

**DISASTER RISK MANAGEMENT
POLICY FRAMEWORK FOR
THABO MOFUTSANYANA
DISTRICT MUNICIPALITY
(TMDM-DRMF)**



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Acronyms and abbreviations

DICDRM Management	District Inter-municipality Committee on Disaster Risk
DDMC	District Disaster Management Centre
DM Act	Disaster Management Act No. 57 of 2002
DMA	District Management Area
DRMF	Disaster Risk Management Framework
ECN	emergency communication network
FOP	field operations plan
IDP	Integrated Development Plan
IMS	information management system
KPA	key performance area
KPI	key performance indicator
MDRMAF	Municipal Disaster Risk Management Advisory Forum
MIDRMC	Municipal Interdepartmental Disaster Risk Management Committee
MIDRP	Municipal Indicative Disaster Risk Profile
NDMC	National Disaster Management Centre
NDMF	National Disaster Management Framework
NGO	non-governmental organisation
PDART	Provincial Disaster Assistance Response Team
PDMC	Provincial Disaster Management Centre
PDRMAF	Provincial Disaster Risk Management Advisory Forum
PE	performance enabler
TAC	technical advisory committee
TMDM	Thabo Mofutsanyana District Municipality
TMDM-DRMF	Thabo Mofutsanyana District Municipality Disaster Risk Management Framework
TMDM-DMC Centre	Thabo Mofutsanyana District Municipality Disaster Management Centre

A note on terminology

Disaster risk management

The term ‘disaster risk management’ refers to integrated, multisectoral and multidisciplinary administrative, organisational, and operational planning processes and capacities aimed at lessening the impacts of natural hazards and related environmental, technological and biological disasters. This broad definition encompasses the definition of ‘disaster management’ as it is used in the Disaster Management Act No. 57 of 2002 (DM Act) and the National Disaster Management Framework (NDMF) (2005). However, where appropriate, the more updated term ‘disaster risk management’ is preferred in this policy framework because it is consistent with the use of the term internationally.

Disaster risk reduction

The preferred term ‘disaster risk reduction’ is used throughout this policy framework. It refers to all the elements that are necessary to minimise vulnerabilities and disaster risk throughout society. It includes the core risk reduction principles of prevention, mitigation and preparedness.

1 Introduction

The approach to disaster risk in South Africa has undergone major reform since 1994, when government took the decision to move away from the prevailing philosophy and practice that disasters were inevitable and could only be dealt with once they had occurred. As early as 1990, South Africa had aligned itself with new international developments in the field of disaster risk management. These included an emphasis on the use of disaster risk reduction strategies to build resilience and promote sustainable livelihoods among 'at risk' individuals, households, communities and environments. A wide process of consultation was embarked upon, which culminated in the publication of the Green Paper, in 1998, and the White Paper on Disaster Management, which was gazetted in 1999.

The White Paper served to consolidate the reform of disaster risk management in South Africa by setting out the following seven key policy proposals:

1. The urgent integration of disaster risk reduction strategies into development initiatives.
2. The development of a strategy to reduce the vulnerability of South Africans, especially poor and disadvantaged communities, to disasters.
3. The establishment of a National Disaster Management Centre (NDMC) to:
 - ensure that an effective disaster risk management strategy is established and implemented;
 - coordinate disaster risk management at various levels of government; and
 - promote and assist the implementation of disaster risk management activities in all sectors of society.
4. The introduction of a new disaster risk management funding system which:
 - ensures that disaster risk reduction measures are taken;
 - builds sufficient capacity to respond to disasters; and
 - provides for adequate post-disaster recovery.
5. The introduction and implementation of a new Disaster Management Act which:
 - brings about a uniform approach to disaster risk management;
 - seeks to eliminate the confusion created by current legislation regarding declarations of disasters; and
 - addresses legislative shortcomings by implementing key policy objectives outlined in the White Paper.
6. The establishment of a framework to enable communities to be informed, alert and self-reliant and capable of supporting and co-operating with government in disaster prevention and mitigation.
7. The establishment of a framework for coordinating and strengthening training and community awareness initiatives.

The seven policy proposals became the essence of the DM Act, which was promulgated in 2002.

In giving effect to the fact that disaster risk management is the responsibility of a wide and diverse range of role players and stakeholders, the DM Act emphasises the need for uniformity in approach and the application of the principles of co-operative governance.

In this regard, it calls for an integrated and coordinated disaster risk management policy, which focuses on risk reduction as its core philosophy. In addition, the DM Act calls for the establishment of disaster risk management centres in the three spheres of government to pursue the direction and execution of disaster risk management legislation and policy in South Africa. The Act also places particular emphasis on the engagement of communities and the recruitment, training and participation of volunteers in disaster risk management.

In terms of a proclamation in *Government Gazette*, Vol. 465, No. 26228 of 31 March 2004, the President proclaimed 1 April 2004 as the date of commencement of the DM Act in the national and provincial spheres and 1 July 2004 in the municipal sphere.

In order to achieve consistency in approach and uniformity in the application of the DM Act, section 6 of the Act mandates the Minister to prescribe a national disaster management framework. In accordance with this mandate, the National Disaster Management Framework (NDMF) was gazetted on 29 April 2005 (*Government Gazette*, Vol. 478, No. 27534).

In pursuance of the national objective, each district and metropolitan municipality is, in terms of section 42 of the DM Act, mandated to establish and implement a policy framework for disaster risk management aimed at ensuring an integrated and uniform approach to disaster risk management in its jurisdiction by:

- all municipal organs of state;
- statutory functionaries of municipalities;
- local municipalities and statutory functionaries of the local municipalities (in the case of district municipalities);
- all municipal entities operating in the area of the district municipality;
- non-governmental organisations (NGOs) involved in disaster risk management in the area; and
- the private sector.

Section 28 of the DM Act makes similar provisions for the establishment and implementation of a disaster risk management framework in the provincial sphere.

Provincial and municipal disaster risk management policy frameworks must be consistent with the DM Act and the NDMF.

The disaster risk management policy framework of the Thabo Mofutsanyana District Municipality is thus the instrument which gives effect to these legislative imperatives.

2 The context of disaster risk management in the Thabo Mofutsanyana District Municipality

Thabo Mofutsanyana District Municipality (DC19) was established in terms of the Municipal Structures Act (Act 117 of 1998) and proclaimed in the Provincial Gazette, Notice No 184, on 28 September 2000. During the May, 2011 local government municipality boundaries were altered.

By provincial gazette of May 2011, the District together with Motheo District was de-established. Parts of Motheo now form part of the Mangaung Metro. Thabo-Mofutsanyana District Municipality was by the same notice re-established, to now include Mantsopa, which was part of Motheo as one of its local municipalities.

Location



Thabo Mofutsanyana District forms the north eastern part of the Free State Province and is one of four district municipalities in the Free State.

It is bordered by all of the other district municipalities of the province namely, Lejweleputswa District in the west, Fezile Dabi District in the north and Xhariep District in the south, as well as the Mangaung Metro in the southwest. Other borders are with the Kingdom of Lesotho in the south east, Kwa-Zulu Natal Province in the east and Mpumalanga Province in the north east.

Topographically the district is bordered for most of its eastern border by the Maluti and Drakensberg mountains. Hydrologically the district is located between the Vaal River to the north, and Orange river to the south, with rivers within the district draining towards these rivers.

Thabo Mofutsanyana consists of six local municipal areas, with Setsoto forming the south western section, Dihlabeng the south middle section, Nketoana the north middle section, Maluti a Phofung the south eastern section and Phumelela the north eastern section of the district. The district includes the former homelands of QwaQwa.

The table below identifies twenty six urban centres for the Thabo Mofutsanyana District, grouped per its respective local municipality:

Urban centres located within Thabo Mofutsanyana District

Mantsopa	.Setsoto	Dihlabeng	Nketoana	Maluti a Phofung	...Phumelela
Ladybrand	Ficksburg	Bethlehem	Reitz.....	Harrismith.....	Vrede
Excelsior	Clocolan	Clarens	Petrus Stey	.Kestell.....	Memel
Tweespruit	Marquard	Fouriesburg	Lindley.....	Qwaqwa	Warden
Thabo Patchoa	Senekal	.. Paul Roux	Arlington	Tshiame	
Hobhouse		Rosendal		..Phuthaditjhaba	

Bethlehem, Ficksburg, Harrismith, Vrede, Memel, Phuthaditjhaba, Senekal, Reitz and Ladybrand constitute the main economic centres within the district.

The above identified urban centres also serve the surrounding rural areas.

Thabo-Mofutsanyana district municipality enjoys high levels of connectivity to other districts, provinces within South Africa, as well as to airports and harbours. The N3 that links the Gauteng Province with the Kwazulu Natal Province passes Warden and Harrismith in the north eastern part of the district. The N1 road borders the west of the district for a small section within Setsoto local municipality. The N5 road traverses the central part of the district from west to east, linking the N1 (at Winburg in Lejweleputswa district) with Harrismith via Senekal, Paul Roux, Bethlehem and Kestell. The R26/R711/R712 primary roads also constitute a major road link on the eastern border of the district linking Hobhouse, Ladybrand, Clocolan, Ficksburg, Fouriesburg, Clarens, and Phuthaditjhaba with Harrismith. Ladybrand links the district with the N8 route, which links Kimberley with Lesotho via Bloemfontein.

Airfields are located in a number of towns throughout the districts, namely Ladybrand, Ficksburg, Bethlehem, Harrismith and Vrede. Railway connections within and to the outside of the district are well established. In this regard, Harrismith provides an important link with the rail line between Gauteng and Kwazulu Natal. In this regard, the interprovincial rail freight arterial line (electric single railway track)

from Kroonstad to Ladysmith via Bethlehem and Harrismith has reference. The Bloemfontein to Bethlehem via Ficksburg secondary main line (single track and diesel operated) is another major rail freight arterial line servicing the district. Branch lines located in the district include Heilbron Arlington, Standerton (Mphumalanga) Vrede, Arlington Marquard, Bethlehem Balfour North (Mphumalanga) via Reitz, Harrismith - Warden.

Border posts at Ladybrand, Ficksburg, Fouriesburg and Phuthaditjhaba connects the district with the Kingdom of Lesotho. Land use in the district is primarily agricultural in nature. The district is also an important tourism destination due to spectacular scenic beauty of the Drakensberg and Maluti mountain ranges, as well as the Golden Gate Highlands National Park. Thabo Mofutsanyana is well known for several tourists' attractions and destinations and also features a variety of annual festivals. These annual includes among others the following:

Fouriesburg: Surrender Hill Marathon in February and the Rose Show in October.

Qwaqwa: Basotho Cultural Village traditional workshop and Family Day celebration in March

Ficksburg: Easter Festival at Rustlers valley in April and the Cherry Festival in November.

Bethlehem: Air show in May and the Hot Air Balloon competition in June.

Harrismith: Free State Polo championships in May and the Berg Bohaai in October.

Due to its regional characteristics, the main industries the district thus focuses on are agric-beneficiation and tourism development.

Demographic Profile

A huge problem exists with the demographic and socio-economic information that are available and have been used as baseline information in planning over the last few years. Although in many instances statistics from the census of 2001, and the 2007 Community Survey are used, additional information was cited from relevant reports. Baseline information is

General population statistics

General statistics on total population distribution identified the following specific geographic areas (district and local municipalities) with population totals, indicated in relation with Thabo Mofutsanyana District Municipality and its local municipalities:

Population totals per district municipality.

District MunicipalityPopulation Number
DC19: Thabo Mofutsanyana	824 400
Mangaung Metro	699 795
DC18: Lejweleputswa	642 115
DC20: Fezile Dabi	490 987
DC16: Xhariep	183 677

Population totals per local municipality.

Local Municipality	Population Number
FS194: Maluti a Phofung	354 630
FS192: Dihlabeng	156 771
FS191: Setsoto	137 533
FS193: Nketoana	59 333
FS196: Mantsopa	58 993
FS195: Phumelela	57 138

(Source: Global Insight 2010)

According to DBSA the expected average annual growth rate for the Thabo Mofutsanyana area is the following:

	LLow HIV/Aids Scenario		High HIV/Aids scenario	
	Growth rate	Population	Growth Rate	Population
2001-2006	65%	946 183	45%	006 949
2006-2011	34%	148 499	,02%	120 535

Source: DBSA, 2001

It is clear that HIV/Aids will have a profound effect on society and planning for development.

Population growth rate per district municipalities in 2010 and 1996 - 2009.

Municipality	District Percentage (%)	2010	1996 – 2009.. Percentage (%)
DC16: Xhariep	. 0.42		. 1.76
Mangaung Metro -0.10		1.10
DC19: Thabo Mofutsanyana-0.07		... 0.80
DC20: Fezile Dabi	... -0.18		.. 0.61
DC18: Lejweleputswa-0.76		-0.69

(Source: Global Insight 2010)

There is a decrease in the population of the District since 2001 till 2007, with about 32 000 people. Phumelela Local Municipality accounts for a loss of about 15 000 people. The figures show a correlation between who migrate for job purposes, and those who die due to HIV/AIDS related sicknesses.

Economic growth

Definition:

Economic growth refers to an increase in the capacity of an economy to produce goods and services, compared from one period of time to another. The growth of an economy is thought of not only as an increase in productive capacity, but also as an improvement in the quality of life to the people of that economy.

Economic Growth Rate refers to a measure of economic growth from one period to another expressed as a percentage. It thus follows that Economic Growth Rate is defined as the pace at which economic growth increases during a given interval.

The quantity most commonly used to measure economic growth rate is the growth in Gross Domestic product. As economic growth is measured as the annual percent change of Gross Domestic Product, an investigation of Real Gross Value Added by Region (Real GVA-R) and Real Gross Domestic Product by Region (Real GDP-R) took place.

Gross Value Added (GVA) is a measure in economics of the value of goods and services produced in an area or sector of the economy. GVA is linked as a measurement to Gross Domestic Product (GDP).

The GDP-R is usually presented in nominal and real terms. Nominal GDP-R measures the value of the outputs of the region at current prices. Real GDP-R refers to the GDP-R at constant prices, measuring the value of an economy`s output using the prices of a fixed base year. The Real GDP-R is thus useful in capturing real output growth since the inflationary effects have been removed.

District Municipality	Gross Value Added by Region (GVA-R)		Gross Domestic Product by Region (GDP-R)			
	Total GVA Constant 2005 prices (R1 000) 2010	Percentage (%) of Free State total	GDP-R onstant 2005 prices (R1 000) 2010	Percentage (%) of Free State total		
Mangaung Metro	27 078 410		33.09	29 893 753	32.53	
DC20: Fezile Dabi	26 022 394		31.80	29 930 206	32.57	
DC18: Lejweleputswa	15 302 622		18.70	16 801 347	18.28	
DC19: Thabo Mofutsanyana	10 810 333		13.21	12 305 304	13.39	
DC16: Xhariep	2 629 265		3.21	2 69 617	3.23	
Real Economic Growth Rate by district municipality. District Municipality 2008	Gross Domestic Product by Region (GDP-R) Constant 2005 prices (R1 000)			Average annual growth Constant 2005 Prices (Real Economic Growth Rate) (%)		
	2 009	2010	2009	2010	Average 1996 - 2009	
DC20: Fezile Dabi	29 669 794	28 799 634	29 930 206	-2.93	3.93	3.72
Mangaung Metro	29 908 471	29 489 520	29 893 753	-1.40	1.37	2.81
DC16: Xhariep	2 947 940	2 883 699	2 969 617	-2.18	2.98	2.12
DC19: Thabo Mofutsanyana	12 186 022	12 173 602	12 305 304	-0.10	1.08	1.39
DC18: Lejweleputswa	16 850 481	16 568 542	16 801 347	-1.67	1.41	-0.65

Thabo Mofutsanyana district municipality respectively contributed 10 810 333 and 12 305 304 of the total GVA-R and GDP-R and was the fourth highest contributor of the GVA-R and GDP-R in relation with other district municipalities in 2010. The Real Economic Growth Rate of the district (1996 – 2010) with an average of +1.39% and was also the second lowest average in relation with other district and metro municipalities.

Maluti A Phofung local municipality respectively contributed R3 968 873 (000) GVA-R and R4 544 146 (000) GDP-R in 2010. It was the highest contributor of the GVA-R and GDP-R in the district followed by Dihlabeng, Setsoto, Mantsopa, Nketoana and then Phumelela. Maluti A Phofung also had +1.63% average Real Economic Growth Rate (1996 – 2010) and was the highest local municipality in the district.

Economically Active Population

FS194: Maluti a Phofung	101288	28.56 %
FS192: Dihlabeng	49 968	31.87%
FS191: Setsoto	44 770	32.55 %
FS196: Mantsopa	19 251	32.63 %
FS193: Nketoana	19 140	32.26 %
FS195: Phumelela	16 814	29.43 %

Number of people living in poverty per local municipality

Local Municipality	Number of people in poverty	Percentage of people in poverty
FS194: Maluti a Phofung	155 056	43.72
FS191: Setsoto	77 799	56.57
FS192: Dihlabeng	76 867	49.03
FS195: Phumelela	34 731	60.78
FS193: Nketoana	28 202	47.53
FS196: Mantsopa	27 417	46.47

Conclusion

The number of population living in poverty in Thabo Mofutsanyana in 2010 was 400 072, representing a percentage of 48.53% people (Global insight, 2010) and was the highest in relation with other district and metro municipalities.

Maluti a Phofung was the local municipality in the district in 2010 with (155 056) the highest number of people living in poverty, followed by Setsoto with 77 799, Dihlabeng with 76 867, Phumelela with 34 731, Nketoana with 28 202 and Mantsopa with 27 471 people.

The area of the Thabo Mofutsanyana District Municipality is constantly threatened by hazards of natural and environmental origin. It is increasingly exposed to the devastating effects of a range of severe hydro-meteorological events, including severe storms, floods, tornadoes, and drought and veld fires. The incidence of epidemic diseases of biological origin affecting humans and livestock has also shown an increase in recent years. Transportation accidents and accidents involving hazardous material continue to pose major challenges as national routes crisscross the municipal area.

Despite ongoing efforts to reduce the high levels of poverty and to accelerate the provision of infrastructure and access to services, large numbers of rural people continue

to migrate to urban areas in search of employment. In most instances they have no alternative but to settle in unsafe environments in extremely vulnerable conditions where they are repeatedly exposed to a range of threats, including floods, waterborne diseases and domestic fires. Changes in social behaviour in the rural areas within the district municipality also impact on poverty and sustainable livelihoods and increase the vulnerability of rural communities in terms of food security and sustainable dwellings.

Despite the fact that municipality was legally obliged to commence the implementation of the DM Act on 1 July 2004, and given that funding arrangements were not yet in place at the time, the Thabo Mofutsanyana District Municipality – mindful of the context of its disaster risk profile – adopted a proactive approach by establishing its disaster risk management centre during .2013-2014 financial year.

It is in the context of the disaster risk profile of the Thabo Mofutsanyana District Municipality that this policy framework pursues the core philosophy of disaster risk reduction through vulnerability reduction and resilience building, by placing priority on developmental initiatives.

3 The Thabo Mofutsanyana District Municipality's disaster risk management policy framework

3.1 Purpose

The purpose of this policy framework is to provide those with statutory disaster risk management responsibilities (in terms of the DM Act, the NDMF, the policy framework of Free State province and other applicable legislation) within the Thabo Mofutsanyana District Municipality with a written mandate, which:

- is coherent, transparent and inclusive;
- provides criteria for the systematic management of administrative decisions, stakeholder participation, operational skills and capacities; and
- achieves uniformity in the development, implementation, maintenance, monitoring and assessment of all policies, plans, strategies, programmes, projects and practices which are aimed at achieving the vision, mission and key performance areas of disaster risk management in the district municipality.

This policy framework also serves to guide the development and implementation of uniform and integrated disaster risk management policy and plans for the local municipalities in the district.

3.2 Vision

Our vision is to build resilient communities in the Thabo Mofutsanyana District Municipality

3.3 Mission statement

Our mission is to develop and implement holistic and integrated disaster risk management planning and practice in a cost effective and participatory manner to reduce vulnerabilities and build resilient communities.

3.4 Legislation and policies

The ultimate responsibility for disaster risk management in South Africa rests with government. In terms of section 41(1)(b) of the Constitution of the Republic of South Africa Act No. 108 of 1996, all spheres of government are required to 'secure the well being of people of the Republic'. According to Part A, Schedule 4, disaster risk management is a functional area of current national and provincial legislative competence.

However, section 156(4) of the Constitution does provide for the assignment to a municipality of the administration of any matter listed in Part A Schedule 4 which necessarily relates to local government, if that matter would most effectively be administered locally and if the municipality has the capacity to administer it. the assignment of the function must, however, be by agreement and may be subject to certain conditions

In this context, Schedule 4 and 5 of Part B of the Constitution require local government to provide for functions which are closely allied to disaster risk management. In particular, section 152(1)(d) requires local government to ‘promote a safe and healthy environment’

Due to high levels of unemployment in Thabo Mofutsanyana District Municipality, poverty is a key factor in lack of resilience to the impact of hazards by individuals, households and communities. This is of particular relevance in the South African context, since the apartheid government has left a legacy of desperately impoverished and disadvantaged communities, most of which are subject to high levels of disaster risk as a result. It is also within these local communities that smaller but much more frequent disasters occur and where the costs in terms of loss of lives and property and the financial burden of these are painfully borne (White Paper on Disaster Management, Government Gazette No. 19676, and Notice 23 of 199)

Globally there is consensus that for the effective implementation of integrated and coordinated disaster risk reduction (which includes emergency preparedness and disaster response and recovery activities), the administration of the disaster risk management function must be focused in the local government sphere.

It is in this context then that the Minister has elected to assign the function, by way of national legislation, to metropolitan and district municipalities. Accordingly, in terms of the DM Act, the function is assigned to the municipal council of the Thabo Mofutsanyana District Municipality.

Furthermore, this policy framework establishes the disaster risk management policy of the municipal council of the Thabo Mofutsanyana District Municipality. This framework is constituted in terms of the DM Act, is consistent with the NDMF and the policy framework of the Free State province, and is compliant with all applicable legislation, regulations, standards, minimum criteria, codes and practices pertaining to disaster risk management in the district municipality.

4 Structure of the municipal disaster risk management policy framework

4.1 Structure

The municipal disaster risk management policy framework supports the core concepts of integration and uniformity and therefore follows the same structure as that of the NDMF and the disaster risk management policy framework of the Free State province. The policy framework is organised into four key performance areas (KPAs) and is supported by three performance enablers (PEs).

The KPAs are:

- KPA 1: Integrated institutional capacity for disaster risk management;
- KPA 2: Disaster risk assessment;
- KPA 3: Disaster risk reduction; and
- KPA 4: Disaster response and recovery.

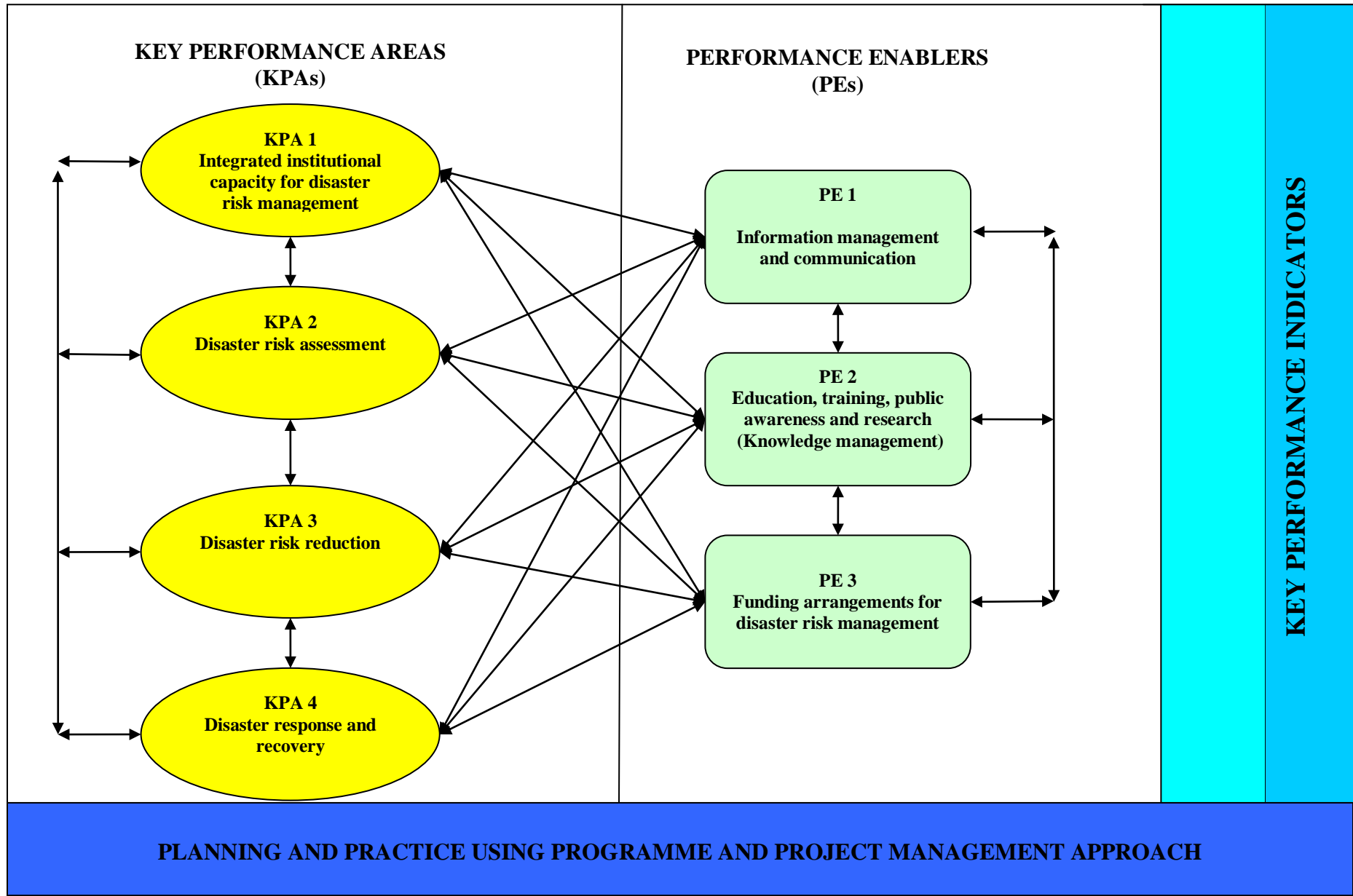
Although each area of performance is dealt with in a separate chapter in this framework, the KPAs are interdependent. This is illustrated in Figure 1.

The three performance enablers facilitate and support the achievement of the imperatives of each KPA. They are:

- PE 1: Information management and communication;
- PE 2: Education, training, public awareness and research (Knowledge management); and
- PE 3: Funding arrangements for disaster risk management.

All three performance enablers apply to each KPA, but there are also inextricable interdependencies between the performance enablers themselves. This is illustrated in Figure 1.

Figure 1: An overview of the interdependencies between the four KPAs and three PEs in the municipal disaster risk management policy framework



4.2 Legal imperatives

The word ‘must’ is used in the disaster risk management policy framework to emphasise the statutory obligations or imperatives inherent in the policy framework. It is also used to ensure clear interpretation of the provisions of the framework and to eliminate any ambiguity as to **what** must be done in the execution of each imperative for the relevant KPAs or PEs.

The policy framework assigns categorical responsibilities to ensure clarity as to **who** must execute the imperatives. Where applicable, concise performance criteria are defined to provide clear parameters as to **how, why** and **where** the imperatives must be carried out. Where relevant, time intervals are provided to define **when** and/or **how frequently** the imperatives must be performed.

Where it is necessary to amplify the performance criteria defined in the policy framework, a range of guiding mechanisms are contained in supporting policy documents. These documents are aimed at establishing specific parameters for compliance with the relevant imperatives and key performance indicators (KPIs) for each KPA and PE. These policy documents must be read in conjunction with this policy framework. They include terms of reference, organisational and administrative arrangements, the scope of responsibilities and/or activities of different role players in disaster risk management, operating protocols, templates and good practice methods.

Furthermore, in compliance with the DM Act, the imperatives and key performance indicators for each KPA or PE are summarised in a table at the end of this policy framework. The imperatives and KPIs provide the mechanisms against which the application of legislation and policy can be evaluated.

The supporting policy documents are also aimed at ensuring that the national objective of uniformity and integration in the execution of disaster risk management legislation and policy in the district municipality is achieved. They are therefore additional legal instruments to the policy framework and, as such, carry **the same statutory obligation and status** as the disaster risk management policy framework itself.

5 Custodian of the disaster risk management policy framework of the district municipality

The municipal council of the Thabo Mofutsanyana District Municipality is the custodian of the disaster risk management policy framework.

The head of the Thabo Mofutsanyana Municipal Disaster Risk Management Centre is responsible for:

- establishing mechanisms for the development and implementation of the disaster risk management policy framework;
- ensuring the regular review and updating of the policy framework;
- ensuring that the policy frameworks and any amendments thereto, as prescribed by section 42 of the DM Act, are executed; and
- ensuring that copies of the policy framework as well as any amendments thereto are submitted to:
 - the National Disaster Management Centre (NDMC);
 - the Free State provincial disaster risk management centre;
 - the local municipalities in the district municipality;
 - the disaster risk management centres of neighbouring municipalities; and
 - all relevant role players and stakeholders.

6 Key Performance Area 1: Integrated institutional capacity for disaster risk management in the district municipality

Section 42 of the DM Act requires a district municipality to establish a municipal disaster risk management centre and to establish mechanisms that will promote an integrated, coordinated and uniform approach to disaster risk management in its area by:

- the district municipality and the statutory functionaries of the district municipality;
- the local municipalities and the statutory functionaries of the local municipalities in the district municipality's area;
- all municipal entities operating in its area;
- all non-governmental institutions involved in disaster risk management in its area; and
- the private sector.

The Act also places explicit emphasis on the application of the principles of co-operative governance and stakeholder participation as well as on co-operation with role players in the region and internationally. This KPA provides the policy for establishing the institutional arrangements necessary to give effect to these requirements.

Figure 2 at the end of this section provides an overview of the institutional arrangements for disaster risk management in the Thabo Mofutsanyana District Municipality.

6.1 The municipal council

In terms of Chapter 5 of the DM Act, the municipal council is responsible for ensuring the implementation of the DM Act and makes all policy decisions in relation to disaster risk management for the area of the district municipality. To achieve the objectives and comply with the requirements of the DM Act, the municipal council:

- Must establish a disaster risk management centre for the Thabo Mofutsanyana District Municipality and, in accordance with section 1.2.1 of the NDMF, the centre must be placed closest to the highest authority in the municipality.
- Must establish mechanisms for integrating institutional capacity to give effect to the responsibilities vested in the municipal council in terms of the DM Act, the NDMF, the disaster risk management policy framework of the province, and other related regulations and directives.
- Must establish joint standards of practice for departments, District Management Areas (DMAs) (if applicable) and entities with responsibilities for disaster risk management in the district municipality and other relevant external role players in the municipal area.
- Must give effect to the principles of co-operative governance in accordance with Chapter 3 of the Constitution of the Republic of South Africa in the implementation of the DM Act in the district municipality.

- Must establish mechanisms, through a District Inter-municipality Committee on Disaster Risk Management, the district intergovernmental forum, the Mayoral Committee and other inter-municipality forum/s, for coordinated disaster risk management between the Thabo Mofutsanyana District Municipality, local municipalities in the district and neighbouring municipalities. Such mechanisms must include the application of joint standards of practice and joint planning to deal with any prevailing cross-boundary risks.
- Has primary responsibility for the coordination and management of local disasters that occur or threaten to occur in the Thabo Mofutsanyana District Municipality (section 54(2) of the DM Act).
- May, in the case where an event has been classified by the head of the Thabo Mofutsanyana Municipal Disaster Risk Management Centre as a local disaster, declare, by notice in the provincial gazette, a local state of disaster if existing legislation and contingency arrangements do not adequately provide for the municipal council to deal effectively with the disaster, or if other special circumstances warrant such declaration (section 55 of the DM Act).
- May, if a local state of disaster has been declared, make and/or invoke by-laws, issue directions or authorise the issue of directions (section 55 of the DM Act).
- Must, on receiving a report from the Executive Mayor, take the necessary action in terms of section 60(1) of the DM Act in the event that a municipal department, the DMA (if applicable) or other municipal entity fails to submit information requested by the Thabo Mofutsanyana Municipal Disaster Risk Management Centre or fails to submit a copy of its disaster risk management plan or any amendments to the plan to the centre (sections 46(2)(a) and (b) and section 52(2)(b) of the DM Act).

6.2 Disaster risk management reports to the municipal council

In order for the municipal council to continuously monitor the implementation of the requirements of the DM Act and the execution of the municipal disaster risk management policy framework, all municipal departments in the district municipality, the DMA (if applicable) and other municipal entities operating in the municipal area must include in their reports to the council detailed performance reports on their disaster risk management activities.

6.2.1 Annual reports

In compliance with section 50 of the DM Act, the Thabo Mofutsanyana Municipal Disaster Risk Management Centre must, within 30 days of the end of the financial year, submit an annual report to the municipal council on its activities during the year. The report must be prepared in consultation with the local municipalities in the district.

The centre must, at the same time that its annual report is submitted to the municipal council, submit a copy of the report to the NDMC, the disaster risk management centre of the Free State province and the local municipalities in the district municipality's area.

6.2.2 Performance reports

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must submit a report on its performance to every meeting of the District Inter-municipality Committee on Disaster Risk Management (DICDRM) and the district intergovernmental forum as well as to meetings of the Mayoral Committee, Section 80 Committee, Management Meeting, and **Performance Audit Committee** of the municipal council. Performance reports must be prepared according to a predetermined format based on the KPIs of the centre.

For more information on the District Inter-municipality Committee on Disaster Risk Management (DICDRM) see 6.3 below.

6.2.3 Reports on priority risk reduction planning

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must submit a report to the municipal council before the end of March each year. The report must include:

- the disaster risks that were identified in the disaster risk assessment report as priorities;
- risk reduction initiatives, strategies, plans and actions developed and implemented by municipal departments, the DMA (if applicable) and other municipal entities to avert or limit priority risks during the year under review; and
- priority risk reduction initiatives, strategies, plans and actions for inclusion by municipal departments, the DMA (if applicable) and other municipal entities in the municipal council's Integrated Development Plan (IDP) for the ensuing year (section 3.2.4 of the NDMF).

6.3 Arrangements for the development and adoption of an integrated disaster risk management policy framework for the district municipality and for any amendments thereto

The municipal council is responsible for establishing a disaster risk management policy framework that makes provision for an integrated, coordinated and uniform approach to disaster risk management in the Thabo Mofutsanyana District Municipality.

In order to maintain consistency with section 4 of the DM Act the Mayoral Committee serves as the political forum for disaster risk management in the municipality and is responsible for:

- advising and making recommendations to the municipal council on issues relating to disaster risk management in the municipality;

- establishing mechanisms for the development and adoption of an integrated disaster risk management policy framework for the district municipality, and for any amendments to the policy framework;
- ensuring that there is uniformity in the application of the disaster risk management policy framework amongst municipal departments, the DMA (if applicable) and other municipal entities in the district municipality;
- ensuring that there is uniformity in the application of the disaster risk management policy framework in the district municipality and the local municipalities in the district;
- reporting to the municipal council on the coordination of disaster risk management in the district municipality, including the application of joint standards of practice; and
- making recommendations to the municipal council on the declaration of a local state of disaster.

In order to give effect to the principle of co-operative government and to comply with sections 4 and 42(2) of the DM Act, the Executive Mayor of the district municipality must establish mechanisms, through a District Inter-municipality Committee on Disaster Risk Management (DICDRM) and the district intergovernmental forum, for consultation with local municipalities in the district on matters relating to disaster risk management policy.

6.4 Integrated direction and execution of policy

In compliance with section 43 of the DM Act, the municipal council must establish in its administration a disaster risk management centre for its municipal area.

In pursuance of the requirements of the NDMF (section 1.2.1) and of the disaster risk management policy framework of the Free State province, the municipal disaster risk management centre must be placed closest to the highest authority in the municipality if the objectives of the DM Act are to be achieved.

The Executive Mayor must designate the department within which the municipal disaster risk management centre must function.

6.4.1 Location of the municipal disaster risk management centre in the municipal area

After consultation with all local municipalities in the district and in compliance with section 43(2) of the DM Act, the municipal council of the Thabo Mofutsanyana District Municipality has resolved that the Thabo Mofutsanyana Municipal Disaster Risk Management Centre be established and physically located at Phuthaditjhaba, Phuthaditjhaba Fire Station, Corner Bergoord Road & Cash `n Carry, Industrial Area Number III, Phuthaditjhaba, 9866.

The centre ***must be permanently established and fully operational*** within two years of the date of the commencement of the DM Act.

6.4.2 The municipal disaster risk management centre

To optimally perform all statutory responsibilities for the direction and execution of the municipality's disaster risk management policy framework, the Thabo Mofutsanyana . Municipal Disaster Risk Management Centre **must be adequately resourced in terms of personnel, systems and infrastructure**. In this regard, it must comply with the minimum criteria for the employment of suitably skilled personnel, systems and infrastructure set out in the National Disaster Risk Management Guidelines (published in Handbook 2 of the *South African Disaster Risk Management Handbook Series*) and in any provincial guidelines, and must be approved and adopted by the municipal council.

A supporting policy document which sets out the minimum criteria for the establishment and functioning of the disaster risk management centre shall be included to be read in conjunction with this imperative.

6.4.2.1 The head of the municipal disaster risk management centre

In terms of section 45(1) of the DM Act, the municipal council must appoint a suitably qualified person as head of the municipal disaster risk management centre. The appointment is subject to the applicable provisions of the Local Government: Municipal Systems Act No. 32 of 2000 (known as the Systems Act).

The head of the Thabo Mofutsanyana Municipal Disaster Risk Management Centre is responsible for the exercise by the centre of its powers and the performance of its duties. In this regard, the head takes all the decisions of the centre, except decisions taken by another person as a result of a delegation by the head of the centre. The head performs the functions of office in accordance with section 44 of the DM Act.

The head of the centre performs the functions of office:

- in accordance with the NDMF and the key responsibilities prescribed in the NDMF;
- in accordance with the disaster risk management policy framework of the Free State province;
- in accordance with the disaster risk management policy framework of the Thabo Mofutsanyana District Municipality;
- subject to the municipal council's IDP and other directions of the council; and
- in accordance with the administrative instructions of the municipal manager.

6.4.2.2 Delegation or assignment of the powers of the head of the centre

The head of the centre may, in writing, delegate any of the powers or assign any of the duties entrusted to the municipal centre in terms of the DM Act to a member of staff of the municipal disaster risk management centre. The municipal manager must give effect to such delegation or assignment of powers. Such delegation is, however, subject to limitations or conditions that the head of the centre may impose. Such delegation or

assignment does not divest the head of the municipal disaster risk management centre of the responsibility concerning the exercise of the delegated power or the performance of the assigned duty.

The head of the municipal disaster risk management centre may confirm, vary or revoke any decision taken in consequence of a delegation or assignment, but no such variation or revocation of a decision may detract from any rights that may have accrued as a result of such a decision

6.4.2.3 Decentralised arrangements for the integrated execution of disaster risk management policy in the area of the district municipality

The head of the centre must establish mechanisms to ensure integration and joint standards of practice in the execution of disaster risk management policy throughout the Thabo Mofutsanyana District Municipality.

A supporting document which sets out the parameters for the decentralized arrangements shall be included to be read in conjunction with this imperative.

6.5 Integrated execution of disaster risk management policy across municipal departments, the DMA (if applicable) and other municipal entities in the district municipality

In terms of the DM Act, the NDMF, and the disaster risk management policy framework of the Free State province, each municipal department, the DMA (if applicable) and each municipal entity must:

- determine its role and responsibilities in relation to disaster risk management;
- assess its capacity to fulfil those responsibilities; and
- develop and implement policy that is relevant for its functional area for the purpose of executing its disaster risk management responsibilities.

Where capacity is lacking, it must be supplemented by collateral support and the sharing of resources among departments and by engaging the assistance of the private sector and NGOs. The parameters of such assistance must be clearly defined in implementation protocols concluded in terms of section 35 of the Intergovernmental Relations Framework Act No. 13 of 2005, memoranda of understanding or mutual assistance agreements and must be included in the policy of the relevant municipal department or municipal entity.

A supporting policy document which sets out the minimum criteria for developing and concluding implementation protocols, memoranda of understanding and mutual assistance agreements shall be included to be read in conjunction with this imperative.

Disaster risk management responsibilities must be integrated into the routine activities of the various sectors and disciplines within the relevant municipal departments, the DMA (if applicable) or municipal entities and their substructures. These responsibilities must be

reflected in the job descriptions of the relevant role players in each department, the DMA (if applicable) or municipal entity and KPIs must be provided for the execution of those responsibilities.

The head of each municipal department, the DMA (if applicable) or each municipal entity must identify and appoint a person to serve as the focal point for disaster risk management. The responsibilities of disaster risk management focal points must be executed in accordance with predetermined performance criteria and KPIs.

The disaster risk management policy of all municipal departments, the DMA (if applicable) or other entities must be developed, approved and adopted within three years of the commencement of the DM Act.

A supporting policy document which sets out the minimum parameters for the development of disaster risk management policy for municipal departments, the DMA (if applicable) and other municipal entities shall be included to be read in conjunction with this imperative

To give effect to the principles of co-operative governance and to ensure integration and uniformity among municipal departments and the DMA (if applicable) in the execution of disaster risk management policy, the disaster risk management centre must establish a Municipal Interdepartmental Disaster Risk Management Committee (MIDRMC) for the district municipality.

The purpose of the MIDRMC is to provide a technical forum to ensure the integration of internal planning and the participation of all key departmental functionaries (or those of other entities) who have statutory responsibilities for disaster risk management or for any other national or provincial legislation aimed at dealing with an occurrence defined as a disaster in terms of section 1 of the DM Act. The MIDRMC must function in accordance with approved and adopted terms of reference, which define the composition and the scope of the committee's operations.

A supporting policy document which sets out the terms of reference for the establishment and functioning of the MIDRMC shall be included to be read in conjunction with this imperative

6.6 Integrated execution of disaster risk management policy across the area of the district municipality and local municipalities in the district

The municipal council must, in consultation with all the local municipalities in the district, establish decentralised arrangements for disaster risk management. These arrangements must include the establishment of satellite centres in accordance with the pre-defined criteria.

A supporting policy document which sets out the minimum criteria for establishment and functioning of the satellite centre shall be included to be read with this imperative.

The head of the municipal disaster risk management centre must establish mechanisms to ensure integration and joint standards of practice in the execution of disaster risk management policy across the local municipalities in the district.

A supporting policy document which sets out the mechanism for the integrated execution of disaster risk management across the local municipalities in the district shall be included to be read in conjunction with this imperative

6.7 Integrated execution of policy in local municipalities in the district

The municipal councils of local municipalities in the area of the Thabo Mofutsanyana District Municipality must ensure that adequate institutional arrangements are in place for the execution of their responsibilities as required by the DM Act (in terms of sections 50, 52 and 53) and the NDMF (in terms of sections 1.3.1.3 and 1.3.2.2).

Each local municipality must establish and maintain a structure for the coordination of disaster risk management in its municipality. The purpose is to provide a *technical* forum which will ensure integrated, coordinated and uniform disaster risk management planning and operations within the municipality and make provision for stakeholder participation.

The head of the municipal disaster risk management centre must, through a process of consultation with all local municipalities in the district, facilitate the development, adoption and implementation of uniform criteria for the following:

- The establishment of institutional arrangements and organisational mechanisms for the integrated execution of disaster risk management policy in all local municipalities in the district, including arrangements for the engagement of stakeholder participation, the inclusion of indigenous knowledge, and technical advice. Such arrangements must include the establishment of disaster risk management structures and mechanisms in municipal wards.
- The integration of disaster risk management planning and operations into municipal IDPs and other developmental programmes of all local municipalities in the district.

The criteria must be clearly defined, documented and adopted as policy by the district and all local municipalities.

A supporting policy document which sets out criteria referred to in this imperative shall be included to be read in conjunction with this imperative

6.8 Stakeholder participation and technical advice in the district municipality

The head of the municipal disaster risk management centre must establish arrangements to enable stakeholder participation and the engagement of technical advice in disaster risk management planning and practice in the district municipality.

Such arrangements must include but need not be confined to:

- Establish a Municipal Disaster Risk Management Advisory Forum (MDRMAF). The MDRMAF must be composed of representatives of all key disaster risk management stakeholders in the municipality, representatives of the local municipalities in the district, the head/s of neighbouring municipal disaster risk management centres, representative/s of the Free State provincial disaster risk management centre, technical experts, institutions of higher education, and the private sector. The forum must function in accordance with terms of reference that define the composition and scope of its operations.

A supporting policy document which sets out the terms of reference for the establishment and functioning of the MDRMAF shall be included to be read in conjunction with this imperative

- Establish technical task teams and task them with the development and implementation of disaster risk management plans based on the findings of disaster risk assessments. Plans to be developed by technical task teams must include hazard-specific contingency plans for known priority risks and plans for response and recovery operations, vulnerability reduction, specific priority risk reduction programmes and projects for high-risk groups, communities, areas and developments with multiple vulnerabilities, and any other relevant disaster risk management programmes and operations in the municipality. Technical task teams must develop their own terms of reference which define the minimum composition of the team, scope of operations, responsibilities, reporting, budgeting and time frames for each project.
- The management of all disaster risk management projects undertaken in the municipality must be methodologically and technologically compliant with the specifications approved and adopted by the NDMC.
- A programme for the recruitment, training and participation of volunteers in disaster risk management in the municipality should be developed, adopted and implemented.

6.9 Co-operation with the national and provincial spheres, neighbouring municipalities and international role players

The disaster risk management centre must establish mechanisms to ensure the application of the principles of co-operative governance and to forge links with all neighbouring municipalities for the purposes of integrating and coordinating disaster risk management initiatives, planning and operations, establishing joint standards of practice, and fostering co-operation with international role players in the field of disaster risk management.

6.9.1 Co-operative governance

The disaster risk management centre must develop and maintain mechanisms to ensure that effect is given to the principle of co-operative governance. These mechanisms must include but need not be confined to:

- Strengthening capacity by facilitating and fostering partnerships between relevant existing structures, organisations and institutions and engaging skills and expertise within the district municipality, other municipalities, the institutions of higher learning, the private sector, NGOs and communities.
- Developing and adopting minimum criteria for intergovernmental implementation protocols, mutual assistance agreements and memoranda of understanding. The criteria, including details relating to financial arrangements, reimbursements and liability, must be consistent with the national guideline (published in the *South African Disaster Risk Management Handbook Series*), which provides the legal framework.
- Concluding intergovernmental implementation protocols, mutual assistance agreements and memoranda of understanding with alliance partners.

A supporting policy document which sets out the minimum criteria for intergovernmental implementation protocols, mutual assistance agreements and memoranda of understanding shall be included to be read in conjunction with this imperative

6.9.2 Co-operation with the provincial disaster risk management centre and with neighbouring municipal disaster risk management centre and with disaster risk management authority of Lesotho

The disaster risk management centre must establish and maintain mechanisms to facilitate co-operation with the Free State provincial disaster risk management centre, neighbouring disaster risk management centre, and with disaster risk management authority of Lesotho. These mechanisms must include but need not be confined to:

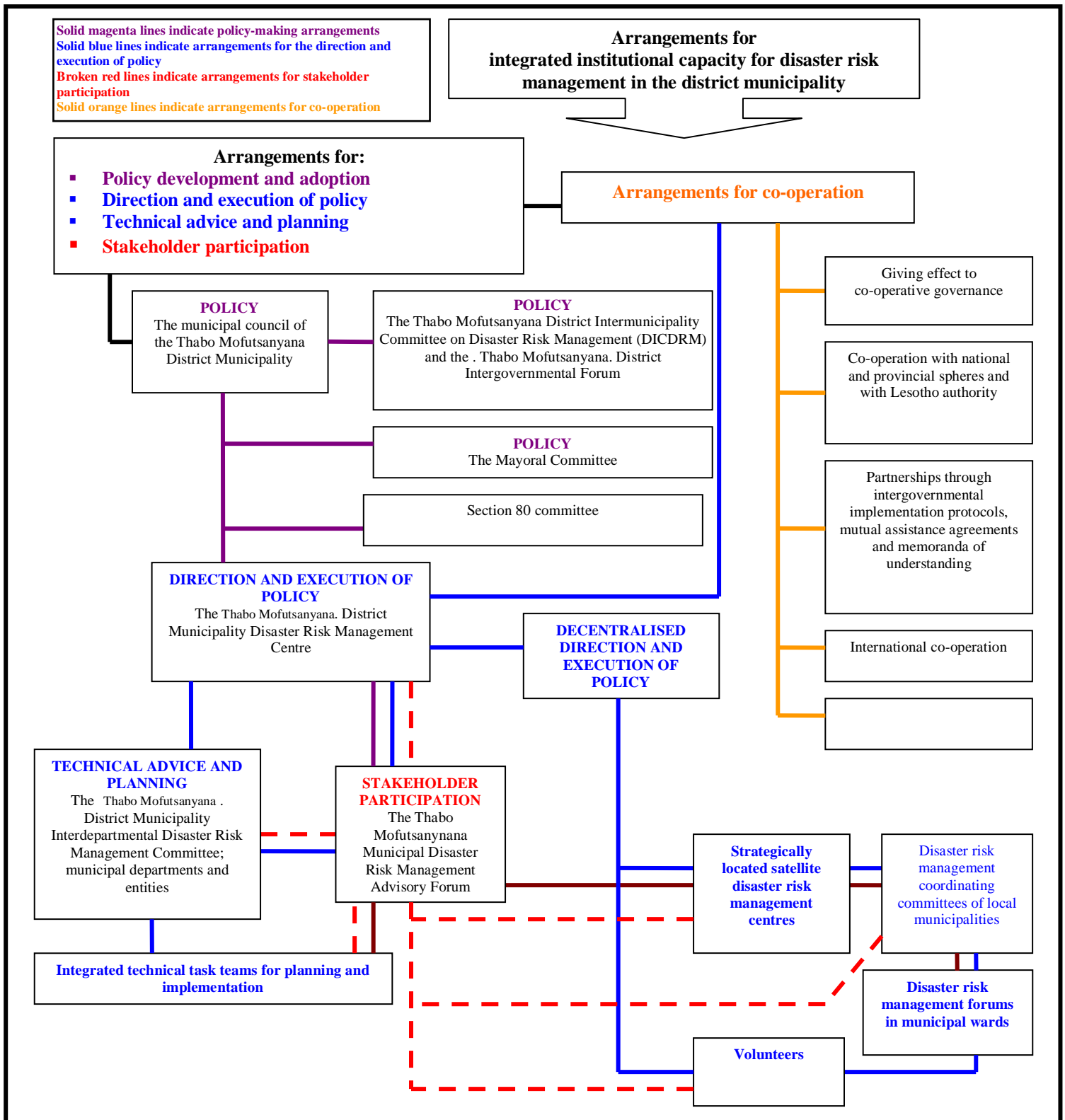
- participation of the Executive Mayor in discussions and consultations on disaster risk management matters at the Free State provincial intergovernmental forum (section 18 of the Intergovernmental Relations Framework Act No. 13 of 2005);
- participation of the head of the municipal disaster risk management centre in the Free State provincial Disaster Risk Management Advisory Forum (PDRMAF);
- participation by the head of the municipal disaster risk management centre in meetings convened by the head of the provincial disaster risk management centre with the heads of all the municipal disaster risk management centres in the province;
- participation in any Free State provincial Disaster Assistance Response Teams (PDARTs);
- participation by the head of the municipal disaster risk management centre in the MDRMAFs of neighbouring municipalities as well as in planning and technical task teams for specific identified priority cross-boundary risks;

- inviting the heads of neighbouring disaster risk management centres to participate in the MDRMAF as well as in planning processes by technical task teams for specific identified priority cross-boundary risks;
- participation by the head of the municipal disaster risk management centre in the IDP and other developmental planning structures; and
- development and implementation of mechanisms for:
 - information sharing;
 - joint standards for information management systems and for strategic communication links;
 - compilation of directories of institutional role players and resource databases;
 - submission of disaster risk management plans, reports and reviews to other spheres and to neighboring centre; and
 - reciprocal co-operation with disaster risk management authority of Lesotho and participation in relevant disaster management planning structures for specific, identified across boundary risk as well as for any other disaster management matters such as the dissemination of early warnings

6.9.3 International co-operation

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must identify and establish mechanisms to enable the municipality to participate internationally in disaster risk management activities. Mechanisms must include procedures for engaging with expertise and accessing resources available from international relief and humanitarian organisations, seeking membership of international bodies and professional institutes, and establishing links with disaster risk management centres, entities and professionals performing similar functions in other countries.

Figure 2: An overview of the arrangements for integrated institutional capacity for disaster risk management in the district municipality



7 Key Performance Area 2: Disaster Risk Assessment

7.1 Introduction

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must conduct a comprehensive disaster risk assessment for the district municipality's area in accordance with national and provincial requirements. The disaster risk management centre must also implement mechanisms for the ongoing monitoring of disaster risk in the municipal area and risks prevailing in neighbouring jurisdictions that may pose a risk to the district municipality's area.

The disaster risk assessment must inform disaster risk management planning and the development and application of disaster risk reduction policies in the district municipality's area. It must also be used to guide priority setting for risk reduction programmes undertaken by national and provincial organs of state, municipal departments, municipal entities and other role players in the municipal council's jurisdiction.

The disaster risk management centre must ensure that the methodology used in all disaster risk assessments undertaken in the municipal area is consistent with predetermined specifications based on national (and, if applicable, provincial) requirements.

The specifications for conducting the disaster risk assessment must include the criteria for, but need not be confined to, the following components:

- assessing disaster risk;
- generating a Municipal Indicative Disaster Risk Profile (MIDRP) for the district municipality;
- risk and hazard mapping; and
- the implementation of mechanisms by the Thabo Mofutsanyana Municipal Disaster Risk Management Centre to ensure:
 - the interfacing of disaster risk assessment findings with disaster risk management planning;
 - the assignment of responsibilities for the monitoring, updating and disseminating of disaster risk information; and
 - the development and implementation of mechanisms to ensure quality control in the conduct of disaster risk assessments and the application of assessment findings.

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must ensure that all departments, the DMA (if applicable) and other municipal entities with responsibilities for disaster risk management in both the district municipality and the local municipalities in the district conduct systematic disaster risk assessments prior to the implementation of any risk reduction programmes. The centre must ensure that disaster risk assessments are an integral component of the planning phase of all

developments of municipal significance and of any significant initiatives that affect the natural environment in the municipal area. It is also the centre's responsibility to ensure that disaster risk assessments are undertaken when indicators suggest changing patterns of risk that could increase the risk of significant disaster impacts in the municipal area.

7.2 Technical advisory committees

A technical advisory committee (TAC) must be appointed by the municipal disaster risk management centre prior to commissioning any disaster risk assessments for the district municipality. The purpose of the TAC is to provide scientific and technical advice, to monitor the progress of disaster risk assessment projects and to assist with the validation and/or interpretation of the findings.

In addition, any municipal department, the DMA (if applicable) and/or municipal entity in the district municipality or a department and/or municipal entity in any of the district's local municipalities intending to commission a disaster risk assessment for its functional area may appoint a TAC to provide scientific and technical advice, to monitor the progress of the disaster risk assessment project and to assist with the validation and/or interpretation of the findings.

A TAC must function in accordance with predetermined terms of reference, which must be documented and submitted to the Thabo Mofutsanyana Municipal Disaster Risk Management Centre for approval before being formally adopted by the TAC.

A supporting policy document which sets out the basic terms of reference for establishment and functioning of TAC shall be included to be read in conjunction with this imperative

The relevant departments, DMA (if applicable) and municipal entities in the district municipality as well as those in the local municipalities in the district must, in consultation with the municipal disaster risk management centre, determine the intervals at which disaster risk assessments for their functional areas should be reviewed.

All proposed disaster risk assessments planned by departments and municipal entities in the district municipality and in local municipalities in the district must be submitted to the Thabo Mofutsanyana Municipal Disaster Risk Management Centre. These proposed assessments must also be sent to the Free State provincial disaster risk management centre and the NDMC for technical review and approval before being commissioned.

7.3 Disaster risk assessment reports

Reports of all disaster risk assessments conducted by municipal departments, the DMA (if applicable) and other entities in the district municipality and those in local municipalities in the district must be submitted to the Thabo Mofutsanyana Municipal Disaster Risk Management Centre. The centre must send copies of these to the Free State provincial disaster risk management centre and the NDMC for technical validation of

findings by the national and provincial TACs before any plans, projects, programmes, initiatives, and risk and hazard maps based on the assessment findings are initiated.

8 Key Performance Area 3: Disaster Risk Reduction

The core principles of disaster risk reduction are intrinsic to the disaster risk management policy of the Thabo Mofutsanyana District Municipality.

Building a resilient people, environment and infrastructure in the district municipality is the combined responsibility of all stakeholders with disaster risk management responsibilities in the district municipality. The development and implementation of disaster risk management plans and programmes that focus on integrating disaster risk reduction into ongoing developmental programmes and initiatives is a strategic priority for all municipal departments, the DMA (if applicable) and other entities in both the Thabo Mofutsanyana District Municipality and the local municipalities in its area.

8.1 The disaster risk management policy framework and disaster risk management plans

The disaster risk management policy framework and disaster risk management plans are the strategic mechanisms through which the core principles of disaster risk reduction are integrated and coordinated across the departments within the district municipality; across the departments within local municipalities and between the district municipality; the local municipalities and any other entities operating in the area of the district municipality.

This disaster risk management policy framework is also the guiding and coordinating policy instrument for ensuring a uniform approach to disaster risk management by all role players and stakeholders, including parastatals, non-governmental organisations, the private sector, institutions of higher learning and communities.

The disaster risk management centre of the Thabo Mofutsanyana District Municipality is responsible for facilitating the development, adoption and implementation of the disaster risk management policy framework and plans in its area in consultation with relevant role players and stakeholders and for their regular review and updating.

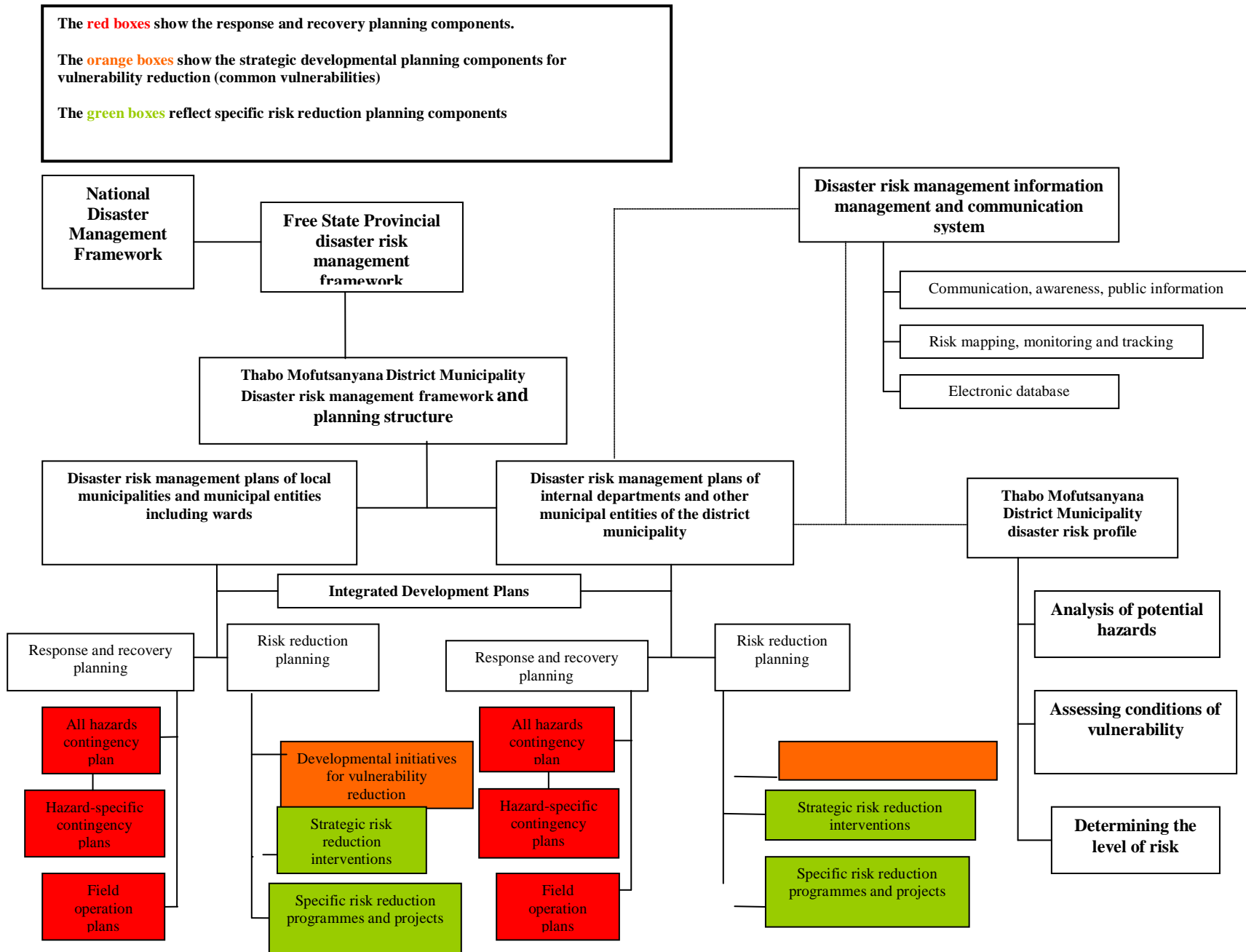
The disaster risk management plans of the Thabo Mofutsanyana District Municipality and of the local municipalities are core components of municipal IDPs.

Figure 3 reflects the relationship between disaster risk management frameworks and disaster risk management plans *across* departments within district and local municipalities and *between* district and local municipalities. It also provides an illustration of the various components of disaster risk management plans for a district municipality, namely:

- response and recovery planning components;
- strategic developmental planning component for vulnerability reduction (common vulnerabilities); and

- specific risk reduction planning components.

Figure 3: The municipal disaster risk management policy framework and disaster risk management plans across departments and between the district and local spheres



8.2 Disaster risk management plans

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must develop and implement a framework for disaster risk management planning in the Thabo Mofutsanyana District Municipality. This framework must be consistent with the national disaster risk management planning framework to ensure the adoption of a uniform methodology to achieve integrated, holistic and coordinated planning. The planning framework must set out the minimum requirements for the composition and scope of the municipality's disaster risk management plans and must be developed in accordance with the three levels of Disaster Risk Management Plans prescribed in the NDMF for municipalities (section 3.1.1.2) and in Handbook 2 of the *South African Disaster Risk Management Handbook Series*.

A supporting document on the disaster risk management planning framework for the municipality shall be included.

Each department, the DMA (if applicable) and each municipal entity in the district municipality, as well as municipal departments and municipal entities in the local municipalities in the district with disaster risk management responsibilities, must develop and submit disaster risk management plans to the Thabo Mofutsanyana Municipal Disaster Risk Management Centre, NDMC and the Free State provincial disaster risk management centre.

The disaster risk management centre must identify primary and support agencies and must assign responsibilities to the identified agencies for the development and implementation of each priority disaster risk management plan, programme and project in the area of the Thabo Mofutsanyana District Municipality.

The disaster risk management centre must prescribe deadlines for the submission of disaster risk management plans by departments, the DMA (if applicable) and municipal entities in the district municipality and in the local municipalities in the district.

8.3 Review of the disaster risk management policy framework and disaster risk management plans

The disaster risk management policy framework and the disaster risk management plans of the district municipality must be reviewed at least every two years as evidenced in annual reports to the NDMC and the Free State provincial disaster risk management centre.

In addition, the district municipality's disaster risk management policy framework and the relevant disaster risk management plans must be reviewed following any significant event and/or disaster.

8.4 Monitoring the effectiveness of disaster risk reduction initiatives

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must facilitate the development and implementation of mechanisms and methodologies to monitor the effectiveness of disaster risk reduction initiatives. Documented evidence of risk reduction programmes and projects must be consolidated by the municipal disaster risk management centre and must be included in annual reports to the NDMC and the provincial disaster risk management centre concerned, as specified by the DM Act. This information must be disseminated through the municipality's disaster risk management website.

8.5 Integrating disaster risk reduction plans into other developmental plans

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must ensure that response and recovery plans and disaster risk reduction plans, programmes and projects are incorporated into IDPs, spatial development frameworks, environmental management plans and other strategic developmental plans and initiatives in the Thabo Mofutsanyana District Municipality and in the local municipalities in the district.

9 Key performance area 4: Disaster response and recovery

9.1 Dissemination of early warnings

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must ensure the technical identification and monitoring of prevailing hazards and must prepare and issue hazard warnings of significance in the district municipality's area. The disaster risk management centre must develop and implement communication mechanisms and strategies to ensure that such warnings are disseminated immediately in order to reach at-risk communities, areas and developments as speedily as possible.

The disaster risk management centre must identify and establish strategic inter-sectoral, multidisciplinary and multi-agency communication mechanisms and must ensure that such communication mechanisms are accessible to at-risk communities and areas in the district municipality's area.

The disaster risk management centre must facilitate the development of a disaster risk management communication plan for the district municipality, which must be documented, adopted and implemented by the municipality.

The communication plan supporting policy document shall be included to this policy framework

9.2 Disaster impact assessments

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must establish mechanisms for the application of disaster impact assessments using uniform methodologies. This must be done in accordance with the national guideline (published in the *South African Disaster Risk Management Handbook Series*). The purposes of such an assessment are to:

- ensure the provision of immediate and appropriate response and relief measures;
- facilitate the classification of events as disasters and the declaration of states of disaster;
- facilitate the prioritisation and implementation of appropriate rehabilitation and reconstruction measures by municipal departments, the DMA (if applicable) and other municipal entities in the district municipality and in the local municipalities; and
- cost disasters and significant events.

The mechanisms for conducting disaster impact assessments in the district municipality must be documented and included in disaster risk management plans.

9.3 Classification of disasters and declaration of states of disaster

The head of the Thabo Mofutsanyana Municipal Disaster Risk Management Centre is responsible for the strategic coordination and management of responses to non-security related disasters and states of disaster classified as local disasters which occur or are threatening to occur. The head must make recommendations to the council on whether a local state of disaster should be declared in terms of sections 23 and 55 of the DM Act.

The disaster risk management centre must establish the mechanisms for the rapid and effective classification and declaration of disasters in accordance with national guidelines and templates (described in the *South African Disaster Risk Management Handbook Series*) and in provincial guidelines.

9.4 Disaster reviews and reporting

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must develop and monitor the implementation of mechanisms for conducting routine disaster reviews and for reporting on disaster reviews undertaken.

Reviews and research reports of significant events, trends and disasters occurring in the district municipality must be routinely submitted to the municipal disaster risk management centre, the Free State provincial disaster risk management centre and the NDMC. They must also be disseminated to stakeholders.

Reviews must be conducted in accordance with the review programme developed by the NDMC in terms of section 4.2.3 of the NDMF.

9.5 Integrated response and recovery operations

Through the mechanism of the MDRMAF, the Thabo Mofutsanyana Municipal Disaster Risk Management Centre must identify and assign primary responsibility to relevant organs of state for contingency planning for each known priority hazard. Supporting agencies must be identified and assigned responsibilities.

Primary and support agencies assigned for each priority hazard must be clustered into a technical task team and the organs of state assigned with primary responsibility must facilitate the development by the technical task team of a contingency plan for the relevant known priority hazards. The primary agency must ensure that such plans are reviewed and updated annually as well as following significant events and disasters that have occurred.

The disaster risk management centre must identify agencies with responsibilities for the various operational activities associated with disaster response and recovery. It must also identify lead agencies and assign primary responsibility to lead agencies to facilitate the development of Field Operations Plans (FOPs) for each operational activity. In addition, it must identify and allocate responsibilities to support agencies.

Primary and support agencies assigned for each operational activity must be clustered into a technical task team and the agency assigned with primary responsibility must facilitate the development by the technical task team of the relevant FOP. The disaster risk management centre must ensure that such FOPs are reviewed and updated at the same time as contingency plans are reviewed and updated.

All response and recovery stakeholders must develop standard operating protocols for their functional areas and must ensure that all operational personnel understand and are well versed in the procedures.

The disaster risk management centre must ensure the development and implementation of plans which are consistent with national regulations developed by the NDMC in terms of section 4.3.2 of the NDMF so as to standardise and regulate the practice and management of multi-agency response and recovery operations in the district municipality's area.

The disaster risk management centre must monitor the implementation of, and compliance with, such regulations and directives by conducting multi-agency response debriefings after each significant event or disaster.

9.6 Relief measures

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must ensure the development and implementation of policy for the management of relief operations in the district municipality's area. This policy must be consistent with national regulations and directives.

The policy document for the management of relief operations in the municipality supporting policy document shall be included to be read in conjunction with this imperative

The disaster risk management centre must monitor the implementation of, and compliance with, such policy, regulations and directives through debriefings and reviews after each significant event or disaster.

9.7 Integrated reconstruction and rehabilitation measures

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must establish multidisciplinary technical task teams for post-disaster rehabilitation and reconstruction projects. It must also identify a lead agency and assign primary responsibility to the lead agency for the management of each project using nationally adopted project management methodologies. Such methodologies must include mechanisms for the monitoring and submission of regular progress reports to the municipal disaster risk management centre.

Lead agencies assigned with responsibilities for the development and implementation of post-disaster rehabilitation and reconstruction projects must ensure that all projects and

programmes undertaken maintain a developmental focus. The Thabo Mofutsanyana Municipal Disaster Risk Management Centre is responsible for establishing mechanisms to monitor progress with such projects and programmes.

10 Performance Enabler 1: Information Management and Communication

10.1 Introduction

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must design, develop and implement a comprehensive information management system (IMS) and an integrated emergency communication network (ECN), which enables communication links with all disaster risk management role players and complies with national requirements.

10.2 Data requirements

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must define the district municipality's data requirements and must identify data sources.

The disaster risk management centre must develop and implement methodologies for the collection and capturing of data, which are consistent with national requirements.

The disaster risk management centre must define and assign responsibilities to departments, the DMA (if applicable) and/or municipal entities for the custody of data relevant to their functional areas. The centre must also identify and enter into agreements with other relevant custodians of data to ensure availability, quality, reliability and currency of data.

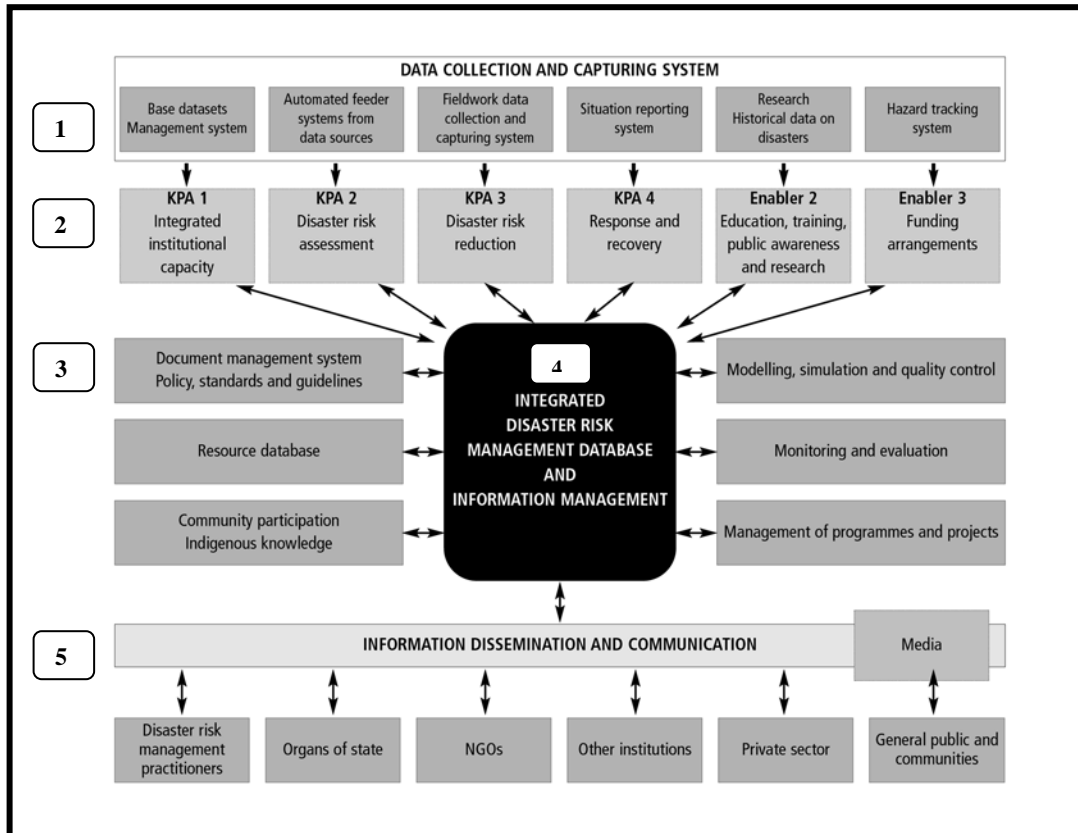
10.3 Requirements of the information management system and emergency communication network

The district municipality's IMS and ECN must be designed to support:

- integrated institutional capacity;
- disaster risk assessments;
- disaster risk reduction plans, programmes and projects;
- response and recovery operations;
- knowledge management (Education, training, public awareness and research); and
- funding mechanisms and financial controls.

Figure 4 provides an overview of an integrated IMS and ECN.

Figure 4: Model of an integrated information management and emergency communication network for disaster risk management



11 Performance Enabler 2: Education, Training, Public Awareness and Research (Knowledge Management)

11.1 Introduction

Comprehensive mechanisms for education, training, public awareness and research (knowledge management), supported by scientific research, must be developed and implemented to promote a culture of risk avoidance among stakeholders and role players.

11.2 Analysis of disaster risk management education, training and research needs and resources in the district municipality

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must conduct a scientific analysis of knowledge management needs and resources in the district municipality to serve as the basis for the development of a disaster risk management education and training framework for the municipality and to inform the development and implementation of appropriate knowledge management programmes.

11.3 An education and training framework for disaster risk management in the district municipality

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must develop and implement an education and training framework for disaster risk management for the Thabo Mofutsanyana District Municipality. The framework must be based on an analysis of the resources and needs of the district municipality.

The education and training framework supporting policy document shall be developed and included to be read in conjunction with this imperative.

11.4 Disaster risk management education and training programmes

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must promote, support and monitor the implementation of education and training programmes for disaster risk management in the district municipality, in accordance with the national education and training framework.

11.5 An Integrated Public Awareness Strategy

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must develop and implement an integrated public awareness strategy for the municipality which is aligned with the national strategy and which:

- focuses on disaster risk reduction;
- promotes awareness of disaster risk management in schools and in communities;

- establishes good media relationships and ensures balanced media reporting on hazards, disasters and disaster risk management issues;
- promotes the inclusion of disaster risk reduction on strategic agendas of all role players and stakeholders;
- is developed and implemented through a process of consultation and the involvement of communities, non-governmental organisations and the private sector;
- promotes the participation of volunteers in the implementation of the programme.

The integrated public awareness strategy supporting policy document shall be developed and included to be read in conjunction with this imperative

11.6 Research programmes and information and advisory services

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must establish a strategic research agenda for the district municipality and must promote the participation of research institutions in municipal disaster risk management research programmes.

The disaster risk management centre must ensure the correlation between scientific research and municipal disaster risk management policy and that research contributes to the development of technology.

The centre must establish mechanisms to enable ongoing national, regional and international information exchange and networking.

The centre must ensure that all stakeholders have access to the research database and to a comprehensive disaster risk management advisory service.

12 Performance Enabler 3: Funding Arrangements for Disaster Risk Management

The Thabo Mofutsanyana Municipal Disaster Risk Management Centre must determine funding arrangements for disaster risk management in the district municipality's area. These arrangements must include, but need not be confined to, funding for:

- institutional arrangements for disaster risk management;
- disaster risk assessments;
- disaster risk reduction planning and implementation;
- disaster response and recovery; and
- education, training, public awareness and research for disaster risk management stakeholders.

The funding arrangements for disaster risk management in the district municipality must be approved and adopted by the municipal council and must be reviewed annually.

Funding arrangements supporting policy document shall be included to be read in conjunction with this imperative

**Annexure A: Key Performance Indicators (KPIs) for
measuring performance in the direction and execution of
Disaster Risk Management Policy and Legislation in the Thabo
Mofutsanyana District Municipality**

KEY PERFORMANCE AREA 1: ESTABLISH INTEGRATED INSTITUTE CAPACITY	
IMPERATIVE	
1.1 Establish functionally effective arrangements for the development and adoption of an integrated policy for disaster risk management	
	Key performance indicators
	A political forum has been identified, formally established and operates in accordance with predetermined terms of reference
	Mechanisms for developing and adopting disaster risk management policy have been established and put into operation
	Every municipal department/entity, District Management Area (DMA) (if applicable) , local municipality and any other municipal entity has developed a policy framework for its functional area which has been approved, adopted, incorporated into the municipal disaster risk management policy framework and is being implemented
	There is sufficient political support for disaster risk management in the district municipality
IMPERATIVE	
1.2 Establish functionally effective arrangements for integrated direction and implementation of the Disaster Management Act No. 57 of 2002 (DM ACT), the National Disaster Management Framework (NDMF), the Free State Provincial Disaster Risk Management Policy Framework, and the municipal disaster risk management policy framework	
	Key performance indicators
	The job description and the key performance indicators for the position of the head of the municipal disaster risk management centre have been developed, adopted and approved
	The head of the disaster risk management centre has been appointed by the municipal council in accordance with the applicable legislation (written employment contract)
	The municipal disaster risk management centre has been established and resourced in accordance with the minimum requirements (for structure, infrastructure and staffing) and is operating effectively in terms of predetermined operational protocols
	Disaster risk management focal/nodal points have been identified by municipal departments, the DMA (if applicable), local municipalities and any other municipal entities and responsibilities for disaster risk management have been assigned, and this function has been included in their job descriptions.
	Roles and responsibilities of municipal departments, the DMA (if applicable), local municipalities and any other municipal entities involved in disaster risk management have been identified, assigned and included in the job descriptions of key personnel and are being applied effectively in terms of predetermined operational protocols
	An organisational structure for the staffing of the municipal disaster risk management centre (which takes into account the skills necessary to manage known priority risks) and job descriptions linked to key performance indicators for the relevant posts have been developed, approved and adopted by the municipal council
	The district municipality has researched options for decentralised direction and execution of disaster risk management policy and legislation by strategically locating satellite disaster risk management centres to serve the municipal area in accordance with the directive issued by the National Disaster Management Centre (NDMC). The municipality has established and resourced such centres (in terms of structure, infrastructure and staffing) in accordance with the minimum requirements and the centres are operating effectively in terms of predetermined operational protocols
	The councils of the local municipalities in the district have established adequate institutional arrangements for the implementation of disaster risk management in the local municipality, including a structure for coordinating disaster risk management planning and operations to engage stakeholder participation in disaster risk management
	Disaster risk management planning and operations in the local municipalities in the district municipality are integrated into the Integrated Development Plan (IDP) and any other developmental programmes

IMPERATIVE	
1.3 Establish functionally effective arrangements for stakeholder participation and the engagement of technical advice in disaster risk management planning and operations	
	Key performance indicators
	The Municipal Disaster Risk Management Advisory Forum has been formally constituted and operates effectively in accordance with predetermined terms of reference, and provides an opportunity for role players to communicate effectively with each other
	Technical task teams comprising the relevant role players and stakeholders from relevant sectors and disciplines have been established. The task teams have been set up for the purposes of disaster risk reduction and response and recovery planning and operations as determined by the disaster risk profile of the municipal area. The relevant project teams have developed their terms of reference. Primary agencies/entities and support agencies/entities have been identified and responsibilities assigned. Technical task teams have developed and submitted their project management programme/s to the Municipal Disaster Risk Management Advisory Forum. Progress reports are submitted to the advisory forum according to predetermined protocols
	The head of the municipal disaster risk management centre has full participation in integrated development planning and other relevant developmental planning processes and structures
	Mechanisms for the recruitment, training and participation of volunteers in disaster risk management have been developed and implemented
	A current register of disaster risk management stakeholders and volunteers has been established and is maintained
	Local disaster risk management committees have been established in municipal wards and operate effectively in accordance with predetermined terms of reference
IMPERATIVE	
1.4 Establish functionally effective arrangements for national, regional and international co-operation for disaster risk management	
	Key performance indicators
	Mechanisms have been identified and implemented to ensure the application of the principles of co-operative governance
	Primary agencies/entities have assessed their capacity to fulfil their statutory responsibilities and, where necessary, have entered into partnerships which have been formally concluded through intergovernmental implementation protocols, memoranda of understanding and/or mutual assistance agreements, which are consistent with the National Disaster Risk Management Guidelines (published in the <i>South African Disaster Risk Management Handbook Series</i>).
	Mechanisms for the purposes of co-operation and the adoption of joint standards of practice for disaster risk management have been identified and formally established, and are operating effectively according to predetermined protocols with neighbouring municipal authorities
	The head of the municipal disaster risk management centre has established networks and implemented mechanisms to ensure that the centre remains abreast of current global trends in disaster risk management, has established links with regional and international partners, has, where applicable, sought membership of international bodies and professional institutes, and participates internationally in disaster risk management activities
PERFORMANCE ENABLERS:	
ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION	
ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH (KNOWLEDGE MANAGEMENT)	
ENABLER 3: FUNDING	
Devise and implement key supportive mechanisms to enable the achievement of the objective of establishing integrated institutional capacity	
Enablers	Key performance indicators
Enabler 1	Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of establishing and maintaining institutional capacity
Enabler 1	Mechanisms for safe-keeping of accurate records of meetings, disaster risk management plans and strategies, reports, memoranda, correspondence, and policies and legislation with regard to disaster risk management are established and maintained
Enabler 2	A specific communication strategy has been included in the disaster risk management policy framework of the district municipality
Enabler 2	Specific provision has been made to ensure that communities are able to participate in the communication strategy
Enabler 2	A specific media policy for disaster risk management has been developed and implemented and has positive support and operates effectively
Enabler 2	Education, training, public awareness, and research (knowledge management) needs in respect of institutional capacity have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs

Enabler 2	There is political support and buy-in for disaster risk management, and commitment to its success in the district municipality
Enabler 2	Key personnel, external role players and stakeholders support and have bought into disaster risk management and are committed to the success of disaster risk management in the district municipality
Enabler 3	Effective mechanisms are established to ensure sound financial management
Enabler 3	A business plan and a budget for disaster risk management for the current and ensuing financial year have been prepared, submitted and approved

KEY PERFORMANCE AREA 2: DISASTER RISK ASSESSMENT	
IMPERATIVE 2.1 Conduct comprehensive disaster risk assessments to inform disaster risk management and risk reduction policies, planning and programming	
	Key performance indicators
	Comprehensive disaster risk assessments consistent with the terms of reference and methodology prescribed in the National Disaster Risk Management Guidelines (published in the <i>South African Disaster Risk Management Handbook Series</i>) and the supporting policy to the this municipal disaster risk management policy framework have been conducted
	Disaster risks in the district municipality have been assessed and prioritised according to the national criteria generated by the NDMC and in accordance with the Free State provincial disaster risk management policy framework
	Municipal departments, the DMA (if applicable), local municipalities and any other municipal entities have developed and applied risk assessment legislation, policies, minimum criteria and implementation guidelines for their functional areas
	Risk assessments have been conducted and progressively integrated into the development plans of municipal departments, the DMA (if applicable), local municipalities, and any other municipal entities and other role players and are evidenced in IDPs and annual reports submitted to the NDMC and the provincial disaster risk management centre concerned
IMPERATIVE 2.2 Generate an Indicative Disaster Risk Profile for the district municipality	
	Key performance indicators
	The municipal disaster risk management centre has developed, established and documented mechanisms to consolidate, map and make accessible information on the priority disaster risks of the district municipality and the local municipalities in its area
	Priority disaster risks of significance to the district municipality as a whole have been identified and mapped by the municipal disaster risk management centre
	The methodology and technical systems used for the collection, recording, documentation and mapping of disaster risk data are consistent with national requirements and system specifications
IMPERATIVE 2.3 Identify and establish effective mechanisms to monitor, update and disseminate disaster risk information	
	Key performance indicators
	Municipal departments, the DMA (if applicable), local municipalities and any other municipal entities with responsibilities for reducing and managing disaster risks specific to their functional areas have established and documented clear mechanisms for rapid accessing and updating of relevant hazard and vulnerability information and for rapidly making this information available to the municipal disaster risk management centre and the provincial disaster risk management centre concerned
	The municipal disaster risk management centre as well as all municipal departments, the DMA (if applicable), local municipalities and any other municipal entities have established and documented clear mechanisms for accessing, consolidating and updating relevant information on hazards, vulnerability and disaster occurrences from partners responsible for monitoring specific risks
	The municipal disaster risk management centre as well as all municipal departments, local municipalities and any other municipal entities have established and documented clear mechanisms for disseminating risk assessment and monitoring information for ongoing planning, as well as for managing conditions of heightened risk
	The municipal disaster risk management centre has established and documented clear procedures for accessing, interpreting and disseminating early warnings of both rapid- and slow-onset hazards
IMPERATIVE 2.4 identify and apply mechanisms to conduct quality control	
	Key performance indicators
	The municipal disaster risk management centre has appointed technical advisory committees comprising the relevant specialist scientific and technical expertise in the relevant sphere to assist with monitoring standards and progress of disaster risk assessments and with the validation and/or interpretation of findings

	Disaster risk assessments undertaken show documented evidence of: <ul style="list-style-type: none"> – capacity building and skills transfer – ground-truthing (that is, based on the actual situation ‘on the ground’ or verified by those being assessed), through field consultations in the areas and with communities most at risk from the threat(s) being assessed – consultation with appropriate governmental and other stakeholders about the design and/or implementation of the disaster risk assessments and the interpretation of the findings
	The methodology and results of the disaster risk assessments have been subjected to an independent technical review process and external validation prior to: <ul style="list-style-type: none"> – the publication or dissemination of hazard, vulnerability or risk maps and/or reports for planning purposes – the implementation of disaster risk reduction or other initiatives based on the risk assessment results
	Disaster risk assessments undertaken show documented evidence of technical consultation with the appropriate disaster risk management centre(s) prior to implementation
PERFORMANCE ENABLERS:	
ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION	
ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH (KNOWLEDGE MANAGEMENT)	
ENABLER 3: FUNDING	
Devise and implement key supportive mechanisms to enable the achievement of the objective of establishing a uniform approach to assessing and monitoring disaster risks	
Enablers	Key performance indicators
Enabler 1	Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of conducting, monitoring and updating comprehensive disaster risk assessments
Enabler 2	Education, training, public awareness, and research (knowledge management) needs in respect of institutional capacity have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs
Enabler 3	A business plan and a budget for conducting comprehensive disaster risk assessments, monitoring disaster risk and updating disaster risk information have been prepared, submitted and approved for the current and ensuing financial year

KEY PERFORMANCE AREA 3: DEVELOP AND IMPLEMENT INTEGRATED AND RELEVANT DISASTER RISK MANAGEMENT PLANS AND RISK REDUCTION PROGRAMMES IN ACCORDANCE WITH APPROVED FRAMEWORKS	
IMPERATIVE	
3.1 Compile and implement integrated and relevant disaster risk management frameworks and plans	
	Key performance indicators
	A municipal disaster risk management policy framework has been developed through a process of consultation. The policy framework has been submitted to the Free State provincial disaster risk management centre and the NDMC, and has been developed, approved gazetted and implemented. The municipal disaster risk management policy framework is consistent with the NDMF and the provincial disaster risk management policy framework
	A framework for the design and scope of disaster risk management plans, which is consistent with the National Disaster Risk Management Guidelines (published in the <i>South African Disaster Risk Management Handbook Series</i>), has been developed and adopted by all relevant municipal departments, the DMA (if applicable), local municipalities and other municipal entities
	Mechanisms to ensure the revision of the municipal disaster risk management policy framework and the disaster risk management plans at least once every two years have been developed and applied, and are evidenced in annual reports submitted to the NDMC and the provincial disaster risk management centre concerned
IMPERATIVE	
3.2 Determine municipal priority disaster risks and priority areas, communities and households	
	Key performance indicators
	Specific municipal priority disaster risks have been identified and mapped by the municipal disaster risk management centre
	Contingency plans for known priority risks have been developed, submitted to the municipal disaster risk management centre, the NDMC and the Free State provincial disaster risk management centre, and implemented
	Specific priority areas, communities and households within the district municipality have been identified and mapped
	Focused initiatives to reduce priority disaster risks have been identified by municipal departments, the DMA (if applicable), local municipalities and any other municipal entities
	Disaster risk management planning frameworks have been developed and submitted to the municipal disaster risk management centre, the NDMC and the provincial disaster risk management centre concerned
	Disaster risk management plans have been submitted to the municipal disaster risk management centre by all municipal departments, the DMA (if applicable), local municipalities and any other municipal entities
IMPERATIVE	
3.3 Scope and develop disaster risk reduction plans, projects and programmes	
	Key performance indicators
	Documentation, which is accessible to key stakeholders, demonstrates the effectiveness of disaster risk reduction measures for different risk scenarios
	Guidelines for incorporating disaster risk management programmes and initiatives into the activities of other provincial and municipal organs of state and key institutional role players have been consultatively developed and implemented
	The effectiveness of disaster risk reduction initiatives is monitored by the municipal disaster risk management centre
IMPERATIVE	
3.4 Incorporate disaster risk reduction efforts into strategic integrating structures and processes	
	Key performance indicators
	Mechanisms to disseminate experience from pilot and research projects that explore the vulnerability reduction potential, appropriateness, cost-effectiveness and sustainability of specific disaster risk reduction initiatives have been established
	Risk-related information has been incorporated into spatial development and environmental management frameworks
	Regulations, standards, minimum criteria, by-laws and other legal instruments that encourage risk-avoidance behaviour have been enforced by municipal departments, the DMA (if

	applicable) and other entities and documented in annual reports to the municipal disaster risk management centre, the NDMC and the provincial disaster risk management centre concerned
	Disaster risk reduction programmes, projects and initiatives have been implemented by municipal departments, the DMA (if applicable), local municipalities and any other municipal entities
	A measurable reduction in social relief in disaster-prone, economically vulnerable communities has been recorded
	Case studies and best-practice guides in disaster risk reduction, facilitated by the municipal disaster risk management centre, have been generated and disseminated
	There is evidence of the progressive application of disaster risk reduction techniques and measures by municipal departments, the DMA (if applicable), local municipalities and other municipal entities, as reported in annual reports submitted to the municipal disaster risk management centre, the NDMC and the provincial disaster risk management centre concerned
PERFORMANCE ENABLERS:	
ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION	
ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH (KNOWLEDGE MANAGEMENT)	
ENABLER 3: FUNDING	
Devise and implement key supportive mechanisms to enable the achievement of the objective of ensuring that all disaster risk management stakeholders develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with approved frameworks	
Enablers	Key performance indicators
Enabler 1	Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of developing and implementing disaster risk management plans and risk reduction programmes
Enabler 2	Education, training, public awareness and research (knowledge management) needs in respect of disaster risk reduction planning and implementation have been analysed, and appropriate mechanisms have been identified and implemented to address the relevant needs
Enabler 3	A business plan and a budget for the development and implementation of disaster risk management plans and risk reduction programmes have been prepared, submitted and approved for the current and ensuing financial year

KEY PERFORMANCE AREA 4: DEVELOP AND IMPLEMENT MECHANISMS TO ENSURE APPROPRIATE AND EFFECTIVE DISASTER RESPONSE AND RECOVERY IN ACCORDANCE WITH STATUTORY REQUIREMENTS	
IMPERATIVE	
4.1 Identify and implement mechanisms for the dissemination of early warnings	
	Key performance indicators
	Effective and appropriate early warning strategies have been developed and implemented and the information communicated to stakeholders to enable appropriate responses
	Strategic emergency communication links have been established in high-risk areas and communities
IMPERATIVE	
4.2 Develop and implement mechanisms for the assessment of significant events and/or disasters for the purposes of classification and declaration of a state of disaster to ensure rapid and effective response	
	Key performance indicators
	Uniform methods for the assessment and costing of significant events or disasters, which are consistent with national requirements, have been developed and adopted
	Mechanisms for the rapid and effective classification of a disaster and the declaration of a state of disaster have been established
	Mechanisms for conducting disaster reviews and reporting, including mechanisms to enable assessments that will comply with the provisions of sections 56 and 57 of the DM Act, have been developed and implemented
	Research reports on significant events and trends are routinely submitted to the municipal disaster risk management centre, the NDMC and the Free State provincial disaster risk management centre, and are disseminated to stakeholders
	Review reports on actual disasters are routinely submitted to the municipal disaster risk management centre, the NDMC and the Free State provincial disaster risk management centre, and are disseminated to stakeholders
IMPERATIVE	
4.3 Develop and implement mechanisms to ensure integrated response and recovery efforts	
	Key performance indicators
	The municipal departments, the DMA (if applicable) and any other entities that should bear primary responsibility for contingency planning and the coordination of known hazards have been identified and allocated such responsibility
	Stakeholders who must bear secondary responsibility for contingency planning and the coordination of known hazards have been identified and allocated such responsibility
	Contingency plans for known hazards have been developed and implemented by all municipal departments, the DMA (if applicable), local municipalities and any other municipal entities
	Response and recovery plans are reviewed and updated annually
	Field Operations Plans (FOPs) for the various activities associated with disaster response and recovery have been developed, implemented and are reviewed and updated annually and after each significant event and/or disaster
	Multi-agency responses are managed in accordance with national regulations and directives and the Free State provincial disaster risk management policy framework, and are reviewed and updated annually
	Standard operating protocols or procedures and checklists have been developed and are understood by all stakeholders in their respective fields of responsibilities
	Policy and directives for the management of disaster response and recovery operations have been developed and gazetted or published and are adhered to
IMPERATIVE	
4.4 Develop and adopt mechanisms for the management and distribution of disaster relief in accordance with national regulations and directives and the Free State provincial disaster risk management policy	
	Key performance indicators

	Disaster relief measures are managed in accordance with national regulations and directives and are progressively monitored and reviewed annually. Recommendations are made to the municipal disaster risk management centre, the NDMC and/or the provincial disaster risk management centre concerned, on any adjustments according to lessons learnt
IMPERATIVE	
4.5 Develop and implement mechanisms to ensure that integrated rehabilitation and reconstruction activities are conducted in a developmental manner	
	Key performance indicators
	Post-disaster technical task teams for rehabilitation and reconstruction projects have been established and operate effectively
	Mechanisms for the monitoring of rehabilitation and reconstruction projects have been established and regular progress reports are submitted to the municipal disaster risk management centre, the NDMC and the provincial disaster risk management centre concerned
PERFORMANCE ENABLERS:	
ENABLER 1: INFORMATION MANAGEMENT AND COMMUNICATION	
ENABLER 2: EDUCATION, TRAINING, PUBLIC AWARENESS AND RESEARCH (KNOWLEDGE MANAGEMENT)	
ENABLER 3: FUNDING	
Devise and implement key supportive mechanisms to ensure appropriate and effective disaster response and recovery in accordance with statutory requirements	
Enablers	Key performance indicators
Enabler 1	Mechanisms have been identified and developed to ensure that all relevant data in respect of the information management system is gathered and captured simultaneously in the process of developing and implementing response and recovery operations
Enabler 2	Education, training, public awareness and research (knowledge management) needs in respect of response and recovery planning and operations have been analysed and appropriate mechanisms have been identified and implemented to address the relevant needs
Enabler 3	A business plan and a budget for the development and implementation of response and recovery operational plans have been prepared, submitted and approved for the current and ensuing financial year