THE DISASTER RISK MANAGEMENT POLICY FRAMEWORK OF THE CAPE WINELANDS DISTRICT MUNICIPALITY

Version 2.1
Document Information

Document Version Number: Version 2.1

Document Type: Public Policy

Short Title: DRMPF CWDM

Long Title: Disaster Risk Management Policy Framework of the Cape Winelands District Municipality

Applicability: Cape Winelands District Municipality, South Africa.

Status: Final

Main Contributors: African Centre for Disaster Studies, NWU, Potchefstroom Campus. Cape Winelands Disaster Risk Management Centre

Author(s): Prof. Dewald van Niekerk

Date of this Compilation: 19 August 2009

Contact information: Dewald.vanNiekerk@nwu.ac.za

Client: Cape Winelands District Municipality Disaster Risk Management Centre

Copyright: © 2009 Cape Winelands District Municipality
TABLE OF CONTENTS

List of acronyms ............................................................................................................... 7
1 Executive Summary ........................................................................................................ 8
2 Introduction ..................................................................................................................... 10
3 The context of disaster risks in the Cape Winelands District Municipality ............ 11
   3.1 Topographical profile ............................................................................................ 11
   3.2 Environmental profile .......................................................................................... 12
      3.2.1 Biodiversity .................................................................................................. 12
      3.2.2 Water ............................................................................................................ 12
      3.2.3 Air quality .................................................................................................... 13
      3.2.4 Land and Soil ............................................................................................... 13
   3.3 Socio-economic profile ......................................................................................... 14
      3.3.1 Population Trends ....................................................................................... 14
      3.3.2 Economic Performance .............................................................................. 14
      3.3.3 Employment Trends ................................................................................... 16
   3.4 Socio-demographic indicators ............................................................................. 17
      3.4.1 Income Levels ............................................................................................. 17
      3.4.2 Education ................................................................................................... 17
      3.4.3 Health Indicators ....................................................................................... 17
      3.4.4 Housing and access to basic services ......................................................... 18
      3.4.5 Poverty ....................................................................................................... 18
   3.5 Disaster risk profile ............................................................................................... 18
4 The Cape Winelands District MUNICIPALITY’S DRMF ........................................... 19
   4.1 Purpose .................................................................................................................. 19
   4.2 Strategic objective of Community and Developmental Services ...................... 20
   4.3 Mission Statement of the CWDM ....................................................................... 20
   4.4 Legislation and policies ....................................................................................... 20
   4.5 Scope and structure of the Cape Winelands District Municipality’s DRMF ..... 21
5 Custodian of the Cape Winelands District Municipality’s DRMF ......................... 23
6 Key Performance Area 1: Integrated Institutional Capacity for DRM in the Cape
   Winelands District Municipality ............................................................................. 23
   6.1 The Council .......................................................................................................... 23
   6.2 The District Coordinating Forum as Inter-municipal committee for disaster risk
       management ......................................................................................................... 24
   6.3 Integrated direction and execution of policy ....................................................... 24
      6.3.1 The Cape Winelands District Municipality’s DRM Centre ....................... 26
      6.3.2 Integrated execution of DRM policy amongst municipal departments and
          other municipal entities in the Cape Winelands District Municipality ........ 27
      6.3.3 Integrating the execution of DRM policy between the district municipality
          and the local municipalities in the district ....................................................... 28
      6.3.4 Integrated execution of policy in local municipalities in the district ........ 28
   6.4 Stakeholder participation and technical advice in the Cape Winelands District
       Municipality ........................................................................................................... 29
   6.5 Cooperation with the national and provincial spheres, neighbours and
       international role players ..................................................................................... 30
      6.5.1 Cooperative governance ............................................................................. 30
      6.5.2 Cooperation with national and provincial spheres and with neighbouring
          states .................................................................................................................. 30

3
6.5.3 International cooperation ................................................................. 31
7 Key Performance Area 2: Disaster Risk Assessment (DRA) ..................................... 31
  7.1 Introduction ............................................................................................ 31
8 Key Performance Area 3: Disaster Risk Reduction .................................................... 33
  8.1 DRM Policy Frameworks ........................................................................ 33
  8.2 DRM Plans .............................................................................................. 33
  8.3 Review of DRMFs and plans .................................................................. 34
  8.4 Monitoring the effectiveness of risk reduction initiatives .............................. 34
  8.5 Integrating risk reduction planning into other developmental planning .......... 34
9 Key Performance Area 4: Disaster Response and Recovery ..................................... 34
  9.1 Dissemination of early warnings .................................................................. 34
  9.2 Disaster Impact Assessments ..................................................................... 35
  9.3 Disaster classification of disasters and declaration of states of disaster and conducting disaster reviews ................................................................. 35
  9.4 Integrated response and recovery operations ............................................... 36
  9.5 Relief measures ...................................................................................... 36
  9.6 Integrated reconstruction and rehabilitation measures .................................. 37
10 Performance Enabler 1: Information management and communication .................... 37
  10.1 Data requirements .................................................................................. 39
  10.2 Design of Information Management System and Emergency Communication Network ................................................................................................................................. 39
11 Performance Enabler 2: Education, Training, Public Awareness and Research (ETPAR) ................................................................................................................................. 39
  11.1 A district analysis of knowledge management (ETPAR) needs and resources ................................................................. 39
  11.2 A District knowledge management (ETPAR) framework for DRM .................. 39
  11.3 District knowledge management (ETPAR) programmes ................................ 40
  11.4 Research programmes, and information and advisory service ....................... 40
12 Performance Enabler 3: Funding arrangements for DRM ........................................ 40
Annexure A: Key performance indicators (KPIs) for measuring performance in the direction and execution of disaster risk management policy and legislation in the cape winelands District Municipality ................................................................. 41
Annexure B: Template for the gathering of information for the annual disaster risk management report ................................................................................................................................. 51
Annexure C: Minimum infrastructural requirements of the CWDM DRMC .................. 51
ANNEXURE D: JOB DESCRIPTION: Head of the district Disaster RISK Management Centre ................................................................................................................................. 54
  12.1 4.1 DISASTER OPERATION CENTER .................................................. 58
Annexure E: Generic roles and responsibilities of departmental disaster risk management focal points ................................................................................................................................. 71
Annexure F: Terms of reference of the Inter-departmental Disaster Risk Management Committee ................................................................................................................................. 75
Annexure G: Terms of Reference for the District technical Committee on Disaster Risk Management (DTC) ................................................................................................................................. 78
ANNEXURE H: TERMS OF REFERENCE OF THE DISASTER RISK MANAGEMENT ADVISORY FORUM OF THE CWDM ................................................................. 80
Annexure I: Generic Memorandum of Understanding – CWDM and Local Municipalities ................................................................. 83
Annexure J: Conducting disaster risk assessments in the CWDM ................................... 88
Annexure K: Amending the Cape Winelands District Municipality’s DRMF .................. 96
Annexure L: Declaration of a local state of disaster ...................................................... 97
A note on terminology

**Disaster Risk Management**
The term ‘disaster risk management’ refers to integrated, multisectoral and multidisciplinary administrative, organisational, and operational planning processes and capacities aimed at lessening the impacts of natural hazards and related environmental, technological and biological disasters. This broad definition encompasses the definition of ‘disaster management’ as it is used in the Disaster Management Act, 2002 (Act No. 57 of 2002). However where appropriate, the more updated term ‘disaster risk management’ is preferred in this policy framework because it is consistent with the use of the term internationally.

**Disaster Risk Reduction**
Similarly, the preferred term ‘disaster risk reduction’ is used throughout the policy framework. It refers to all the elements that are necessary to minimise vulnerabilities and disaster risk throughout society. It includes the core risk reduction principles of prevention, mitigation and preparedness.
**LIST OF ACRONYMS**

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CBDRM</td>
<td>Community based disaster risk management</td>
</tr>
<tr>
<td>CBO</td>
<td>Community based organisation</td>
</tr>
<tr>
<td>CWDM</td>
<td>Cape Winelands District Municipality</td>
</tr>
<tr>
<td>DCF</td>
<td>District Coordinating Forum</td>
</tr>
<tr>
<td>DMA</td>
<td>Disaster Management Act No. 57 of 2002</td>
</tr>
<tr>
<td>DMIS</td>
<td>Disaster Management Information System</td>
</tr>
<tr>
<td>DOC</td>
<td>Disaster Operations Centre</td>
</tr>
<tr>
<td>DRA</td>
<td>Disaster Risk Assessment</td>
</tr>
<tr>
<td>DRM</td>
<td>Disaster Risk Management</td>
</tr>
<tr>
<td>DRMAF</td>
<td>Disaster Risk Management Advisory Forum</td>
</tr>
<tr>
<td>DRMC</td>
<td>Disaster Risk Management Centre(s)</td>
</tr>
<tr>
<td>DRMP</td>
<td>Disaster Risk Management Plan</td>
</tr>
<tr>
<td>ECN</td>
<td>Emergency communication network</td>
</tr>
<tr>
<td>GGP</td>
<td>Gross Geographic Product</td>
</tr>
<tr>
<td>IDP</td>
<td>Integrated Development Plan</td>
</tr>
<tr>
<td>IMS</td>
<td>Incident Management System</td>
</tr>
<tr>
<td>JOC</td>
<td>Joint Operations Centre</td>
</tr>
<tr>
<td>KPA</td>
<td>Key Performance Area</td>
</tr>
<tr>
<td>MDRMC</td>
<td>Municipal Disaster Risk Management Centre</td>
</tr>
<tr>
<td>MFMA</td>
<td>Municipal Financial Management Act No. 56 of 2003</td>
</tr>
<tr>
<td>NDMC</td>
<td>National Disaster Management Centre</td>
</tr>
<tr>
<td>NDMF</td>
<td>National Disaster Management Framework</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
</tr>
<tr>
<td>PDRMC</td>
<td>Western Cape Provincial Disaster Risk Management Centre</td>
</tr>
<tr>
<td>PDRMF</td>
<td>Western Cape Provincial Disaster Risk Management Framework</td>
</tr>
<tr>
<td>PFMA</td>
<td>Public Financial Management Act No. 1 of 1999</td>
</tr>
<tr>
<td>SEP-LG</td>
<td>Socio-economic Profile at Local Government</td>
</tr>
</tbody>
</table>
1 EXECUTIVE SUMMARY

The Cape Winelands District Municipality (CWDM) faces a number of natural and anthropogenic hazards. A community-based risk assessment conducted by the Cape Peninsula University of Technology in 2008 indicates that disaster risks of priority include uncontrolled fires; floods; transportation of hazardous chemicals; spread of diseases; blocked drains; non-removal of solid waste; environmental pollution; waste water; problems with toilet facilities and lack of facility maintenance.

Linked to these hazards is deep rooted vulnerability of various kinds in impoverished communities. Poverty remains the pivotal factor which contributes towards individuals, households and communities lacking resilience to the impact of hazards in the CWDM. Particularly so due to the huge legacy left by the Apartheid government of desperately impoverished and disadvantaged communities who as a result, are subject to high levels of disaster risk. It is also within these local communities where the smaller but much more frequent disasters occur and where the costs in terms of loss of lives and property and the financial burden are painfully borne (South Africa 1999)\(^1\).

It is against this backdrop that the CWDM’s Disaster Risk Management Policy Framework pursues the core philosophy of risk reduction through vulnerability reduction and resilience building through developmental initiatives among the CWDM population, estimated at 652 154 in 2007. This is in keeping with the global and national shift from viewing disasters as inevitable events to which they can only react to a Disaster Risk Management (DRM) approach that focuses on risk reduction strategies to build resilience and promote sustainable livelihoods amongst ‘at risk’ individuals, households, communities and environments.

DRM within the CWDM is the responsibility of a wide and diverse range of role-layers and stakeholders. Responsibilities for the varied DRM role-players and stakeholders are prescribed by the Disaster Management Act 2002, the National Disaster Management Framework 2005, the Policy Framework of the Western Cape Province and other applicable legislation to ensure integration and a uniform approach.

The purpose of this policy framework is to provide role-players charged with statutory DRM responsibilities in terms of relevant legislation within the CWDM with a written mandate which is coherent, transparent and inclusive; provides the criteria for the systematic management of administrative decisions, stakeholder participation, operational skills, and capacities; and achieves uniformity in the:

- development
- implementation
- maintenance
- monitoring and
- assessment of

all policies, plans, strategies, programmes, projects and practices which are aimed at achieving the vision and mission statement; goals; strategic objectives; and key performance indicators for DRM in the municipality.

---

\(^1\) White Paper on Disaster Management, 1999.
This policy framework also serves to guide the development and implementation of uniform and integrated DRM policy and plans of the local municipalities in the district.

In pursuance of the core concepts of integration and uniformity the CWDM DRM Policy Framework is structured in components consistent with those of the NDMF and of the Western Cape Province’s DRMF, namely into four Key Performance Areas (KPAs) and three Performance Enablers (PEs) as follows:

KPA1: Integrated Institutional Capacity for DRM
KPA2: Disaster Risk Assessment
KPA3: Disaster Risk Reduction
KPA4: Disaster Response and Recovery

The three enablers facilitate and support the achievement of the objectives of each KPA. They are:
PE1: Information Management and Communication
PE2: Knowledge Management
PE3: Funding

Critically, the body of the policy framework assigns categorical responsibilities to ensure clarity as to ‘who’ must execute the prescribed responsibilities for the relevant KPA or PE; defines concise criteria to provide clear parameters as to ‘how’, ‘who’, and ‘where’ the responsibilities must be executed; and where relevant, time intervals are provided to define ‘when’ and/or how frequently the particular responsibility must be discharged.
2 INTRODUCTION

The manner in which disaster risk is approached in South Africa has undergone major reform since 1994 when government took the decision to move away from the customary perception that disasters were inevitable and therefore could only be dealt with once they had occurred. As early as 1990 South Africa had aligned itself with global developments which focused on risk reduction strategies to build resilience and promote sustainable livelihoods amongst ‘at risk’ individuals, households, communities and environments. A wide process of consultation was embarked on which culminated in the publication firstly of the Green Paper in 1998 and then in 1999 the White Paper on Disaster Management was gazetted. The White Paper served to consolidate the reform process in disaster management in South Africa by setting out the following seven key policy proposals:

- The urgent integration of risk reduction strategies into development initiatives
- The development of a strategy to reduce the vulnerability of South Africans especially poor and disadvantaged communities - to disasters
- The establishment of a National Disaster Management Centre to:
  - ensure that an effective disaster management strategy is established and implemented
  - co-ordinate disaster management at various levels of government
  - promote and assist the implementation of disaster management activities in all sectors of society
- The introduction of a new disaster management funding system which:
  - ensures that risk reduction measures are taken
  - builds sufficient capacity to respond to disasters
  - provides for adequate post-disaster recovery
- The introduction and implementation of a new Disaster Management Act which:
  - brings about a uniform approach to disaster management
  - seeks to eliminate the confusion created by current legislation regarding declarations of disasters
  - addresses legislative shortcomings by implementing key policy objectives outlined in this White Paper
- The establishment of a framework to enable communities to be informed, alert and self-reliant and capable of supporting and co-operating with government in disaster prevention and mitigation.

The seven policy proposals became the essence of the Disaster Management Act which was promulgated in 2002 (hereinafter referred to as ‘the Act’).

In giving effect to the fact that disaster risk management (DRM) 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 cooperative governance. In this regard it calls for integrated and coordinated DRM policy which focuses on risk reduction as its core philosophy; and on the establishment of Disaster Risk Management Centres (DRMCs) in the three spheres of government to pursue the
direction and execution of the DRM legislation and policy in South Africa. It places particular emphasis on the engagement of communities and on the recruitment, training and participation of volunteers in DRM.

In terms of a proclamation in Government Gazette No. 26228 of 31 March 2004, the President proclaimed 01 April 2004 as the date of commencement of the Act in the national and provincial spheres and 01 July 2004 in the municipal sphere.

In order to achieve consistency in approach and uniformity in its application, section 6 of the Act mandates the Minister to prescribe a National Disaster Management Framework (NDMF) and in accordance with this mandate the National Disaster Management Framework was gazetted in April 2005.

In pursuance of the national objective each province as well as each district and metropolitan municipality is, in terms of sections 28 and 42 of the Act respectively, also mandated to "establish and implement a framework for DRM aimed at ensuring an integrated and uniform approach to DRM" in its jurisdiction by all provincial and municipal organs of state; statutory functionaries of provinces and municipalities; local municipalities; statutory functionaries of local municipalities in the area of the district municipality; all municipal entities operating in its area; non governmental organisations involved in DRM; and by the private sector. Provincial and municipal policy frameworks must be consistent with the Act and with the NDMF.

The Disaster Risk Policy Framework of the Cape Winelands District Municipality is thus the instrument which gives effect to these legislative imperatives.

3 THE CONTEXT OF DISASTER RISKS IN THE CAPE WINELANDS DISTRICT MUNICIPALITY

3.1 Topographical profile

The combination of the physical contextual characteristics of the Cape Winelands Area, including topography, climate hydrology, geology, soil and indigenous vegetation, has a direct effect on economic activity (in particular agricultural and related production) and tourism, as well as settlement patterns in the District. The area has a Mediterranean climate, which is characterized by hot, dry summers and cold to moderate, wet winters. The different climatological conditions have a direct impact on the various agricultural activities in the sub regions. Approximately 65% - 80% of the area's rainfall occurs between April and September.

The Cape Winelands mountain ranges are the most significant aspect of the region. Together with a number of important rivers they form the spines of the rich valleys that provide much of the wealth of the Cape Winelands economy. The region is well endowed with both public and private nature areas in the District that conserve the wild life and the floral kingdom of the area. Nevertheless, the Cape Winelands area faces a number of significant threats to the biophysical environment. These include:

---

2 As per the CWDM 2009/2010 IDP.
The presence of four distinct drainage areas (Berg river, Olifants river, Breede river, and Gouritz river) in the district further enhances its possible flood risk.

### 3.2 Environmental profile

Currently, there is a gradual deterioration in the health of ecosystem services in the Cape Winelands District, which without the necessary interventions, will lead to a crisis in the ability of these ecosystem services to support the sustainable economic development and improved quality of life that the Municipality strives for in its area of jurisdiction. Human activity in the Cape Winelands District Area is imposing pressures on the continued ability of the ecosystem to deliver ecosystem services into the future.

#### 3.2.1 Biodiversity

The integrity of the two biomes (Cape Floristic Kingdom and Succulent Karoo) represented in the CWDM Area, is significantly threatened by intense fragmentation. This means that the ecological viability of the biodiversity is compromised. The situation is exacerbated by the fact that the most severely transformed and fragmented areas of high value biodiversity, lie outside of formally protected areas.

Current activities adding to this increasing fragmentation include:
- development of marginal or vulnerable land (e.g. vineyards on steep slopes (foothills)) by investors in the Stellenbosch area;
- the expansion of vegetable and fruit production onto virgin land (into fynbos areas);
- the rapid spread of urban development; and
- increasing infestation by alien vegetation.

The increasing incidence of controlled fires and the inappropriate use of fire as a management tool is causing a potential permanent loss of species and damage to the soil e.g. lower infiltration capacity and higher risk of erosion.

#### 3.2.2 Water
There is a rapid expansion of inappropriate agricultural development in spite of the problems associated with manifesting climate change (e.g. crops with high water needs such as fruit). Inappropriate agricultural development is that which has a high water demand in an area that could experience significant water stress in the future. There is a general sustained increased demand for water supply (from within and outside the Area e.g. City of Cape Town) and this could increase the demand for inter-catchment water transfers which have ecological effects, and could place pressure on ground water resources as well, particularly without the necessary water demand management practices in place.

A general increase in pollution of rivers (e.g. the Breede River) occurs with the associated deterioration of water quality. Increasing abstraction, infestation by alien vegetation that consumes high volumes of water, and the effects of climate change, are reducing river flow. This has a significant ecological effect.

### 3.2.3 Air quality

The air quality in the CWDM Area is gradually deteriorating and regulation and monitoring of air quality is fragmented and inconsistent. There is a general trend towards increased industrial emissions (including those from brickworks), an increase in the application of pesticides (including occasional aerial spraying due to the rapid expansion of agricultural development) and increased greenhouse gas and particulate emissions from the increasing incidence of veld fires in the region. Low priority is given to increasing the use of renewable energy, which avoids the atmospheric emissions associated with dominant forms of energy production in South Africa, such as burning carbon-based fuels (e.g. coal).

### 3.2.4 Land and Soil

The soils in the CWDM Area are of a low agricultural potential and therefore further damage to the land could significantly threaten agricultural production. Soil and land degradation is evident in the CWDM Area. In particular, salinisation of soils has occurred in some areas, such as the lower Breede River Valley as a result of poor agricultural practices. In many other areas, soils and surface and ground water are being contaminated by irrigation with untreated winery and industrial effluent (wine and other industries), by substandard releases from waste water treatment works, leachate from poorly designed and operated landfill sites, and poorly designed and maintained on-site domestic sanitation.

High potential agricultural land is being lost to changes in land use i.e. rezoned for inappropriate land uses such as housing, golf course development, high-income residential estates, and certain types of tourism development. The productive capacity of the land is also being negatively affected by poor rehabilitation after mining in areas where mining is being / has been practiced. Climate change (hotter and drier climate) will cause a further reduction in land capability and crop suitability.
3.3 Socio-economic profile

3.3.1 Population Trends

The CWDM has a population that represents approximately 14% of the population in the Western Cape Province, second only to the City of Cape Town. Between 2001 and 2005 the population of the CWDM area grew on average by 0.6% per annum, while the growth slowed to 0.37% from 2006 to 2007. The Actuarial Society of Southern Africa (ASSA) suggests that a further slowing of the population growth rate to 0.2% per annum is probable between 2007 and 2012. It is expected that the CWDM area will maintain its status as the second largest region in the Province for the foreseeable future, despite the envisaged decline in the growth rate of the population over the period 2007 to 2012.

The size of the current CWDM population (2007) is estimated at 652 154, and is likely to grow to over 658 000 by 2012. Based on these figures and in contrast to the population growth rate mentioned above, the average growth over the period is estimated at 0.89% per annum. The relatively slow growth rate suggests a trend towards intra-district migration rather than inter-district migration. The dominance of the agricultural sector within the district economy means that jobs are often seasonal, low waged and low skilled. A primary reason for internal movements may include the movement of farm workers off farms to more urban locations and the seasonality of job opportunities in the sector.

3.3.2 Economic Performance

The average annual growth rate in the Gross Geographical Product (GGP) for the CWDM was 2.9% between 1994/1995 and 2003/2004, and 3.5% between 1999/2000 and 2003/2004. Over the period 2003/2004 to 2004/2005, the CWDM economy grew by 4.8%. The district contributes 1.54% to the Gross Domestic Product (GDP) of the country and 10.49% to the Gross Geographic (Regional) Product of the Western Cape Province. The latter represents the second largest contribution to the GGP of the Western Cape Province after the City of Cape Town. Growth estimates of GGP for the CWDM area in 2007/2008 is estimated at 4.35%.

Although the CWDM economy is relatively diversified, it must be noted that 30% of business in the Cape Winelands are wine producers (14%), other fruit producers (4%), or real estate management firms (12%). The District’s top 10 products or services generate 38% of total business turnover, which could be attributed to 27% of formal companies operating in the CWDM area. Spatially, there are also concentrations of economic activity. The relative contribution of each municipal area to the GGP of the Cape Winelands District indicates that Drakenstein accounts for 36.3%, Stellenbosch for 22.8%, Breede Valley for 18.9%, Breede River Winelands for 12.4% and Witzenberg for 9.0% of the total GGP.
3.3.2.1 **Manufacturing**

The Manufacturing sector of the CWDM area is characterised by its strong background linkages to the agriculture sector. Food manufacturing enterprises in the CWDM area contribute almost a third to the total number of manufacturing enterprises and generate 56.45% of total manufacturing sales. The main activities are in the food and beverage sub-sectors, e.g. wine, juice, brandy, juice concentrates, dried and tin fruits.

3.3.2.2 **Agriculture**

The Agriculture Sector has undergone extensive restructuring since 1994 with more exposure for the South African economy in the international environment. Substantial growth occurred over the period 1998 to 2002 in response to more access to export markets, the devaluation of the currency and international ‘goodwill’ towards the country. However, from 2002 the sector experienced mounting pressure both from market competition and legislative changes. Key issues facing the industry include:

- the volatility of the Rand;
- increased international competition and demands such as quality requirements;
- increased production and input costs;
- a decline in the quality of agricultural research and development; and
- subsidisation of Agriculture exports in developed countries.

3.3.2.3 **Wholesale and Retail**

The Wholesale and Retail Sector is well established in the towns of Worcester, Stellenbosch and Paarl. The sector is based primarily on wine, fruit and wheat sales. The attractiveness of the Cape Winelands and its proximity to Cape Town has resulted in a number of national and multi-national corporate head offices, such as Medi-Clinic Corporation, Parmalat, Rembrandt, British American Tobacco, Distell and KWV Holdings, selecting to locate here. Factors influencing location are favourable social and family aspects, low levels of crime, and proximity to schools, shops, health care and other facilities. These competitive advantages place the CWDM area in a unique position to attract further direct investment.

3.3.2.4 **Tourism**

The Tourism Sector is well established and has significant growth potential within the Cape Winelands. The research suggests that 50.4% of all visitors coming to the Western Cape visit a wine route. The five key tourism market segments of the CWDM are:

- Food & Wine;
- Adventure & Ecotourism;
- Health & Wellness;
- Conferencing & Accommodation;
- Agri-Tourism; and
- Heritage Tourism.

The foreign tourist market is important for the CWDM area with the United Kingdom (23%), Germany (22%), the Netherlands (14%) and other European countries together with the USA (13%), representing the key source markets.

### 3.3.2.5 Transport/storage/communication

The Transport/Storage/Communication Sector is expanding with potential for further SMME participation. It is a stable sector with 50% of firms operating for more than 15 years and 86% of business indicating that they had no intention of moving, selling or closing their businesses in the near future. Slightly more than one in five firms export, and 14% import products and services. Among the firms that partook in the study, 38% have their market in the CWDM area, a further 37% in the Western Cape and 25% nationally.

### 3.3.2.6 Finance/insurance/real estate and business services

Finance/Insurance/Real Estate and Business Services is a growing sector with only 29% of the firms in the CWDM area having operated for longer than 15 years. The market for the sector is essentially domestic with 36% attributed to the District, 40% to the Western Cape and 24% national. Almost half (48%) of firms in the sector are planning to expand. Indications are that nine out of ten firms had no intention of moving, selling or relocating their businesses in the foreseeable future. Specific challenges cited by this sector were taxation, regulations and cash flow.

### 3.3.2.7 Construction

The Construction Sector has shown signs of prolific growth over the past four years. The value of construction work in the Western Cape Province in 2005 was approximately R45 billion and this was expected to grow to R65 billion by 2008.

The significant growth caused problems with supply, which will need to increase significantly in order to meet demand. Any expansion in the sector also provides opportunities in terms of SMME development, through sub contracting and BBBEE. During the last three years, there has been a substantial increase in turnover in the Cape Winelands construction industry. Growth has primarily been in the upper end of the market – office blocks, residential units and a large numbers of wine cellars. Franschhoek, Stellenbosch and Wellington are the primary growth areas.

### 3.3.3 Employment Trends

The average annual growth in the labour force of the Cape Winelands was estimated at 2.4% over the period 2000 and 2004. Annual employment grew on average by 1.3%
and unemployment by 8.2% over the same period. The manufacturing sector followed closely with social/personal and financial/business services achieved the highest growth in employment.

A large pool of unskilled labourers, mostly female, are dependent on seasonal employment during the pruning and harvesting season in the grape and fruit producing areas of the district. The impact of the seasonal employment is worsened as rural communities are largely dependent on these relatively low and insecure wages. It is anticipated that as a result, increasing pressure will mount on social services and infrastructure, especially education, health care and policing.

Due to scarcity of formal employment opportunities in the Western Cape, there has been a rise in informal economic activities. The informal trading activities are mainly prevalent in densely populated areas in the Cape Winelands – in particular the low-income settlements in major regional Centres.

3.4 Socio-demographic indicators

3.4.1 Income Levels

The 2001 Census indicates that 11.8% of households within the Cape Winelands receive no income. Comparisons between the 1996 and 2001 Censuses indicated a deepening of poverty within the district. For example, there was a 43.4% increase in the number of people earning less than R9 600 p.a. between 1996 and 2001. Almost half (47.7%) of households in the Cape Winelands earned under R19 200 per annum in the 2001 Census. Almost three out of four Black-African and one out of two Coloured households earn less than R19 200 per annum. Single women and child-headed households remain the most vulnerable. The low levels and seasonal nature of household income in the district is a huge concern as the majority of households are dependent on wages.

3.4.2 Education

Generally, the total school learner enrolment in the CWDM area increased from 2002 to 2007. The only exception was in 2006 where a decrease of more than 1 000 learners (from the 2005 levels) occurred to approximately 138 500 learners. However, the enrolment trend increased sharply in 2007 with a gain of about 4 300 learners. The CWDM area achieved a lower outcome in both numeracy and literacy among Grade 3 learners when compared to the Western Cape Province. In terms of literacy for Grade 6, the district compared favourably with the provincial average. However, numeracy is lower when compared to the province.

3.4.3 Health Indicators
High vacancy rates exist for all categories of employment within primary health care facilities, with the largest vacancy rate for medical officers at 27%. In addition, 15 nursing posts are vacant, which places greater stress on the current staff to deal with the workload for all nurses, which were reported to be 32 patients per nurse in SEP-LG 2006.

Although the incidence of TB in the CWDM area has decreased slightly over the past year, it remains high. The identification of the new XDR strain of TB in South Africa presents a significant threat to the region. The incidence of HIV has doubled within the past two years. HIV/AIDS inflections are projected to increase from 3.8% in 2005 to 4.7% in 2010.

3.4.4 Housing and access to basic services

The housing situation within the Western Cape is characterised by significant backlogs and various communities experiencing sub-optimal accommodation. The backlogs continue to grow. The provincial backlog was estimated at 296 000 units in 2005, 10% of which is attributable to the Cape Winelands. However, municipalities in the Cape Winelands estimate the backlog to be closer to 48 000 units.

3.4.5 Poverty

The number of indigent households increased from 25 664 in 2005 to 29 545 in 2006, an increase of 15.1%. Not all indigent households have access to all of the free basic services in all of the local municipalities within the CWDM area. Access to free basic services for all the indigent households is close to 100% across the CWDM area. Access to free basic services for indigent households is 99.2% for water, 92.4% for electricity, 99.4% for sewerage and sanitation, and 99.4% for solid waste management.

3.5 Disaster risk profile

The CWDM faces a number of natural and anthropogenic hazards\(^3\). Linked to these hazards is deep-rooted vulnerability of various kinds in impoverished communities. The current risk assessment of the CWDM indicate the following disaster risks as priorities:

- Fires (uncontrolled);
- Floods;
- Transportation of hazardous chemicals;
- Spread of diseases;
- Blocked drains;
- Non-removal of solid waste;
- Environmental pollution;
- Grey/waste water;

\(^3\) These disaster risks and vulnerable communities were identified through a community-based risk assessment intervention conducted by the Cape Peninsula University of Technology in 2008.
• Problems with toilet facilities; and lack of facility maintenance.

The following vulnerable communities was identified:

• Stellenbosch Local Municipality:
  o Langrug;
  o Kylemore;
  o Kayamandi
  o Stellenbosch CBD; and
  o Idas Valley.
• Drakenstein Local Municipality:
  o Mbekweni; and
  o Fairlyland.
• Witzenberg Local Municipality:
  o Nduli;
  o Chris Hani & Witzenville.
• Langeberg Local Municipality:
  o Montagu;
  o Robertson;
  o McGregor;
  o Ashbury; and
  o Zolani.
• Breede Valley Local Municipality:
  o De Doorns;
  o Zweletemba; and
  o Worcester CBD.

It is in the context of the disaster risk profile of the Cape Winelands District Municipality that this policy framework pursues the core philosophy of risk reduction through vulnerability reduction and resilience building, by placing priority on developmental initiatives.

4 THE CAPE WINELANDS DISTRICT MUNICIPALITY’S DRMF

4.1 Purpose

The purpose of this policy framework is to provide those with statutory DRM responsibilities (in terms of the Disaster Management Act, 2002; the National Disaster Management Framework, 2005 (NDMF); the Policy Framework of the Western Cape Province and other applicable legislation) within the Cape Winelands District Municipality with a written mandate which is coherent, transparent and inclusive; provides the criteria for the systematic management of administrative decisions; stakeholder participation; operational skills; and capacities and achieves uniformity in the:

• development
• implementation
• maintenance
• monitoring and
assessing of all policies, plans, strategies, programmes, projects and practice which are aimed at achieving the vision and mission statement; goals; strategic objectives; and key performance indicators for DRM in the municipality.

This policy framework also serves to guide the development and implementation of uniform and integrated DRM policy and plans (of the local municipalities in the district).

4.2 Strategic objective of Community and Developmental Services

The CWDM DRMC as part of the department Community and Developmental Services have the following strategic objective:

To ensure the health and safety of the communities in the Cape Winelands through the proactive prevention, mitigation, identification and management of environmental health, fire and disaster risks.

4.3 Mission Statement of the CWDM

The CWDM, in partnership with it citizens and stakeholders, commit themselves to inclusive, informed and responsible governance where sustainable service delivery and development creates opportunities for all.

4.4 Legislation and policies

The ultimate responsibility for DRM in South Africa rests with government. In terms of Section 41(1)(b) of the Constitution of the Republic of South Africa, 1996 (Act No.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 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 subject to any conditions. In this context Schedules 4 and 5 of Part B of the Constitution require local government to provide for functions which are closely allied to DRM and in particular, section 152(1)(d) requires local government to ‘ensure a safe and healthy environment.’

Due to high levels of unemployment, poverty remains the pivotal factor which contributes towards individuals, households and communities lacking resilience to the impact of hazards in the Cape Winelands District Municipality. This is of particular relevance in the South African scenario, with the huge legacy left by the Apartheid government of desperately impoverished and disadvantaged communities who as a result, are subject to high levels of disaster risk. It is also within these local communities where the smaller
but much more frequent disasters occur and where the costs in terms of loss of lives and
property and the financial burden are painfully borne (South Africa 1999).4

Globally there is consensus that for the effective implementation of integrated and
coordinated disaster risk reduction (which includes emergency preparedness and
disaster response and recovery activities), the administration of the DRM function must
be focused in the local government sphere. Clearly it is in this context then that the
Minister has elected to assign the function, by way of national legislation, to Metropolitan
and District Municipalities.

Accordingly in terms of the Disaster Management Act, 2002 the function is assigned to
this Council. This policy framework, which establishes the policy of the council of the
Cape Winelands District Municipality for the management of disaster risk in its
jurisdiction, is constituted in terms of the Disaster Management Act, 2002; is consistent
with the National Disaster Management Framework, 2005; with the Policy Framework of
the Western Cape Province; and is compliant with all applicable legislation, regulations,
standards, codes and practices for DRM in the Cape Winelands District Municipality.

4.5 Scope and structure of the Cape Winelands District
Municipality’s DRMF

In support of the core concepts of integration and uniformity the municipal DRMF is
structured in components consistent with those of the NDMF and of the Western Cape
Province’s DRMF – namely into four key performance areas (KPAs) supported by three
performance enablers (PEs) as follows:

KPA 1: Integrated Institutional Capacity for DRM
KPA 2: Disaster Risk Assessment (DRA)
KPA 3: Disaster Risk Reduction
KPA 4: Disaster Response and Recovery

Although each area of performance is dealt with in a separate chapter there is total
interdependence amongst all of the KPAs.

The three performance enablers facilitate and support the achievement of the objectives
of each KPA and are detailed similarly as follows:

PE 1: Information Management and Communication
PE 2: Knowledge management
PE 3: Funding

Each performance enabler is applicable to each KPA and there are inextricable
interdependencies between the performance enablers themselves.

The policy framework is structured with the aim of facilitating easy reference and
promoting user friendliness by confining the body of the policy framework to mandatory
provisions for giving effect to the Act. In the policy framework the word “must” is used to

convey statutory imperatives written in a form that will ensure clear interpretation and will eliminate any ambiguity as to ‘what’ must be done in the execution of each imperative for the relevant KPA or PE.

The body of the policy framework assigns categorical responsibilities to ensure clarity as to ‘who’ must execute the imperative; concise criteria are defined to provide clear parameters as to ‘how’, ‘why’ and ‘where’ the imperative must be executed; and where relevant, time intervals are provided to define ‘when’ and/or how frequently it must be done.

The supporting policy establishes specific parameters for complying with the relevant imperatives of each KPA or PE. These parameters include a range of components and mechanisms such as terms of reference; organisational and administrative arrangements; the scope of responsibilities and/or activities; operating protocols; templates and good practice standards.

Furthermore, in compliance with the Act, Key Performance Indicators (KPIs) are included in the supporting policy for each KPA or PE, to provide the mechanisms against which the application of legislation and policy can be evaluated.

The supporting policy is thus the legal instrument aimed at ensuring that the national objective of uniformity and integration in the execution of DRM legislation and policy in the municipality is achieved, and therefore carries equal statutory obligation and status as does that of the body of the policy framework.
5 CUSTODIAN OF THE CAPE WINELANDS DISTRICT MUNICIPALITY’S DRMF

The Head of the DRM Centre of the Cape Winelands District Municipality is the custodian of the DRMF and must ensure the regular review and updating thereof.

The Head of the Centre must ensure that the procedures for the establishment and implementation of the policy framework and any amendments thereto, as prescribed by section 42 of the Act are executed; and that copies of the policy framework as well as any amendments thereto are submitted to:

- the National Disaster Management Centre (NDMC)
- the DRM Centre of the Western Cape Province
- to all local municipalities in the Cape Winelands District Municipality:
  - Breede River/Winelands
  - Breede Valley
  - Stellenbosch
  - Drakenstein
  - Witzenberg
- the DRMCs of the neighbouring district and metropolitan municipalities which include:
  - the City of Cape Town;
  - West Coast District Municipality;
  - Overberg District Municipality;
  - Eden District Municipality;
  - Central Karoo District Municipality; and
  - Namakwa District Municipality (Northern Cape Province).

6 KEY PERFORMANCE AREA 1: INTEGRATED INSTITUTIONAL CAPACITY FOR DRM IN THE CAPE WINELANDS DISTRICT MUNICIPALITY

6.1 The Council

The Council makes all policy decisions in relation to DRM for its jurisdiction. If the objectives of the Act are to be achieved and in pursuance of the requirements of the Act the Council must establish a DRM Centre and in accordance with the NDMF (section 1.2.1) and the Western Cape Provincial DRMF, The DRM Centre must be placed functionally closest to the highest authority in the municipality.

In accordance with section 54(2) of the Act Council has primary responsibility for the political decision-making in terms of local disasters threatening to occur or occurring within the area of the Cape Winelands District Municipality. In the case where an event
has been classified by the Head of the Centre as a local disaster and where extraordinary measures are or may be required to deal with the local disaster such as the making and or invoking of by-laws, issuing directions or authorizing the issue of directions if existing legislation and contingency arrangements do not adequately provide for Council to deal effectively with the disaster; or if other special circumstances warrant such declaration, the Head of the Centre may recommend to the National Disaster Management Centre and Council that by notice in the provincial gazette, a local state of disaster be declared.

In the event that a municipal department or other municipal entity fails to submit information requested by the disaster risk management Centre, or to submit a copy of its disaster risk management plan or of any amendment to the plan to the disaster risk management Centre, the Head of the Centre must, in accordance with Sections 43(2)(a) and 52(2)(b) of the Act, report the failure to the Executive Mayor who must take such steps as may be necessary to secure compliance, including reporting the failure to Council. In terms of Section 60(1) a person is guilty of an offence if that person fails to comply with a request in terms of Section 43(2)(a).

The disaster risk management Centre must submit a report on its activities for the ensuing year, to Council by the end of September each year. After consideration of the report and adoption thereof Council will submit the report to the National Disaster Management Centre and to the Disaster Risk Management Centres of the Western Cape Province, all local municipalities of the CWDM and all neighbouring district and metropolitan municipalities. In order to ensure continuous monitoring of progress with regard to the execution of the provisions of the Act and this framework the Centre must also submit reports - in a format consistent with the template contained as supporting policy to this framework (See Annexure B: Template for the gathering of information for the annual disaster risk management report) on its performance for consideration on an annual basis to Council, PDMC, and the NDMC.

6.2 The District Coordinating Forum as Inter-municipal committee for disaster risk management

In order to minimize duplication in the CWDM, the District Coordinating Forum is also the Inter-municipal Committee for Disaster Risk Management (ICDRM). The Executive Mayor must thus designate the District Coordinating Forum (DCF) as the Inter-municipal Committee for DRM (ICDRM) in the Cape Winelands District Municipality. Disaster risk management must thus become an integral part of the dealings of the DCF. The ICDRM is accountable to Council and must function in accordance with documented terms of reference approved and adopted by Council. The terms of reference must be documented as supporting policy to this framework

**Action to be taken:**
The above-mentioned terms of reference must be developed by the DCF and does not form part of this policy yet.

6.3 Integrated direction and execution of policy
The Municipal Manager must designate the department within which the CWDM's DRM Centre must function.
6.3.1 The Cape Winelands District Municipality’s DRM Centre

After consultation with the local municipalities in the district, Council, in compliance with section 43(2) of the Act, resolved that the Cape Winelands District Municipality’s DRM be established and physically located at Council’s headquarters in Worcester. With the possibility of decentralised structures in the various local municipality as determined by a needs analysis.

In order to enable the Centre to optimally perform its statutory responsibilities for the direction and execution of DRM policy in the municipality, the Centre must be adequately resourced in terms of personnel, systems and infrastructure which must be in accordance with standards which comply with the national and provincial requirements and which are approved and adopted by Council (See Annexure C: Minimum infrastructural requirements of the CWDM DRMC).

6.3.1.1 The Head of the Centre

In terms of Section 45(1) of the Act, Council must appoint a suitably qualified person as Head of the CWDM DRMC. The appointment is subject to the applicable provisions of the Municipal Systems Act, 2000.

The Head of the Centre is responsible for the exercise by the Centre of its powers and the performance of its duties in accordance with section 44 of the Act and takes all the decision of the Centre in the exercise of its powers and the performance of its duties except decisions taken by another person in consequence of a delegation by the Head of the Centre (See Annexure D: HOC Job Description for more detail).

The Head of the Centre may delegate or assign the functions of office to another official in the event that he or she is absent or otherwise unable to perform the functions of office. The Municipal Manager must give effect to such delegation or assignment of powers. Such delegation is however subject to the limitations or conditions that the Head of Centre may impose; and does not divest the Head of the Centre of responsibility concerning the exercise of the delegated power or the performance of the assigned duty.

The Head of the Centre (HoC) performs the functions of office:
- within the National Disaster Management Framework and the key responsibilities prescribed in the NDMF
- within the DRMF of the Western Cape Province
- within the DRMF of the Cape Winelands District Municipality
- subject to Council’s Integrated Development Plan and other directions of Council, and in accordance with the administrative instructions of the Municipal Manager
- subject to the Local Government Municipal Finance Management Act, 2003

In compliance with section 50 of the Act, the Head of the Centre must submit a report before 30 September annually, to the Executive Mayor. The Executive Mayor must submit the report to the Council within 30 days of receipt of the report from the Head of the Centre. The Head of the Centre must, at the same time that the report is submitted
to the Executive Mayor, submit a copy of that report to the Western Cape Provincial DRMC and to the NDMC.

6.3.2 Integrated execution of DRM policy amongst municipal departments and other municipal entities in the Cape Winelands District Municipality

In terms of the Act, the Western Cape Provincial DRMF and the NDMF, each municipal department and each other municipal entity must determine its role and responsibilities in relation to DRM; must assess its capacity to fulfill those responsibilities; and must develop and implement policies that are relevant for its functional area for the purposes of executing its DRM responsibilities. Where capacity is lacking it must be supplemented by collateral support and the sharing of resources among departments and by engaging the assistance of the private sector and non-governmental organisations. The parameters of such assistance must be clearly defined in mutual assistance agreements and/or memoranda of understanding which must be included in the policy of the relevant municipal department or other municipal entity.

6.3.2.1 Departmental focal points for disaster risk management

DRM responsibilities must be integrated into the routine activities of the various sectors and disciplines within the relevant municipal departments or other entities and their substructures. These responsibilities must be reflected in the job descriptions of the relevant role players in each department or other entity and key performance indicators must be provided for the execution of those responsibilities.

The head of each municipal department or other entity must identify and appoint a senior manager to serve as the focal point for DRM for the department or entity. This focal point must serve on the IDRMC as well as the DRMAF of the CWDM. The responsibilities of DRM focal points must be executed in accordance with the responsibilities detailed in the relevant supporting policy to this framework (See Annexure E: Generic roles and responsibilities of departmental disaster risk management focal points).

6.3.2.2 Inter-departmental Disaster Risk Management Committee

In order to give effect to the principles of cooperative governance and to ensure integration and uniformity amongst municipal departments for the execution of DRM policy, the Municipal Manager through the HOC must establish an Interdepartmental DRM Committee (IDRMC) for the municipality. All the departmental focal points as defined by section 5.3.2.1 above are part of the IDRMC.

The purpose of the IDRMC is to provide a mechanism to ensure the integration of internal planning and the participation of all key departmental functionaries (or those of other entities) who have statutory responsibilities for DRM or for any other national or provincial legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the Act. The IDRMC must function in accordance with approved and adopted terms of reference (see Annexure F: Terms of Reference of the IDRMC), which
define the composition, and the scope of the committee’s operations. The terms of reference must be updated annually and documented as supporting policy to this framework.

6.3.3 Integrating the execution of DRM policy between the district municipality and the local municipalities in the district

Council must, in consultation with the five local municipalities in the district, establish decentralised arrangements which must include the establishment of satellite Centres in accordance with the standards defined and documented as supporting policy to this framework.

Action to be taken:
The above standards must still be developed and does not form part of this policy yet.

The Head of the Centre must establish mechanisms to ensure integration and joint standards of practice in the execution of DRM policy amongst the local municipalities in the district. The mechanisms must be clearly defined and documented as supporting policy to this framework.

6.3.3.1 District Technical Committee for Disaster Risk Management

The Disaster Management Act No. 57 of 2002 (DMA) requires municipal disaster risk management Centres to promote a co-ordinated, integrated and uniform approach to disaster risk management, including the development and implementation of appropriate disaster risk reduction methodologies, emergency preparedness and rapid and effective disaster response and recovery, in their municipalities.

Section 42 and 43 of the DMA calls for a co-ordinated approach in terms of disaster risk management and a partnership between district and local municipalities in the establishment and operation of the District Disaster Risk Management Centre (DRMC). To this end this policy establishes the District Technical Committee for Disaster Risk Management. The composition and terms of reference of the DTC is defined and documented as supporting policy to this framework (See Annexure G: Terms of Reference for the District Technical Committee for Disaster Risk Management).

6.3.4 Integrated execution of policy in local municipalities in the district

The Councils of local municipalities in the area of the Cape Winelands District Municipality must ensure that adequate institutional arrangements are in place for the execution of the municipality’s responsibilities as required by the Act, particularly in terms of sections 50, 52 and 53 of the Act and of section 1.3.1.3 and 1.3.2.2 of the NDMF.

Each local municipality must establish and maintain a structure for the coordination of DRM in its municipality similar to the IDRMC as documented in this framework. The purpose is to provide a forum which will ensure integrated, co-ordinated and uniform DRM planning and operations within the municipality and which will provide for
stakeholder participation. Such local forums will report to the CWDM through the DRMAF.

The Head of the Centre must, through a process of consultation with the five local municipalities in the district, facilitate the development, adoption and implementation of standards for:

- the establishment of institutional arrangements and organisational mechanisms for the integrated execution of DRM policy in each of the five local municipalities in the district including arrangements to ensure the engagement of stakeholder participation; indigenous knowledge and technical advice. Such arrangements must include the establishment of DRM structures and mechanisms in municipal wards.
- the integration of DRM planning and operations into the Municipal Integrated Development Plan and other developmental programmes in each of the five local municipalities in the district.

The standards must be clearly defined and documented as supporting policy to this framework.

**Action to be taken:**
The above standards must still be developed and does not form part of this policy yet.

### 6.4 Stakeholder participation and technical advice in the Cape Winelands District Municipality

The Head of the Centre must establish arrangements to enable stakeholder participation and the engagement of technical advice in DRM planning and practice in the municipality.

Arrangements to enable stakeholder participation and the engagement of technical advice in the municipality must include but need not be confined to:

- The establishment of the Cape Winelands District Municipal Disaster Risk Management Advisory Forum (DRMAF) hereinafter referred to as the forum. The forum must function in accordance with terms of reference which define the minimum composition and scope of its operations (See Annexure H: Terms of Reference of the Disaster Risk Management Advisory Forum of the CWDM).
- The establishment and tasking of technical task teams for the development and the implementation of plans for DRM based on the findings of disaster risk assessments. Plans to be developed by technical task teams must include hazard specific contingency plans for known priority risks; for response and recovery operations; for vulnerability reduction; and for specific priority risk reduction programmes and projects for high risk groups, communities, areas and developments with multiple vulnerabilities; including any projects and programmes originating from the strategic planning process; and for any other relevant DRM programmes and operations in the municipality. Technical task teams must develop their own terms of reference which define the minimum composition, the scope of operations, responsibilities, reporting, budgeting and time frames for each project.
- The management of all DRM projects undertaken in the municipality must be methodologically and technologically compliant with the specifications approved and adopted by the National Disaster Management Centre and the Western Cape Provincial Disaster Risk Management Centre.
- The development, adoption and implementation of a programme for the recruitment, training and participation of volunteers in DRM in the municipality.

6.5 Cooperation with the national and provincial spheres, neighbours and international role players

The Centre must establish mechanisms to ensure the application of the principles of cooperative governance and to establish links with all neighbouring district and metropolitan municipalities for the purposes of integrating and coordinating DRM initiatives, planning and operations; establishing joint standards of practice; as well as to foster cooperation with international role players in DRM.

6.5.1 Cooperative governance

The Centre must establish and maintain mechanisms to ensure that effect is given to the principles of cooperative governance which must include but need not be confined to:
- The development of mechanisms to strengthen capacity by facilitating and fostering partnerships between existing structures, organisations and institutions and engaging existing skills and expertise within the municipality, across municipal boundaries, with institutions of higher learning, the private sector, NGOs and with communities;
- Concluding mutual assistance agreements (MAAs) and memoranda of understanding (MOUs) with such alliance partners (See Annexure I: Generic Memorandum of Understanding – CWDM and Local Municipalities);
- Developing and adopting standards for MAAs and MOUs which are included as supporting policy to this framework; and which are in accordance with the national guideline which provide the legal framework and include the necessary details relating to financial arrangements, reimbursements and liability.

6.5.2 Cooperation with national and provincial spheres and with neighbouring states

The Centre must establish and maintain mechanisms to facilitate cooperation with the national and provincial spheres as well as between local municipalities which must include but need not be confined to:
- Participation of the Portfolio Councillor responsible for DRM in the Cape Winelands District Municipality in the Western Cape Provincial Intergovernmental Committee for Disaster Management (as per the WC DRMF);
- Participation of SALGA in the Cape Winelands District Municipality’s DRMAF;
- Participation of the Head of the Centre in the Western Cape Provincial DRMAF;
- Participation by the Head of the Centre in the meetings of the Western Cape Provincial DRMC with the Heads of MDRMCs;
• Participation in Provincial Disaster Assistance Response Teams (PDARTs);
• Participation by the Head of the Centre in the DRMAFs of the neighbouring districts and metros of the Cape Winelands District Municipality as the need arises; as well as in planning/technical task teams for specific identified priority cross boundary risks;
• Inviting participation of the heads of neighbouring DRM Centres in the Cape Winelands District Municipality’s DRMAF and in relevant forums or structures of local municipalities as well as in planning by technical task teams for specific identified priority cross boundary risks as the need arises;
• Participation by the Head of the Cape Winelands District Municipality’s DRMC in the IDP and other developmental planning structures;
• Developing and implementing mechanisms for:
  ▪ information sharing;
  ▪ standards for information management systems and for strategic communication links;
  ▪ compiling directories of institutional role players and resource databases; and
  ▪ submission of DRM plans, reports and reviews to other spheres and to neighbouring Centres.

6.5.3 International cooperation

The Centre must identify and establish mechanisms to enable the municipality to participate internationally in DRM activities. Mechanisms must include procedures for engaging with expertise and accessing resources available from international relief and humanitarian organisations; seeking membership of international bodies and professional institutes; and establishing links with disaster risk management Centres, entities and professionals performing similar function in other countries.

7 KEY PERFORMANCE AREA 2: DISASTER RISK ASSESSMENT (DRA)

7.1 Introduction

The Centre must conduct a comprehensive risk assessment for council’s area in accordance with national and provincial standards and the supporting guidelines for disaster risk assessment; and must implement mechanisms for the ongoing monitoring of disaster risk in council’s area; as well as for risks prevailing in neighbouring jurisdictions which may pose risk to council’s area. The assessment must inform DRM planning in council’s area including planning undertaken by local municipalities in council’s jurisdiction; and the development and application of disaster risk reduction policies; and priority setting for risk reduction programming undertaken by national and provincial organs of state; municipal departments, municipal entities and other role players in council’s jurisdiction.

The Centre must ensure that the methodology used in all disaster risk assessments undertaken in the council’s area is in accordance with predetermined terms of reference.
based on national and provincial standards (See Annexure J: Conducting disaster risk assessments in the CWDM)

The terms of reference must establish the criteria for, but need not be confined to, the following elements:

- Assessing disaster risk.
- Generating an Indicative Municipal Disaster Risk Profile (IMDRP) for the municipality.
- Risk and hazard mapping.
- The Centre must implement mechanisms to ensure:
  - The interfacing of disaster risk assessment findings with DRM planning.
  - The assignment of responsibilities for the monitoring, updating and disseminating of disaster risk information.
  - Development and implementation of mechanisms to apply quality control in the conduct of disaster risk assessments and the application of findings.

The Centre must ensure that all departments and other municipal entities in council; as well as municipal departments and other municipal entities in local municipalities in the district with DRM responsibilities execute systematic disaster risk assessments prior to the implementation of any risk reduction programmes; that disaster risk assessments are an integral component of the planning phase of all developments of municipal significance and of any significant initiatives that affect the natural environment in council’s area; and that disaster risk assessments are undertaken when indicators suggest changing patterns of risk that could increase the risk of significant disaster impacts in council’s area.

The Centre as well as the departments and other municipal entities in council; and municipal departments and other municipal entities in local municipalities in the district commissioning disaster risk assessments must appoint a Technical Advisory Committee (TAC) to monitor progress and to assist with the validation and/or interpretation of the findings. The TAC must function in accordance with predetermined terms of reference and in accordance with the mechanisms identified and documented as supporting policy to this framework.

The relevant departments in council and other municipal entities; as well as municipal departments and other municipal entities in local municipalities in the district must, in consultation with the TAC, determine the intervals at which the review of disaster risk assessments must be undertaken for their functional area.

All proposed disaster risk assessments planned by departments in council and other municipal entities; as well as municipal departments and other municipal entities in local municipalities in the district must be submitted to the Centre for further forwarding to the Provincial and National Disaster Management Centres for technical review by the relevant TACs before being commissioned.

Reports of all disaster risk assessments conducted by departments in council and other municipal entities; as well as municipal departments and other municipal entities in local municipalities in the district must be submitted to the Centre for further forwarding to the Provincial and National Disaster Management Centre for the technical validation of
findings by the relevant TACs before any plans; projects; programmes; initiatives; risk and hazard maps based on the findings of such assessments are initiated.

8 KEY PERFORMANCE AREA 3: DISASTER RISK REDUCTION

Integrated DRM plans and risk reduction programmes must be developed and implemented by all stakeholders with DRM responsibilities in the municipality in accordance with this policy framework.

8.1 DRM Policy Frameworks

The Centre must develop, implement and maintain a DRMF (this policy), which is current; provides a coherent, transparent and inclusive policy for the municipality; which anchors uniformity and joint standards of practice as cornerstones; and is consistent with the national and provincial DRM frameworks.

The Cape Winelands District Municipality must develop and implement a DRMF, which is consistent with the NDMF, and the DRMF of the Western Cape Province. The Cape Winelands District Municipality’s DRMC must submit a copy of its DRMF to the Western Cape Provincial DRMC; to the NDMC; to the five local municipalities in the Cape Winelands District Municipality; and to all neighbouring municipal Centres.

The Centre must establish mechanisms to be followed for processing the establishment of, or any amendments to the Cape Winelands District Municipality’s DRMF (See Annexure K: Amending the Cape Winelands District Municipality’s DRMF).

8.2 DRM Plans

The Centre must develop and implement a standard for DRM planning in the Cape Winelands District Municipality area, which is consistent with the national guideline to ensure the adoption of uniform methodology to achieve integrated, holistic and co-ordinated planning. The standard must define the minimum composition and scope of DRM plans in accordance with the levels of plans prescribed in the National Disaster Management Framework for municipalities and must be included as supporting policy to this framework.

**Action to be taken:**
The above standards must still be developed and does not form part of this policy yet.

Every department in council and any other municipal entity; as well as municipal departments and other municipal entities in local municipalities in the district with DRM responsibilities must develop and submit DRM plans to the MDRMC, the NDMC, and the PDRMC. The Centre must identify primary and support agencies and must assign responsibilities to the identified agencies for the development and implementation of each priority DRM plan, programme and project in the Cape Winelands District Municipality’s area.
The Centre must prescribe deadlines for the submission of DRM plans by departments in council and other municipal entities; as well as municipal departments and other municipal entities in local municipalities in the district.

8.3 Review of DRMFs and plans

Council’s DRMF and DRM plans must be reviewed at least annually as evidenced in annual reports to the NDMC and the Western Cape Provincial DRMC. In addition, Council’s DRMF and the relevant plan/s must be reviewed following any significant event and/or disaster.

8.4 Monitoring the effectiveness of risk reduction initiatives

The Centre must facilitate the development and implementation of mechanisms and methodologies to monitor the effectiveness of risk reduction initiatives. Documented evidence of risk reduction programmes and projects must be included in annual reports to the NDMC and the Western Cape Provincial DRMC as specified by the Act. The results must be disseminated via the municipality’s DRM website and all other relevant public forums.

8.5 Integrating risk reduction planning into other developmental planning

The Centre must ensure that contingency plans and risk reduction plans, programmes and projects are incorporated into Integrated Development Plans, Spatial Development Frameworks, Environmental Management Plans and other strategic developmental plans and initiatives taking place in the municipality and in local municipalities.

9 KEY PERFORMANCE AREA 4: DISASTER RESPONSE AND RECOVERY

9.1 Dissemination of early warnings

The Centre must ensure the technical identification and monitoring of prevailing hazards and must prepare and issue hazard warnings of significance to the council’s area. The Centre 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 Centre 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 council’s area. The Centre must facilitate the development of a communication plan for council’s area which must be documented and included as supporting policy to this framework.
**Action to be taken:**
The above communication plan must still be developed and does not form part of this policy yet.

### 9.2 Disaster Impact Assessments

The Centre must establish mechanisms for the application of standard disaster impact assessments using uniform methodologies in accordance with the national guideline to ensure the provision of immediate and appropriate response and relief measures; to facilitate the classification of events as disasters and for the declaration of states of disaster (See Annexure L: Declaration of a local state of disaster); to facilitate the prioritisation and implementation of appropriate rehabilitation and reconstruction measures by municipal organs of state and other municipal entities in the municipality; and for the costing of disasters and significant events.

Standards for conducting disaster impact assessments in the Council’s area which are consistent with the national and provincial guidelines must be documented and included as supporting policy to this framework.

**Action to be taken:**
The above standards must still be developed and does not form part of this policy yet.

### 9.3 Disaster classification of disasters and declaration of states of disaster and conducting disaster reviews

The Head of the Centre is responsible for the strategic coordination and management of response to non-security related disasters or states of disaster classified as local disasters which occur or are threatening to occur and must make recommendations to the appropriate organ of state or statutory functionary on whether a local state of disaster should be declared in terms of sections 23 and 55 of the Act.

The Centre must establish the mechanisms for the rapid and effective classification and declaration of disasters in accordance with national and provincial guidelines and templates.

**Action to be taken:**
The above mechanism must still be developed and does not form part of this policy yet.

The Centre must develop and monitor the implementation of mechanisms for conducting routine disaster reviews and reporting.

Reviews and research reports of significant events, trends and disasters occurring in the Cape Winelands District Municipality must be routinely submitted by all local municipality DRM focal points to the Cape Winelands District Municipality’s DRMC; to the Western Cape Provincial DRMC; and to the NDMC and must also be disseminated to all other stakeholders. Standard methodology which is consistent with the national guideline and
the supporting policy to this framework must be developed and must be included in all contingency plans for council’s area.

**Action to be taken:**
The above standards must still be developed and does not form part of this policy yet.

### 9.4 Integrated response and recovery operations

Through the mechanisms of the Cape Winelands District Municipality’s DRMAF the Centre must identify and assign primary responsibility to relevant organs of state for contingency planning (See Annexure M: Contingency plan development template) for each known priority hazard. Supporting stakeholders must be identified and assigned responsibilities.

Primary and support agencies so assigned for each priority hazard must be clustered into Technical Task Teams (TTTs) and the organs of state assigned with primary responsibility must facilitate the development by the technical task team of a contingency plan for the relevant known priority hazards. The primary agency must ensure that such plans are reviewed and updated annually as well as following significant events and disasters which have occurred.

The Centre must identify agencies with responsibilities for the various operational activities associated with disaster response and recovery and must identify lead agencies and assign primary responsibility to lead agencies to facilitate the development of Field Operations Standards (FOS) for each operational activity and must identify and allocate responsibilities to support agencies. Primary and support agencies so assigned for each operational activity must be clustered into a technical task team and the agency assigned with primary responsibility must facilitate the development by the technical task team of the relevant FOS. The Centre must ensure that such FOS are reviewed and updated simultaneously with that of contingency plans.

All response and recovery stakeholders must develop standard operating protocols for their functional areas and must ensure that all operational personnel understand and are well versed with procedures. The Centre must ensure the development of regulations and directives, which are consistent with national regulations, and directives to standardise and regulate the practice and management of multi-agency response and recovery operations in council’s area. The regulations and directives must be included as supporting policy to this framework (See Annexure N: Incident Management Model for the CWDM).

The Centre must monitor the implementation of and compliance with such regulations and directives by conducting multi-agency response debriefings after each significant event or disaster.

### 9.5 Relief measures
The Centre must ensure the development of regulations consistent with national regulations and directives for the management of relief operations in council’s area, which must be included as supporting policy to this framework.

**Action to be taken:**
The above regulations must still be developed and does not form part of this policy yet.

The Centre must monitor the implementation of and compliance with such regulations and directives through debriefings and reviews after each significant event or disaster.

### 9.6 Integrated reconstruction and rehabilitation measures

The Centre must establish multi-disciplinary technical task teams for post-disaster rehabilitation and reconstruction projects and must identify a lead agency and assign primary responsibility to the lead agency for the management of each project using nationally adopted project management methodologies. Such methodologies must include mechanisms for the monitoring and submission of regular progress reports to the Cape Winelands District Municipality’s DRMC.

### 10 PERFORMANCE ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION

A comprehensive disaster information management system (DIMS) and an integrated emergency communication network (ECN), which establishes communication links with all DRM role players and that complies with national standards, must be developed and implemented.
10.1 Data requirements

The Centre must define data requirements for council’s area and must identify data sources. The Centre must develop and implement methodologies for the collection and capturing of data, which are consistent with national standards. The Centre must define and assign responsibilities to the specific department or other municipal entity and to local municipalities for the custody of data relevant to their functional area and must identify and enter into agreements with other relevant custodians of data to ensure availability, quality, reliability and currency of data.

10.2 Design of Information Management System and Emergency Communication Network

The Centre must ensure the design, development and implementation of a Disaster Information Management System and Emergency Communication Network in Council’s area that has the capability to support the requirements for:

- Integrated institutional capacity;
- Disaster risk assessment;
- Disaster risk reduction plans, programmes and projects;
- Response and recovery operations;
- Knowledge management; and
- Funding mechanisms and financial controls.

11 PERFORMANCE ENabler 2: Education, Training, Public Awareness and Research (ETPAR)

Comprehensive mechanisms for knowledge management (ETPAR) supported by scientific research must be developed and implemented to promote a culture of risk avoidance amongst stakeholders and role players.

11.1 A district analysis of knowledge management (ETPAR) needs and resources

The Centre must conduct a scientific analysis of knowledge management needs and resources in council’s area to serve as the basis for the development of a district DRM education and training framework and to inform the development and implementation of appropriate knowledge management programmes.

11.2 A District Knowledge Management (ETPAR) Framework for DRM
The Centre must develop and implement a knowledge management framework for DRM in Council’s area based on the needs and resource analysis.

11.3 District Knowledge Management (ETPAR) Programmes

The Centre must promote, support and monitor the implementation of knowledge management programmes for DRM in council’s area in accordance with national and provincial standards.

11.4 Research programmes, and information and advisory service

The Centre must establish a strategic research agenda for council’s area and must promote the participation of research and higher education institutions in district research programmes. The Centre must ensure the correlation between scientific research and district DRM policy and that research contributes to the development of technology. The Centre must establish mechanisms to enable ongoing national, regional, international information exchange and networking. The Centre must ensure that all stakeholders have access to the research database and to a comprehensive DRM advisory service.

12 PERFORMANCE ENABLER 3: FUNDING ARRANGEMENTS FOR DRM

The Centre must determine funding arrangements for DRM in council’s area, which must include but need not be confined to funding for:

- the establishment of institutional arrangements for DRM;
- conducting disaster risk assessments;
- planning and implementing disaster risk reduction;
- disaster response and recovery; and
- knowledge management for DRM stakeholders.

The funding arrangements for DRM in council’s area must be approved and adopted by the Council. The DRM funding arrangements must be included as supporting policy to this framework and must be reviewed annually.

Action to be taken:

The above guidelines must still be developed by the Financial Technical Task Team of the IDRMC and does not form part of this policy yet.
ANNEXURE A: KEY PERFORMANCE INDICATORS (KPIS) FOR MEASURING PERFORMANCE IN THE DIRECTION AND EXECUTION OF DISASTER RISK MANAGEMENT POLICY AND LEGISLATION IN THE CAPE WINELANDS DISTRICT MUNICIPALITY

**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 risk management

<table>
<thead>
<tr>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>A political forum has been identified, formally established and operates in accordance with predetermined terms of reference</td>
</tr>
<tr>
<td>Mechanisms for developing and adopting disaster risk management policy have been established and put into operation</td>
</tr>
<tr>
<td>Every municipal department/entity, local municipality and any other municipal entity has developed a policy framework for its functional area which has been approved, adopted, incorporated into the municipal disaster risk management policy framework and is being implemented</td>
</tr>
<tr>
<td>There is sufficient political support for disaster risk management in the district municipality</td>
</tr>
</tbody>
</table>

**IMPERATIVE**
1.2 Establish functionally effective arrangements for integrated direction and implementation of the Disaster Management Act No. 57 of 2002 (DM ACT), the National Disaster Management Framework (NDMF), the Western Cape provincial disaster risk management policy framework, and the municipal disaster risk management policy framework

<table>
<thead>
<tr>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>The job description and the key performance indicators for the position of the head of the municipal disaster risk management Centre have been developed, adopted and approved</td>
</tr>
<tr>
<td>The head of the disaster risk management Centre has been appointed by the municipal council in accordance with the applicable legislation (written employment contract)</td>
</tr>
<tr>
<td>The municipal disaster risk management Centre has been established and resourced in accordance with the minimum requirements (for structure, infrastructure and staffing) and is operating effectively in terms of predetermined operational protocols</td>
</tr>
<tr>
<td>Disaster risk management focal/nodal points have been identified by municipal departments, the DMA (if applicable), local municipalities and any other municipal entities and responsibilities for disaster risk management have been assigned, and this function has been included in their job descriptions.</td>
</tr>
<tr>
<td>Roles and responsibilities of municipal departments, the DMA (if applicable), local municipalities and any other municipal entities involved in disaster risk management have been identified, assigned and included in the job descriptions of key personnel and are being applied effectively in terms of predetermined operational protocols</td>
</tr>
</tbody>
</table>
An organisational structure for the staffing of the municipal disaster risk management Centre (which takes into account the skills necessary to manage known priority risks) and job descriptions linked to key performance indicators for the relevant posts have been developed, approved and adopted by the municipal council.

The district municipality has researched options for decentralised direction and execution of disaster risk management policy and legislation by strategically locating satellite disaster risk management Centres to serve the municipal area in accordance with the directive issued by the National Disaster Management Centre (NDMC). The municipality has established and resourced such Centres (in terms of structure, infrastructure and staffing) in accordance with the minimum requirements and the Centres are operating effectively in terms of predetermined operational protocols.

The councils of the local municipalities in the district have established adequate institutional arrangements for the implementation of disaster risk management in the local municipality, including a structure for coordinating disaster risk management planning and operations to engage stakeholder participation in disaster risk management.

Disaster risk management planning and operations in the local municipalities in the district municipality are integrated into the Integrated Development Plan (IDP) and any other developmental programmes.

**IMPERATIVE**

1.3 Establish functionally effective arrangements for stakeholder participation and the engagement of technical advice in disaster risk management planning and operations

**Key performance indicators**

The Municipal Disaster Risk Management Advisory Forum has been formally constituted and operates effectively in accordance with predetermined terms of reference, and provides an opportunity for role players to communicate effectively with each other.

Technical task teams comprising the relevant role players and stakeholders from relevant sectors and disciplines have been established. The task teams have been set up for the purposes of disaster risk reduction and response and recovery planning and operations as determined by the disaster risk profile of the municipal area. The relevant project teams have developed their terms of reference. Primary agencies/entities and support agencies/entities have been identified and responsibilities assigned. Technical task teams have developed and submitted their project management programme/s to the Municipal Disaster Risk Management Advisory Forum. Progress reports are submitted to the advisory forum according to predetermined protocols.

The District Disaster Risk Management Technical Committee (DTC) has been established, terms of reference has been adopted and meets regularly.

The head of the municipal disaster risk management Centre has full participation in integrated development planning and other relevant developmental planning processes and structures.

Mechanisms for the recruitment, training and participation of volunteers in disaster risk management have been developed and implemented.

A current register of disaster risk management stakeholders and volunteers has been established and is maintained.

Local disaster risk management committees have been established in municipal wards and operate effectively in accordance with predetermined terms of reference.

**IMPERATIVE**
1.4 Establish functionally effective arrangements for national, regional and international co-operation for disaster risk management

**Key performance indicators**

Mechanisms have been identified and implemented to ensure the application of the principles of co-operative governance

Primary agencies/entities have assessed their capacity to fulfill their statutory responsibilities and, where necessary, have entered into partnerships which have been formally concluded through intergovernmental implementation protocols, memoranda of understanding and/or mutual assistance agreements, which are consistent with the National Disaster Risk Management Guidelines (published in the South African Disaster Risk Management Handbook Series).

Mechanisms for the purposes of co-operation and the adoption of joint standards of practice for disaster risk management have been identified and formally established, and are operating effectively according to predetermined protocols with neighbouring municipal authorities.

The head of the municipal disaster risk management Centre has established networks and implemented mechanisms to ensure that the Centre remains abreast of current global trends in disaster risk management, has established links with regional and international partners, has, where applicable, sought membership of international bodies and professional institutes, and participates internationally in disaster risk management activities.

**PERFORMANCE ENABLERS:**

**ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION**

**ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH (KNOWLEDGE MANAGEMENT)**

**ENABLER 3: FUNDING**

Devise and implement key supportive mechanisms to enable the achievement of the objective of establishing integrated institutional capacity

<table>
<thead>
<tr>
<th>Enablers</th>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enabler 1</td>
<td>Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of establishing and maintaining institutional capacity</td>
</tr>
<tr>
<td>Enabler 1</td>
<td>Mechanisms for safe-keeping of accurate records of meetings, disaster risk management plans and strategies, reports, memoranda, correspondence, and policies and legislation with regard to disaster risk management are established and maintained</td>
</tr>
<tr>
<td>Enabler 2</td>
<td>A specific communication strategy has been included in the disaster risk management policy framework of the district municipality</td>
</tr>
<tr>
<td>Enabler 2</td>
<td>Specific provision has been made to ensure that communities are able to participate in the communication strategy</td>
</tr>
<tr>
<td>Enabler 2</td>
<td>A specific media policy for disaster risk management has been developed and implemented and has positive support and operates effectively</td>
</tr>
<tr>
<td>Enabler 2</td>
<td>Education, training, public awareness, and research (knowledge management) needs in respect of institutional capacity have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs</td>
</tr>
<tr>
<td>Enabler 2</td>
<td>There is political support and buy-in for disaster risk management, and commitment to its success in the district municipality</td>
</tr>
<tr>
<td>Enabler 2</td>
<td>Key personnel, external role players and stakeholders support and have bought into disaster risk management and are committed to the success of disaster risk management in the district municipality</td>
</tr>
<tr>
<td>Enabler 3</td>
<td>Effective mechanisms are established to ensure sound financial management</td>
</tr>
</tbody>
</table>
**Enabler 3**  
A business plan and a budget for disaster risk management for the current and ensuing financial year have been prepared, submitted and approved

| **KEY PERFORMANCE AREA 2:**  
**DISASTER RISK ASSESSMENT** |
|---|

**IMPERATIVE**  
2.1 Conduct comprehensive disaster risk assessments to inform disaster risk management and risk reduction policies, planning and programming

**Key performance indicators**

- Comprehensive disaster risk assessments consistent with the terms of reference and methodology prescribed in the National Disaster Risk Management Guidelines (published in the South African Disaster Risk Management Handbook Series) and the supporting policy to the this municipal disaster risk management policy framework have been conducted
- Disaster risks in the district municipality have been assessed and prioritised according to the national criteria generated by the NDMC and in accordance with the relevant provincial disaster risk management policy framework
- Municipal departments, the DMA (if applicable), local municipalities and any other municipal entities have developed and applied risk assessment legislation, policies, minimum criteria and implementation guidelines for their functional areas
- Risk assessments have been conducted and progressively integrated into the development plans of municipal departments, the DMA (if applicable), local municipalities, and any other municipal entities and other role players and are evidenced in IDPs and annual reports submitted to the NDMC and the provincial disaster risk management Centre concerned

**IMPERATIVE**  
2.2 Generate an Indicative Disaster Risk Profile for the district municipality

**Key performance indicators**

- The municipal disaster risk management Centre has developed, established and documented mechanisms to consolidate, map and make accessible information on the priority disaster risks of the district municipality and the local municipalities in its area
- Priority disaster risks of significance to the district municipality as a whole have been identified and mapped by the municipal disaster risk management Centre
- The methodology and technical systems used for the collection, recording, documentation and mapping of disaster risk data are consistent with national requirements and system specifications

**IMPERATIVE**  
2.3 Identify and establish effective mechanisms to monitor, update and disseminate disaster risk information

**Key performance indicators**

- Municipal departments, the DMA (if applicable), local municipalities and any other municipal entities with responsibilities for reducing and managing disaster risks specific to their functional areas have established and documented clear mechanisms for rapid accessing
and updating of relevant hazard and vulnerability information and for rapidly making this information available to the municipal disaster risk management Centre and the provincial disaster risk management Centre concerned

The municipal disaster risk management Centre as well as all municipal departments, the DMA (if applicable), local municipalities and any other municipal entities have established and documented clear mechanisms for accessing, consolidating and updating relevant information on hazards, vulnerability and disaster occurrences from partners responsible for monitoring specific risks

The municipal disaster risk management Centre as well as all municipal departments, local municipalities and any other municipal entities have established and documented clear mechanisms for disseminating risk assessment and monitoring information for ongoing planning, as well as for managing conditions of heightened risk

The municipal disaster risk management Centre has established and documented clear procedures for accessing, interpreting and disseminating early warnings of both rapid- and slow-onset hazards

**IMPERATIVE**

2.4 identify and apply mechanisms to conduct quality control

**Key performance indicators**

The municipal disaster risk management Centre has appointed technical advisory committees comprising the relevant specialist scientific and technical expertise in the relevant sphere to assist with monitoring standards and progress of disaster risk assessments and with the validation and/or interpretation of findings

Disaster risk assessments undertaken show documented evidence of:
- capacity building and skills transfer
- ground-truthing (that is, based on the actual situation ‘on the ground’ or verified by those being assessed), through field consultations in the areas and with communities most at risk from the threat(s) being assessed
- consultation with appropriate governmental and other stakeholders about the design and/or implementation of the disaster risk assessments and the interpretation of the findings

The methodology and results of the disaster risk assessments have been subjected to an independent technical review process and external validation prior to:
- the publication or dissemination of hazard, vulnerability or risk maps and/or reports for planning purposes
- the implementation of disaster risk reduction or other initiatives based on the risk assessment results

Disaster risk assessments undertaken show documented evidence of technical consultation with the appropriate disaster risk management Centre(s) prior to implementation

**PERFORMANCE ENABLERS:**

**ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION**

**ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH (KNOWLEDGE MANAGEMENT)**

**ENABLER 3: FUNDING**

Devise and implement key supportive mechanisms to enable the achievement of the objective of establishing a uniform approach to assessing and monitoring disaster risks
<table>
<thead>
<tr>
<th>Enabler</th>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enabler 1</td>
<td>Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of conducting, monitoring and updating comprehensive disaster risk assessments</td>
</tr>
<tr>
<td>Enabler 2</td>
<td>Education, training, public awareness, and research (knowledge management) needs in respect of institutional capacity have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs</td>
</tr>
<tr>
<td>Enabler 3</td>
<td>A business plan and a budget for conducting comprehensive disaster risk assessments, monitoring disaster risk and updating disaster risk information have been prepared, submitted and approved for the current and ensuing financial year</td>
</tr>
</tbody>
</table>

**KEY PERFORMANCE AREA 3: DEVELOP AND IMPLEMENT INTEGRATED AND RELEVANT DISASTER RISK MANAGEMENT PLANS AND RISK REDUCTION PROGRAMMES IN ACCORDANCE WITH APPROVED FRAMEWORKS**

**IMPERATIVE**

3.1 Compile and implement integrated and relevant disaster risk management frameworks and plans

<table>
<thead>
<tr>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>A municipal disaster risk management policy framework has been developed through a process of consultation. The policy framework has been submitted to the relevant provincial disaster risk management Centre and the NDMC, and has been developed, approved gazetted and implemented. The municipal disaster risk management policy framework is consistent with the NDMF and the provincial disaster risk management policy framework</td>
</tr>
<tr>
<td>A framework for the design and scope of disaster risk management plans, which is consistent with the National Disaster Risk Management Guidelines (published in the South African Disaster Risk Management Handbook Series), has been developed and adopted by all relevant municipal departments, the DMA (if applicable), local municipalities and other municipal entities</td>
</tr>
<tr>
<td>Mechanisms to ensure the revision of the municipal disaster risk management policy framework and the disaster risk management plans at least once every two years have been developed and applied, and are evidenced in annual reports submitted to the NDMC and the provincial disaster risk management Centre concerned</td>
</tr>
</tbody>
</table>

**IMPERATIVE**

3.2 Determine municipal priority disaster risks and priority areas, communities and households

<table>
<thead>
<tr>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Specific municipal priority disaster risks have been identified and mapped by the municipal disaster risk management Centre</td>
</tr>
<tr>
<td>Contingency plans for known priority risks have been developed, submitted to the municipal disaster risk management Centre, the NDMC and the relevant provincial disaster risk management Centre, and implemented</td>
</tr>
<tr>
<td>Specific priority areas, communities and households within the district municipality have been identified and mapped</td>
</tr>
<tr>
<td>Focused initiatives to reduce priority disaster risks have been identified by municipal departments, the DMA (if applicable), local municipalities and any other municipal entities</td>
</tr>
<tr>
<td>Disaster risk management planning frameworks have been developed and submitted to the municipal disaster risk management Centre, the NDMC and the provincial disaster risk management Centre concerned</td>
</tr>
</tbody>
</table>
Disaster risk management plans have been submitted to the municipal disaster risk management Centre by all municipal departments, the DMA (if applicable), local municipalities and any other municipal entities

**IMPERATIVE**

3.3 Scope and develop disaster risk reduction plans, projects and programmes

<table>
<thead>
<tr>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Documentation, which is accessible to key stakeholders, demonstrates the effectiveness of disaster risk reduction measures for different risk scenarios</td>
</tr>
<tr>
<td>Guidelines for incorporating disaster risk management programmes and initiatives into the activities of other provincial and municipal organs of state and key institutional role players have been consultatively developed and implemented</td>
</tr>
<tr>
<td>The effectiveness of disaster risk reduction initiatives is monitored by the municipal disaster risk management Centre</td>
</tr>
</tbody>
</table>

**IMPERATIVE**

3.4 Incorporate disaster risk reduction efforts into strategic integrating structures and processes

<table>
<thead>
<tr>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>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 have been established</td>
</tr>
<tr>
<td>Risk-related information has been incorporated into spatial development and environmental management frameworks</td>
</tr>
<tr>
<td>Regulations, standards, minimum criteria, by-laws and other legal instruments that encourage risk-avoidance behaviour have been enforced by municipal departments, the DMA (if applicable) and other entities and documented in annual reports to the municipal disaster risk management Centre, the NDMC and the provincial disaster risk management Centre concerned</td>
</tr>
<tr>
<td>Disaster risk reduction programmes, projects and initiatives have been implemented by municipal departments, the DMA (if applicable), local municipalities and any other municipal entities</td>
</tr>
<tr>
<td>A measurable reduction in social relief in disaster-prone, economically vulnerable communities has been recorded</td>
</tr>
<tr>
<td>Case studies and best-practice guides in disaster risk reduction, facilitated by the municipal disaster risk management Centre, have been generated and disseminated</td>
</tr>
<tr>
<td>There is evidence of the progressive application of disaster risk reduction techniques and measures by municipal departments, the DMA (if applicable), local municipalities and other municipal entities, as reported in annual reports submitted to the municipal disaster risk management Centre, the NDMC and the provincial disaster risk management Centre concerned</td>
</tr>
</tbody>
</table>

**PERFORMANCE ENABLERS:**

**ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION**

**ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH (KNOWLEDGE MANAGEMENT)**

**ENABLER 3: FUNDING**

Devise and implement key supportive mechanisms to enable the achievement of the objective of ensuring that all disaster risk management stakeholders develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with approved frameworks
<table>
<thead>
<tr>
<th>Enablers</th>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enabler 1</td>
<td>Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of developing and implementing disaster risk management plans and risk reduction programmes</td>
</tr>
<tr>
<td>Enabler 2</td>
<td>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</td>
</tr>
<tr>
<td>Enabler 3</td>
<td>A business plan and a budget for the development and implementation of disaster risk management plans and risk reduction programmes have been prepared, submitted and approved for the current and ensuing financial year</td>
</tr>
</tbody>
</table>

**KEY PERFORMANCE AREA 4:**
**DEVELOP AND IMPLEMENT MECHANISMS TO ENSURE APPROPRIATE AND EFFECTIVE DISASTER RESPONSE AND RECOVERY IN ACCORDANCE WITH STATUTORY REQUIREMENTS**

**IMPERATIVE**

4.1 Identify and implement mechanisms for the dissemination of early warnings

<table>
<thead>
<tr>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effective and appropriate early warning strategies have been developed and implemented and the information communicated to stakeholders to enable appropriate responses</td>
</tr>
<tr>
<td>Strategic emergency communication links have been established in high-risk areas and communities</td>
</tr>
</tbody>
</table>

**IMPERATIVE**

4.2 Develop and implement mechanisms for the assessment of significant events and/or disasters for the purposes of classification and declaration of a state of disaster to ensure rapid and effective response

<table>
<thead>
<tr>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Uniform methods for the assessment and costing of significant events or disasters, which are consistent with national requirements, have been developed and adopted</td>
</tr>
<tr>
<td>Mechanisms for the rapid and effective classification of a disaster and the declaration of a state of disaster have been established</td>
</tr>
<tr>
<td>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</td>
</tr>
<tr>
<td>Research reports on significant events and trends are routinely submitted to the municipal disaster risk management Centre, the NDMC and the relevant provincial disaster risk management Centre, and are disseminated to stakeholders</td>
</tr>
<tr>
<td>Review reports on actual disasters are routinely submitted to the municipal disaster risk management Centre, the NDMC and the relevant provincial disaster risk management Centre, and are disseminated to stakeholders</td>
</tr>
</tbody>
</table>

**IMPERATIVE**

4.3 Develop and implement mechanisms to ensure integrated response and recovery efforts
### Key performance indicators

| The municipal departments, the DMA (if applicable) 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 known hazards have been developed and implemented by all municipal departments, the DMA (if applicable), local municipalities and any other municipal entities |
| Response and recovery plans are reviewed and updated annually |
| Field Operations Plans (FOPs) for the various activities associated with disaster response and recovery have been developed, implemented and are reviewed and updated annually and after each significant event and/or disaster |
| Multi-agency responses are managed in accordance with national regulations and directives and the relevant provincial disaster risk management policy framework, and are reviewed and updated annually |
| Standard operating protocols or procedures and checklists have been developed and are understood by all stakeholders in their respective fields of responsibilities |
| Policy and directives for the management of disaster response and recovery operations have been developed and gazetted or published and are adhered to |

**IMPERATIVE**

4.4 Develop and adopt mechanisms for the management and distribution of disaster relief in accordance with national regulations and directives and the relevant provincial disaster risk management policy

| 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 risk management Centre, the NDMC and/or the provincial disaster risk management Centre concerned, on any adjustments according to lessons learnt |

**IMPERATIVE**

4.5 Develop and implement mechanisms to ensure that integrated rehabilitation and reconstruction activities are conducted in a developmental manner

| Post-disaster technical task teams for rehabilitation and reconstruction projects have been established and operate effectively |
| Mechanisms for the monitoring of rehabilitation and reconstruction projects have been established and regular progress reports are submitted to the municipal disaster risk management Centre, the NDMC and the provincial disaster risk management Centre concerned |
**ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH (KNOWLEDGE MANAGEMENT)**

Devise and implement key supportive mechanisms to ensure appropriate and effective disaster response and recovery in accordance with statutory requirements

<table>
<thead>
<tr>
<th>Enablers</th>
<th>Key performance indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enabler 1</td>
<td>Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of developing and implementing response and recovery operations</td>
</tr>
<tr>
<td>Enabler 2</td>
<td>Education, training, public awareness and research (knowledge management) needs in respect of response and recovery planning and operations have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs</td>
</tr>
<tr>
<td>Enabler 3</td>
<td>A business plan and a budget for the development and implementation of response and recovery operational plans have been prepared, submitted and approved for the current and ensuing financial year</td>
</tr>
</tbody>
</table>
ANNEXURE B: TEMPLATE FOR THE GATHERING OF INFORMATION FOR THE ANNUAL DISASTER RISK MANAGEMENT REPORT

<table>
<thead>
<tr>
<th>Name of Department</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Name of municipality in which department resides</td>
<td></td>
</tr>
<tr>
<td>Period of Reporting</td>
<td></td>
</tr>
</tbody>
</table>

**KPA1: INTEGRATED INSTITUTIONAL CAPACITY FOR DISASTER RISK MANAGEMENT**

1. Details about the appointment of departmental/municipal disaster risk management focal point.

2. Existing coordination structures and frequency of meetings

<table>
<thead>
<tr>
<th>Operating structures</th>
<th>Frequency of meetings</th>
</tr>
</thead>
</table>

3. Capacity development plans engaged

4. Volunteers development plan and their operations

5. Departmental/municipal disaster risk management plan

**KPA 2: DISASTER RISK ASSESSMENT**

1. Priority risks identified (list)

2. Measurement of vulnerability of people indicated

3. Level of risk reflected

4. Communities most at-risk

**KPA 3: DISASTER RISK REDUCTION**


2. Priorities established where vulnerable communities are specified and efforts made to reduce impact of disasters

3. Plans with regard to disaster risk reduction.

4. Mechanisms adapted to monitor hazards and vulnerability.

5. Details of research conducted, if any.

**KPA 4: RESPONSE AND RECOVERY**

1. Type of early warnings in place and mechanism applied
<table>
<thead>
<tr>
<th>2. Method applied to assess, classify, declare and review of disasters</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. Operation applied in response to disasters that occurred</td>
</tr>
<tr>
<td>4. Disaster reviews, if any, and reports compiled (as an attachment)</td>
</tr>
<tr>
<td>5. Standard of communication mechanism</td>
</tr>
<tr>
<td>6. Available resources</td>
</tr>
<tr>
<td>7. Mechanism applied with regard to use of volunteers in operations</td>
</tr>
<tr>
<td>8. Details of incident management by incident commanders</td>
</tr>
<tr>
<td>9. Media management approach engaged</td>
</tr>
<tr>
<td>10. In case of disaster incidents, brief details of relief and recovery applied.</td>
</tr>
<tr>
<td>11. Contingency plans with respect to response and recovery</td>
</tr>
</tbody>
</table>

**ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION**

1. Current status of information management system
2. Ability of the system to collect and capture data
3. Support systems in place

**ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH**

1. Education and training activities of the department or municipality in respect to disaster risk management. (Education development applied and number of people trained)
2. Types of training engaged for the department or municipality in respect of all stakeholders including volunteers and community/learnerships/ schools, etc
3. Public awareness campaigns convened and the level of participation
4. Research studies conducted, if any.

**ENABLER 3; FUNDING ARRANGEMENT FOR DISASTER RISK MANAGEMENT**

1. Budget for disaster risk management activities and administration
2. Expenditures incurred during the year
3. Funds allocated for –
   - administration,
   - projects and strategies
   - risk reduction,
   - response and recovery
   - training
4. Funding mechanism applied or adopted.
5. Recommendations on funding mechanism
ANNEXURE C: MINIMUM INFRASTRUCTURAL REQUIREMENTS OF THE CWDM DRMC

The infrastructure for the CWDM DMC, which must be in accordance with the minimum standard laid down in the national guideline and the WC PDRMF, and includes the following:

1. **Primary components of a disaster risk management Centre**

The primary components of a Centre comprise the following:
- disaster operations facility (DOF)
- disaster information management facility (DIMF)
- emergency communications facility
- media and public information facility
- training facility
- office accommodation.

All of the above entities need not constitute a physical location on its own. The sharing of a physical space to achieve the above must be considered in order to cut costs.

2. **General requirements**

The general requirements are:
- adequate facilities to exercise access control including security fencing
- an independent power supply
- sufficient water supply for five consecutive working days.
ANNEXURE D: JOB DESCRIPTION: HEAD OF THE DISTRICT DISASTER RISK MANAGEMENT CENTRE

1. PERSONAL PARTICULARS

2. TERMS OF REFERENCE

2.1 APPOINTMENT

You are herewith appointed in the position of Head of the Cape Winelands District Disaster Management Centre to take charge of disaster management and all its functions as specified by the Disaster Management Act 57 of 2002. As the Head of the Centre you are accountable to the Municipal Manager (Chief Executive Officer) for the effective, efficient and economical pursuit of your purpose within the framework of your purpose structure design. You are to pursue your purpose in terms of legal, policy and procedural requirements ascribed to your position (See Section 41(1), 152(1) and 215(1) of the Constitution (Act 108 of 1996), the Municipal Systems Act (Act No 32, 2000) and the Disaster Management Act (Act No 57 of 2002). You must execute instructions and/or decisions of the Municipal Manager (Executive Committee) within the framework of the corporate purpose structure. You are also to advise the Executive Committee, and where applicable the Standing Committees, with regard to the issues relevant to the pursuit of the purpose for disaster management.

2.2 Delegation narrative

You are delegated with the authority to pursue your purpose as outlined in paragraph 3 below. By virtue of your position, you will:

- Pursue your purpose within the framework of your purpose structure design in accordance with your vision and mission statements. Set and achieve objectives to pursue each goal within this design in order to bridge the gap between what is and what ought to be.

- Continuously evaluate the conditions with regard to driving and restraining forces. Take suitable steps to determine the gap in what the conditions are and what they ought to be to implement strategies to either create or enforce conditions favourable for offensive or defensive action in the pursuit of your purpose with due cognisance to risks and time constraints;

- Ensure that capacity demands with regard to resources are met to accommodate the forecast demand for services and products through appropriate budget action. Continuously evaluate alternatives to meet the demand and that human resources, information and maintenance requirements are structured accordingly.

- Adhere to regulating guidelines as contained in principles, legislation, processes, standing operational procedures (SOPs), organising and control mechanisms to ensure efficient workflow in the pursuit of the purpose;

- Ensure that authority to pursue goals in your purpose structure is delegated and that the responsibility thus created adheres to the principles of practising the art of purpose-directed leadership and management. This will include advising line and staff functionaries and obtain their inputs with regard to
pursuing your purpose so that the principles of shared objectives within the framework of your purpose structure can be adhered to and establishing functional relationships to conduct the respective vertical and cross-functional processes.

- Ensure that the need which is identified in the purpose definition culminates in results/outcomes to meet the need as defined in the purpose in terms of cost, quality and delivery to the satisfaction of both the organisation and the customer;

- Conduct the functions of leadership in accordance with the art and process of directing and influencing so that the people would strive willingly with zeal and enthusiasm to pursue the purpose within the framework of their respective purpose structures.

- Maintain the applicable records as outlined in paragraph 9 to prove performance and accountability and to serve as a basis to meet the requirements of effectiveness, efficiency and economy.

### 2.3 LEGAL

In order to be accountable, you must, in addition to the acts referred to above, also adhere to the numerous other laws and by-laws that have a direct or indirect bearing on pursuing your purpose. Note that these laws often entail activities that must be executed by you as the head of the DRMC. These activities must be translated into indicators for setting objectives within the framework of corporate purpose structure to form an integral part of your purpose portfolio.

### 2.4 ATTENDING MEETINGS

As head of the DRMC you must attend numerous meetings and committees in order to pursue your purpose as described by the municipal DRMF. While meetings and committees in themselves do not constitute goals to be pursued, the inputs from these meetings and committees should be translated into indicators for setting objectives. These indicators must be set within the framework of your purpose structure and incorporated in your purpose portfolio and where applicable in purpose portfolios of the respective incumbents.

### 2.5 MAINTAINING BUSINESS EXCELLENCE

Appraising your performance is conducted in accordance with six major service levels. The extent to which you are to pursue business excellence will be evaluated within two major categories, i.e. Maintenance management and entrepreneurial management.

#### 2.5.1 Maintenance management

Average results are obtained when “maintenance management” is conducted. Maintenance management entails both Service Levels 3 and 4. It is described as being at the job on time, keep things moving, attending meetings where value is added and to creatively solve problems as they arise when pursuing the purpose of the particular job. Workload will be determined by considering what is fair and reasonable by evaluating the type of objectives to be achieved within the framework of your purpose structure design within a specific time frame. However, maintenance
management also occurs when you often exceeds Service Level 3. This is done by providing moderately above average results when pursuing the purpose (Service Level 4).

To maintain Service Level 4, you are required to often show that you can think originally by generating new ideas from which creative objectives can be set and achieved. Standards associated with these objectives should be maintained. Note that objectives must be recorded in the purpose portfolio. You should always keep in mind that the onus is on you to prove that you have achieved above average service levels. This is done with the aid of your purpose portfolio.

Objectives for Service Levels 3 and 4 are normally found in the following classifications: functional objectives, recurrence objectives where a further distinction is made between routine and service level objectives, occurrence objectives, project objectives and creative objectives. Note, however, any objectives in the aforementioned classification set to pursue a goal in the purpose structure, can also meet the requirements of a creative objective. You should then classify and record it as a creative objective.

### 2.5.2 Entrepreneurial or visionary leadership and management

When Service Level 5 is attained, it implies that you have succeeded in consistently exceeding the service level of maintenance management during a financial year. You then perform in the category of entrepreneurial or creative management. This means that you have succeeded in generating new ideas that has yet to be exploited and for which objectives were recorded and achieved in the purpose portfolio. It is essential that ideas must be original (i.e. ideas resulting from original thinking). Objectives emanating from these ideas must result in significant improvement in, for instance, general performance, cost savings, profit, generating and/or increasing income and where applicable, benefits for the community.

To perform on Service Level 6, i.e. where you continuously and by far exceed the service level of maintenance management during a financial year as outlined in Service Level 3 which is used as the reference, is the only level where a performance bonus can be considered. As in the previous service levels you must prove with the aid of your purpose portfolio that you have succeeded in generating new ideas which have yet to be exploited.

### 2.5.3 Formulate promote the Center’s system for values and ethics

A clearly stated purpose and mission, linked to the values, core beliefs and ethics are essential for the pursuit of business excellence. As Head of the Centre you must compile the Centre’s core values and ethics in conjunction with the employees and stakeholders, thereby constituting the Centre’s organisational ethos. This ethos must be communicated to every employee and they must commit to it in writing.

### 3. PURSUING YOUR PURPOSE

The purpose structure design for the Disaster Risk Management Centre contains the purpose at the apex and a layout of your principal accountabilities, expressed in
terms of output and input goals to pursue your purpose. Your purpose and each goal will express what you are expected to pursue and for which you will be held accountable as outlined below.

3.1 Definition of your purpose

Sustain disaster management principles and practises in the disaster risk reduction and response in order to reduce risk and vulnerability and promote recovery.

3.2 Tables of the first level output and input goals

Table 1. Summary of output goals

<table>
<thead>
<tr>
<th>No</th>
<th>SHORT TITLES OF OUTPUT GOALS</th>
<th>DEFINITIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Disaster operations</td>
<td>Conduct multi-disciplinary disaster operations within the DRMC.</td>
</tr>
<tr>
<td>2.</td>
<td>Central communication center (CCC)</td>
<td>Establish and maintain a central facility within the DRMC to provide 24-hour communications to facilitate co-ordinated responses to incidents.</td>
</tr>
<tr>
<td>3.</td>
<td>Disaster Planning</td>
<td>Ensure comprehensive disaster planning to meet envisaged disasters.</td>
</tr>
<tr>
<td>4.</td>
<td>Public awareness</td>
<td>Create awareness within communities and with individuals by providing information related to the disaster continuum.</td>
</tr>
<tr>
<td>5.</td>
<td>Disaster training</td>
<td>Promote the recruitment, training and capacity building of volunteers and other role players to participate in combating disasters.</td>
</tr>
<tr>
<td>6.</td>
<td>Satellite units</td>
<td>Maintain satellite units to deliver services in terms of the disaster continuum.</td>
</tr>
<tr>
<td>7.</td>
<td>Partnerships</td>
<td>Establish partnerships with multi-sectoral role-players in accordance with the requirements of the IDP.</td>
</tr>
</tbody>
</table>

Table 2. Summary of input goals

<table>
<thead>
<tr>
<th>No</th>
<th>SHORT TITLES OF OUTPUT GOALS</th>
<th>DEFINITIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Resources</td>
<td>To provide resources to pursue the output goals</td>
</tr>
<tr>
<td>2.</td>
<td>Administrative support</td>
<td>To provide administrative support to maintain the Centre’s infrastructure</td>
</tr>
<tr>
<td>3.</td>
<td>Leadership</td>
<td>To direct and influence people involved to pursue the purpose within the purpose structure by conducting the functions of leadership.</td>
</tr>
</tbody>
</table>

3.3 Description of the purpose

Promote an integrated and co-ordinated approach to the disaster continuum by the establishment of a Disaster Risk Management Centre (DRMC) comprising the relevant components to perform optimally through:

- preventing and reducing risk and vulnerability
- mitigating disaster severity
- ensuring emergency preparedness
- promoting rapid and effective response
ensuring the provision of relief
and implementing rehabilitation and reconstruction measures consistently ensuring a developmental focus.

The primary components of the Centre comprises the following:
- Disaster Operation Centre
- Central Communication Centre
- Media and Public Information Service
- Training facility

4. DESCRIPTION OF OUTPUT GOALS

12.1 4.1 DISASTER OPERATION CENTER

Definition: Provide multi-disciplinary disaster operations within the DRMC.

Description:
Provide the following:
- Integrated and centralised information management and decision making during large-scale incidents
- Act as an advisory and consultative body concerning disasters.

4.1.1 Information technology

Definition: Establish and maintain relevant information technology to ensure that information are available to conduct the functions of leadership.

Description:
- Establish and maintain relevant information links in terms of information technology and systems through networking with governmental, private, IT and GIS systems.
- Develop and maintain integrated electronic database
- Collect information on all aspects of the disaster continuum
- Process data and information
- Develop contingencies to ensure database accessibility and security at all time
- Classify data and restrict access to authorised persons within legislative boundaries
- Exchange data or information with other organs of state and DRMCs
- Ensure that information technology is compatible with other DRMCs and organs of state

4.1.2 Media

Definition: Maintain media relations in order to provide the public with information about the activities of the MDC

Description: Establish mechanisms to ensure effective media relations in the pre-disaster risk reduction phase and post disaster recovery phase.

4.1.3 Public information
**Definition:** Establish mechanisms to ensure dissemination of information to the public in the pre-disaster risk reduction phase and post disaster recovery phase.

### 4.2. CENTRAL COMMUNICATION CENTRE

**Definition.** Establish and maintain a central facility within the Disaster Management Centre (DRMC) to provide for 24-hour communications to facilitate co-ordinated responses to incidents.

**Description:**

Centre must provide for the following:
- Telecommunication network to provide coverage for the area
- Telecommunication links to all internal and external role players
- Call taking for lifeline service problems
- Single number emergency call Centre for life-threatening incidents
- Early warning detection
- Incident monitoring and procedure implementation
- Real-time information management
- Activating key personnel in the event of a disaster

### 4.3 DISASTER PLANNING

**Definition:** Ensure comprehensive disaster planning

**Description:**

- Prepare a comprehensive disaster plan which forms an integral part of the municipal IDP
- Plan the implementation of pre-disaster risk and vulnerability reduction.
- Plan the implementation of post-disaster recovery.

#### 4.3.1 Prepare a disaster plan

**Definition:** Prepare a comprehensive disaster plan which forms an integral part of the municipal IDP

**Description:**

- Common reference to all role-players
- Disaster plan for municipal area which anticipates the types of disasters that might occur to provide for the pre and post disaster phases.

#### 4.3.2 Disaster risk reduction

**Definition:** Plan the implementation of disaster risk and vulnerability reduction.

**Description:**
Plan for increasing capacity and reducing vulnerabilities

- Introduce measures aimed at stopping a disaster from occurring or preventing an occurrence from becoming a disaster
- Introduce measures aimed at reducing the impact or effect of a disaster
- Introduce measures which enable government, communities and individuals to mobilise organise and provide relief measures to deal with an impending or current disaster

4.3.3 Disaster recovery

**Definition:** Plan the implementation of disaster recovery.

**Description:**

- Introduce measures taken during or immediately after a disaster in order to bring relief to people in communities including evacuation procedures.
- Introduce efforts, including development aimed at restoring normality in conditions caused by a disaster.
- Introduce activities aimed at supporting victims of disaster through shelters and provision of supplies.

4.4 Public awareness

**Definition:** Public awareness programmes provide communities and individuals with information related to the disaster continuum.

**Description:** Provide communities and individuals with access to information on disasters so that they may adapt their behavioural patterns to reduce risks. The programmes will ensure that communities heed early warnings, recognise dangerous situations, and take the appropriate remedial or evasive action.

4.5 Disaster training

**Definition:** Promote the recruitment, training and capacity building of volunteers and other role-players to participate in disaster management activities.

**Description:**

- Conduct comprehensive needs analysis
- Identify key target groups
- Provide training for key target groups within the NQF framework

4.6 Maintain satellite units

**Definition:** Maintain satellite units to deliver services in terms of the disaster management principles and practises to their communities.

**Description:**
• Identify and establish geographical area
• Guide and support the establishment of a management structure
• Provide facilities and resources
• Integrate into main structure

4.7 ESTABLISH CO-OPERATIVE PARTNERSHIPS

Definition: Establish co-operative partnerships with multi-sectoral role-players in accordance with IDP objectives.

Description: Interact regularly with relevant role-players, viz. media, neighbouring local authorities, organs of state, essential and emergency services, communities, NGOs, CBOs, private sector, volunteers, training agencies etc. regarding disaster continuum in order to:

• Foster co-operative relations
• Verify respective roles in the disaster continuum
• Prepare contingency plans
• Conduct simulations in order to familiarise with contingency plans
• Identify problem areas and provide solutions
• Promote synergy
• Promote mutual aid

5. DESCRIPTION OF THE INPUT GOALS

5.1 Leadership

Definition: To provide leadership services to the organisation from the leadership domain.

Description: Leadership entails conducting the functions of leadership, i.e. leading, motivating, decision making, co-ordinating and communicating. It also entails maintaining the commandments of leadership and the two major power bases, i.e. personal power and position power.

5.1.1 Own purpose portfolio. Maintain a purpose portfolio to ensure that the records to pursue each goal in the purpose structure are kept.

5.1.2 Purpose portfolio of subordinates. See to it that the purpose portfolios of subordinates are maintained.

5.1.3 Management by walking about. Be in touch with subordinates, the community, suppliers, subordinates and peers to facilitate listening, teaching and reinforcing values in pursuit of the purpose.

5.1.4 Corporate planning and teambuilding sessions. Conduct corporate planning and teambuilding sessions to formulate and reformulate vision and strategy in pursuing the purpose in a shared endeavour.
5.1.5 **Morale.** Ensure that subordinates act according to the guiding principles and code of ethics to ensure goodness and correctness of behaviour.

5.2 **Resources.** Provide resources to pursue the purpose of the organisation.

5.2.1 **Human resources.** Develop and maintain human resources in accordance with the culture and values contained in the organisational ethos to pursue the purpose.

5.2.2 **Finance.** Finance the activities of the organisation to pursue the purpose.

5.2.3 **Logistics.** Procurement, storing, moving and disposal of materials, stores and equipment to pursue the purpose.

5.2.4 **Management information.** Make available to management the information necessary to facilitate conducting the functions of the leadership domain.

5.2.5 **Maintenance.** Conduct the maintenance of the inventory to ensure its functionality.

5.3 **Inward or administrative support.** Provide inward or administrative support to maintain the infrastructure of the organisation.

5.3.1 **Regulating.** Conduct the functions of policy, processes and procedures, organising and incorporate the applicable control mechanisms to facilitate performance.

5.3.2 **Quality assurance.** Ensure that qualitative and quantitative standards are adhered to in pursuing the purpose.

6. **DESCRIPTION OF THE FUNCTIONS OF LEADERSHIP AND MANAGEMENT**

To pursue your purpose, the functions of leadership and management must be conducted in accordance with the system framework to practise the art of purpose-directed leadership and management. These functions are described below. It is essential that you formally assume position in the leadership domain of the main model from where you will be conducting the functions of the leadership in conjunction with the other domains of the main model and accordance with the prescribed principles.

6.1. **Application of the simple version of the main model**

The simple version of the main model comprises the three cornerstones, i.e. the philosophical, performance and leadership domains

6.1.1 **Philosophical domain**

This domain deals with applying the power of your mind (and those of others) and the techniques of thinking to generate ideas and the weighing of these ideas to be purpose-directed. It, in particular, focuses on the gap between what is and what ought to be with regard to pursuing the purpose. It is therefore the main source of
effectiveness in pursuing your purpose. To apply the philosophical domain the following functions are relevant:

- **Creativity and innovation.** Generate something from nothing, elaborate on the present to improve something, put things together in new ways, or taking away from the present to create something simpler or better to pursue the purpose. It focuses on generating ideas and then putting these ideas to work. Ensure that these ideas are original and result in significant improvement in, for instance, general performance, cost savings, profit, generating income and/or increasing income and where applicable benefits to the community.

- **Imagination, hope, optimism and passion.** Application of this unique combination of mental activities to be purpose-directed, visionary and entrepreneurial, where imagination is the ability to create images and concepts and to be resourceful with regard to pursuing your purpose. This faculty is linked to hope. Hope is the belief that you have both the way and the will to pursue your purpose within the framework of the purpose structure and where optimism is a strong expectation that in general your actions to pursue your purpose will turn out all right in life. None of these are possible without passion which is the strong barely controllable emotion to pursue your purpose.

- **Vision.** Formulate your vision and mission in such a way that it portrays an imaginative insight into the future of what your organisation will look like in the future when fulfilling its purpose. This vision must guide people in their daily lives and give them reason to commit their best efforts toward serving and add value, because it provides them with something that has meaning for them.

- **Purpose-directed.** Pursue your purpose by setting and achieving objectives in your purpose portfolio within the framework of your purpose structure to adhere to your vision.

- **Intuition.** Perceive aspects about pursuing your purpose that is beyond the physical senses. It interacts closely with creativity and innovation in that it is the feeling that an idea that has never been tried before might work. Intuition also serves as inspiration which provides the sudden answer to a question and will draw you to others and will help to dispel confusion about what really matters in pursuing your purpose.

6.1 2 Performance Domain

The performance domain deals with the extent to which you have added value and made an impact on the environment with regard to providing a service, a product of a combination of the two.

- **Maintaining quality**

You are charged with the creation and maintenance of high standards of leadership, management and product and service quality expected by the customers.

- **Organisational satisfaction**
You must ensure that satisfaction of the people inside the organisation whom you depend on to provide services to your or to whom you provide services is maintained.

- **Results of the organisation**

You must contribute to maintain a high standard of service levels to the customer as an important aspect of total quality. This covers the services provided to customers at the order-processing of fulfilment (selling) stage, which includes all personal contacts with clients, as well as after-sales service.

- **Impact on the environment**

You must regularly examine the extent of results that you have achieved, how they impact on the community and the environment in order to improve satisfaction.

- **Client satisfaction**

Your contribution to the satisfaction of your clients, whether internal in the organisation or external, is the ultimate to achieve business excellence. You are also responsible to determine how the level of satisfaction is determined and maintained. Of particular importance is the client’s evaluation of the organisation with regard to service excellence.

### 6.1.3 Leadership domain

The leadership domain deals with the extent to which you have applied the functions, commandments and power bases of the leadership domain in the various domains of the main model.

- **Leading:** You must direct and influence your subordinates/followers to pursue a purpose within the framework of a purpose structure.

- **Motivating:** You have to create an inner condition or state of mind that energises, moves or channels behaviour to satisfy your needs and the needs of your followers by pursuing a purpose within the framework of a purpose structure.

- **Decision making:** You are responsible to generating alternatives and to make choices between them to pursue a purpose within the framework of a purpose structure.

- **Co-ordinating:** You must link and synchronise objectives of the various units in the pursuit of their goals within the framework of your purpose structure.

- **Effective communication:** You must ensure that a thought or an idea is transmitted to the receiver in such a way that the mental picture of the receiver is the same as that transmitted by the sender.

- **Commandments of leadership:** When in your position in the leadership domain, you must adhere to the group ten rules of conduct known as the ten commandments to conduct effective leadership.
• **Power bases**: To effectively conduct the functions of the leadership domain, you must effectively combine the characteristics of personal and position power.

6.2 APPLICATION OF THE PROCESSING DOMAINS

6.2.1 Strategic domain

The strategic domain deals with your ability to bring about or enforcing conditions (directly or indirectly) most favourable for action, judging precisely the right moment when to go on the offensive or when to remain on the defensive with regard to pursuing your purpose, a goal in your purpose structure or to achieve an objective within the framework of this structure.

• **Analysis of the environment**. You are to continuously analyse the environment in which you will be pursuing your purpose with regard to whether it is stable or dynamic, its different degrees of complexity, its market diversity and its friendliness and hostility in order to interact with it.

• **Interaction with the environment**. You are to interact with the environment in which you are functioning in order to determine the characteristics of your organisation to meet the needs of the environment. Your interaction with the environment must also lead to the formulation of a scenario to pursue your purpose and the formulation and implementation of strategy.

• **Deployment of resources**. You are to analyse and apply the level and patterns of the organisation’s resource and skill deployments as a whole in order to formulate a resource strategy to effectively pursue the goals in the purpose structure.

• **Competitive advantage**. You are to entrain the strength and behaviours within your organisation in your mission to position yourself, in order to successfully compete with similar organisations in the marketplace.

• **Development**. You are to initiate development in the organisation where such development entails both change and growth to support the implementation of strategy.

• **Synergy**. You are to combine the abilities and efforts of your group in such a way that the combined effort of the group to support the implementation of a strategy in the pursuit of your purpose is greater than the sum of individual endeavours.

• **Marketing**. You are to create a need for a particular and uniquely differentiated product or service and by providing it at a competitive price in support of a marketing strategy.

6.2.2 Resource Domain

The resource domain deals with the extent to which you have succeeded in procuring, providing and applying the various categories of resources efficiently and
economically as applicable to pursuing the respective goals in your purpose structure.

- **Human resources**

You are to make optimum use of human resources to pursue your purpose and supporting strategies where applicable for the mutual benefit of the organisation, and where applicable, for the benefit of the community at large.

- **Finance**

Ensure that financial management for the Centre is conducted in accordance with sound business principles and linked to the financial policy of your council. You are charged with the compilation of an estimate and budget with goals and conduct revisions of the budget as required by the council's financial policy.

- **Information**

Arrange the information that you require in a meaningful way so that it can be interpreted to conduct the functions of the leadership domain in conjunction with the other domains of the main model in pursuing the purpose and implementing supporting strategies.

- **Logistics**

Ensure that the inventory for logistic support to conduct relieve and support operations is always maintained in a state of readiness.

- **Maintenance**

You are charged with the nature, depth and estimated frequency of repair to which equipment is to be subjected in service to ensure its effective and efficient functioning.

### 6.2.3 Regulating Domain

The regulating domain deals with your adherence to policy, and processing organising and control mechanisms, including the applicable legislation to effectively, efficiently and economically pursuing the purpose within the framework of the purpose structure. While updates should be conducted as and when required, regulating mechanisms must in any case be formally evaluated once every two years to ensure their usefulness for the Centre. Accordingly objectives must be set in your purpose portfolio to ensure that this requirement is adhered to.

- **Policy**

Adhere to policy and applicable legislation as outlined in Appendices C and D respectively and/or give meaningful inputs to formulating policy to pursue the purpose.

- **Processes, procedures and rules**
Ensure that processes, procedures and rules are regularly updated and adhered to in order to improve performance.

- **Organising**

Arrange people in accordance with the purpose structure design in order to pursue your purpose and that each employee is in possession of a job description.

- **Control mechanisms**

Adhere to, and incorporate additional control mechanisms where necessary to ensure a high quality of service or product. Submit progress reports about pursuing your purpose as required by the council. These progress reports must always by an extract of you purpose portfolio.

### 6.2.4 Responsibility Domain

Establish the responsibility domain in the main model by delegating authority to pursue the respective goals within the framework of your purpose structure. Also ensure that relationships are established and that processes (both vertical and cross-functional), procedures and rules are operational and directed towards the effective functioning of the incumbents.

### 7. GENERAL BEHAVIOURAL DEFINITIONS

#### 7.1 Judgment

You are required to continuously exhibit good sense, discernment and insight from the leadership domain and in particular with regard to the decisions you have made in the pursuit of your purpose, without requiring every issue to be studied to the point of total exhaustion.

#### 7.2 Human relations

You must always conduct good relations with or between other people inside and outside the organisation to acquire their support and co-operation to pursue your purpose.

#### 7.3 Commitment

You are required to show a pledge to being bounded emotionally and intellectually to the techniques, principles and courses of action to pursue your purpose.

#### 7.4 Teamwork

To ensure teamwork, you are required to obtain mutual trust and co-operative effort with regard to new challenges in the pursuit of your purpose.

### 8. APPRAISING LEADERSHIP OF THE SUPERIOR

#### 8.1 Functions of the leadership domain
Evaluate the extent to which your leader has shown that he or she is capable of applying the combinations of functions of the leadership domain as required by the situation.

8.2 Applying the commandments of leadership

Evaluate the extent of applying the commandments of leadership will show that the leader is not partial.

8.3 Leadership style

Evaluate the different behaviour patterns that the leader exhibits when operating from the leadership domain and how these patterns are perceived by you.

8.4 Integrity

Evaluate the extent to which the leader display a strict adherence to a code of moral values which includes honesty in money and material matters in dealing with others, adherence to the full truth and to be accountable.

9. DESIGN AND MAINTAIN THE SUBMODELS OF THE SYSTEM FRAMEWORK

The submodels form one of the components of the system framework for purpose-directed leadership and management, the purpose of which is to record the results of your thinking in the respective submodels. The purpose portfolio is the main and overriding submodel and must be completed before the other submodels can be attempted. These submodels are the submodel for estimating and budgeting with goals, submodel for management information, submodel for structuring the organisation and the submodel for performance appraisal. Together they provided the records to prove performance and accountability.

9.1 Implementation and maintaining the purpose portfolio

The purpose portfolio contains an accurate record of activities to pursue your purpose within the framework of the purpose structure to serve as the basis to prove performance and accountability. These activities are recorded in the three workbooks of the purpose portfolio, each with its own set of worksheets to be completed and maintained in accordance with the instruction manual.

- Workbook for pursuing the purpose and associated dynamics, comprising the purpose definition and description, vision and mission statements, purpose scenario and strategy.
- Workbook for purpose structure design and goal dynamics, comprising the output and input goals to pursue the purpose and associated activities.
- Workbook for achieving objectives and associated dynamics to pursue each goal in the purpose structure, comprising the definition and description of the respective objectives and associated activities.

9.2 Compilation of the budget
The budget is the financial plan of the organisation. It comprises the following documents in the form of spread sheets which are compiled in accordance with your purpose structure design:

- Income and expenditure summary
- Short-term budget
- Capital and operational expenditure summary
- Cash budget

Outputs obtained as recorded in the purpose portfolio must be compared with the amount of money spent and you must evaluate whether value for money was obtained.

9.3 Submodel for management information

One of the criteria for purpose structure design is that it should also serve as basic structure within which management information must be compiled to conduct the functions of the leadership domain. The submodel for management information must therefore be implemented by you, by making maximum use of information technology, so that moving into a paperless office can be realised.

9.4 Submodel for structuring the organisation

The organisation structure can only be designed and the functional domain activated when the corporate purpose structure design is completed and authority to pursue the respective goals are delegated to the various responsibilities. The responsibility structure is thereby established. The responsibility structure is depicted in Appendix E. This structure must be evaluated at least once every two years to ensure that it is functioning effectively, efficiently and economically. Accordingly, objectives in this respect must be recorded in the purpose portfolio.

9.5 Performance appraisal

The submodel for performance appraisal comprises performance measurement, i.e. the extent to which you have pursued your purpose, and merit appraisal, i.e. the extent to which you have put in effort and contributed to the pursuit of your purpose. It is essential that you must see to it that your purpose portfolio is evaluated at least once a month by your supervisor in terms of results and merit appraisal. The same procedure applies if you are in charge of subordinates. The behavioural appraisal should be conducted at least once every four months. The following guidelines should be followed:

- Ensure that the purpose portfolio is instrumental in the measurement of performance.
- Outputs in the performance domain must be measured in accordance with the standards defined in the purpose portfolio.
- Conduct merit appraisal in accordance with the prescribed procedure.
- Ensure that performance and merit appraisal are separated in evaluating the contribution that is made when pursuing the purpose.

10. ASSUMING OF RESPONSIBILITY
I hereby assume the responsibility to conduct the functions outlined above to the best of my ability.

...........................................
YOUR POSITION

Authorised

MANAGER

DATE:
ANNEXURE E: GENERIC ROLES AND RESPONSIBILITIES OF DEPARTMENTAL DISASTER RISK MANAGEMENT FOCAL POINTS

1. INTRODUCTION

Experience by various government departments has shown that activities relating to disaster risk management cannot function separate to the broader government context. Isolated planning by numerous government institutions and functions leads to duplication and waste of valuable and scarce public resources.

From the NDMF, the Western Cape Provincial Disaster Management Framework as well as the Cape Winelands Disaster Risk Management Framework the following general responsibilities can be identified as it pertains to each and every municipal department and entity of the Cape Winelands District Municipality. These general responsibilities are the minimum requirements in order to give effect to the DMA. It should however be noted that these lists are not exhausted and serve as a guide for departments to take their own initiatives. As part of the consultation and capacity building process of the district disaster risk management Centre (MDRMC), the specific responsibilities of each department will be identified. This will be done through various multi-sector planning clusters and/or technical task teams.

As per the structure of the various policy frameworks the responsibilities of each municipality department is divided into the four Key Performance Areas (KPAs) and Performance Enablers of the National Disaster Management Framework.

2. KPA1: INSTITUTIONAL CAPACITY FOR DISASTER RISK MANAGEMENT

Each municipal department and municipal entity must:

- Identify a focal point for disaster risk management to serve on the appropriate disaster risk management structures.
- Ensure compliance with the Cape Winelands District Municipality’s Disaster Risk Management Framework.
- Ensure adequate institutional capacity (physical and human resources) in the department to engage in disaster risk management activities.
- Include disaster risk management responsibilities on the scorecard and/or job description of the identified departmental focal point.
- Integrate disaster risk management activities into the core mandate of the department in order to ensure disaster risk reduction takes place.
- In conjunction with the municipal disaster risk management Centre, primary and secondary responsibilities of the department must be identified in terms of specific hazards and vulnerability relating to the core function of the department.
- Identify and maintain a database of contractors, voluntary organisations and expertise pertaining to the departmental functions to utilise for disaster risk management purposes.
- Conduct an annual resource analysis of critical resources and communicate such analysis with MDRMC.

3. KPA2: DISASTER RISK ASSESSMENT

Each municipal department and municipal entity must:

- Conduct a (scientific) disaster risk assessment every two years according to guidelines and in line with the department’s primary and secondary responsibilities as agreed with the MDRMC (E.g. what are the risks in terms of availability of essential services such as water and electricity?).
Identify emerging hazards due to development in urban and peri-urban areas.
Conduct scientific vulnerability and capacity assessments and analysis in line with departmental specific focus on development in order to identify communities at risk of possible disaster.
Ensure that IDP projects directly address vulnerability indicators and sustain and enhance capacities in communities most at risk.
Identify priority disaster risks for the department.
Determine acceptable levels of risk as well as unacceptable thresholds taking the department’s capacity into consideration.
Contribute to the development of the indicative risk profile of the Cape Winelands District Municipality by assisting the MDRMC and providing information in this regard.
Provide annual input to changes in the indicative risk profile.
Implement measures to ground-truth disaster risk assessment findings.

4. KPA3: DISASTER RISK REDUCTION
Each municipal department and municipal entity must:
- Ensure the effective integration of the departmental disaster risk management plan within the departmental specific focus of the municipal IDP.
- Integrate disaster risk reduction activities into the day-to-day planning and operations of the department.
- Identify and implement projects annually in line with departmental mandate which will reduce risk in vulnerable communities (e.g. upgrading the storm water system to reduce flooding).
- Compile a contingency plan for the department.
- Adhere to any codes and standards (international, national, provincial and local) which relate to the reduction of disaster risk within the responsibilities of the department.
- Submit an annual report on the disaster risk reduction activities of the department to the MDRMC for inclusion in the annual municipal disaster risk reduction report to be submitted to the Western Cape Disaster Management Centre and the NDMC as per the DMA.

5. KPA4: RESPONSE AND RECOVERY
Each municipal department and municipal entity must:
- Take ownership of, and responsibility for, the emergency plans for the department.
- Contribute to (and develop where necessary) multi-hazard monitoring and forecasting (according to the prioritised hazards and departmental responsibility).
- Ensure that early warnings are linked to contingency plan thresholds.
- Develop an effective emergency response and contingency plan for the department taking the specific risks faced by the department into consideration. (These plans should focus on critical aspects regarding the survival of local government in abnormal conditions. They also include the identification and recording of means, humanpower and equipment. Ultimately they are additions to the basic plan as developed by the MDRMC that provides for the co-ordinated utilisation of resources. Thus, every line function structure must have a formal contingency and emergency response plan for a disaster as defined by the DMA. Each department should also have a formal plan and funding/budget to deal with localised incidents).
- Compile standard operating procedures (SOPs) and field operations guides (FOGs) in line with the requirements of the departmental specific contingency plan and the guidelines of the NDMF and the Cape Winelands District
Municipality DRMF.

- Test and adapt contingency plans, standard operating procedures and field operations guides on an annual basis.
- Adhere to the standard for incident management of the Cape Winelands District Municipality and ensure that all response personnel are trained in the standard.
- Include mitigation measures in all development, contingency and disaster risk management plans.
- Ensure that mitigation measures consider secondary and knock-on effects of hazards.
- Promote disaster risk reduction in post-disaster reconstruction.
- Identify personnel to serve on post-disaster project teams (it is imperative to ensure that these personnel are adequately trained. See Enabler 2).
- Ensure that rehabilitation and reconstruction plans are developed in line with disaster risk management plans.
- Ensure that rehabilitation and reconstruction plans are based on developmental challenges and are development oriented.
- Include both physical damage as well as social recovery as part of reconstruction and rehabilitation plans.

6. PERFORMANCE ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION

Each municipal department and municipal entity must:

- Facilitate disaster risk management communication and interaction between own department and others.
- Use the mechanisms for information flow and communication established by the MDRMC in order to communicate disaster risk management related data and information.
- Make information on priority departmental risks widely available through cooperation with other departments (specifically the MDRMC) through public awareness campaigns, education and training.
- Establish communication links with the MDRMC and communities at risk for the effective dissemination of early warning messages.
- Draft standard warning messages to be disseminated in the media for specific risks pertaining to the core function of the department.
- Maintain a database of experts (with contact particulars) in the specific field/discipline of the department.
- Maintain a database of organisations that can provide contract workers/volunteers if necessary for specific line function activities relating to disaster risk management (e.g. type, skills, etc.).
- Contribute to disaster risk data and information though regular contact with the MDRMC.
- Make data and information on disaster risks digitally available and continually update such data and information.
- Diligently record all incidents, hazardous impacts and disasters in order to establish a historical record for forward planning.

7. PERFORMANCE ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH

Each municipal department and municipal entity must:

- Conduct a disaster risk management training needs analysis for the department on a three-year basis.
- Promote active participation of its human resources in education, training and
public awareness of disaster risks associated with its departmental mandate (e.g. short courses, workshops, conferences etc.).

- Identify specific target groups for awareness campaigns and co-ordinate such campaigns with the MDRMC (e.g. early warning communication; schools campaigns).
- Encourage research in disaster risk management related to the department’s main responsibility.
- Engage with other departments in multi-sectoral research in disaster risk management.
- Establish learning networks with similar departments in other district municipalities with the aim of enhancing the department’s capacity for disaster risk management.
- Ensure public publication of any internal research findings which could contribute to learning in disaster risk management and disaster risk reduction.

8. **PERFORMANCE ENABLER 3: FUNDING ARRANGEMENTS**

Each municipal department and municipal entity must:

- Budget adequately for departmental disaster risk management activities.
- Allocate a percentage of the annual budget to implement DRM projects (capital as well as operational).
- Include disaster risk reduction projects pertaining to the function, in the IDP process in order to obtain funding.
- Promote insurance and reinsurance of public assets.
- Apply risk spreading and risk transfer mechanisms.
- Engage in public-private partnerships for disaster risk management.
- Co-finance disaster risk reduction projects with other departments in line with the IDP of the Cape Winelands District Municipality.
- Ensure appropriate gender oriented funding for disaster risk management.
- Develop loss identification, loss estimation and loss inventories in line with Cape Winelands District Municipality guidelines.
- Allocate adequate human, technical, material, departmental and infrastructure resources to ensure disaster risk reduction in line with the indicative risk profile of the Cape Winelands District Municipality.
ANNEXURE F: TERMS OF REFERENCE OF THE INTER-DEPARTMENTAL DISASTER RISK MANAGEMENT COMMITTEE

1. **Purpose**
The Disaster Management Act No. 57 of 2002 (DMA) requires provincial and municipal disaster risk management Centres to promote a co-ordinated, integrated and uniform approach to disaster risk management, including the development and implementation of appropriate disaster risk reduction methodologies, emergency preparedness and rapid and effective disaster response and recovery, in their provinces and municipalities.

To achieve these objectives and to promote inter-departmental liaison, arrangements must be put in place for a forum in which all the key internal role players in the administration of a municipality are able to participate and where they can coordinate their disaster risk management and climate change and adaptation responsibilities. To achieve this objective, an inter-departmental disaster risk management committee (IDRMC) must be established, or current structures which brings together all relevant role-players should be used.

2. **Management and administration**
The head of the disaster risk management Centre is responsible for the strategic direction and execution of the requirements of the DMA and must therefore ensure that matters relating to disaster risk management enjoy constant attention.

3. **Composition of the Inter-departmental disaster risk management committee**
The Cape Winelands District Municipality Inter-departmental Disaster Risk Management Committee must consist of senior departmental officials and key staff from all departments in the municipal administration and municipal entities involved in the management of disaster risk and climate change and adaptation, or in the administration of any other national legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the DMA.

The members of the IDRMC are designated by the Municipal Manager of the CWDM and the Municipal Managers of the local municipalities and will consist of the following individuals:

- Office of the executive mayor
- Office of the speaker
- Financial management services
- Community and developmental services
- Corporate services
- Engineering and infrastructure services
- Regional development and planning services
- Rural and social development
- IDP Manager
- Research Manager
- Manager: Intergovernmental relations
- Public relations officer
- Internal audit
- Information technology
Supply chain and procurement
Chief fire services
Municipal health services
Spatial planning
Environmental planning
Local economic development
Housing
Public transport, planning and regulation
Roads
Breede River/Wynland Local Municipality
Breede Valley Local Municipality
Stellenbosch Local Municipality
Drakenstein Local Municipality
Witzenberg Local Municipality

Key personnel from disciplines within the various municipal departments or entities who have specific technical expertise in disaster risk management and climate change and adaptation must be designated by the Municipal Manager and/or head of the relevant department or entity to serve on the IDRMC.

The composition of the IDRMC does not preclude the co-option of additional staff nor does it preclude the ad hoc co-option of specialised expertise for specific purposes.

4. **Scope of responsibilities**
The IDRMC in the municipality must facilitate integrated and co-ordinated planning by providing a forum for the development and implementation of programmes and projects aimed at disaster risk reduction, climate change and adaptation, and other relevant disaster risk management activities in the province or municipality. In this respect, the responsibilities and powers of municipal disaster risk management Centres in sections 47, 48, 52 and 53 of the DMA.
The IDRMC must support the disaster risk management Centre and assist with supervising the preparation, coordination, monitoring and review of disaster risk management plans and their integration into other developmental processes.
For the purpose of implementing sections 47 and 48 and any other relevant imperatives of the DMA, the responsibilities of the IDRMC need to include:

4.1 **In respect of disaster risk reduction:**

- monitoring, assessing, and coordinating departmental disaster risk management planning and implementation, with a particular focus on disaster risk reduction and climate change and adaptation policies, practices and strategies;
- coordinating, monitoring progress and facilitating collaboration on joint projects and programmes and ensuring their integration into other developmental programmes;
- annually reviewing the District Disaster Risk Management Framework (DRMF), departmental disaster risk management plans, and the plans of local municipalities and municipal entities to ensure that they are integrated, current and consistent with the Western Cape PDMF and the National Disaster Management Framework (NDMF);
- promoting joint standards of practice within and between municipalities and municipal entities;
• monitoring progress made with the implementation of priority projects aimed at disaster risk reduction;
• participating in biannual desktop exercises to remain current with regard to roles and responsibilities in the activation and operation of the disaster operations Centre and to ensure rapid and efficient response and recovery in the event of a local disaster occurring or threatening to occur; and
• making recommendations to the relevant disaster risk management Centre regarding disaster risk management policy and related disaster risk management matters.

4.2  In respect of response and recovery operations:

• on receipt of an activation alert from the head of the disaster risk management Centre (or someone designated by the head), immediately reporting to the disaster operations Centre when a disaster classified by the Head of the Centre as a local disaster occurs or is threatening to occur;
• conducting initial and specialist post-disaster assessments for the functional area of the relevant department or entity;
• ensuring rapid departmental response to disasters;
• ensuring efficient and co-ordinated disaster response and recovery operations;
• monitoring progress of technical teams tasked with post-disaster reconstruction and rehabilitation projects;
• ensuring that reports on progress with disaster recovery are regularly submitted to the disaster risk management Centre concerned; and
• ensuring that all documentation and records relating to the disaster are retained and placed in safe keeping for the purpose of a post-disaster investigation, inquiry or review.

5.  Frequency of meetings

The committee must meet at least every second month. Depending on prevailing circumstances, it may meet more or less frequently.
ANNEXURE G: TERMS OF REFERENCE FOR THE DISTRICT TECHNICAL COMMITTEE ON DISASTER RISK MANAGEMENT (DTC)

1. Management and administration

The DTC must be established by the head of the Cape Winelands District Municipality DRMC. The head of the disaster risk management Centre is responsible for the strategic direction and execution of the requirements of the DMA and must therefore chair the DTC. The DRMC must provide the secretariat for the DTC and must ensure that accurate records of the activities of the DTC are maintained.

2. Composition of the DTC

The DTC must consist of the following individuals:

- Head of the Cape Winelands District Municipality DRMC (Chairperson);
- Staff of the DRMC as designated by the head of the DRMC;
- Head/Focal Point for disaster risk management in the local municipalities of:
  - Breede River/Wynland;
  - Breede Valley;
  - Stellenbosch;
  - Drakenstein; and
  - Witzenberg.

3. Scope of responsibilities

In respect of disaster risk reduction:

- ensuring district disaster risk management planning and implementation, with a particular focus on disaster risk reduction policies, practices and strategies.
- engaging in joint projects and programmes and ensuring their integration into other developmental programmes throughout the district.
- providing input to the district interdepartmental disaster risk management committee (IDRMC) in annually reviewing the district disaster risk management framework (DRMF), district and local disaster risk management plans, and the plans of district departments and municipal entities to ensure that they are integrated, current and consistent with the Western Cape Provincial DRMF and the National Disaster Management Framework (NDMF).
- implementing joint standards of practice within and between district and local government departments and within and between municipalities and municipal entities
- implementation of priority projects aimed at disaster risk reduction in the district.
- planning and executing biannual desktop exercises to remain current with regard to roles and responsibilities in the activation and operation of the disaster operations Centre and to ensure rapid and efficient response and recovery in the event of a local disaster occurring or threatening to occur.
- making recommendations to the district disaster risk management advisory forum regarding disaster risk management policy and related disaster risk management matters.
In respect of response and recovery operations:

- serving as the coordinating and operational decision-making body in the event of a local disaster occurring or threatening to occur.
- co-ordinate the conducting of initial and specialist post-disaster assessments for the functional area of relevant departments or entities in the district area.
- coordinating rapid departmental response to disasters.
- coordinating efficient and co-ordinated disaster response and recovery operations
- assist technical teams tasked with post-disaster reconstruction and rehabilitation projects.
- compile and submit reports on progress with disaster recovery to the provincial and national disaster risk management Centre.
- retaining all documentation and records relating to the disaster and place in safe keeping for the purpose of a post-disaster investigation, inquiry or review.

4. **Frequency of meetings**

The committee must meet at least once a month (last Thursday of each month).
ANNEXURE H: TERMS OF REFERENCE OF THE DISASTER RISK MANAGEMENT ADVISORY FORUM OF THE CWDM

Purpose

Sections 44(1)(b) of the Disaster Management Act No. 57 of 2002 (DMA) call for an integrated and co-ordinated approach to disaster risk management in municipal areas. To make provision for the integration and coordination of disaster risk management activities and to give effect to the principle of co-operative governance in the Cape Winelands District Municipality, the municipal council may establish a disaster risk management advisory forum. Sections 51 of the DMA make provision for the establishment of such a forum.

Management and administration

The advisory forum should be convened by the Head of the DRMC responsible for its functioning in the municipal sphere. The advisory forum must be chaired by the head of the DRMC.

The disaster risk management Centre must provide the secretariat for the advisory forum and must ensure that accurate records of the activities of the forum are maintained.

Composition of the disaster risk management advisory forum

The advisory forum must comprise all the relevant stakeholders and role players in disaster risk 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.

The forum must comprise but need not be confined to the following members:

- Designated focal points in municipal departments and entities who are involved in the management of disaster risk or the administration of any other national legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the DMA (members of IDRMC)
- Representatives of all local IDRMCs.
- Disaster risk management functionaries in the Cape Winelands District disaster management Centre.
- The regional representative of the Disaster Risk Management Centre of the Western Cape Province.
- Experts in disaster risk management designated by the executive mayor.
- Heads of local municipal disaster risk management Centres/satellite Centres.
- Representative of disaster risk management volunteer unit/s.
- Representatives of national and provincial organs of state and local emergency and essential services, as follows:
  - *Health and medical services*:
    - Emergency medical services – state and private
Hospitals – state and private
Clinics
- Safety and security:
  South Africa Police Service
  Department of Defence
  Provincial Traffic
- Regional/local representatives of other relevant national organs of state:
  Department of Agriculture
  Department of Basic Education
  Department of Health
  Department of Home Affairs
  Department of Water and Environmental Affairs
  Department of Social Development.
  Department of Transport and Public Works
- Regional Tourism Board.
- Parastatals providing essential services:
  - ESKOM
  - Cape Nature
  - South African National Roads Agency (SANRAL)
  - South African Weather Service
  - SPOORNET
  - TELKOM.
- Representatives of organised business.
- Representatives of organised labour.
- Representatives of the South African Local Government Association (SALGA).
- A representative of the Disaster Management Institute of Southern Africa (DMISA).
- Non-governmental and community-based organisations and other relevant role players such as:
  - Council of Traditional Leaders
  - Lifesaving associations
  - South African Council of Churches (SACC)
  - Organised Agriculture and farm workers’ associations
  - South African Red Cross Society.
  - Salvation Army
- Representatives of institutions of higher learning, including universities, colleges and scientific and research Centres.
  - University of Stellenbosch
- Representatives of the media:
  - SABC (radio and television)
  - local community radio stations
  - print media, including relevant main daily newspapers and community newspapers.

In addition to the representatives listed above, the advisory forum may at any time co-opt additional members and individuals required for a specific task or for a specific period of time. The advisory forum may also appoint technical and other relevant ad hoc task teams with appropriate expertise to perform specific tasks. Such task teams will meet as required for the purpose of executing the task/s allocated.

Scope of responsibilities

The disaster risk management advisory forum should:
• make recommendations to the provincial executive council or municipal council concerning the disaster risk management policy framework for the province or municipality;
• ensure the application of the principles of co-operative governance for the purpose of disaster risk management in the municipality;
• introduce actions to ensure inter-agency coordination and the application of joint standards of practice;
• establish integrated technical task teams for the development and implementation of policies, plans, programmes and projects to reduce disaster risk and build resilience;
• contribute to the generation of a disaster risk profile for the municipality;
• contribute to the development and application of standards for conducting disaster risk assessments and for the ongoing monitoring of disaster risk;
• assist, by means of focused, integrated and holistic risk reduction strategies within the broader context of sustainable development, with the creation of resilient individuals, households and communities who are alert and self-reliant;
• help to ensure community awareness of disaster risk management arrangements;
• contribute to the establishment of an early warning system and promote the importance of heeding early warnings;
• participate in the development and maintenance of disaster risk management information management and communication systems;
• establish integrated technical task teams for the development and maintenance of disaster contingency plans;
• support and contribute to knowledge management programmes in the field of disaster risk management in the municipality;
• advise any organ of state, statutory functionary, non-governmental organisation, community or the private sector on any matter relating to disaster risk management.

**Frequency of meetings**

The disaster risk management advisory forum must meet at least four times a year. Circumstances prevailing at the time may determine whether the Head of the Centre:

• convenes a full meeting of the advisory forum;
• convenes a meeting of only those members directly involved or affected by the business in hand;
• refers the matter to a relevant or ad hoc technical task team; and
• opens the advisory forum meeting to additional role players such as technical experts, visiting dignitaries and the like.
ANNEXURE I: GENERIC MEMORANDUM OF UNDERSTANDING – CWDM AND LOCAL MUNICIPALITIES

MEMORANDUM OF UNDERSTANDING / MEMORANDUM OF AGREEMENT

BETWEEN

CAPE WINELANDS DISTRICT MUNICIPALITY

AND

[INCLUDE NAME HERE] LOCAL MUNICIPALITY

FOR


The Cape Winelands District Municipality, and the Local Municipality, hereinafter, referred to as "the Parties";

Desiring to promote mutual interest through co-operation in the field of disaster risk reduction and disaster management within the geographical area of the Cape Winelands District Municipality;

Recognising that such co-operation shall promote and strengthen disaster risk reduction and disaster risk management and the implementation of the Disaster Management Act 57 of 2002 and the CWDM Disaster Risk Management Framework;

Convinced that strengthening their co-operation will improve relations between the two municipalities and will lead to the creation of safer, disaster resilient communities;

Have Agreed as Follows:

Article 1: Objective

1. The Parties will support co-operation in the fields of disaster risk reduction and disaster risk management on the basis of equality and mutual
benefits, in accordance with the provisions of this Memorandum of Understanding (MOU).

**Article 2: Co-operation**

1. Co-operation will include the following:

   a. Definition and allocation of roles and responsibilities between the District Disaster Management Centre and the Disaster Management Satellite Centre of the local municipality relating to issues of implementing the Disaster Management Act 57 of 2002.

   b. Mutual beneficial arrangements in the establishing of disaster risk management structures on both district and local municipality level.

   c. Advocacy to ensure disaster risk management as an integrated, multi-sectoral, multi-disciplinary approach within the district and local municipality;

   d. Co-operation in the identifying of hazards, risk and vulnerability within the geographical area of the district municipality;

   e. Disaster risk management information sharing;

   f. Integration of the risk profile of both the district and local municipality within the respective Integrated Development Plans;

   g. Joint co-operation in ensuring emergency preparedness;

   h. Ensuring synergism in prevention and mitigation strategies;

   i. Planning in terms of disaster response, relief and recovery;

   j. Assisting each other and other local municipalities within the district in times of a major incident or a disaster without considering border issues

   k. Other forms of co-operation as agreed by the Parties, including meetings between the two Parties on an ad hoc basis.

**Article 3: Services agreement**

1. The Parties agree to support each other in their respective disaster risk management activities and services and to facilitate joint provision of services consistent with the needs of their customers.
2. In addition individual parties agree to the following:

The Cape Winelands District Municipality agrees to:

- Give advice to the local municipality disaster risk management Centre;
- Assist the local municipality in the development of disaster risk management plans;
- Guide the local municipality in the establishment of institutional structures for disaster risk management;
- Guide the local municipality in conducting risk assessments and risk reduction within its borders;
- Assist the local municipality in responding to major incidents and disasters that they are unable to cope with;
- Provide the local municipality with disaster risk management information and reports;
- Assist the local municipality in conducting education, training and public awareness;
- Assist the local municipality in conducting disaster risk management research;
- Provide guidance to the local municipality in monitoring and evaluating disaster risk management plans and prevention and response initiatives;
- Act in consultation with the local municipal disaster risk management officials in all disaster risk management issues; and
- Share resources in order to effectively manage major events, incidents and disasters.

[Include name here] Local Municipality agrees to:

- Provide disaster risk management information to the district municipality disaster risk management Centre;
- Develop disaster risk management plans (Section 52, of the Disaster Management Act 57 of 2002);
• Appoint human resources to develop and implement the requirements of the Disaster Management Act, National Disaster Management Framework, Western Cape Provincial Disaster Management Framework as well as the CWDM Disaster Risk Management Framework within the local municipality;

• Establish institutional structures for disaster risk management;

• Assist other local municipalities within the district in all disaster risk management related issues specifically in disaster response;

• Share resources in order to effectively manage major events, incidents and disasters;

• Conduct risk assessments and risk reduction within its borders;

• Respond to incidents and disasters as well as request the necessary assistance in the event that the municipality is unable to cope with the effects of any major incident or disaster;

• Provide the district municipality with disaster risk management information and reports;

• Conduct public education, training and awareness;

• Conduct disaster risk management research;

• Monitor and evaluate disaster management plans and prevention and response initiatives;

• Provide the necessary funding for disaster risk management initiatives; and

• Act in consultation with district municipal disaster risk management officials in all disaster risk management issues.

Article 4

The Parties should consult with each other before any information derived from co-operation activities under this MOU is disclosed for commercial or industrial purposes.

Article 5
1. Any issues arising from the interpretation or implementation of this MOU will be settled through consultations between the Parties or such other means as they may mutually decide.

2. Issues for the protection and distribution of intellectual property created or furnished in the course of cooperative activities under this MOU shall be settled before commencements of any activities.

**Article 6**

1. This MOU shall enter into force upon signature by both Parties and remains in force unless terminated earlier by either Party upon thirty (30) days, written notice to the other Party.

2. The termination this MOU shall not affect the validity or duration of projects under this MOU that are initiated prior to such termination.

**IN WITNESS WHEREOF**, the unsigned being duly authorised by the respective institutions, have signed this MOU.

Signed at ______________________, on the _________________________ ______ of______________________, 200_____

FOR THE CAPE WINELANDS DISTRICT MUNICIPALITY: FOR [include name here] LOCAL MUNICIPALITY:

________________________________________  __________________________________________
MUNICIPAL MANAGER               MUNICIPAL MANAGER
ANNEXURE J: CONDUCTING DISASTER RISK ASSESSMENTS IN THE CWDM

1. INTRODUCTION

The standard is in line with the WCP DRMF as well as the NDMF and related guidelines. The aim of this standard is to ensure a uniform methodological application of disaster risk assessment within the geographical boundaries of the CWDM. This standard does not aim to be prescriptive but is flexible for local adaptation and implementation.

2. DISASTER RISK ASSESSMENT

Disaster risk assessment is the first step in planning an effective disaster risk reduction programme. It examines the likelihood and outcomes of expected hazard events, including the vulnerability conditions that increase the chances of loss. Disaster risk assessments supported by good monitoring are essential for:

- effective disaster risk management and reduction planning;
- sustainable development planning;
- identifying potential threats that can compromise the success and sustainability of developments and thereby making it possible to;
- incorporate disaster risk reduction measures in the design of a project;
- informing disaster risk reduction programmes for specific threats;
- identifying periods and conditions of high risk; and
- informing emergency preparedness planning.

The CWDM must execute thorough disaster risk assessments in the following instances:

- prior to the implementation of any district disaster risk reduction, preparedness or recovery programme;
- as an integral component of the planning phase of any large-scale development (e.g. housing or infrastructure);
- as an integral component of the planning phase of any initiative that could have a significant impact on the natural environment;
- as an integrated part of the Integrated Development Planning process including community consultations of the district and all local municipalities; and
- when social, economic, infrastructure, environmental, climatic or other indicators suggest changing patterns of disaster risk that increase the likelihood of district-wide disaster impacts.

All proposed disaster risk assessments planned by municipal departments must be reviewed by the CWDM DRMC, the CWDM Disaster Management Advisory Forum and the Western Cape Provincial Disaster Management Centre at the outset to ensure that they are consistent with the national and provincial approach.

2.1 Situations requiring a disaster risk assessment

A disaster risk assessment is required to guide disaster risk reduction efforts for specific known threats or disaster events and processes that:
due to their scale and magnitude are likely to affect more than one local municipality;

are of recurrent high and medium magnitude, occur in most local municipalities and may require district support and/or intervention;

occur infrequently or seasonally (for example, veld fires and flooding), have the potential to cause severe loss, and require levels of specialist support not available at local municipal level.

Disaster risk assessments must be undertaken when one or more of the vulnerability reduction criteria, listed in Table 1 below, are considered priorities in any district initiated project or programme.

**Table 1: Situations requiring disaster risk assessments**

<table>
<thead>
<tr>
<th>Key vulnerability criteria To achieve:</th>
<th>Examples of where disaster risk assessments must be done</th>
</tr>
</thead>
<tbody>
<tr>
<td>To increase sustainability of a development project or programme to support vulnerable households.</td>
<td>When planning infrastructure development so that any risks can be factored into the construction specifications (for example, assessing the likelihood of weather, flooding or other threats damaging the structure and providing specifications for dealing with these).</td>
</tr>
<tr>
<td>To reduce potential harmful consequences associated with industrial, commercial or other developments.</td>
<td>As part of environmental impact assessments for large-scale developments, including industrial, commercial and other enterprises, that may increase disaster risk.</td>
</tr>
<tr>
<td>To increase understanding of a rapidly changing risk for improved disaster risk management planning.</td>
<td>In a flood-prone estuarine area that has recently experienced considerable population growth and is facing increased coastal erosion.</td>
</tr>
<tr>
<td>To increase robustness of development initiatives in poor communities and areas.</td>
<td>In an informal settlement characterised by recurrent ‘small’ and ‘medium-size’ disaster losses that undermine assets and livelihoods.</td>
</tr>
<tr>
<td>To manage high-risk periods and conditions to ensure service and/or business continuity.</td>
<td>To ensure that essential electricity transmission lines and rail infrastructure, health services and emergency services, do not ‘fail’ under expected high-risk conditions.</td>
</tr>
<tr>
<td>To provide appropriate support for at-risk activities, services, areas, communities and households following an ‘alert’.</td>
<td>Following a drought warning in rural areas, to identify communities and households most at risk and to focus or target preparedness and response actions.</td>
</tr>
</tbody>
</table>

2.2 **Steps involved in a disaster risk assessment**

Disaster risk assessment is a process that determines the level of risk by:

- identifying and analysing potential hazards and/or threats;
- assessing the conditions of vulnerability that increase the chance of loss for particular elements-at-risk (that is, environmental, human, infrastructure, agriculture, economic and other elements that are exposed to a hazard, and are at risk of loss);
- determining the level of risk for different situations and conditions; and
- assisting in setting priorities for action.

A reliable disaster risk assessment for a specific threat should answer the following questions:
• How frequently can one expect an incident or disaster to happen?
• Which areas, communities or households are most at risk?
• What are the likely impacts?
• What are the vulnerability environmental and socio-economic risk factors that increase the severity of the threat?
• What capabilities or resources exist to manage the risk?
• Is the risk becoming more serious?
• Is the risk undermining development progress in the areas, communities and households it affects?
  o If so, is the management of the risk a provincial development priority?
• In the areas and communities affected by the risk, are there any other significant risks?

2.3 Undertaking a disaster risk assessment

The process for assessing disaster risk always involves the following four basic stages:

• Identify and describe the disaster risk(s) to be assessed with due consideration of all natural, technological, infrastructural and economic circumstances in the district.
• Analyse the disaster risk(s) concerned.
• Evaluate the disaster risk(s), and
• Inform ongoing disaster risk reduction and planning.

2.3.1 Stage 1: Identify and describe the disaster risk(s)

1. Identify and describe a specific hazard with respect to its frequency, magnitude, speed of onset, area affected and duration, as well as due consideration of all natural, technological, infrastructural and economic circumstances in the district.

2. Describe and quantify, where possible, the vulnerability of people, infrastructure (including homes and dwellings), services, economic activities and natural resources exposed to the hazard.

3. Estimate the likely losses resulting from the hazard’s action on those that are vulnerable to indicate likely consequences or impacts.

4. Identify relevant capacities, methods and resources already available to manage the risk.

2.3.2 Stage 2: Analyse the disaster risk(s)

1. Assess the effectiveness of capacities, methods and resources already available to manage the risk, as well as gaps, inconsistencies and inefficiencies in local municipalities and other relevant agencies.

2. Estimate the level of risk associated with a specific threat to determine whether the resulting risk is a priority or not. The level of risk is estimated by matching the likelihood of a hazard event with its expected impact or consequences. This process allows different threats to be compared for the purpose of priority setting.

2.3.3 Stage 3: Evaluate the disaster risk(s)
1. The disaster risk analysis assists in prioritising disaster risks when there are multiple threats present. However, when several threats are assessed at the same level of risk, limited resources and budgets require that they be prioritised. This process, called ‘risk evaluation’, is necessary because it is not possible to address all risks at the same time.

2. A useful approach for comparing different types of disaster risk evaluates the seriousness, manageability, urgency and growth of a particular risk to determine whether it ranks higher as a priority than other risks (see Table 2).

<table>
<thead>
<tr>
<th>Table 2: Evaluating the disaster risk</th>
</tr>
</thead>
<tbody>
<tr>
<td>Evaluation criteria</td>
</tr>
<tr>
<td>-----------------------</td>
</tr>
<tr>
<td>Seriousness</td>
</tr>
<tr>
<td>Manageability</td>
</tr>
<tr>
<td>Urgency</td>
</tr>
<tr>
<td>Growth</td>
</tr>
</tbody>
</table>

3. The priority at-risk individuals, households, communities, areas and developments should be the focus of multidisciplinary and comprehensive disaster risk assessments aimed at implementing disaster risk reduction initiatives. See Table 3 for a range of disaster risk assessment methods and required associated expertise.

<table>
<thead>
<tr>
<th>Table 3: Types of disaster risk and disaster risk assessments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Types of risk</td>
</tr>
<tr>
<td>---------------</td>
</tr>
<tr>
<td>Potential flood risk in a developed area.</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Potential cholera risk in an isolated area known to be cholera-prone.</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Potential fire risk in a large informal settlement.</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>---------------------------------------------------</td>
</tr>
<tr>
<td>• Consultation with local leadership.</td>
</tr>
<tr>
<td>• History of past events.</td>
</tr>
<tr>
<td>• Historic climatology and seasonal analysis.</td>
</tr>
<tr>
<td>• Indigenous knowledge.</td>
</tr>
<tr>
<td>• Community facilitators.</td>
</tr>
<tr>
<td>• Climate scientists.</td>
</tr>
<tr>
<td>• Consultation with local leadership.</td>
</tr>
<tr>
<td>• History of past events.</td>
</tr>
<tr>
<td>• Historic climatology and seasonal analysis.</td>
</tr>
<tr>
<td>• PRA/livelihoods analysis/focus group interviews.</td>
</tr>
<tr>
<td>• Historic rainfall information, history of drought and impacts.</td>
</tr>
<tr>
<td>• Remote-sensed information on vegetation and cloud cover.</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

2.3.4 **Stage 4: Inform ongoing disaster risk reduction and planning**

1. Conduct ongoing monitoring to determine the effectiveness of disaster risk reduction initiatives, identify changing patterns and new developments in disaster risk profiles, revise and disseminate information for the purpose of disaster risk management planning.

2.3.5 **Relationship with disaster risk management planning**

Findings of stages 1 and 2 will inform the development of Level 1 Disaster Risk Management Plans by identifying:

- Known priority risks needed for contingency planning
- Priorities for vulnerability reduction planning
- High-risk areas, communities and households exposed to multiple risks as well as high-risk developments.

The results of Stage 3 will inform the development of a Level 2 Disaster Risk Management Plans while the outcomes of Stage 4 will do likewise for a Level 3 Disaster Risk Management Plans.
Figure 1: The basic stages of a disaster risk assessment

**STAGE 1**

**IDENTIFICATION OF RISK FACTOR**

- **Hazards**
  - Determine:
    - Historical information
    - Probability
    - Frequency
    - Identity
    - Intensity or scope
    - Predictability or forewarning
    - Exposure
    - Impact
    - Associated forces
    - Knock-on effects

- **Vulnerabilities/capacities**
  - Determine susceptibility and capacity:
    - Economic
    - Social
    - Physical
    - Environmental

**STAGE 2**

**ESTIMATE LEVEL OF DISASTER RISK**

**STAGE 3**

**EVALUATE DISASTER RISKS**

**SOCIO-ECONOMIC COST-BENEFIT ANALYSIS**

- Establishment of priorities
- Establishment of acceptable levels of disaster risk
- Elaboration of scenarios and measures

**STAGE 4**

**MONITOR RISK REDUCTION INITIATIVES**

- Update and disseminate risk assessment information
2.4 Consultation in determining disaster risk management strategies

Disaster risk management strategies must be appropriate for the determined level of risk, with the desired outcome being the achievement of better integration of community preparedness, prevention, and response and recovery strategies. The principle of the lowest acceptable risk at an affordable cost applies. Disaster risk reduction management needs effective communication and consultation and it must be diligent, reasonable and meet established standards. In addition, consultation is necessary as:

- Disaster risk management is a process that involves judgement and knowledge gained from experience. The process of consultation harnesses and mobilises the collective experience of stakeholders.
- Diverse and often conflicting interests need to be accommodated.
- Agreement is needed in the choice of disaster risk management options and strategies to be adopted.
- It is essential to gather all the necessary information so as to make informed decisions.

2.5 Community-based disaster risk assessment

In accordance with the Disaster Management Act, No. 57 of 2002 intent to increase local capacity to minimise the risk and impact of disasters, disaster risk assessment efforts must actively include the participation of vulnerable communities and households, including physically isolated communities and female-headed and child-led households. The information collected using more technically sophisticated methods employed by risk scientists can be significantly enhanced by local and indigenous knowledge relating to disaster management. In addition, the active engagement of special needs groups, such as women, children and the elderly, improves the quality of the assessment findings and increases the likelihood of community ownership of any disaster risk reduction interventions that may follow.

2.6 Obtaining additional information when undertaking a disaster risk assessment

Information on specific disaster risks is often fragmented. Consequently, the following must be undertaken and documented when conducting a disaster risk assessment:

- Complete an audit of past significant events and events classified as disasters to identify areas and communities most at risk and help focus more detailed disaster risk assessment efforts.
- Consult with community members in areas affected by past events for information on frequency and severity of events classified as disasters, significant events and recurrent small-scale occurrences.
- Consult with long-standing members of emergency services, the South African Red Cross Society, the Salvation Army or other humanitarian assistance organisations who remember or have recorded past disaster responses.
- Consult with specialist research institutes, universities and the private sector and obtain existing research reports.
- Check with the appropriate provincial departments for information or relevant research that may have already been carried out or commissioned.
- Consult with the (re-)insurance industry (underwriters).
2.7 Selecting disaster risk assessment methods and approaches

Disaster risk assessment methods will differ according to the hazards being reviewed, the size and character of the area being assessed, the time frame under consideration and the resources available. Table 3 provides examples of different types of disaster risk and possible appropriate disaster risk assessment methods.

2.7.1 Provincial standard for assessment of priority risks

The National Disaster Management Framework establishes a uniform approach to disaster risk management that should be used to guide the assessment of priority risks at provincial and local levels. This is necessary for consolidating disaster risk and loss information from different sources. In this context, the WCP DRMF foresees the development of a provincial standard for the assessment of priority disaster risks. Once such a standard is made available, it will be the responsibility of the CWDM DRMC to adapt such standard for application in the district and all local municipalities.

In the interim, prior to the development of such a standard:

- all proposed disaster risk assessments planned by the CWDM and all local municipality must be reviewed by the District Coordinating Forum or to commissioning of the assessments.
- all proposed disaster risk assessments planned by local municipalities must be reviewed by the CWDM DRMC prior to commissioning of the assessments.

2.8 Consolidation and classification of disaster risk information

Hazard and vulnerability assessment findings must be consolidated according to uniform classifications. This facilitates integrated multisectoral planning across district and local municipal departments and with other partners. It also supports disaster risk management co-operation between administrative areas (for example, two or more local municipalities) affected by the same risk. An internationally recognised classification of hazards that should be used is given in Table 4. This classification is provided by the United Nation’s International Strategy for Disaster Reduction. Vulnerability should be assessed as social, economic, political, environmental or physical (infrastructure). As vulnerability factors are often the major drivers of disaster risk, rather than external hazard processes, it is critical to identify these during a disaster risk assessment. This provides important insights for developing vulnerability reduction interventions that lower the levels of disaster risk.

<table>
<thead>
<tr>
<th>Natural hazards</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Geological</td>
<td>Landslides, rockslides, liquefaction, subsidence</td>
</tr>
<tr>
<td>Biological</td>
<td>Epidemic diseases affecting people or livestock, veld fires, plant infestations</td>
</tr>
<tr>
<td>Hydrometeorological</td>
<td>Floods, debris flows, tropical cyclones, storm surges, severe storms, drought, desertification</td>
</tr>
<tr>
<td>Technological hazards</td>
<td>Industrial pollution, nuclear activities, toxic waste, dam failure, transport accidents</td>
</tr>
<tr>
<td>Environmental hazards</td>
<td>Land degradation, deforestation, loss of biodiversity</td>
</tr>
</tbody>
</table>
ANNEXURE K: AMENDING THE CAPE WINELANDS DISTRICT MUNICIPALITY’S DRMF

1. INTRODUCTION

The Head of the CWDM DRMC remains the custodian of the DRMF. It is, however, the responsibility of the CWDM council to ensure the adoption, implementation and/or any amendments of the DRMF.

2. POLICY MAKING PROCESS

All policy making and policy changes relating to disaster risk management must emanate from the CWDM DRMC. Thus, the DRMC must establish a mechanism for public involvement in the policy making and amendment process. The DRMC must forward any policy changes and recommendations to the district DRMAF. On recommendation of the DRMAF the DRMC must table any policy changes and recommendations to the District Coordinating Forum. In order to ensure inclusivity and continuity, the District Coordinating Forum, consisting of all Executive Mayors, Deputy Mayors and Municipal Managers is the highest management forum in the district for disaster risk management. Any changes and/or amendments to the DRMF of the CWDM must be tabled at the Forum for consideration. The Forum in turn will advise council as to possible policy changes.

![figure 1: CWDM Disaster Risk Management Policy making process](image-url)
ANNEXURE L: DECLARATION OF A LOCAL STATE OF DISASTER

In terms of section 55 of the Disaster Management Act 57 of 2002, the CWDM Council, having primary responsibility for disaster risk management in the geographical area of the CTMM, hereby, by notice in the Western Cape Provincial Gazette, declare the [event], which threatens to affect, or are affecting the CWDM on [date] in the following areas:

- [List area here]
- [List area here]
- [List area here]

as a local state of disaster due to the following circumstances:

- existing legislation, disaster risk reduction interventions, contingency measures and capacities of the CWDM do not make adequate provision for dealing with this threat or disaster;
- [and/or] other special circumstances warrant the declaration of this local state of disaster.

This declaration and classification of a local state of disaster within the CWDM is subject to a disaster assessment by the National Disaster Management Centre in terms of section 23 of the above-mentioned Act.

This declaration lapses in three (3) months, or can be terminated by the CWDM Council, or can be extended on a month-to-month basis by the CWDM Council, by notice in this Gazette.
ANNEXURE M: CONTINGENCY PLAN DEVELOPMENT TEMPLATE

**Purpose:** The purpose of this template is to guide municipal departments and entities in compiling contingency plans for generic actions as identified by the Disaster Risk Management Plan of the CWDM.

**Usage:** Each task team/department/municipal entity must use the following template to develop a contingency plan for their specific actions in terms of the identified generic actions. Each heading is briefly described. Any uncertainties should first be referred to the municipal disaster management Centre for clarification.

## CONTINGENCY PLAN

**[NAME OF CONTINGENCY PLAN FOCUS HERE E.G. EVACUATION]**

<table>
<thead>
<tr>
<th>Document Information</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Document Version Number</td>
<td>Version xx.xx</td>
</tr>
<tr>
<td>Document Type</td>
<td>Contingency Plan</td>
</tr>
<tr>
<td>Short Title</td>
<td></td>
</tr>
<tr>
<td>Long Title</td>
<td></td>
</tr>
<tr>
<td>Applicability</td>
<td>List circumstances and all functions to which this contingency plan apply</td>
</tr>
<tr>
<td>Status</td>
<td>e.g. Draft, For comment, Final</td>
</tr>
<tr>
<td>Main Contributors</td>
<td></td>
</tr>
<tr>
<td>Author</td>
<td></td>
</tr>
<tr>
<td>Date of this Compilation</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Signed off</th>
<th>Proposed by:</th>
<th>Date</th>
<th>Authorised by:</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>[name here]</td>
<td></td>
<td></td>
<td>[name here]</td>
<td></td>
</tr>
<tr>
<td>[name here]</td>
<td></td>
<td></td>
<td>[name here]</td>
<td></td>
</tr>
<tr>
<td>[add more names if required here]</td>
<td></td>
<td></td>
<td>[add more names if required here]</td>
<td></td>
</tr>
<tr>
<td>[add more names if required here]</td>
<td></td>
<td></td>
<td>[add more names if required here]</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Other contingency plans which has a direct bearing on this contingency plan</th>
<th>E.g. Emergency Communication Contingency Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Emergency Financial Procedures</td>
</tr>
<tr>
<td></td>
<td>Search and Rescue etc.</td>
</tr>
</tbody>
</table>
1. **AIM OF THE PLAN**
The aim should clearly spell out the focus area of this plan i.e. “The aim of this contingency plan is to ensure a generic evacuation response within any given CWDM community.”

2. **SCOPE OF THE PLAN**
The scope of the plan should set clear boundaries as to the applicability of this contingency plan i.e. “This plan applies to the occurrence of any hazard within the municipal area of the CWDM which requires an evacuation of the citizens in the area under threat.”

This section should further clearly spell out the different agreed thresholds which must be breached in order for this plan to become effective e.g.:

“This plan applies to the following circumstances:

a. Forewarning (through the CWDM, WCP or a national early warning system) is of such a nature that timely intervention is needed immediately in order to mobilise additional resources to ensure this event does not escalate into a disaster.

b. The responsible municipal department or entity is convinced that their current resources will soon be depleted.

c. The given hazard has already breached the agreed upon threshold for normal operations (as per the hazard specific contingency plans).

d. ………………………

e. ………………………”

Furthermore this section should also provide information on the circumstances in which this plan does not apply e.g. “This plan does not apply in the event that the Western Cape Provincial Disaster Risk Management Centre or the National Disaster Management Centre have activated one of their contingency plans pertaining to this specific hazard type, circumstances and geographical area”

3. **PRIMARY RESPONSIBILITY**
This section should give the detail of the municipal department or entity which has primary responsibility for the development, refinement, execution and updating of this contingency plan. This section should also contain the contact information of the responsible person(s) within this department i.e.:

“The South African Police Service has primary responsibility in the coordination of citizen evacuations. The following persons should be contacted immediately once the agreed thresholds have been breached:

<table>
<thead>
<tr>
<th>Line of management</th>
<th>Name</th>
<th>Designation</th>
<th>Cell no</th>
<th>Work no</th>
<th>Home no</th>
<th>E-mail</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st order</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2nd order</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3rd order</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(NOTE: can be more than 3)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
4. **SECONDARY RESPONSIBILITY**
This section should give the detail of the municipal department or entity which has secondary responsibility for the development, refinement, execution and updating of this contingency plan. This section should also contain the contact information of the responsible person(s) within this department i.e.: "The CWDM Disaster Risk Management Centre has secondary responsibility in the coordination of citizen evacuations. The following persons should be contacted immediately once the agreed thresholds have been breached:

<table>
<thead>
<tr>
<th>Line of management</th>
<th>Name</th>
<th>Designation</th>
<th>Cell no</th>
<th>Work no</th>
<th>Home no</th>
<th>E-mail</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st order</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2nd order</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3rd order (NOTE: can be more than 3)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

5. **PHASES OF ACTION**
This section should contain information on all possible phases of action associated with this contingency plan. Each phase should contain a description of all the possible actions which all role-players must take in order to execute this contingency plan.

6. **CHAIN OF MANAGEMENT** (also referred to as "chain of command")
This section should clearly spell out the chain of management. This chain of management must be linked to all phases as described above. Diagrams (such as the one below) can be used to facilitate understanding and decision-making.

![Diagram](image)

DMC: Disaster Management Centre
RSD: Roads and Stormwater
FR: Emergency Management Services (Fire & Rescue)
MFPD: Metro Police
CC: Communications (Customer Care)
PR: Communications (Public Relations)

Figure 7.1: Typical Flow Chart 1: Chain of Command at Strategic Level during Major Flooding Incident

7. **COMMUNICATION**
This section should give clear guidance as to the lines of communication relating to the generic action(s) in question. This section must contain a list of contact detail (24
hour basis) of all the relevant role-players which needs to be contacted. This communication structure should be directly linked to the incident management model employed by the CWDM.

<table>
<thead>
<tr>
<th>Name</th>
<th>Designation</th>
<th>Cell no.</th>
<th>Home Tel no:</th>
<th>Work Tel no:</th>
<th>E-mail</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

8. **LOGISTIC SUPPORT**
Logistical support entails any special considerations which will be necessary for the effective implementation of this contingency plan. Such support might relate to pre-arrangements with external role-players (e.g. for the provision of food and shelter). Aspects included under this section should assume that these resources will be available once called upon by the department/municipal entity.

9. **SPECIAL CONSIDERATIONS AND KNOCK-ON EFFECTS**
This section should contain any special considerations or knock-on effects (if any) which will be useful for first responders and immediate decision-making e.g. procedures/prevention mechanisms to communicate to first responders in the event of citizens refusal to be evacuated or civil unrest, looting etc.
ANNEXURE N: INCIDENT MANAGEMENT MODEL FOR THE CDWM

The Disaster Management Act 57 of 2002 requires that the CWDM MDRMC ensure a co-ordinated approach to emergency response. For this purpose the following document aims to explain the CWDM Incident Management Model which must be implemented in the CWDM in order to reach the objectives of a Level 2 Disaster Risk Management Plan.

1. Levels of response

Level of response is the generic term to which a numerical tag is applied to indicate the predefined parameters or limits in terms of capability, resources and scope of authority within which a response operation can effectively be managed before a higher level or levels of management are triggered. The numerical tag is applied on an escalating scale, as illustrated in Table 1 below, with a level one being the first level of response up to a level six response which signifies an occurrence which can be classified as a national disaster (or state of disaster). These levels are consistent with the Disaster Management Act and NDMF.

The defining characteristics which distinguish incidents and emergencies from a disaster are firstly, the fact that the scale of the occurrence is such that it exceeds available local capacity to deal with the effects and secondly, the normal functioning of society has been seriously disrupted. It is logical to conclude that in such circumstances where the existing legislation, powers and contingencies of emergency and essential response agencies are inadequate to deal with the effects, the need arises to take extraordinary measures and to engage additional resources from outside of legislative and jurisdictional boundaries of the CWDM.

NOTE: Though a consultative meeting with all response agencies thresholds needs to be determined for response. This in turn must be linked to the contingency plans.

The above inevitably calls for a higher or fourth level of response as it demands the engagement of the next sphere of legislative and jurisdictional authority; executive decision making and direction; and may even require an official declaration to allow the necessary additional powers to be invoked to effectively manage the occurrence. Subsequently a fifth and six level of response can also be identified should the escalation of the event necessitate an even higher jurisdictional response (i.e. from a provincial or the national government - these levels of response will, however not enjoy attention in this document).

<table>
<thead>
<tr>
<th>Level of response</th>
<th>Nature of Response</th>
<th>Trigger which activates next level</th>
</tr>
</thead>
</table>

5 Based on the research conducted by Reid (2005) in fulfilment of a Masters degree in Development and Management at North-West University and which is currently under consideration for national implementation. (see Reid, P.M. (2005), A model for an incident management system for South Africa, Potchefstroom, North-West University, (Dissertation – M.A.). Published in an international peer reviewed journal as: Reid, P. & Van Niekerk, D. 2008. A model for a multi-agency response management system (MARMS) for South Africa. Disaster Prevention and Management. 17. 2.

6 An incident or emergency is any expected or unexpected occurrence requiring emergency response which can be effectively resolved using local primary response capabilities and resources.
Table 1: Levels of response

<table>
<thead>
<tr>
<th>Level</th>
<th>Description</th>
<th>Support Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Single agency response.</td>
<td>Support required from other disciplines in the jurisdiction of the CWDM to effectively manage the situation.</td>
</tr>
<tr>
<td>II</td>
<td>Multi-agency response operations.</td>
<td>Normal internal agency capability and resource capacity depleted; procurement and deployment of additional resources required to effectively deal with the situation with the CWDM.</td>
</tr>
<tr>
<td>III</td>
<td>Multiple inter-agency response operations.</td>
<td>Magnitude exceeds available capability and resources; spans across the jurisdiction of the CWDM and/or legislative boundaries.</td>
</tr>
<tr>
<td>IV</td>
<td>Multiple jurisdictional response operations constituting a local state of disaster.</td>
<td>Engagement of resources from outside CWDM jurisdictional boundaries; additional powers invoked to deal effectively with the situation.</td>
</tr>
<tr>
<td>V</td>
<td>Multiple jurisdictional response operations constituting a provincial state of disaster.</td>
<td>Engagement of resources from outside jurisdictional boundaries; additional powers invoked to deal effectively with the situation (Western Cape PDRMC).</td>
</tr>
<tr>
<td>VI</td>
<td>Multiple jurisdictional response operations constituting a national state of disaster.</td>
<td>Engagement of resources from outside jurisdictional boundaries; additional powers invoked to deal effectively with the situation (NDMC).</td>
</tr>
</tbody>
</table>

2. A model for a multi-agency response management system (MARMS) for the CWDM

The model, aims to provide a generic framework on which a comprehensive multi-agency response management system can be developed for the CWDM. The model does not strive to provide a system which addresses the intra-disciplinary operating procedures of the individual response agencies which is commonly referred to as an Incident Command System but focuses on the management of multi-agency responses which is the responsibility of the MDRMC.

In the research conducted it emerged that the lack of concisely defined standard reporting procedures in CWDM prevents the necessary escalation to higher levels of response management. Consequently the level of coordination, integration of operations, direction and decision-making demanded by events of significance is impeded. It applies particularly when multiple events of significance occur simultaneously which may not individually constitute a disaster, but the sum of which requires the application of extraordinary measures.

The advantage of this model therefore is that it provides for the natural escalation of the management function from a single agency response to a routine occurrence; to a multi-agency response to a single occurrence or multi-agency responses to a series of occurrences within a single jurisdiction (e.g. CWDM); as well as to multi-jurisdictional responses within a particular sphere of local government and right up through the second sphere to national government.

The model provides a seamless environment for integrating and coordinating operational responses; for tactical and strategic decision-making; and for invoking extraordinary powers for the effective resolution of the situation and is applicable for any type of occurrence regardless of its origin. The most significant concept which emerged from the research was the logic to move away from linking the term ‘incident’ to the title of a system which is designed to provide for graduated levels of

---

7 Not covered in this document.
8 Not covered in this document.
managing response across the spectrum of occurrences in respect of magnitude as opposed to response to an incident. In support of this approach was the fact that the use of the terms ‘incident’ and ‘disaster’ conveyed a 'stop, start' context which inhibited the natural escalating management concept. Consequently the use of a generic term which describes the exact purpose which a system of this nature is designed to serve, was adopted and hence this model is referred to as the ‘Multi-agency Response Management System’ (MARMS).

Figure 1 below is a flowchart diagrammatical representation of the MARMS model for the CWDM. The different aspects of the flowchart will briefly be discussed below in order to clarify its exact application.

2.1 Level One Response

A level one response constitutes the response to an incident involving a single agency of the CWDM which has statutory responsibility to deal with the primary effects of the incident. The scope of management applied in a level one response is that of vertical command and decision-making, exercised by the Agency Commander\(^9\) over own agency resources from an Agency Command Post (ACP)\(^10\). Reporting is executed in terms of internal agency operating protocols. Triggers for the escalating of a level one response to that of a level two response are dependant on: whether the authority or jurisdiction of the responding agency has been exceeded; the capability of the responding agency has been exceeded; or the resources of the responding agency has been depleted. Once the incident escalates to such an extent that the primary agency needs support from allied agencies with which the primary agency has concluded mutual assistance agreements, or support services from other disciplines operating within the jurisdiction manage the situation effectively, then the Agency Commander activates a level two response.

2.2 Level Two Response

A level two response applies to an incident demanding the response of the primary agency which has statutory responsibility to deal with the primary effects of the incident; and support agencies from other disciplines within the same jurisdiction which have statutory responsibility to deal with the secondary effects of the incident. A level two response may also involve support agencies from the same discipline as the primary agency with which the primary agency has concluded mutual assistance agreements.

---

\(^9\) An agency commander is the individual in whom the responsibility is vested to manage a level 1 response by exercising vertical command over the operational activities of a single response agency.

\(^10\) Agency command post denotes the location usually on-site, from which the agency commander operates to manage a level 1 response.
The span of management applied in a level two response is that of horizontal coordination and decision-making exercised by the Incident Coordinator (IC)\textsuperscript{11} who

\textsuperscript{11} An incident coordinator is the individual responsible for management of a level 2 response. The incident coordinator is assigned by the primary response agency and is responsible to exercise horizontal coordination over an incident which spans across individual agency commands and is vested with the responsibility to task other response agencies according to the demands of the incident in pursuance of integrated and coordinated operations for the effective resolution of the incident.
establishes an Incident Coordination Post (ICP)\textsuperscript{12}. From this post the overall management of the situation takes place, spanning across all the agency commands involved in the response operation without impinging on the authority exercised by the individual agency commanders in the management of their own agency operations. Reporting is executed in terms of internal agency operating protocols for agency on site operations and to the ICP by means of situation reports in accordance with pre-determined standard operating protocols and for notification to the ICP that saturation of available own agency resource thresholds is approaching. Once the incident demands required to effectively manage the situation exceed the available own resource thresholds of any agency in terms of personnel, equipment and organisational capabilities, then the Incident Coordinator activates a level three response.

### 2.3 Level Three Response

A level three response constitutes a response involving multiple agencies to an incident, the magnitude of which, demands resources in excess of the available own resource thresholds of any single agency which has statutory responsibility to deal with the primary or secondary effects of the incident. Such a response would therefore demand human, equipment or organisational capabilities and/or decision-making which exceed local capacity to the extent that it requires the engagement of either executive decision making, resources from outside of jurisdictional boundaries, or powers to invoke extraordinary measures. Such an escalation can also be classified as a local (state of) disaster and where necessary declared as a municipal or local state of disaster.

The span of management applied in a level three response is that of horizontal coordination and decision-making, exercised from the Joint Operations Centre (JOC)\textsuperscript{13} which is established by the JOC Coordinator. The JOC Coordinator\textsuperscript{14} is the individual vested with the responsibility to manage a level three response. The JOC Coordinator in the CWDM is the Head of the DRMC.

The responsibility is assigned to the JOC Coordinator by the municipality which, in terms of the disaster management policy and legislation has been assigned primary responsibility for the coordination and management of disasters which are occurring or threatening to occur in the jurisdiction of that municipality.

Once the incident demands required to effectively manage the situation are such that local resource thresholds are reaching saturation or exceed jurisdictional or legislative authority then the JOC Coordinator reports the situation to the MDRMC and the Head of the Centre activates a level four response.

\[\text{\textsuperscript{12}}\text{ Incident coordination post denotes the location from which the incident coordinator operates and manages a level 2 response. The establishment of an incident coordination post is an operational imperative vested in the primary response agency immediately a support agency arrives on-site.}\]

\[\text{\textsuperscript{13}}\text{ The term joint operations Centre denotes the off-site location from which the JOC Coordinator operates for management of a level 3 response. The establishment of the JOC is an operational imperative vested in the Head of the Disaster Risk Management Centre. The JOC is established in a fixed location which in the case of a single level 3 response operation may be close to the site. In the case of multiple level 3 response operations taking place in the jurisdiction of the CWDM, the JOC is established at fixed pre-determined decentralised geographically and logistically appropriate locations.}\]

\[\text{\textsuperscript{14}}\text{ The JOC Coordinator is the individual vested with the responsibility to manage a level 3 response. The responsibility is assigned to the JOC Coordinator by the MDRMC. The JOC Coordinator is supported by assigned senior representatives of the relevant support agencies and facilitates a joint decision making process and logistical support to ensure the optimal utilisation of resources.}\]
2.4 **Level Four Response**

A level four response applies to a single occurrence of such magnitude that it demands human, equipment or organisational capabilities and/or decision making which exceeds local capacity. It can also be a series of Level three response operations taking place simultaneously in the jurisdiction of the CWDM. Such a response can accordingly be classified as a local disaster and where necessary declared as a local state of disaster.

The span of management applied in a level four response is that of direction spanning horizontally across jurisdictional boundaries; executive decision making; invoking extraordinary statutory powers necessary to deal effectively with the situation and is exercised by the Head of the Municipal Disaster Risk Management Centre supported by the Management Team represent in the Disaster Operations Centre (DOC)\(^1\) within the MDRMC.

Once the demands required to effectively co-ordinate and manage the disaster are such that resource thresholds of the CWDM are reaching saturation or exceed jurisdictional or legislative authority then the Head of the MDRMC reports the situation to the Western Cape Provincial Disaster Risk Management Centre (PDPRMC) thus activating a level five response.

2.5 **Level Five Response**

A level five response applies to an occurrence of such magnitude that it exceeds the statutory and jurisdictional capabilities of a single district or metropolitan municipality to deal with it effectively or a series of Level four response operations taking place simultaneously in the jurisdiction of a given province. Such an event can accordingly be classified as a provincial disaster and where necessary declared as provincial state of disaster. In the event of an escalation to a Level Five response, the management of the disaster will be given over to the Western Cape PDPRMC by the Head of the CWDM MDRMC.

3. **Systematic representation of MARMS for CWDM**

In this section the MARMS model will be systematically presented using a graduated format to illustrate four escalating levels of response management for the CWDM.

In the model:

- Solid black arrows denote span of management and authority;
- Dotted blue arrows denote communication lines;
- Solid orange arrows denote situation reporting lines;
- Solid red lines denote jurisdictional resource/capability/authority limits approaching/reached; and,
- Dotted red arrows denote triggers signalling the escalation the next level of response.

---

\(^{1}\) The disaster operations Centre is a fixed physical conference type location within the disaster risk management Centre complex of the CWDM. It is the location from which level 4, 5, and 6 response operations are directed.
Figure 2: Key to figures in the model
3.1 **MARMS: Level 1 Response**

A level 1 response constitutes the response to an incident involving a single CWDM agency which has statutory responsibility to deal with the primary effects of the incident.

### 3.1.1 Span of management and scope of authority

The scope of management applied in a level 1 response is that of vertical command and decision making, exercised by the Agency Commander over own agency resources from an Agency Command Post (ACP).

![Diagram](image)

**Figure 3:** Span of Management Level 1 Response

### 3.1.2 Communication

A level 1 response involves two way vertical communication between the agency commander and agency personnel on-site; horizontal communication between agency personnel in the execution of their duties; and two way vertical communication between the agency commander and the agency headquarters.

### 3.1.3 Reporting

Reporting is executed in terms of internal agency operating protocols.

### 3.1.4 Triggers for escalating to a level 2 response

Immediately the incident demands:
• support from allied agencies with which the primary agency has concluded mutual assistance agreements; or
• support services from other disciplines operating within the jurisdiction;

to effectively manage the situation then the Agency Commander activates a level 2 response.

Figure 4: Level 2 Response Activation

### 3.2 MARMS: Level 2 Response

A level 2 response applies to an incident demanding the response of:

- the primary agency which has statutory responsibility to deal with the primary effects of the incident; and
- support agencies from other disciplines within the same jurisdiction which have statutory responsibility to deal with the secondary effects of the incident

**Note:** A level 2 response may also involve support agencies from the same discipline as the primary agency with which the primary agency has concluded mutual assistance agreements.

### 3.2.1 Span of management and scope of authority

The span of management applied in a level 2 response is that of horizontal coordination and decision making exercised by the Incident Coordinator (IC) who establishes an Incident Coordination Post (ICP) from which the overall management of the situation takes place, spanning across all the agency commands involved in
the response operation without impinging on the authority exercised by the individual agency commanders in the management of their own agency operations.

Figure 5: Span of management Level 2 Response

3.2.2 Communication

A level 2 response involves:

- two way vertical communication between the agency commanders and agency personnel in the execution of their operational on-site duties;
- two way vertical communication between agency command posts and their agency headquarters for reporting, operations and own resource management only;
- two way vertical communication between agency command posts and the Incident Coordination Post for integrated and co-ordinated on-site operations; and
- horizontal two way communications between agency personnel within and across agencies for the execution of their duties.
3.2.3 Reporting

Reporting is executed in terms of internal agency operating protocols for own agency on site operations; and to the ICP by means of situation reports in accordance with pre-determined standard operating protocols and for notification to the ICP that saturation of available own agency resource thresholds is approaching.

3.2.4 Triggers for escalating to a level 3 response

Immediately the incident demands required to effectively manage the situation exceed the available own resource thresholds of any agency in terms of:

- personnel;
- equipment; and
- organisational capabilities;

then the Incident Coordinator activates a level 3 response.
3.3 **MARMS: Level 3 Response**

A level 3 response constitutes a response involving multiple agencies to an incident, the magnitude of which, demands resources in excess of the available own resource thresholds of any single agency which has statutory responsibility to deal with the primary or secondary effects of the incident which demands human, equipment or organisational capabilities and/or decision making which exceeds local capacity to the extent that it requires the engagement of either:

- executive decision making; or
- resources from outside of jurisdictional boundaries; or
- powers to invoke extraordinary measures;

and accordingly can be classified as a local disaster and where necessary declared as municipal state of disaster.

### 3.3.1 Span of management and scope of authority
The span of management applied in a level 3 response is that of horizontal coordination and decision making, exercised from the Joint Operations Centre (JOC) which is established by the JOC Coordinator.

3.3.2 Communication

A level 3 response involves:

- two way vertical communication between the agency commanders and agency personnel in the execution of their operational on-site duties;
- horizontal communication between the agency personnel both within agencies and across agencies;
- two way vertical communication between agency command posts and their agency headquarters for reporting, operations and own resource management only;
- two way vertical communication between agency command posts and the Incident Coordination Post for integrated and co-ordinated on-site operations;
- two way vertical communication between the Incident Coordination Post/s and the Joint Operations Centre;
- horizontal communication between JOCs within the jurisdiction for situation reporting only;
- two way vertical communication between the Joint Operations Centre and the Municipal Disaster Management Centre (MDRMC);
- two way vertical communication between the at the MDRMC and affected and at risk communities and areas;
• horizontal communication between the MDRMC and relevant neighbouring MDRMCs;
• two way vertical communication between the MDRMC and the relevant Provincial Disaster Management Centre (PDMC); and
• two way vertical communication between the MDRMC and the National Disaster Management Centre (NDMC)

3.3.3 Reporting

Reporting lines for a Level 3 Response are as follows:

• according to intra agency operating protocols for own agency on site operation;
• to the ICP by means of situation reports in accordance with pre determined standard operating protocols and for notification to the ICP that saturation of available own agency resource thresholds is approaching;
• from the ICP to the JOC for situation reporting according pre determined reporting protocols and for all additional resources requirements which exceed the available own resource thresholds of any agency in terms of personnel, equipment or organisational capabilities;
• between the JOC or JOCs and the relevant Municipal Disaster Management Centre (MDRMC) for situation reporting only;
• between the MDRMC and the PDMC for situation reporting;
• between the MDRMC and the NDMC for situation reporting;
• between the at the MDRMC (CCC) and affected and at risk communities and areas for assessment situation reporting and early warnings; and
• between the at the MDRMC and neighbouring MDRMCs for situation reporting and early warnings.
3.3.4 Triggers for escalating to a level 4 response

Immediately the incident demands required to effectively manage the situation are such that local resource thresholds are reaching saturation or exceed jurisdictional or legislative authority in terms of:

- human resources;
- equipment resources;
- organisational capabilities;
then the JOC Coordinator reports the situation to the MDRMC and the Head of the Centre activates a level 4 response.

Figure 10: Level 4 Response activation

3.4 **MARMS: Level 4 Response**

A level 4 response applies to:

- a single occurrence of such magnitude that it demands human, equipment or organisational capabilities and/or decision making which exceeds local capacity to the extent that it requires the engagement of either:
  - executive decision making; or
  - resources from outside of jurisdictional boundaries; or
  - powers to invoke extraordinary measures;

- and accordingly can be classified as a local disaster and where necessary declared as a local state of disaster.
• a series of Level 3 response operations taking place simultaneously in the jurisdiction of:
   a single local municipality; or
   in multiple local municipalities within the jurisdiction of a district municipality; or
   a metropolitan municipality,

the sum of which demands human, equipment or organisational capabilities and/or decision making which exceeds local capacity to the extent that it requires the engagement of either:

   executive decision making; or
   resources from outside of jurisdictional boundaries; or
   powers to invoke extraordinary measures;

• and accordingly can be classified as a local disaster and where necessary declared as municipal state of disaster.

3.4.1 Span of management and scope of authority

The span of management applied in a level 4 response is that of direction spanning horizontally across jurisdictional boundaries; executive decision making; invoking extraordinary statutory powers necessary to deal effectively with the situation and is exercised by the Head of the Municipal Disaster Management Centre supported by the Disaster Direction Team from the Disaster Operations Centre (DOC) within the MDRMC.
3.4.2 Communication

A level 4 response involves:

- two way vertical communication between the Joint Operation Centre or Centres in the case of a series of Level 3 responses taking place in the same municipal jurisdiction and the MDRMC;
- horizontal communication between the JOCs for situation reporting
- two vertical communications between the MDRMC and affected and at risk communities and areas for assessment situation reporting and early warnings;
- two way vertical communication between the MDRMC and the PDRMC for situation reporting;
- horizontal communication between the MDRMC and relevant neighbouring MDRMCs for situation reporting; and

Figure 11: Span of management Level 4 Response
two vertical communication between the MDRMC and the NDMC for situation reporting.

3.4.3 Reporting

Reporting lines for a Level 4 Response are as follows:

- according to intra agency operating protocols for own agency on site operations;
- to the ICP by means of situation reports in accordance with pre determined standard operating protocols and for notification to the ICP that saturation of available own agency resource thresholds is approaching;
- from the ICP to the JOC for situation reporting according to pre determined reporting protocols and for all additional resources requirements which exceed the available own resource thresholds of any agency in terms of personnel, equipment or organisational capabilities;
- between the JOC or JOCs and the relevant Municipal Disaster Management Risk Centre (MDRMC) for situation reporting;
- between the MDRMC and the JOC or JOCs for direction;
- between the MDRMC and relevant neighbouring MDRMCs for situation reporting;
- between the MDRMC and the PDRMC for situation reporting; and
- between the MDRMC and the NDMC for situation reporting

Figure 12: Communication and reporting lines for Level 4 Response

3.4.4 Triggers for escalating to a level 5 response
Immediately the demands required to effectively co-ordinate and manage the disaster are such that resource thresholds of a district or metropolitan municipality are reaching saturation or exceed jurisdictional or legislative authority in terms of:

- human resources;
- equipment resources;
- organisational capabilities;
- contingency reserve thresholds;

then the Head of the MDRMC reports the situation to the PDRMC thus activating a level 5 response.