
GUIDELINE

DEVELOPMENT AND STRUCTURE OF A DISASTER MANAGEMENT PLAN



Prepared by:

**Directorate: Policy Development and Regulatory
Frameworks**

1 April 2017

Version 1.1



Version Control

Version	Version 1.1
File number	21/1/1 (Guidelines)
Short description	Guide the development of a disaster management plan
Relevant to	Organs of state obligated to develop a disaster management plan into the Disaster Management Act, 2002
Authority	This guide has been approved by the Head: National Disaster Management Centre in terms of Section 19(a) of the Disaster Management Act, 2002.
Responsible officer	Director: Policy Development & Regulatory Frameworks
Responsible Chief Directorate	Policy and Legislative Management
Date introduced	1 April 2017
Date(s) modified	First Issue
Next scheduled review date	31 March 2019
Related documents	South African Disaster Risk Management Handbook Series.
Related legislation	Disaster Management Act, 2002 (DMA), National Disaster Management Framework, 2005 (NDMF, 2005)
Key words	Guideline, Disaster Management, National Disaster Management Centre, NDMC, NDMF, Disaster Management Plan, DMP, South African Disaster Risk Management Handbook Series.



Acknowledgements

Many individuals participated in the process to prepare this guideline. Appreciation goes to all those who have given their time and inputs in this regard. The National Disaster Management Centre would specifically like to acknowledge the following individuals and organisations for their contributions.

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Acronyms

DMA	Disaster Management Act, 2002 (Act No. 57 of 2002)
DMHS	South African Disaster Risk Management Handbook Series
DMP	Disaster Management Plan
NDMC	National Disaster Management Centre
NDMF	National Disaster Management Framework, 2005



Definitions

The following words and expressions will, unless the context otherwise requires or the Disaster Management Act, 2002 (Act No. 57 of 2002) or National Disaster Management Framework, 2005 otherwise provides, have the meanings thereby assigned to them namely—

‘Assimilate’, means to take in, absorb and integrate information to fully understand the context of concepts (Kavanagh, 2002: 65);

‘Disaster Management Plan’ means a plan developed by an organ of state in terms of section 25, 38, 39, 52 or 53 of the Disaster Management Act, 2002 (Act No. 57 of 2002);

‘Integrated development plan’ means a plan envisaged in Section 25 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000);

‘Internalise’ means to make disaster management part of an organs of state’s operations through learning, practicing and assimilation (adapted from Kavanagh, 2002: 602);

‘Interrogate’, means to ask questions of someone or something closely, or formally, or to obtain data from a computer file, database, storage device, or terminal (adapted from Kavanagh, 2002: 603).



Interrelation / compatibility with other guidelines

During 2008 the National Disaster Management Centre (NDMC) issued the South African Disaster Risk Management Handbook Series¹ (DMHS) to assist the provincial and municipal spheres of government with the development of a level 1, level 2 and level 3 disaster management plan. The DMHS is a package of handbooks and supporting materials in the form of guidelines, templates, statutes and other documents for the implementation of disaster management in municipalities and provinces in South Africa. Drawing from this guidance, this guideline interrelates with the concepts articulated by the critical outcomes and the related action steps set out in Handbook 1 of the respective DMHS².

This guideline also interrelates with the Guideline for Conducting Comprehensive Disaster Risk Assessments, Part 1: Hazard Identification, Analysis and Prioritisation issued³ by the NDMC on 25 October 2016.

¹ The DMHS can be downloaded from www.ndmc.gov.za

² See section 5 for more details.

³ Government Gazette No. 40393 GN 1363 on 2 November 2016



1. Introduction

The Disaster Management Act, 2002 (Act No. 57 of 2002) (DMA) places a legal obligation⁴ on all organs of state and other institutional role-players involved in disaster management to develop, regularly review, update, coordinate, share and implement disaster management plans (DMP).

The DMA, in Section 15, assigns various powers and duties to the National Disaster Management Centre (NDMC) which, amongst others, includes not only advisory and consultative functions, but also, in Section 22, the power to give guidance and advice to stakeholders with regards to disaster management.

2. Purpose of this guideline

This guideline, developed in terms of Section 19(a) of the DMA and section 3.6 of the National Disaster Management Framework, 2005 (NDMF) provides a uniform structure⁵ and checklist to organs of state to prepare a DMP.

3. Scope

The NDMF states that,

“... there is considerable unevenness in disaster risk management planning capacity and experience, especially across newly established district municipalities, and national and provincial organs of state engaging seriously with disaster risk

⁴ See sections 25, 38,39, 52 and 53

⁵ includes preparation, review and updating



management for the first time will need to undertake careful consultation before developing a comprehensive disaster risk management plan.

To address this wide range of disaster risk management planning capabilities, the national disaster management framework provides for a phased approach to disaster risk management planning and implementation. It comprises three progressive steps from a Level 1 Disaster Risk Management Plan to a Level 3 Disaster Risk Management Plan. The completion of each level of disaster risk management plan will yield indicative information about common vulnerabilities in communities, local areas or provinces. This information should be incorporated into IDP planning processes and projects.

The requirements for each level of disaster risk management plan and the steps to be taken in developing the different levels are detailed in priority guidelines distributed by the NDMC to all stakeholders. The implementation of these plans will form an integral part of the implementation strategy of the Act.” (SA, 2005: 41).

Given these requirements, this guideline provides concept guidance to organs of state to progressively develop a compliant DMP in line with the phased approach put forward by the NDMF. The guideline extracts those key aspects of the four Key Performance Indicators (KPA) and three Enablers specified by the NDMF related to DMP's and arrange⁶ them into specific chapters, which in turn is linked to the 'Critical Outcomes' and 'Action Steps' put forward by the DMHS.

It is important to note that the guideline is not intended to be a 'paint by number' solution nor is it a 'one size fits all' approach. Organs of state must therefore interrogate, assimilate and internalize the concepts put forward by this guideline, the NDMF and the DMHS to enable them to successfully develop a DMP for their specific functional environment.

⁶ See figures 1 - 4



4. How to use this guideline

The development of a DMP is not a linear process and requires ongoing commitment and reflection from an organ of state over a period of time regarding the implementation of the principles of disaster management in its organisation, to give account of what has already been accomplished in terms of progress made, and reflect on its plan to further the implementation of disaster management in its functional area.

Handbook 1⁷ of the DMHS introduces 'Critical Outcomes' and 'Action Steps' an organ of state should consider pursuing to develop a level 1, 2 and 3 DMP. During this process, organs of state must constantly seek to understand and explain:

- 'What' has been accomplished thus far;
- 'WHAT' must be done by the organ of state;
- 'WHY' must it be done by the organ of state;
- 'WHO' from the organ of state must do it;
- 'HOW' must it be done;
- 'WHERE' must it be done;
- 'WHEN' must it be done; and
- with 'WHAT' must it be done.

Once these details are known, the organ of state should systematically organise this information and reflect it in its DMP in line with the structure and checklist provided by this guideline. Given this, the guideline is used in conjunction with Handbook 1 of the DMHS and involves three steps.

Step 1: Download the DMHS, DMA and NDMF from the NDMC website.

Step 2: Interrogate, assimilate and internalize the concepts.

Step 3: Draft the DMP document.

⁷ See Handbook 1 for provinces, metropolitan municipalities or district municipalities



5. Structure of the disaster management plan

A DMP must be structured on the one hand to show alignment with the concepts articulated by the NDMF whilst on the other hand guarantee legislative compliance with Sections 25, 38, 39, 52 and 53 of the DMA. Given this, the structure of a DMP must at least have the following components.

- a) **A preface** to provide the preliminary information of the plan.
- b) **Chapter 1: Introduction and background** to provide a detailed description of the organ of state in relation to disaster management.
- c) **Chapter 2: Constitutional, legislative and policy mandates** to provide particulars of the policy and legal obligation(s) applicable in terms of the DMA, the respective organ of states' legal mandate and an examination of which risks could be adequately dealt with within that legislation.
- d) **Chapter 3: Integrated institutional capacity** to provide particulars of the capacity established within the organ of state to enable the effective development and implementation of disaster management policy and legislation.
- e) **Chapter 4: Risk assessment** to provide a uniform approach to assessing and monitoring disaster risks that will inform disaster risk management planning and disaster risk reduction undertaken the organ of state.
- f) **Chapter 5: Disaster risk reduction** to ensure that the organ of state develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with approved frameworks.
- g) **Chapter 6: Preparedness planning** to ensure effective and appropriate preparedness planning by implementing a uniform approach to the dissemination of early warnings and averting or reducing the potential impact in respect of personal injury, health, loss of life, property, infrastructure, environments and government services through appropriate contingency plans.



- h) **Chapter 7: Response** to ensure effective and appropriate disaster response by implementing immediate integrated and appropriate response measures when significant events or disasters occur or are threatening to occur.
- i) **Chapter 8: Recovery** to ensure effective and appropriate disaster recovery by implementing all rehabilitation and reconstruction strategies following a disaster in an integrated and developmental manner.
- a) **Chapter 9: Testing and review of the plan** to set out the testing and review schedule of the plan.
- b) **Chapter 10: Contact details & Reference documents** to provide contact details and information on the reference material relevant to the plan.

Figure 1 shows how the three Enablers and the four KPA's of the NDMF is linked to the structure (respective chapters) of a DMP. It also shows how the respective chapters are linked to promote legislative compliance with Sections 25, 38, 39, 52 and 53 of the DMA, as the case may be.

Figure 2, shows how the respective chapters of a DMP is linked to the three 'Critical Outcomes' and the respective 'Action Steps' listed by the DMHS. By following the 'Action Steps' the organ of state is guided to progressively develop a level 1 DMP.

Figure 3, shows how the respective chapters of a DMP is linked to the four 'Critical Outcomes' and the respective 'Action Steps' listed by the DMHS. By following the 'Action Steps' the organ of state is guided to progressively develop a level 2 DMP.

Figure 4, shows how the respective chapters of a DMP is linked to the three 'Critical Outcomes' and the respective 'Action Steps' listed by the DMHS. By following the 'Action Steps' the organ of state is guided to progressively develop a level 3 DMP.



Guideline



Development and Structure of a Disaster Management Plan

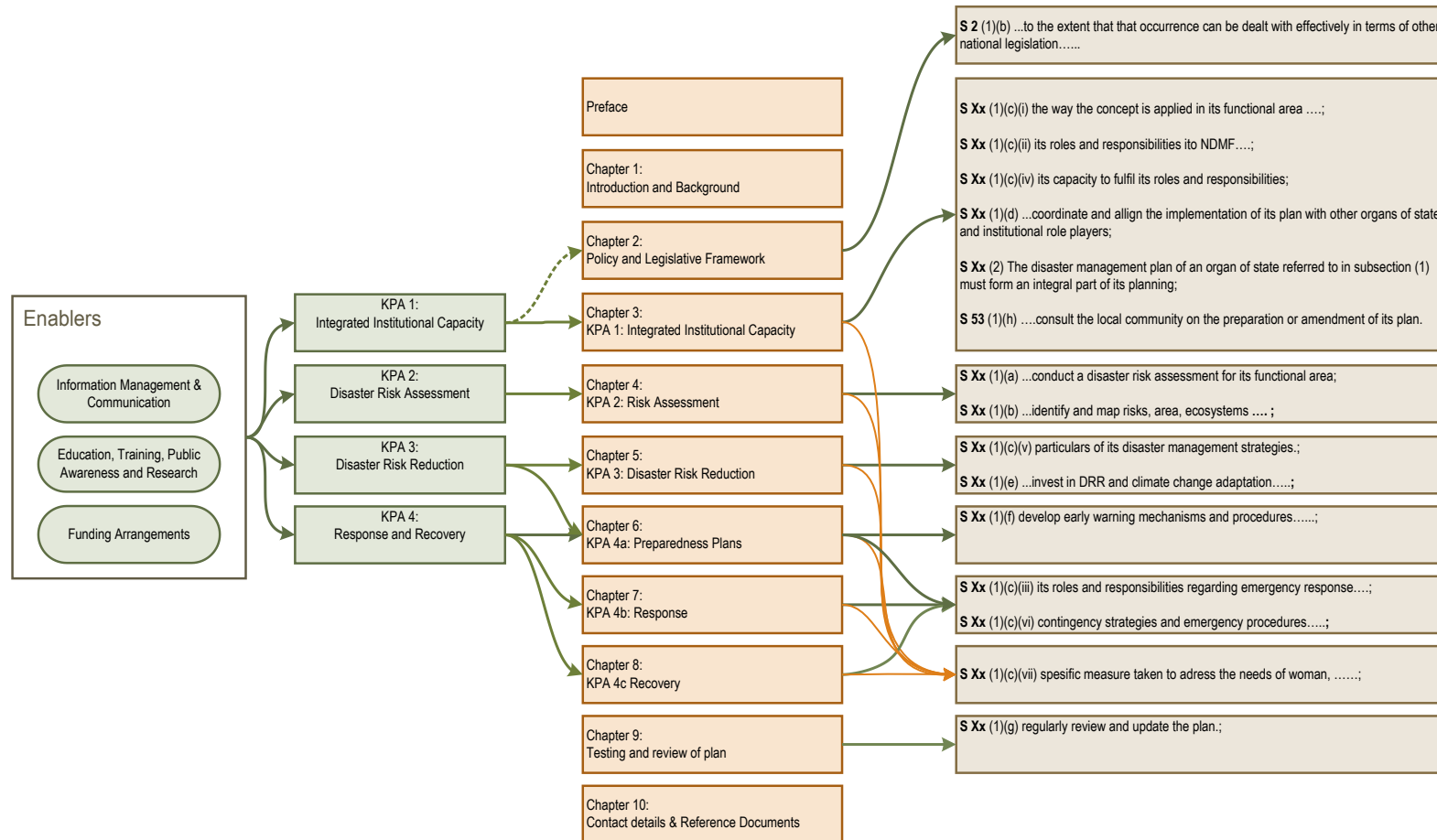


Figure 1: Chapter layout of a disaster KPA management plan linked to the NDMP and the attainment of legislative compliance



Guideline



Development and Structure of a Disaster Management Plan

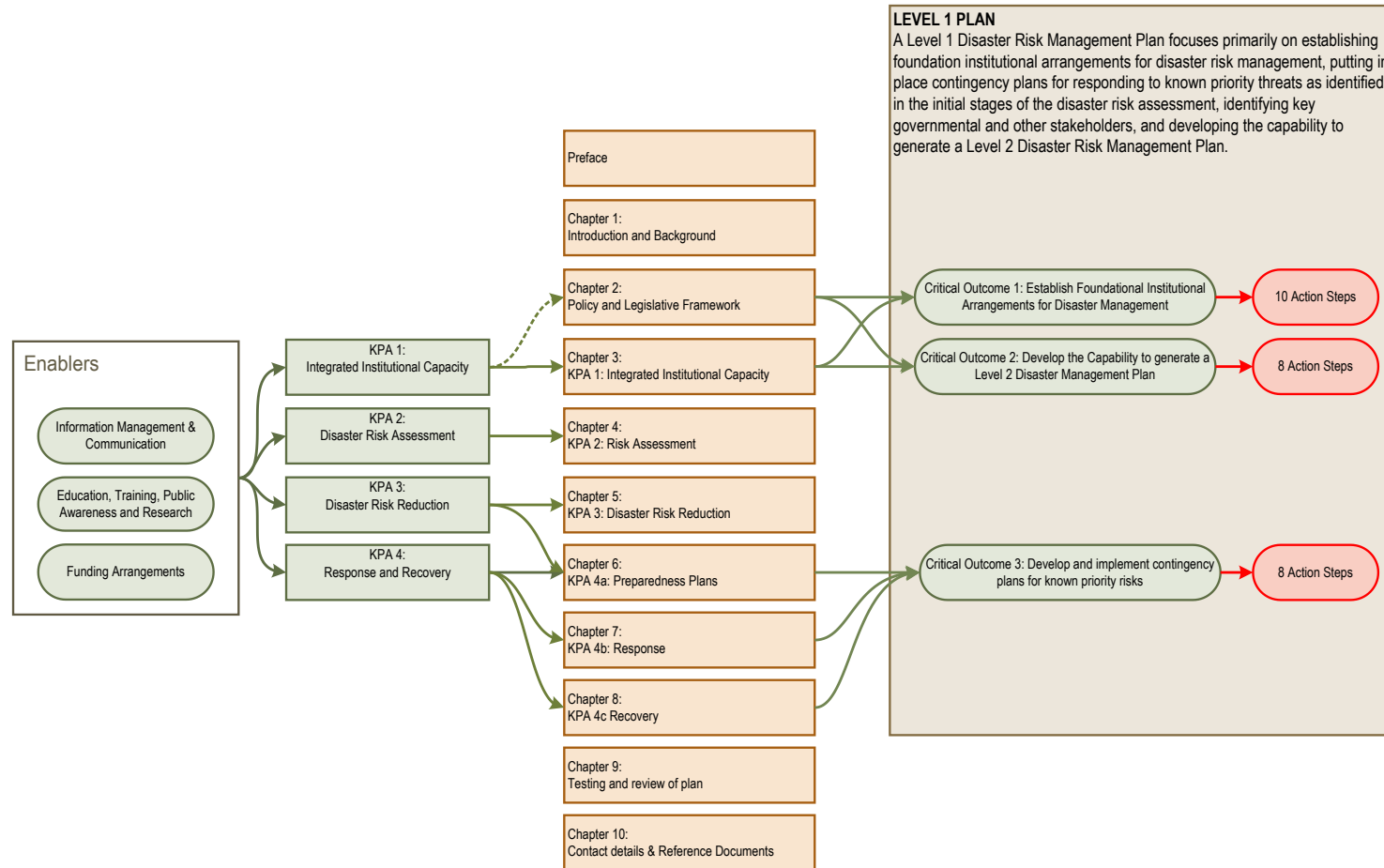


Figure 2: Scope of a level 1 disaster management plan



Guideline



Development and Structure of a Disaster Management Plan

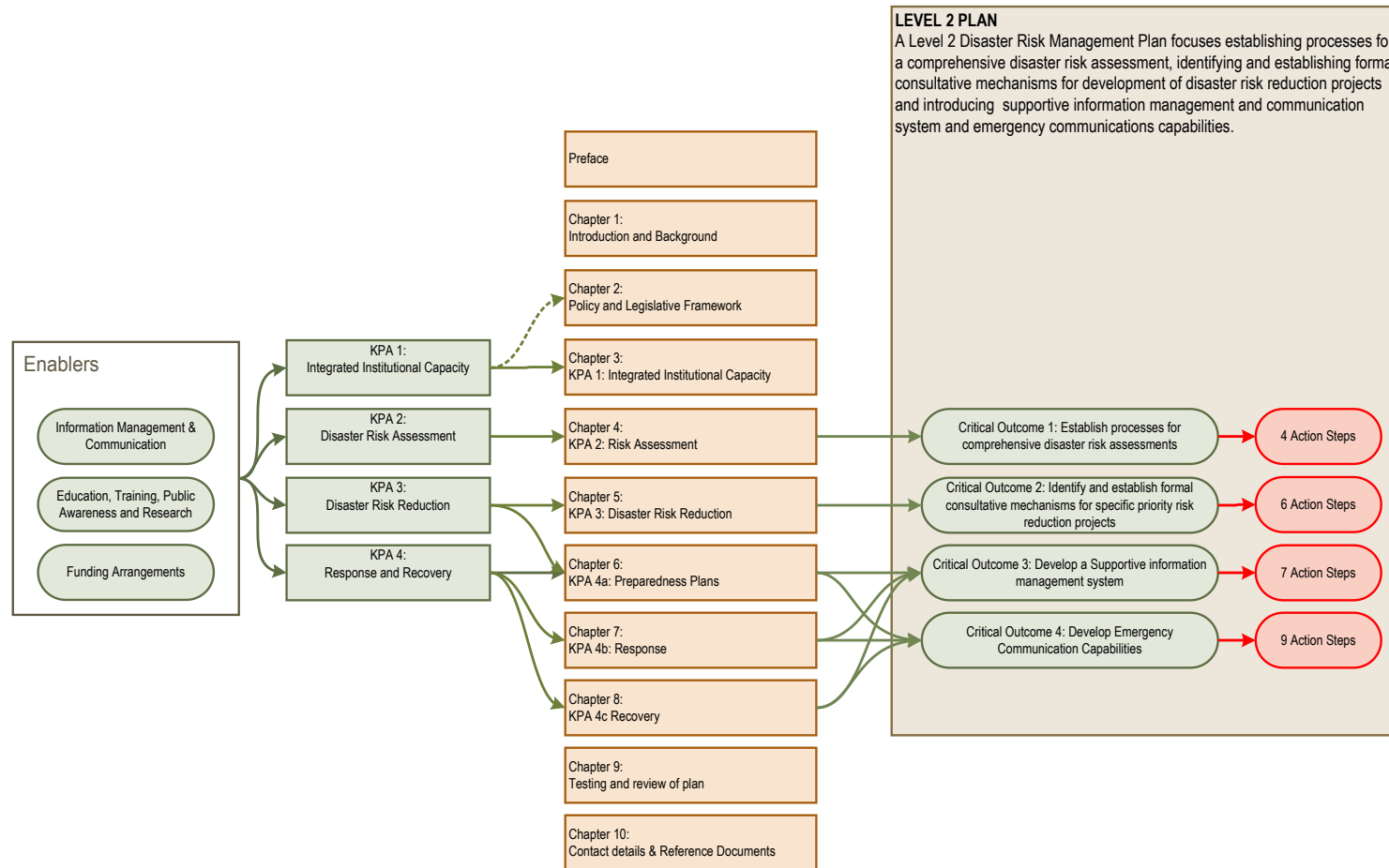


Figure 3: Scope of a level 2 disaster management plan



Development and Structure of a Disaster Management Plan

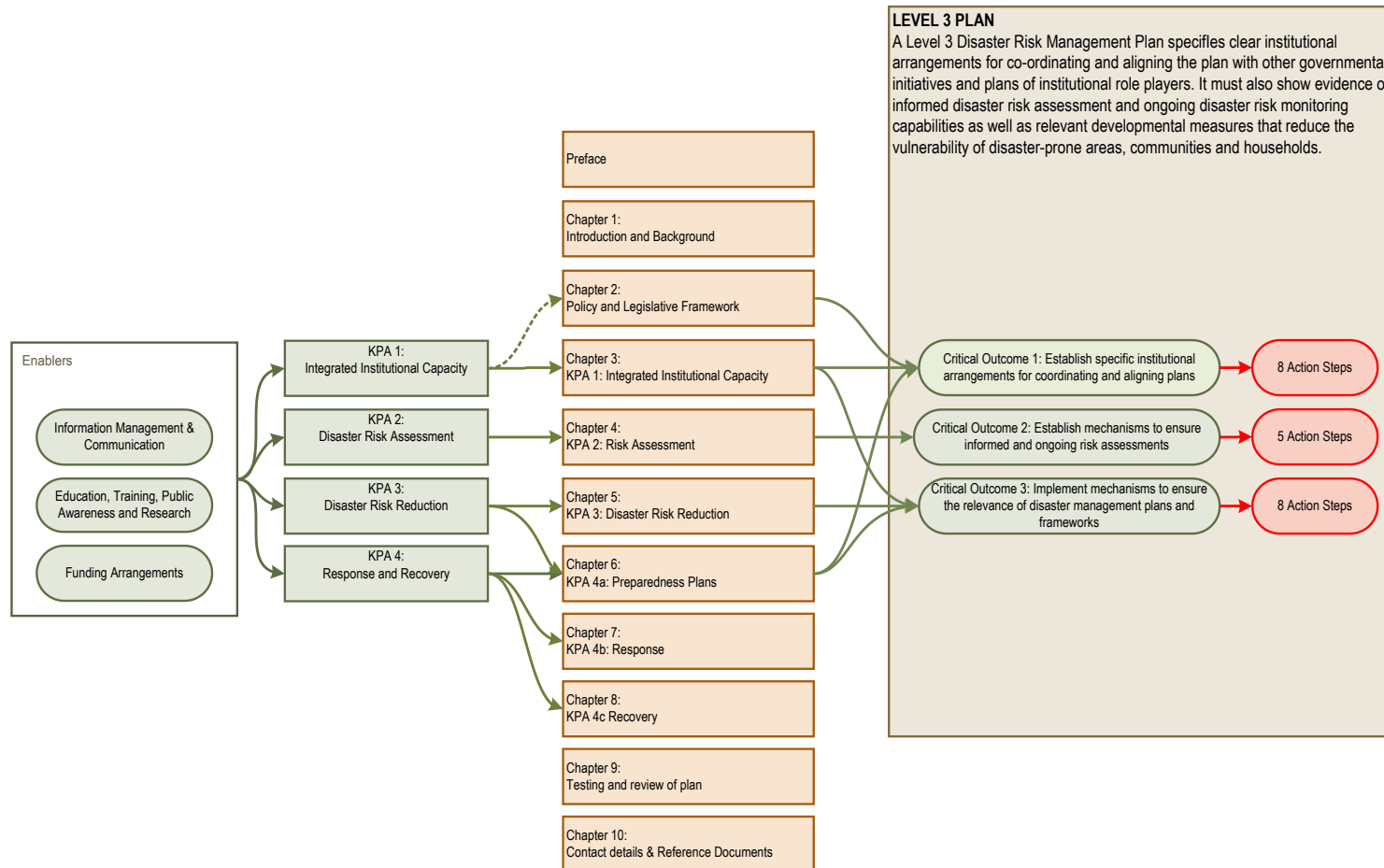


Figure 4: Scope of a level 3 disaster management plan



6. Disaster Management Plan Checklist

The checklist content provided below is drawn, where applicable, from the principles set out in the NDMF.

6.1 Preface

This chapter of the DMP provides the preliminary information of the plan and should address at least the following items.

- a) The front page listing the,
 - i. name of the organ of state.
 - ii. logo of the organ of state.
 - iii. name of the plan.
 - iv. version of the plan.
 - v. date the plan was approved by the executive authority⁸.
 - vi. the document classification grading⁹ assigned to the plan by the accountable officer.
- b) The 'in page(s)' listing the,
 - i. developer's name(s).
 - ii. acknowledgements.
 - iii. approval of the plan.
- c) The foreword page(s) listing,
 - i. why the plan is developed.
 - ii. the purpose of the plan.

⁸ The Minister, MEC or Council as the case may be.

⁹ In terms of the Minimum Information Security Standards (MISS) adopted by Cabinet, the assignment of a classification grade rests with the institution where the document(s) have their origin. Whilst DMP's should not be assigned a classification grade, in cases where such a classification is made, such classification must be indicated in the header of each page of the DMP.



- iii. a statement of commitment by the Head of Department or Chief Executive Officer as the case may be.
- d) The executive summary page(s).
- e) The contents page(s).
- f) A list of figures (and or tables) page(s).
- g) An acronyms page(s).
- h) The definitions page(s).
- i) The distribution page listing the organisations and date(s) to which the plan was distributed.

6.2 Chapter 1 – Introduction and background

This chapter of the DMP should provide a detailed description of the organ of state in relation to disaster management and must address at least the following items.

- a) Describe the organ of state including but not limited to the,
 - i. Geographical profile including a map of the area.
 - ii. Demographic profile.
 - iii. Environmental profile.
 - iv. Socio/economic profile.
- b) Describe the disaster incident history, its impact and geographical location(s).
- c) Describe the infrastructure / critical facilities within the area of the organ of state or owned by the organ of state providing or supporting (basic) services.
- d) Briefly explain the methodology used to develop the plan including how data was collected, which literature sources were used etc.
- e) Describe which stakeholders were consulted.



6.3 Chapter 2 – Constitutional, legislative and policy mandates

This chapter should provide particulars of the policy and legal obligation(s) applicable in terms the respective organ of states' legal mandate and an examination of which disasters could be adequately dealt with, within that legislative mandate before the application¹⁰ of the DMA becomes relevant. The Chapter must address at least the following concepts.

- a) Constitutional
 - i. State and explain the applicable constitutional authority to perform duties.
- b) Legislative
 - i. State the assigned legislative source of authority to perform duties.
 - i. List and summarise the legislation applicable to the particular organ of state.
 - ii. Provide a list of Acts which effectively can deal with disasters effectively outside of the DMA.
 - iii. Explain the organ of states' legislative framework and funding arrangements to deal with disasters.
- c) Policy
 - i. List and summarise the applicable policy¹¹ for the particular organ of state.

¹⁰ See Section 2 (Application of the Act) of the DMA

¹¹ National, provincial and local policy as well as internal policy of the organ of state as it relates to disasters



6.4 Chapter 3 – Integrated Institutional Capacity

This chapter should provide particulars of the capacity established within the organ of state to enable the effective development and implementation of disaster management policy and legislation and must address at least the following items (SA, 2005: 4).

- a) Organ of state organisation.
 - i. Provide the organisational hierarchy and explain the roles and responsibilities of the relevant functional units into disaster management.
 - ii. Discuss and explain the functioning and participation in intra- and inter departmental committees.
 - iii. Explain linkages and coordination with other stakeholders.
 - iv. Discuss joint decision making as it relates to disaster management, identify the gate keepers of key information, resources etc.
- b) Arrangements for the development and adoption of integrated disaster risk management policy.
 - i. Explain the relationship of the organ of state to the executive authority¹² as it relates to disaster management.
- c) Arrangements for integrated direction and implementation of disaster risk management policy.
 - i. List the key responsibilities of the organ of state in terms of its applicable legislation, the DMA and the NDMF.
 - ii. Discuss the institutional capacity of the organ of state to fulfil its roles and responsibilities in terms of its applicable legislation, the DMA and the NDMF.
 - iii. Discuss the disaster management focal point and its assigned responsibilities.

¹² The ICDM, Legislature or Council as the case may be



- iv. Explain the rationale for the location of disaster management function¹³ in the organisational structure.
- d) Arrangement for stakeholder participation and the engagement of technical advice in disaster risk management planning and operations.
- i. Discuss the establishment, functioning and or participation in the disaster management advisory forum(s).
 - ii. Discuss the mechanism to ensure integrated and coordinated disaster management planning.
 - iii. Discuss the institutional arrangements to ensure the participation of volunteers (where applicable).
 - iv. Discuss the institutional arrangements to consult communities and stakeholders.
- e) Arrangement for national, regional and international co-operation for disaster risk management.
- i. Discuss how cooperative governance is promoted through the ICDM, advisory forums, etc.
 - ii. Discuss the mechanism and agreements to share expertise and resources.
 - iii. List mutual assistance agreements arrangements applicable to the organ of state.
 - iv. Discuss regional and international cooperation arrangements applicable to the organ of state.
- f) Explain how information management and communication systems are established in line with section 5.4.1 of the NDMF and is used by the organ of state to support integrated institutional capacity.
- g) Explain how education, training public awareness and research are used by the organ of state to support integrated institutional capacity.

¹³ Refers to the focal point / centre / program etc



- h) Explain how the funding arrangements of the organ of state is used to support integrated institutional capacity.

6.5 Chapter 4 – Risk Assessment

This chapter should provide a uniform approach to assessing and monitoring disaster risks that will inform disaster risk management planning and disaster risk reduction undertaken by organs of state and other role players and must address at least the following items (SA, 2005: 25).

- a) Discuss the indicative risk profile.
- i. Discuss the Hazard Identification, Analysis and Prioritisation of Hazards¹⁴.
 - ii. Discuss the outcome of the disaster risk assessment.
 - iii. Explain which areas are exposed to risk and why they are vulnerable.
 - iv. Provide basic maps the of risks.
- b) Set out the disaster risk assessment plan and review cycle.
- c) Explain how disaster risks are monitored, how it is updated, how event tracking is done and how risk assessments are updated.
- d) Explain how the organ of state conducts quality control relating to disaster risk assessments using technical advisory committees and external validation.
- e) Explain how information management and communication systems are established in line with section 5.4.2 of the NDMF and is used by the organ of state to support disaster risk assessment.
- f) Explain how education, training public awareness and research are used by the organ of state to support disaster risk assessment.

¹⁴ See Guideline for Conducting Comprehensive Disaster Risk Assessments, Part 1: Hazard Identification, Analysis and Prioritisation issued by the NDMC on 25 October 2016 in Government Gazette No. 40393 GN 1363 on 2 November 2016



- g) Explain how the funding arrangements of the organ of state to support disaster risk assessment.

6.6 Chapter 5 – Disaster Risk Reduction

This chapter should ensure that the organ of state develop and implement integrated disaster risk management plans and risk reduction programmes in accordance with approved frameworks and must address at least the following items (SA, 2005: 39).

- a) Explain the disaster risk management planning of the organ of state.
- i. Discuss the development of and/or alignment to the respective disaster management frameworks¹⁵.
 - ii. Discuss the level of the DMP.
 - iii. Explain the integration with of the plan by the organ of state with the respective disaster management centre(s) established within that sphere of government.
- b) Explain the setting of priorities for disaster management planning.
- i. Discuss the identification and links to national disaster risks.
 - ii. Discuss the identification and links to provincial disaster risks.
 - iii. Discuss the identification and links to local disaster risks.
 - iv. Discuss the priorities for disaster risk protection in line with 3.2.4 of the NDMF.
 - v. Discuss the strategic planning process to establish the prevention and mitigation principles adopted.
 - vi. Discuss the link to the operational planning of the organ of state.
- c) Explain the scoping and development of disaster risk reduction plans, projects and programmes.

¹⁵ Issued by the respective sphere of government into Section 6, 28 and 42 of the DMA



- i. Discuss how the eight planning points for disaster risk reduction projects and programmes, set out in 3.3.1 of the NDMF, are to be applied in the organs of state.
 - ii. Discuss research conducted and monitoring efforts undertaken by the organ of state to assess the effectiveness of the disaster management initiatives.
- d) Explain the inclusion of disaster risk reduction efforts in other structures and processes.
- i. Discuss the integration of disaster risk reduction with spatial development planning.
 - ii. Discuss the incorporation of disaster risk reduction planning into integrated development planning.
 - iii. Discuss risk avoidance enforcement mechanisms employed (if any).
- e) Explain the implementation and monitoring of disaster risk reduction programmes and initiatives.
- i. Discuss the monitoring processes undertaken to measure the effectiveness of disaster risk reduction programmes employed by the organ of state.
 - ii. Discuss the measures employed to report on the losses incurred by the organ of state through disasters.
- f) Explain how information management and communication systems are established in line with section 5.4.3 of the NDMF and is used by the organ of state to support disaster risk reduction.
- g) Explain how education, training public awareness and research are used by the organ of state to support disaster risk reduction.
- h) Explain how the funding arrangements of the organ of state to support disaster risk reduction.



6.7 Chapter 6 – Preparedness planning

This chapter should ensure that an organ of state performs effective and appropriate preparedness planning by implementing a uniform approach to the dissemination of early warnings and averting or reducing the potential impact in respect of personal injury, health, loss of life, property, infrastructure, environments and government services through appropriate contingency plans and must address at least the following items (SA, 2005: 54).

- a) Discuss the response mechanism(s) and strategy(ies) to be employed by the organ of state.
- b) Discuss preparedness planning for the organ of state.
 - i. Explain the disaster scenarios for seasonal threats, such as heavy rainfall, flooding, strong winds, veld or informal settlement fires, and communicable disease outbreaks and anticipating and planning for the potential dangers associated with large concentrations of people at sporting, entertainment or other events.
 - ii. Explain the assignment of roles and responsibilities.
 - iii. Explain the formation of clusters.
 - iv. Explain the organisational management and the coordination system.
 - v. Explain the selection of risk specific response priorities.
 - vi. Explain risk specific objectives and tasks.
- c) Discuss the development and dissemination of early warnings by the organ of state.
 - i. Explain the identification and monitoring of hazards to develop early warning systems.
 - ii. Explain the dissemination of early warnings including institutional reaction and reporting systems to alert at-risk communities of an impending seasonal threat.
 - iii. Explain the establishment of clear information dissemination processes.



- iv. Specify evacuation procedures, routes and sites in advance of expected emergencies, including the evacuation of schools, hospitals, prisons etc.
 - v. Define clear communication processes and protocols for different emergency situations, including the dissemination of an early warning for an impending extreme weather threat to isolated or remote communities.
- d) Discuss the recourse mobilisation and preparedness of the organ of state.
- i. Specify the resources required and available for the risk identified.
 - ii. Explain the protocol to mobilise resources.
 - iii. Define the activation, operation and or participation in a 24-hour emergency communication centre for purposes of early warning dissemination and other related matters.
 - iv. Define the protocol, agreements etc. in place and the procedure to activate surge capacity from other responding sectors.
 - v. Explain the status of staging sites and location of stockpiles.
- e) Discuss rehearsals, training and public education performed by the organ of state.
- i. Explain the frequency of rehearsals.
 - ii. Explain the training of officials, volunteers and the community.
 - iii. List the public education programmes taking place.
- f) Discuss the development of contingency plans for priority risks identified.
- g) Explain how information management and communication systems are established in line with section 5.4.4 of the NDMF and is used by the organ of state to support preparedness planning.
- h) Explain how education, training public awareness and research are used by the organ of state to support preparedness planning.
- i) Explain how the funding arrangements of the organ of state to support preparedness planning.



6.8 Chapter 7 – Response

This chapter should ensure effective and appropriate disaster response by implementing immediate integrated and appropriate response measures when significant events or disasters occur or are threatening to occur and must address at least the following items (SA, 2005: 54).

- a) Discuss the assessment and review of a disaster by the organ of state.
 - i. Explain the assessment procedure of a disaster.
 - ii. Explain the role of the organ of state in supporting the NDMC to classify a disaster.
 - iii. Explain the role of the organ of state (where applicable) in the declaration of a state of disaster.
 - iv. Specify how the review of disasters influence DMP's.
- b) Discuss the role of the organ of state in integrated response.
 - i. Explain the mechanism for the activation of resources and volunteers.
 - ii. Explain the coordination of the response efforts to resources and volunteers with the contingency plans developed.
 - iii. Specify the role of the organ of state in the response management system.
 - iv. Discuss media relations applicable to the organ of state.
 - v. Discuss the operation and or participation in a 24-hour emergency communication centre.
- c) Explain how the organ of state will support the regulation of relief efforts using regulations, directives and SOP's.
- d) Explain how information management and communication systems are used by the organ of state to support response (See 5.4.4).
- e) Explain how education, training public awareness and research are used by the organ of state to support response.
- f) Explain how the funding arrangements of the organ of state to support response.



6.9 Chapter 8 – Recovery

This chapter should ensure effective and appropriate disaster recovery by implementing all rehabilitation and reconstruction strategies following a disaster in an integrated and developmental manner and must address at least the following items (SA, 2005: 54).

- a) Discuss how decisions on disaster recovery (including rehabilitation and reconstruction), will be taken and coordinated after a disaster, to restore lives and livelihoods, services, infrastructure and the natural environment.
- b) Discuss the process to develop and apply specific disaster risk reduction measures (e.g. build-back-better, relocation etc.) designed to reduce the likelihood of a repeated disaster event.
- c) Explain how information management and communication systems are established in line with section 5.4.4 of the NDMF and is used by the organ of state to support recovery.
- d) Explain how education, training public awareness and research are used by the organ of state to support recovery.
- e) Explain the funding arrangements of the organ of state to support recovery.

6.10 Chapter 9 – Testing and review of the plan

This chapter sets out the testing and review schedule of the plan and must address at least the following items.

- a) Discuss the simulation and modelling of the disaster management function in the organ of state.



- b) Discuss monitoring and evaluation of the disaster management in the organ of state.
- c) Discuss the review and update schedule¹⁶ of the DMP.

6.11 Chapter 10 – Contact details and reference documents

This chapter provides contact details and information on the reference material relevant to the plan and must address at least the following items.

- a) Provide a list of key contacts to enable other organs of state to liaise with the organ of state to DMP alignment.
- b) List Mutual Aid Agreements / Memoranda of Understanding in existence with regards to disaster management.
- c) List the contingency plans and SOP's developed per identified hazards/ risk.
- d) List the annexures referred to in the DMP.
- e) List the reference documents referred to in the DMP.

7. Recommendations

It is recommended that all organs of state across the spheres of government, enjoined by the Disaster Management Act, 2002 (Act 57 of 2002) and the National Disaster Management Framework, 2005 to develop a disaster management plan, have regard and consider this guideline.

¹⁶ For example, minor reviews may be done annually with major reviews to be done bi-annually



8. Approval

Mr Jurgens Dysssel

Director: Policy Development and Regulatory Frameworks

Date: 28/03/2017

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Chief Director: Policy and Legislation Management

Date: 28/3/2017

Guideline approved/.....

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Deputy Director-General (Head): National Disaster Management Centre

Date: 10/04/2017



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