



BUFFALO CITY METROPOLITAN MUNICIPALITY
DISASTER MANAGEMENT POLICY

Version 1.0

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DEFINITIONS AND ACRONYMS

Acronyms

BCMM	Buffalo City Metropolitan Municipality
DMA	Disaster Management Act No 57 of 2002
IDP	Integrated Development Plan
KPA	Key Performance Area
MDMC	Municipal Disaster Management Centre
NDMF	National Disaster Management Framework of 2005
SOP	Standard Operating Procedure

Definitions

<i>Disaster</i>	A natural or human-caused event, occurring with or without warning, causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope with its effects using only their own resources. A disaster results from a combination of hazards, conditions of vulnerability and insufficient capacity or measures to reduce the potential negative consequences of the disaster risk.
<i>Disaster Risk Management</i>	The systematic process of using administrative decisions, organisation, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impact of natural hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to prevent or to limit (mitigation and preparedness) adverse impacts of hazards.
<i>Hazard</i>	A potentially damaging physical event, phenomenon and/or human activity that may cause the loss of life or injury, property damage social, economic disruption or environmental degradation. Hazards include latent conditions that may represent future threats and can have different origins: natural (geological, hydrometeorological and biological) or induced by human processes (environmental degradation and technological hazards).
<i>Vulnerability</i>	The degree to which an individual, a household, a community, an area or a development may be adversely affected by the impact of a hazard. Conditions of vulnerability and susceptibility to the impact of hazards are determined by physical, social, economic and environmental factors or processes.
<i>Capacity</i>	A combination of all the strengths and resources available within a community, society or organisation that can reduce the level of risk or the effects of a disaster. Capacity may include physical, institutional, social or economic means as well as skilled personnel or collective attributes such as leadership and management.
<i>Disaster Risk</i>	The probability of harmful consequences or expected losses (deaths, injuries, property, livelihoods, disrupted economic activity or environmental damage) resulting from the interaction between natural or human-induced hazards and vulnerable conditions.
<i>Disaster Risk Reduction</i>	The conceptual framework of elements considered with the possibilities to minimise vulnerabilities and disaster risk through a society to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards within the broad context of sustainable development.
<i>Disaster Management Centre</i>	Physical structure that accommodates all activities required for the effective implementation of disaster management initiatives, which includes the infrastructure that supports these initiatives. In addition, a centre includes the institutional arrangements, personnel and processes that would enable the implementation of disaster management initiatives in the area.



CHAPTER ONE: INTRODUCTION & BACKGROUND

1.1 EXECUTIVE SUMMARY

The Buffalo City Metropolitan Municipality is required to establish a Disaster Risk Management Policy Framework¹ for the effective implementation of disaster risk management in the area, as per Section 42(1) of the Disaster Management Act No 57 of 2002². Guided by the National Disaster Management Act and Framework, a fully inclusive participation process was followed to ensure that the Policy was representative of all role-players in the area. The policy is underpinned by the principles of disaster management as per the Green Paper on Disaster Management³, building on a solid foundation of ethics, priorities and the overall wellbeing of the people of Buffalo City Metropolitan Municipality.

1.2 PURPOSE

The Disaster Risk Management Policy for the Buffalo City Metropolitan Municipality document is the legal instrument specified by the Disaster Management Act No 57 of 2002, section 42 (1) for the effective implementation of disaster risk management in the area. It is guided by the Policy Framework for Disaster Risk Management in South Africa, and keeping this in mind, it aims to provide 'a coherent, transparent and inclusive policy on disaster management topics' for the Buffalo City Metropolitan Municipality (BCMM) area.

The functions of the Disaster Risk Management Policy for BCMM include:

- To guide the development and implementation of disaster risk management as per the Disaster Management Act;
- To establish prevention and mitigation as the focus of all disaster risk management initiatives;
- To facilitate cooperation between various disaster risk management role players;
- To give effect to co-operative governance concerning disaster risk issues which includes determining primary and secondary roles and responsibilities and the allocation of such roles and responsibilities to the various stakeholders;
- To guide the development of the disaster risk management function in the BCMM;
- To facilitate the inclusion of the private sector, Non-Governmental Organisations (NGOs), traditional leaders, technical experts, volunteers, the community and other relevant role-players in disaster risk management in the BCMM;
- To enable disaster risk management capacity building, training and education, and promote applicable research;
- To guide the development of a comprehensive information management system;
- To provide a framework within which organs of state may fund disaster risk management with specific emphasis on preventing or reducing the risk of disasters; and
- To provide key performance indicators in respect of the various aspect of disaster risk management.

In order to achieve this, all municipal entities, non-governmental organisations relevant to disaster management and the private sector were included in its development and will be included during its implementation.

¹ For the purposes of this document, the term 'Policy' and 'Framework' will be used interchangeably

² South Africa, 2004. *Disaster Management Act No 57 of 2002*. Pretoria: State Printer

³ South Africa.1998. *Green Paper on Disaster Management*. [Online] Retrieved from: www.info.gov.za/view/DownloadFileAction?id=68922



1.3 HISTORICAL BACKGROUND

During 2005, a draft disaster management policy document was developed for the Buffalo City Municipality. As Buffalo City was then a Category B Municipality, the legal requirement to finalise and implement a policy was not mandatory and subsequently, the need to finalise such a document was not obligatory. In May 2011 however, Buffalo City Metropolitan Municipality was established and as per the Disaster Management Act No 57 of 2002², all Metropolitan Municipalities are required to have an integrated and coordinated disaster risk management policy.

A discussion document explaining the need for a policy document was drafted and circulated. Through a number of workshops during April 2012, the discussion document was explained to all stakeholders. Public comments were collected during April 2012 and incorporated into a draft policy document for a second round of public commenting. The policy document will be finalised during June 2012 and put forward to Council for approval.

1.4 LEGAL BACKGROUND

The requirement for a Disaster Risk Management Policy for the Buffalo City Metropolitan Municipality originates from a legislative context that was built from the late nineties. Due to major flooding in the Cape Flats during June 1994, a paradigm shift occurred in terms of disaster risk management in South Africa where previously only response and recovery were the focus, more emphasis was given to risk reduction efforts. The Green Paper³ on Disaster Management was the first guiding document for the discipline in South Africa in 1998, followed by the White Paper⁴ in 1999 and their integration into the Disaster Management Act² in 2002. The Policy Framework for Disaster Risk Management in South Africa⁵ was then promulgated in 2005, furthering the implementation of the Act in South Africa.

Green Paper on Disaster Management, 1998

The South African government re-visited the Civil Protection Act of 1977 and initiated conversations between all relevant stakeholders regarding an improved and all-inclusive approach to disaster management in the country. The Green Paper alluded to the then current disaster management principles and approaches as well as proposals of a legislative framework that was opened for public comment in 1998.

After public comments were received, the White Paper on Disaster Management was compiled to further South Africa's goal for effective and all-encompassing Disaster Management Legislation.

White Paper on Disaster Management, 1999

Subsequent to public comment on the Green Paper, the White Paper amalgamated all inputs into a policy document and was propagated in 1999. The White Paper introduced a new paradigm in the management of disasters, by placing an emphasis on risk reduction and preparedness, in addition to the historical response and recovery function of civil protection.

⁴ South Africa. *White Paper on Disaster Management*. 1999. State Printers: Pretoria

⁵ South Africa. *Policy Framework for Disaster Risk Management in South Africa*. 2005. Pretoria: Government Press



Succeeding the White Paper on Disaster Management, the South African Disaster Management Act and the Policy Framework for Disaster Risk Management in South Africa were developed and promulgated and have become the National guiding legislation for Disaster Risk Management in the country.

Disaster Management Act No 57 of 2002

The Disaster Management Act (the Act) is the South African steering document for all disaster risk management related initiatives. By 2003, the Disaster Management Act was promulgated and out of this act promulgated the Policy Framework for Disaster Risk Management in South Africa, also known as the National Disaster Management Framework (NDMF), which as stipulated by the Act allows for explanation thereof and guides the implementation of the Act.

Policy Framework for Disaster Risk Management in South Africa, 2005

The National Disaster Management Centre prepared a Policy Framework for Disaster Risk Management in South Africa which aims to guide the development and implementation of disaster management in South Africa. The Framework comprises of four Key Performance Areas (KPAs) and three enablers which speak to and support the implementation of all four KPAs.

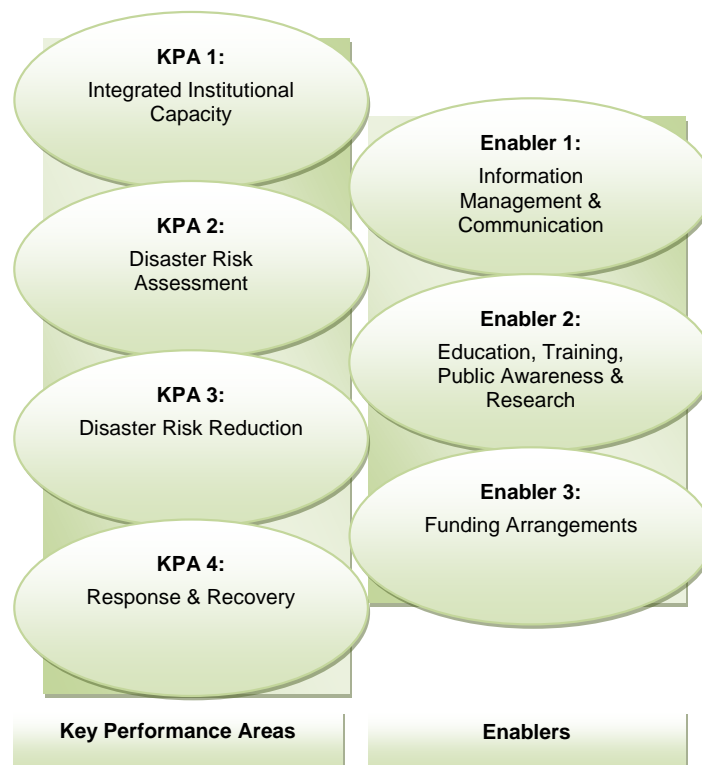


Figure 1 Policy Framework for Disaster Risk Management in South Africa Structure



Disaster Management Regulations, Disaster Management Act, 2005

The Disaster Management Regulations flowed from the Act and pertain to the establishment of disaster risk management volunteer units, their membership, nature of proposed services, training and all other matters inherent thereto. In addition, regulations relating to Disaster Management Plans are explained and include details of records to be kept regarding prevention and mitigation initiatives, development projects, procurements of any goods or services and response planning for specific hazards.

BCMM Disaster Management Policy document: Legal requirements

Within the BCMM context, the Act stipulates in section 42 that *'Each metropolitan and each district municipality must establish and implement a framework for disaster management in the municipality aimed at ensuring an integrated and uniform approach to disaster management in the BCMM area by (a) the municipality and statutory functionaries of the municipality, including, in the statutory functionaries in the municipality.; (b) all municipal entities operating in the area; (c) all non-governmental institutions involved in disaster management in the area; (d) and the private sector.'* The policy framework should be consistent with the provisions of the Act, the Policy Framework for Disaster Risk Management in South Africa and the disaster management framework of the Eastern Cape Province.

1.5 INSTRUMENTS OF IMPLEMENTATION

In order to realise the legislative requirements with regards to disaster management within the BCMM, several Instruments of Implementation are required and can be utilised to the benefit of officials and organisations alike.

BCMM Disaster Risk Management Policy

Purpose: This document is to provide a policy framework within which Disaster Management is practiced in the Buffalo City Metropolitan Municipality area.

Status: This document is a sector plan within the Integrated Development Plan (IDP) plan in terms of section 26(g) of the Municipal Systems Act (Act 32 of 2000) and section 53 (2) (a) Disaster Management Act (Act 57 of 2002).

Review Period: The Head of the Disaster Risk Management Centre of the BCMM is the custodian of the Policy and should thus ensure its review. The Policy must be reviewed every five years. The revision must coincide with the IDP Cycle.

Policies

Purpose: To create parameters in which standardised decisions provide pre-determined solutions to recurring questions and problems.

Status: Policies are developed by officials and ratified and approved by council as and when required.



Review Period: Each respective policy must be reviewed every three to five years to ensure that is relevant and serves the purpose for which it was intended.

Sector Plans

Purpose: To provide strategic direction for a specific sector or service. Sector Plans must contain a Disaster Risk Management component that analyses disaster risk and addresses prevention, mitigation, preparedness and response and recovery, including information management, education, training, awareness and research elements.

Status: Sector Plans are approved by council and inform the IDP.

Review Period: Review of Sector Plans must be linked to the IDP and Budget Cycles.

Institutional Score Cards

Purpose: Municipalities are required to have a Performance Management System that describes performance planning, monitoring, measurement, review, reporting and improvement. The Institutional Score Card is the instrument used for this purpose. Strategic Disaster Risk Management components must be included in the Institutional Score Card.

Status: Performance Management is addressed in Chapter 3 of Local Government: Municipal Planning and Performance Management Regulations, 2001⁶.

Review Period: Reviewed according to prescribed timeframes.

Section 57 Contracts and Score Cards

Purpose: To create accountability for Disaster Risk Management, Disaster Management must feature in the Section 57 Contracts and Score Cards of Senior Managers.

Status: This is a tool to measure performance of Senior Managers as addressed in Local Government: Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to Municipal Managers, 2006⁷.

Review Period: Those Contracts and Score Cards are subject to annual review.

⁶ South Africa. 2001. *Municipal Planning and Performance Management Regulations, 2001*. Government Notice 796 in Government Gazette 22605, 24 Aug 2001.

⁷ South Africa. 2006. *Local Government: Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to Municipal Managers, 2006*. Government Notice R805 in Government Gazette 29089, 1 Aug 2006.



Integrated Development Plan (IDP)

Purpose: The Integrated Development Plan (IDP) of the BCMM must contain a Disaster Risk Management component that addresses the assessment of all Disaster Risk and assigns responsibilities for prevention, mitigation, preparedness and response and recovery to appropriate Department and Services, in order to promote an environment of risk management, so that sustainable development is promoted.

Status: The inclusion of Disaster Risk Management in the BCMM IDP is addressed in Section 26(g) of the Municipal Systems Act (No 32 of 2000) as well as section 53(2)(a) of the Disaster Management Act (No 57 of 2002).

Review Period: The review period is concurrent with the IDP cycle.

Services Delivery Budget Implementation Plan (SDBIP)

Purpose: The SDBIP is the instrument that ensures that service delivery is linked to the BCMM budget. All Disaster Risk Management activities, including risk assessment, risk reduction, preparedness, response and recovery must be reflected in the SDBIP by the Disaster Management Centre and all Sector Departments.

Status: Section 53(1)(c)(ii) of the Municipal Finance Management Act (Act 56 of 2003).

Review Period: Annual revision with quarterly reporting.

Disaster Risk Management Sector Plans

Purpose: To provide co-ordination and integration of all stakeholders, with regard to risk assessment, risk reduction, preparedness, response and recovery relating to hazards, risk, vulnerability and capacity in a Sector or for a specific hazard.

Status: Section 1.3.1.3 of the Policy Framework for Disaster Risk Management in South Africa published under Government Notice 654 of 2005

Contractual Instruments including Letters of Appointment, Section 57 contracts, Service Level Agreements and Memoranda of Understanding, will be used to secure commitment.

Review Period: Disaster Risk Management Sector Plans must be evaluated after each activation and revised accordingly. All DRM Sector Plans must be reviewed at least once every five years.

Community Based Disaster Risk Management Plans

Purpose: These plans address Disaster Risk Management within communities at risk. The specific community, the Ward Councillor and specific departments and services required to manage the identified risks are all stakeholders.

Status: This is addressed in Section 1.3.2.2 of the Policy Framework for Disaster Risk Management in South Africa published under Government Notice 654 of 2005.



Stakeholder buy-in must be under-pinned by means of contracts and agreements. Community involvement will be on a voluntary basis.

Review Period: Community Based Disaster Risk Management Plans must be evaluated after each activation and revised accordingly. All community based plans must be reviewed at least once every five years.

By-Laws

Purpose: By-Laws enforce compliance through prescribed penalties for contravention thereof. They can be used to enforce aspects of Disaster Risk Management within the BCMM.

Status: Sections 55(2); 55(3) and 55(4) provide the terms and conditions under which a Municipality may make By-Laws under the Disaster Management Act (Act 57 of 2002).

Municipalities are authorised to make By-Laws pertaining to numerous aspects which impact on disasters and Disaster Risk Management in terms of Sections 11, 12, 13, 14, and 15 of the Municipal Systems Act (Act 32 of 2000) as well as other national legislation.

Review Period: There is no prescribed or recommended review period for By-Laws. By-Laws should be reviewed to ensure that they are current and address the purpose for which they were intended.

Contractual Obligations

Memorandum of Understanding (MOU)

Purpose: This is the basic contractual document used to clarify the roles, responsibilities and obligations between two, or more parties to an Agreement. The document may address general principles where agreement is required or it could address specific issues. Some variations such as Service Level Agreements and Mutual Assistance Agreements are discussed below.

Status: The document is enforceable through any agreed dispute resolution measures or civil litigation.

Review Process: The Agreement must specify the validity period as well as the terms and conditions for renewal or extension. The nature and complexity of the agreement will inform what a reasonable period is.

Service Level Agreements (SLA)

Purpose: An agreement with stakeholders where a specific level of service delivery is required. Issues such as quality and quantity response times, availability of service, retainers, compensation, fees penalties for non-delivery and other financial matters, as well as dispute resolution measures and termination and or renewal conditions must be addressed in the agreement.

Status: The document is enforceable through any prescribed dispute resolution mechanisms or civil litigation.



Review Period: The agreement must specify the validity period as well as terms and conditions for renewal or extension. The nature and complexity of the agreement will inform what a reasonable period is.

Mutual Assistance Agreements (MAA)

Purpose: Mutual Assistance Agreements are used to strengthen capacity of Disaster Risk Management stakeholders, by allowing them to draw on the skills and resources of National and Provincial Departments, neighbouring municipalities, non-governmental organisation (NGO's) and the private sector.

These instruments must have clearly defined parameters and must include financial arrangements, reimbursements and liability. The Agreement may include the provision of the service without charge for the duration of a crisis period (usually 24 – 72 hours).

Status: This is a legal instrument and is also enforceable in terms of conditions in the Agreement or through legal litigation. These Agreements are in Section 1.4.3 of the Policy Framework for Disaster Risk Management in South Africa published under Government Notice 654 of 2005.

Revision Period: The Agreement must specify a validity period as well as the terms and conditions for renewal or extension.

Letter of Appointment

Purpose: The written appointment of Disaster Risk Management stakeholders creates a “contractual obligation” to participate in Disaster Risk Management initiatives. The appointment must include roles and responsibilities.

Status: Section 51(1)(b) of the Disaster Management Act (Act 57 of 2002) makes provision for the Executive Mayor to designate senior representatives from each department or component of the Municipality. These appointments will be enforced through the disciplinary code of the Buffalo City Metropolitan Municipality.

Section 51(1)(d) of the Act makes provision for the Executive Mayor to designate a range of Disaster Management role players, to participate in an Advisory Forum; Section 51(1)(e) makes provision for the Executive Mayor to designate experts in Disaster Management to participate in the Forum; and Section 51(1)(f) allows for the Advisory Forum to co-opt persons for a specific period or topic.

The purpose of the Forum is to create a platform where the Municipality and Disaster Risk Management role players consult one another and co-ordinate their actions on matters relating to Disaster Management in the Municipality.

The obligation of external stakeholders appointed in terms of Sections 51(1)(d-f) will depend on the nature of the agreement and the relationship of the individual in terms of another contractual agreement between the municipality and the individual or the organisation that has delegated them.

An appointment in terms of any agreement must be specified in the Letter of Appointment.

In the absence of a contractual obligation, the appointment of external stakeholders will be on a voluntary basis, with only a moral obligation to participate.



In the event of a contractual obligation, the contract will regulate participation, (refer to the specific contracts above).

Revision Period: All Letters of Appointment must specify the period of the appointment as well as the terms and conditions of renewal and/or extension thereof.

Letters of Appointment must be issued to all new stakeholders, as soon as possible after they become involved.

Written Delegations

Purpose: Written Delegations, in terms of legislation, must include Disaster Risk Management issues where applicable.

Status: Section 59 of the Municipal Systems Act (Act 32 of 2000) states that “*A Municipal Council must develop a system of delegation that will maximise administrative and operational efficiency...*” and also addresses the terms and conditions of such delegation.

Section 79 of the Municipal Finance Management Act (Act 56 of 2003) makes provision for the Accounting Officer to delegate financial administrative and operational matters in terms of the Municipal Finance Management Act, this includes terms and conditions.

Review Period: The Municipal Systems Act (Act 32 of 2000) Section 59(2)(f) requires all delegations to be reviewed when a new Council is elected.

Section 79(1)(c) of the Municipal Finance Management Act (Act 56 of 2003) makes provision for the regular review of delegation under the Municipal Finance Management Act but does not specify any time frames.

Standard Operating Protocols or Procedures (SOPs)

Purpose: Standard Operating Protocols (SOPs) are developed to ensure the uniform execution of similar tasks and processes. SOPs must be developed for all aspects and all phases of Disaster Risk Management where standardisation is required. These protocols must be simple and easy to understand and execute, but must also provide accurate information in the correct sequence.

Status: SOPs are addressed in Sections 4.3.2 and 4.3.6 of the Policy Framework for Disaster Risk Management in South Africa published under Government Notice 654 of 2005.

SOPs can be used by the courts to establish the actions of “*The Reasonable Person*”.

Review Period: SOPs must be reviewed each time they are used or when new equipment or processes are introduced, and revised or amended accordingly; or at least every three years. All SOPs must have a version number and publication date.

Field Operation Guides (FOGs)

Purpose: Field Operations Guides (FOGs) provide a comprehensive set of procedures and critical information required to make informed decisions in the field, and provide for the co-ordination of multi-



sectoral and multi-disciplinary operations. A FOG may cover a range of interventions e.g. hazardous material emergencies or a single activity e.g. Post-disaster assessment.

Status: FOGs are addressed in Section 4.3.1 of the Policy Framework for Disaster Risk Management in South Africa published under Government Notice 654 of 2005, and have a similar status to Standard Operating Protocols.

Review Period: FOGs need to be compiled in a manner that will facilitate updating. i.e. to have chapters, sections and annexures that can be independently revised.

Revision must take place each time the FOG is used or when new equipment or processes are introduced, or at least every three years. All FOGs must have a version number and date of publication as well as a revision log.

1.6 KEY DISASTER RISK MANAGEMENT PRINCIPLES

The Green Paper of Disaster Management³ highlights various principles that guide policy documents pertaining to disaster management. Buffalo City Disaster Management strongly believes in these principles and wants to include them in the daily implementation of all initiatives of Disaster Risk Management within the BCMM.

The following are short descriptors of these principles:

- **Focus on key issues:** if the emphasis of disaster management efforts shift from disaster relief endeavours to mitigation and prevention, development processes can be guided to effective reversal of vulnerability and thus empowering communities to be able to withstand setbacks that may arise from hazards;
- **Protect the most vulnerable:** Disaster Risk Management must strive to firstly protect the most vulnerable populations and secondly critical resources and systems;
- **Culture of Prevention:** By urging citizens and government structures to protect themselves against possible hazards, a culture of prevention is promoted as government structures cannot provide aid to those who failed to take the necessary precautions;
- **Integration into development:** As development can either increase or decrease vulnerability, it is crucial that disaster prevention and preparedness should form part of all development policies;
- **Equity:** All Disaster Management policies and initiatives should strive towards fairness, approaching all initiatives without prejudice to economics, industry or geographic locations;
- **Ensure Community Involvement:** The community must be educated about disaster risk management, their responsibility in terms of prevention and preparedness and how to act in response to possible hazards;
- **Driven in all spheres of government:** All three spheres of government (national, provincial and local) should base their functions on a disaster risk management foundation in order to effectively reduce the possibility of a disaster as disasters know no boundaries;
- **Transparency and Inclusion:** All disaster risk management efforts, conception to implementation should be transparent and include all interested and affected parties that may be at risk;
- **Accommodate local conditions:** Disaster Management policies and initiatives should be contextualised to the relevant community they would affect as conditions vary from community to community;
- **Legitimacy:** Structures placed for Disaster Risk Management should be recognised by all key role-players in relevant government structures and the community in which it finds itself;
- **Flexibility and Adaptability:** Disaster Risk Management policies, programmes and initiatives should be flexible and adaptable enough to incorporate new developments and changing circumstances in order to counter being out dated and irrelevant;



- **Efficiency and Effectiveness:** Disaster Risk Management policies, programmes and initiatives should all be outcome focussed in order to ensure optimal utilisation and preparedness.
- **Affordability and Sustainability:** By allocating appropriate funding to risk reduction initiatives, response and recovery costs will be minimised;
- **Needs-Orientated and Prioritised:** Educating essential and emergency structures in the role and responsibility of the disaster management function will ensure that it is prioritised and accepted; and
- **Multi-disciplinary and Integrated Approach:** all disaster management policies, programmes and initiatives should include environmental, human settlement, human behaviour, health and public elements and structures.

One key element to the successful implementation of the principles of Disaster Risk Management in the Buffalo City Metropolitan Municipality is that all role-players need to be involved, take ownership and in so doing reduce their disaster risks i.e. DISASTER RISK MANAGEMENT IS EVERYBODY'S BUSINESS – TOWARDS A RESILIENT BCMM!



CHAPTER TWO: BCMM DISASTER RISK MANAGEMENT POLICY

2.1 BCMM CONTEXT & STRATEGY

The Buffalo City Metropolitan Municipality Vision reads, ‘A Responsive People Centred and Developmental City which promotes a culture of good governance; provides effective and efficient municipal services; invests in the development and retention of human capital to service the City and its community; promotes social and equitable economic development; ensures municipal sustainability and financial viability; creates a safe and healthy environment; and places Batho Pele principles at the centre of service delivery.’⁸ The Disaster Risk Management function fits into ‘Creates a safe and healthy environment’. For Disaster Risk Management to assist in achieving this vision in the area, the Buffalo City Metropolitan Disaster Risk Management Vision is ‘**Managing Disasters for a Sustainable Buffalo City**’ and is followed by a mission which is to ‘**Entrench effective and efficient management of multi-disciplinary and multi-sectoral disaster risk management in the Buffalo City Metropolitan Municipality, executed by committed and empowered people**’.

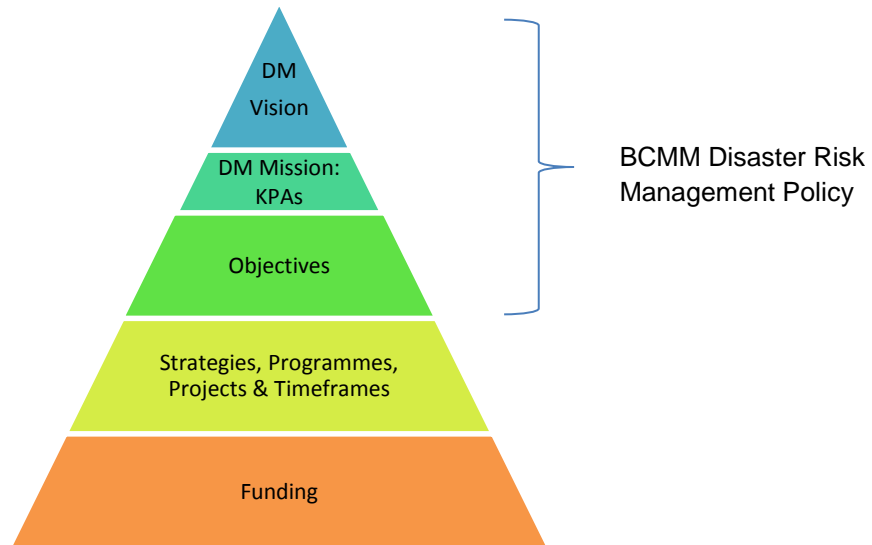


Figure 2 Schematic representation of the BCMM Disaster Management Strategic Approach

BCMM Disaster Management’s Strategic Approach is illustrated in Figure 2. The Disaster Management (DM) Vision is the overarching goal, flowing into the DM Mission which is structured according to the National Disaster Management Act and Framework’s Key Performance Areas (KPAs) as is explained in Table 1 NDMF KPAs and Enablers translated into Metropolitan Municipality Objectives. Subsequent Objectives (Table 2 BCMM Disaster Management Objectives and Indicators/Projects) are then identified, which require strategies, programmes, projects and timeframes to be developed to achieve the Key Performance Areas and ultimately the Vision and Mission of Disaster Risk Management which will in turn support the BCMM Vision. The entire strategic approach however, is maintained by appropriate funding.

⁸ Draft Buffalo City Metropolitan Municipality IDP 2011/2016. 2011. [Online] Retrieved from: http://www.google.co.za/url?sa=t&rct=j&q=&esrc=s&source=web&cd=6&ved=0CEMQFjAF&url=http%3A%2F%2Fwww.dwaf.gov.za%2Fdir_ws%2FWSDP%2FWSDP%2FUserControls%2FWSDPDownloadAttachment.aspx%3Fid%3D1004&ei=m-mHT4rmBeKV0QXB3-G6CQ&usq=AFQjCNFhM5PrKkxym9PU_2OAz72ebeR7Sg



2.2 DISASTER RISK MANAGEMENT POLICY OF BCMM

As the BCMM Disaster Management Policy document is structured according to the South African National Disaster Management Act² and Policy Framework for Disaster Risk Management in South Africa⁵, the National KPAs and Enablers can be translated to Metropolitan Municipality's objectives as is illustrated in Table 1 NDMF KPAs and Enablers translated into Metropolitan Municipality Objectives.

Table 1 NDMF KPAs and Enablers translated into Metropolitan Municipality Objectives

NDMF KPA's and Enablers	Metropolitan Municipality-level Objectives
KPA 1: Integrated Institutional Capacity for Disaster Risk Management	Establish integrated institutional capacity for Disaster Management within the BCMM to enable the effective implementation of disaster risk management policy and legislation.
KPA 2: Disaster Risk Assessment	Establish a uniform approach to assessing and monitoring disaster risks that will inform disaster risk management planning and disaster risk reduction undertaken by organs of state and other role players.
KPA 3: Disaster Risk Reduction	Ensure all disaster risk management stakeholders develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with approved National, Provincial (Eastern Cape) and Metropolitan (Buffalo City) frameworks.
KPA 4: Response and Recovery	Ensure effective and appropriate disaster response and recovery by: <ul style="list-style-type: none"> - implementing a uniform approach to the dissemination of early warnings - averting or reducing the potential impact in respect of personal injury, health, loss of life, property, infrastructure, environments and government services - implementing immediate integrated and appropriate response and relief measures when significant events or disasters occur or are threatening to occur - implementing all rehabilitation and reconstruction strategies following a disaster in an integrated and developmental manner.

These objectives, combined with the Buffalo City Metropolitan Municipality's vision, mission and objective, align to form a solid foundation for the implementation of risk reduction measures in the area.

BCMM Objectives

BCMM Disaster Management have taken the National Disaster Management Key Performance Areas and translated them into Metropolitan Municipality-level Objectives as per Table 1. These Objectives translate into minimum requirements for a Metropolitan Disaster Risk Management Centre and leads to indicators that need to be achieved by Disaster Risk Management in the area. These objectives and indicators are illustrated in Table 2 BCMM Disaster Management Objectives and Indicators/Projects.



Table 2 BCMM Disaster Management Objectives and Indicators/Projects

Objectives/Minimum requirements	Indicators
A Disaster Risk Management Policy (Framework), Implementation Plan and Budget is developed.	A Disaster Risk Management Policy has been approved by the Metropolitan Council.
	A three year implementation plan, which is aligned to the Disaster Management Policy, was approved by the Metropolitan Council.
	A three year budget for the implementation plan has been approved by the Metropolitan Council.
Disaster Management Forums are established.	A Political Forum is established within the BCMM area.
	The Political Forum Terms of Reference was approved by the Metropolitan Council.
	The Political Forum is functioning according to the Terms of Reference.
	The Disaster Risk Technical Task Teams are established.
	The Disaster Risk Technical Task Teams Terms of Reference was approved by the Metropolitan Council.
	The Disaster Risk Technical Task Teams are functioning according to their Terms of Reference.
	A Ward Disaster Risk Management Forum is established.
	The Ward Disaster Risk Management Forum has a Metropolitan Council approved Terms of Reference.
	The Ward Disaster Risk Management Forum is functioning according to the Terms of Reference.
A fully functional Disaster Management Centre is established.	A design catering for all activities in a Disaster Management Centre is developed.
	The Disaster Management Centre is constructed according to the prepared design.
	The Centre has employed staff to fill the positions identified as per an approved organogram.



Objectives/Minimum Requirements	Indicators
<p>A Risk and Vulnerability Assessment for the BCMM area has been performed.</p>	All hazards in the area have been quantified.
	Vulnerabilities in the area have been quantified.
	The existing capacity in the area has been quantified.
	All communities at risk have been identified.
	All data captured has been mapped.
	All incidents have been mapped.
<p>Disaster Reduction Measures are implemented.</p>	Municipal wide disaster prevention measures have been implemented.
	Prevention measures for existing development at-risk have been implemented.
	Prevention measures for all new developments have been made mandatory.
	Prevention measures have been instituted in all at-risk communities.
	A three year education, training, awareness and research plan has been developed.
	Early warning systems for all identified hazards is established and has been implemented.
	Response plans for specific hazards and scenarios have been developed.
	Primary and Secondary responding agencies have been documented.
	Standard operating Procedures (SOPs) have been developed.
	Field Operating Guides (FOGs) have been developed. Business Continuity Plans have been developed for all life line services.



Objectives/Minimum Requirements	Indicators
<p>Appropriate response, rehabilitation and reconstruction provision.</p>	<p>All reported incidents are prioritised.</p>
	<p>All response needs are co-ordinated for optimal resource utilisation.</p>
	<p>An assessment is conducted at every stage.</p>
	<p>Risk reduction informs all reconstruction.</p>
	<p>Debriefing sessions are conducted after all major incidents.</p>



CHAPTER THREE: KEY PERFORMANCE AREA ONE

Integrated Institutional Capacity for the BCMM Disaster Risk Management

In order for BCMM Disaster Risk Management to successfully implement all Key Performance Areas, namely a Disaster Risk Assessment, to reduce risk in the BCMM area and to effectively and efficiently respond to and recover from disaster situations, a solid and integrated institutional capacity needs to be established. Once the requirements of KPA 1 have been fulfilled, the subsequent KPAs can be executed fully and without the constraints of insufficient staffing and resources to support the accomplishment of a low risk Metropolitan Municipality.

3.1 Establishing of Disaster Risk Management Forums

Disaster Risk Management Political Forum

The Disaster Risk Management Political Forum's purpose is for political oversight of Disaster Risk Management within the BCMM as well as the political coordination of Disasters or situations threatening to become disasters. The 'Council Disaster Management Committee' is responsible for the approval of all BCMM Disaster Risk Management Policy, By-Laws, Regulations and Comments, and deals with all issues requiring their resolution. In addition, this Committee receives the annual Disaster Management Report.

The BCMM Council needs to establish the BCMM Council Disaster Management Committee on the appropriate level and with the required authority. The Council is to give consideration to the involvement of Traditional Leaders in this structure.

The Committee requires a Terms of Reference. The Terms of Reference must be Council approved, and the said forum must function according to the Terms of Reference.

Disaster Risk Management Technical Task Teams or 'Technical Advisory Forum'

The Technical Advisory Forum has the following responsibilities:

- Perform risk and vulnerability assessments, for initiating and ensuring sustainability of prevention and mitigation actions and to conduct joint preparedness planning;
- Supply the Disaster Risk Management Centre with information of resources and to conduct education, training and awareness programmes;
- To respond to incidents and inform the Disaster Risk Management Centre of potential disasters, and establish a Joint Operations Centre (JOC) if necessary;
- Develop policies, plans and procedures for response, recovery, rehabilitation and reconstruction;
- Participate in any evaluations that may take place, as well as provide technical advice to the Disaster Risk Management Centre;
- Submit reports as the Disaster Management Centre requires them.



The Technical Advisory Forum will be divided according to the various disaster risks and will be finalised subsequent to the completion of the BCMM Disaster Risk Management Policy.

The Technical Advisory Forum needs to be established within the BCMM, and develop a Terms of Reference. The Terms of Reference must be Council approved, and the said forum must function accordingly.

A Disaster Risk Management Ward Forum

The Disaster Risk Management Ward Forum will act as the liaison between Disaster Risk Management and the communities it serves. These structures assist in the identification of local hazards, risks and vulnerabilities and the collection of local data for the Disaster Risk Management Centre. In addition the community structures are the focus of education and awareness efforts and aid in reporting of incidents. In addition, these structures are helpful in co-ordinating response, relief, reconstruction and rehabilitation efforts at a local level.

The Disaster Risk Management Ward Forum needs to be established within the BCMM, and develop a Terms of Reference. The Terms of Reference must be Council approved, and the said forum must function according to the Terms of Reference. This structure must consist of representatives of all wards as well as traditional leaders.

3.2 Disaster Risk Management Centre

In order to effectively prepare for, mitigate against, respond to and rehabilitate disaster affected areas, a Disaster Risk Management Centre is required.

The BCMM must design a building to cater for all the activities of a Disaster Risk Management Centre and contain a functioning and operational Communication and Information Management System. In addition the current Geographical Information System (GIS) must be standardised and the Centre must be resourced to cater for the functional needs and staffed accordingly.

The Head of the Centre must be appointed as Section 45(1) of the Disaster Management Act² indicates that the municipal council must, subject to the applicable provisions of the Local Government: Municipal Systems Act, 2000 (Act no 32 of 2000), appoint a person as Head of its municipal Disaster Management Centre.

The appointed Head of Disaster Risk Management Centre functions within the National Disaster Management Act and Policy Framework, the Eastern Cape Provincial Framework and subject to the Council's Integrated Development Plan and other directions of Council, but also with the administrative instructions of the City Manager.

The exact staffing requirements of the Centre and the subsequent appointments will ensue post the finalisation of the BCMM Disaster Risk Management Policy.

A series of minimum requirements for a fully functional Metropolitan Disaster Management Centre have been developed by a task team at national level according to the Key Performance Areas of the Act² and Framework⁵.



These minimum requirements, organised under the Key Performance Areas and Enablers of the Policy Framework for Disaster Risk Management in South Africa⁵, represent the Objectives for the BCMM Disaster Risk Management Centre, which can then be translated into Indicators as in Table 2 BCMM Disaster Management Objectives and Indicators/Projects.

Placement of the Disaster Management Function within the BCMM

Section 1.2.1 of the National Disaster Management Framework⁵ addresses the location of the Disaster Risk Management function and planning at a municipal sphere as follows:

'The location of the disaster risk management function in the municipal sphere must be given careful consideration. Contrary to popular thinking in the past, disaster risk management is neither a line function nor an emergency service. Rather, it must be seen as a management function within the municipal arena. If municipal disaster management centres (MDMCs) are to fulfil their responsibilities, they need to be located closest to the highest level of decision making and should be able to cut across departments involved with disaster risk management. Until the establishment of a South African disaster risk management agency or entity, it is strongly recommended that the MDMC be located in the Office of the Mayor or Executive Mayor, as the case may be.'

The following key aspects that need to be considered when locating the Disaster Risk Management function at local level.

- Disaster Risk Management is not a line function or emergency service;
- The Disaster Management Centre manages disaster through planning, co-ordination, facilitation, monitoring and reporting on disasters. The execution is by the line departments responsible for the actual function;
- The function must be placed at a sufficiently high level in order to facilitate cross directorate co-ordination and facilitation.

The recommendation that the function be placed in the office of the Executive Mayor is not correct as the executive functions of the Mayor do not relate to inter directorate strategies, tactics and operations. This is the function of the Chief Accounting Officer / City Manager.

The final location of the Disaster Management Centre will depend on the structure approved by Council.

Further research needs to take place to establish the appropriate level required to fulfil the strategic and coordinating roles required to manage disasters.

3.3 Roles and Responsibilities of Role Players for specific disaster risks

Government departments that are responsible for specific services in normal conditions will remain responsible for such services during disasters. The declaration of a state of disaster and the tighter coordination instituted during disasters does not absolve any agency of its assigned responsibilities.

Legislation assigns responsibility for most disaster risks and the reduction of such risks to specific departments or functions. In order to ensure clear roles and responsibilities and enhance integrated disaster risk management efforts, grey areas must be addressed and clearly assigned responsibilities must be confirmed.



For this purpose, the risk profile of the BCMM should be considered and primary and supporting role-players must be identified for each identified risk.

Such allocation of primary and supporting roles will be done in consultation with all relevant role-players, will be informed by existing legal frameworks, and assigned a consensus basis. Disaster risk reduction activities must be integrated into routine activities of the various sectors and disciplines within the relevant departments or other relevant entities. These responsibilities should be specified in the Key Performance Indicators of the said role-players and be underpinned by the relevant Instruments of Implementation (as referred to Section 1.5)

The various Technical Advisory Forums will act as platforms to assist in the inter-departmental and role-player integration and ensure cohesive planning, preparing, response and rehabilitation initiatives in the BCMM area.



CHAPTER FOUR: KEY PERFORMANCE AREA TWO

DISASTER RISK ASSESSMENT

4.1 Current BCMM Risk Profile:

A comprehensive Disaster Risk Assessment has to be performed that identifies and quantifies all the BCMM's hazards, vulnerabilities and capacities. This risk assessment presents a risk profile for the Metropolitan area and as such identifies all communities at risk.

All the collected data must be mapped, as well as all incidents that may occur.

The BCMM performed a high level Risk and Vulnerability Assessment which led to the following identified hazards in the area.

Table 3 Identified Hazards of the BCMM

Identified Hazards of the BCMM	
Informal Fires	Road – Passenger
Veld Fires	Road - Hazardous Substances
Commercial And Industrial Fires	Rail
Wind And Severe Storms	Service Failure – Electricity
Flooding	Service Failure – Water
Drought	Service Failure - Waste Water
Sea Surge	Service Failure – Telephones
Epidemics	Service Failure - I.T.
Animal Diseases	Service Failure - Solid Waste
Earth Tremors	Service Failure - Municipal Strikes
Ship wrecks	Event Safety
Aircraft incidents	

Each hazard's frequency, impact, location and contributory factors were identified. This Risk Assessment has to be reviewed in order to give an up to date and comprehensive risk profile for the BCMM which forms a solid foundation from which all risk reduction and risk management planning can occur.

The BCMM Disaster Risk Management Centre must ensure that all departments and other municipal entities in council with disaster risk management 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 new and existing 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.

All proposed disaster risk assessments planned by departments and other municipal entities in council must be submitted to the Disaster Risk Management Centre for further forwarding to the Provincial and



National Disaster Management Centres for technical review by the relevant Technical Advisory Forum before being commissioned. All assessments must include recommendations on mitigation and prevention measures.

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



CHAPTER FIVE: KEY PERFORMANCE AREA THREE

DISASTER RISK REDUCTION

KPA 3 addresses the requirements for aligning and integrating the BCMM's Policy and Plans with key role players with the focus on risk reduction measures as the foundation for the entire Disaster Risk Management process.

After the BCMM Risk Assessment identifies the disaster risks and the specific communities at risk, relevant prevention measures must be implemented. The minimum prevention measures include but are not limited to:

- The BCMM must develop a three year Education, Training, Awareness and Research Plan and implemented this plan;
- Response plans must be developed for identified scenarios. Primary and secondary role players must be documented in these plans, and both Standard Operating Procedures (SOPs) and Field Operating Guides (FOGs) developed. Simulations need to be performed to test such plans, SOPs and FOGs;
- The centre must develop and implement a standard for Disaster Risk Management planning in the BCMM 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;
- Every department in council and any other municipal entity with disaster risk management responsibilities must develop and submit disaster risk management plans to the Buffalo City Disaster Risk Management Centre at a specified deadline set by the BCMM Disaster Risk Management Centre;
- Risk reduction and prevention measures must be implemented in all at-risk developments, such measures made mandatory for any new developments, a methodology developed to measure the effectiveness of such measures and this methodology implemented;
- Business continuity plans must be established for all life line services in order to minimise their risks and ensure continued services during emergency incidents.
- The BCMM Disaster Risk Management Centre must ensure that all contingency plans, risk reduction plans, projects and initiatives must be incorporated into the BCMM Integrated Development Plan, Spatial Development Plans, Environmental Plans and any other strategic development plans in the BCMM.



CHAPTER SIX: KEY PERFORMANCE AREA FOUR

RESPONSE AND RECOVERY

The BCMM Disaster Risk Management Team is dedicated to the fulfilment of the needs of the communities they serve and as such should prioritise all reported incidents, assess them and a response should be co-ordinated for optimal resource utilisation. Emphasis must be placed on risk reduction during any intervention, and saving lives must be the highest priority. In addition, in the event that relief is organised, it should be performed in a standardised manner, and in an ethical way.

The following aspects of Response and Recovery are of cardinal importance:

- Capacity must be in place to identify and monitor hazards and issue early warnings in high risk areas in the BCMM area;
- Suitable communication channels must be identified and established for the dissemination of essential information to all at-risk communities;
- The BCMM Disaster Risk Management Centre must facilitate the development of a Disaster Risk Management Communication plan for the BCMM;
- A standard methodology for Disaster Impact Assessments must be developed which will enable easier classification of events as disasters, prioritisation and implementation of suitable recovery, rehabilitation and reconstruction efforts by the various municipal departments, municipal organs of state and or other municipal entities and the community as a whole as well as the costing of various disasters and significant events;
- The BCMM Disaster Risk Management Centre must establish mechanisms for rapid declaration of disasters in accordance with the national and provincial guidelines, and develop and monitor the implementation of mechanisms to conduct routine disaster reviews and reporting;
- After incidents are closed, thorough debriefs must be conducted to ensure that lessons learnt are documented.



CHAPTER SEVEN: ENABLER ONE, TWO AND THREE

7.1 Enabler 1: Information Management and Communication

A comprehensive information management system and an integrated emergency communication network, which establishes communication links with all relevant role players and that complies with national standards and the National Disaster Management Framework⁵ requirements, must be developed and implemented.

In order to accomplish this, the Disaster Risk Management Centre must define data requirements for the BCMM and must identify the various data sources. Subsequent to the identification of the data sources, a methodology for the collection and capturing of data, must be developed and implemented.

In addition, the Disaster Risk Management Centre must define and assign responsibilities to the specific department or other municipal entity 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.

7.2 Enabler 2: Education, Training, Public Awareness and Research

This enabler aims to promote a culture of risk avoidance through integrated education, training and public awareness programmes that are based on solid scientific research. Disaster Risk Management priorities for education, training, public awareness and research within the BCMM jurisdiction must include the mechanisms for implementation, the various requirements needed for effective implementation and strict monitoring and evaluation methodologies included as part of each initiative as per the requirements of the National Disaster Management Framework⁵.

A comprehensive three-year education, training, public awareness and research plan needs to be developed, implemented and revised prior to the end of each three-year cycle.

7.3 Enabler 3: Funding Arrangements for Disaster Risk Management

Enabler 3 addresses the funding mechanisms in the Disaster Risk Management arena within the BCMM area.

These funding arrangements must include but need not be confined to funding for:

- the establishment of institutional arrangements for Disaster Risk Management;
- conducting disaster risk assessments;
- planning and implementing disaster risk reduction initiatives;
- disaster response, recovery and rehabilitation;
- knowledge management for Disaster Risk Management stakeholders;
- education, training and research in all sectors and at all levels.

The funding arrangements for Disaster Risk Management in the BCMM must be approved and adopted by the Council.



CHAPTER EIGHT: PHASED IMPLEMENTATION & INTERIM MEASURES

The establishment of the capacity required to implement the Buffalo City Metropolitan Municipality's Disaster Risk Management Policy will determine the time required to do so.

The time frames must be realistic and achievable. A phased implementation over five years is proposed, beginning with KPA 1, Institutional Capacity.

8.1 An incremental provision of the institutional capacity (KPA 1).

The following Structures and Disaster Management Centre need to be established:

Forum Structures:

- Political forum:
- Technical forum:
- Ward forum.

Disaster Management Centre:

- Building:
- Staff:
- Equipment:
- Systems.

The implementation of KPA1 will form the foundation for the roll out of the rest of the Disaster Risk Management functions on an incremental basis as capacity is built. The three remaining KPAs and Enablers are as follows:

- Risk Assessment (KPA 2)
- Risk Reduction (KPA 3)
- Response and Recovery (KPA 4)
- Information Management and Communication (E1)
- Education, Training, Awareness and Research (E2)

The Structures and Disaster Management Centre establishment will be implemented in accordance with the Council approved implementation plan and budget.

8.2 Interim Measures

All Disaster Risk Management measures and actions that are required during the phased implementation thereof, will take place in terms of the evolving policy and procedures applicable at that time.



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