South Africa, 2017)

	Census 2011	Community Survey 2016
Black African	38274	46974
Coloured	41989	49752
Indian or Asian	245	37
White	17376	16179
Other	674	No data available
Grand Total	98558	112942

ANNEXURE

Chapter 2: Constitutional, Legislative and Policy Mandates

Constitutional mandates

The primary responsibility for disaster management in South Africa rests with the government.

In terms of section 41(l)(b) of the Constitution of the Republic of South Africa, all spheres of government are required to “*secure the well-being of the people of the Republic*”;

Disaster management is listed as a functional area in Part A of Schedule 4 of the Constitution, meaning that both the national and provincial spheres of government are competent to develop and execute laws within this area and have powers and responsibilities in relation to disaster management;

Disaster management has also been ‘assigned’ to local government through the promulgation of the Disaster Management Act, 2002 (Act no 57 of 2002) as amended by Act 16 of 2015.

National and International Standards

SABS TC 292 (National Disaster Management Committee) is the successor of the ISO / SABS TC 223 Committee in South Africa. The SABS TC 292 drives the development of Disaster Management standards in line with Section 7(2)(c)(iii) of the Disaster Management Act. In executing its disaster management function, the Kouga Local Municipality will take guidance and cognisance from national and international standards on disaster management, including SANS 10263-1, 2 and 3.

Legislative requirements

The legal and policy requirements for a disaster management plan

The Act calls and/or makes provision for a range of actions to be taken by a Local municipality that has, in accordance with legislation established a Disaster Management Centre.

These actions include:

Establishment and implementation of a Disaster Management Framework;

Appointment of a Head of the Centre and suitably qualified staff.

Adhere to requirements of assistance and communication with National and Provincial Disaster Management Centres;

Promote prevention and mitigation;

Monitor and measure performance of disaster management plans;

Assess and classify events as disasters;

Annual reporting;

Establishment of an Advisory Forum; and

Formulating disaster management plans.

Section 53 of the Act, requires the following pertaining municipal disaster management plans:

"(1) Each municipality must—

(a) conduct a disaster risk assessment for its municipal area;

(b) identify and map risks, areas, ecosystems, communities and households that are exposed or vulnerable to physical and human-induced threats;

(c) prepare a disaster management plan setting out-

(i) the way in which the concept and principles of disaster management are to be applied in its municipal area, including expected climate change impacts and risks for the municipality;

ANNEXURE

- (ii) its role and responsibilities in terms of the national, provincial or municipal disaster management framework;*
- (iii) its role and responsibilities regarding emergency response and post-disaster recovery and rehabilitation;*
- (iv) its capacity to fulfil its role and responsibilities;*
- (v) particulars of its disaster management strategies; and*
- (vi) contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies;*
- (d) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players;*
- (e) provide measures and indicate how it will invest in disaster risk reduction and climate change adaptation, including ecosystem and community-based adaptation approaches;*
- (f) develop early warning mechanisms and procedures for risks identified in the municipal area; and*
- (g) regularly review and update its plan."*

Important to note are the requirements (by the Act, as amended) for disaster management planning by Municipal Organs of State other than Municipalities. According to the National Disaster Management Framework a: *"organ of state" means— (a) any department of state or administration in the national, provincial or local sphere of government; or (b) any other functionary or institution— (i) exercising a power or performing a function in terms of the Constitution or a provincial constitution; or (ii) exercising a public power or performing a public function in terms of any legislation, but does not include a court or a judicial officer;*

Section 52 further elaborates on the requirement

"52. Preparation of disaster management plans by municipal organs of state other than municipalities. —

(1) Each municipal organ of state other than a municipality must—

- (a) conduct a disaster risk assessment for its functional area;*
- (b) identify and map risks, areas, ecosystems, communities and households that are exposed or vulnerable to physical and human-induced threats;*
- (c) prepare a disaster management plan setting out—*
 - (i) the way in which the concept and principles of disaster management are to be applied in its functional area, including expected climate change impacts and risks for that municipal entity or administrative unit;*
 - (ii) its role and responsibilities in terms of the national, provincial or municipal disaster management framework;*
 - (iii) its role and responsibilities regarding emergency response and post-disaster recovery and rehabilitation;*
 - (iv) its capacity to fulfil its role and responsibilities;*
 - (v) particulars of its disaster management strategies; and*
 - (vi) contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies;*
- (d) co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players;*

ANNEXURE

(e) provide measures and indicate how it will invest in disaster risk reduction and climate change adaptation, including ecosystem and community-based adaptation approaches;

(f) develop early warning mechanisms and procedures for risks identified in its functional area; and

(g) regularly review and update its plan.";

(2) (a) A municipal [entity] organ of state referred to in subsection (1) must submit a copy of its disaster management plan, and of any amendment to the plan, to the [National Centre and the] relevant [provincial and] municipal disaster management [centres] centre.

(b) If a municipal [entity] organ of state fails to submit a copy of its disaster management plan or of any amendment to the plan in terms of paragraph (a), the [National Centre or] relevant [provincial or] municipal Disaster Management Centre must report the failure to the executive mayor or mayor, as the case may be, of the municipality concerned, who must take such steps as may be necessary to secure compliance with that paragraph, including reporting the failure to the municipal council."

Once the above plans have been developed by all Municipal Organs of State, they will further inform this Local Municipal Disaster Management Plan.

Of further importance to note are the stipulations of section 54 of the Act:

"54. Responsibilities in event of local disaster. —

(1) Irrespective of whether a local state of disaster has been declared in terms of section 55-

(a) the council of a metropolitan municipality is primarily responsible for the co-ordination and management of local disasters that occur in its area; and

(b) the council of a district municipality, acting after consultation with the relevant local municipality, is primarily responsible for the co-ordination and management of local disasters that occur in its area.

(2) A district municipality and the relevant local municipality may, despite subsection (1)(b), agree that the council of the local municipality assumes primary responsibility for the co-ordination and management of a local disaster that has occurred or may occur in the area of the local municipality.

(3) The municipality having primary responsibility for the co-ordination and management of a local disaster must deal with a local disaster

(a) in terms of existing legislation and contingency arrangements, if a local state of disaster has not been declared in terms of section 55(1); or

(b) in terms of existing legislation and contingency arrangements as augmented by by-laws or directions made or issued in terms of section 55(2), if a local state of disaster has been declared.

(4) This section does not preclude a national or provincial organ of state, or another municipality or municipal organ of state from providing assistance to a municipality to deal with a local disaster and its consequences."

The above section implies that a municipality's council is responsible for all disastrous incidents (i.e. incidents that, as per the definition of a disaster according to the act, cannot be dealt with by those affected by it using only their own resources) irrespective of whether a state of disaster has been declared. It should however be implemented in collaboration with the local municipality(s) in who's jurisdiction the incident occurs.

Regulations In terms of Act 57 of 2002

National, Provincial and Municipal may make regulations in terms of:

Section 27(2) National;

Section 41(2) Provincial; and

Section 55(2) Municipal.

ANNEXURE

The National Covid 19 regulations issued during the National Disaster in 2020 was issued under Section 27 of the Disaster Management Act

Section 55(2) and (3) states the following: *“If a local state of disaster has been declared in terms of subsection (1), the municipal council concerned may, subject to subsection (3), make by-laws or issue directions, or authorise the issue of directions, concerning—*

- (a) the release of any available resources of the municipality, including stores, equipment, vehicles and facilities;*
 - (b) the release of personnel of the municipality for the rendering of emergency services;*
 - (c) the implementation of all or any of the provisions of a municipal disaster management plan that are applicable in the circumstances;*
 - (d) the evacuation to temporary shelters of all or part of the population from the disaster stricken or threatened area if such action is necessary for the preservation of life;*
 - (e) the regulation of traffic to, from or within the disaster-stricken or threatened area;*
 - (f) the regulation of the movement of persons and goods to, from or within the disaster stricken or threatened area;*
 - (g) the control and occupancy of premises in the disaster-stricken or threatened area;*
 - (h) the provision, control or use of temporary emergency accommodation;*
 - (i) the suspension or limiting of the sale, dispensing or transportation of alcoholic beverages in the disaster-stricken or threatened area;*
 - (j) the maintenance or installation of temporary lines of communication to, from or within the disaster area;*
 - (k) the dissemination of information required for dealing with the disaster;*
 - (l) emergency procurement procedures;*
 - (m) the facilitation of response and post-disaster recovery and rehabilitation; or*
 - (n) other steps that may be necessary to prevent an escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster.*
- (3) The powers referred to in subsection (2) may be exercised only to the extent that this is necessary for the purpose of—*
- (a) assisting and protecting the public;*
 - (b) providing relief to the public;*
 - (c) protecting property;*
 - (d) preventing or combating disruption; or*
 - (e) dealing with the destructive and other effects of the disaster.”*

International guidelines

Disaster management in the Kouga Local Municipality will be implemented in line with provincial, national and international guidelines.

ANNEXURE

The Sendai Framework for Disaster Risk Reduction 2015-2030 aims to achieve the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries over the next 15 years.

The Framework was adopted at the Third UN World Conference on Disaster Risk Reduction in Sendai, Japan, on March 18, 2015.

The Framework outlines seven clear targets and four priorities for action to prevent new and reduce existing disaster risks:

1. Understanding disaster risk;
2. Strengthening disaster risk governance to manage disaster risk;
3. Investing in disaster reduction for resilience and;
4. Enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction.

The Sendai Framework targets are:

1. Substantially reduce global disaster mortality by 2030, aiming to lower the average per 100,000 global mortality rate in the decade 2020–2030 compared to the period 2005–2015;
2. Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 in the decade 2020–2030 compared to the period 2005–2015;
3. Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030;
4. Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030;
5. Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020;
6. Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of the present Framework by 2030;
7. Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030.

The role of disaster management in South Africa and requirements of the Disaster Management Act

The approach to disaster risk in South Africa has undergone major reform since 1994, when government took the decision to move away from the prevailing philosophy and practice that disasters were inevitable and could only be dealt with once they had occurred. As early as 1990, South Africa had aligned itself with new international developments in the field of disaster management. These included an emphasis on the use of disaster risk reduction strategies to build resilience and promote sustainable livelihoods among 'at risk' individuals, households, communities and environments.

A wide process of consultation was embarked upon, which culminated in the publication of the Green Paper, in 1998, and the White Paper on Disaster Management, which was gazetted in 1999. Based on these documents, the Disaster Management Act, Act 57 of 2002 was promulgated in 2002. In terms of a proclamation in Government Gazette, Vol. 465, No. 26228 of 31 March 2004, the President proclaimed 1 April 2004 as the date of commencement of the Act in the national and provincial spheres and 1 July 2004 in the municipal sphere. Subsequent to this the Act has been amended in 2015 and the amendments were incorporated into this plan.

In giving effect to the fact that disaster management is the responsibility of a wide and diverse range of role players and stakeholders, the Act emphasises the need for uniformity in approach and the application of the principles of co-operative governance. In this regard, it calls for an integrated and coordinated disaster management policy, which focuses on risk reduction as its core philosophy. In order to achieve consistency

ANNEXURE

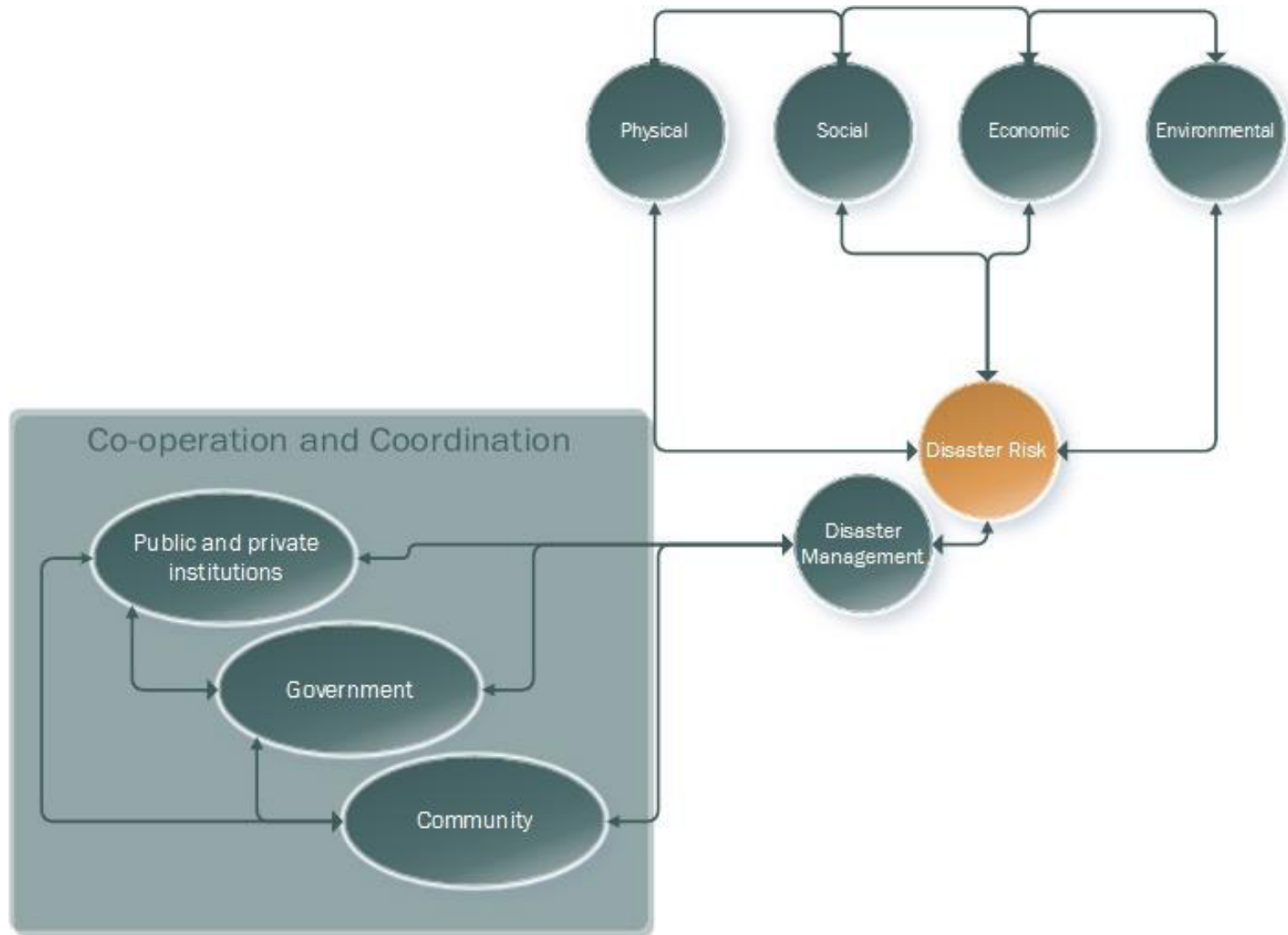
in approach and uniformity in the application of the Act, section 6 of the Act mandates the Minister to prescribe a national disaster management framework. In accordance with this mandate, the National Disaster Management Framework (NDMF) was gazetted on 29 April 2005 (Government Gazette, Vol. 478, No. 27534). The Act was amended in 2015 and these amendments have been incorporated into this plan.

In terms of section 41(1)(b) of the Constitution of the Republic of South Africa, Act 108 of 1996, all spheres of government are required to 'secure the well-being of the people of the Republic. According to Part A, Schedule 4, disaster management is a functional area of concurrent national and provincial legislative competence. However, section 156(4) of the Constitution does provide for the assignment to a municipality of the administration of any matter listed in Part A Schedule 4 which necessarily relates to local government, if that matter would most effectively be administered locally and if the municipality has the capacity to administer it. The assignment of the function must, however, be by agreement and may be subject to certain conditions.

In this context, Schedules 4 and 5 of Part B of the Constitution require local government to provide for functions which are closely linked to disaster management. In particular, section 152(1)(d) requires local government to 'promote a safe and healthy environment'. It is in this context then that the Minister has elected to assign the function, by way of national legislation, to municipalities. Accordingly, in terms of the Act, the function is assigned to the Municipal Council of the Kouga Local Municipality through agreement with the Sarah Baartman District Municipality.

The field of disaster management covers a broad spectrum and affects a range of role players. The integration and context of disaster management in the country is further indicated in the diagrams below:

ANNEXURE



Error! No text of specified style in document.-3: **Integration of Disaster Management**

ANNEXURE

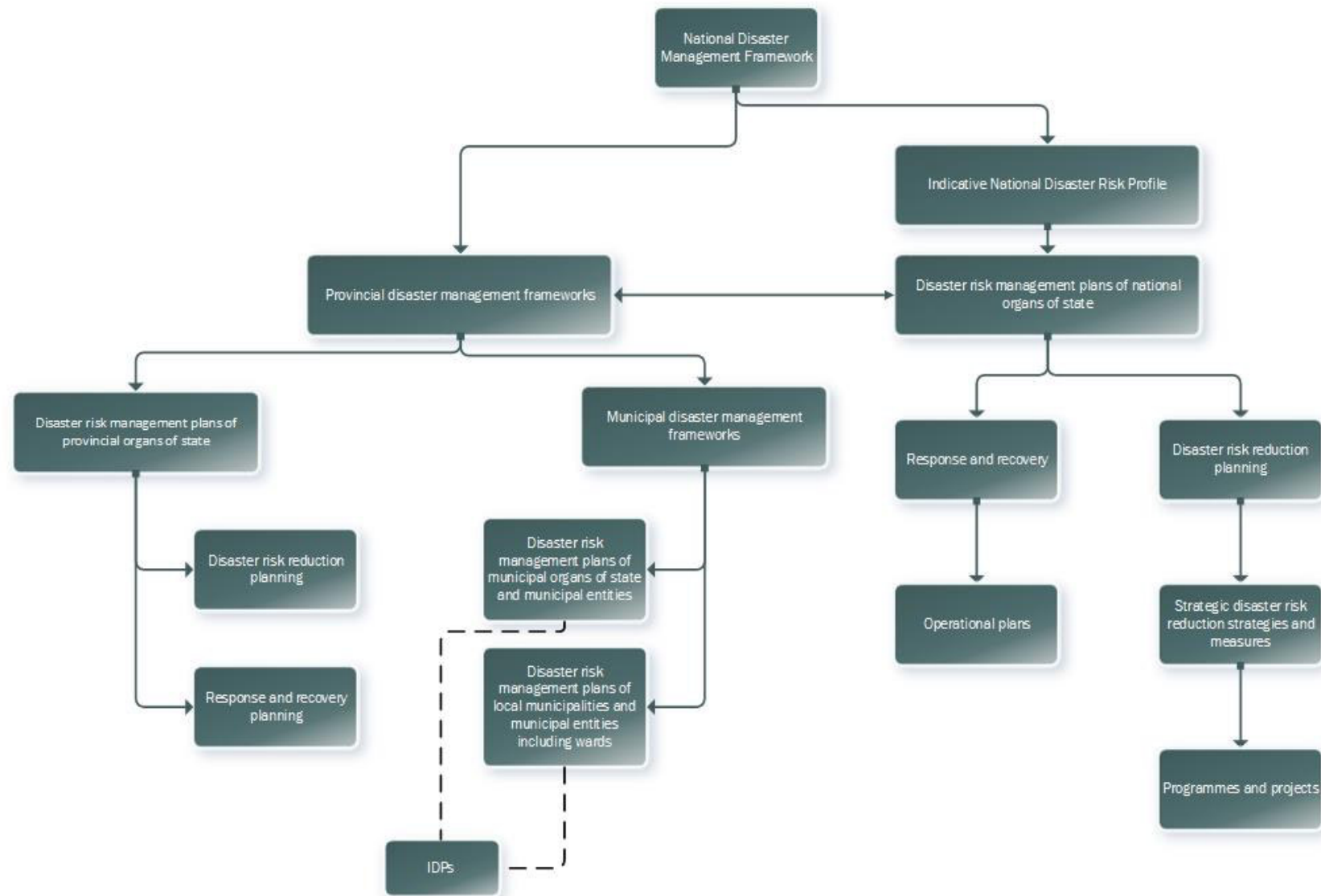


Figure Error! No text of specified style in document.-4: National, provincial and municipal disaster management frameworks and disaster management plans across the spheres of government

ANNEXURE

It should be noted that a disaster management framework acts as the foundational policy guideline (*Section 3.1.1.1 of the National Disaster Management Framework*) for **what** needs to be addressed through the disaster management efforts in The Kouga Local Municipality and the disaster management plans specifies in more detail **how** these requirements and policies are implemented.

The link with sustainable development

The aim of the Integrated Development Plans (IDP) of the Kouga Local Municipality is to promote sustainable development and uses the spatial development framework (SDF) to visualize future development.

In terms of Section 26(g) of the Municipal Systems Act, 200, Act 32 of 2000, a Municipality's IDP must contain a disaster management plan. Development projects in the Municipality, as contained in the Municipality's IDP, is thus interlinked with disaster management planning and activities. Risk reduction projects identified as part of disaster management planning, such as those identified in this plan and the contingency plans developed and risk assessments should be included into the local Municipal IDP as the IDP focuses on sustainable development.

The 2030 Agenda for Sustainable Development Goals (United Nations, 2019) were adopted by the member states of the United Nations in 2015. The idea behind this adoption is for member states to work towards a world that enjoys peace and success and also that this continues into the future.

In order to achieve this, 17 Sustainable Development Goals were agreed to.



Figure Error! No text of specified style in document.-5: Sustainable Development Goals

Goal 1. End poverty in all its forms everywhere

This goal is aimed at eliminating extreme poverty deemed to be people living on less than \$1.25 per day by 2030. The goal further aims at reducing poverty of men, women and children, of all ages and across all nationalities, by at least half. It also looks at providing “social protection systems and measures for all”.

Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture

The target by 2030 is to end hunger and ensure that all people have access to sufficient food. This would go hand in glove with increasing agricultural activity by 50% and ensuring that the income of small-scale farmers

ANNEXURE

is increased. The aim is further to ensure that there is sustainable food production across all systems and that this positively impacts on climate change adaptation.

Goal 3. Ensure healthy lives and promote well-being for all at all ages

The target is to reduce the global maternal mortality rate and to end preventable deaths in newly born babies as well as in children under 5 years of age. The targets also aim at ending “*AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases.*”

Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

The targets are all related to primary and secondary education being made available to all people including women, persons with disabilities, indigenous people, “children in vulnerable situations” and for increasing skills levels so that gainful employment is made possible. All this needs to be done by also improving the number of qualified teachers.

Goal 5. Achieve gender equality and empower all women and girls

The targets associated with this goal include the ending of discrimination of women and girls, the ending of all violence against them, ensuring that women have equal opportunity and rights across all sectors of society as well as leadership roles.

Goal 6. Ensure availability and sustainable management of water and sanitation for all

The targets aim to achieve, by 2030, access to safe, affordable drinking water while providing equitable sanitation and hygiene while also giving attention to the needs to women and girls. The targets also consider the water-related eco-systems and the protection of mountains, forests, wetlands and the like.

Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all

The targets, by 2030, aim to ensure that there are energy services that all people can access and that much of it is obtained through renewable energy processes.

Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

The 2030 aim is to increase economic growth, to increase economic productivity by doing things differently including by means of diversification and innovation and to achieve a position where all men and women and the youth have jobs in either the formal or informal sectors.

Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation

The targets for 2030 include the development of quality, sustainable and resilient infrastructure for economic development to occur and for it to be sustained. This goal also targets the achievement of maintainable and robust infrastructure development in developing countries.

Goal 10. Reduce inequality within and among countries

The targets here are related to achievement of equality, across all sectors, as it relates to social, economic and political inclusion.

Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable

The targets for 2030 include that access to adequate, safe, affordable housing and basic services is achieved and that slums and upgraded so that human dignity prevails.

Goal 12. Ensure sustainable consumption and production patterns

The targets include the achievement of sustainable management and use of natural resources. This would improve the health of the environment as well as of humans.

ANNEXURE

Goal 13. Take urgent action to combat climate change and its impacts

The targets are related to climate change and to increasing climate change adaptation and there-by reducing climate related hazards and reducing natural disasters.

“Acknowledging that the United Nations Framework Convention on Climate Change is the primary international, intergovernmental forum for negotiating the global response to climate change.”

Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development

The targets here aim to reducing marine pollution. This includes marine debris like single use plastic found in the oceans and inside the bodies of fish and other marine and water using animals. It also includes ending overfishing and the incorrect use of all water sources while increasing sustainable use of water resources.

Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

The targets here relate to adherence to international agreements in respect of conservation, restoration and the “sustainable use of terrestrial and inland freshwater ecosystems and their services, in particular forests, wetlands, mountains and drylands”. The targets also consider reversing desertification and restoring land that has been degraded, through natural and other means like droughts and floods.

Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

The target aims to meaningfully reduce violence, and violent deaths in all forms. It also looks at ending violence against children, including exploitation, trafficking and abuse. The targets include reducing funding of weapons, reducing corruption and developing institutions which are accountable.

Goal 17. Strengthen the means of implementation and revitalize the global partnership for sustainable development

These targets relate to finance, technology, capacity-building, trade and systemic issues. They deal, in part, with developing nations strengthening their systems for tax collection, servicing international commitments and attaining long-term debt sustainability. On the technology front the targets aim to achieve “*cooperation on and access to science, technology and innovation*.” The target also aims to improve international assistance for capacity-building in developing countries so that their sustainable development goals can be achieved. The systemic issues to be addressed and achieved include sustainable development through the consistence of policy implementation, being involved in multi-stakeholder partnerships and in so doing sharing knowledge, goals, technology and financial resources, increasing the use and availability of data which is separated by issues of gender, age, geography or any other cause. (United Nations, 2019)

ANNEXURE

Chapter 3: Integrated institutional capacity

Institutional Arrangements

The Status of Disaster Management in Kouga Local Municipality

The Kouga Local Municipality has the following in place:

District Disaster Management Framework

A Disaster Management Plan (2015)

A Disaster Management Plan (this document)

Various Hazard-specific contingency plans

A Local Disaster Management Advisory Forum

24 Hour emergency call centre

An established Disaster Management Volunteer Unit

A Database of volunteers, private sector stakeholders, CBOs and NGO

An (District Based) integrated Disaster Management information system procured and implemented

An overview of the arrangements for integrated institutional capacity for disaster management in the municipality

The disaster management function and Kouga Local Disaster Management Centre / Office in the municipality resort under the Community and Emergency Management Services Cluster.

The organogram below indicates the main disaster management-related structure within the municipality.

ANNEXURE

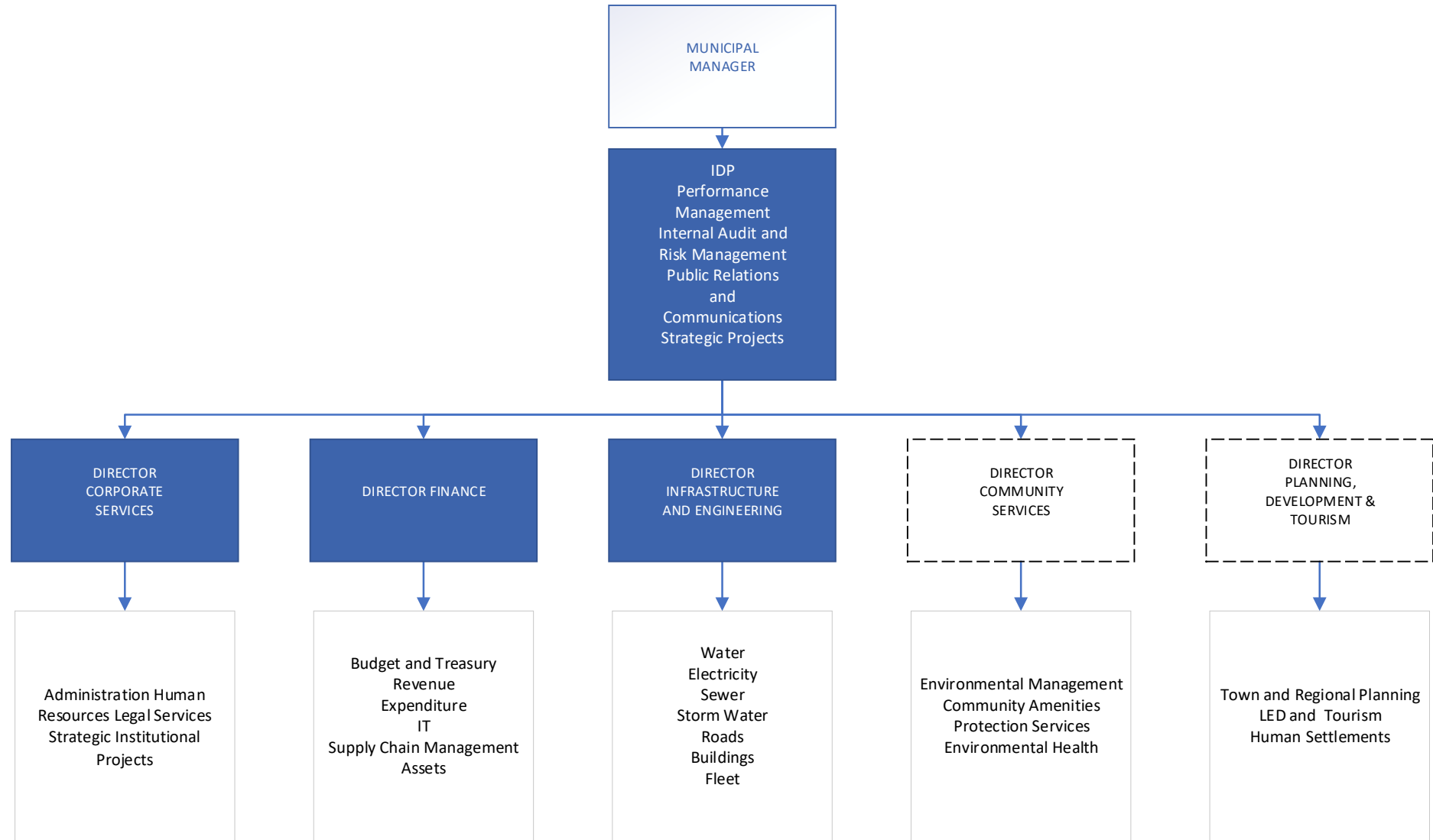


Figure Error! No text of specified style in document.-6: Municipal Top structure

ANNEXURE

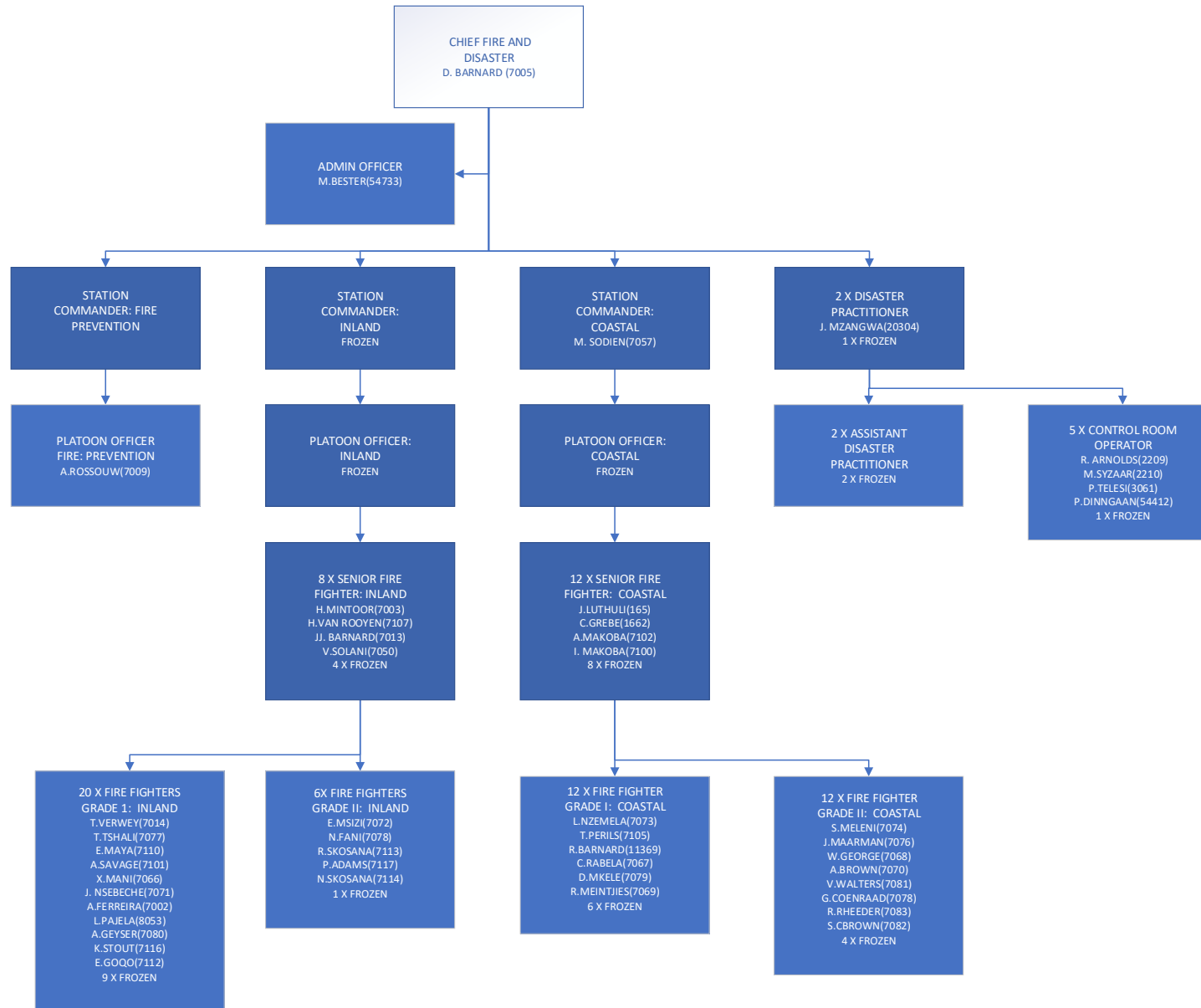
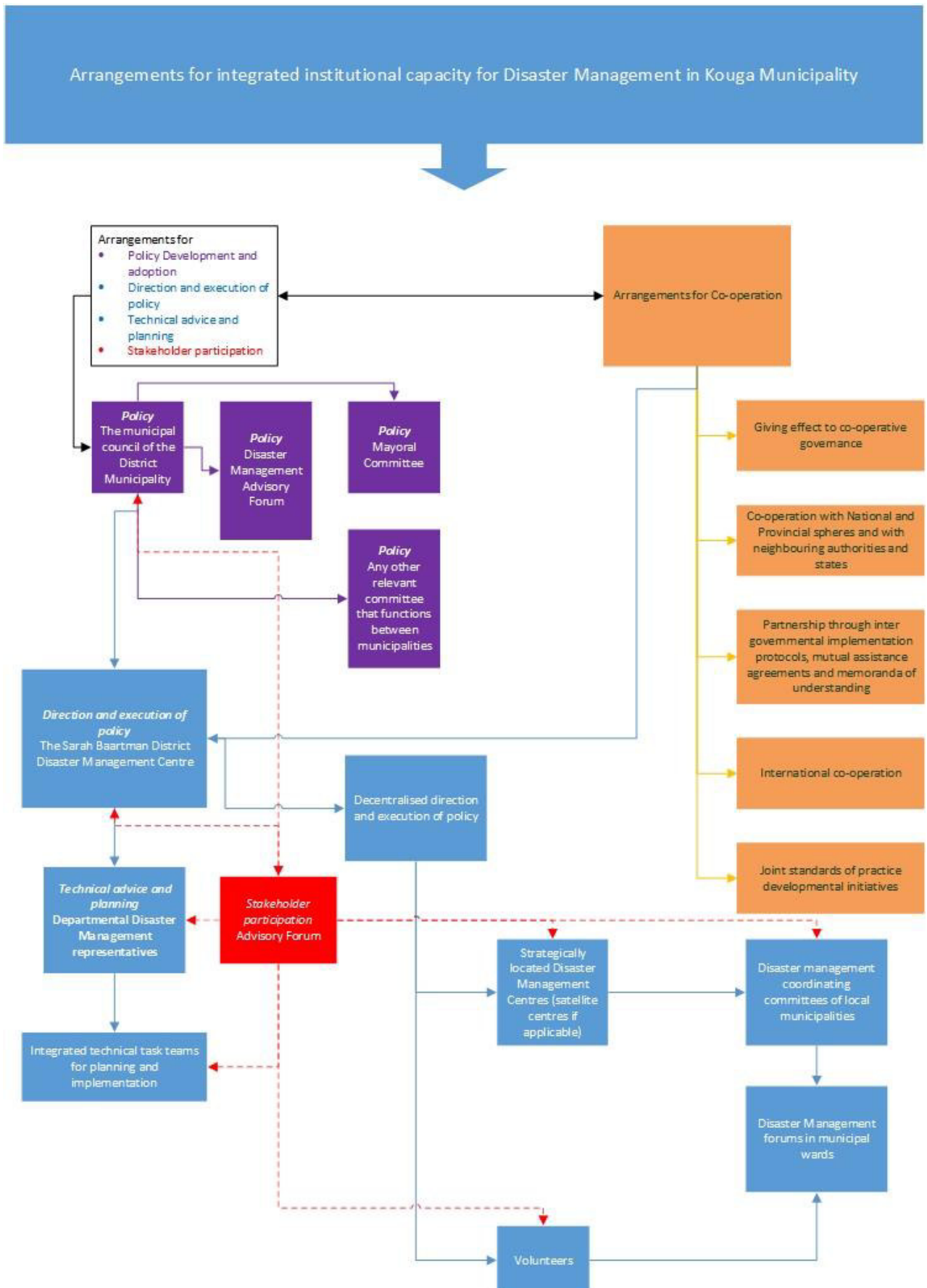


Figure Error! No text of specified style in document.-7: Disaster Management Structure

An overview of the arrangements for integrated institutional arrangements, as prescribed by the National Disaster Management Framework is summarised in the diagram below.



ANNEXURE

Figure Error! No text of specified style in document.-8: **integrated institutional arrangements for disaster management**

ANNEXURE

The District Municipal Disaster Management Centre

The District Municipal Disaster Management Centre (MDMC) is located at Govan Mbeki Street in Port Elizabeth.

The Disaster Management Unit / Centre falls under Department of Infrastructure Development and Community Services. The purpose of the Centre is to promote integrated, coordinated and multi-disciplinary Disaster Management and Fire Services.

The Disaster Management Centre for the District Municipality has a 24-hour control room and an Information System.

The function of firefighting is administered within the Disaster Management Centre and includes:

Planning, co-ordination and regulation of fire services throughout the Sarah Baartman District.;
Provision of specialized firefighting services such as mountain, veld and chemical services;
Coordinating of the standardization of infrastructure, vehicles, equipment and procedure; and
Training of fire officers.

The District Municipality enters into a Performance Partnership Service Level Agreement with its seven Local Municipalities annually to perform firefighting services on an agency basis.

The District Municipality is implementing specific projects such as (amongst others) construction of fire stations, emergency response centres, purchase of firefighting response vehicles, standardization of fire hydrants. The funds are budgeted annually for Disaster Management and Fire Services for projects and operational related costs.

To optimally perform all statutory responsibilities and to execute all directives of the Districts Disaster Management Framework, Sarah Baartman District Municipal Disaster Management Unit / Centre must be adequately resourced in terms of personnel and infrastructure. The NDMC provides guidance In this regard, by setting out the minimum standards required for setting up a Disaster Management Centre (The National Disaster Management Centre, 2008).

The Head of the Municipal Disaster Management Centre

In terms of section 45(1) of the Act, the municipal council must appoint a suitably qualified person as head of the municipal Disaster Management Centre. The appointment is subject to the applicable provisions of the Local Government: Municipal Systems Act No. 32 of 2000 (known as the Systems Act). The Head of the Centre should be appointed / situated at senior management level.

The head of the Sarah Baartman District Municipal Disaster Management Centre is responsible for the functioning of the Disaster Management Centre and the exertion of its powers and the performance of its duties. In this regard, the head takes all the decisions of the centre, except decisions taken by another person as a result of a delegation by the Head of the Centre. The head performs the functions of office in accordance with section 44 of the Act.

The Head of the Centre performs the functions of office:

in accordance with the National Disaster Management Framework and the key responsibilities prescribed in the National Disaster Management Framework;
in accordance with the disaster management policy framework of the Eastern Cape Province;
in accordance with the Disaster Management Policy Framework of the Sarah Baartman District Municipality;
subject to the municipal council's IDP and other directions of the council; and
in accordance with the administrative instructions of the municipal manager.

ANNEXURE

Delegation or assignment of the powers of the Head of the Centre

The Head of the Centre may, in writing, delegate any of the powers or assign any of the duties entrusted to the municipal centre in terms of the Act to a member of staff of the Municipal Disaster Management Centre. The District Municipal Manager must give effect to such delegation or assignment of powers. Such delegation is, however, subject to limitations or conditions that the Head of the Centre may impose. Such delegation or assignment does not divest the head of the Municipal Disaster Management Centre of the responsibility concerning the exercise of the delegated power or the performance of the assigned duty.

The Head of The Municipal Disaster Management Centre may confirm, vary or revoke any decision taken in consequence of a delegation or assignment, but no such variation or revocation of a decision may detract from any rights that may have accrued as a result of such a decision.

Capacity Requirements

Section 43 of the Disaster Management Act of 2002, as amended, requires that:

“43. Establishment. — (1) Each metropolitan and each district municipality must establish in its administration a disaster management centre for its municipal area.

(2) A district municipality—

(a) must establish its disaster management centre after consultation with the local municipalities within its area; and

(b) may operate such centre in partnership with those local municipalities.

(3) A local municipality must establish capacity for the development and co-ordination of a disaster management plan and the implementation of a disaster management function for the municipality which forms part of the disaster management plan as approved by the relevant municipal disaster management centre.

(4) A local municipality may establish a disaster management centre in consultation with the relevant district municipality in accordance with the terms set out in a service level agreement between the two parties, in alignment with national norms and standards.”

The strengths, weaknesses, opportunities and threats for disaster management in the Kouga Local Municipality

ANNEXURE

Table Error! No text of specified style in document.-2: strengths, weaknesses, opportunities and threats for disaster management in the Kouga Local Municipality (SWOT)

SWOT Analysis	
STRENGTHS Mayor and MM pro disaster management Commitment of municipal area to Disaster Management Willingness to participate Support from the District.	THREATS Ageing infrastructure and fleet Vandalism Funding Commitment Succession planning Centre that is not accredited Legal noncompliance Community unrest Labour unrest Water Scarcity COVID-19 Infrastructure Capacity Political Sabotage
WEAKNESSES Funding Personnel shortages Training Aging Infrastructure and fleet Lack of suitable resources Centre that is not accredited	OPPORTUNITIES Training and development of skills Insurance companies to assist with social responsibilities Succession planning

Joint Operations Centre (JOC)

The Joint Operations Centre establishes a platform to manage multi-disciplinary / multi-dimensional response to a major emergency / disaster. The aim is to provide an appropriate operational environment within which all agencies can function and make decisions in a co-operative manner. This allows for strategic decision makers to stay informed of developments, manage deployments and resources on a prioritised basis. This in turn allows for recognition of changing dynamics of a multi-faceted incident and allow for 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.

ANNEXURE

Decentralised arrangements for the integrated execution of disaster management policy in the area of Kouga Local Municipality

The Head of the Centre must establish mechanisms to ensure integration and joint standards of practice in the execution of disaster management policy throughout the District and Kouga Local Municipality, linked with neighbouring municipalities.

The District Disaster Management Centre will constantly liaise with the local and neighbouring municipalities in disaster risk reduction and planning efforts.

Sarah Baartman District and Kouga Disaster Management Advisory Forums

Purpose

Section 44(1)(b) of the Disaster Management Act No. 57 of 2002 (Act) calls for an integrated and coordinated approach to disaster management in municipal areas. To make provision for the integration and coordination of disaster management activities and to give effect to the principle of co-operative governance in the Sarah Baartman District and Kouga Local Municipality, the municipal councils may establish a Disaster Management Advisory Forums. Section 51 of the Act makes provision for the establishment of such forums.

Legislative requirement

Management and administration

The Advisory Forum is established to coordinate and manage any disaster. The forum is chaired by the Portfolio Head/Committee Chair as well as the Director – Community Services Chief Fire and Disaster Management Services. The Disaster Management Centre / Office provides the secretariat for the Advisory Forum and ensures that accurate records of the activities of the forum are maintained.

Composition of the Disaster Management Advisory Forum

The advisory forum must comprise all the relevant stakeholders and role players in disaster management in the municipality, including non-governmental and community-based organisations, individuals or groups with special technical expertise, representatives of the local municipalities in the district and representatives of neighbouring district municipalities. A detailed standard for the establishment and functioning of the Advisory Forum will be drafted and approved by the Advisory Forum.

Current status of the local advisory forum

Kouga has an established Advisory Forum that has to meet on a quarterly basis. The terms of reference for the Advisory Forum will be developed will include reporting requirements.

Volunteer Unit

The volunteers are managed by Sarah Baartman District Municipality has a formally established disaster management volunteer unit in compliance with the National Regulations.

The management, requirements and processes relating to volunteers will be in accordance with the Act, its regulations and the National Disaster Management Framework. Different categories of volunteer units, as envisaged by the National Disaster Management Framework, will be established. The National Regulations pertaining to volunteers will be utilised as the basis for management of the unit.

A total of 34 volunteers within Kouga Local Municipality have been trained according to the African Aid Material (AFAM) curriculum which was specifically designed for the African Continent. Volunteers from the following areas have been trained:

ANNEXURE

Table Error! No text of specified style in document.-3 Volunteer Distribution in the Kouga Local Municipality

Municipality	Municipal Area	Number of Volunteers
Kouga Local Municipality	Hankey	19
	Jeffereys Bay	15

Technical Task Teams / Technical Advisory Committee

When an event is not a disaster, but Disaster Management still plays a significant role it is advisable to consider the establishment of a Technical Task Team to resolve that specific event. This in effect encourages multi-disciplinary responses to multi-faceted events. A Technical Task Team may also be appointed by the municipal Disaster Management Centre / Office prior to commissioning any disaster management projects for the municipality as and when required. The purpose of the Technical Task Team is to provide scientific and technical advice, to monitor the progress of disaster management projects and to assist with the validation and/or interpretation of the findings.

In addition, any municipal department and / or municipal entity in the municipality or a department intending to commission disaster management projects for its functional area may appoint a technical advisory committee to provide scientific and technical advice, to monitor the progress of the disaster management project and to assist with the validation and/or interpretation of the findings.

A technical advisory committee must function and meet as required in accordance with predetermined terms of reference, which must be documented and submitted to the Kouga Advisory Forum for approval before being formally adopted by a technical advisory committee.

The relevant departments and municipal entities in the municipality must, in consultation with the Kouga Advisory Forum to determine the intervals at which disaster management implementation for their functional areas should be reviewed.

It is advisable that all proposed disaster management projects planned by departments and municipal entities in the municipality be submitted to the Kouga Advisory Forum. In order to ensure that projects are integrated across departments and also accessed from a sustainable development viewpoint.

Ward structures

The existing ward structures and ward-committee meetings are utilised for implementing disaster risk reduction at ground level. Disaster management must be an agenda point of ward committee meetings.

Assignment of responsibilities

The following table summarises the main responsibilities of the different structures at Municipal level, with regard to disaster management efforts:

ANNEXURE

Table Error! No text of specified style in document.-4: Disaster management summary roles and responsibilities-powers & functions

DISASTER MANAGEMENT SUMMARY ROLES AND RESPONSIBILITIES-POWERS & FUNCTIONS						
Populate: Input / Implement / Obtain / Disseminate						
Component:	Mayor and Municipal Manager	Council	Disaster Management Officials & Volunteers	Departments and Organs of State	Advisory Forum	Other external role players
Disaster Risk Management Policy	Input Obtain Disseminate Implement	Input Obtain Disseminate Implement	Input Obtain Disseminate Implement	Input Obtain Disseminate Implement	Input Obtain Disseminate	Input Obtain Disseminate Implement
Disaster Risk Assessment & Planning	Input Obtain Disseminate Implement	Input Obtain Disseminate Implement	Input Obtain Disseminate Implement	Input Obtain Disseminate Implement	Input Obtain Disseminate	Input Obtain Disseminate Plans: Implement
Declaring a State of Disaster	Input Obtain Disseminate Implement	Declare	Input Obtain Disseminate Implement	Input Obtain Disseminate Implement	Input Obtain Disseminate	Obtain Disseminate

ANNEXURE

Disaster Response and Recovery activities	Obtain	Input	Input	Input	Input	Input
	Disseminate	Disseminate	Obtain	Obtain	Obtain	Obtain
	Implement	Implement	Disseminate	Disseminate	Disseminate	Disseminate
			Implement	Implement		Implement
Designating members of the Advisory Forum & Volunteers	Input	Disseminate	Input	Obtain	Obtain	Obtain
	Disseminate				Disseminate	Disseminate
	Implement					
Communication of information, training & research	Input	Input	Input	Input	Input	Input
	Obtain	Obtain	Obtain	Obtain	Obtain	Obtain
	Disseminate	Disseminate	Disseminate	Disseminate	Disseminate	Disseminate
	Implement	Implement	Implement	Implement	Implement	
Reporting, Monitoring and Evaluation	Input	Input	Input	Input	Input	Input
	Obtain	Obtain	Obtain	Obtain	Obtain	Obtain
	Disseminate	Disseminate	Disseminate	Disseminate	Disseminate	Disseminate
	Implement	Implement	Implement	Implement	Implement	Implement

ANNEXURE

Specific roles and responsibilities for municipal departments and organs of state

The following general responsibilities pertain to all municipal department of the Kouga Local Municipality. These general responsibilities are the minimum requirements in order to give effect to the Disaster Management Plan. It should however be noted that these lists are not exhaustive and serve as a guide for departments to take their own initiatives.

The district's main stakeholders in disaster management and their primary responsibilities are summarised in the table below:

Table Error! No text of specified style in document.-5: Primary responsibilities of stakeholders

STAKEHOLDER	PRIMARY ROLES AND RESPONSIBILITIES
The Municipal Council	The Municipal Council declares a state of disaster and receives and considers reports with regard to disaster risk management.
The Municipality's Municipal Manager	The Municipal Manager is overall responsible for governance in the Municipality, including effective disaster risk management.
The Municipality's Disaster Management Function	The Disaster Management Functions are overall disaster risk management and co-ordination, as per section 44 of the Disaster Management Act. Each Municipal Organ of State (which implies each Municipality Department and each Municipal Entity), will complete its own disaster management plan, to be incorporated into the Municipality's Municipal Disaster Management Plan.
Fire, Protection and Emergency Management Services	Assist with disaster risk reduction, implementation and co-operation.
The Disaster Management Volunteers	The formal, trained volunteer unit assist Disaster Management in their functions.
The residents and communities affected	Assist with disaster risk reduction and co-operation.
The Ward Councillors	The Ward Councillors assist with community liaison.
The Community Leaders	The Community Leaders assist with community liaison.
Fire Protection Associations	Disaster risk reduction, response and co-operation
Eastern Cape Wildlife	Disaster risk reduction, response and co-operation
Non-Governmental Organisations (NGOs) and Community Based Organisations (CBO's)	The NGOs and CBO's assists with disaster risk reduction and co-operation. Note: The nearest Red Cross Branch
Private sector and industry	Assist with disaster risk reduction and co-operation.
Health Care	Assisting with prevention/mitigation, response and recovery actions. Treating and transporting of patients.
Corporate Services and Financial Services	Assisting with administration, legal advice and funding.
Communication & Public Participation and Community Services	Assisting the disaster management function with communication and awareness.
Engineering, Development, Infrastructure & Technical Services and Community Services	Assisting with prevention/mitigation, response and recovery actions.
The South African Police Service	Assisting with prevention/mitigation and response actions. Public safety and crime prevention
South African Weather Service	Forecasting and issuing of severe weather warnings, including heavy rain, flash flooding, severe thunder,

ANNEXURE

STAKEHOLDER	PRIMARY ROLES AND RESPONSIBILITIES
	strong winds and conditions where severe veld fires are possible.
National Disaster Management Centre	National guidance and policy and institutional support to Province and Municipality on disaster risk management
Provincial Disaster Management Centre	Provincial guidance, policy and institutional support to Municipality on disaster risk management
Department of Environment, Forestry and Fisheries	Draft disaster management plans, relevant to the DEFF Implement drought and forest fire and fishery-related disaster risk management and report on disaster risk management and disaster risk reduction activities
Department of Social Development	Draft disaster management plans, involving the Department of Social Development Manage disaster relief Annual reports generated by the national Department of Social Development and its provincial counterparts must include an account of the number of households receiving social relief assistance.
Department of Local Economic, Tourism and Environmental Affairs	Draft disaster management plans, involving the Department of Environmental Affairs. Environmental management and impact assessments. Assisting with prevention/mitigation, response and recovery actions.
*The Department of Foreign Affairs	The lead national department responsible for promoting and facilitating South Africa's role in international co-operation in disaster risk management. It must, in liaison with the National Disaster Management Centre and the relevant organs of state, forge links with national agencies that render relief assistance internationally, as well as with international agencies, organisations and institutions involved in disaster risk management
Department of Cooperative Governance, Human Settlement and Traditional Affairs	Assisting with prevention/mitigation, response and recovery actions. Provision of emergency shelter.
Department of Health	Managing provincial hospitals and ambulance services and emergency medical care
Department of Education	Disaster Management education and awareness. Facilities could serve as emergency shelter or housing
Department of Justice	A key area for the Department of Justice and Constitutional Development will be to deal with all criminal cases in a fast and efficient way, especially where foreigners are involved.
Department of Home Affairs	Immigration Response

Cross border arrangements

The Kouga Local Disaster Management Centre / Office will constantly be in contact with Sarah Baartman District and neighbouring municipalities in disaster risk reduction and planning efforts.

ANNEXURE

Memorandum of understanding between stakeholders on disaster management planning and implementation for all role players in the municipality

The following principles will apply to all stakeholders in disaster management in Kouga Local Municipality:

Detailed disaster management planning, prevention, mitigation, response and recovery-related actions will be executed by all relevant institutions and stakeholders / role players in Kouga Local Municipality though applying the principles and requirements as foreseen by the Act, the National Disaster Management Framework, Provincial Disaster Management Framework, Sarah Baartman District Municipality Disaster Management Framework and this Plan.

Mutual Aid Agreements will be signed between relevant stakeholders.

The principles of co-operation, effective communication and information management, reporting and alignment (joint standards of practice) of planning and implementation on disaster management will at all times be adhered to by all institutions, stakeholders and role players.

Disaster management information and communication will be systematically co-ordinated and aligned throughout the Sarah Baartman District to ensure effective information management on a common platform.

Training, capacity building and research on disaster management will continually be executed at all levels of government, Kouga Local Municipality will strive to compliment this process whenever possible.

The involvement and co-operation of non-governmental role players and historical information, to be inter alia gathered through indigenous knowledge, is of paramount importance. Traditional leaders will be properly consulted and informed with regard to disaster management initiatives in their areas.

The local disaster management function will execute detailed research; obtain all required technical advice and inputs required and guide and monitor disaster management implementation, co-operation, communication and information dissemination in Kouga Local.

Chapter 4: Risk Assessment

Municipal disaster risk assessment and profile

Disaster risk assessments in the Local Municipality is executed as prescribed by the National Disaster Management Framework, summarised below:

ANNEXURE

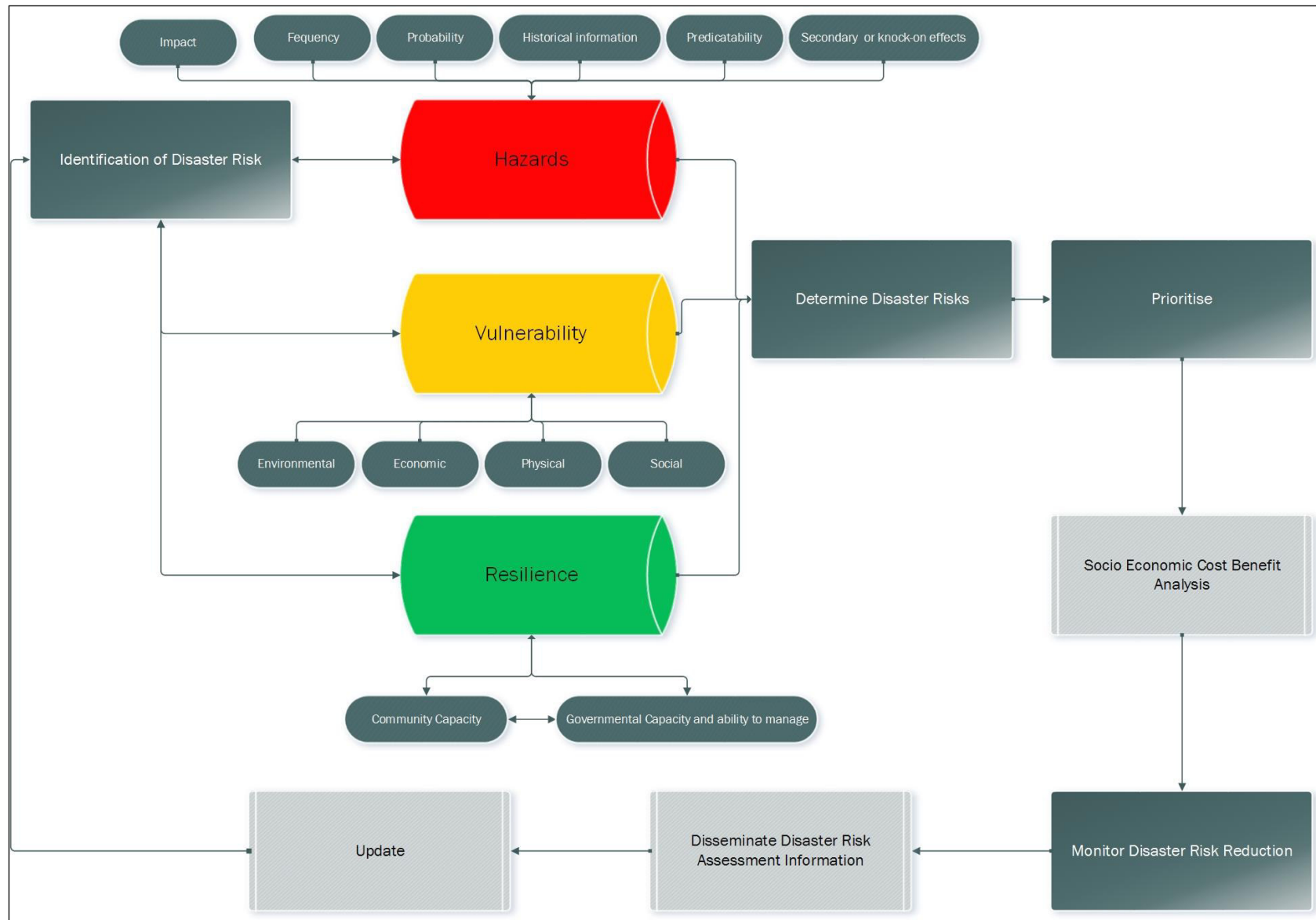


Figure Error! No text of specified style in document.-9: The basic stages of disaster risk assessment

ANNEXURE

The risk profile for the Kouga Local Municipality is based on the data received and analysed from the workshop consultations, as well as the base data (including reports) collected during the study and from the Aurecon Disaster Risk Assessment concluded in November 2017. The data collected from the stakeholders was evaluated against the risk assessment results from the Aurecon Disaster Risk Assessment of 2017.

The prioritised risk profile for the Kouga Local Municipality is based on the data received from the Aurecon Report. The stakeholder perception data and local resilience information was considered and brought into context with the current set of perceived and real disaster risks. The Risk Prioritization for the Kouga Local Municipality is shown below. Please refer to the detailed disaster risk assessment report 2017 for more details pertaining to the district and local municipal disaster risks.

The following table contains the summarised results of the disaster risk assessment for Kouga Local Municipality.

Table Error! No text of specified style in document.-6: Prioritized risks for the Kouga Local Municipality (Aurecon South Africa (Pty) Ltd, 2017)

Local Municipality	No	Disaster Risk	Total
Kouga Local Municipality	1	Climate Change - Floods	1
	2	Human and Animal Epidemic Disease	1
	3	Fire (Formal)	1
	4	Road Incidents	1
	5	Climate Change - Drought	1
	6	Fire (Informal Settlement)	1
	7	Water Pollution	1
	8	Dangerous Electrical Connections	1
	9	Fire (Veldt)	1
	10	Illegal Uncontrolled Solid Waste Disposal	1
		Coastal Erosion	
		Dune Encroachments	
		Spillage of Hazardous Materials	
Kouga Local Municipality Total			10
Grand Total			10

The Municipal Disaster Risk Assessment (2017 report) has more information on priority risks.

The consultations highlighted several considerations and processes that are already in place. The following was considered in the preparation of this Disaster Management Plan:

Human diseases in Hankey may be related to the bucket system

Drought, floods and fire regarded as the highest risk in Kouga.

Road incidents (buses, taxis, hazardous materials)

Informal settlement houses are susceptible to fires.

In Oyster Bay - Dune movements due to winds as a result of human factors and unplanned building of homes. Dune are being rehabilitated.

St Francis Bay Spit

Estuaries

ANNEXURE

Drought: There is a lack of rain in the catchment areas. Dam which feeds Kouga remains a concern and boreholes and springs are being negatively affected.

Informal settlements structure is not planned, and so emergency services cannot access the areas. Also, illegal electricity connections remain a concern. Social functions (parties) cause people to be less concerned about safety. (alcohol use).

Labour unrest

Community unrest; Lack of temporary hospitals

Lack of mass burial facilities

No crematorium or medical waste treatment facility that is nearby

Climate change – sea level rise

Contagious Animal Diseases

Natural dams a challenge

Building in high risk areas.

Bucket system is still a challenge.

Sewer pollution in the Jefferies Bay area as pump stations are located along the sea and this is the lowest point and contours are used to move sewerage to the pump stations.

Illegal electricity connections - two different suppliers (Customize for Kouga - Eskom)

Veld fires: - dense vegetation FPA's have been established. Also have a Risk reduction committee. Voluntary disaster teams available, clearing of alien vegetation

Incident command centre that will have a system.

Radio repeaters needed. Can communicate with neighbouring municipalities on two-way-radio.

There is a challenge with officials responding to the Joint Operations Centre (JOC) as they live far away and so it takes a while for them to arrive.

The use of an incident board is in place, but the information is not documented in hard or soft copy.

Incident board is managed by the disaster management practitioner or the chairperson of the board.

A Terms of Reference for the JOC needs to be developed.

A Mass Casualty Plan is operational with the ambulance (provincial) and Pathology services responsible for the transportation of bodies.

It is the view of the consultations that the Province needs to be involved in dealing and funding mitigation for disaster risks as well as repairs and maintenance of bridges and other infrastructure that belongs to them.

The Local municipality is investigating appointing 40 fire reservists during the next financial year

ANNEXURE

Chapter 5: Disaster Risk Reduction

In terms of Section 26(g) of the Municipal Systems Act, 200, Act 32 of 2000, a Municipality's IDP must contain a disaster management plan. Development projects in the Municipality, as contained in the Municipality's IDP, is thus interlinked with disaster management planning and activities. Risk reduction projects identified as part of disaster risk management planning, such as those identified in this plan and the contingency plans and risk assessment should be included into the District and Local Municipal IDP's.

There are eight key planning points or requirements that must be applied by all municipal organs of state and municipalities when planning for disaster risk reduction initiatives. These must form part of the annual reporting of the municipalities and municipal organs of state to the Kouga Local Disaster Management Centre / Office.

- 1) Use the disaster risk assessment findings to focus planning efforts;
- 2) Establish an informed multidisciplinary team with capacity to address identified disaster risk and identify a primary entity to facilitate the initiative;
- 3) Actively involve the communities or groups at risk;
- 4) Address identified vulnerabilities in the municipal area wherever possible;
- 5) Plan for changing risk conditions and uncertainty, including effects of climate variability;
- 6) Apply the precautionary principle to avoid inadvertently increasing disaster risk;
- 7) Avoid unintended consequences that undermine risk avoidance behaviour and ownership of disaster risk; and
- 8) Establish clear goals and targets for disaster risk reduction initiatives, and link monitoring and evaluation criteria to initial disaster risk assessment findings.

Several hazard specific risk reduction project proposals are included in the Sarah Baartman Disaster Risk Assessment (page 404) (Aurecon South Africa (Pty) Ltd, 2017). The following list is an extract from this list

Table Error! No text of specified style in document.-7: Risk reduction project proposals

No	Hazard	Risk reduction project proposals
1	Flooding	1. Physical planning: poor physical planning causes flooding but where adequate drainage channels are constructed and ongoing maintenance the problem of flooding reduces. 2. Engineering & Construction: engineering design and safety standards should be incorporated to assure structural integrity of buildings. 3. Economic Measures: address flood related financial needs & investing in forecast-based financing of risk reduction and preparedness measures as climate changes might increase in the future. 4. Management & Institutional: in order to achieve ideal flood forecasting and warning systems, cooperation involving stakeholders is necessary. For example, SA Weather Services can provide specific advisory services

ANNEXURE

		to local communities establishing flood warning systems. 5. Societal Measures: traditional and indigenous practices of coping with floods are as important and vital as the modern approaches. Local knowledge approaches should be investigated as it is also the most valuable asset for flood management planning.
9	Human and Animal Epidemic Disease	1. Physical planning measures: hospitals to draw up plans for managing epidemics. Train hospital staff for in an emergency or disaster to better contribute to the emergency response. Providing support for patient transport. 2. Engineering & construction measures: ensure that effective repair & maintenance services aimed at avoiding functional collapse of the hospital. Train engineering & maintenance staff in infection prevention and control procedures. 3. Economic measures: Logistics management & stockpiles of special supplies and equipment are needed in readiness. 4. Management & institutional measures: developing Hospital Emergency Risk Management Programme-including measures to protect staff, patients & visitors from infections. Establish hospital emergency committee & Incident Command Group. 5. Societal measures: developing strategies & programs to disseminate information the public is likely to need with a view to reducing risks during an emergency.
18	Fire: Structural (Formal Settlements). Fire: Structural (Informal Settlements).	1. Physical planning measures: develop a District-Wide strategic framework for fire & burn prevention. 2. Engineering & construction measures: smoke alarms provide an early warning system that alert people & permit time for an escape before a fire spreads, the implementation of this invention will reduce the risk of deaths in any form of settlements. 3. Economic measures: prioritise funding & prevention training. 4. Management & institutional measures: develop an information strategy & data collection system, because an effective information strategy would support response planning & prevention, hazard identification & risk assessments. 5. Societal measures: Educational strategies for the public & communities with regards to fire awareness, safety & prevention.

ANNEXURE

4	Road Incidents	1. Physical planning: looking into the possibility of introducing less safe travel choices. For example rail has shown to be a more safe form of travelling than motorized modes of travelling. 2. Engineering & Construction measures: development of local road safety schemes that road safety engineers and urban designers can use in a wide range of measures to improve the safety of the road environment for all road users and to encourage increased use of streets as places that meet the needs of pedestrians, cyclists and public transport users. 3. Economic: Speed enforcement detection devices can be effective in reducing RTA's and associated injuries. Appointing and training police for policing on roads can be a beneficial effect on road traffic facilities and crashes. 4. Management & Institutional measures: Introduce proper land use planning, residential, commercial and industrial policies to be enforced. Develop of a Road Traffic Accidents Response Strategies. 5. Societal measures: enforce seat-belt wearing use as research has shown that seat-belts reduce the risk of death in a crash by approximately 60%. Safety education programmes for pedestrians. Driver training/ education programmes. Awareness, communication and collaboration are key to establishing and sustaining national road safety efforts.
2	Drought	1. Physical planning: limit evaporation from swimming pool and other man-made water bodies through implementing appropriate physical planning measures and by-laws. Study and understand the impact of climate change on development. Promote awareness and cultivation of drought resistant crops. Build proper storage and preservation facilities by agricultural produce. 2. Engineering & Construction: Monitor observation and production boreholes. Implement water pressure management systems to reduce water network losses. Finding and repairing underground water leaks (on going). 3. Economic Measures: address drought related financial needs through operating budgets & forecast-based financing of risk reduction & preparedness measures. Introducing the stepped tariffs system of billing. Facilitate affordable and accessible insurance for emerging businesses and small-scale farming communities. 4. Management & Institutional Measures: appoint a drought task team with a focus on establishing a multidisciplinary team of stakeholders and securing

ANNEXURE

		partnerships. Establish clear drought planning purposes and objectives. 5. Societal Measures: capacitate rural & urban communities to identify areas where water losses and leakages can and do occur and provide an efficient reporting process. Develop awareness training and workshops in high risk areas. Develop & inform communities of response actions to early warning systems.
7	Water Pollution	1. Physical planning: develop and maintain control measures for effective curbing of water pollution resulting from pollutants seeping into rusted galvanized iron pipes, flood/underground seepage of human and material wastes. 2. Engineering & construction measures: 3. Economic measures: Providing incentives for environmentally sound behaviour, raising revenue to help finance pollution control activities and ensuring that water quality objectives are achieved at the least possible (overall) cost to society. 4. Management & institutional measures: develop a Water Pollution Control Compliance on Construction Sites for Resident Engineers Policy. Ensure compliance with this policy. Adapting practices such as organic farming and integrated pest management could help protect waterways. Develop Wastewater discharge regulation. 5. Societal measures: develop intervention projects pertaining to environmental hazards are often more sustainable if they address the driving forces behind pollution at the community level.
3	Fire (Velt)	1. Physical planning measures: Fire response team working close to fire-fighting equipment. Ensure on-going testing of firefighting equipment. 2. Engineering & Construction measures: Ensure that infrastructure within the perimeter of the veldfire should be inspected for damage and repaired if necessary. 3. Economic measures: address veld fires/wildfires related financial needs through operating budgets & forecast-based financing of risk reduction & preparedness measures in order to ensure that resources will respond quickly. 4. Management & Institutional measures: Ensure designated management staff are available for veld fires/Wildfires response. Ensure that proactive fire management measures are undertaken as planned. Ensure standby operational on a roster basis. Establish agreements with a neighbouring estate whereby fires on

ANNEXURE

		the property are reported on the owner's behalf. Keep informed of fire weather conditions and forecasts. In terms of resources, fire response agreements should be in place-either with neighbouring estates that have sufficient resources to respond, or with a third party agent. 5. Societal measures: educate the public that open fires are only permitted in authorised fireplaces. Plan and make known escape routes for everyone on the ground and in the air. Restrict public access to the recently burnt areas if dangerous or ecologically sensitive. Post a lookout for danger and safety aspects.
8	Illegal Uncontrolled Solid Waste Disposal	1. Physical planning: good municipal solid waste management practices requires collection of critical information which is not just for keeping the records up to date but used effectively for taking corrective measures as well as proper planning for the future. Establishment of landfill sites as well as street bins distribution to minimize illegal solid waste dumping. 2. Engineering & construction measures: investment for bulk infrastructure development for the establishment of regional waste disposal sites and bulk waste transfer stations within the district. 3. Economic measures: Implement and ensure the user-pays principle applied for waste management. 4. Management & institutional measures: ensure rules & regulations governing waste management are enforced at all times. Preparing & implementing an IWMP & development of a framework for IDPs & ensuring that IWMPs inform the IDP Process. 5. Societal measures: establishment of waste minimisation programmes, environmental education, and awareness campaigns and workshops.

The Kouga Municipal Disaster Management Centre / Office must ensure that response and recovery plans and disaster risk reduction plans, programmes and projects are incorporated into IDP's, Spatial Development Frameworks, environmental management plans and other strategic developmental plans and initiatives in the Kouga Local Municipality and in the local municipalities in the district.

Strategic approach to disaster risk reduction

Strategic Disaster Risk Reduction

The dictionary defines a strategy as follows: "*A plan of action designed to achieve a long-term or overall aim. "Time to develop a coherent strategy" synonyms: master plan, grand design, game plan, plan of action, plan, policy, proposed action, scheme, blueprint, programme, procedure, approach, schedule.*"

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

ANNEXURE

Disaster risk reduction is the concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

Disaster risk reduction is therefore part of disaster management but does not focus primarily on (although it does link with) disaster response and recovery.

Disaster Risk Reduction should not be implemented in an isolated manner. It takes cognisance of international agreements and guidelines.

Disaster risk reduction is closely linked with sustainable development. Development projects should be informed by disaster risk reduction planning and activities.

Disaster risk reduction is influenced by several factors (such as climate change, economic and regional growth and development, capacity to implement planning, etc.) and the municipality has to think carefully and in new ways about effectively reducing its disaster risks.

The Kouga Local Municipal follows a priority strategic approach to disaster risk reduction. This strategy aims to achieve the following objectives:

- To establish and incorporate the foundational guiding arrangements for disaster risk reduction in the Kouga Local Municipality.

- To increase awareness and knowledge of disaster risk reduction methods and opportunities.

- To inform the legal and institutional basis for efficient disaster risk reduction planning and implementation.

- To contribute towards the inclusion of disaster risk reduction into development policy, programmes and projects.

- To establish a strategic platform for public-private-sector co-operation in disaster risk reduction.

- To contribute to community resilience against the threats and effects of disasters.

The success of this strategy will lie in its effective implementation and monitoring throughout the municipality. This can however only be achieved through co-operation and partnership between all stakeholders in disaster risk reduction.

The following factors are important to ensure the effectiveness of implementing the strategic goals and initiatives:

- Political buy-in and support.

- Strategic leadership by management.

- Uniform standards supported by national policy and legislation.

- Stakeholders and responsible agencies need to accept responsibility and be held accountable for neglecting responsibilities in terms of disaster risk reduction.

- Capacity and awareness at local level.

- Appropriate systems and technologies.

- Private-sector support.

- Optimising the use of resources: Using fewer resources to achieve more.

- The involvement and co-operation of non-governmental role players and historical information, to be inter alia gathered through indigenous knowledge, is of paramount importance.

- The Disaster Management Centre / Office must establish mechanisms to ensure integration and joint standards of practice in the execution of disaster management policy.

The following general principles guide the above goals:

- Enhance and support advocacy on disaster risk reduction.

- Work within current reality - optimising usage of existing resources and capacity, whilst awaiting additional funding and capacity, is very important.

ANNEXURE

Plan pro-actively and not re-actively for disaster risk reduction.

Adopt a more holistic approach to disaster risk reduction and building resilience. The 'silos should be broken' and all risk factors should be recognised and addressed holistically and in an integrated manner.

Utilise the historic indigenous knowledge of the people when disaster risks are assessed.

Utilise private sector advertisement funding to further disaster risk reduction advocacy and information sharing.

Communities need to understand the benefits from contributing to disaster risk reduction and support disaster risk reduction initiatives: Disaster risk reduction can save their lives and property.

Effective law enforcement is critical for disaster risk reduction.

Communities should be active participants in disaster risk assessments and disaster risk reduction planning and programmes.

Work, within the correct and sensitive protocols, with traditional leaders and Community-Based Organisations.

Maintain a balance when assigning resources between proactive and reactive measures.

Understand that national / regional programmes such as poverty reduction is mid to long-term goals, but disaster resilience should be built / enhanced within current reality as well. Poor and vulnerable people, communities and groups should be assisted to become more resilient within their current realities.

Cross-cutting considerations such as gender (for example, the value of utilising woman in disaster risk reduction), youth (sustainable disaster risk reduction starts with the children), people with disabilities, people with less access to facilities and risk transfer-mechanisms such as insurance, must be taken cognisance of in disaster risk reduction planning and initiatives.

Because disaster risks cannot be totally eliminated, the remaining economic risks need to be shared, spread or financed so that individual people, companies and communities are not forced into poverty or bankruptcy if a disastrous event occurs. Mechanisms for sharing or transferring risk are an important component of disaster risk reduction. At the national or district level, this can be achieved through the establishment of reserve funds, contingent credit arrangements, or purchase of offshore insurance or disaster bonds. These usually require supporting arrangements at international level through the private sector or multilateral banks. At local level, the insurance industry can become a partner in disaster risk reduction and communities can be encouraged (through incentives agreed upon with insurance companies) to ensure themselves against loss.

In terms of Section 26(g) of the Municipal Systems Act, Act 32 of 2000, a Municipality's IDP must contain a disaster management plan. Development projects in the Municipality, as contained in the Municipality's IDP, is thus interlinked with disaster management planning and activities. Risk reduction projects identified as part of disaster management planning, such as those identified in this plan and the contingency plans to be developed and risk assessments should be included into the Municipality and local Municipal IDPs.

Sarah Baartman District Municipality has defined strategic objectives in order to reach the overarching goal of developing more resilient communities in the Sarah Baartman Municipal Area. One of the objectives is to improve capacity of Local Municipalities to provide a timely and appropriate response to disasters complex emergencies, and other crises. The strategic objectives include the following:

Assisting Local Municipalities with the development of fire services plans for their areas;

Assisting each Local Municipality with the implementation of its fire services plan by rendering support with:

- Establishment of satellite fire stations in identified areas;
- Recruitment of fire fighters, reservists and/or volunteers;
- Restoration of fire hydrants district wide;
- Acquisition of fire/rescue vehicles, equipment and tools; and
- Training of fire officers, fire fighters, reservists and volunteers.

Lobbying for funding to assist local municipalities with implementation of their fire services plans;

Preparing business plans where necessary to secure funding; and

Make general public aware of the dangers of fires.

ANNEXURE

Protection of critical infrastructure

Critical infrastructure includes assets and networks, physical or virtual, which is essential for the functioning of a society and economy.

This infrastructure is found in the following sectors/areas:

- Energy
- Communications
- Transportation
- Health Systems
- Public Safety and Security
- Public Administration
- Financial Sector
- Educational Systems
- Water and Sewerage
- Agriculture and Food
- Chemicals and Hazardous Materials

Critical infrastructure in the Municipality should be pro-actively protected and a critical infrastructure protection plan need to be developed by the Municipality.

Chapter 6: Preparedness planning

Education, Training, Public Awareness and research

Communication and stakeholder participation in disaster management in The Kouga Local Municipality was executed through a consultative process, initiated by the Sarah Baartman District Municipality disaster management function in conjunction with the Kouga Local Municipality.

The development of disaster management information is critical in ensuring that the community and all facets of the public and private sector are well informed and prepared for any disaster which may occur.

In order to give proper effect to preparedness planning, it is necessary that the local disaster management focal point "Disaster Management Centre / Office", together with the District Disaster Management Centre, develops a plan of action which will engage all the departmental, community, traditional, private and commercial stakeholders. These stakeholders need to be trained in preparedness techniques.

These processes will include the development of disaster management information leaflets, training programmes, media and local-level meetings with disaster management role players, including non-governmental institutions (to be preferably invited / co-opted on the local disaster management committee) and the local traditional and community leaders, schools, clinics and communities.

Although the main responsibility to plan for, ensure budgeting and executing education, training and research (and the publication and communication of the results thereof) lies with the Kouga Local Municipality disaster management function and Municipal departments, organs of state and municipal entities will also address these elements pro-actively. This will be co-ordinated through to the Kouga Local disaster management function and the results communicated to the Eastern Cape Provincial Disaster Management Centre, National Disaster Management Centre and the local disaster management committee.

Training on disaster management in The Kouga Local Municipality will be in accordance with the National Disaster Management Framework and National Guidelines in this regard. Training can be of an accredited or non-accredited in nature. Practical, 'hands-on' training of The Kouga Local Municipality and local

ANNEXURE

municipal disaster management officials need to be executed to ensure that at least the following capabilities have been efficiently established in the Kouga Local Municipality disaster management function:

Public Awareness: Public Awareness campaigns are ongoing

Education: to have brochures, talks and presentation for disaster management for schools

Training: training of staff on emergency evacuation and ensuring that emergency evacuation takes place at schools

Integrating all of the above into an effective the Kouga Local Disaster Management operation.

Communication and stakeholder participation in disaster management in the Kouga Local Municipality is executed through a consultative process, education and public awareness, initiated by the Kouga Local Municipality disaster management function. These processes include the development of disaster management information leaflets, training programmes, media and local-level meetings with disaster management role players, including non-governmental institutions (to be preferably invited / co-opted on the local disaster management committee) and the local traditional and community leaders, schools, clinics and communities.

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

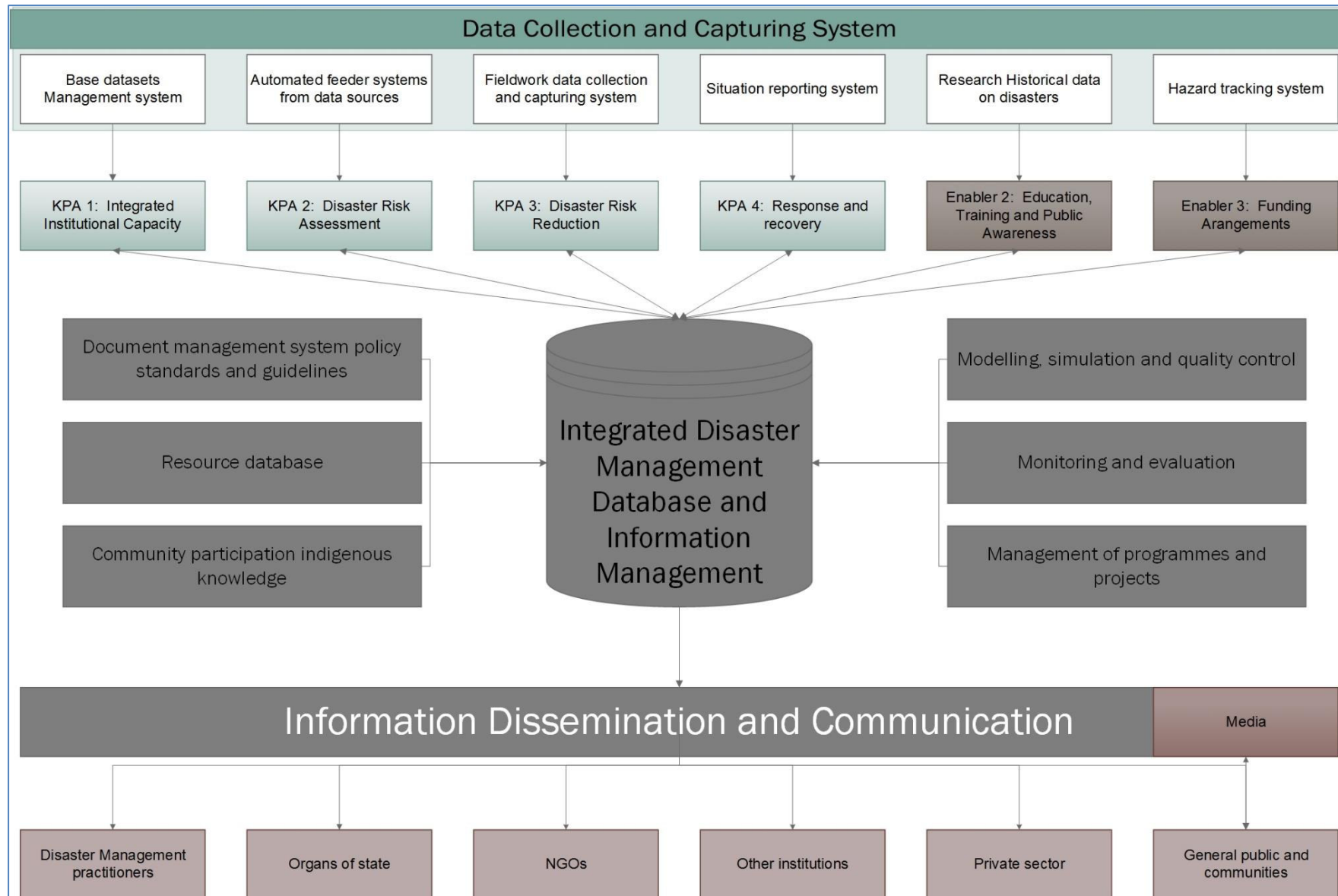
The Kouga Local Disaster Management and Sarah Baartman Disaster Management will formulate and implement appropriate disaster management public awareness programmes that are aligned with the national disaster management public awareness strategy and will play an active part in engaging schools to ensure a practical approach to education and awareness programmes.

School level disaster management awareness programmes in The Kouga Local Municipality will be conducted, assessed and adapted on an annual basis. Community resilience-building is crucial and a first capacity-building priority is the consultative development of a uniform approach to community-based risk assessment for municipalities and non-governmental and community-based organisations throughout The Kouga Local Municipality this will contribute considerably to forge links between disaster risk reduction and development planning in disaster-prone areas and communities.

Information Management and Communication

The Kouga Local Municipality will adhere to the *Integrated Information Management and communication model* as contained in the National Disaster Management Framework, summarised below:

ANNEXURE



ANNEXURE

Figure Error! No text of specified style in document.-10: **Model of an integrated information management and communication system for disaster risk management**

ANNEXURE

Effective communication is paramount to effective disaster management planning and implementation. Each stakeholder's communication, dispatching and other procedural arrangements are governed by its functional role and its related standard operating procedures. Details of specific disaster incident communication protocols are contained in the disaster contingency plans, where such details are required.

Communication during a disaster or major incident needs to be fast and require the provisioning of accurate information. Designated resources that would be favourably positioned to convey messages and collect information would be communications officers (emergency control centre) who would act as a communication and information coordinating hub and municipal representatives who would be in familiar with and trusted by local communities.

The involvement of communities is becoming more prominent to ensure resilience and sustainability.

At the heart of participative strategies is the requirement for a sustainable municipal representative that communities will trust and allow should meetings be held for capacity building or information dissemination.

The nature of communication and information management before an incident is largely gathering and making information available regarding the incident. During the incident it is critical to maintain situational awareness and understanding. In order to fulfil this requirement speed of delivery, accessibility and accuracy is very important. SMSs, direct phone calls and even two-way radios are preferred mechanisms. After an incident the coordination of recovery actions would need to take place. For this purpose, emails and meetings would be sufficient.

Early warning systems

The Kouga Local Disaster Management Centre / Office must ensure the technical identification and monitoring of prevailing hazards and must prepare and issue hazard warnings of significance to the municipality and inform the District Disaster Management Unit. The Kouga Local Disaster Management Centre / Office must develop and implement communication mechanisms and strategies to ensure that such warnings are disseminated immediately to reach at-risk communities, areas and developments as speedily as possible. The Kouga Local Disaster Management Centre / Office must identify and establish strategic inter sectoral, multi-disciplinary and multi-agency communication mechanisms and must ensure that such communication mechanisms are accessible to at-risk communities and areas in the district.

The Kouga Local Disaster Management Centre / Office must facilitate the development of a communication plan for the district which must be documented.

Early warning through normal functioning

In cases where a hazard is encountered and has the potential to develop into a disaster, it is important that appropriate actions are taken. This can include:

- Initiation of preventative or mitigation measures;
- Awareness to create a broader understanding within the public sector and within government sectors; and
- Using reporting structures/channels so that details of identified hazards, that have the potential to lead to disasters are appropriately communicated to relevant stakeholders.

This is a continuous process and will be enhanced by a greater understanding of disaster management throughout the municipality. However, in order to give effect to the above, it would be necessary to incorporate disaster risk reduction into all activities, projects, and development plans in the municipality.

This means that when there is a need for communication with the Inter-governmental Committee when an early warning or disaster hazards are identified/discovered so that the proper attention can be given to the

ANNEXURE

warning/hazard. It is only when Early Warning/hazard becomes mainstreamed as part of disaster risk reduction that the true benefit will emerge, and disaster gain made.

There is a need for Early Warning of disaster hazards to be communicated to all sectors (various departments within the municipality). It is only when these are ingrained into the fabric of the employee's functions that proper Early Warning notices can be communicated to decision-makers.

Early Warning as a result of participation in Provincial Disaster Management Advisory Forum

Kouga has an established Disaster Management Advisory Forum that meets at least once every quarter.

As a result, they are provided with information of risks that affect other municipalities and stakeholders. Risks that negatively impact on the municipality must be addressed proactively by the Inter-governmental Committee.

South African Weather Services

SAWS has an extremely important Early Warning function due to the high percentage of disasters that are weather related

Impact based Early Warning

The current traditional Severe Weather Warning System (SWWS) in South Africa issues warnings based on weather related thresholds. Typically, such warnings could be of "heavy rain with more than 50 mm in 24 hours". This warning has no real meaning in a local area where only 30 mm, or another area where more than 100 mm of rainfall is required to cause flash flooding that could close bridges or flood properties. An Impact-based (ImpB) Early Warning System (EWS) is not based on weather thresholds, but rather on increasing severity levels of impact, considering the localised socio-economic vulnerability to distinguish between less severe and more severe events.

Currently SAWS is still issuing the traditional threshold warnings as the ImpB EWS is still being piloted/tested while the dissemination tools are being put in place so that the ImpB Warnings can be issued seamlessly.

To fully implement ImpB Warnings there will be a need for Local Municipalities to provide information on the impacts that could be expected for their various mandates.

This information is of utmost importance for the Kouga municipality given the prioritised hazards in the municipality include drought and flood, which are weather-related.

Fire Danger Index

In order for SAWS to comply with the legislative requirements of, for example, the Veld and Forest Fire Act (refer to Chapter 2), it monitors the current and predicted state of the Fire Danger Index (FDI) across South Africa on a daily basis and issues predictions based on the expected future state of FDI over the next few days. As per the requirements of the Veld and Forest Fire Act, the public are furnished with a basic indication (in a binary yes/no sense) whether there is expected to be an "extremely dangerous" level of FDI. For more specialised users, such as NDMC, PDMC, Agriculture and Forestry (forest/plantation managers), SAWS issues more detailed information.

The SAWS make use of Lowveld Fire Index when generating Fire Danger Index (FDI)-related watches and warnings for South Africa. As such, the FDI formula makes use of four (4) basic meteorological parameters, namely: (a) surface (@2m) air temperature (b) relative humidity (%) (c) surface wind speed (@10m) as well as (d) the "antecedent rainfall" occurring over a 21 day period, prior to the current time. When the calculated

ANNEXURE

FDI meets or exceeds 75 (the lower threshold for the “extremely dangerous” category an FDI warning will be generated and distributed to various media (printed, social media, TV, radio, electronic).”

The FDI forms part of televised weather bulletins and provide valuable information to not only the fire services fraternity but also to law enforcement and the public. Within the Cape Province and other areas this has been used most significantly to ensure that the fire services are properly prepared to deal with the fire hazards as these can quickly get out of control, especially on very hot and windy days. While the public are able to participate in ensuring that the risk of fire in hazardous areas is reduced by not having open flames on days which a high fire index.

It is also through a system of Early Warning that disaster risks can be reduced, and preparedness and mitigation measures implemented.

This is beneficial for Kouga Local Municipality due to the fire risks in the municipality.

Early Warning planning

As Kouga Municipality is in the process of developing a Level 2 DMP the Early Warning Planning will be in line with the disaster risk assessment and this will further enable the Municipality to develop more focused early warning mechanisms. As a result, this will enable planning for high level risk. This will also impact the dissemination of warnings and appropriate reactions within the municipality as well as the neighbouring municipalities. Also, important as part of the expansion and improvement of early warning mechanisms is the inclusion of understanding and interpretation of early warning in awareness programmes so the end user receiving the warning is able to interpret the message correctly.

Contingency planning

In terms of sections 52 and 53 of the Disaster Management Act, Act 57 of 2002, (the Act) each municipality and municipal organ of state must draft disaster management plans for their area.

“52. Preparation of disaster management plans by municipal organs of state other than municipalities.—

(1) Each municipal organ of state other than a municipality must—

(a) conduct a disaster risk assessment for its functional area;

(b) identify and map risks, areas, ecosystems, communities and households that are exposed or vulnerable to physical and human- induced threats;

(c) prepare a disaster management plan setting out—

(i) the way in which the concept and principles of disaster management are to be applied in its functional area, including expected climate change impacts and risks for that municipal entity or administrative unit;

(ii) its role and responsibilities in terms of the national, provincial or municipal disaster management framework;

(iii) its role and responsibilities regarding emergency response and post-disaster recovery and rehabilitation;

(iv) its capacity to fulfil its role and responsibilities;

(v) particulars of its disaster management strategies;

(vi) contingency strategies and emergency procedures in the event of a disaster, including measures to finance these strategies; .

(vii) specific measures taken to address the needs of women, children, the elderly and persons with disabilities during the disaster management process;

ANNEXURE

- (d) *co-ordinate and align the implementation of its plan with those of other organs of state and institutional role-players;*
- (e) *provide measures and indicate how it will invest in disaster risk reduction and climate change adaptation, including ecosystem and community-based adaptation approaches;*
- (f) *develop early warning mechanisms and procedures for risks identified in its functional area; and*
- (g) *regularly review and update its plan.”*

To clarify this further it is important to understand the definition of a “municipal organ of state” as defined in the Disaster Management Act no 57 of 2002: “*municipal organ of state*” means—

- (a) *a municipality;*
- (b) *a department or other administrative unit with- in the administration of a municipality, including an internal business unit referred to in section 76 (a) (ii) of the Local Government: Municipal Systems Act, 2000; or*
- (c) *a municipal entity;”*

The District Disaster Management Centre / Unit is therefore responsible for the application of the Act, however, the local disaster management office must assist in the provision of guidance to municipal departments, local municipalities and other municipal entities as indicated above are primarily responsible, and can be held liable for their Disaster Management Plans.

In terms of section 54 of the Act, a Municipality must deal with a local disaster through existing legislation and contingency arrangements, even if a local state of disaster is not declared.

In terms of the National Disaster Management Framework, contingency planning is defined as follows:

“The forward planning process for an event that may or may not occur, in which scenarios and objectives are agreed, managerial and technical actions defined, and potential response systems put in place to prevent, or respond effectively to, an emergency situation.”

Contingency plans for all major disaster risks will be developed.

The Kouga Local Municipality have developed hazard specific contingency plans for:

Seasonal preparedness plan that is updated yearly

Planning Calendar

There is a seasonal nature to a many hazards and events. Examples of these are grass or veld fires that predominantly happen in winter, and events such as the Major Events The Kouga Local Disaster Management Centre / Office should keep a “Planning Calendar” for such events that can be reviewed and ensure update planning is completed on an annual basis.

Funding arrangements

Funding arrangements for disaster management are specified in the National Disaster Management Framework as indicated below and these guidelines will be followed in the municipality.

Table Error! No text of specified style in document.-8: Funding arrangements for disaster management

ANNEXURE

Activity	Funding source	Funding mechanism
Start-up activities (KPA 1, Enabler 1)	National government	Conditional grant for local government – district and metropolitan municipalities, where necessary
		Conditional grant for provinces with counter-funding component ¹
		Budget of national departments
Disaster risk management ongoing operations (KPAs 2 and 3)	National and provincial government	Own departmental budgets
	New assignment to local government	Increase in the I (Institutional) component of the equitable share of local government
Disaster risk reduction (KPAs 2 and 3)	National departments	Own budgets
	Provincial departments	Own budgets but can be augmented by application for funding to the NDMC for special national priority risk reduction projects
	District municipalities	Own budgets but can be augmented by application for funding to the NDMC for special national priority risk reduction projects
	In the case of low-capacity, resource-poor municipalities ²	Additional funding released from the NDMC targeted at these categories of municipalities
Response, recovery and rehabilitation and reconstruction efforts (KPA 4)	National government	Own budget for those departments frequently affected by disasters
		Access to central contingency funds
		Reprioritise within capital budgets for infrastructure reconstruction
	Provincial government	Own budget, particularly for those departments frequently affected by disasters
		Conditional infrastructure grants
		Access to central contingency fund once threshold is exceeded on a matching basis
		Reprioritize within capital budget for infrastructure reconstruction
	Local government	Access to central contingency fund once threshold is exceeded
		Conditional infrastructure grant, i.e. Municipal Infrastructure Grant (MIG)
Education, training and capacity-building programmes (Enabler 2)	All spheres of government	Own budgets and reimbursement through SETAs
		Public awareness programmes and research activities can also be funded through the private sector, research foundations, NGOs and donor

Section 7.6.2 of the NDMF states that “*Cost expenditure on routine disaster management activities must be funded through the budgets of the relevant organs of state. Preparedness must be funded through the budgets of national, provincial and local organs of state as part of their routine disaster management activities*”.

Considering the above it is evident that the municipality must fund and implement disaster management from their own budgets.

Funding of post-disaster recovery and rehabilitation

In the case of post-disaster recovery and rehabilitation, section 56 of the Act states:

ANNEXURE

“56. Guiding principles (1) This Chapter is subject to sections 16 and 25 of the Public Finance Management Act, 1999, which provide for the use of funds in emergency situations.

(2) When a disaster occurs, the following principles apply:

(a) National, provincial and local organs of state may financially contribute to response efforts and post-disaster recovery and rehabilitation.

(b) The cost of repairing or replacing public sector infrastructure should be borne by the organ of state responsible for the maintenance of such infrastructure.”

Procurement of essential goods & services

To understand the importance of this it should be viewed in context

Section 53(2) of the Disaster Management Act states the following:

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

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

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

(c) place emphasis on measures that reduce the vulnerability of disaster-prone areas, communities and households;

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

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

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

(g) promote disaster management research;

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

(i) provide for appropriate prevention and mitigation strategies;

(j) facilitate maximum emergency preparedness; and

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

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

(ii) prompt disaster response and relief;

(iii) the procurement of essential goods and services;

(iv) the establishment of strategic communication links;

(v) the dissemination of information; and

(vi) other matters that may be prescribed.”

Kouga Local Municipality must have an emergency procedures for the procurement of essential goods and services.

Section 55(2) states the following:

“(2) If a local state of disaster has been declared in terms of subsection (1), the municipal council concerned may, subject to subsection (3), make by-laws or issue directions, or authorise the issue of directions, concerning—

ANNEXURE

- (a) the release of any available resources of the municipality, including stores, equipment, vehicles and facilities;*
- (b) the release of personnel of the municipality for the rendering of emergency services;*
- (c) the implementation of all or any of the provisions of a municipal disaster management plan that are applicable in the circumstances;*
- (d) the evacuation to temporary shelters of all or part of the population from the disaster- stricken or threatened area if such action is necessary for the preservation of life;*
- (e) the regulation of traffic to, from or within the disaster-stricken or threatened area;*
- (f) the regulation of the movement of persons and goods to, from or within the disaster- stricken or threatened area;*
- (g) the control and occupancy of premises in the disaster-stricken or threatened area;*
- (h) the provision, control or use of temporary emergency accommodation;*
- (i) the suspension or limiting of the sale, dispensing or transportation of alcoholic beverages in the disaster-stricken or threatened area;*
- (j) the maintenance or installation of temporary lines of communication to, from or within the disaster area;*
- (k) the dissemination of information required for dealing with the disaster;*
- (l) emergency procurement procedures;*
- (m) the facilitation of response and post-disaster recovery and rehabilitation; or*
- (n) other steps that may be necessary to prevent an escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster.”*

Kouga Local Municipality in conjunction with the District may, when a local state of disaster has been declared, make by-laws or issue directions, or authorise the issue of directions, concerning emergency procurement procedures.

It should be noted that procurement of essential goods and services should take place during all stages of disaster management, including disaster risk reduction, response and recovery.

Procurement for disaster risk reduction will happen in accordance with the relevant legislation and Kouga Local Municipality procurement policies and procedures. Procurement for disaster recovery and reconstruction will happen in accordance with section 56 of the Act.

Emergency procurement during a disaster and for disaster relief will take place in accordance with Section 55 of the Act.

The contingency arrangements for emergency procurement should a local state of disaster not be declared will be as follows:

The Disaster Management Centre / Office to be informed of any emergency procurement requirements during a disaster or major incident;

The Director Community Services will have access to the Municipal Manager to request emergency procurement in the required format;

The Municipal Manager will urgently attend the approvals for the emergency procurement.

ANNEXURE

Chapter 7: Response

Immediate and effective response

To clarify this, it is important to take note of first section in the Disaster Management Act, 57 of 2002. The purpose of the Act states the following:

“To provide for—

*an integrated and co-ordinated disaster management policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and **effective response** to disasters and post-disaster recovery and rehabilitation;*

the establishment and functioning of national, provincial and municipal disaster management centres;

disaster management volunteers; and

matters incidental thereto.”

What constitutes an integrated, co-ordinated, rapid and effective response? This can only be achieved through planning, implementation and exercise. A Technical Advisory Committee will be appointed by the Kouga Local Advisory Forum. A response policy will be drafted. This document must address amongst other factors the following:

Effective communication

Who is in command?

Co-ordination of response

Roles and Responsibilities

Section 54 of the Disaster Management Act states the following:

“54. Responsibilities in event of local disaster.—

(1) Irrespective of whether a local state of disaster has been declared in terms of section 55—

(a) the council of a metropolitan municipality is primarily responsible for the co-ordination and management of local disasters that occur in its area; and

(b) the council of a district municipality, acting after consultation with the relevant local municipality, is primarily responsible for the co-ordination and management of local disasters that occur in its area.

(2) A district municipality and the relevant local municipality may, despite subsection (1) (b), agree that the council of the local municipality assumes primary responsibility for the co-ordination and management of a local disaster that has occurred or may occur in the area of the local municipality.

(3) The municipality having primary responsibility for the co-ordination and management of a local disaster must deal with a local disaster—

(a) in terms of existing legislation and contingency arrangements, if a local state of disaster has not been declared in terms of section 55 (1); or

(b) in terms of existing legislation and contingency arrangements as augmented by by-laws or directions made or issued in terms of section 55 (2), if a local state of disaster has been declared.”

Each of the departments involved have specific response and/or recovery roles and functions, which includes the following generic requirements.

The Departmental Heads: must ensure that Disaster Risk Management Plans are compiled and maintained within their respective departments, with specific reference to the following:

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

ANNEXURE

Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;

Submit departmental disaster management plans to the Head of Disaster Management and ensure regular review of such plans; and

Provide a representative at the Disaster Operations Centre if this has been activated.

Section 55 of the Disaster Management Act stipulates the following:

“55. Declaration of local state of disaster.—

(1) In the event of a local disaster the council of a municipality having primary responsibility for the co-ordination and management of the disaster may, by notice in the Provincial Gazette, declare a local state of disaster if—

(a) existing legislation and contingency arrangements do not adequately provide for that municipality to deal effectively with the disaster; or

(b) other special circumstances warrant the declaration of a local state of disaster.

(2) If a local state of disaster has been declared in terms of subsection (1), the municipal council concerned may, subject to subsection (3), make by-laws or issue directions, or authorise the issue of directions, concerning—

(a) the release of any available resources of the municipality, including stores, equipment, vehicles and facilities;

(b) the release of personnel of the municipality for the rendering of emergency services;

(c) the implementation of all or any of the provisions of a municipal disaster management plan that are applicable in the circumstances;

(d) the evacuation to temporary shelters of all or part of the population from the disaster- stricken or threatened area if such action is necessary for the preservation of life;

(e) the regulation of traffic to, from or within the disaster-stricken or threatened area;

(f) the regulation of the movement of persons and goods to, from or within the disaster- stricken or threatened area;

(g) the control and occupancy of premises in the disaster-stricken or threatened area;

(h) the provision, control or use of temporary emergency accommodation;

(i) the suspension or limiting of the sale, dispensing or transportation of alcoholic beverages in the disaster- stricken or threatened area;

(j) the maintenance or installation of temporary lines of communication to, from or within the disaster area;

(k) the dissemination of information required for dealing with the disaster;

(l) emergency procurement procedures;

(m) the facilitation of response and post-disaster recovery and rehabilitation; or

(n) other steps that may be necessary to prevent an escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster.

(3) The powers referred to in subsection (2) may be exercised only to the extent that this is necessary for the purpose of—

(a) assisting and protecting the public;

ANNEXURE

- (b) *providing relief to the public;*
- (c) *protecting property;*
- (d) *preventing or combating disruption; or*
- (e) *dealing with the destructive and other effects of the disaster.*

(4) *By-laws made in terms of subsection (2) may include by-laws prescribing penalties for any contravention of the by- laws.*

(5) *A municipal state of disaster that has been declared in terms of subsection (1)—*

- (a) *lapses three months after it has so been declared;*
- (b) *may be terminated by the council by notice in the Provincial Gazette before it lapses in terms of paragraph (a); and*
- (c) *may be extended by the council by notice in the Provincial Gazette for one month at a time before it lapses in terms of paragraph (a) or the existing extension is due to expire.”*

The Kouga Local Disaster Management Centre / Office will draft these bylaws in conjunction with Sarah Baartman District to ensure continuity in the District and have them approved with the provision that they should only be valid if a State of Disaster has been declared.

Declaration of a state of disaster

There are a number of sections in Act 57 of 2002 as amended Act 16 of 2015 that contains stipulations that affects the declarations of a Disaster. These sections include:

Section 2. Instances where the Disaster Management Act does not apply;

Section 23. Classification and recording of Disasters. When is a Disaster a:

- Local Disaster
- Provincial Disaster
- National Disaster

Section 27. Declaration of a National state of Disaster

Section 35. Disaster occurring or threatening to occur in provinces

Section 41. Declaration of Provincial state of Disaster

Section 49. Disasters occurring or threatening to occur in municipal areas

Section 55. Declaration of a local state of Disaster

It is important to note that none of these sections can be applied in isolation and cognisance should be taken of all these sections during the declaration of a Disaster. The following section highlights these stipulations that are more applicable to declaring a Local state of Disaster.

Section 2. Instances where the Disaster Management Act does not apply

“2. Application of Act. (1) This Act does not apply to an occurrence falling within the definition of “disaster” in section 1—

- (a) *if, and from the date on which, a state of emergency is declared to deal with that occurrence in terms of the State of Emergency Act, 1997 (Act No. 64 of 1997); or*
- (b) *to the extent that that occurrence can be dealt with effectively in terms of other national legislation—*
 - (i) *aimed at reducing the risk, and addressing the consequences, of occurrences of that nature; and*
 - (ii) *identified by the Minister by notice in the Gazette.*

ANNEXURE

(2) The Minister may, in consultation with Cabinet members responsible for the administration of national legislation referred to in subsection (1) (b), issue guidelines on the application of that subsection.

(3) Where provincial legislation regulating disaster management in a province is inconsistent with this Act, this Act prevails over the provincial legislation subject to section

146 of the Constitution.”

Section 23. Classification and recording of disasters

“23. Classification and recording of disasters.

(1) When a disastrous event occurs or threatens to occur, the National Centre must, for the purpose of the proper application of this Act, determine whether the event should be regarded as a disaster in terms of this Act, and if so, the National Centre must immediately—

- (a) assess the magnitude and severity or potential magnitude and severity of the disaster;*
- (b) classify the disaster as a local, provincial or national disaster in accordance with subsections (4), (5) and (6);*
- (bA) inform the relevant provincial disaster management centre of the decision on the classification of the disaster made in terms of para- graph (b); and*
- (c) record the prescribed particulars concerning the disaster in the prescribed register.*

(2) When assessing the magnitude and severity or potential magnitude and severity of a disaster, the National Centre—

- (a) must consider any information and recommendations concerning the disaster received from a provincial or municipal disaster management centre in terms of section 35 or 49; and*
- (b) may enlist the assistance of an independent assessor to evaluate the disaster on site.*

(3) The National Centre may reclassify a disaster classified in terms of subsection (1) (b) as a local, provincial or national disaster at any time after consultation with the relevant provincial or municipal disaster management centres, if the magnitude and severity or potential magnitude and severity of the disaster is greater or lesser than the initial assessment.

(4) A disaster is a local disaster if—

- (a) it affects a single metropolitan, district or local municipality only; and*
- (b) the municipality concerned, or, if it is a district or local municipality, that municipality either alone or with the assistance of local municipalities in the area of the district municipality is able to deal with it effectively.*

(5) A disaster is a provincial disaster if—

- (a) it affects—*
 - (i) more than one metropolitan or district municipality in the same province; or*
 - (ii) a single metropolitan or district municipality in the province and that metropolitan municipality, or that district municipality with the assistance of the local municipalities within its area, is unable to deal with it effectively; and*

(b) the province concerned is able to deal with it effectively.

(6) A disaster is a national disaster if it affects—

ANNEXURE

- (a) *more than one province; or*
- (b) *a single province which is unable to deal with it effectively.*
- (7) *Until a disaster is classified in terms of this section, the disaster must be regarded as a local disaster.*
- (8) *The classification of a disaster in terms of this section designates primary responsibility to a particular sphere of government for the co-ordination and management of the disaster, but an organ of state in another sphere may assist the sphere having primary responsibility to deal with the disaster and its consequences.”*

Section 49. Disasters occurring or threatening to occur in municipal areas

“49. Disaster occurring or threatening to occur in municipal areas.—

- (1) *When a disastrous event occurs or is threatening to occur in the area of a municipality, the disaster management centre of the municipality concerned must determine whether the event should be regarded as a disaster in terms of this Act, and, if so, must immediately—*
 - (a) *initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster;*
 - (b) *inform the National Centre and the relevant provincial disaster management centre of the disaster and its initial assessment of the magnitude and severity or potential magnitude and severity of the disaster;*
 - (c) *alert disaster management role-players in the municipal area that may be of assistance in the circumstances; and*
 - (d) *initiate the implementation of any contingency plans and emergency procedures that may be applicable in the circumstances.*
- (2) *When informing the National Centre and the relevant provincial disaster management centre in terms of subsection (1) (b), the municipal disaster management centre may make such recommendations regarding the classification of the disaster as may be appropriate.”*

Section 55. Declaration of a local state of Disaster

“55. Declaration of local state of disaster.—

- (1) *In the event of a local disaster the council of a municipality having primary responsibility for the co-ordination and management of the disaster may, by notice in the Provincial Gazette, declare a local state of disaster if—*
 - (a) *existing legislation and contingency arrangements do not adequately provide for that municipality to deal effectively with the disaster; or*
 - (b) *other special circumstances warrant the declaration of a local state of disaster.*
- (2) *If a local state of disaster has been declared in terms of subsection (1), the municipal council concerned may, subject to subsection (3), make by-laws or issue directions, or authorise the issue of directions, concerning—*
 - (a) *the release of any available resources of the municipality, including stores, equipment, vehicles and facilities;*
 - (b) *the release of personnel of the municipality for the rendering of emergency services;*
 - (c) *the implementation of all or any of the provisions of a municipal disaster management plan that are applicable in the circumstances;*

ANNEXURE

- (d) the evacuation to temporary shelters of all or part of the population from the disaster- stricken or threatened area if such action is necessary for the preservation of life;*
 - (e) the regulation of traffic to, from or within the disaster-stricken or threatened area;*
 - (f) the regulation of the movement of persons and goods to, from or within the disaster- stricken or threatened area;*
 - (g) the control and occupancy of premises in the disaster-stricken or threatened area;*
 - (h) the provision, control or use of temporary emergency accommodation;*
 - (i) the suspension or limiting of the sale, dispensing or transportation of alcoholic beverages in the disaster-stricken or threatened area;*
 - (j) the maintenance or installation of temporary lines of communication to, from or within the disaster area;*
 - (k) the dissemination of information required for dealing with the disaster;*
 - (l) emergency procurement procedures;*
 - (m) the facilitation of response and post-disaster recovery and rehabilitation; or*
 - (n) other steps that may be necessary to prevent an escalation of the disaster, or to alleviate, contain and minimise the effects of the disaster.*
- (3) The powers referred to in subsection (2) may be exercised only to the extent that this is necessary for the purpose of—*
- (a) assisting and protecting the public; (b) providing relief to the public;*
 - (c) protecting property;*
 - (d) preventing or combating disruption; or*
 - (e) dealing with the destructive and other effects of the disaster.*
- (4) By-laws made in terms of subsection (2) may include by-laws prescribing penalties for any contravention of the by- laws.*
- (5) A municipal state of disaster that has been declared in terms of subsection (1)—*
- (a) lapses three months after it has so been declared;*
 - (b) may be terminated by the council by notice in the Provincial Gazette before it lapses in terms of paragraph (a); and*
 - (c) may be extended by the council by notice in the Provincial Gazette for one month at a time before it lapses in terms of paragraph (a) or the existing extension is due to expire”.*

ANNEXURE

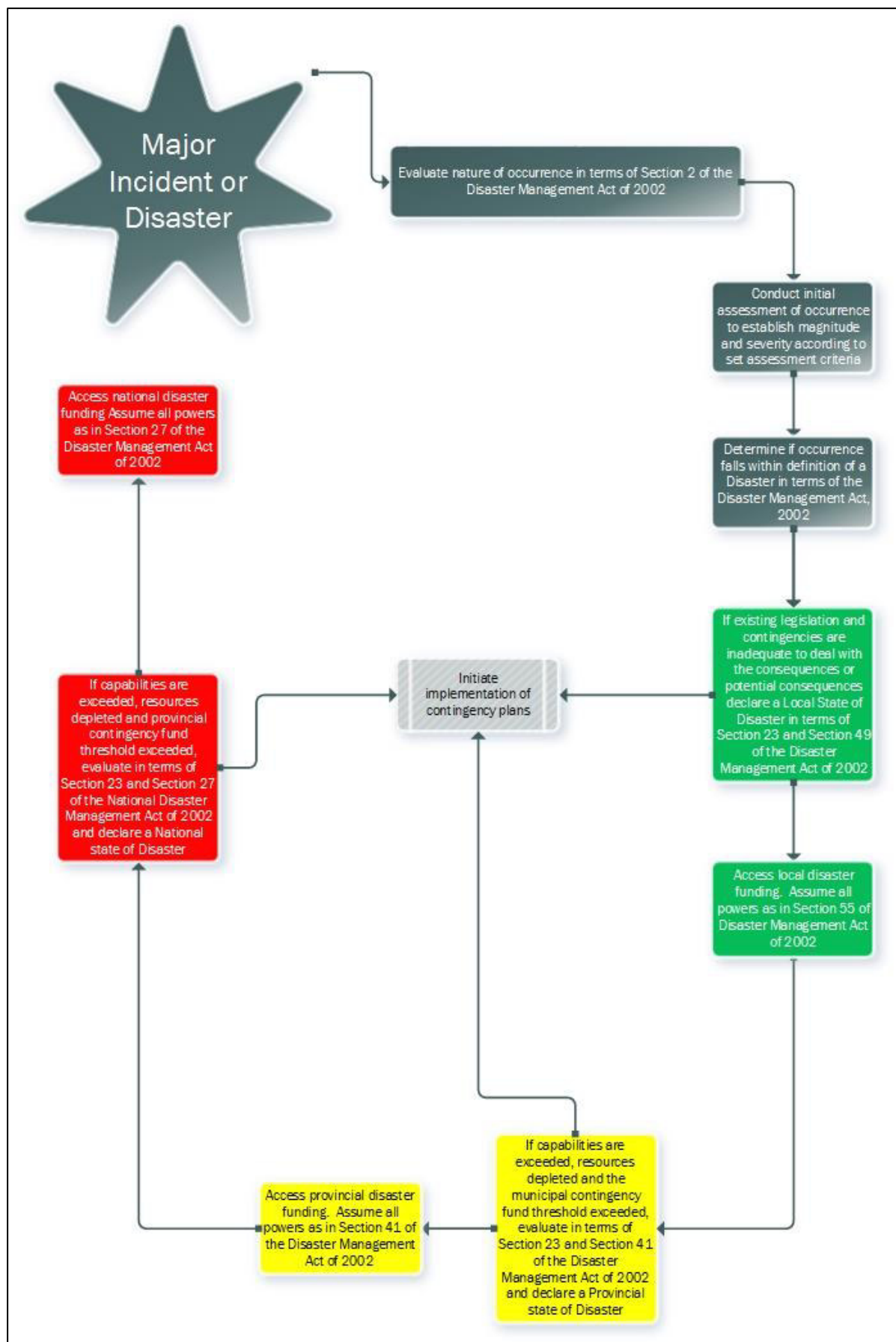
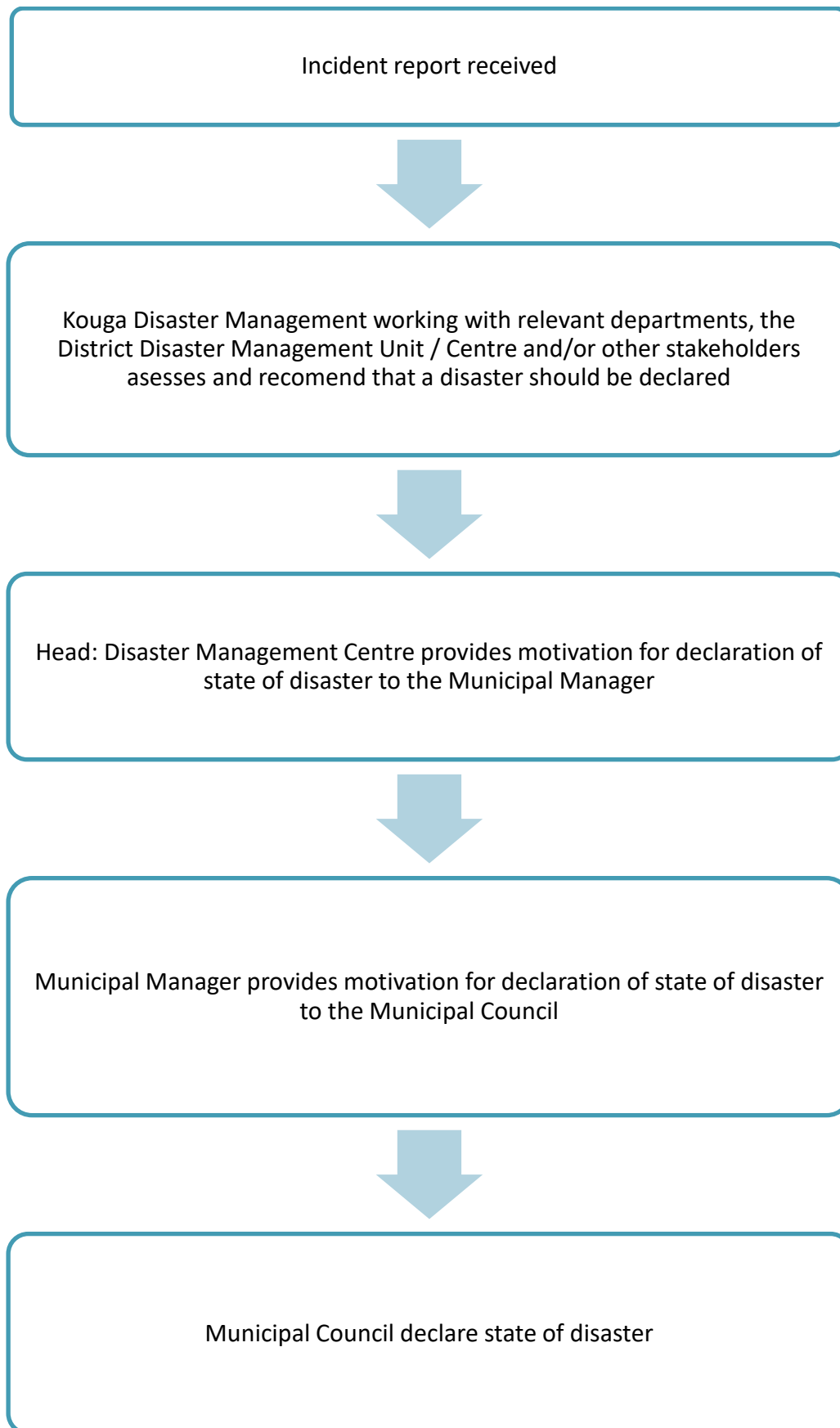


Figure Error! No text of specified style in document.-11: Process of declaration of states of disaster

ANNEXURE

The internal process following during declaration of a disaster is summarised below:



ANNEXURE

Figure Error! No text of specified style in document.-**12: Internal process following during declaration of a disaster**

ANNEXURE

Disaster relief

The National Disaster Management Framework defines Relief as follows:

“The provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can include the provision of shelter, food, medicine, clothing, water, etc.”

The Kouga Local Disaster Management Centre / Office will establish a Technical Task Team to formulate a Disaster Relief Strategy which will inter alia address the following matters:

Database of resources

Manpower & resource contingencies

Effective needs assessments

Education as part of relief provision and sustainable relief provision, linking to prevention/mitigation

Relief protocols, including communication

Emergency kits

Venues for relief

Relief reporting

Funding & procurement

Chapter 8: Recovery

Post disaster impact assessments

After a disaster, the following disaster impact assessment activities will be undertaken, including an impact analysis relating to:

Direct and indirect impact on communities;

Social impact;

Agricultural impact;

Infrastructural impact, including critical infrastructure;

Environmental impact; and

Economic impact.

Logistics

Whether during disaster response, or while implementing mitigation activities, the basic task of a logistics system is to deliver the appropriate supplies, in good condition, in the quantities required, and at the place and time they are needed. The type of supplies or goods transported in the specific logistical system will be influenced by the operation and activities supported by the logistical system, for example, if the aim is emergency relief, the good might include food or shelter items; while, if a reconstruction or rehabilitation initiative is implemented, the goods transported might include equipment, or construction material. Therefore, irrespective of the disaster phase for which the logistical system is required and implemented (prevention, mitigation, response, recovery), some general considerations can be identified.

The aim of this section is to provide an overview of a general logistical system, and to provide guidance on conducting planning for logistical support during disaster mitigation activities.

Role of Logistics in Mitigation Activities

For the purpose of this discussion, Mitigation activities will be considered to include components such as Preparedness, Recovery and Reconstruction. Mitigation activities can generally also be grouped into two

ANNEXURE

levels, namely structural and non-structural. Structural measures refer to any physical construction to reduce or avoid possible impacts of hazards, which include engineering measures and construction of hazard-resistant and protective structures and infrastructure. Non-structural measures refer to policies, awareness, knowledge development, public commitment, and methods and operating practices, including participatory mechanisms and the provision of information, which can reduce risk and related impacts. In terms of logistical systems in support of mitigation activities, and in line with the above-mentioned definition, the aim of mitigation logistics will be to ensure appropriate mitigation related supplies or goods, in good condition, in the quantities required, are available at the place and time they are needed in order to implement preparedness, recovery and reconstruction activities. These items can include, amongst others:

- Equipment
 - Construction (Concrete Mixers and Pumps, Scaffolding, Construction Plant, Earthwork Machinery, etc.)
 - Communication and Information Technology (Radio broadcasting, receiving, Cabling, Networks, Servers, etc.)
 - Office Equipment (Computer, Photocopiers, Printers, Plotters, etc.)
- Tools
 - (Power tools, Hand tools, Cleaning tools, Machine tools, Measuring tools, Surveying tools, Electrical, Kitchen, etc.);
- Furniture
 - (Desks, tables, chairs, beds, etc.);
- Vehicles
 - (Air, Land, Water vehicles) (Freight transport, People carriers, Medical vehicles, communication vehicles, etc.);
- Construction Material
 - (Wood, Metals, Stone, Water, etc.);
- Food Material;
- Human Resources
 - (Specialists, support staff, construction workers, field workers, disaster victims, etc.); and
- Disaster Waste. Solid and liquid waste generated from a disaster, including
 - Concrete, steel, wood, clay and tar elements from damaged buildings and infrastructures;
 - Parts from the power and telephone grids such as electrical poles, wire, electronic equipment, transformers;
 - Parts from water and sewage distribution systems;
 - Natural debris such as clay, mud, trees;
 - Chemicals, dyes and other raw materials from industries and workshops;
 - Waste from relief operations;
 - Waste from disaster settlements and camps including food waste, packaging materials, excreta and other wastes from relief supplies; and

ANNEXURE

- Healthcare waste.

All of these items might be required to support the implemented mitigation activities, be it preparedness, recovery or reconstruction related.

Overview of Logistics

The UNDAC indicates that: *“Emergency logistics is a “systems exercise”* and requires:

Delivery of the appropriate supplies in good condition, when and where they are needed;

A wide range of transport, often improvised at the local level;

Limited, rapid, and specific deliveries from outside the area;

A system of prioritising various relief inputs;

Storing, staging, and moving bulk commodities;

Moving people;

Coordination and prioritization of the use of limited and shared transport assets; and

Possible military involvement in logistics support (especially in cases of civil conflict).

Main factors in the operating environment which shape the response are:

Capacity of the infrastructure;

Availability and quantity of transport assets in the country;

Politics of the situation; and

Civil conflict in the area of operations.

Even though the above relates specifically to ‘Emergency logistics’ the above-mentioned aspects apply equally to logistics during the mitigation phase.

Components and Requirements of Logistical System Structure of a Logistical System

A typical logistical system will generally consist of the following components:

ANNEXURE

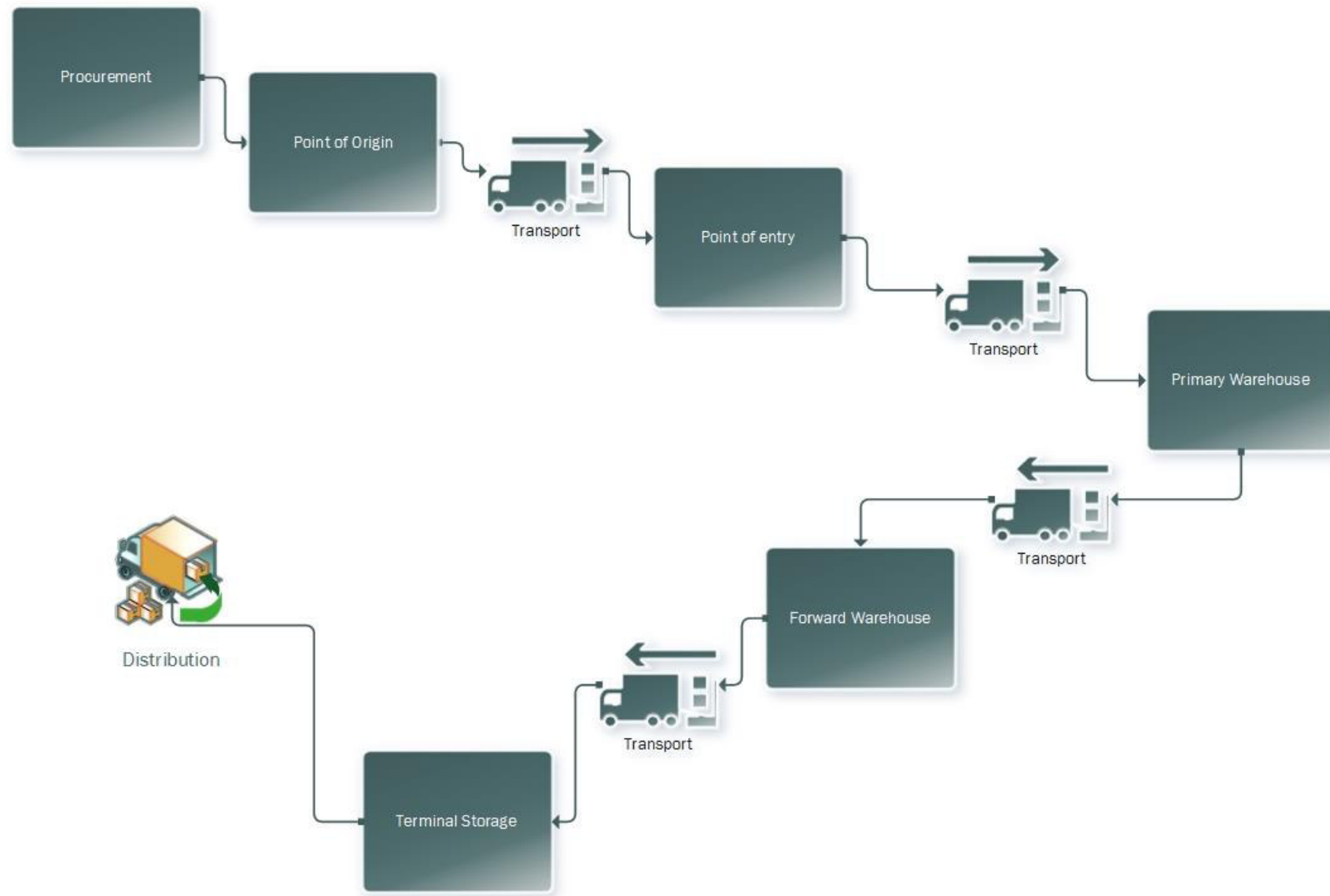


Figure Error! No text of specified style in document.-13: Logistical system

ANNEXURE

Generally speaking, the further down in the logistical flow, the smaller the required vehicles will be. The transportation means will usually start with ships, trains or aircraft, through big trucks with trailers or semi-trailers, to smaller trucks or even smaller 4x4 vehicles.

Required Facilities and Equipment

The following function will form part of the logistical system, while several facilities will be required to support these functions:

Table Error! No text of specified style in document.-9: Logistical functions and facilities

Logistical Functions	Logistical Facilities
• Management; • Central support; • Procurement; • Port clearance; • Warehouse/storage; • Transport; • Scheduling; • Communications; • Commodity control; and • Distribution control.	• Offices and administrative equipment; • Warehouses at various levels; • Fuel and spares stores; • Workshops; • Vehicle parks; • Vehicles for management staff; • Fleets of trucks; • Special vehicles such as cranes, tankers and cargo-handling machines; • Communications equipment; and • Accommodations.

These functions and facilities should be taken into account when developing a logistical plan.

Role Players in Logistics

A number of role-players are involved in the logistical process and should be considered in the logistical planning process. Some of the role-players involved in emergencies include:

Multilateral agencies: In general terms, these are organizations formed by several governments and include disaster assistance among their objectives, such as the United Nations. Their collaboration is generally focused on technical assistance related to the issues dealt with by their different agencies, sending of consultants and experts on these topics, and support to look for and channel assistance resources for the affected country. Multilateral agencies can often provide valuable expertise and support in terms of logistical processes.

Neighbouring communities or regions: It is common to have contributions in kind and spontaneous volunteers from municipalities neighbouring the affected area.

National or local government of the affected region or country: A major event usually brings about the intervention not only of the national authority on disasters but also of other governmental institutions. This is especially the case with logistics, where a range of different role players need to coordinate activities to ensure the availability, storage, transportation and delivery of goods or people. A key role-player in this regard will include border control / customs departments, who needs to ensure the swift processing and transportation of goods through the relevant ports of entry.

Military organizations: Usually they have a wide supply of equipment and experience that may be used to support logistic operations. These include means of transportation, manpower, bridge and road construction, etc. However, the use of this resource must be carefully appraised whenever the army is an active participant in a conflict, as in these cases it may be unwise to use it for security reasons.

ANNEXURE

Non-governmental organizations (NGO): These may be national or international and include religious and social organizations. The abilities, experience, and resources are usually very varied. There are international NGOs specializing in emergencies and with appropriate intervention skills and resources.

Specialized institutions: These groups may provide crucial technical assistance to deal with specific issues, such as vulnerability analysis, risk mitigation, needs assessment, or other more practical issues such as water quality, medical supply management, etc.

The private and commercial sector, national and international: This section may become involved at different levels ranging from donations to contracting their specialized services (transportation, storage room renting, equipment manufacturing, etc.).

Local population: The inhabitants of the disaster area are the first to provide aid and who also assist with contributions in kind for the victims. The role of local populations, familiar with the affected area, should not be underestimated.

The Logistical Plan

Planning and preparedness are vital to establish an adequate logistics system. This planning should be based on good knowledge of the geographic, social, political, and physical context in which the operations are to be implemented. After a suitable plan has been compiled, it is also important to ensure effective implementation through the required operations plan. The plan should respond to the following questions with clear, detailed answers:

Which tasks are to be performed? How do they relate to other activities, and what is the sequence for their implementation?

Who are responsible for these tasks? (List specific organizations/departments).

Who will be in charge of the global coordination of the logistics system?

Which resources will be necessary? How and where will they be acquired?

Which alternative actions will be implemented in case the defined system breaks down?

Special procurement process that can be affected by existing procurement-related legislation.

Chapter 9: Testing and review of the plan

Evaluation of response and contingency planning

An assessment or evaluation of the response efforts of the various departments and role-players. The results from the assessment will be used to determine the overall impact of the event on the Municipality, identify gaps in the current disaster contingency plans, and also identify suitable improvements required to increase the resilience of the Municipality to disasters or extreme events.

This should be achieved by performing an analysis of the response efforts of the various departments and role-players after a disaster event. This can be achieved by firstly recapping the events according to records kept during the occurrence. Study among others the following:

How was decision making? What needs to change to make this effective?

Were the resources adequate or were gaps identified?

Were the contingencies adequate, or do they need to be revised?

How was communication? Was gaps or problems identified?

What is the standard of personnel, were there gaps that need to be addressed through training?

This emphasises the need for simulations and exercises, especially to evaluate response before the occurrence of major incidents or Disaster.

ANNEXURE

Integrated reporting, monitoring and evaluation

Section 48 of the Disaster Management Act requires that the Kouga Local Municipal Disaster Management Centre / Office in conjunction with Sarah Baartman District Disaster Management Centre must monitor compliance in terms of Section 52 and Section 53 of the Disaster Management Act. The Kouga Local Municipal Disaster Management Centre / Office must also report on these monitoring initiatives.

Taking into consideration the requirements of the National Disaster Management Framework, the following approach will be followed in this regard:

- Taking cognisance of the KPIs defined in the Sarah Baartman Disaster Management Framework
- Reviewing the results of disasters and major incidents in areas where these have occurred and developing contingency arrangements in the interim from lessons learned. This is a simplified example and does not aim to replace any formal reporting templates prescribed by the District, Provincial and or National Disaster Management Centre.
- Conducting rehearsal and simulation exercises.
- Constant progress reporting to the District, Provincial and National Disaster Management Centre, as may be required by these institutions and reports to the Municipal Council as required by Council.

Disaster Incident Reporting will occur in the formats prescribed by the Municipality and/or Provincial Disaster Management Centres externally and in the formats required by the Municipal Council internally. The Director Community Services should have direct access and report to the Municipal Manager in the case of a major incident or disaster. Integrated reporting, monitoring and evaluation

Simulations exercises and drills

To respond effectively to the impact of disasters it is necessary to have a preparedness and response plan to facilitate organised and coordinated actions during an event. Plans are not theoretical exercises: they must be tested frequently so that they can be evaluated, adapted, and updated before and after an actual event.

Simulation exercises and drills are among the most useful tools for evaluating and testing these plans, and they have been used systematically over the years by organisations that work in disaster preparedness and response. They are also excellent tools for training, for evaluating tools and procedures, for decision making exercises, for developing teamwork, and for internal and external coordination.

Simulations

A simulation is a tabletop exercise that recreates a hypothetical disaster scenario where a group of participants must make decisions based on information that they receive during the exercise. Each participant is assigned a role in the exercise that can match his or her actual occupation. The events in the exercise happen in “simulated time” (representing days or weeks), during which the players receive information about situations that might arise during an emergency or disaster.

Drills

A drill is a practical exercise in managing operations which simulates damage and injuries in a hypothetical emergency situation. Participants face mock situations, using the skills and techniques that would be applied in real situations. Unlike the simulation exercises described in the previous section, drills require the actual mobilization and use of personnel and material resources.

Drills allow for the evaluation of procedures, tools, skills, and individual and institutional capacity in relation to disaster preparedness and response. Drills are carried out in “real” time and each of the participants

ANNEXURE

assumes the role that he or she customarily performs in his/her regular work. Others will perform as victims or other roles.

Chapter 10: Contact details and reference documents

In terms of the NDMC guidelines this chapter requires the contact details of role players and stakeholders as well as the reference documents referred to in the contents of the plan above. This section is a dynamic section as the contact details and reference documents may change frequently. An example of contact details that may change, is when a senior stakeholder is no longer part of the organisation and another is appointed in that space. An example of reference documents that may change is when key equipment removed service for an extended period and contingency arrangement need to be changed to take this in into consideration. Since a Disaster Management Plan is required by Section 26(g) of Act 32 of 2000 (Local Government Systems Act) and Section 53(2) of Act 57 of 2002 as amended (Disaster Management Act) to be included in the Integrated Development Plan (IDP) of a Municipality, as a core component, it would be necessary to for the Municipal Council to approve any amendments to the Disaster Management Plan. The IDP would have been approved by council and therefore any changes to an approved resolution of council would have to rescinded and re-approved.

These supporting documents are listed in in the table below as they will be updated on a regular basis.

Table Error! No text of specified style in document.-10: List of supporting documents

No	Name of document
1	Departmental contact list
2	Database of resources (internal)
3	Database of resources (external)
4	List of Disaster Management Volunteers
5	List of community-based organisations (CBO) and Non-governmental organisations (NGO)
6	Disaster Management By-Laws

ANNEXURE

References

- Aurecon South Africa (Pty) Ltd. (2017). *Sarah Baartman District Municipality Disaster Risk Assessment*. Cape Town: Aurecon South Africa (Pty) Ltd.
- Kouga Local Municipality. (2019). *IDP*.
- Republic of South Africa. (2002). Disaster Management Act (Act 57 of 2002). South Africa: Government Gazette.
- Republic of South Africa. (2005). National Disaster Management Framework of 2005. South Africa: Government Gazette.
- Republic of South Africa. (2015). *Disaster Management Amendment Act 16 of 2015*. Cape Town: Government Gazette.
- Statistics South Africa. (2012, November). *Census 2011*. Pretoria: Statistics South Africa. Retrieved November 2012, from Census 2011:
<http://www.statssa.gov.za/timeseriesdata/pxweb2006/Database/South%20Africa/databasetree.asp>
- Statistics South Africa. (2012, November). *Census 2011 Database*. Pretoria: Statistics South Africa. Retrieved November 2012, from Census 2011:
<http://www.statssa.gov.za/timeseriesdata/pxweb2006/Database/South%20Africa/databasetree.asp>
- Statistics South Africa. (2017). *Community Survey 2016 Database*. Pretoria: Stats SA.
- The National Disaster Management Centre. (2008). *Handbook 2. Establishin foundational institutional arrangement for disaster risk management*. Pretoria: National Disaster Management Centre.
- United Nations. (2019, 12 03). *Sustainable Development Goals Knowledge Platform*. Retrieved from Sustainable Development Goals: <https://sustainabledevelopment.un.org/?menu=1300>

ANNEXURE**Appendices**

Appendix A: Action plan for further implementation of disaster management in Kouga Local Municipality

MAIN KEY PERFORMANCE AREAS AND INDICATORS	RESPONSIBLE DEPARTMENT / INSTITUTION	CURRENT STATUS AND OUTSTANDING ACTIONS	TARGET DATE FOR COMPLETION OF OUTSTANDING ACTIONS
KEY PERFORMANCE AREA 1: ESTABLISH INTEGRATED INSTITUTIONAL CAPACITY			
IMPERATIVE 1.1 Establish functionally effective arrangements for the development and adoption of an integrated policy for disaster management	Disaster Management Centre / Office	The Municipality Disaster Management Policy Framework has to be updated.	2021
IMPERATIVE 1.2 Establish functionally effective arrangements for integrated direction and implementation of the Disaster Management Act, 2002; the National Disaster Management Framework; the provincial and municipality DMFs.	Disaster Management Centre / Office, in collaboration with all departments and external stakeholders	The Disaster Management Centre / Office is established and equipped, but vacant posts need to be filled. The Head of the Centre has been formally appointed. The following Technical Task Teams have to be established: A Task Team in the Inter-departmental Committee dealing with Crisis Management, including Enterprise Risk Management, Business Continuity etc. must be established. A Task Team in the Inter-departmental Committee dealing with disaster recovery specifically, including planning, land use management, legal aspects, etc., must be established.	Urgently 2021 2021
IMPERATIVE 1.3 Establish functionally effective arrangements for stakeholder participation and the engagement of technical advice in disaster management planning and operations	Disaster Management Centre / Office	The Disaster Management Advisory Forum (DMAF) has been established. The external stakeholder involvement in the DMAF will be enhanced. Stakeholders are constantly being invited to planning and input sessions pertaining to disaster risk assessments and planning.	2021

ANNEXURE

MAIN KEY PERFORMANCE AREAS AND INDICATORS	RESPONSIBLE DEPARTMENT / INSTITUTION	CURRENT STATUS AND OUTSTANDING ACTIONS	TARGET DATE FOR COMPLETION OF OUTSTANDING ACTIONS
IMPERATIVE 1.4 Establish functionally effective arrangements for national and regional cooperation for disaster management	Disaster Management Centre / Office	The Disaster Management Centre / Office is working in close collaboration with Provincial and National Disaster Management Centre / Offices and institutions, as well as neighbouring municipalities and the private sector. Memoranda of understanding / mutual assistance agreements with main stakeholders need to be identified and finalised.	2021
KEY PERFORMANCE AREA 2: CONDUCT DISASTER RISK ASSESSMENTS AND MONITOR DISASTER RISK TO INFORM DISASTER MANAGEMENT PLANNING AND DISASTER RISK REDUCTION UNDERTAKEN BY ORGANS OF STATE AND OTHER ROLE PLAYERS			
IMPERATIVE 2.1 Review disaster risk assessments to inform disaster management and risk reduction policies, planning and programming	Disaster Management Centre / Office	A scientific disaster risk assessment has been conducted in 2017 and the results of the assessment are available at the Disaster Management Centre / Office.	To be reviewed annually
IMPERATIVE 2.2 Generate an Indicative Disaster Risk Profile for the Municipality	Disaster Management Centre / Office	A disaster risk profile has been generated in 2017 and the results of the assessment are available at the Disaster Management Centre / Office.	To be reviewed annually
IMPERATIVE 2.3 Identify and establish effective mechanisms to monitor, update and disseminate disaster risk information	Disaster Management Centre / Office	This is being executed by the Disaster Management Centre / Office	Constant
IMPERATIVE 2.4 Identify and apply mechanisms to conduct quality control	Disaster Management Centre / Office	The municipal Disaster Management Centre / Office appointed and will further technical advisory committees comprising the relevant specialist scientific and technical expertise in the relevant sphere to assist	Constant

ANNEXURE

MAIN KEY PERFORMANCE AREAS AND INDICATORS	RESPONSIBLE DEPARTMENT / INSTITUTION	CURRENT STATUS AND OUTSTANDING ACTIONS	TARGET DATE FOR COMPLETION OF OUTSTANDING ACTIONS
		with monitoring standards and progress of disaster risk assessments and with the validation and/or interpretation of findings.	
KEY PERFORMANCE AREA 3: DEVELOP AND IMPLEMENT INTEGRATED AND RELEVANT DISASTER MANAGEMENT PLANS AND RISK REDUCTION PROGRAMMES IN ACCORDANCE WITH APPROVED FRAMEWORKS			
IMPERATIVE 3.1 Compile and implement integrated and relevant disaster management plans	Disaster Management Centre / Office, all municipal departments and Municipal Organs of State	This Disaster Management Plan and certain Contingency Plans have been drafted. Disaster plans for all municipal departments and entities have to be drafted. Additional Contingency Plans for all known prioritised hazards need to be drafted by the Disaster Management Centre / Office. Off-site Disaster Management Plans for all MHLs need to be developed by the Disaster Management Centre / Office	2022 2022 2022
IMPERATIVE 3.2 Determine municipal priority disaster risks and priority areas, communities and households	Disaster Management Centre / Office	A scientific disaster risk assessment has been conducted in 2017 and the results of the assessment are available at the Disaster Management Centre / Office.	To be reviewed annually
IMPERATIVE 3.3 Scope and develop disaster risk reduction plans, projects and programmes	Disaster Management Centre / Office, all municipal departments and Municipal Entities	This has been executed as part of the development of this plan, but still need to be executed by all municipal departments and Municipal Organs of State.	2022
IMPERATIVE 3.4 Incorporate disaster risk reduction efforts into strategic integrating structures and processes	Municipal Management, Disaster Management Centre / Office, all municipal departments and Municipal Entities	This Disaster Management Plan will be incorporated into the Municipal IDP. Risk-related information will be incorporated into spatial development and	2021 Constant

ANNEXURE

MAIN KEY PERFORMANCE AREAS AND INDICATORS	RESPONSIBLE DEPARTMENT / INSTITUTION	CURRENT STATUS AND OUTSTANDING ACTIONS	TARGET DATE FOR COMPLETION OF OUTSTANDING ACTIONS
		environmental management frameworks. Mechanisms to disseminate experience from pilot and research projects that explore the vulnerability reduction potential, appropriateness, cost-effectiveness and sustainability of specific disaster risk reduction initiatives will be further established. Case studies and best-practice guides in disaster risk reduction, facilitated by the municipal Disaster Management Centre / Office, will be generated and disseminated. Disaster risk reduction programmes, projects and initiatives need to be implemented by municipal departments and any other municipal entities. Regulations, standards, minimum criteria, by-laws and other legal instruments that encourage risk-avoidance behaviour need to be constantly enforced by municipal departments and other entities and documented in annual reports to the municipal Disaster Management Centre / Office, the National Disaster Management Centre / Office and the provincial Disaster Management Centre / Office concerned.	Constant Constant
KEY PERFORMANCE AREA 4: DEVELOP AND IMPLEMENT MECHANISMS TO ENSURE APPROPRIATE AND EFFECTIVE DISASTER RESPONSE AND RECOVERY IN ACCORDANCE WITH STATUTORY REQUIREMENTS			

ANNEXURE

MAIN KEY PERFORMANCE AREAS AND INDICATORS	RESPONSIBLE DEPARTMENT / INSTITUTION	CURRENT STATUS AND OUTSTANDING ACTIONS	TARGET DATE FOR COMPLETION OF OUTSTANDING ACTIONS
IMPERATIVE 4.1 Identify and implement mechanisms for the dissemination of early warnings	Disaster Management Centre / Office, all municipal departments and Municipal Entities	Effective and appropriate early warning strategies will be further developed and implemented, and the information communicated to stakeholders to enable appropriate responses. Strategic emergency communication links will be further established in high-risk areas and communities.	Constant
IMPERATIVE 4.2 Develop and implement mechanisms for the assessment of significant events and/or disasters for the purposes of classification and declarations of a state of disaster to ensure rapid and effective response	Disaster Management Centre / Office	Uniform methods for the assessment and costing of significant events or disasters, which are consistent with national requirements, will be developed and adopted. Mechanisms for the rapid and effective classification of a disaster and the declaration of a state of disaster have been established. Mechanisms for conducting disaster reviews and reporting, including mechanisms to enable assessments that will comply with the provisions of sections 56 and 57 of the DM Act, have been developed and implemented. Research reports on significant events and trends are routinely submitted to the municipal Disaster Management Centre / Office, the National Disaster Management Centre / Office and the relevant provincial Disaster Management Centre / Office and are disseminated to stakeholders. Review reports on actual disasters are routinely submitted to the municipal Disaster Management Centre / Office, the National Disaster Management Centre / Office and the relevant provincial Disaster Management Centre / Office	2023

ANNEXURE

MAIN KEY PERFORMANCE AREAS AND INDICATORS	RESPONSIBLE DEPARTMENT / INSTITUTION	CURRENT STATUS AND OUTSTANDING ACTIONS	TARGET DATE FOR COMPLETION OF OUTSTANDING ACTIONS
		and are disseminated to stakeholders.	
IMPERATIVE 4.3 Develop and implemented mechanisms to ensure integrated response and recovery efforts.	Disaster Management Centre / Office, all municipal departments and Municipal Entities	The municipal departments and any other entities that should bear primary responsibility for contingency planning and the coordination of known hazards have been identified and allocated such responsibility. Stakeholders who must bear secondary responsibility for contingency planning and the coordination of known hazards have been identified and allocated such responsibility. Contingency Plans for certain known hazards have been developed and implemented by all municipal departments and any other municipal entities. Response and recovery plans are reviewed and updated annually. Field Operations Plans for the various activities associated with disaster response and recovery need to be developed, implemented and are reviewed and updated annually and after each significant event and/or disaster. Multi-agency responses need to be constantly managed in accordance with national regulations and directives and the relevant provincial disaster management policy framework and are reviewed and updated annually. Policy and directives for the management of disaster response and recovery operations need to be developed and gazetted or	2021 Ongoing

ANNEXURE

MAIN KEY PERFORMANCE AREAS AND INDICATORS	RESPONSIBLE DEPARTMENT / INSTITUTION	CURRENT STATUS AND OUTSTANDING ACTIONS	TARGET DATE FOR COMPLETION OF OUTSTANDING ACTIONS
		published and need to be adhered to. Constant simulation exercises (attended by senior managers of all departments and stakeholders) must be conducted with all relevant stakeholders, testing the effectiveness of disaster management planning and response, including communication effectiveness and integration.	
IMPERATIVE 4.4 Develop and adopt mechanisms for the management and distribution of disaster relief in accordance with national regulations and directives and the provincial DMF	Disaster Management Centre / Office, Housing	Disaster relief measures are managed in accordance with national regulations and directives and are progressively monitored and reviewed annually. Recommendations are made to the municipal Disaster Management Centre / Office, the National Disaster Management Centre / Office and/or the provincial Disaster Management Centre / Office concerned, on any adjustments according to lessons learnt.	Ongoing
IMPERATIVE 4.5 Develop and implement mechanisms to ensure that integrated rehabilitation and reconstruction activities are conducted in a developmental manner	Disaster Management Centre / Office, Infrastructure & Development, Housing & Land	Post-disaster technical task teams for rehabilitation and reconstruction projects need to be established and operate effectively. Mechanisms for the monitoring of rehabilitation and reconstruction projects have been established and regular progress reports are submitted to the National Disaster Management Centre / Office and the provincial Disaster Management Centre / Office concerned.	Ongoing
Enabler 1: Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured	Disaster Management Centre / Office	Command and Control System has been procured.	

ANNEXURE

MAIN KEY PERFORMANCE AREAS AND INDICATORS	RESPONSIBLE DEPARTMENT / INSTITUTION	CURRENT STATUS AND OUTSTANDING ACTIONS	TARGET DATE FOR COMPLETION OF OUTSTANDING ACTIONS
simultaneously in the process of developing and implementing disaster management plans and risk reduction programmes		A Disaster Management Information System need to be procured.	2021
Enabler 2: Education, training, public awareness and research (knowledge management) needs in respect of disaster risk reduction planning and implementation have been analysed, and appropriate mechanisms have been identified and implemented to address the relevant needs	Disaster Management Centre / Office	Development of a disaster management communication and awareness strategy for the. Education, training, public awareness and research (knowledge management) needs in respect of response and recovery planning and operations have been analysed and appropriate mechanisms need to be identified and implemented to address the relevant needs.	2020 Ongoing
Enabler 3: A business plan and a budget for the development and implementation of disaster management plans and risk reduction programmes have been prepared, submitted and approved for the current and ensuing financial year Bylaws for emergency procurement in terms of sections 54 and 55 of the Act need to be promulgated.	Disaster Management Centre / Office, all municipal departments and Municipal Entities Disaster Management Centre / Office and Municipal Council	A business plan and a budget for the development and implementation of response and recovery operational plans is prepared, submitted and approved for the current and ensuing financial year.	Annually 2021