

***EDEN DISTRICT MUNICIPALITY  
CORPORATE DISASTER MANAGEMENT PLAN***



**Summary of roles and responsibilities**

**Revision 1: May 2014**

## CONTENTS

1. Definitions
2. Background
3. Purpose
4. Introduction
5. Aim of the plan
6. Eden District Municipality and an approach to Disaster Management
  - 6.1 Eden District Municipality Disaster Management Policy Framework
  - 6.2 Risk profile
  - 6.3 Management structure
  - 6.4 Disaster Management Governing Committee (DMGC)
7. Joint Operational Centre (JOC) / Emergency Control Centre (ECC)
8. Eden District Municipality – Municipal Disaster Management Centre( MDMC)
9. Individual Responsibilities
  - 9.1 Executive Mayor
  - 9.2 Municipal Manager
  - 9.3 Executive Manager Management services
    - 9.3.1 Head Disaster Management Centre
    - 9.3.2 Fire chief
  - 9.4 Executive Manager Support Services
    - 9.4.1 Occupational health and safety practitioner
    - 9.4.2 Communication and Marketing (Communication Officer)
  - 9.5 Manager Technical Services
  - 9.6 Manager Finance
  - 9.7 Department Managers / Supervisors
10. Disaster occurring or threatening (Decision guidelines impact matrix)
11. Municipal Emergency
12. Maintenance, Revision, Testing and Internal procedures
13. Authority levels
14. Mutual agreement
15. Communication
16. Disaster Management Protocol
17. Disaster Management Continuum
18. Disaster Management plan

## **1. DEFINITIONS AND RELEVANT TERMS**

**COMMUNITY LIAISON OFFICER** - A service established by the Manager Support Services to respond to and redirect inquiries and reports from the public.

**CONTINGENCY PLANNING** - The forward planning process, for an event which may or may not occur, in which scenarios and objectives are agreeing, managerial and technical actions defined, and potential response systems put in place to prevent, or respond effectively to an emergency situation.

**DISASTER** - A natural or human-caused events, occurring with or without warning, causing or threatening death, injury or disease, damage to property, infrastructure or the environment, which exceeds the ability of the affected society to cope using only its own resources.

**DISASTER (EMERGENCY) AREA** –The area in which the emergency (disaster) exist.

**DISASTER MANAGEMENT** – A collective term encompassing all aspects of planning for and responding to disaster, including both pre and post disasters activities namely, prevention, mitigation, preparedness, response, recovery and rehabilitation. It may refer to the management of both the risks and consequences of disasters.

**LOCAL MUNICIPALITY** –The local municipality is the Eden District Municipality.

**DROUGHT**- A condition which occurs over a period of time when rainfall is so low (or unreliable) that natural vegetation and/or farming activities are severely damaged or destroyed.

**EARLY WARNINGS** – the identification, interpretation and recognition of events what would draw attention to a potential emergency.

**EMERGENCY** – A sudden and usual unforeseen event that calls for immediate measures to minimize its adverse consequences.

**EMERGENCY (DISASTER) AREA** - The area in which the emergency (disaster) exists.

**EPIDEMIC** - An outbreak of a contagious disease that spreads rapidly and widely amongst people and/or animals.

**EXPENDITURE** – Disbursements of funds by government.

**FLOOD PLAIN** – An area of land adjacent to a river that is inundated by floods occurring in the river.

**FORWARD COMMAND POST (FCP) / VENUE OPERATIONS CENTRE (VOC)** Dealing with disaster on the scene to ensure that role players responding at the sites of the emergency are coordinating their response.

**HAZARDS** – Threats to life, wellbeing, material goods and/or the environment. They are caused by extreme natural processes or technological developments. When a hazard results in great suffering or collapse, it is usually termed a disaster.

**HAZARDOUS SUBSTANCES** – Substances that cause harm to humans, animals and the environment.

**HUMAN-MADE DISASTERS** – Disaster or emergency situations which are caused direct or indirectly by identifiable human actions, deliberate or otherwise.

**INCIDENT** – A relative minor occurrence or event (that may lead to a public crisis)

**INFRASTRUCTURE** – Roads, dams, power stations and water waste treatment plants to name a few examples.

**LINE FUNCTION** – Refers to the Departments that implement government policy.

**MITIGATION** – Action taken to reduce the effect of a disaster. The term normally implies that while it may be possible to prevent some disaster effects, other effect will persist and can be modified or reduced, if appropriate steps are taken.

**MONITORING** – A system of checking and observing to ensure that the correct procedures and practices are being followed.

**NATURAL DISASTERS** – Extreme climatologically, hydrological or geological process that pose a threat to persons, property, the environment and the economy.

**PREPAREDNESS** – Measures aimed at predicting the occurrences of disasters and/or preventing such occurrences and their harmful effects.

**RAPID ONSET DISASTERS** – A rapid onset disaster is often caused by natural events such as earthquakes, floods, storms, fires and volcanic eruptions. Although such events are more sudden, the impact can also be heightened by underlying problems associated with poverty.

**RECOVERY** – The rehabilitation and reconstruction activities necessary for a rapid return to normality.

**REHABILITATION** – Actions taken in the aftermath of a disaster to enable basic services to resume functioning, to assist affected persons in self-help efforts to repair dwellings and community facilities, and to facilitate the revival of economic activities.

**RELIEF ACTIVITIES** – Aimed at supporting victims of disaster through provisions of shelter, medicine, food, clothing, water etc.

**RESPONSE** – Activities that are arranged to deal with emergency situations and can be involved the evacuation of people, dealing with accidents, extinguishing fires, etc.

**RISK REDUCTION** – Measures taken to reduce long-term risk associated with human activity or natural events.

**SLOW-ONSET DISASTERS** – Slow-onset disasters or creeping emergencies, (so named because they take several months or years to reach a critical phase) results when the ability of the people to support themselves and sustain their livelihoods, slowly diminishes over time. Such disasters may also be aggravated by ecological, social, economic or political conditions.

**TRIAGE** – The sorting, and allocation and prioritization of treatment/ transport to patients or victims according to a system of priorities designed to maximize the number of survivors.

**VULNERABILITY** – the degree to which an individual, family, community, or region is at risk of experiencing misfortune following extreme events.

## **2. BACKGROUND**

This plan has been developed in order to provide key officials, role players and departments in the Eden District Municipality an idea of general guidelines for the expected initial response to an emergency and an overview of their responsibilities during an emergency or disaster.

For this plan to be effective it is important that all concerned parties be made aware of its responsibilities and that every official, role player and department and it's personnel be prepared to carry out their assigned functions and responsibilities before, during and after emergency. The following paragraphs provide an overview of the background and some of the highlights of this plan.

This plan serves to confirm the arrangements in the Eden District Municipality, and Disaster Management approach to effectively prevent disasters from occurring and to lessen the impact of those hazards that cannot be avoided.

Disaster Management is a continuous and integrated multi-sectoral and multi-disciplinary process of planning and implementation of measures aimed at disaster prevention, mitigation, preparedness, response, recovery and rehabilitation (Disaster Management Act 57 of 2002)

The preventative elements of this plan must be implemented and maintained on a continuous basis. The emergency or reactive elements of this plan will be implemented in the Eden District Municipality whenever a measure incident or disaster occurs or is threatening in its area of jurisdiction.

The responsibility for the coordination of the overall implementation of the plan is that of the Head of the Disaster Management Centre.

The Disaster Management Act requires the Municipality to take the following actions:

- Prepare a disaster management plan for its area according to circumstances prevailing in the area;
- Co-ordinate and align the implementation of its plan with those of the other organs of state and institutional role players, and;
- Regularly review and update its plan ( section 48);

The Municipality must submit a copy of its disaster management plan, and of any amendment to the plan, to the Provincial Disaster Management Centre.

The plan must:

- Form an integral part of the Local Municipality IDP;
- Anticipate the likely types of disaster that might occur in the Municipal area and their possible effects;
- Identify the communities at risk;
- Provide for appropriate prevention and mitigation strategies;
- Identify and address weaknesses in capacity to deal with possible disasters;;
- Facilitate maximum emergency preparedness/ prevention / mitigation;
- Establish the emergency management policy framework and organization that will be utilized to mitigate any significant emergency or disaster affecting the Eden District Municipality;
- Establish the operational concepts & procedures associated with day to day operational response to emergency by Eden District departments;
- Contain contingency plan and emergency procedures in the event of a disaster, providing for-

The allocation and coordination of responsibilities allocated to the various role players;

Prompt disaster response and relief;

Disaster recovery and rehabilitation focused on risk elimination or mitigation;

The procurement of essential goods and services;

The establishment of strategic communication links;

The dissemination of information;

### **3. PURPOSE**

This plan is designed to establish the framework for implementation of the provisions of the Disaster Management Act ( 57 of 2002) as well as the related provisions of the Municipal System Act, 2000 ( Act 32 of 2000).

The purpose of this plan is to outline policy and procedures for the both the proactive disaster prevention and the reactive disaster response and mitigation phases of Disaster Management.

It is intended to facilitate multi sectoral coordination in both pro-active and reactive programs

### **4. INTRODUCTION**

Emergencies are defined as situations, or the threat of impeding situations abnormally affecting the lives and property of our society. By their nature, or magnitude these require a coordinated response a number of role players, both governmental and private, under the direction of the appropriate elected officials they are as distinct from routine operations carried out by role players as normal day to day procedures, e.g. fire fighting, police activities, normal hospital and ambulance routines.

Most peace time natural and manmade disaster/ emergencies occur in the geographical area of responsibility of the Eden District Municipality. Those most likely to occur are windstorms, floods, epidemics, transportation accidents, rail crashes, toxics or flammable gas leaks, electric power blackouts, building or structural collapse, uncontrollable veld fires, breakdown of essential services/ supplies, or any combination thereof.

## **5. AIM**

The aim of the Eden District Emergency Plan is to outline a plan of action for the efficient departments, and co-ordination of the Municipal service, role players and personnel to provide the earliest possible response in order to:-

- Protect and preserve life property;
- Exploit print as well as electronic media in educating the public about ways of preventing Disaster through Disaster preparedness;
- Minimize the effects of the emergency or Disaster on the Eden District;
- Assist the George-, Knysna-, Bitou-, Mossel Bay-, Hessequa-, Oudtshoorn- and Kannaland Municipalities and/or other Municipalities or District municipalities as requested;
- Restore essential services;

## **6. THE EDEN DISTRICT MUNICIPALITY APPROACH TO DISASTER MANAGEMENT**

### **6.1 EDEN DISTRICT MUNICIPALITY DISASTER MANAGEMENT POLICY FRAMEWORK (Refer sec. 42 of the Disaster Management Act)**

The Eden District Municipality Disaster Management coordinating committee must establish and implement a policy framework for disaster management in the municipality aimed and ensuring an integrated and common approach to disaster management in its area.

The Eden District Municipality Disaster Management Policy Framework will be:

- a) Consistent with the provisions of the Disaster Management Act,
- b) Within the National Disaster Management Framework, and
- c) Consistent with the Disaster Management Policy Framework of the Western Cape Province;

The Disaster Management Centre for the Eden Municipality (MDMC) will be the custodian of the corporate plan for the Eden District Municipality. Individual departments will be responsible for the compilation and maintenance of their own departmental disaster management plans. Departmental plans will be considered as integral parts of the corporate disaster management plan.

The process involved in Disaster Management can best be explained through the Disaster Management Continuum.

## 6.2 RISK PROFILE

Risk and vulnerabilities will determine the priorities for Disaster Management programs and projects. The possible cost benefit to be derived from projects. The possible cost benefit to be derived from a project in terms of lives protected, livelihoods secured and property or natural resources defended, will be the criteria that determines priorities.

In a generic sense, the following hazards on the economic, cultural, welfare, sustained development and sustained livelihoods plans were found to pose the greatest risks in the district nl:

- Fire Risk (veld and shack fire )
- Natural phenomena (strong winds, floods, etc.)
- Technology (spillages, etc.)
- Transport(accidents)
- Service utility (lights blackouts, water termination, etc )
- Environmental threats (air pollution, fresh water pollution, etc.)
- Health (wild spread infectious disease to community)

Communities in informal settlements are the most vulnerable to many of these risks, but proximity to certain installations or hazards also exposes other communities to risks.

In terms of capacity to address and therefore reduce risks, there currently is a strong emphasis on preparedness and response planning. This means that capacity and planning in term of mitigation and preventing should be strengthened.

The following have been identified as critical Disaster Management issues and should receive priority attention in the IDP.

### Objectives

- To constantly and orderly identify risks and emergency or potential disaster situations relating to the Eden District and to evaluate the possible consequences;
- To develop and implement coordinated response and recovery plans to restore normality as rapidly and cost effectively as possible ;
- To utilize and maintain existing and the further development of infrastructure that will effectively satisfy disaster management needs;
- To develop and implement a training process that involves the acquisition of skills, understanding of concepts, rules and attitudes to increase preparedness so as to deal effectively with an emergency or potential disaster situation;
- To establish a culture of and creating an understanding of the need for regular evaluation and audit of the disaster management plan;
- To develop and implement a training process that involves the acquisition of skills, understanding of concept, rules and attitudes to increase preparedness so as to deal effectively with an emergency or potential disaster situation.
- To develop and implement a risk mitigation plan to effectively deal with potential losses;

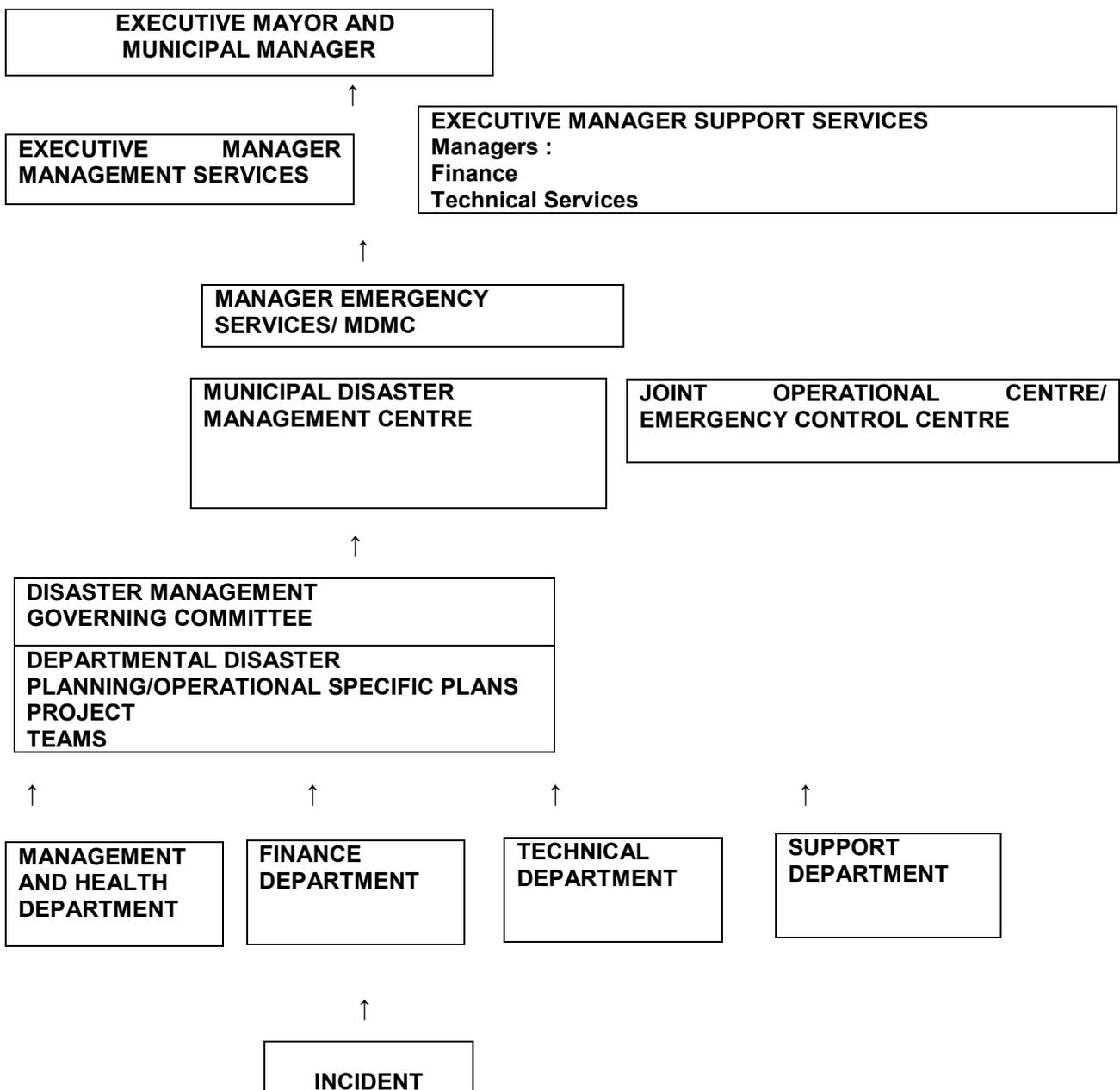
### 6.3 MANAGEMENT STRUCTURE

In terms of a management structure for disaster management, the principle of functioning within the established structure of the Eden District Municipality as far as possible will be adhered to.

The slogan "Disaster Management is everybody's business" will be the core principle in each of the Departments of the Eden District Municipality.

The management structure will plan to maintain existing services and to adapt to deal with the changed circumstances during major incidents or disasters. The planning; prevention and response management structure for the Eden District Municipality is as follows:

#### DISASTER MANAGEMENT STRUCTURE



The primary objective of the above structure must be to:

- Achieve disaster prevention and risk elimination in the day to day activities of the Eden District Municipality;
- Ensure effective risk reduction through disaster preparedness and risk mitigation;
- Due to the nature of activities during the response phase, the Disaster Response Procedure forms a separate part of the Corporate Disaster Management Plan.

#### 6.4 THE EDEN DISTRICT MUNICIPALITY DISASTER MANAGEMENT GOVERNING COMMITTEE ( EDMGC )

It is the responsibility of the Disaster Management Governing Committee to ensure the compilation and maintenance of a corporate disaster management policy by the Disaster Management Centre, as well as the relevant supportive hazard specific plans.

The committee will consist of the following:

Executive Mayor- as a chairperson /Portfolio Committee Councillor  
Municipal Manager  
Head of MDMC  
Departmental Heads of the Eden District Municipality

The Disaster Management Governing Committee shall be responsible to make recommendations for changes that are considered appropriate and the verification of the required support documents, resources, training, and facilities to ensure that the plan is maintained.

The Eden District Municipality Disaster Management Governing Committee (EDMGC) will also have the responsibility of assigning project teams to address specific risks and develop risk-specific plans (see risk mitigation project team).

The EDMGC will be activated through the Disaster Response Procedure.

#### RISK MITIGATION PROJECT TEAMS

Project teams can be convened to address specific risk-mitigation issues during the post-disaster recovery and rehabilitation phase or the pre-disaster risk reduction and preparedness phase. Such a team will determine the terms of reference and deliverables in consultation with the (EDMGC), and will be responsible to plan, manage and complete multi-disciplinary projects.

The EDMGC will ensure that project teams are convened and maintained to address risk-specific disaster management plans.

Emergencies, flooding, oil spills and other transport disasters, hazardous materials incidents and technological incidents. Policies, plans and procedures that address efficient incident management and inter disciplinary co-operation during incidents are included in this category plans of plans. The input of specialist advisers in the various fields must be obtained on an ongoing basis.

In the recovery and rehabilitation phase, these project teams will take over responsibility once the ECC Management Team is demobilized and/or in cases where recovery takes place over extended periods.

A project team under a line function can be convened to take responsibility for activities that address the causal factor a disaster/incident. Such teams will receive a brief from and report back to the Disaster Manager, and work in close-operation with the MDMC.

The ECC/JOC under the direction of the EDMGC must, when activated and during any response and relief operations perform following functions.

## 7. JOINT OPERATONAL CENTRE / EMERGENCY CONTROL CENTRE

The Joint Operational Centre/Emergency Control Centre will consist of the following:

- Municipal Manager
- Chairperson portfolio committee
- Executive Manager: Management Services
- Executive Manager: Support services
- Senior Manager: Technical services
- Senior Manager: Financial Services
- Manager: Emergency Services/ Head of MDMC
- Disaster Management Officers and
- Managers/Supervisors of departments

Other expertise may be co-opted taking into account the specific hazard and or risk probabilities. (Refer to the responsibilities of departments: Operational Procedures).

The JOC/ECC team will be responsible to assess, evaluate and co-ordinate all actions in all the phases of the incident. Each line function will be responsible for the implementation of it's own departmental disaster plan but the JOC/ECC team will ensure co-ordination and support between departments and external bodies.

## OPERATIONAL

Oversee operational approach and ensure it is line with the corporate strategy.

The ECC/JOC will be convened and chaired by the Municipal Manager or the Head of the Centre at the Eden Disaster Centre, York street 54, George.

For any direct hazard or risk the ECC/JOC will be activated through the Disaster Response Procedure.

## LINES OF COMMUNICATION AND INTER-GOVERNMENTAL RELATIONS

In terms of the Disaster Management Act Section 42(1) it is incumbent on the District to establish in its administration a disaster management centre for its municipal area. Lines of communication and the relationship between the various disaster management formations of different spheres of government are to be established.

## 8. EDEN DISTRICT MUNICIPALITY DISASTER MANAGEMENT CENTRE (MDMC)

The MDMC must specialize in issues concerning disasters and disaster management in the Eden district, the centre must promote an integrated approach to the function with special emphasis on prevention and mitigation.

The MDMC must perform functions and exercise powers as stipulated in the Disaster Management Act 57 of 2002.

It will act as a repository and conduit for information concerning disasters, impending disasters and disaster management in the municipal area.

It will also promote the recruitment, training and utilization of volunteers to participate in disaster management in the municipal area. (Section 44)

The Centre will perform its function –

- a) Within the limitations of the National and Provincial disaster management framework,
- b) Subject to the Municipality's IDP and other direction of the Municipal council,
- c) In accordance with the administrative instructions of the Municipal Manager.

It will liaise with and co-ordinate its activities with those of the National Centre and the Western Cape Provincial Disaster Management Centre adjacent District municipal structures and render assistance as required by the legislation.

According to section (50) the MDMC must submit an annual report to the municipal council of its activities of the year and submit a copy to the National Centre and to the Western Cape Provincial Disaster Centre.

Department planning committees and the ECC/JOC as described in this document.

### DISASTER MANAGEMENT CENTRE OBJECTIVES

In order for the Disaster Management Centre JOC and Disaster Management Governing Committee to perform their task effectively it must ensure that the following actions take place.

Pre -disaster risk data collection and verification

- Risk assessment in the Municipality
- Assessing capacity of the Municipality to implement emergency response actions,
- Formulate plans and projects to reduce risk.

Pre-disaster Response

- Integrating risk management programs within the IDP;
- To maintain risk specific safety infrastructure and plans;
- The operation of the MDMC;
- To establish disaster prevention programs that focus on the most vulnerable communities and endeavour to support sustainable livelihoods;

- To design a program in support of fire protection and prevention in surrounded rural areas;
- To refine disaster loss tracking and to establish a culture of scientific risk research;
- Determination of the exact casual factors for hazard manifestation leading to disastrous consequences;
- Securing of sufficient finance;
- To establish and maintain multi-disciplinary co-operation and co-operative partnerships;
- To establish pro-active media liaison and rapid response to media enquiries;
- To contribute to preventive and reactive management strategies for the HIV/AIDS pandemic education and awareness programs;

#### Response during emergencies or disasters

- Resources/deployment/rapid relief/health and legal aspects;
- Assessing risks in the emergency areas;
- Assessing risks to the remainder of the Municipality Recovery and rehabilitation phase;
- Ensure a return to normal functioning of affected communities as soon as possible;
- Disaster prevention or mitigation through risk elimination or reduction Disaster management and risk reduction principles must be applied throughout these phases;

#### Factors regarding administrative execution

- Maintain records of communications, decisions, actions and expenditures;
- Determine emergency area (s) and sites;
- Decides on emergency measures and priorities;
- Assess impact;
- Request emergency partner assistance/invoke mutual aid agreements;
- Close public buildings;
- Issue public warnings, orders and instructions;
- Protect the health and safety of emergency responders;
- Ensure an acceptable level of emergency services for the Municipality outside emergency area(s);
- Prepare lists of fatalities, casualties and missing persons;
- Prepare lists of destroyed and damaged properties;
- Co-ordinate response with provincial ministries through Provincial Disaster Management;
- Co-ordinate response with non-governmental disaster relief organization, neighborhood and community organizations;
- Identify persons/organizations to contribute to emergency response;
- Provide information to the media for dissemination to the affected population (s) and the general public;
- Co-ordinate information for public release with emergency partner's communications staff;
- Respond to inquiries from media, public;
- Identify target audiences for post-emergency communications;
- Identify person/organization to contribute to post-emergency reports/debriefings and Submit information for payment of invoices

## 9. INDIVIDUAL RESPONSIBILITIES

The main stakeholders in the Eden District Municipality Corporate Disaster Management Plan are listed below, and their specific responsibilities in both the disaster prevention/risk elimination and the disaster response scenarios are indicated.

In terms of this plan, the primary objectives of each stakeholder must be to prevent the occurrence of emergencies or disasters that threaten life, property, the environment or economic activity in the Eden District.

The prevention of emergencies or disasters through the elimination of risk, the reduction of fire risk and vulnerability and thus lessen the possible impact of emergencies or disaster is the primary objective.

### 9.1 EXECUTIVE MAYOR

The Executive Mayor is ultimately in charge of the emergency.

The Mayor or Acting Mayor, as Head of Council, is also responsible for:

- Declaring an emergency to exist ;
- Declaring an emergency to be terminated;
- Notify the MEC of Local Government of the declaration of an emergency and the termination of the declaration of an emergency;
- With the assistance of municipal staff, ensuring that the municipal councillors are advised of the declaration and termination of the emergency, and are kept informed of the emergency situation;
- With the assistance of municipal staff, ensure the planning coordination of and execution of all political office bearer site visits during as well as after an emergency has occurred;
- Ensuring that the public, the media and neighboring municipal officials are also advised of both the declaration and termination of an emergency;

### 9.2 MUNICIPAL MANAGER

To ensure disaster prevention, risk reduction and disaster preparedness, the Municipal Manager must:

- Ensure that the disaster management function is executed in an effective and efficient manner in the area of the Eden District Municipality;
- During and after emergencies or disasters the manager will be responsible to personally or through a designated official:
  - Report, liaise and consult with councillors and external provincial and national government department;
  - Report on emergency impact and response to the Mayor;
  - Report on emergency impact and response to the councilor(s) for the affected area(s);
  - Report on emergency impact and response to the remaining councillors;
  - Notify next of kin when a municipal employee is injured, missing or killed;
  - Authorize extraordinary expenditures;

- Identify persons/organizations to receive recognition for contribution to emergency response;

### 9.3 EXECUTIVE MANAGER: MANAGEMENT SERVICES

The Head of the department management services must:

- Ensure that disaster plans are compiled and maintained in his/her services;
- Establish and ensure the effective functioning of disaster management coordinating committee;

The Head of department Management Services is responsible for the effective planning and functioning of the Municipal emergency services throughout all phases of the Disaster Management Continuum.

He must ensure that disaster plans are compiled and maintained in his directorate, with specific reference to following:

- Establishment and maintenance of the Municipal Disaster and Emergency Service Operation Centre;
- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- Coordinating response and mutual aid agreements with adjacent municipalities in the Eden District;
- Protecting health and safety of emergency responders;

#### 9.3.1 MANAGER DISASTER MANAGEMENT

The head is responsible for the compilation maintenance and distribution of the Local Disaster Management and it's supporting risk-specific and incident management plans.

The Head is also responsible for the performance by the Centre of its disaster management functions and to implement and co-ordinate the Disaster Management Bill with specific reference to Section 44(3)

- Report, liaise and consult with portfolio councilor and external provincial and national governments;
- Ensure that disaster plans are compiled and maintained in his /her service;
- Establish and ensure the effective functioning of the disaster management coordinating committee;
- When necessary, submit reports containing recommendations for changes to the Corporate Disaster Management Plan to Council;
- Establishment and maintenance of the Municipal Disaster and Emergency Services Operations Centre;
- Compilations of pro-active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;

- Coordination response and mutual aid agreements with adjacent municipalities in the Eden District;
- Protecting health and safety of emergency responders;
- The development of by-laws to ensure compliance with statutory obligations;

### 9.3.2 FIRE CHIEF OFFICER (FIRE CHIEF)

The Fire Chief must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency or disaster situations;
- Supplying resources for disaster management purposes;
- Executing and maintaining compliance with relevant legislation e.g. Fire Brigade Service Act, Veldt and Forest Fire Act, National Building Act.;
- Compiling and maintaining an emergency plan for the rendering of Fire Fighting, Rescue and Technical assistance Services in the event of a disaster;

### 9.4 EXECUTIVE MANAGER: SUPPORT SERVICES

The Executive Manager Support Services must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/ disaster situations;
- Monitoring compliance with relevant legislation, regulations, licenses and by-laws;
- Documenting potential occupational health and safety issues;
- Supplying resources for disaster management purposes;
- Coordinating of the establishment for human resource base to assist during disasters;
- Coordinating offers of and appeals for volunteers in conjunction with the Media Coordinator and the direction of the Emergency Control Group;
- Supporting the MDMC in risk-reducing public education and awareness (risk reduction) programs;

#### 9.4.1 OCCUPATIONAL HEALTH AND SAFETY PRACTITIONER

Must ensure that disaster plans are compiled and maintained in his/her services with specific reference to the following:

- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- Protect the Health and safety of emergency responders,
- Determine resources for disaster management purposes;

- Ensuring liaison with voluntary and private role players, augmenting and coordinating Public Health resources;

#### 9.4.2 COMMUNICATION AND MARKETING

The responsible person must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;

#### 9.5 MANAGER: TECHNICAL SERVICES

He/she must ensure that disaster plans are compiled and maintained in his/her services, with specific references to the following:

- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- Identifying and prioritizing essential services that require restoration as the result of an emergency or disaster;
- Monitoring the environment( air, water, ecosystem) for contamination;
- Establishing and maintaining a resource database that is integrated with the MDMC Disaster Management Resources Database (DisRes);
- The conducting of regular environmental impact studies;

#### 9.6 MANAGER:FINANCE (CFO)

The CFO must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- Compilation of pro- active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations;
- Managing donations for emergency response;
- Facilitating emergency procurement;
- Initiating and facilitating efforts to make funds available for disaster management in the municipal area (section 43) ;
- Supplying resources for disaster management purposes;
- Liaising with the Provincial officials with respect to the utilization of Provincial emergency relief funds if applicable;

#### EMERGENCY FINANCE

The procedure for requesting these funds will be as follows:

- Emergency funds for rehabilitation will be requested from the JOC Commander;

- Evaluation of the damage will be executed by the specific Department, where upon the request and will then give the Finance Department the authority to make the necessary payment;
- The Finance Department will monitor the payment and brief the Joint Operational Centre;
- The Disaster Management and the JOC/ECC will monitor the rehabilitation process;

## 9.7 MANAGERS/SUPERVISORS OF SECTIONS

The managers / supervisors of all sections/ departments must ensure that disaster plans are compiled and maintained in his/her service, with specific reference to the following:

- Compilation of pro-active departmental disaster management programs to support risk reduction or elimination;
- Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/ disaster situations;
- Ensure that risk reduction and mitigation principles are applied in all development projects,
- Include the reduction of natural disaster as an element in environmental education programs;
- Supplying resources for disaster management purposes ;

## 10. DISASTER OCCURRING OR THREATENING – DECISION GUIDELINES IMPACT MATRIX

When a disastrous event occurs or is threatening in the area of the District Municipality, the Head of the MDMC will determine whether the event is a disaster in terms of the Act, and, if so, the Head of Disaster Management Centre will immediately:

- Initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster,
- Alert disaster management role players in the municipality area that may be of assistance in the circumstances,
- Initiate the implementation of the disaster response plan or any contingency plans and emergency procedures that may be applicable in the circumstances, and
- Inform the National Centre and the Western Cape Provincial Disaster Management Centre of the Disaster and its initial assessment of the magnitude and severity or potential magnitude and severity of the disaster.

When informing the National Centre and the Western Cape Provincial Disaster Management Centre the Centre may take recommendations regarding the classification of the disaster as may be appropriate.

Irrespective of whether a local state of disaster has been declared or not, the District Municipality is primarily responsible for the co-ordination and management of local disasters that occur in its area.

## 11. MUNICIPAL EMERGENCY

The relevant local authority's Executive Mayor to contact the District Executive Mayor in the case of emergency or pending disaster.

A municipal emergency may be declared terminated at any time by:

- The Executive Mayor or Acting Executive Mayor; or
- The Municipal Council; or
- The Premier of the Western Cape Province;

In consultation with the JOC / ECC;

Upon termination of a Municipal emergency, the Executive Mayor, Disaster Manager or JOC/ECC notifies:-

- District Disaster Management centre;
- The Executive Mayor of Eden District Municipality;
- The Municipal Council;

In consultation with the JOC/ECC

The Executive Mayor or Disaster Manager or JOC/ECC ensures notification of termination to the public, media and neighboring municipal officials;

## 12. PLAN MAINTENANCE, REVISION, TESTING AND INTERNAL PROCEDURES PLAN MAINTENANCE AND REVISION

The Eden District Municipality Emergency Plan will be maintained and distributed by the MDMC.

This Plan will be reviewed annually and, where necessary, revised at a meeting(s) of the Disaster Management Committee. This will be coordinated by the Disaster Management section.

The Corporate Plan shall only be revised by a resolution of the Municipal Council. However, revision to appendices and monitoring of administrative changes can be made by the Disaster Manager after approval of the Municipal Manager.

It is the responsibility of each person, role player, service or department named in this corporate plan to notify the Disaster Management forthwith of any revisions to the appendices or administrative changes.

### TESTING OF PLAN

An annual suitable exercise should be conducted in order to test the overall effectiveness of the plan and provide training to the Disaster Management Committee. Revisions to this plan shall incorporate recommendations stemming from such exercises.

## INTERNAL PROCEDURES

Each department/service involved with this emergency plan shall prepare functional emergency procedures or guidelines outlining how it will fulfill its responsibilities during an emergency.

Each department/service shall designate a member of its staff to maintain and revise its own emergency procedures or guidelines.

Refer to the Disaster Management Act on funding of Post-disaster recovery and rehabilitation. The procurement of emergency funds, not available from Eden District Municipality Disaster Management fund, to be secured in accordance with the provisions of article of the Disaster Management Act.

### 13. AUTHORITY LEVELS

The Joint Operational Centre will manage the disaster and will recommend, that a disaster be declared. The JOC Commander will have the authority to authorize activation of role players as well as the rehabilitation process.

### 14. MUTUAL AID AGREEMENTS

Every Department must have written mutual aid agreements with institutions and suppliers etc. that will assist the department during an emergency or disaster.

### 15. COMMUNICATION

The MDMC in collaboration with the relevant Executive Manager must secure an effective communication network to local municipal level where any emergency or disaster can be reported to the Disaster Management Centre.

### 16. THE DISASTER MANAGEMENT PROTOCOL INCLUDES:

The purpose of this protocol is to define and describe the essential elements and procedures of the Eden District Municipality.

The purpose of the Disaster Management protocol is to provide structure and co-ordination for the pre-and post-emergencies and disasters. This is in order for an effective and efficient response that will:-

- Saves lives
- Reduce risk
- Reduce suffering
- Protect property
- Protect environment
- Reduce economic and social losses; and
- Provide for the safety and health of all responders

The incident command system shall integrate risk management into the regular functions. Risk management provides a basis for the following:-

- Standard evaluation of any emergency or disaster or the potential for such a situation;
- Strategic decision making;
- Tactical planning;
- Planning evaluation and revision and
- Operational command and control;

This protocol to be used by trained individuals and applied in a manner that meets the needs of each particular situation. This may differ and complex situations encountered by the emergency responders require a considerable amount of judgment in the application of the protocol.

Emergency responders shall apply the protocol in a manner that is appropriate for the circumstances of each specific situation.

## IMPLEMENTATION

The protocol must be applied to all incidents, even to routine incidents, in order to provide for familiarity with the system, to be prepared for escalation and to be aware of risk that exist.

The protocol must be applied during training exercises, as exercises and simulated incidents often involve hazards, risks, problems and challenges that are similar in nature to those of actual incidents and emergencies.

## EVALUATION AND RISK ANALYSIS

- The timely identification of potential emergencies/disasters and their impact thereof must be completed by each department. This will lead to the mustering of resources and potential and personnel;
- Should the department be unable to cope with the emergency the Joint Operational Centre (JOC/ECC) will assume responsibility;
- The evaluation and risk analysis should be completed in conjunction with the relevant departments and Disaster Management.

## REPORTING

- This principle is of the utmost importance as the management of an emergency situation starts here;
- When a Department identifies a problem that they cannot deal with, the JOC/ECC will assume responsibility;
- All details and incoming information must be made available to Disaster Management, JOC/ECC and management;
- Disaster Management will activate the role players within the Joint Operational Centre/ Disaster Management Centre;
- The Disaster Management offices will act as the information centre and help desk for the duration of the disaster

## ESTABLISHMENT OF THE JOC/ECC

- JOC/ECC should be multi-disciplined in composition;
- Decision will be taken through joint consultation;
- All activities are processed through JOC/ECC which shall be the main nodal point for communications;
- JOC/ECC will assume responsibility for all allocations and distribution of resources;
- JOC/ECC shall be always located at the JOC venue on the 3<sup>rd</sup> floor York street no 54;
- No individual shall be in command but a suitably qualified and elected person will act as chairperson. Each function shall control their own equipment;
- JOC/ECC will assume responsibility for prioritizing all tasks and activities;
- JOC/ECC will handle all administration with the assistance of the Executive Manager Support Services;

## COMMUNICATION

The effectiveness of any relief activities will be seriously restricted without effective communication. Thus JOC/ECC will require the use of all radios etc. within the Council. Each department shall make available any requirements relating to communications.

## PUBLIC RELATIONS (MEDIA CO-ORDINATOR)

The public will be informed at all times regarding pending and immediate dangers as well as actions underway.

- The office of the Municipal Manager/ Disaster Management Centre will assume full responsibility for all press releases and related communications, assisted by the JOC/ECC.
- VIP's will be briefed by JOC/ECC at specified times.

## CONTROL AND CORDONING OFF AT THE SCENE

If required, the scene of the incident will be cordoned off to protect all involved. The SAPS and Fire Brigade will take responsibility for securing the scene of the incident and surrounding area. They will also declare the scene safe and clear.

The police and emergency services will also take joint responsibility for maintaining the situation and safety of all present.

## DOCUMENTATION

This is essential to the effective management of any situation. JOC/ECC will ensure that all aspects are documented during and after the event. The office of the Executive Manager Support Services is responsible for minutes at all meetings and will assist at the post event analysis.

## EMERGENCY MEDICAL POST

It may be necessary to establish an emergency medical post at scene or close by. This service will be rendered by the Fire Brigade and paramedics. With support and response from Provincial Ambulance Services (METRO). Further medical assistance will be called upon should it be deemed necessary.

## RECOVERY AND REHABILITATION

The normalization process after an event will take a short period of time but is most important. This includes any cleaning up, repairs or related work to area. This will be coordinated by the JOC/ECC and Disaster Management.

Post-disaster recovery and rehabilitation operations normally take on the nature of programs and projects.

The Disaster Management Centre will assist with the identification of needs and will facilitate recovery and rehabilitation operations. The function department with the most direct involvement in the operation will take responsibility for project management and delivery. Project teams convened for these purposes must report to the Disaster Management Co-coordinating Committee on a regular basis as determined by the DMCC.

In this regard the casual factors of disaster must be addressed and disasters prevention through risk elimination should be pursued.

## RESOURCE MANAGEMENT

Each functionary will be in control of his own resources, but a central resource list must be kept by the JOC/ECC. This will ensure about that all resources are managed centrally. Each functionary will be responsible for the maintenance of equipment and support personnel. The main principle here being that all resources are centrally coordinated, but with decentralized management.

## 16. DISASTER MANAGEMENT CONTINUUM

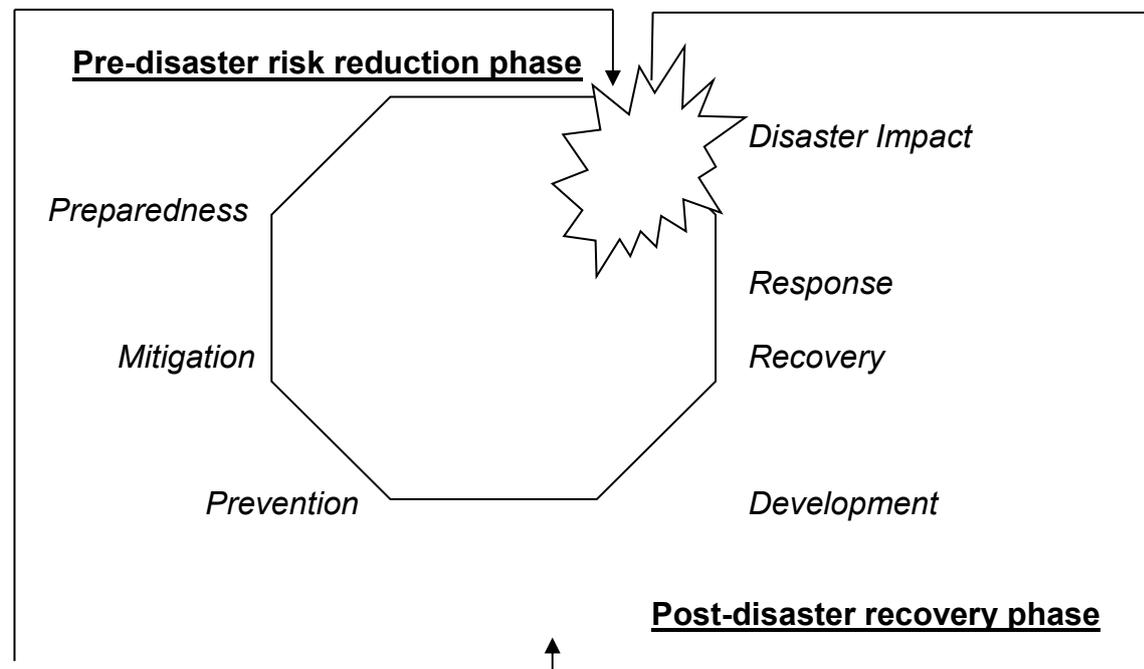
Figure 1 illustrates the continuum – it should be noted that Disaster Management is not only reactive, but also involves actions aimed at preventing disasters, or mitigation the impact of disasters.

Different line functions and departments must contribute in varying degrees to Disaster Management in the various phases of the Disaster Management Continuum. The needs identified in the corporate disaster management plan will indicate what line functions and departments must contribute. These contributions will then be included in the function and departmental disaster management plans.

The continuum makes provision for a planning before a disaster in the pre-disaster risk reduction phase here, the prevention, mitigation measures for a ward is discussed and the preparedness how to deal with specific emergencies or disasters. The post-disaster recovery phase discusses the procedure response, recovery and the development phase after a disaster.

Disaster Management plans covers the whole disaster management continuum, and must address action before, during and after disasters. Disaster management plans are compiled on the basis of a generic concept including standard operating procedures and best practice, and then expanded with risk specific plan that address disaster management for special circumstance where the generic plan needs to be adapted.

**FIGURE 1**  
**Traditional model – sequence of action**



PRE-DISASTER RISK REDUCTION PHASE.

#### PREVENTION

Measures aimed at reducing the chances of a disaster occurring and /or preventing such an occurrence having adverse effect on communities. Construction of a dam to control floods water is an example of a preventive measure. Controlled burning-off of fuel loads in a bushfire-prone area is another example of a risk prevention initiative.

#### MITIGATION.

Action taken to reduce the impact of emergencies and disaster on a nation community. Actions are aimed at employing risk reduction measures and therefore to reduce vulnerability.

The range of techniques an authority could consider in order to assemble an appropriate package for disaster mitigation can be classified into:-

- Engineering
- Spatial planning
- Management and institution.
- Societal and
- Conflict resolution / reduction

## PREPAREDNESS.

Consist of activities designed to minimize the impact of disaster by means of appropriate an effective mitigation and response.

Activities include:-

- Vulnerability assessment
- Planning
- Institution frame work development
- Information system
- Resource development
- Warning system
- Response mechanism and procedures
- Public education and training
- Rehearsals
- Development of a long and short term mitigation strategy, and
- Development of a long and short lead-lead time forecast.

## POST DISASTER RECOVERY PHASE

### RESPONSE

Disaster response is a sum total of actions taken by residents and institutions in the time of disaster. These actions commence with the warning of an oncoming threatening event of the event itself if occurs without warning. Disaster response includes the implementation of disaster preparedness plans and procedures, thus overlapping with disaster preparedness. The end of disaster response comes with the completion of disaster rehabilitation programmes, i.e.

- Warning
- Evacuation
- Search and rescue
- Assessment
- Energy relief
- Logistic supply
- Communication and information management
- Survivor response and coping
- Security
- Emergency operation management and co-ordination, and
- Reconstruction

### RECOVERY (REHABILITATION AND RECONSTRUCTION)

Rehabilitation focuses on enabling the affected communities to resume a normal pattern of life. It may be considered as a transitional phase between immediate relief and more major, long term reconstruction and the pursuit of ongoing development.

Reconstruction is the permanent construction or replacement of severely damaged infrastructures, the full restoration of services and the revitalisation of social and economic structures.

Reconstruction must be fully integrated into ongoing and sustainable development plans, taking into account future disaster risk and the reduction of future vulnerability.

## DEVELOPMENT

The institutional and administrative separation of disaster management from development is a fundamental consideration and the root cause of many manmade vulnerabilities leading to disaster. Not relief but reduction of vulnerability is the focus when sustainable development is the goal.

Disaster management has been envisaged not only in terms of damage to buildings and loss of life but in terms of quality of life survivors, their access to resources.

And their ability to continue to survive. Disaster management should form part of development activities.

- Disaster can set back development
- Disaster can provide development opportunities
- Development can increase vulnerability
- Development can decrease vulnerability

Remedial actions for disaster must be consistent with long-term objectives of the development in the area affected by the disaster and all development programmes should be evaluated on vulnerabilities.

## 17. PROPOSED LAYOUT OF DISASTER MANAGEMENT PLAN FOR ALL DIRECTORATES

In order to mitigate, be prepared and effectively respond to emergencies and disaster it is of the utmost importance that each directorate prepare a disaster plan.

The layout of the plan is as follows(Disaster plan for ALL the Eden Council Directorates)

Indicate critical performance areas and performance factors e.g.

### 17.1 Critical performance areas

- Budget for identified risk;
- Disaster management training for personnel ;
- Exercises;
- Mutual aid agreements;

### 17.2 Critical performance factors e.g.

- Acquire/ ensure availability and serviceability specialised equipment
- Specialised training for personnel
- Incident specific and combined exercises
- Individual audit program by the departmental regarding the state readiness personnel, equipment and external resources
- Continued invulnerability assessment and risk analysis and assessment

### 17.3 Directorate addresses / telephone list (emergency activation)

- Name
- Surname
- Identity number
- Physical address
- All relevant telephone numbers and call signs.
- Post appointed
- List function of the department
- Primary function
- Secondary function
- Alternative function
- Legislative and regulates activities

### 17.4 Resources of the directorate

- List of all resources available (inventory) available to be utilised when a risk manifests itself;
- Availability to be indicated (approximate activation time and serviceability);
- Availability of external resources indicating;
- Approximate activation time office hours and after hours;  
(mutual aid agreement to be entered into)
- All relevant contact details;
- Cost implication;
- List of private companies that can supply specialised services and equipment  
With all relevant contact details;
- Other possible resources e.g. public, Government Departments, national international.

NB: resources list will be kept in the disaster management centre and list are to be updated monthly or certified as correct on a monthly basis

### Identified risk on the normal functioning of the Municipal Council areas of jurisdiction must be taken into account.

- Aircraft accident
- Explosions
- Dam failure and floods
- Drought
- Epidemics
- Fire
- Hazardous material
- Oil spills
- Extreme weather
- Missing person
- Traffic
- Power failure
- Squatters
- Large accident

17.5 The analysis of each risk is to comply with the following minimum requirements:-

- Definition , condition to be reached where impact will or could be insurmountable causing or threatening death , injury or disease, damage to property, infrastructure or the environment, or disruption to the community and which exceeds the ability of the affected society to cope using only its own resources;
- Support services, Municipal Departments that must render support to the primary Functionary;
- Activation procedures for preventative and reactionary measures;
- Mutual aid agreement;
- Public involvement / awareness;
- Communication structures. (Radios / telephone etc).
- Media liaison;
- At least a ten year history /overview register of the specific risk;
- Mutual aid agreements:
  - List of mutual aid agreements
  - Period applicable
  - Services and / or equipment secured
  - Review dates
- Compromised agreements
- Volunteers: (where applicable)
  - Legislation
  - Names
  - Telephone / address list
  - Special abilities
  - Periods available
  - Training
  - Communication