Breede Valley Municipality

INTEGRATED DISASTER RISK MANAGEMENT FRAMEWORK

For inclusion within the IDP of the Breede Valley Municipality
Authority to Plan
The Breede Valley Municipal Integrated Disaster Risk Management Framework (hereinafter referred to as “the IDRMF”) is hereby written under the authority given under Section 53 of the Disaster Management Act, Act 57 of 2002.

Approval of Framework
This Framework is hereby approved by the Breede Valley Municipal Council;

Resolution Number: EX8/2012

Amendment register and version control
Other than the continual updating of the IDRMF by the Head of Centre; any proposed amendments to the IDRMF must be submitted in writing to the Head of Centre either voluntarily or whenever the review cycle calls for such.

Integrated Disaster Risk Management Framework version control

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PART A – INTRODUCTION

A.1. Scope
The intention of this framework will be to establish a common set of criteria for Disaster Management which will include Disaster Recovery and Business Continuity objectives for the Municipality.

A.2. Purpose
The purpose of this framework is to provide criteria to develop, implement and, maintain a programme to mitigate, prepare for, respond to, and recover from emergencies, disasters and any other situation that may pose a threat to the normal functioning of the Breede Valley Municipality and its Communities.

A.3. Definitions

Damage Assessment - An appraisal or determination of the effects of a disaster on human, physical, economic and natural resources.

Emergency - A sudden state of danger affecting the functioning of the Municipality and the safety and integrity of its communities that requires immediate action and response.

Enabling Authority - The Head of the Emergency Operations and Disaster Management Centre

BVM - refers to the Breede Valley Municipality, its Council and includes any Municipal Entity or contracted External Agent acting on behalf of the Municipality.

Impact Analysis - A management level analysis that identifies the impacts of losing resources that are integral to the BVM functioning and purpose. The analysis measures the effects of resource loss and escalating losses over time in order to provide the BVM with reliable data upon which informed decisions can be made on hazard mitigation and continuity planning.

Incident Management System - The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with the responsibility for the management of assigned resources to effectively accomplish stated objectives pertaining to an incident.

Integrated Disaster Risk Management Framework - a programme that implements the mission, vision and strategic goals and objectives as well as the management framework for the Municipality.

Mitigation - Activities taken to eliminate or reduce the degree of risk to life, property, or health from hazards, either prior, during or after a defined emergency.

Mutual Aid Agreement - A pre-arranged agreement developed between other institutions, agencies or organizations that will enable easier facilitation of incidents by ensuring readily accessible assistance and support.

“Statutory functionary” means a person performing a function assigned to that person by national, provincial or municipal legislation; (Act 57 of 2002)
PART B – PROGRAMME MANAGEMENT

B.1. Policy
This Framework serves as the defining policy for Integrated Disaster Risk Management for the Breede Valley Municipality. It sets out the Programme Elements by which the municipality will strive to achieve its objectives in terms of the requirements of the Disaster Management Act, Act 57 of 2002. It is clear from this Policy that the Municipality considers Disaster Risk Management as inherent of responsibility of every line manager and it is therefore incumbent on every such manager to ensure alignment of departmental service delivery objectives in line with the principles of disaster risk management as promoted by the respective profession or as required by the Head of Centre. Emanating from this Framework is the Disaster Risk Management Plan.

B.2. Head of Centre
The Head of Department for Fire, Rescue & Disaster Management (Chief Fire Officer) serves as the statutory functionary for Disaster Management and shall carry out the functions as Head of the Municipal Disaster and Emergency Management Centre (DEMC).

The Head of Centre shall in terms of Section 45 of the Act, be the enabling authority for Disaster Risk Management in the Municipality where, subject to the requirements of section 45 of the Disaster Management Act, he shall be duly authorized to:

i. Administer and keep current the Disaster Management Plan in consultation with the DMCC

ii. Convene regular and/or extraordinary meetings of the DMCC

iii. Liaise and consult on behalf of the Municipal Manager with the District and Provincial Disaster Management Centres on matters relating to disaster management

iv. To commandeer any municipal resource, including any municipal employee in the mitigation of any emergency, and

v. Instruct any Head of Department regarding the compilation of any preparedness plan or element thereof for any identified risks that could or will affect the Breede Valley Municipality.

B.3. Inter-Departmental Disaster Risk Management Coordination Committee (DMCC)
In order to ensure appropriate and adequate disaster risk management and to promote better communication and coordination, thereby creating a more resilient municipality, an Inter-Departmental Disaster Management Coordinating Committee (DMCC) shall be established.

The DMCC is through its convention is also in terms of its appropriate expertise and knowledge and authority, able to commit resources and assist in responses to major incidents,

The composition of the DMCC will be as follows:

- Executive Mayor
- Municipal Manager
- Chief Fire Officer (Head of Centre)
- Chief Financial Officer
- Municipal Electrical Engineer
- Municipal Engineer
- Head of Supply Chain Management Unit
- Heads of Engineering Departments
- Traffic Services Manager
- Head: Information and Communication Technology
- Head of Town Planning and Development Control
- Section 57 Appointments
B.4. Municipal Disaster Management Advisory Forum
It is considered necessary that a Municipal Disaster Management Advisory Forum (DMAF) be established in order to ensure that there is adequate inputs into disaster risk management plan. Some of the participants of the DMAF will include:
- CWDM Disaster Management
- South African Police Services
- PAWC – Emergency Medical Services
- PAWC – Traffic Services
- Department of Correctional Services
- PAWC – Health Services.
- CWDM Environmental Health Services
- Breede Valley Fire Protection Association
- Department of Agriculture
- Department of Water Affairs
- Department of Environmental Affairs & Development Planning
- Community Based Organizations
- Non-Governmental Organizations
- Any other person or body so co-opted as a Secondary Stakeholder

B.5. Programme Assessment
A comprehensive assessment of the Disaster Management Programme Elements listed in Part C of this framework shall be conducted annually by the DMCC to determine the overall effectiveness of the Programme and its alignment to the Key Performance Areas and related Enablers as envisaged in the respective National and Provincial Disaster Management Framework.
PART C – PROGRAMME ELEMENTS

C.1. General
The Disaster Management Programme shall include the following elements, the scope of which shall be determined by the potential hazards affecting the Municipality. These elements shall be applicable to the phases of mitigation, preparedness, response and recovery.

C.2. Laws and Authorities
The Disaster Management Programme shall comply with all applicable legislation, regulations and shall *supersede* any other Council Policy in terms of the definition of an Emergency as contained in this Framework.

C.3. Hazard Identification and Risk Assessment
C.3.1 The DMCC shall identify hazards, the likelihood of their occurrence, and the vulnerability of people, property, environment and the capacity of the Municipality to deal with those hazards. Hazards to be considered at a minimum shall include but not limited to:

   a. Natural events  
   b. Technological events  
   c. Human events

C.3.2 The DMSCC shall conduct an impact assessment analysis to determine the potential for detrimental impacts of the hazards on the following items, including but not limited to:

   a. Health and safety of persons in the affected area at the time of incident (injury and death)  
   b. Health and safety of personnel responding and reacting to the incident  
   c. Continuity of operations and services of the Municipality  
   d. Property, facilities and infrastructure  
   e. Delivery of services  
   f. The Environment  
   g. Economic and financial considerations and conditions  
   h. Regulatory and contractual obligations  
   i. Image and Reputation of the Municipality.

C.4. Hazard Mitigation
C.4.1 The DMCC shall implement a strategy to eliminate hazards or mitigate the effects of hazards that cannot be eliminated.

C.4.2 The mitigation strategy shall be based on the results of hazard identification and risk assessment impact analysis, program assessment, operational experience, and cost-benefit analysis.

C.4.3 The mitigation strategy shall consider but not be limited to the following:

   a. The use of appropriate building construction standards and safer town planning guidelines.  
   b. Hazard avoidance through appropriate land-use practices  
   c. Relocation, retrofitting, or removal of structures at risk
d. Removal or elimination of the hazard

e. Reduction or limitation of the amount or size of the hazard.

f. Segregation of the hazards from that, which is to be protected.

g. Modification of the basic characteristics of the hazard.

h. Control of the rate of release of the hazard.

i. Provision of protective systems or equipment

j. Establishment of hazard warning and communication procedures

k. Redundancy or duplication of critical systems, equipment, information, operations or materials.

C.5. Resource Management

C.5.1 The DMCC shall establish programme performance objectives for each hazard identified in Part C.3. The programme performance objectives shall consider but not be limited to the following:

a. Personnel, equipment, training, facilities, funding, expert knowledge, materials and the time frames within which they will be needed.

b. Quantity, response time, capability, limitations, cost, liability connected with using the involved resources

C.5.2 An assessment shall be conducted to identify the resource capability shortfalls and the steps necessary to overcome the identified shortfalls.

C.5.3 A current inventory of internal and external resources shall be maintained

C.5.4 The assessment shall address voluntary donations and contributions to the BVM

C.5.5 The need for any mutual aid assistance shall be determined and agreements shall be established. Where any mutual aid agreement is in force, such agreements shall be referenced in the Disaster Management Plan. Mutual aid agencies, organizations and persons that shall be considered shall include, but not be limited to the following:

a. Primary and Secondary care Health Facilities

b. PAWC Emergency Medical Services

c. District and Local Fire & Emergency Services

d. The South African Police Services

e. Provincial Authorities

f. Medical Doctors

g. Information Technology Suppliers

h. Medical Equipment Suppliers

i. South African Weather Services

j. Tourism Bodies


l. Specialist Groups and Associations

m. Specialist Equipment Suppliers

n. Other Relevant Agencies as deemed necessary.

C.6. Planning

The IDRMF shall include the development of plans in accordance with Part B.1. and shall include but not be limited to strategic planning, emergency operations planning, and recovery planning.
C.7. Plans
C.7.1 The strategic plan shall define the vision, mission, goals, and objectives of the Disaster Management Programme and shall be referenced with the Disaster Management Plan.

C.7.2 An emergency/operations response plan assigns responsibilities to organizations and individuals for carrying out specific actions at projected times and places in an emergency or disaster.

C.7.3 The Mitigation Plan shall establish interim and long-term actions to eliminate hazards or to reduce the impact of those hazards that cannot be eliminated.

C.7.4 The Recovery Plan shall identify the short term and long term priorities, processes, vital resources, acceptable timeframes, and procedures for restoration of services, facilities, programmes and infrastructure.

C.7.5 A continuity of operations plan shall identify the critical and time sensitive applications, processes and functions, to be recovered and continued, as well as the personnel and procedures necessary to do so, such as service impact analysis, business continuity management, et al.

C.8. Common Plan Elements
C.8.1 The functional roles and responsibilities of internal and external agencies, organizations, departments, and individuals during mitigation, preparedness, response, and recovery should be identified.

C.8.2 The lines of authority for those agencies and persons shall be established or identified.

C.9. Direction, Control and Co-ordination
C.9.1 The DMCC shall develop the capability to direct, control, and co-ordinate response and recovery operations.

C.9.2 The Fire Services Incident Management & Command System shall be utilized in accordance with the purpose of this program.

C.9.3 The specific organizational, departmental and individual roles shall be identified for each for management function as specified in the IDRMF.

C.9.4 A mechanism shall be identified to determine the level of implementation of the incident management according to the scale and magnitude of the incident and the capabilities of the BVM.

C.9.5 Applicable policies and procedures for co-coordinating response, continuity and restoration activities with appropriate authorities and resources while ensuring compliance with regulations and standards.

C.10. Personnel Communications and Contact
C.10.1 A personnel communications network system and shall be established to augment the purpose of the Disaster Management Programme.

C.10.2 The communications network system shall include but not be limited to:
   a. An central communication centre
   b. An emergency call out priority list
c. An emergency call out standby list
d. An emergency paging /cellular / landline communication system
e. An Alert Status System
f. A Full Mobilization System

C.11. Operations and Procedures
C.11.1 The DMCC shall develop, coordinate and implement operational procedures to support the Emergency Management Programme.

C.11.2 Particular attention shall be paid to considerations of Life Safety.

C.11.3 Standard Operating Procedures shall be established and implemented for response and attention to those credible hazards identified in Section C.3, Part C.

C.11.4 A recovery situation analysis shall be conducted that includes a damage assessment and the identification resources needed to support recovery operations.

C.11.5 Procedures shall be established for maintaining the continuity of a level normal municipal functioning that must continue into recovery and mitigation.

C.11.6 Procedures shall be established for continuity of management should management be incapacitated or the attention of management needs to be focused entirely on the emergency.

C.12. Logistics and Facilities
C.12.1 The DMCC shall establish procedures to locate, acquire, distribute, and account for services, resources, materials, and facilities procured or donated to support the Disaster Management Plan

C.12.2 The Fire Services Headquarters (FBHQ) shall serve as the BVM Emergency Operations and Disaster Management Centre and shall be equipped and maintained so as to be capable of supporting response and recovery operations in partnership with the District Disaster Management Centre.

C.12.3 Provision shall be made for Physical Facilities to be made available and mobilized to cater for external demands during a disaster. This should include but not be limited to:
   a. The provision of beds
   b. The setting up of a Casualty Handling System (CHS)
   c. The provision of food and refreshment
   d. The provision of extra medical supplies
   e. The provision of blankets
   f. The possible re-allocation of areas to cater for large masses of people who may affected by a disaster where this could include:-
      i. sports grounds,
      ii. Community and school halls
      iii. Any other place capable of supporting mass accommodation of people.

C.13. Training
C.13.1 An assessment of training needs shall be performed and from this training/ educational support programmes shall be developed to support the IDRMF
C.13.2 The objective of the training shall be to create awareness and enhance the skills that will be required to sustain the IDRMF.

C.13.3. Frequency and scope of the training shall be identified by the Head: Disaster Management.

C.13.4 Records shall be maintained of all training activities.

**C.14. Exercises, Evaluations and Corrective Actions**

C.14.1 The DMCC shall evaluate the IDRMF plans, procedures and capabilities through periodic reviews, testing, post-incident reports of similar institutions, performance evaluations, and exercises.

C.14.2 Exercises shall be designed to test individual essential elements, inter-related elements, or the entire plan.

C.14.3 Procedures shall be established to ensure that corrective action is taken on any deficiency identified in the evaluation process and to revise the IDRMF.

**C.15. Crisis Communications, Public Education and Information**

C.15.1 The DMCC shall develop procedures to disseminate and respond to requests for pre-disaster, disaster information, including procedures to provide information to the media and deal with their enquiries according to protocol, if not already established.

**C.16. Finance and Administration**

C.16.1 Financial and administrative procedures shall be developed that will support the IDRMF before, during and after a defined emergency.

C.16.2 The allocation of financial resources in support of the IDRMF shall be clearly defined in a Financial Framework that reads with the National and Provincial Disaster Management Frameworks.