

South African Disaster Risk Management Handbook Series

District municipalities
(Version 1.1)

Handbook 1 Introducing the South African Disaster Risk Management Handbook Series: Scoping the Implementation Process



The National Disaster Management Centre
87 Hamilton Street, Arcadia, Pretoria, South Africa. 0001
Phone +27 12 334 0600 • Fax +27 12 334 0810.

South African Disaster Risk Management Series

The *South African Disaster Risk Management Series* is an integrated package of handbooks and supporting materials in the form of guidelines, templates and other documents for the implementation of disaster risk management in municipalities and provinces in South Africa. The materials in the series have been prepared as a guide in terms of sections 7(2)(a) and 22 of the Disaster Management Act No. 57 of 2002 and sections 1.5, 2.5, 3.6, 4.6, 5.8, 6.7 and 7.9 of the National Disaster Management Framework.

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Department of Provincial and Local Government
87 Hamilton Street, Arcadia, Pretoria, 0083
Private Bag X804, Pretoria, 0001

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Acronyms and abbreviations

DM Act	Disaster Management Act No. 57 of 2002
IDP	Integrated Development Plan
KPA	key performance area
KPI	key performance indicators
NDMC	National Disaster Management Centre
NDMF	National Disaster Management Framework
PPP	public participation process
PE	performance enabler

Relevant Acts, frameworks, regulations and policy documents

Constitution of the Republic of South Africa Act No. 108 of 1996
Disaster Management Act No. 57 of 2002
Green Paper on Disaster Management 1998
Intergovernmental Relations Framework Act No. 13 of 2005
Local Government: Municipal Systems Act No. 32 of 2000
National Disaster Management Framework 2005
Notice of Commencement of the Disaster Management Act 2002
White Paper on Disaster Management 1999

**Need to access any of these Acts, frameworks, regulations or policy documents?
Then dip into the Statute Jar.¹**

¹ SJ 1 Constitution of South Africa Act No. 108 of 1996.
SJ 3 Green Paper on Disaster Management 1998.
SJ 4 White Paper on Disaster Management 1999.
SJ 5 Local Government: Municipal Systems Act No. 32 of 2000.
SJ 6 Disaster Management Act No. 57 of 2002.
SJ 7 Notice of commencement of the Disaster Management Act No. 57 of 2002, Vol. 465, No. 26228, 2004.
SJ 8 National Disaster Management Framework, Government Notice 654 of 2005.
SJ 9 Intergovernmental Relations Framework Act No. 13 of 2005.

1. Introduction to the South African Disaster Risk Management Handbook Series

The *South African Disaster Risk Management Handbook Series* has been developed by the National Disaster Management Centre, Department of Provincial and Local Government to guide district and metropolitan municipalities and provinces in South Africa in the implementation of the Disaster Management Act No. 57 of 2002 (DM Act) and the National Disaster Management Framework (NDMF). It consists of a series of guidelines aimed at helping municipalities and provinces to implement the Act and the NDMF and to mainstream disaster risk reduction into developmental plans and frameworks.

The series has been divided into ten critical outcomes for the development and implementation of disaster risk management. Each critical outcome is presented as a separate handbook and contains a number of action steps to help you achieve the outcome. By working through each step in a handbook you should be able to put in place the necessary mechanisms to achieve the outcome described in that handbook. We recommend that you read each handbook so as to familiarise yourself with the contents before you start implementing the tasks discussed in the action steps.

Each handbook includes a range of support materials such as guidelines, information documents, templates, minimum criteria and legislation that are essential for the successful implementation of disaster risk management in municipalities and provinces.

Handbook 1 serves as an introduction to the *South African Disaster Risk Management Handbook Series*. In this handbook, we will provide an overview of the development of the law governing disaster risk management in South Africa. By understanding this historical background, you will also be able to understand why the *South African Disaster Risk Management Handbook Series* was developed and how you can use it in the implementation of disaster risk management in your municipality or province.

We will then explain the purpose of the handbooks, how they are structured and how you can use them.

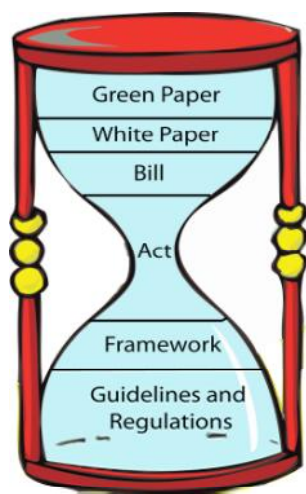
Lastly, we will scope the implementation process by looking more closely at the critical outcomes and the steps required to achieve them.

2. Brief history of the legislative reform process

Since 1994 the South African government's approach to dealing with disasters has changed significantly. The change in apartheid legislation governing disasters was driven by several factors. One of the main reasons was the need to bring the law into the modern era so that it would be in line with international best practice in the field of disaster risk management. In addition, the government intended to systematically mainstream disaster risk reduction into developmental initiatives at national, provincial and municipal levels.

The reform process was initiated shortly after South Africa's first democratic election in 1994. If we were to explain this process by means of an illustration, it would take the form of an hourglass, as shown in Figure 1. The top half of the hourglass represents the extensive consultative processes that resulted in a broad conceptual framework, the Green Paper on Disaster Management, which was published in 1996. The contents of the Green Paper were then narrowed down and consolidated into key policy proposals, which were published as the White Paper on Disaster Management in 1999. This was followed by the gazetting of the Disaster Management Bills first in 2000 and then again in 2001. The process then became even more concise and prescriptive with the promulgation of the Disaster Management Act (DM Act) in 2002. Once the DM Act was passed, the process expanded again as policies were developed to implement the new Act. The first step was to develop a National Disaster Management Framework (NDMF), which was gazetted in 2005. Finally, the process broadened again with the provision of regulations, guidelines and minimum criteria to give effect to the legislation and the NDMF. These guidelines and criteria are contained in the National Disaster Risk Management Guidelines, published in the *South African Disaster Risk Management Handbook Series*. The first set of handbooks was published in 2008.

Figure 1. The development of legislation governing disaster risk management in South Africa: 1994–2008



Below, we provide a brief summary of the different stages in the legislative reform process.

Green Paper on Disaster Management, 1998

In 1994, the South Africa government decided to adopt a more holistic approach to the management of disasters and disaster risk. The first step was to embark on a Green Paper process. This process involved extensive consultations with a wide range of role players and stakeholders. Broadly speaking, its main aims were to:

- take stock of current policies, approaches and capacities;
- identify key principles for a disaster risk management policy; and
- create a baseline from which to proceed with further consultations towards establishing a conceptual framework for disaster risk management and risk reduction in South Africa.

The Green Paper on Disaster Management was tabled in Parliament in 1998 and was released thereafter for wider public consultation and comment through national and provincial workshops. These comments would eventually be incorporated into the National White Paper for Disaster Management.

Need easy access to a copy of the Green Paper on Disaster Management? Then dip into the Statute Jar.²

White Paper on Disaster Management, 1999

Whereas the Green Paper was essentially a discussion document, the White Paper on Disaster Management consolidated and refined the contents of the Green Paper and the comments made during the public consultation process. The White Paper was promulgated in 1999 and set out the government's disaster risk management policy for South Africa. It introduced seven key policy proposals, which, in summary, focused on:

1. the mainstreaming of disaster risk reduction into development;
2. a strategy for vulnerability reduction;
3. the establishment of a National Disaster Management Centre (NDMC);
4. the introduction of a new funding system for disaster risk management;
5. a framework that would enable community awareness and participation in disaster risk reduction;
6. a framework for training and community awareness; and
7. the drafting of legislation in the form of an Act of Parliament, which would give effect to the government's policy on disaster risk management in South Africa.

Need easy access to a copy of the White Paper on Disaster Management? Then dip into the Statute Jar.³

² Statute Jar 3 (SJ 3): The Green Paper on Disaster Management, 1998.

³ Statute Jar 4 (SJ 4): The White Paper on Disaster Management, 1999.

Disaster Management Act No. 57 of 2002

The seven key proposals captured in the White Paper formed the foundation for the Disaster Management Bills and, later, the DM Act. The first Bill was gazetted in 2000. The second Bill, gazetted in 2001, was promulgated as the Disaster Management Act in 2002.

One of the main reasons for South Africa's DM Act being recognised internationally as a model for disaster risk management best practice is that it gives effect to the concept of mainstreaming disaster risk reduction into development through legislation. The DM Act places statutory responsibilities for disaster risk reduction on every organ of state in each of the three spheres of government and gives a mandate for the establishment of disaster risk management centres in all the spheres.

NOTE

The other important mechanism used to give effect to mainstreaming is the Local Government: Municipal Systems Act No. 32 of 2000 (known as the 'Systems Act'). This Act mandates the inclusion of applicable disaster risk management plans as core components of municipal Integrated Development Plans (IDPs).

Need easy access to a copy of the Systems Act? Then dip into the Statute Jar.⁴

The DM Act also makes provision for emergency preparedness, rapid and effective disaster response and recovery, and the participation of volunteers.

One of the key features of the DM Act is that it recognises that the job of disaster risk reduction cannot be done by government alone. It requires co-operation and collaboration on the part of all spheres of government, civil society and the private sector. However, the DM Act also acknowledges that the involvement of such a diversity of role players and stakeholders brings with it the challenge of achieving consistency in approach. In order to address this and other challenges, the DM Act prescribes a national disaster management framework to provide a coherent, transparent and inclusive policy on disaster risk management for South Africa as a whole.

The DM Act also mandates each province, district municipality and metropolitan municipality to establish and implement a policy framework which is consistent with the NDMF and is aimed at ensuring an integrated and uniform approach to disaster risk management in its area.

Need easy access to a copy of the Disaster Management Act? Then dip into the Statute Jar.⁵

⁴ Statute Jar 5 (SJ 5): Local Government: Municipal Systems Act No. 32 of 2000.

⁵ Statute Jar 6 (SJ 6): Disaster Management Act No. 57 of 2002.

National Disaster Management Framework, 2005

The DM Act stipulates two main provisions for the contents of the NDMF. These are:

1. that the framework must be consistent with international best practice in disaster risk reduction; and
2. that it must provide a coherent, inclusive and transparent policy on disaster risk management for South Africa.

These provisions are broken down into 13 sub-provisions, which are listed in section 7(2)(a–m) of the DM Act.

One of the key sub-provisions that informed the NDMF was that the framework must *guide* the development and implementation of disaster risk management as envisaged by the DM Act. To comply with this requirement and to make it easier to implement the Act, the drafters of the NDMF decided to arrange the 2 main provisions and the 13 sub-provisions into logical components.

After much consultation and deliberation, it was agreed to organise the framework into four key performance areas (KPA's), each with a specific objective. In addition, it was agreed that the four KPA's would be supported by three performance enablers. These were necessary in order to achieve the objectives of the KPA's.

The four KPA's that were developed are:

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

The three enablers are:

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

Another important factor that had to be considered was that the framework had to provide key performance indicators (KPIs) in respect of the various aspects of disaster risk management. To conform to this requirement, the framework lists KPIs for each KPA and each enabler. The KPIs serve as a tool to guide and monitor the progress being made with the development and implementation process.

Put simply, the NDMF serves to establish consistency in approach by describing the following aspects for each of the KPA's and enablers:

- *what* must be done;
- *who* must do it;
- *where* it must be done (if relevant);

- *why* it must be done;
- *how* it must be done (by providing broad criteria); and
- *when* it must be done (if relevant).

During the drafting of the framework it became clear that if uniformity and joint standards of practice were to be achieved in the application of the Act and the framework, then it was necessary to develop and disseminate guide lines to support and facilitate the implementation process. The guide lines would also serve to accelerate the implementation process.

Need easy access to a copy of the National Disaster Management Framework? Then dip into the Statute Jar.⁶

Before we continue, we need to first discuss the date of commencement of the DM Act, as this has had an important bearing on the way in which the development of the guidelines has unfolded.

Comm encem ent of the Dis aster Ma nagem ent Act, 2002

The DM Act was approved by the President in 2002 and published for general information in the *Government Gazette* (Vol. 451, No. 24252) on 15 January 2003. The last clause in the DM Act states that the Act would only come into operation on a date determined by the President, and that this date would be published in the *Government Gazette*.

The date for the commencement of the DM Act was announced by proclamation in the *Government Gazette* (Vol. 465, No. 26228) of 31 March 2004. The proclamation stated that certain chapters and provisions would come into operation on 1 April 2004, while the remaining provisions would come into effect on 1 July 2004. The proclamation also stated that the phasing in period may not exceed two years after the commencement of the Act. Table 1 summarises the dates of commencement of the relevant provisions.

Table 1: Commencement dates of the provisions of the DM Act

Date of commencement	Chapters/ Provisions	Proclamation no.	<i>Government Gazette</i>	<i>Date of Government Gazette</i>
1 April 2004	Chapters 2, 3 and 4 and Chapters 1, 6 and 8 insofar as they relate to Chapters 2, 3 and 4	R.23	26228	31 March 2004
1 July 2004	The remaining provisions of the Act	R.23	26228	31 March 2004

⁶ Statute Jar 8 (SJ 8): National Disaster Management Framework, 2005.

Need easy access to a copy of the President's proclamation in the *Government Gazette*? Then dip into the Statute Jar.⁷

There were several reasons for phasing in the DM Act over a two-year period following the commencement date of 31 March 2004. One of these was that there was considerable unevenness in disaster risk management capacity and experience across the spheres of government, especially in newly established municipalities. A second reason was that, by implementing the Act, it would be the first time that organs of state in the various spheres would be engaging seriously in mainstreaming disaster risk reduction in their respective line functions. Both factors contributed to the staggered approach to the implementation of the DM Act. In addition, these factors also played a key role in the way the NDMF and the National Disaster Risk Management Guidelines were developed.

National Disaster Risk Management Guidelines, 2006

The NDMF made provision for the development of guidelines to support the implementation of the framework in all three spheres of government. There are 30 sets of guidelines listed in the NDMF.

Need easy access to a list of the 30 guidelines identified in the National Disaster Management Framework? Then dip into the Statute Jar.⁸

Both the DM Act and the NDMF are regarded as examples of international best practice in the field of disaster risk management, particularly in mainstreaming disaster risk reduction across multiple spheres of government, sectors and disciplines. Thus, when it came to the development of the guidelines, there was a lack of similar initiatives and experience globally to draw on, making it apparent that the development of the guidelines was not going to be a short-term, 'quick-fix' process. Clearly, some form of prioritisation would be necessary.

A working group of role players from all three spheres of government was convened and, after consultation, the following ten priority guidelines were identified:

1. National guidelines specifying the requirements for each progressive level of disaster risk management plan, from a Level 1 Disaster Risk Management Plan to a Level 3 Disaster Risk Management Plan, for use by national, provincial and municipal organs of state.
2. National guidelines for establishing foundational institutional arrangements (including the minimum infrastructural requirements for disaster risk management centres).
3. National guidelines for mutual assistance agreements and memoranda of understanding.

⁷ Statute Jar 7 (SJ 7): Notice of commencement of the Disaster Management Act No. 57 of 2002. *Government Gazette*, Vol. 465, No. 26228, 31 March 2004.

⁸ Statute Jar 11 (SJ 11): Disaster Risk Management Guidelines identified in the National Disaster Management Framework, 2005.

4. National guidelines for the application of a uniform disaster risk assessment methodology and standardisation of a format for disaster risk assessments, including guidelines for assessing priority disaster risks in national, provincial and municipal spheres.
5. National guidelines for ensuring uniform disaster risk management policy, planning and implementation.
6. National guidelines to provide a disaster risk management planning framework.
7. National guidelines for the development of contingency plans and field operations plans for the various activities associated with disaster response and recovery.
8. National guidelines for conducting disaster impact assessments and for the classification and declaration of states of disaster.
9. National guidelines for the development of regulations for the management of relief operations.
10. National guidelines for the development of regulations for a multi-agency response management system.

The guidelines are part of a composite whole that includes the DM Act and the NDMF. Together, these legal and policy instruments constitute a 'bank' of knowledge on disaster risk management for South Africa.

South African Disaster Risk Management Handbook Series, 2008

Once the priority guidelines had been identified, it became clear that it would be impossible for municipalities to implement them all at once, and that it would be more productive to adopt a logical, step-by-step approach to their implementation. This led to the development of the *South African Disaster Risk Management Handbook Series*.

Essentially, the *South African Disaster Risk Management Series* is an integrated package of handbooks and supporting materials in the form of guidelines, templates, statutes and other documents for the implementation of disaster risk management in municipalities and provinces in South Africa.

The starting point of the handbook series, and thus the guidelines, is the central requirement for disaster risk management planning and implementation (section 3.1 of the NDMF). The NDMF introduced the concept of phasing in the planning and implementation of disaster risk management in three progressive levels, ranging from a Level 1 Disaster Risk Management Plan to a Level 3 Disaster Risk Management Plan. The first two levels deal with establishing mechanisms to ensure that the legislative and policy requirements are implemented whereas the third level focuses on maintaining relevance and applying ongoing disaster risk management best practice.

Each level has a series of critical outcomes that need to be achieved before the relevant sphere can progress to the next level. The critical outcomes for each level of plan, as well as the handbook for each outcome, are listed in Table 2 below.

In addition, each critical outcome has a series of action steps that need to be followed in order to achieve the outcome. These action steps are supported by a range of materials such as the guidelines, templates, statutes and other relevant documents.

Table 2: Disaster risk management planning levels and their critical outcomes

LEVEL OF PLAN	CRITICAL OUTCOMES		HANDBOOK NO.
I	1	Establish foundational institutional arrangements for disaster risk management	2
	2	Develop the capability to generate a Level 2 Disaster Risk Management Plan	3
	3	Develop and implement contingency plans for known priority risks	4
2	1	Establish processes for comprehensive disaster risk assessments	5
	2	Identify and establish consultative mechanisms for specific priority disaster risk reduction projects	6
	3	Develop a supportive information management system	7
	4	Develop emergency communication capabilities	8
3	1	Establish specific institutional arrangements for coordinating and aligning disaster risk management plans	9
	2	Establish mechanisms to ensure informed and ongoing disaster risk assessments	10
	3	Institute mechanisms to ensure ongoing relevance of disaster risk management policy frameworks and plans	11

The next chapter provides an overview of the handbook series and focuses on how the handbooks are structured, and how you can use them.

3. Overview of the South African Disaster Risk Management Handbook Series

This first version of the *South African Disaster Risk Management Handbook Series* is available on CD-Rom or can be downloaded from the official website of the NDMC at <http://sandmc.pwv.gov.za>

How the handbooks are organised

The handbooks are linked to each of the critical outcomes for the three levels of disaster risk management plans. To begin with, we have chosen to create four handbooks:

Handbook 1: Introducing the *South African Disaster Risk Management Handbook Series*: Scoping the implementation process.

Handbook 2: Establishing foundational institutional arrangements for disaster risk management (Level 1, Critical Outcome 1).

Handbook 3: Developing the capability to generate a Level 2 Disaster Risk Management Plan (Level 1, Critical Outcome 2).

Handbook 4: Developing and implementing contingency plans for known priority risks (Level 1, Critical Outcome 3).

Handbook 1 provides a summary ‘map’ or overview of the entire implementation process. It is a step-by-step guide through all three levels of disaster risk management plans, and the critical outcomes for each one. By doing this, users can get a snapshot of what they have already done and what they still need to do in order to complete the different levels of plans.

Handbook 2 provides guidance on the requirements for achieving a Level 1 Disaster Risk Management Plan by focusing on establishing foundational institutional arrangements for disaster risk management.

Handbook 3 deals with guidelines to develop the capability to generate a Level 2 Disaster Risk Management Plan. This is done by building onto the foundational institutional arrangements established in Critical Outcome 1 to enable integrated disaster risk management planning and practice.

Handbook 4 focuses on the development and implementation of contingency plans and field operations plans for known priority risks.

Further handbooks will provide guidance on how to complete Level 2 and Level 3 Disaster Risk Management Plans.

For each critical outcome, there are three handbooks: one for provinces; one for metropolitan municipalities, and one for district municipalities. The reason for this is that, although the requirements are more or less the same for provinces and municipalities, there are some crucial differences in the implementation of certain aspects of the guidelines in the various spheres of government.

How to use the handbooks

Generally, each handbook starts off with background information on the series, an outline of the content of the handbook, and a brief discussion of the critical outcome discussed in the handbook. These sections are followed by easy-to-follow action steps to help you achieve the critical outcome for the level of plan discussed in the handbook. Each action step is clearly explained and provides useful tips and advice.

Each handbook includes a range of supporting materials such as templates, guidelines, various acts and other relevant documents that may be of assistance to you. These documents are stored separately in a series of folders we have called 'jars'. As you begin to work through the handbook, you will be prompted to access the relevant supporting documents when necessary. The name and the number of the supporting documents also appear in footnotes on the relevant pages.

There are five jars:

- **The Candy Jar (CJ):** Helpful advice, guidelines and options that are open to the user can be accessed from this jar.
- **The Template Jar (TJ):** This jar provides templates or examples of terms of reference, policy documents, scoping documents, plans, etc., which may be helpful to you. They can be used as they are. You also have the option to customise some of them to suit the current situation in your district municipality. The sections that you can customise are indicated in the relevant documents.
- **The Statute Jar (SJ):** This jar contains relevant acts, policies, directives, frameworks, policy documents and minimum criteria. It also contains additional legislation that is of relevance to disaster risk management, and which you might find useful.
- **The Ready Reference Jar (RRJ):** This is the home for reference material and serves as a virtual library or archive.
- **The Jargon Jar (JJ):** This jar is the storage place for relevant acronyms, definitions and explanations of core concepts.

The material relevant to the guidelines is contained in the Candy, Template and Statute jars. The Jargon Jar and the Ready Reference Jar serve as handy storage places for useful documents and reference material which you can refer to at your convenience.

To identify the supporting documents on the CD-Rom, you will see that each document is identified by a code and a number. The code is always the first letters of the name of the jar in which the document is stored, while the number signifies the unique number given to the document. The documents are identified as follows:

Jargon Jar (JJ):	JJ 1, JJ 2, JJ 3, etc.
Statute Jar (SJ):	SJ 1, SJ 2, SJ 3, etc.
Candy Jar (CJ):	CJ 1, CJ 2, CJ 3, etc.
Template Jar (TJ):	TJ 1, TJ 2, TJ 3, etc.
Ready Reference Jar (RRJ):	RRJ 1, RRJ 2, RRJ 3, etc.

The important thing to remember is that the content of these jars is dynamic and can be added to all the time as new material emerges without affecting the relevance of the process or the text of the handbooks.

Who can make use of these handbooks?

The aim of the series is to contribute to uniformity in the implementation of disaster risk management legislation and to provide guidance for achieving integration among all role players and stakeholders whose business is disaster risk management. So, whether you are a politician, a municipal manager, the head of a disaster risk management centre, a disaster risk management functionary, a functionary or focal point in a municipal department or other entity, or a consultant/service provider, you will find the handbooks useful.

In the next chapter, we provide an overview of the scope of the implementation process, from a Level 1 Disaster Risk Management Plan right through to a Level 3 Disaster Risk Management Plan.

4. Scoping the implementation process

Although the rest of this series will focus on *how* to progress through the three levels of disaster risk management planning, one of the aims of this handbook is to provide you with an overview or graphic ‘map’ of all the action steps necessary to achieve each of the critical outcomes for all three levels of disaster risk management plans. The intention in this particular handbook is not to provide you with any details of *how* to achieve the required outcomes but rather to provide you with an easy-to-follow sequence of tasks or a course of action to take, by simply stating *what* must be done. By following the steps in each handbook you will ensure that the process of implementation is synchronised and integrated so that you avoid duplications and gaps.

As you have seen, the three levels of planning are broken up into a portfolio of ten manageable critical outcomes and a series of action steps for each one. Figure 3 below shows the three disaster risk management planning levels, their critical outcomes and the action steps that need to be taken to achieve each critical outcome. It also shows the role of the guidelines and other supporting documents in achieving the critical outcomes.

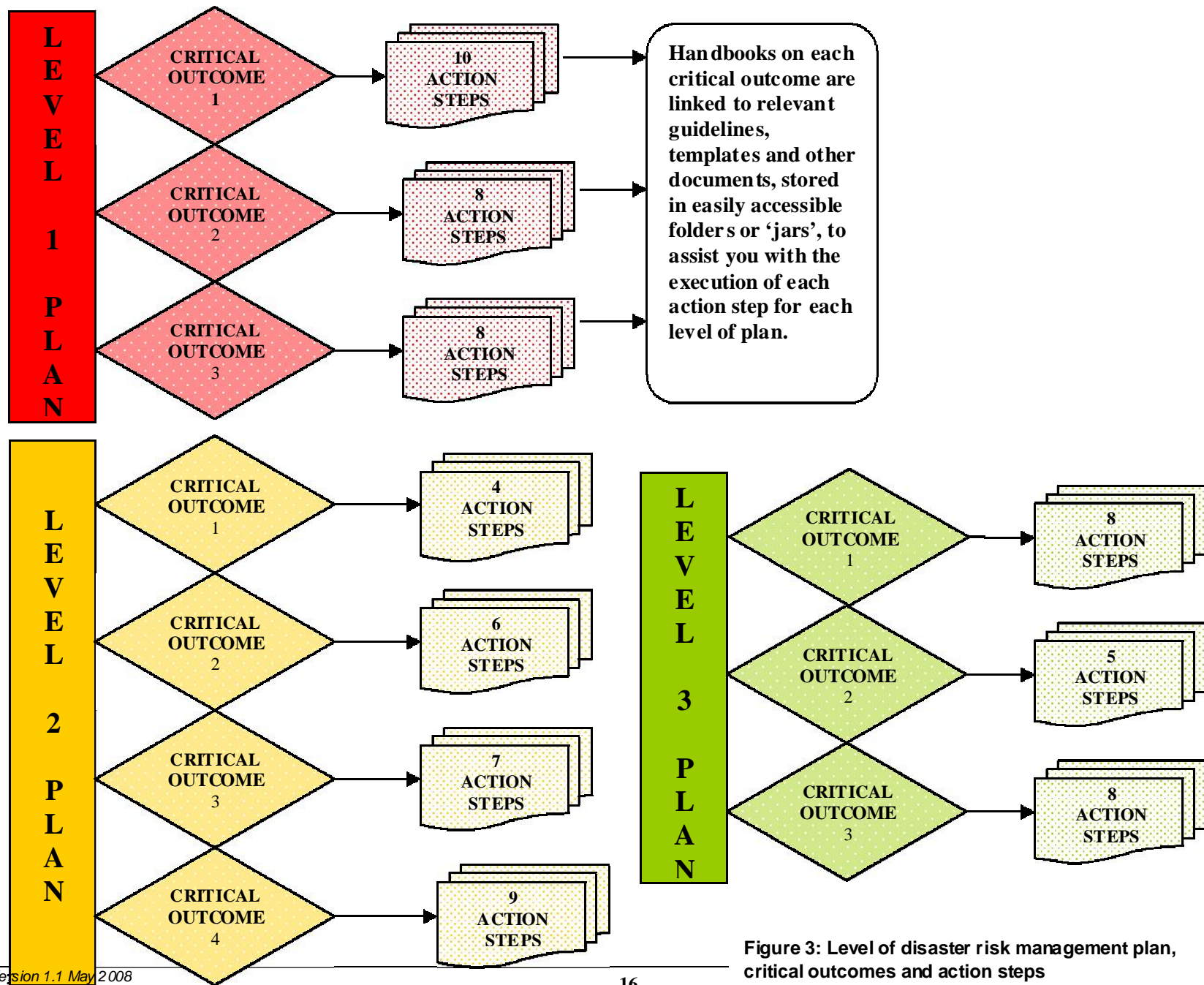


Figure 3: Level of disaster risk management plan, critical outcomes and action steps

Exploring the scope of each level of plan

In this section, we will list the specific action steps for each of the ten critical outcomes.

The critical outcomes and their action steps for all three levels of plan are summarised in the tables that follow in this chapter. Each table provides you with cross-references to the applicable legislative imperatives in the DM Act, the NDMF and other relevant legislation.

Note that the first table for Critical Outcome 1 of the Level 1 Disaster Risk Management Plan includes cross-references to its corresponding handbook – *Handbook 2: Establishing foundational institutional arrangements for disaster risk management*. You will see that each action step in the table is cross-referenced to the relevant section and page in the handbook. As we develop new handbooks in the series, we will continue to update the tables with the relevant page numbers of the critical outcomes and action steps in each new handbook.

Scope of a Level 1 Disaster Risk Management Plan

A Level 1 Disaster Risk Management Plan applies to national organs of state, provinces and provincial organs of state, municipalities and municipal entities that have not previously developed a coherent disaster risk management plan. It focuses on:

- establishing foundational institutional arrangements for disaster risk management;
- putting in place contingency plans for responding to known priority risks as identified in the initial stages of the disaster risk assessment;
- identifying key governmental and other stakeholders; and
- developing the capability to generate a Level 2 plan.

LEVEL 1 PLAN Due date for completion: Municipal disaster risk management centres: 1/07/2006	CRITICAL OUTCOME 1	HANDBOOK 2: ESTABLISHING FOUNDATIONAL INSTITUTIONAL ARRANGEMENTS FOR DISASTER RISK MANAGEMENT Constitution of the Republic of South Africa Act No. 108 of 1996 Intergovernmental Relations Framework Act No. 13 of 2005 Local Government: Municipal Systems Act No. 32 of 2000 Disaster Management Act No. 57 of 2002 (DM Act): Chs 2, 3, 5 National Disaster Management Framework (NDMF): KPAs 1, 2, 3; Enabler 1 10 ACTION STEPS	LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOK 2	CROSS-REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION
LEVEL 1 DISASTER RISK MANAGEMENT PLAN A level 1 plan applies to district municipalities that have not previously developed a coherent disaster risk management plan. It focuses primarily on establishing foundational institutional arrangements for disaster risk management, putting in place contingency plans for responding to known priority risks, as identified in the initial stage of the disaster risk assessment, identifying key governmental and other stakeholders, and developing the capability to generate a level 2 plan	CRITICAL OUTCOME 1 ESTABLISH FOUNDATIONAL INSTITUTIONAL ARRANGEMENTS FOR DISASTER RISK MANAGEMENT	1 • Engage with key disaster risk management role players and stakeholders through direct consultation to sensitise them to the change in approach to disaster risk management. • Concurrently conduct a high-level assessment of the current status of disaster risk management in the relevant role players' and stakeholders' functional areas.	Ch 4, p. 8	DM Act: Ch. 5: s 42(1) NDMF: KPA 1: s 1.3, s 1.4.1; KPA 2: s 2.1.5, s 2.4.1; KPA 3: s 3.3.1.2, s 3.3.1.3
		2 • Establish mechanisms for the development and adoption of integrated disaster risk management policy in the district municipality: The District Intermunicipality Committee on Disaster Risk Management and the district intergovernmental forum.	Ch 5, p. 15	DM Act: Ch. 5: s 42(1), (2), (3) IGRF Act: Ch. 2: Part 4 NDMF: KPA 1: s 1.1
		3 • Establish mechanisms for the integrated direction and execution of disaster risk management policy and legislation in the district municipality: The municipal disaster risk management centre.	Ch 6, p. 17	DM Act: Ch. 5: s 42, s 43, s 44, s 45, s 54 NDMF: KPA 1: s 1.2
		4 • Establish internal mechanisms for developing and applying integrated disaster risk management policy, planning and practice among municipal departments, District Management Areas and other municipal entities in the district municipality: The Municipal Interdepartmental Disaster Risk Management Committee.	Ch 7, p. 25	DM Act: Ch 5: s 47, s 52 NDMF: KPA 1: s 1.3.1, s 1.3.2; KPA 2: s 2.1.1; KPA 3: s 3.3
		5 • Establish mechanisms for stakeholder participation, technical advice and planning in the district municipality: The Disaster Risk Management Advisory Forum.	Ch 8, p. 27	DM Act: Ch 5: s 51 NDMF: KPA 1: s 1.3
		6 • Commission the development of the disaster risk management policy framework for the district municipality.	Ch 9, p. 29	DM Act: Ch 5: s 42, s 47, s 52, s 53, s 56, s 57 NDMF: KPA 3: s 3.1
		7 • Establish a Disaster Risk Management Technical Advisory Committee for the district municipality.	Ch 10, p. 32	DM Act: Ch 5: s 42, s 47, s 52, s 53, s 56, s 57 NDMF: KPA 2: s 2.4
		8 • Commission the initial disaster risk assessment (Stages 1 and 2) for the district municipality.	Ch 11, p. 33	DM Act: Ch 5: s 42, s 47, s 52, s 53, s 56, s 57 NDMF: KPA 2: s 2.1, s 2.4; Figures 2.1, 2.2, 2.3
		9 • Take the disaster risk management policy framework through the public participation process and submit it for adoption and gazetting.	Ch 12, p. 37	DM Act: Ch 2: s 6; Ch 5: s 42 Municipal Systems Act: Ch 4

		10	<ul style="list-style-type: none"> Ensure that all relevant data required for the resource database, the disaster risk management information management system and the emergency communication system is identified and gathered simultaneously during action steps 1–9 of Critical Outcome 1. 	Ch 13, p. 39	DM Act: Ch 3 : s 16, s 17, Ch 5 : s 46, s 47, s 48 NDMF: Enabler 1: s 5, s 5.1, s 5.2, s 5.3, s 5.4.1
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LEVEL 1 PLAN Due date for completion: Municipal disaster risk management centres: 1/07/2006	CRITICAL OUTCOME 2	HANDBOOK 3: DEVELOPING THE CAPABILITY TO GENERATE A LEVEL 2 DISASTER RISK MANAGEMENT PLAN Constitution of the Republic of South Africa Act No. 108 of 1996 Intergovernmental Relations Framework Act No. 13 of 2005 Disaster Management Act No. 57 of 2002 (DM Act): Chs 2, 3, 5, 7, 8 National Disaster Management Framework (NDMF): KPAs 1, 2, 3, 4; Enabler 1 8 ACTION STEPS		LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOK 3	CROSS-REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION
LEVEL 1 DISASTER RISK MANAGEMENT PLAN A level 1 plan applies to district municipalities that have not previously developed a coherent disaster risk management plan. It focuses primarily on establishing foundational institutional arrangements for disaster risk management, putting in place contingency plans for responding to known priority risks as identified in the initial stage of the disaster risk assessment, identifying key governmental and other stakeholders, and developing the capability to generate a level 2 plan	CRITICAL OUTCOME 2 DEVELOP THE CAPABILITY TO GENERATE A LEVEL 2 DISASTER RISK MANAGEMENT PLAN	1	<ul style="list-style-type: none"> Analyse the findings of Stages 1 and 2 of the disaster risk assessment for the district municipality. 		DM Act: Ch. 2: s 7(2)(b), (e–f), s 20; Ch. 3: s 16, s 17(1–2), s 20(1)(a)(iii); Ch. 5: s 46, s 47, s 52, s 53 NDMF: KPA 2; KPA 3; Enabler 1
		2	<ul style="list-style-type: none"> Establish mechanisms for co-operation with the other spheres of government for the purpose of disaster risk management, specifically between the district municipality and: <ul style="list-style-type: none"> the National Disaster Management Centre; the provincial disaster risk management centre; the local municipalities in the area of jurisdiction of the district municipality; neighbouring metropolitan municipal disaster risk management centres (where relevant); and neighbouring district municipal disaster risk management centres. 		Constitution: Ch. 3 DM Act: Ch. 2: s 7(2)(d–f)(i); Ch. 5: s 42(1)(a), s 42(2), s 44, s 46, s 50, s 51 NDMF: KPA 1: s 1.4 IGRF Act: Ch. 2: Parts 4, 5, 6; Ch. 3
		3	<ul style="list-style-type: none"> Establish decentralised arrangements, in consultation with local municipalities in the district, for facilitating the execution of disaster risk management policy and legislation across the local municipalities in the district. 		DM Act: Ch. 5: s 42, s 44, s 47
		4	<ul style="list-style-type: none"> In consultation with local municipalities in the district, facilitate the establishment of structures and/or mechanisms for coordinating disaster risk management in municipal wards. 		DM Act: Ch. 2: s 7(2)(f)(i–ii),
		5	<ul style="list-style-type: none"> Scope a strategy to promote the recruitment, training and participation of volunteers in disaster risk management in the district municipality. 		DM Act: Ch. 5: s 44(1)(g); Ch. 7 NDMF: KPA 1: s 1.3.3
		6	<ul style="list-style-type: none"> Establish mechanisms for the development and establishment of the disaster risk management information management system for the district municipality. 		DM Act: Ch. 3: s 17, s 18; Ch. 5: s 46, s 48 NDMF: Enabler 1
		7	<ul style="list-style-type: none"> Establish mechanisms for the development and establishment of the emergency communication system for the district municipality. 		DM Act: Ch. 3: s 16; Ch. 5: s 46 NDMF: Enabler 1
		8	<ul style="list-style-type: none"> Ensure that all relevant data required for the information management and emergency communication systems is identified and gathered simultaneously during action steps 1–7 of this critical outcome. (See also Critical Outcome 3 and Critical Outcome 4 of the Level 2 Disaster Risk Management Plan.) 		DM Act: Ch. 3: s 16, 17; Ch. 5; Ch. 7; Ch. 8: s 59, s 60, s 62 NDMF: Enabler 1

<p>LEVEL 1 PLAN</p> <p>Due date for completion: Municipal disaster risk management centres: 1/07/06</p>	<p>CRITICAL OUTCOME 3</p>	<p>HANDBOOK 4: DEVELOPING AND IMPLEMENTING CONTINGENCY PLANS FOR KNOWN PRIORITY RISKS</p> <p>Constitution of the Republic of South Africa Act No. 108 of 1996 Intergovernmental Relations Framework Act No. 13 of 2005 Local Government: Municipal Systems Act No. 32 of 2000 Disaster Management Act No. 57 of 2002 (DM Act): Chs 2, 3, 5, 6, 7 National Disaster Management Framework (NDMF): KPAs 1, 2, 3, 4; Enablers 1, 2, 3</p> <p>8 ACTION STEPS</p>		<p>LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOKS 2 and 4</p>	<p>CROSS- REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION</p>
<p>LEVEL 1 DISASTER RISK MANAGEMENT PLAN</p> <p>A level 1 plan applies to district municipalities that have not previously developed a coherent disaster risk management plan. It focuses primarily on establishing foundational institutional arrangements for disaster risk management, putting in place contingency plans for responding to known priority risks as identified in the initial stage of the disaster risk assessment, identifying key governmental and other stakeholders, and developing the capability to generate a level 2 plan</p>	<p>CRITICAL OUTCOME 3 DEVELOP AND IMPLEMENT CONTINGENCY PLANS FOR KNOWN PRIORITY RISKS</p>	<p>1</p>	<ul style="list-style-type: none"> Establish specific institutional arrangements in accordance with the planning requirements identified in the findings of Stages 1 and 2 of the disaster risk assessment, for the development of contingency plans for known priority risks. 		<p>DM Act: Ch. 2: s 7; Ch. 5: s 42; s 52, s 53, s 54, s 55 NDMF: KPA 1: s 1.3.1.3, s 1.3.2; s 1.4; KPA 2; KPA 3</p>
		<p>2</p>	<ul style="list-style-type: none"> Establish specific institutional arrangements in accordance with the planning requirements identified in the findings of Stages 1 and 2 of the disaster risk assessment, for the development of field operations plans for response and recovery activities. 		<p>Constitution: Ch. 3 DM Act: Ch. 2: s 7; Ch. 5: s 42, s 52, s 53, s 54, s 55 NDMF: KPA 1: s 1.3.1.3, s 1.3.2, s 1.4; KPA 2; KPA 3</p>
		<p>3</p>	<ul style="list-style-type: none"> Facilitate the development and implementation of integrated contingency plans for known priority risks. 		<p>DM Act: Ch. 2: s 7 (1) and (2); Ch. 3: s 19, s 25; Ch. 5: s 47, s 48, s 49, s 52, s 53, s 54, s 55; Ch. 6: s 56, s 57 NDMF: KPA 1: s 1.3.2; KPA 2; KPA 3; KPA 4; Enabler 1; Enabler 2; Enabler 3</p>
		<p>4</p>	<ul style="list-style-type: none"> Facilitate the development and implementation of integrated field operations plans for response and recovery activities. 		<p>DM Act: Ch. 2: s 7 (1) and (2); Ch. 3: s 19, s 25; Ch. 5: s 47, s 48, s 49, s 52, s 53, s 54, s 55; Ch. 6: s 56, s 57 NDMF: KPA 1: s 1.3.2; KPA 2; KPA 3; KPA 4; Enabler 1; Enabler 2; Enabler 3</p>

		5	<ul style="list-style-type: none"> Establish mechanisms to guide and support municipal departments and entities in the district municipality and in the local municipalities to develop and implement: <ul style="list-style-type: none"> policy frameworks for their functional area; and plans to reduce vulnerabilities through developmental programmes and projects relevant to their functional area. 		DM Act: Ch.5: s 44(3)(b), s 47, s 48; Ch. 6: s 56, s 57 Municipal Systems Act: s 26(g) NDMF: KPA 2: s 2.1.8; KPA 3: s 3.2–3.5
		6	<ul style="list-style-type: none"> Take all disaster risk management plans through the public participation process (PPP). 		Municipal Systems Act: Ch. 4 DM Act: Ch. 2: s 7; Ch. 3: s 17, s 18; Ch. 5: s 46, s 48 NDMF: KPA 1: s 1.4.1; Enabler 1; Enabler 2 DM Act: Ch. 3: s 16; Ch. 5: s 46; Ch. 6: s 56, s 57 NDMF: Enabler 1
		7	<ul style="list-style-type: none"> Establish mechanisms for the incorporation of contingency plans, field operations plans and vulnerability reduction plans into the Integrated Development Plans of the district municipality and the local municipalities. Submit copies of all disaster risk management plans to the National Disaster Management Centre and other relevant stakeholders. 		
		8	<ul style="list-style-type: none"> Ensure that all relevant data required for the information management and emergency communication systems is identified and gathered simultaneously during action steps 1–7 of this critical outcome. (See also Critical Outcome 3 and Critical Outcome 4 of the Level 2 Disaster Risk Management Plan.) 		DM Act: Ch. 3: s 16, s 17; Ch. 5; Ch. 6: s 56, s 57 DM Act: Ch. 7; Ch. 8: s 59, s 60, s 62 NDMF: Enabler 1

Scope of a Level 2 Disaster Risk Management Plan

A Level 2 Disaster Risk Management Plan applies to national, provincial and municipal organs of state that have established foundational institutional arrangements, and are building the capabilities needed to carry out comprehensive disaster risk management activities. It includes establishing processes for a comprehensive disaster risk assessment, identifying formal consultative mechanisms for the development of disaster risk reduction projects, and introducing a supportive disaster risk management information system and emergency communication capabilities.

LEVEL 2 PLAN Due date for completion: Municipal disaster risk management centres: 1/07/2007	CRITICAL OUTCOME 1	HANDBOOK 5: ESTABLISHING PROCESSES FOR COMPREHENSIVE DISASTER RISK ASSESSMENTS Disaster Management Act No. 57 of 2002 (DM Act): Chs 2, 3, 5 National Disaster Management Framework (NDMF): KPAs 2, 3; Enablers 1, 2, 3 4 ACTION STEPS		LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOK 5	CROSS-REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION
LEVEL 2 DISASTER RISK MANAGEMENT PLAN A level 2 plan applies to national, provincial and municipal organs of state that have established the foundational institutional	CRITICAL OUTCOME 1 ESTABLISH PROCESSES FOR COMPREHENSIVE	1	<ul style="list-style-type: none"> Facilitate the development of specifications for commissioning comprehensive disaster risk assessments (Stage 3 of the process) for priority at-risk areas, communities, households and developments identified in Stages 1 and 2 of the disaster risk assessment for the area of the district municipality. 		DM Act: Ch. 3: s20; Ch. 5: s 47 NDMF: KPA 2: Fig 2.1, s 2.1.3.3, s 2.1.3.5, s 2.1.5, s 2.1.6
		2	<ul style="list-style-type: none"> Facilitate the commissioning of comprehensive disaster risk assessments and monitor the disaster risk assessment projects. 		DM Act: Ch. 3: s20; Ch. 5: s 47 NDMF: KPA 2: s 2.1.3.3, Table 2.2; KPA 3: s3.2
		3	<ul style="list-style-type: none"> Evaluate the findings of Stage 3 of the disaster risk assessment and further prioritise disaster risks to identify priorities for action. 		NDMF: KPA 2: s 2.1.3.3, s 2.4; KPA: 3: s 3.2

		4	<ul style="list-style-type: none"> Ensure that all relevant data required for the disaster risk management information management system is identified and gathered simultaneously during action steps 1–3 of this critical outcome. (See also Critical Outcome 3 of the Level 2 Disaster Risk Management Plan.) 		DM Act: Ch. 3: s 16, s 17; Ch. 5: s 46, s 47, s 48, s 52, s 53 NDMF: Enabler 1; Enabler 2; Enabler 3
LEVEL 2 PLAN Due date for completion: Municipal disaster risk management centres: 1/07/2007	CRITICAL OUTCOME 2	HANDBOOK 6: IDENTIFYING AND ESTABLISHING FORMAL CONSULTATIVE MECHANISMS FOR SPECIFIC PRIORITY RISK REDUCTION PROJECTS Local Government: Municipal Systems Act No. 32 of 2000 Disaster Management Act No. 57 of 2002 (DM Act): Chs 2, 3, 5 National Disaster Management Framework (NDMF): KPAs 1, 2, 3, 4; Enablers 1, 3 6 ACTION STEPS			LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOK 6 CROSS-REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION
LEVEL 2 DISASTER RISK MANAGEMENT PLAN A level 2 plan applies to national, provincial and municipal organs of state that have established the foundational institutional arrangements, and are building capabilities needed to carry out comprehensive disaster risk management activities. It includes establishing processes for a comprehensive disaster risk assessment, identifying	CRITICAL OUTCOME 2 IDENTIFY AND ESTABLISH FORMAL CONSULTATIVE MECHANISMS FOR SPECIFIC PRIORITY RISK REDUCTION PROJECTS	1	<ul style="list-style-type: none"> Establish institutional arrangements to engage a full range of appropriate expertise specific to the nature of the multiple risks prevailing in the priority at-risk groups, areas, communities, households and developments identified in Stage 3 of the district municipality's comprehensive disaster risk assessment. 		DM Act: Ch. 2: s 7; Ch. 3: s 19, 20; Ch. 5: s 42, s 47, s 48, s 51, s 52, s 53 NDMF: KPA 3: s 3.1.1.2, s 3.1.2, s 3.2, s 3.3
		2	<ul style="list-style-type: none"> Identify primary agencies and support agencies and assign responsibilities for the development and implementation of specific priority disaster risk reduction projects. 		DM Act: Ch. 2: s 7(2)(d)(ii); Ch. 5: s 52, s 53 NDMF: KPA 1: s 1.3, s 1.3.2; KPA 3: s 3.3
		3	<ul style="list-style-type: none"> Establish mechanisms to facilitate and support the development and implementation of holistic and integrated disaster risk reduction strategies and projects to reduce risk and build resilience in the priority at-risk groups, areas, communities, households and developments identified in Action Step 3 of Critical Outcome 1 of the Level 2 Disaster Risk Management Plan. 		DM Act: Ch. 2 s 7(2)(b)(d) (f)(i); Ch. 3: s 19(e), s 20; Ch. 5: s 42(1), s 47, s 53 NDMF: KPA 3: s 3.1; s 3.3; Enabler 3
		4	<ul style="list-style-type: none"> Establish mechanisms to facilitate, assist and support emergency preparedness strategies through ward disaster risk management structures and provide guidance with the development of local contingency plans for wards. 		DM Act: Ch. 2: 7(2)(f)(i–ii) NDMF: KPA 3: s 3.3.1.3, s 3.2.5.2; KPA 4: s 4.1, s 4.2, s 4.3, s 4.4

		5	<ul style="list-style-type: none"> • Incorporate specific disaster risk reduction project plans into the Integrated Development Plans of the district municipality and the local municipalities. • Submit copies of all disaster risk management plans to the National Disaster Management Centre and other relevant stakeholders. 		DM Act: Ch. 5 : s 44 (3)(b) NDMF: KPA 3: s 3.4.2; Municipal Systems Act: s 26(g)
		6	<ul style="list-style-type: none"> • Ensure that all relevant data required for the disaster risk management information management system is identified and gathered simultaneously during action steps 1–5 of this critical outcome. (See also Critical Outcome 3 of the Level 2 Disaster Risk Management Plan.) 		DM Act: Ch. 3 : s 16, s 17; Ch. 5 : s 46, s 47, s 48 NDMF: KPA 1; KPA 2; KPA 3; KPA 4; Enabler 1

LEVEL 2 PLAN Due date for completion: Municipal disaster risk management centres: 1/07/2007	CRITICAL OUTCOME 3	HANDBOOK 7: DEVELOPING A SUPPORTIVE INFORMATION MANAGEMENT SYSTEM Disaster Management Act No. 57 of 2002 (DM Act): Chs 2, 3, 5 National Disaster Management Framework (NDMF): KPAs 1, 2; Enablers 1, 2, 3 7 ACTION STEPS		LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOK 7	CROSS-REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION
LEVEL 2 DISASTER RISK MANAGEMENT PLAN A level 2 plan applies to national, provincial and municipal organs of state that have established the foundational institutional arrangements, and are building capabilities needed to carry out comprehensive disaster risk management activities. It includes establishing processes for a comprehensive disaster risk assessment, identifying formal consultative mechanisms for the development of disaster risk reduction projects and introducing a supportive disaster risk management information system and emergency communication capabilities	CRITICAL OUTCOME 3 DEVELOP A SUPPORTIVE INFORMATION MANAGEMENT SYSTEM	1	<ul style="list-style-type: none"> Identify key categories of information and capability requirements and other relevant information which will contribute to the design and development of a disaster risk management information management system for the district municipality. 		DM Act: Ch. 2: s 7(2)(i); Ch. 3: s 16, s 17, s 18; Ch. 5: s 43, s 46, s 47, s 48 NDMF: Enabler 1
		2	<ul style="list-style-type: none"> Commission the development of draft specifications for the design of a disaster risk management information management system for the district municipality. The specifications must comply with minimum criteria and guidelines and must include the financial costs of the proposed information management system. 		DM Act: Ch. 3: s 16, s 17, s 18; Ch. 5: s 43, s 44, s 46, s 47, s 48 NDMF: KPA 1: s 1.2.2.2; Enabler 1; Enabler 3
		3	<ul style="list-style-type: none"> Submit the draft specifications to the National Disaster Management Centre for comments and/or inputs as well as approval. 		DM Act: Ch. 3: s 17, s 18; Ch. 5: s 44(1)(4), s 46 NDMF: Enabler 1
		4	<ul style="list-style-type: none"> Call for project proposals for the development and installation of a disaster risk management information management system for the district municipality. Commission and monitor the project. 		DM Act: Ch. 5: s 44, s 45 NDMF: Enabler 1; Enabler 3
		5	<ul style="list-style-type: none"> Assign responsibilities to relevant organs of state, departments and entities for gathering outstanding data and information, including information from existing databases owned by the various organs of state, departments and entities. 		DM Act: Ch. 5: s 44, s 46 NDMF: KPA 2: s 2.3.4; Enabler 1
		6	<ul style="list-style-type: none"> Establish appropriate institutional arrangements, including user training, to support the process of populating the disaster risk management information management system for the district municipality. 		DM Act: Ch. 5: s 44 NDMF: KPA 1: s 1.2.5.3; Enabler 1; Enabler 2
		7	<ul style="list-style-type: none"> Establish mechanisms for maintaining the functionality of the disaster risk management information management system. 		DM Act: Ch. 2: s 17; Ch. 5: s 46 NDMF: Enabler 1

LEVEL 2 PLAN Due date for completion: Municipal disaster risk management centres: 1/07/2007	CRITICAL OUTCOME 4	HANDBOOK 8: DEVELOPING EMERGENCY COMMUNICATION CAPABILITIES Disaster Management Act No. 57 of 2002 (DM Act): Chs 3, 5, 6 National Disaster Management Framework (NDMF): KPAs 1, 2, 3, 4; Enablers 1, 2, 3 9 ACTION STEPS	LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOK 7	CROSS-REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION
LEVEL 2 DISASTER RISK MANAGEMENT PLAN A level 2 plan applies to national, provincial and municipal organs of state that have established the foundational institutional arrangements, and are building capabilities needed to carry out comprehensive disaster risk management activities. It includes establishing processes for a comprehensive disaster risk assessment, identifying formal consultative mechanisms for the development of disaster risk reduction projects and introducing a supportive disaster risk management information system and emergency communication capabilities	CRITICAL OUTCOME 4 DEVELOPE EMERGENCY COMMUNICATION CAPABILITY	1 • Consult with all relevant stakeholders to establish minimum communication requirements and capabilities for a disaster risk management emergency communication system for the district municipality.		DM Act: Ch. 3: s 16; Ch. 5: s 42, s 43, s 44(1)(b), s 46, s 47, s 49, s 51; Ch. 6: s 58
		2 • Conduct a Current Reality Assessment and draw a comparative analysis between existing system/s and the requirements for an emergency communication system set out in the national criteria and in the needs analysis conducted in Step 1 of this critical outcome.		DM Act: Ch. 3: s 16; Ch. 5: s 42, s 43, s 44(1)(b), s 46, s 47, s 49, s 51; Ch. 6: s 58 NDMF: KPA 3: s 3.2.5.2; KPA 4: s 4.1, s 4.3.3; Enabler 1: s 5.6.1, s 5.6.2, s 5.7.1
		3 • Facilitate the development of specifications for the disaster risk management emergency communication system.		DM Act: Ch. 3: s 16; Ch. 5: s 46 NDMF: KPA 1: s 1.2.2.2; Enabler 1: s 5.6.1, s 5.6.2; Enabler 3
		4 • Submit the draft specification to the National Disaster Management Centre for comments and/or inputs as well as approval. 5 • Call for project proposals for the development and installation of a disaster risk management emergency communication system for the district municipality. • Commission and monitor the project.		DM Act: Ch. 3: s 16; Ch. 5: s 46 NDMF: Enabler 1: s 5.6.2 DM Act: Ch. 5: s 44, s 45 NDMF: Enabler 1; Enabler 3
		6 • Commission the emergency communication system, operationalise the central communications centre of the municipal disaster risk management centre and establish mechanisms for regular maintenance of the system.		DM Act: Ch. 5: s 43, s 44, s 47, s 49, s 54, s 55(2)(k) NDMF: KPA 1: s 1.2.2.2; Enabler 3
		7 • Provide training for system users, including at-risk communities.		DM Act: Ch. 5: s 47(1)(a)(iii); s 53(2)(j)(k)(ii)(iv)(v); Ch. 6: s 58 NDMF: KPA 4: s 4.1; Enabler 1: s 5.4.4.2; Enabler 2: s 6.5
		8 • Establish mechanisms for conducting regular communication tests and exercises.		DM Act: Ch. 5: s 44(1)(j), s 47(2) NDMF: Enabler 2: s 6.4.1, s 6.5

		9	<ul style="list-style-type: none"> Ensure that all relevant data required for the disaster risk management information management system is identified and gathered simultaneously during action steps 1–8 of this critical outcome. (See also Critical Outcome 3 of the Level 2 Disaster Risk Management Plan.) 	DM Act: Ch. 3: s 16, s 17; Ch. 5: s 46, s 47, s 48, s 49, s 51, s 52, s 53, s 54, s 55; Ch. 6: s 58 NDMF: Enabler 1; Enabler 2; Enabler 3
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Scope of a Level 3 Disaster Risk Management Plan

A Level 3 Disaster Risk Management Plan applies to national, provincial and municipal organs of state that have established foundational institutional arrangements for disaster risk management and essential supportive capabilities. The plan must specify clear institutional arrangements for coordinating and aligning the plan with other governmental initiatives and plans of institutional role players. It must show evidence of informed disaster risk assessment and ongoing disaster risk monitoring capabilities as well as relevant developmental measures that reduce the vulnerability of disaster-prone areas, communities and households.

LEVEL 3 PLAN	CRITICAL OUTCOME 1	HANDBOOK 9: ESTABLISHING SPECIFIC INSTI TUTIONAL ARRANGEMENTS FOR COORDINATING AND ALIGNING DISASTER RISK MANAGEMENT PLANS		LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOK 9	CROSS-REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION
Due date for completion: Municipal disaster risk managem nt centres: 1/07/2008		Constitution of the Republic of South Africa Act No. 108 of 1996 Inter governmental Relations Framework Act No. 13 of 2005 Local Government: Municipal Systems Act No. 32 of 2000 Disaster Management Act No. 57 of 2002 (DM Act): Chs 2, 3, 5, 7, 8 National Disaster Management Framework (NDMF): KPAs 1, 2, 3; Enablers 1			
		8 ACTION STEPS			
LEVEL 3 DISASTER RISK MANAGEMENT PLAN A level 3 plan applies to national, provincial and municipal organs of state that have established foundational institutional arrangements for disaster risk management and essential supportive capabilities. The plan must specify clear institutional arrangements for coordinating and aligning the plan with other governmental initiatives and plans of institutional role players. It must show evidence of informed disaster risk assessment and ongoing disaster risk monitoring capabilities as well as relevant developmental measures that reduce the vulnerability of disaster prone areas, communities and households	CRITICAL OUTCOME 1 ESTABLISH SPECIFIC INSTITUTIONAL ARRANGEMENTS FOR COORDINATING AND ALIGNING PLANS	1	<ul style="list-style-type: none">Identify and establish mechanisms to provide platforms for the alignment of disaster risk management policies and plans between spheres of government.		Constitution: Ch. 3 IGRF Act: Ch. 2, Ch. 3 Municipal Systems Act: Ch. 2 DM Act: Ch. 2: s 4, s 5, s 7(2)(d)(e)(l); Ch. 3: s 19 (c)(d)(e); Ch. 5: s 42 (3), s 44(1)(b)(f)(ii), s 52(1)(b), s 53(1)(b) NDMF: KPA 1: s 1.4; KPA 3: s 3.1.2
		2	<ul style="list-style-type: none">Establish arrangements to ensure that those agencies with primary responsibility for developmental initiatives such as Integrated Development Plans, spatial development frameworks, environmental management plans, etc. are represented on relevant disaster risk management planning structures.		Municipal Systems Act: Ch. 5: s 26(g) DM Act: Ch. 5: s 47(1)(c) NDMF: KPA 3: s 3.4
		3	<ul style="list-style-type: none">Task agencies that have a primary responsibility for disaster risk management planning to consult with the relevant Municipal Disaster Risk Management Advisory Forum (or alternative coordinating structure) with regard to the integration and coordination of all disaster risk management planning.		Municipal Systems Act: Ch. 5: s 26(g) DM Act: Ch. 5: s 47(1)(c); s 51 NDMF: KPA 1: s 1.2.5, s 1.3.1.3; KPA 3: s 3.4.
		4	<ul style="list-style-type: none">Identify and implement mechanisms to ensure that the disaster risk management policy framework and all disaster risk management plans (risk reduction and contingency plans) and any amendments thereto are included in the Municipal Integrated Development Plan and other relevant developmental initiatives.		Municipal Systems Act: Ch. 5: s 26(g) DM Act: Ch. 5: s 47(1)(c) NDMF: KPA 3: s 3.4
		5	<ul style="list-style-type: none">Submit copies of the disaster risk management framework and all disaster risk management plans and any amendments thereto to the National Disaster Management Centre and all relevant role players and stakeholders.		Constitution: Chapter 2: s 32 Municipal Systems Act: Ch. 4 DM Act: Ch.5: s 51(2), s 52 (2)(a), s 53(1)(d), s 53(3)(4) NDMF: KPA 3: 3.4

		6	<ul style="list-style-type: none"> Establish arrangements to ensure that all plans for any other developmental strategies and projects are submitted to the municipal disaster risk management centre for comment and input prior to the commissioning of such strategies or projects. 		Municipal Systems Act: Ch 5 DM Act: Ch. 5 : s 47(1)(c), s 48(1)(a)(ii) NDMF: KPA 3: 3.4
		7	<ul style="list-style-type: none"> Ensure that the development of all disaster risk management plans is undertaken using approved project management methodologies. 		NDMF: Enabler 1: s 5.8
		8	<ul style="list-style-type: none"> Ensure that all relevant data required for the disaster risk management information management system is identified and gathered simultaneously during action steps 1–8 of this critical outcome. (See also Critical Outcome 3 of the Level 2 Disaster Risk Management Plan.) 		DM Act: Ch. 3 : s 16, s 17; Ch. 5; Ch. 7; Ch. 8 : s 60 NDMF: KPA 1; KPA 3; Enabler 1

LEVEL 3 PLAN Due date for completion: Municipal disaster risk management centres: 1/07/2008	CRITICAL OUTCOME 2	HANDBOOK 10: ESTABLISHING MECHANISMS TO ENSURE INFORMED AND ONGOING DISASTER RISK ASSESSMENTS Disaster Management Act No. 57 of 2002 (DM Act): Chs 3, 5 National Disaster Management Framework (NDMF): KPAs 2, 4; Enablers 1, 2 5 ACTION STEPS	LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOK 10	CROSS-REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION
LEVEL 3 DISASTER RISK MANAGEMENT PLAN A level 3 plan applies to national, provincial and municipal organs of state that have established foundational institutional arrangements for disaster risk management and essential supportive capabilities. The plan must specify clear institutional arrangements for coordinating and aligning the plan with other governmental initiatives and plans of institutional role players. It must show evidence of informed disaster risk assessment and ongoing disaster risk monitoring capabilities as well as relevant developmental measures that reduce the vulnerability of disaster prone areas, communities and households	CRITICAL OUTCOME 2 ESTABLISH MECHANISMS TO ENSURE INFORMED AND ONGOING DISASTER RISK ASSESSMENT	1 <ul style="list-style-type: none"> Establish clear documented mechanisms for the disaster risk management centre to access, monitor, track, consolidate, update and disseminate relevant disaster risk information, including the receipt, interpretation and dissemination of early warnings, and show evidence of this in annual reports. 		DM Act: Ch. 3: s 21, s 24; Ch. 5: s 48, s 50, s 52, s 53 NDMF: KPA 2: s 2.3, s 2.4; KPA 4: s 4.1, s 4.3.2, s 4.3.3; Enabler 1: s 5.4; Enabler 2: s 6.6
		2 <ul style="list-style-type: none"> Establish mechanisms to ensure that the disaster risk management information management system is managed and maintained by skilled individuals with both information technology skills and disaster risk analytical skills. 		DM Act: Ch. 3: s 17, s 20, s 21; Ch. 5: s 47, s 48 NDMF: KPA 2: s 2.3.3
		3 <ul style="list-style-type: none"> Task primary agencies to establish clear documented systems to monitor and track disaster risks relevant to their functional area, to update disaster risk assessments, and to disseminate findings. 		DM Act: Ch. 5: s 48 NDMF: KPA 2: s 2.3
		4 <ul style="list-style-type: none"> Task primary agencies to submit annual reports which include evidence of informed and ongoing disaster risk assessments and the effectiveness of ongoing disaster risk reduction efforts. 		DM Act: Ch. 5: s 50 NDMF: KPA 2: s 2.3.3
		5 <ul style="list-style-type: none"> Task primary agencies to establish clear mechanisms for accessing and updating hazard and vulnerability information on disaster risks specific to their functional area and to show evidence thereof in annual reports. 		DM Act: Ch. 5: s 50 NDMF: KPA 2: s 2.3.3

LEVEL 3 PLAN		CRITICAL OUTCOME 3	HANDBOOK 11: IMPLEMENTING MECHANISMS TO ENSURE RELEVANCE OF DISASTER RISK MANAGEMENT PLANS AND FRAMEWORKS		LINKS TO RELEVANT PAGE AND SECTION IN HANDBOOK 11	CROSS-REFERENCES TO LEGAL IMPERATIVES IN RELEVANT SECTIONS AND CHAPTERS IN THE DM ACT, NDMF AND OTHER LEGISLATION
Due date for completion: Municipal disaster risk management centres: 1/07/2008			Constitution of the Republic of South Africa Act No. 108 of 1996 Local Government: Municipal Systems Act No. 32 of 2000 Disaster Management Act No. 57 of 2002 (DM Act): Chs 2, 5 National Disaster Management Framework (NDMF): KPAs 3, 4; Enabler 1			
			8 ACTION STEPS			
LEVEL 3 DISASTER RISK MANAGEMENT PLAN A level 3 plan applies to national, provincial and municipal organs of state that have established foundational institutional arrangements for disaster risk management and essential supportive capabilities. The plan must specify clear institutional arrangements for coordinating and aligning the plan with other governmental initiatives and plans of institutional role players. It must show evidence of informed disaster risk assessment and ongoing disaster risk monitoring capabilities as well as relevant developmental measures that reduce the vulnerability of disaster prone areas, communities and households	CRITICAL OUTCOME 3 IMPLEMENT MECHANISMS TO ENSURE RELEVANCE OF DISASTER RISK MANAGEMENT PLANS AND FRAMEWORK	1	Task primary agencies to review contingency plans on the basis of more robust disaster risk assessment findings following the comprehensive disaster risk assessments conducted in Critical Outcome 1 of the Level 2 Disaster Risk Management Plan.			DM Act: Ch. 2: s 19(a); Ch. 5: s 52(1)(c), s 53(1)(c) NDMF: KPA 3: s 3.1.3; KPA 4: s 4.3.6
		2	Regularly review the disaster risk management policy framework for the district municipality and make the necessary amendments and/or revisions.			DM Act: Ch. 5: s 42 NDMF: KPA 3: s 3.1.1.1
		3	Process any amendments to the disaster risk management policy framework in terms of the policy-making process. Circulate amendments to all relevant role players and stakeholders.			DM Act: Ch. 5: s 42 NDMF: KPA 3: s 3.1.1.1 Constitution: Ch. 2: s 32 Municipal Systems Act: Ch. 4
		4	Task all primary agencies to revise all disaster risk management plans every two years and after every significant event and/or disaster.			DM Act: Ch. 5: s 52(1)(c), s 53(1)(c) NDMF: KPA 3: s 3.1.3; KPA 4: s 4.2.3
		5	Process any amendments to disaster risk management plans in accordance with the disaster risk management policy framework for the district municipality.			DM Act: Ch. 5: s 42
		6	Devise and implement mechanisms to ensure that the disaster risk management information management system remains current and up-to-date.			DM Act: Ch. 5: s 46 NDMF: Enabler 1
		7	Task all primary agencies and entities to devise and implement mechanisms to ensure that the relevant section of the disaster risk management information management system for their functional area remains current and up-to-date.			DM Act: Ch. 5: s 46; s 51 NDMF: Enabler 1
		8	Show evidence in annual reports of mechanisms that have been implemented to ensure that the disaster risk management policy framework, disaster risk management plans and the disaster risk management information management system are kept up-to-date.			DM Act: Ch. 5: s 50

5. Conclusion

In this handbook we have provided an introduction to the series and have taken you through *what* needs to be done for the three levels of disaster risk management plans. In the rest of the series we will guide you through the more detailed *how to* for each of the critical outcomes of the three levels of disaster risk management plans.

Appendix 1: Table of supporting materials for Handbook 1

THE SOUTH AFRICAN DISASTER RISK MANAGEMENT HANDBOOK SERIES

HANDBOOK 1: INTRODUCING THE *SOUTH AFRICAN DISASTER RISK MANAGEMENT HANDBOOK SERIES*: SCOPING THE IMPLEMENTATION PROCESS

A handbook supported by the guidelines, templates, relevant statutes and best practice reference materials listed below:

The Jargon Jar (JJ)		The Statute Jar (SJ)		The Candy Jar (CJ)	The Template Jar (TJ)	The Ready Reference Jar (RRJ)	
Contains relevant acronyms, definitions and explanations of core concepts		Contains relevant acts, policies, directives, frameworks and minimum criteria		Contains helpful advice and guidelines	Contains templates, examples of terms of reference, policy documents, scoping documents, plans, etc., some of which may be customised	Contains reference material; serves as a virtual library or archive	
JJ 1	Consolidated list of acronyms, abbreviations and Acts	SJ 1	Constitution of the Republic of South Africa Act No. 108 of 1996			RRJ 1	UNISDR: Living with risk. A global review of disaster reduction initiatives, 2004
JJ 2	Definitions	SJ 3	Green Paper on Disaster Management, 1998			RRJ 2	HPN Good Practice Review, No. 9, March 2004. Disaster risk reduction, by John Twigg
		SJ 4	White Paper on Disaster Management, 1999			RRJ 3	Hyogo Framework for Action, 2005
		SJ 5	Local Government: Municipal Systems Act No. 32 of 2000			RRJ 4	UNISDR: Words into action. A guide for implementing the Hyogo Framework, 2007

The Jargon Jar (JJ)	The Statute Jar (SJ)	The Candy Jar (CJ)	The Template Jar (TJ)	The Ready Reference Jar (RRJ)
Contains relevant acronyms, definitions and explanations of core concepts	Contains relevant acts, policies, directives, frameworks and minimum criteria	Contains helpful advice and guidelines	Contains templates, examples of terms of reference, policy documents, scoping documents, plans, etc., some of which may be customised	Contains reference material; serves as a virtual library or archive
	<div>SJ 6</div> <div>Disaster Management Act No. 57 of 2002</div>			<div>RRJ 5</div> <div>DFID: Livelihoods approaches compared: A multi-agency review of current practices, by Karim Hussein, 2002</div>
	<div>SJ 7</div> <div>Notice of commencement of the Disaster Management Act No. 57 of 2002, Vol 1465, No. 26228, 2004</div>			
	<div>SJ 8</div> <div>National Disaster Management Framework, Government Notice 654 of 2005</div>			
	<div>SJ 9</div> <div>Intergovernmental Relations Framework Act No. 13 of 2005</div>			
	<div>SJ 11</div> <div>Disaster Risk Management Guidelines identified in the National Disaster Management Framework, 2005.</div>			