

# George Municipality FIRST DRAFT Disaster Management Plan

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**George Municipality**

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## **1. INTRODUCTION**

George Municipality is committed to build a safer environment for its community. This document constitutes the Disaster Management Plan (DMP) of the George Municipality which has been compiled in terms of Section 53(1)(a) of the Disaster Management Act, 2002 (Act 57 of 2002).

The Disaster Management Act states that “Disaster Management is a continuous and integrated multi-sectorial and multi-disciplinary process of planning and implementation of measures aimed at disaster prevention, mitigation, preparedness, response, recovery, and rehabilitation”.

Disasters have a huge impact on humans and the environment and collaborative government intervention is required to prevent, respond to and mitigate the effect thereof. The collaborative nature of Disaster Management requires that all spheres of government, all sectors of society and NGO’s work together to prevent, respond to and mitigate the impact of disasters.

This DMP confirms the arrangements for managing disaster risk and for preparing for and responding to disasters within the George Municipal Area as required by the Disaster Management Act. Emergencies are defined as situations, or the threat of impending situations abnormally affecting the lives and property of our society. By their nature, or magnitude these require a coordinated response by 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. firefighting, traffic activities, town engineering, etc.

Most of the times, natural and manmade disasters/emergencies could occur in the geographical area of responsibility of the George Municipality. Those most likely to occur are windstorms, floods, epidemics, transportation accidents, air accidents, road or rail crashes, toxic or flammable gas leaks, electric power blackouts, building or structural collapse, uncontrollable fires, explosions, breakdown of essential services / supplies, road collapses or any combination thereof.

## **2. PURPOSE**

This plan confirms the arrangements for managing disaster risk and for preparing for- and responding to disasters within the George Municipality as required by the Disaster Management Act.

This plan seeks to achieve the following key outcomes:

- Integration of Disaster Risk Management into the strategic and operational planning and project implementation of all line functions and role players within the municipality.
- Resilient communities.
- An integrated, fast and efficient response to emergencies and disasters by all role-players.

This plan has been developed to provide key officials, role players and departments in the George Municipality with a general guideline 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 provisions and that every official, role player, department and personnel be prepared to carry out their assigned functions and responsibilities before, during and after emergencies. 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 George Municipality 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-sectorial 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 as amended).

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 George Municipality, whenever a major 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 Disaster Management. (Fire Chief, George Fire Department)

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

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

**The plan must:**

- a. Form an integral part of the IDP.
- b. Anticipate the likely types of Disaster that might occur in the Municipality's area and their possible effects.
- c. Identify the communities at risk.
- d. Provide for appropriate prevention and mitigation strategies.
- e. Identify and address weaknesses in capacity to deal with possible disasters.
- f. Facilitate maximum emergency preparedness/prevention/ mitigation.

- g. Establish the emergency management policy framework and organization that will be utilized to mitigate any significant emergency or disaster affecting the George Municipality.
- h. Establish the operational concepts & procedures associated with day-to-day operational response to emergencies by local municipal departments.
- i. Contain contingency plans and emergency procedures in the event of a disaster, providing for-
  - The allocation and co-ordination 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.

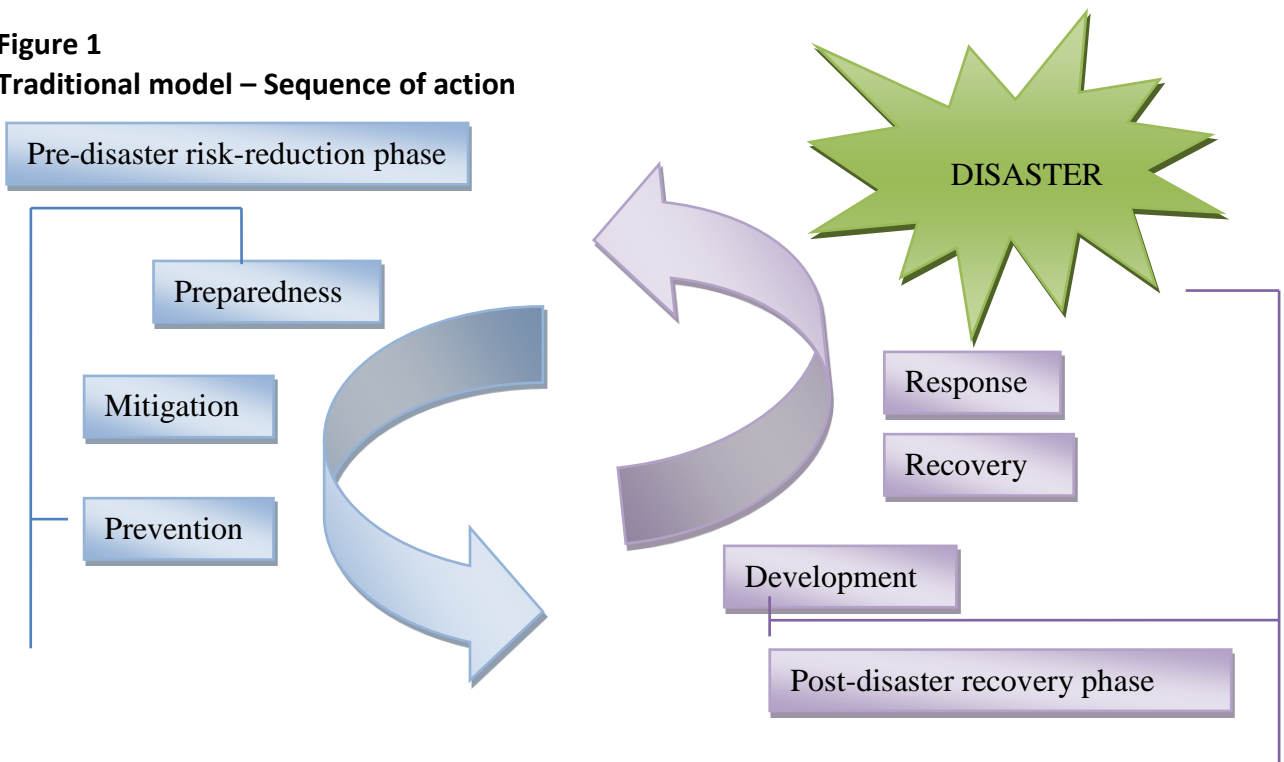
Figure 1 illustrates the continuum – it should be noted that Disaster Management is not only reactive, but also involves actions aimed at preventing disasters, or mitigation the impact of disasters.

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 the planning before a disaster in the pre-disaster risk reduction phase, the prevention, mitigation, measures for a ward is discussed and the preparedness measures 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 cover the whole disaster management continuum and must address action before, during and after disasters. Disaster management plans are compiled based on a generic concept, including standard operating procedures and best practice and then expand with risk specific plans, which address disaster management for special circumstances, where the generic plan needs to be adapted.

**Figure 1**  
**Traditional model – Sequence of action**



### 3. BACKGROUND

George Local Municipality is located in the Western Cape and falls within the Garden Route District. The District is known as the Garden Route, with George, its hub nestled among the slopes of the Outeniqua Mountains and flanked by the Indian Ocean to the south. George enjoys the strategic advantage of being situated on the major transport routes between Cape Town in the south and Port Elizabeth in the East.

George Municipality covers an area of 5 238km<sup>2</sup> consisting of diverse geographic area that accommodates approximately 220 000 people and extends from the dry and climatically extreme Little Karoo in the north to the wetter more temperate Garden Route in the South. The municipal area includes the following: city of George; villages of Wilderness and Herolds Bay; coastal resorts such as Kleinkrantz and Victoria Bay; rural areas such as Rondevlei (east of Wilderness), Geelhoutboom, Herold, Hansmoeskraal and Waboomskraal; Uniondale and Haarlem.





**DISASTER (EMERGENCY) AREA:** The total area affected by the emergency (disaster) incident.

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

**GEORGE MUNICIPALITY:** Any area within the municipal boundaries.

**DROUGHT:** A weather 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 WARNING:** The identification, interpretation and recognition of events which would draw attention to a potential emergency.

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

**EMERGENCY (DISASTER) AREA:** The area affected by the emergency situation.

**ECC:** Emergency Control Centre.

**EPIDEMIC:** Any 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):** Dealing with a disaster on the scene to ensure that role players responding at the site of the emergency are coordinating their response.

**HAZARDS:** Threats to life, well-being, 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 referred to as a disaster.

**HAZARDOUS SUBSTANCES:** Substances that can cause harm or damage to humans, animals and the environment.

**HUMAN-MADE DISASTERS:** Disaster or emergency situations, which are caused directly 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 wastewater treatment plants to name a few examples.

**JOC:** Joint operations center.

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

**MEDIA LIAISON OFFICER:** Responsible for coordination of relevant information to the general public and media, coordinating press conferences, briefings, requests for interviews, media statements and handling all media queries.

**MITIGATION:** Action taken to reduce the effects of a disaster. The term normally implies that while it may be possible to prevent some disaster effects, other effects 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:** Any 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, underlying problems, associated with poverty, can also heighten the impact on the community.

**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 provision of shelter, medicine, food, clothing, water etc.

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

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

**SLOW-ONSET DISASTER:** Slow-onset disasters or creeping emergencies, (so named because they take several months or years to reach a critical phase) result when the ability of 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

## **6. LEGAL MANDATE**

George Municipality is legally obliged to prepare a disaster management plan for its area according to the circumstances prevailing in the area; to co-ordinate and align the implementation of its plan with those of other organs of state and institutional role players; and to regularly review and update its plan. The municipality must also consult the Garden Route district municipality and provincial disaster management centre on the preparation or amendment of its plan.

Section 53(1) (a) of the Disaster Management Act, 2002 (Act 57 of 2002) requires the George Municipality to prepare a disaster management plan for its area according to the circumstances prevailing in the area and within its municipal disaster management framework.

Section 53(2) (a) of the Disaster Management Act, 2002 (Act 57 of 2002) specifies that the disaster management plan for a municipality must form an integral part of the municipality's integrated development plan (IDP).

The National Policy Framework of 2005 as well as the Provincial Policy Framework of 2010 also provide for the importance of disaster management planning and state that plans are to be revised at least bi-annually.

Section 26(g) of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) lists "Applicable disaster management plans" as core components of an IDP.

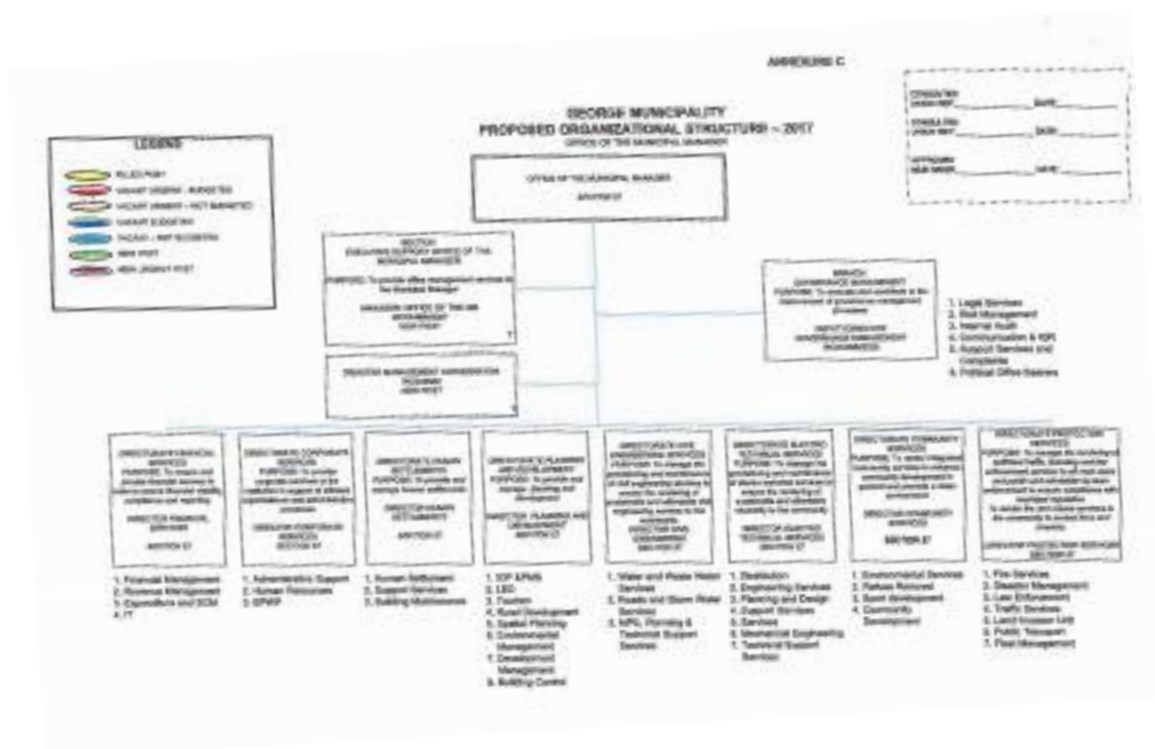
The Municipality must submit a copy of its Disaster Management (DM) plan, and of any amendment to the plan, to the Garden Route District Municipality, Disaster Management Centre of the Western Cape Province and the National Disaster Management Centre.

## **7. INSTITUTIONAL CAPACITY**

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

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.

## 8. MANAGEMENT STRUCTURE

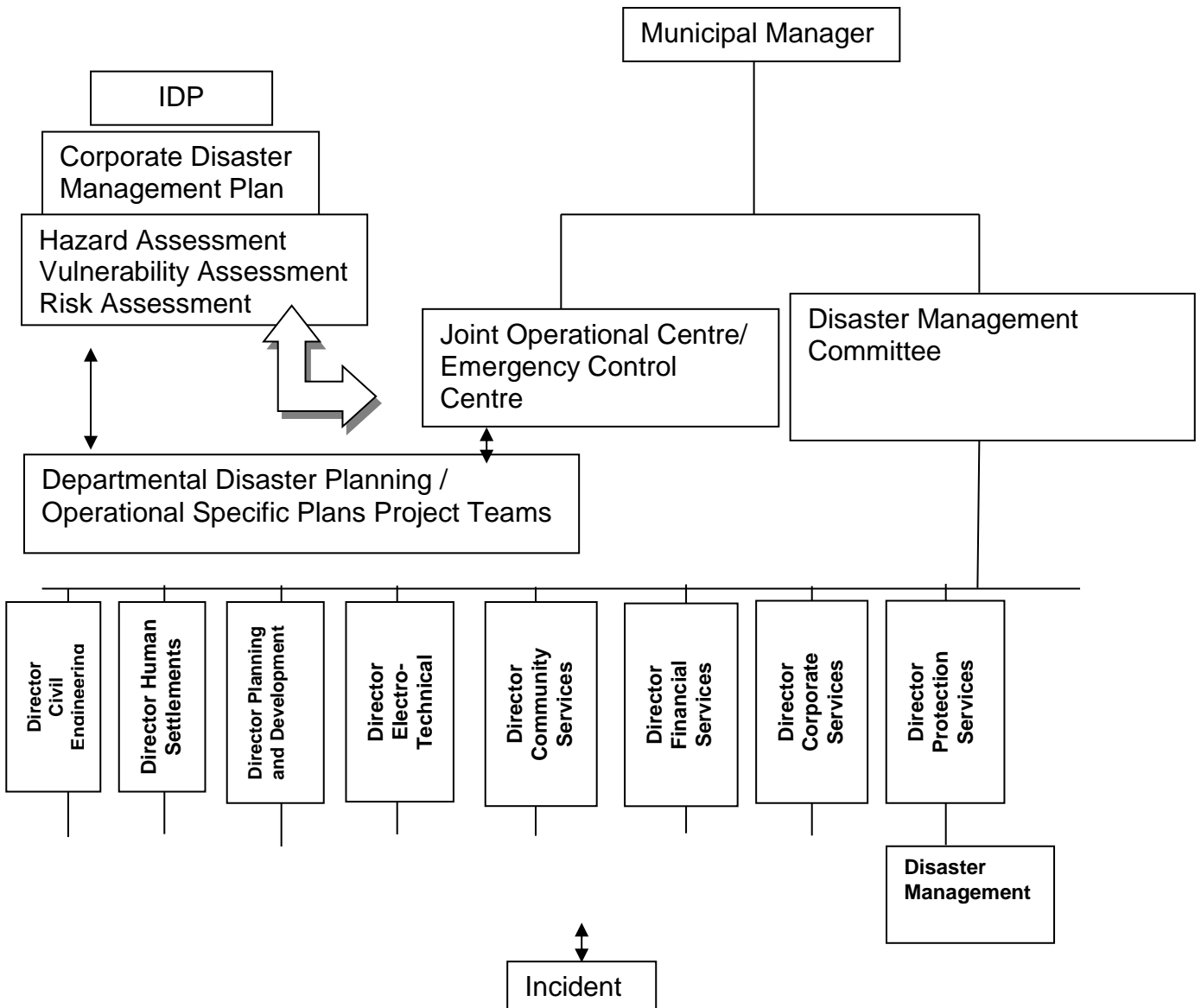


In terms of a management structure for disaster management, the principle of functioning within the established structure of the George Municipality as far as possible will be adhered to.

The slogan “**Disaster Management is everybody’s business**” will be the core principle in each of the Departments of the George 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 George 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 George 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.

## **9. THE MUNICIPALITY DISASTER MANAGEMENT COMMITTEE (DMC)**

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

The Disaster Management Committee will consist of a representative from each of the above mentioned Directorates and must convene at least quarterly.

The Disaster Management 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 DMC will also have the responsibility of assigning project teams to address specific risks and develop risk-specific plans (see risk mitigation project team)

The DMC will be activated through the Disaster Response Procedure.

## **10. INDIVIDUAL RESPONSIBILITIES**

The main stakeholders in the George 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 objective of each stakeholder must be to prevent the occurrence of emergencies or disasters that threaten life, property, the environment or economic activity in the George Municipal area.

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

### **10.1. MUNICIPAL MANAGER**

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

- a. Ensure that the disaster management function is executed in an effective and efficient manner in the area of the George Municipality.
- b. During and after emergencies or disasters the Municipal Manager will be responsible to personally or through a designated official:
- c. Report, liaise and consult with councilors and external provincial and national government departments.
- d. Report on emergency impact and response to the Mayor,
- e. Report on emergency impact and response to the councilor(s) in the affected area(s),
- f. Report on emergency impact and response to the remaining Councilors,

- g. Notify next of kin when a Municipal employee is injured, missing or killed,
- h. Authorize extraordinary expenditures,
- i. Identify persons/organizations to receive recognition for contributions to emergency response.

## **10.2. DIRECTOR: PROTECTION SERVICES**

The Head of the department Protection Services must:

- a. Ensure that disaster plans are compiled and maintained in his/her service.
- b. Establish and ensure the effective functioning of the disaster management coordinating committee.
- c. The head of the department Protection Services is responsible for the effective planning and functioning of the Municipal emergency services throughout all phases of the Disaster Management Continuum.
- d. He/she must ensure that disaster plans are compiled and maintained in his/her directorate, with specific reference to the following:
  - Establishment and maintenance of the Municipal Disaster and Emergency Services Operations 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 District
  - Protecting health and safety of emergency responders.
  - Coordinating of donations received

## **10.3. DISASTER RISK MANAGER / CHIEF FIRE OFFICER**

- a) The Head of Disaster Risk Manager is responsible for the compilation, maintenance and distribution of the Municipalities Corporate Disaster Management and it's supporting risk-specific and incident management plans.
- b) The Head of the Emergency Services is also responsible for the performance by the Centre of its disaster management functions and to implement and co-ordinate the Disaster Management Act with specific reference to (section 44(1))
- c) Report, liaise and consult with councilors and external provincial and national government departments.



- d) Report on emergency impact and response to the Mayor,
- e) Report on emergency impact and response to the councilor(s) for the affected area(s),
- f) Report on emergency impact and response to the remaining Councilors,
- g) Notify next of kin when a Municipal employee is injured, missing or killed,
- h) Authorize extraordinary expenditures,
- i) Identify persons/organizations to receive recognition for contributions to emergency response.
- j) Ensure that disaster plans are compiled and maintained in his/her service.
- k) Establish and ensure the effective functioning of the disaster management coordinating committee.
- l) When necessary, submit reports containing recommendations for changes to the Corporate Disaster Management Plan to Council.
- m) Establishment and maintenance of the Municipal Disaster and Emergency Services Operations Center
- n) Compilation of pro-active departmental disaster management programs to support risk reduction or elimination.
- o) Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations.
- p) Coordinating response and mutual aid agreements with adjacent municipalities in the District
- q) Protecting health and safety of emergency responders.
- r) The development of by-laws to ensure compliance with statutory obligations.

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

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

#### **10.4. DIRECTOR CIVIL ENGINEERING SERVICES**

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

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

- c. Identifying and prioritizing essential services that require restoration as the result of an emergency or disaster.
- d. Monitoring the environment (air, water, and ecosystem) for contamination,
- e. Establishing and maintaining a resources database that is integrated with the DMC's Disaster Management Resources Database (DisRes).
- f. The conducting of regular environmental impact studies.

#### **10.5. DIRECTOR ELECTRO TECHNICAL SERVICES**

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

- a) Compilation of pro-active departmental disaster management programs to support risk reduction or elimination.
- b) Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations.
- c) Identifying and prioritizing essential services that require restoration as the result of an emergency or disaster.
- d) Establishing and maintaining a resources database that is integrated with the Disaster Management Resources Database.

#### **10.6. DIRECTOR PLANNING AND DEVELOPMENT SERVICES**

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

- a) Compilation of pro-active departmental disaster management programs to support risk reduction or elimination.
- b) Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations.
- c) Identifying and prioritizing essential services that require restoration as the result of an emergency or disaster.
- d) Establishing and maintaining a resources database that is integrated with the Disaster Management Resources Database.

#### **10.7. DIRECTOR HUMAN SETTLEMENTS SERVICES**

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

- a) Compilation of pro-active departmental disaster management programs to support risk reduction or elimination.
- b) Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations.
- c) Identifying and prioritizing essential services that require restoration as the result of an emergency or disaster.

- d) Establishing and maintaining a resources database that is integrated with the Disaster Management Resources Database.

#### **10.8. DIRECTOR COMMUNITY SERVICES**

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

- a) Compilation of pro-active departmental disaster management programs to support risk reduction or elimination.
- b) Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations.
- c) Identifying and prioritizing essential services that require restoration as the result of an emergency or disaster.
- d) Establishing and maintaining a resources database that is integrated with the Disaster Management Resources Database.

#### **10.9. DIRECTOR CORPORATE SERVICES**

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

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

#### **10.10. DIRECTOR FINANCIAL SERVICES**

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

- a. Compilation of pro-active departmental disaster management programs to support risk reduction or elimination.
- b. Compilation of reactive departmental disaster management plans to ensure service continuation during emergency/disaster situations.
- c. Managing donations for emergency response.
- d. Facilitating emergency procurement.

- e. Initiating and facilitating efforts to make funds available for disaster management in the municipal area (section 43).
- f. Supplying resources for disaster management purposes.
- g. Liaising with the Provincial officials with respect to the utilization of Provincial emergency relief funds if applicable.

## **11. EMERGENCY FINANCE**

The procedure for requesting these funds will be as follows: -

- During a declared disaster additional emergency funds for rehabilitation will be requested.
- The specific Department will execute evaluation of the damage; where upon the request will be forwarded to the Joint Operational Centre.
- The Joint Operational Centre will evaluate 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 ECC/JOC will monitor the rehabilitation process.

## **12. ROLE OF NGO's**

To be defined by the DMC.

- a. Preparedness
- b. Prevention
- c. Mitigation
- d. Education/Awareness
- e. Infrastructure
- f. Safe Operational
- g. Environment
- h. Volunteers

## **13. Media/Communication**

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

The Communications Department is tasked with providing accurate, timely information to the media about the incident and operations of the disaster, fire and emergency services within the Incident Command Structure (or JOC) and where such verified information is obtained from the Incident Commander. It is important that the communication perspective be represented when key crisis decisions are being made, in some situations, communications

may be the only tool an organization may have in the early phases of a crisis. The Communications Department assigned official to be the single point of contact for the media.

The goal is to provide effective, regular communication updates with the public via the news media and municipal channels; where possible developing a positive perception of the emergency services, but focusing on the dissemination of important safety messaging.

The assigned Communications Official is responsible for establishing a media area that does not impede operations and will filter all media requests for briefings, interviews etc via the Incident Commander.

In a major incident, the assigned Communications Official coordinates with other responding agencies to ensure consistent, accurate information dissemination and to avoid release of potentially sensitive information.

A protocol must be developed with the INCIDENT COMMANDER and main role-players regarding information gathering and sharing and an immediate communication strategy must be listed indicating immediate and long-term goals for the communication around the incident.

### **13.1. MEDIA LIASON OFFICER**

The media liaison role must be conducted as a function within the Incident Command System or the JOC by an appointed official of the Communications Department. The public will be informed at all times regarding pending and immediate dangers as well as all actions underway.

- a. The Communications Department under the Office of the Municipal Manager / Disaster Management Centre will assume full responsibility for all press releases and related communications, assisted by the ECC/JOC.
- b. VIP's will be briefed by ECC/JOC at all times.
- c. The Executive Mayor and Municipal Manager act as official spokespersons where plausible.
- d. **No media statement from or interview with any other officials is allowed unless prior approval is obtained.**
- e. Municipal staff are kept informed of the situation *via the Office of the Municipal Manager*.
- f. The Communications Department will monitor communications channels including social media and mainstream media at all times which will inform further messaging in order to recover or preserve well-being and normality and address as far as possible fake rumors and myths with consistent, factual messaging which the public can access.

## **14. JOINT OPERATIONAL CENTRE (JOC)**

The ECC/JOC 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 its own departmental disaster plan but the ECC/JOC team will ensure co-ordination and support between departments and external bodies. Oversee operational approach and ensure it is in line with the corporate strategy.

The ECC/JOC will be convened and chaired by the Municipal Manager or Head of the Centre at a suitable facility.

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

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

### **14.1. INTERNAL**

Municipal Manager  
Disaster Manager/ Chief Fire Officer  
Director Protection Services  
Director Community Services  
Director Civil Engineering Services  
Director Electro Technical Services  
Director Corporate Services  
Director Financial Services  
Director Human Settlements, Land Affairs & Planning  
Director Planning & Development  
Manager Communications or representative

Other expertise may be co-opted taking into account the specific hazard and or risk probabilities.

### **14.2. EXTERNAL BODIES**

Garden Route Disaster Management Center  
Emergency Medical Services  
SAPS  
Government departments.  
Representatives from other bodies as required

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

### **14.3. FACTORS REGARDING ADMINISTRATIVE EXECUTION**

- a. Maintain records of communications, decisions, actions and expenditures,

- b. Determine emergency area(s) and sites,
- c. Decide on emergency measures and priorities,
- d. Assess impact,
- e. Request emergency partner assistance / invoke mutual aid agreements,
- f. Close public buildings,
- g. Issue public warnings, orders and instructions,
- h. Protect the health and safety of emergency responders,
- i. Ensure an acceptable level of emergency services for the Municipalities outlying area(s),
- j. Prepare lists of fatalities, casualties and missing persons,
- k. Prepare lists of destroyed and damaged properties,
- l. Co-ordinate response with ministries through Disaster Management Center,
- m. Identify persons/organizations to contribute to emergency response,
- n. Provide information to the media for dissemination to the affected population(s) and the general public,
- o. Co-ordinate information for public release with emergency partner's communications staff,
- p. Respond to enquiries from the media, public,
- q. Identify target audiences for post – emergency communications,
- r. Identify persons/organizations to contribute to post-emergency reports/debriefings and submit information for payment of invoices.

## **15. RISK ASSESSMENT**

Risk and vulnerabilities will determine the priorities for Disaster Management programs and 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.

See attached Risk assessment done by Province.

### **Objectives**

- To utilize and maintain existing infrastructure, and the further development of infrastructure that will effectively satisfy disaster management needs.
- To constantly and orderly identify risks and emergency or potential disaster situations relating to the George Municipality 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 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 risk mitigation plan to effectively deal with potential losses

## 16. CLIMATE CHANGE

Even without taking climate change into account, disaster risk will continue to increase in many African countries as more vulnerable people and assets are exposed to weather extremes. Global climate change is a threat to sustainable development and could undermine poverty alleviation efforts and have severe implications for food security, clean water, energy supply, environmental health and human settlements.

**South Africa** experiences a wide variety of natural and human induced hazards, however, the three that occur most frequently – floods, droughts and fires – are all associated with water, its excess or its lack. Infrastructure, basic resources (water, food and energy) and livelihoods will all be impacted on and these impacts will affect all sectors and stakeholders, with a particular impact on the poor and vulnerable sectors of our community. The impacts associated with certain hazards are increasing in severity because of changing societal vulnerabilities. Certain factors compound the vulnerability of particular groups in South Africa – their ability to anticipate, cope with, resist and recover from a natural threat. This in turn increases the risk of a natural hazard occurring - culminating in physical, financial and social losses.

The question of identifying those most vulnerable or most at risk, and finding appropriate frameworks to understand vulnerability, is a dynamic process and is often better articulated at a local scale.

The **Western Cape Province** has been identified as particularly vulnerable to climate change because of its coastal location and tidal influence of rising sea temperatures on the weather patterns. Observed climate trends for the Western Cape Province, over the last five decades, provide evidence towards an increased frequency of high temperature extremes. Between 2003 and 2008, direct damage costs associated with climate-related extreme events amounted to over R3 billion. Vulnerability is exacerbated by: high levels of poverty; a reduced recovery time due to the increased frequency of extreme events; limited access to, and affordability of, disaster insurance that would assist in absorbing losses; delayed and inadequate disaster relief and post-disaster recovery assistance from government, together with inadequate attention to disaster preparedness and prevention; and/or low productivity due to loss of soil fertility as a result of poor land management practices in the past.

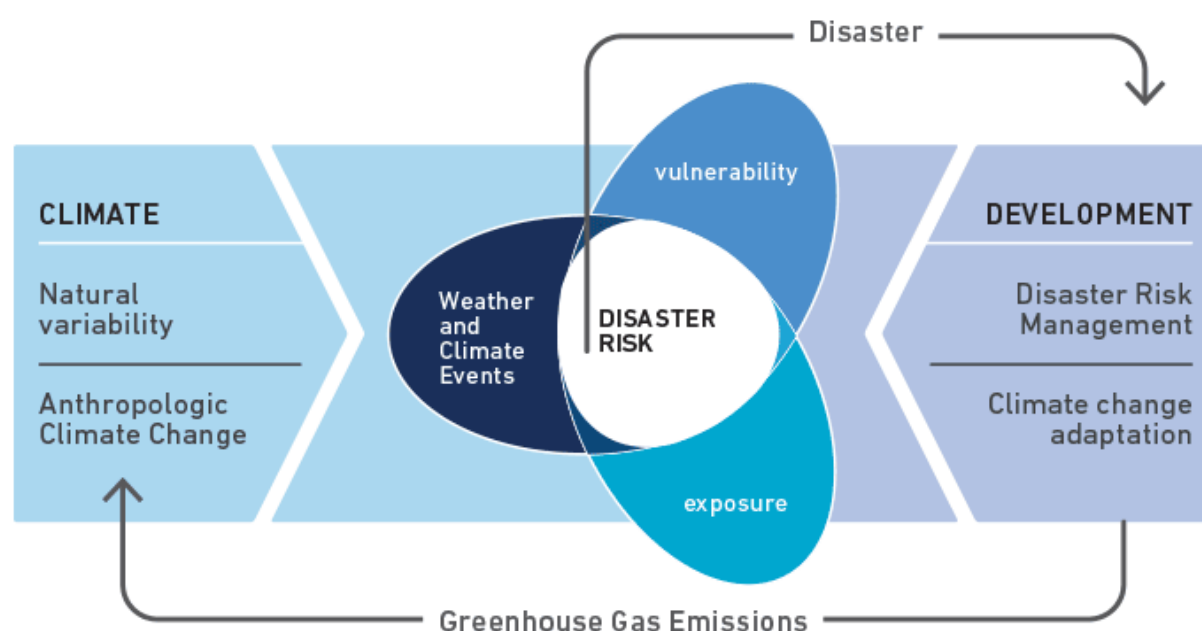
While the NDMF stresses the need for continual monitoring and improving capacity to predict, mitigate and respond to natural disasters, it does not engage with the added level of uncertainty brought on by climate change. In South Africa and the Western Cape there are a number of initiatives and resources available to manage the risk of climate change, these include: the National Climate Change Response Policy; the Western Cape's Climate Change Strategy and Action Plan; and the Western Cape Sustainable Energy Plan Development Facilitation Unit (DFU) of PGWC..

### 16.1. CLIMATE CHANGE AND DISASTER RISK

**Disaster Risk Reduction (DRR)** and **Climate Change Adaptation (CCA)** represent policy goals, one concerned with an on-going problem (disasters) and the other with an emerging issue



(climate change). While these concerns have different origins, they overlap a great deal through the common factor of weather and climate and the similar tools used to monitor, analyse and address adverse consequences. Another common feature they share is that they are not sectors in themselves but must be implemented through the policies of other sectors, in particular, those of agriculture, water resources, health, land use, environment, finance and planning. There are also linkages with other policies, most notably poverty eradication and planning for sustainable development, and education and science. See the overlapping areas in the figure below.



**Responding to climate-related risks** involves decision making in a changing world, with continuing uncertainty about the magnitude and timing of climate change impacts and with limits to the effectiveness of adaptation. It makes sense, therefore, to consider them and implement them in a systematic and integrated manner. For example, risk assessments, flood management systems and building code enforcement contribute to both DRR and CCA policy goals. At the same time, there are areas of non-overlap, such as in earthquake risk engineering for DRR and agricultural or trade policy initiatives for adaptation. There are also linkages with other policies, most notably poverty eradication and planning for sustainable development, and education and science.

**In this DRA report climate change**, will not be analysed as a single hazard. However, this report evaluates how climate change affects both the frequency and magnitude of a hazard, as well as the vulnerability of specific communities in terms of health conditions, economic viability and social stability.

## **16.2. Vulnerable groups**

The Provincial Department of Social Development (DoSD)) together with SA Social Security Agency are responsible for vulnerable groups. The DoSD has recently developed a disaster management plan for their functional area of responsibility.

Vulnerable groups (elderly, disabled, children) must be considered in disaster management planning specifically when developing standard operating procedures for evacuation and temporary shelter.

The Department of Local Government does also aid municipalities who require support with capacity building Programmes on gender mainstreaming.

DMC will take the above into consideration when Strategies are developed.

## **17. RISK REDUCTION**

### **17.1. PRE-DISASTER RISK REDUCTION PHASE**

#### **17.1.1. 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 in a bushfire-prone area, prior to the high-risk, is another example.

Public education programs for kids.

Public education program for property owners.

#### **17.1.2. MITIGATION**

Actions are taken to reduce the impact of emergencies and disaster on a nation or 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
- Development planning
- Management and institutionalisation
- Societal and
- Conflict resolution/reduction

#### **17.1.3. RISK MITIGATION PROJECT TEAMS**

DMC will establish these 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 its terms of reference and deliverables in consultation with Disaster Management Committee (DMC), and will be responsible to plan, manage and complete multi-disciplinary projects.

The DMC will ensure that project teams are convened and maintained to address risk-specific disaster management plans, such as plans for emergencies, flooding, oil spills and other transport disasters, hazardous materials incidents or mass events. Policies, plans and procedures that address efficient incident management and inter disciplinary co-operation during incidents are included in this category 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 and rehabilitation takes place over extended periods.

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

## **17.2. PREPAREDNESS**

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

Activities include:

- Vulnerability assessment
- Planning
- Institutional framework development
- Information system
- Resource development
- Warning system
- Response mechanisms and procedures
- Public education and training
- Rehearsals
- Development of a long and short term mitigation strategy, and
- Development of long and short lead-time forecasts.

### **17.2.1. DISASTER MANAGEMENT CENTER OBJECTIVES**

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

#### **17.2.1.1. Pre Disaster Risk**

- a. Data collection and verification collection
- b. Risk assessment in the area of jurisdiction
- c. Assessing capacity of the Municipality to implement emergency response actions,
- d. Formulate plans and projects to reduce risk.

#### **17.2.1.2. Pre-disaster Response**

- a. Integrating risk management programs with the IDP,
- b. To maintain risk specific safety infrastructure and plans
- c. To establish disaster prevention programs that focus on the most vulnerable communities and endeavor to support sustainable livelihoods.
- d. To design a program in support of fire protection and prevention in the rural areas,
- e. To refine disaster loss tracking and to establish a culture of scientific risk research,
- f. Determination of the exact causal factors for hazard manifestation leading to disastrous consequences.
- g. Securing of sufficient finance.
- h. To establish and maintain multi-disciplinary co-operation and co-operative partnerships,
- i. To establish pro-active media liaison and rapid response to media enquiries.
- j. To contribute to preventive and reactive management strategies for the HIV/AIDS pandemic.
- k. Education and awareness programs

### **17.3. RESPONSE**

#### **17.3.1. Post Disaster Recovery Phase**

Disaster response is the 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, or the event itself, if it occurs without warning.

Disaster response includes the implementation of disaster preparedness/contingency 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
- Logistics and supply
- Communication and information management

- Survivor response and coping
- Security
- Emergency operations management and co-ordinations, and
- Reconstruction

#### **17.4. 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 away any hazardous materials and any debris etc. The police and emergency services will also take joint responsibility for maintaining the situation and safety of all present.

#### **17.5. REPORTING**

- This principle of reporting is of the utmost importance as the management of any emergency situation starts here.
- When a Department identifies a problem which they cannot deal with, the ECC/JOC will assume responsibility
- All details about the incident and incoming information must be made available to Disaster Management and the ECC/JOC.
- Disaster Management will activate the relevant role players in the ECC/JOC / Disaster Management Centre.
- The Disaster Management office will act as the information center for the duration of the disaster.

#### **17.6. DOCUMENTATION**

This is essential to the effective management of any situation. ECC/JOC will ensure that all aspects are documented during and after the event. The office of the Director of Corporate Services is responsible for taking minutes of all meetings and assists in the documentation preparation and control. Such documentation will be required in an evaluation after the event.

#### **17.7. EMERGENCY MEDICAL POST**

It may be necessary to establish an emergency medical post at the scene or close by. The Provincial Emergency Medical Services (METRO) and the Fire Brigade will render this service. Further medical assistance will be called upon should it be deemed necessary.

#### **17.8. 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 on-going 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 on-going and sustainable development plans, taking into account future disaster risks and the reduction of future vulnerability.

George Municipality will follow the Disaster Management Act, 2002 (Act 57 of 2002) in terms of funding.

## **18. GEORGE MUNICIPALITY – DECLARING A DISASTER**

In terms of section 55 of the Disaster Management Act, 2002 (Act 57 of 2002) Council may by notice in the Provincial Gazette declare a local state of disaster if (a) existing legislation and contingency arrangements do not adequately provide for that municipality to deal effectively with the disaster; or (b) other special circumstances warrant the declaration of a local state of disaster.

The Act further stipulates, when a local state of disaster has been declared, the Council concerned may release any available resources of the municipality and personnel for the rendering of emergency services.

According to the Act a municipal state of disaster lapses three months after it has so been declared.

### **Attach the Provincial Guideline**

Ensure a return to normal functioning of affected communities as soon as possible.

Disaster prevention or mitigation through risk elimination or reduction.

The Mayor will inform the District Mayor, in the case of an emergency or pending disaster.

**After consultation with the ECC/JOC the municipal emergency may be declared terminated at any time by either:**

a. The Executive Mayor or Acting Mayor; or

b. The Municipal Council; or

- c. The Premier of the Western Cape Province.

**Upon termination of an emergency situation the Mayor, Municipal Manager or JOC/ECC will notify the following role players.**

- District Disaster Management Centre;
- The Mayor of the Eden District Municipality;
- The Municipal Council;
- Public, Media and Neighboring Municipal Officials.

## **19. DISASTER OCCURRING OR THREATENING**

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

- a. Initiate efforts to assess the magnitude and severity or potential magnitude and severity of the disaster,
- b. Alert disaster Management role players in the municipal area that may be of assistance in the circumstances,
- c. Initiate the implementation of the disaster response plan or any contingency plans and emergency procedures that may be applicable in the circumstances, and
- d. Inform the Eden District Disaster management Center and the Provincial Disaster Management Centre of the Disaster and its initial assessment of the magnitude and severity or potential magnitude and severity of the disaster.
- e. When informing the Eden District Disaster Management Center and the Provincial Disaster Management Center, the Center may take recommendations regarding the classification of the disaster as may be appropriate.
- f. Irrespective of whether a local state of disaster has been declared or not, the District is primarily responsible for the co-ordination and management of local disasters that occur in its area.
- g. Consideration regarding operational procedures and resources including Human Resources.
- h. Take in account short, medium and long-term implications.

## **20. PLAN MAINTENANCE**

### **20.1. PLAN MAINTENANCE AND REVISION**

The George Municipality Emergency Plan will be maintained and distributed by Disaster Management.

This Plan will be reviewed annually and, where necessary, revised at a meeting(s) of the Disaster Management Committee. The Disaster Manager will coordinate this.

The Corporate Plan shall only be revised by a resolution of the Municipal Council. However, the Disaster Manager will do revisions and administrative changes, after approval by 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.

## **20.2. TESTING OF PLAN**

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

## **21. 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 the District Municipal Disaster Management fund, to be secured in accordance within the provisions of the Disaster Management Act.

## **22. AUTHORITY LEVELS**

The Joint Operational center will manage the disaster and will recommend when a disaster is declared. The Disaster Manager and Disaster Management Centre will have the authority to authorize activation of role Players, the rehabilitation process and the financial management of the Rehabilitation process.

## **23. MUTUAL AID AGREEMENTS**

Departments with mutual aid agreements in place with outsourced institutions and suppliers, must have written agreements incorporated as part of the Departmental disaster plan.

## **24. CONTACT DETAILS AND REFERENCE DOCUMENTS**



List of key contacts and/or resource list  
George Municipality risk assessment  
List of Mutual Aid agreements  
List of Contingency Plans and SOP's  
List of DM plans from municipal departments as well as Eden DM

#### **COMMUNICATION**

**The plan will be distributed via Collaborator for comment.**  
**The draft copy of document will be sent to MAYCO for input.**  
**Completed copy will be presented to Council for approval.**  
**DMC will be created to disseminate further information and establish further protocols and procedures regarding DM.**