DISASTER MANAGEMENT FRAMEWORK

RESOLVED:

1. That the report regarding the Disaster Management Framework for Ekurhuleni Metropolitan Municipality **BE NOTED**.

2. That the Disaster Management Framework for Ekurhuleni Metropolitan Municipality as outlined in the report, **BE APPROVED**.

3. That in line with legislation, bi-annual reports on the implementation of the framework **BE SUBMITTED** by the Head of the Disaster Management Centre.

4. That in line with legislation, a copy of the EMM Disaster Management Framework **BE PROVIDED** to the National and Provincial Disaster Management Centres.
ESTABLISHMENT OF A DISASTER MANAGEMENT FRAMEWORK FOR EKURHULENI METROPOLITAN MUNICIPALITY

The Framework reflected in the following paragraphs has incorporated all the applicable key aspects of the Disaster Management Act.

Guidelines and supporting documentation pertaining to the Key Performance Areas will be included in the bi-annual reports to the Public Safety Portfolio Committee.

1. Vision

Achieving a disaster safe city.

2. Mission

To effectively use plans and institute measures in partnership with all stakeholders, in dynamically implementing Disaster Management.

3. Key Performance Areas

In line with the Draft National Disaster Management Framework, six main key performance areas have been agreed to.

3.1 Key Performance Area I

Creating a sustainable municipal institutional capacity for Disaster Management

For the above to be achieved the following needs attention:

- Having integrated municipal policy, guidelines and provision for funding.
- Creating and maintaining a municipal Disaster Management Centre, with satellite facilities at each region.
- Ensuring that mechanisms are determined and applied that will enable all identified stakeholders to participate in all aspects of Disaster Management.
- Creating effective communication systems and information management strategies.
- Compiling a corporate structure.

The following objectives apply to each of the five listed items, followed by Key Performance Indicators:

3.1.1 Having integrated municipal policy, guidelines and provision for funding

Objectives:

- To develop, adopt and regularly revise municipal policy for Disaster Management.
To provide holistic guidelines for the implementation of Disaster Management.
To develop and implement a funding policy for the municipal area that considers the main centre and regional centre and community needs.

Key Performance Indicators:

- No uncertainties as to what is expected with the implementation of policy and guidelines within the municipal area.
- Limited or minimal number of queries on policy issues.
- Acceptance of policy and guidelines by role players and stakeholders.
- Having realistic budget allocations to implement the function in terms of legislation, policy and guidelines issued.

3.1.2 Creating and maintaining a municipal Disaster Management Centre with satellite facilities in each region

Objectives:

- To determine the correct placement of the Municipal Disaster Management Centre.
- To determine the most practical and cost effective placement of the three regional centres.
- To determine and obtain minimum equipment, facilities and mechanisms that will ensure the effective functioning of the Centre and regional centres, in terms of the legislative requirements, own policy and guidelines.
- To have realistic staffing levels for the centres to function.

Key Performance Indicators:

- Successful day-to-day functioning of all Centres.
- Regular liaison between the Centres and Municipal Departments and other role-players and stakeholders.
- Regular liaison between the main Disaster Management Centre and the regional centres.
- Timely response by the centres for assistance / advice / guidance.

3.1.3 Ensuring that mechanisms are determined and applied that will enable all identified stakeholders to participate in all aspects of Disaster Management

Objectives:

- To establish a Disaster Management Advisory Forum at Municipal level.
- To establish Regional Advisory Forums.
- To determine the links and communication channels between the four Forums.
- To ensure that all stakeholders at municipal and regional levels are identified and that their expertise and essential functions for participation are recorded.

Key Performance Indicators:

- Active participation by stakeholders in Forum activities.
- Regular reports / proposals received from Regional Forums at the main Forum.
- Regular contact between Forums.
- Updated and accessible records of identified stakeholders within the municipality.

3.1.4 Creating effective communication and information management strategies

Objectives:

- To establish and maintain information management systems that can timely reflect key Disaster Management data relevant to the Ekurhuleni Municipal area.
- To establish and maintain an information management system that can timely be accessed for effective and enhanced planning purposes.
- To have adequate levels of communication systems at Municipal level and with the Provincial and National Disaster Management Centres.
- To have adequate levels of communication with surrounding municipalities.

Key Performance Indicators:

- Regularly updated and ready access for authorised persons to key Disaster Management planning data.
- Unhindered flow of information between stakeholders at municipal level and to Gauteng Province and the National Disaster Management Centre in compliance with legislation and any other directives.
- Timely submission of returns and data in compliance with the Act.

3.1.5 Compiling a corporate structure

Objectives:

- To appoint a Head of Disaster Management if and when legislation (Regulations) provides for this.
- To appoint at least one Deputy Head of Disaster Management, subject to the previous point.
Key performance indicators:

- Formal adoption of the appointment of a Head of Disaster Management at the highest office.
- Formal adoption of the appointment of at least one Deputy Head of Disaster Management.
- Powers of the Head and Deputy Head clearly defined.

3.2 Key Performance Area 2

Having effective risk reduction strategies:

For the above to be achieved, the following needs attention:

- Having standardised risk assessment procedures.
- Centralising critical information on risk assessments.
- Prioritisation of determined hazards and vulnerable communities.
- Ensuring an inclusive process in developing and implementing strategies to reduce risks.

The following objectives apply to each of the four listed items, followed by Key Performance Indicators:

3.2.1 Having standardised risk assessment procedures:

Objectives:

- To determine minimum criteria that will ensure that meaningful assessments can be made.
- To ensure that all identified role players participate in risk assessments.

Key performance indicators:

- Having agreed to guidelines for implementation and gathering of information on risks.
- Receiving regular risk assessment reports in a standardised format.
- Receiving risk assessment reports from various role-players.

3.2.2 Centralising critical information on risk assessments

Objectives:

- To ensure that copies of risk assessment reports are forwarded to the main Disaster Management Centre.
- To have readily available indexed data on risk assessments for further planning.
- To enable the Disaster Management Centre to forward updated risk assessment information at a moments notice to
the Provincial Disaster Management Centre and/or National Disaster Management Centre.

Key Performance Indicators:

- Easy accessible risk assessment data at a central point.
- Indicators that information is regularly updated.
- Regular referral and usage of data.

3.2.3 Prioritisation of determined hazards and vulnerable communities

Objectives:

- To ensure that the highest risk areas receive priority attention.
- To motivate and obtain sufficient funding to address prioritised projects.

Key Performance Indicators:

- Proof that all assessments have been evaluated, for prioritisation.
- Reports having been submitted motivating priority issues.
- Provision in budgets to attend to prioritised issues.
- Proof that outstanding assessments and new ones are regularly considered for future prioritisation.

3.2.4 Ensuring an inclusive process in developing and implementing strategies to reduce risks

Objectives:

- To identify all stakeholders that may have to be consulted / liaised with.
- To arrange regular discussions and meetings to discuss risk assessment reports with relevant communities and organisations.
- To ensure that regular liaison with communities at risk and relevant organisations are held in developing and executing sustainable plans to address risks.
Key Performance Indicators:

- Being able to provide lists of stakeholders for each area needing attention.
- Minutes and records of meetings discussions and recommendations reflecting an all inclusive process.

3.3 Key Performance Area 3

Disaster Management Planning and Implementation thereof

For the above to be achieved, the following needs attention:

- Identification of planning components for the holistic implementation of Disaster Management at municipal level and to allow for the monitoring thereof.
- Determining primary and secondary roles of all municipal departments and other identified role players operating at municipal level.
- Ensuring that plans can and will be incorporated into and consider development initiatives.
- Regular monitoring of plans being designed and implemented at municipal level.
- Regular monitoring of plans being designed and implemented at regional level.
- Regular submission of reports and information as required to the Provincial Disaster Management Centre and the National Disaster Management Centre.

3.3.1 Identification of planning components for the holistic implementation of Disaster Management at municipal level and to allow for the monitoring thereof

Objectives:

- To identify various plans and sub-plans that can address identified risk, vulnerable communities and structures and hazards, pro-actively and re-actively.
- To compile relevant checklists / aide-memoires as part of the planning process.
- To design and implement checklists and procedures to be followed to allow for the monitoring of planning at Municipal level.

Key Performance Indicators:

- Providing proof that various Disaster Management scenarios have been identified.
- Being able to produce checklists / aide memoires for different scenarios.
Being able to produce documentation on each region and for the main centre reflecting the present planning status.

3.3.2 Determining primary and secondary roles of all municipal departments and other identified role-players operating at municipal level

Objectives:

- To ensure that all departments and role players know their specialist primary roles in Disaster Management.
- To ensure that all departments and role players have identified their secondary (support roles) where they can assist other departments.
- To eliminate duplication of services and ensure the cost effective utilisation of resources.

Key Performance Indicators:

- Ownership having been taken by all services of their primary roles.
- Listing of those functions with which they can support others.
- Organised response and actions during the implementation of a co-ordinated Disaster Management project or after a disaster has occurred.
- No duplication of services rendered.

3.3.3 Consider development initiatives and ensure that plans will be incorporated into development initiatives

Objectives:

- To ensure that all development plans submit hazard and risk assessments before being implemented.
- To ensure that all pro-active or risk reduction measures have determined how they can contribute to sustainable development.
- To ensure that capacity building principles are applied, wherever possible.

Key Performance Indicators:

- Updated data on hazard and risk assessments for all development projects.
- Reports indicating how Disaster Management plans can help sustain development.
- Active participation by communities in implementing Disaster Management projects.
Continued interest by communities in ensuring that projects are not left unattended once completed, through sustained participation and improvements.

3.3.4 Regular monitoring of plans being designed and implemented at municipal level

Objectives:

- To be satisfied that all plans comply with minimum standards as determined by the Act, Regulations and Directives.
- To design and apply regular checks and balances for each plan being implemented.
- To timely submit reports on plans being implemented (progress, problems and changes).

Key Performance Indicators:

- Plans being completed to the satisfaction of all stakeholders and role-players.
- Plans complying with legislative requirements and directives.
- Clear indication that all identified stakeholders and role players are involved in designing and submitting of new plans and strategies.
- Regular reports on plans and projects being implemented and on record.

3.3.5 Regular monitoring of plans being designed and implemented at regional level

Objectives:

- To ensure that the region is capable and has the resources to monitor the planning process at that level in compliance with legislation.
- To timely react to potential and actual problem areas in the planning process at regional level.

Key Performance Indicators:

- Regular regional progress reports being received by the Disaster Management Centre.
- Regular inspection visits to each region by the Disaster Management Centre.
- Recorded correspondence and reports in response to progress reports and findings of visits.
- Follow up records on outstanding issues.

3.3.6 Regular submission of reports and information as required to Provincial Disaster Management Centre and National Disaster Management Centre
Objectives:

- To comply with the Act on data and information to be submitted to the Provincial Disaster Management Centre and National Disaster Management Centre.
- To ensure that information on volunteers recruited at provincial and municipal level are submitted via the Provincial Disaster Management to National Disaster Management Centre.
- To timely compile annual reports for submission to the relevant MEC and Premier and National Disaster Management Centre.

Key Performance Indicators:

- Copies of reports submitted to Provincial Disaster Management Centre and National Disaster Management Centre.
- No avoidable reminders having been received.
- Constant new data on volunteers recruited, being received.
- No avoidable queries on submitted reports and information.
- Standardised format of reports in existence and being constantly used.
- Copies of annual reports submitted.
- Free flow of information.

3.4 Key Performance Area 4

Effective disaster response, relief and recovery

For the above to be achieved, the following needs attention:

- Having a resource database catering for all identified scenarios.
- Developed plans, procedures and strategies for response, relief and recovery after a disaster at municipal level.
- The recruitment, training and effective utilisation of volunteers, in particular at regional level.
- Being able to access additional funds.

The following objectives apply to each of the four listed items, followed by Key Performance Indicators

3.4.1 Having a resource database catering for all identified scenarios

Objectives:

- To develop and implement a user friendly standardised resource database within the municipality, that can provide instant information including data requested by the Provincial Disaster Management Centre and National Disaster Management Centre.
To update resources captured annually in manageable proportions

Key Performance Indicators:

- Having agreements to access resource data captured.
- Proven participation of departments in submitting new and updated information on resources.
- Having a standard format reflecting sufficient information on each resource to objectively utilise and submit requests for mobilising/orders.
- All records on resources reflecting it having been updated within the last 12 months.

3.4.2 Developed plans, procedures and strategies for response, relief and recovery after a disaster at municipal level

Objectives:

- To have workable mutual aid agreements established within the municipality and with neighbouring municipalities.
- To have a needs driven volunteer structure that can augment existing human and specialist equipment and resources.
- To establish agreed to procedures and checks to objectively declare disasters.
- To submit copies of plans and updates to the Provincial Disaster Management Centre and National Disaster Management Centre.
- To ensure that media plans are in existence and will result in objective reporting.
- To ensure that all role players and stakeholders are aware of all critical components to be considered for response, relief and re-construction.

Key Performance Indicators:

- Updated copies of mutual aid agreements with neighbouring municipalities; key and/or major suppliers of identified resources, including expertise that may have to augment own resources.
- Having data on realistic/manageable numbers of volunteers at municipal and regional levels.
- Knowing what procedures to follow in order to confirm an extra-ordinary event and to declare a disaster in terms of the criteria determined.
- Able to provide proof of copies of relevant plans having been received from regions and that municipal plans have been received by the Provincial Disaster Management Centre and National Disaster Management Centre.
- Availability of checklists/aide-memoires for different aspects that may apply during response, relief and reconstruction.
3.4.3 The recruitment, training and effective utilisation of volunteers, in particular at regional level

Objectives:

- To identify who could utilise volunteers and for what purpose.
- To determine training needs in conjunction with the relevant service for recruited volunteers.
- To assist with guidelines for the recruitment and utilisation of volunteers.
- To regularly monitor the compliance with the Act and Regulations pertaining to volunteers.

Key Performance Indicators:

- Being able to produce proof that departments, NGO's and recognised organisations, have been liaised with in determining volunteer levels.
- Ready available data on training courses and expected outcomes.
- Proof that training courses are re-assessed for content and modification at regular intervals.
- Records of requests and investigations emanating from volunteers and / or services to whom volunteers have been allocated, having been successfully and objectively dealt with.
- Providing assistance, guidance and advice to regions on volunteer matters.
- Instituting regular spot checks on whether the Act and Regulations for volunteers and related issues are being applied throughout.

3.4.4 Being able to access additional funds

Objectives:

- To be able to provide assistance with budget allocations for different departments, for emergency use.
- To have procedures for accessing additional funds, if justified, for approval to effectively deal with the consequences of a disaster.
- To know the procedures to be followed to request additional funding from provincial and/or national level.

Key Performance Indicators:

- Budgets, including departmental budgets, reflecting emergency provisions.
- Standardised procedures and forms on hand to process fund requests from regions.
- Standardised procedures and forms on hand to process additional funding from provincial and/or national to deal with the consequences of a disaster.
- Records of regular follow-up on requests and amounts granted, also indicating the purpose for what this was required.
- Records on expenditure incurred from additional funds.

3.5 Key Performance Area 5

Enhancing public awareness and preparedness, Disaster Management research, education and training

For the above to be achieved, the following needs attention:

- Active awareness, preparedness and early warning programmes, addressing identified needs as a result of risk assessments.
- Development and presentation of ongoing orientation courses for role players and stakeholders.
- Identifying and undertaking research needs.
- Being aware of existing formal and informal training and education programmes, arranging of training sessions, workshops and seminars.
- Developing and maintaining healthy media relations.

The following objectives apply to each of the five listed items, followed by Key Performance Indicators:

3.5.1 Active awareness, preparedness and early warning programmes addressing identified needs as a result of risk assessments:

Objectives:

- To provide awareness and preparedness and early warning programmes including leaflets covering various survival hints and on identification of hazards.
- To ensure that all communities in particular those in high risk areas, are reached and participate in programmes.
- To develop information for electronic retrieval.

Key Performance Indicators:

- Able to produce programme material and copies of leaflets covering various aspects of awareness, preparedness and early warning.
- Proof of ongoing programmes.
- Utilisation of key community facilities such as libraries and clinics for distribution of leaflets and/or as information points.
- High levels of interest and awareness amongst communities.
- Information being regularly retrieved electronically and that such electronic data is up to date.
3.5.2 Development of ongoing orientation courses for role players and stakeholders

Objectives:

- To develop and present an orientation course for politicians.
- To develop and present an orientation course for heads of department and senior personnel.
- To develop and present an orientation course for NGO’s and the private sector.
- To develop and present an orientation course for the general public.
- To ensure that Disaster Management is included as part of induction training of new employees.

Key Performance Indicators:

- Availability of different orientation course material and handouts.
- Scheduled programme for conducting orientation courses.
- An understanding of what Disaster Management is and is not amongst stakeholders and role players.

3.5.3 Identifying and undertaking research needs

Objectives:

- To determine aspects within Disaster Management implementation, that are unique to Ekurhuleni, for which more information needs to be obtained.
- To determine actual and potential authorities that could provide input and information on identified research items.
- To provide a research service to stakeholders when needed or when requested.

Key Performance Indicators:

- Able to provide research material obtained.
- Having an index on specialists and authorities, also reflecting a brief summary of areas of expertise.
- Proof of stakeholders requests having been successfully attended to or that is receiving (active) attention.
- Having identified unique Disaster Management aspects relevant to the municipal area or part thereof and reflecting what is being done or has been achieved through research.

3.5.4 Being aware of existing formal and informal training education programmes and arranging of training sessions, workshops and seminars

Objectives:
To obtain data on existing formal and informal training and education programmes available within South Africa.

To obtain a record base on existing formal and informal training and education programmes obtainable from or conducted in, other parts of the world.

To ensure that identified stakeholders are aware of programmes and are encouraged to attend.

To ensure that funds are available for training purposes.

To develop training modules and arrange seminars and workshops.

Key Performance Indicators:

- Providing data on existing training and education programmes
- Providing data on accredited presenters where applicable.
- Having successfully arranged seminars and workshops.
- Records of stakeholders that have enrolled and attended training and education programmes.

3.5.5 Developing and maintaining healthy media relations

Objectives:

- To maintain up to date data on the media operating within the area and to be aware and have contact details on known international media that from time to time operated within South Africa can be contacted.
- To regularly inform the (local) media on Disaster Management projects and strategies of public interest.
- To develop an acceptable modus operandi with the media in the event of a disaster and for dealing with them during the recovery phase.

Key Performance Indicators:

- Having updated records on the media.
- Records of published articles at regular intervals.
- Having developed a media communications plan for pro-active and re-active phases of Disaster Management.
- Providing proof that media queries have been followed up, with minimum delay.

3.6 Key Performance Area 6

Evaluation and improvement of Disaster Management implementation in the municipal area

For the above to be achieved, the following will need attention:

- Regular performance audits and reviews.
Assessment of the handling of disaster and major pro-active projects completed.

Arranging theoretical and practical exercises.

The following objectives apply to each of the three listed items, followed by Key Performance Indicators

3.6.1 Regular performance audits and reviews

Objectives:

- To develop standardised report formats to help measure the success rate with implementing the function.
- To conduct on site visits and interviews at regional and municipal levels to confirm submitted report information.
- To regularly submit progress reports to Council and higher authorities on audits conducted.
- To propose amendments / improvements as a result of audits conducted.

Key Performance Indicators:

- Copies of reports requested from regions and relevant municipal departments available.
- Proof of (random) verification of information reflected in reports received.
- Reports on record as a result of site visits.
- Submitted reports to Council, MEC / Premier and National Disaster Management Centre as required or as per request.
- Copies of reports forwarded to regions and/or departments requesting same to amend / modify implementation of function (if verification of reports received indicated shortcomings).
- Copies of reports on recommended improvements / amendments having been adopted and implemented.

3.6.2 Assessment of the handling of disasters and major pro-active projects completed

Objectives:

- To hold a debrief session soon after a disaster was attended to.
- To hold debrief sessions soon after a major pro-active project was completed.
- To maintain records and institute remedial action on recommendations and negative findings.

Key Performance Indicators:

- Accurate records of debriefs, with findings and recommendations being available.
3.6.3 Arranging theoretical and practical exercises

Objectives:

- To hold regular theoretical exercises with municipal role players at regional and municipal levels.
- To arrange practical exercises at least every 2 years at regional levels.
- To arrange practical exercises at municipal level at least every 4 years.
- To attend at random, theoretical and all practical exercises arranged at regional level by Disaster Management Centre management.

Key Performance Indicators:

- Details available on different scenarios for which theoretical exercises were held.
- Details on for whom the scenarios were intended.
- Results of theoretical exercises and recommendations being implemented.
- Details available on practical exercises held and attended; findings at de-briefs after such exercises and recommendations. Proof that recommendations are receiving attention, or reasons why not.