

South African Disaster Risk Management Handbook Series

**District municipalities
(Version 1.1)**

Handbook 3 Developing and implementing response and recovery plans for known priority risks

**Critical Outcome 2: Develop and implement response and
recovery plans for known priority risks**

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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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Acronyms and abbreviations

ACSA	Airports Company South Africa
AHCP	All-hazards Contingency Plan
AHCP TTT	All-hazards Contingency Plan Technical Task Team
CBO	community-based organisations
CCC	Central Communications Centre
CPT	Core Planning Team
DICDRM	District Intermunicipality Committee on Disaster Risk Management
DM Act	Disaster Management Act No. 57 of 2002
DMA	District Management Area
DMISA	Disaster Management Institute of Southern Africa
DOC	Disaster Operations Centre
DOC MT	Disaster Operations Centre Management Team
DOC OPs	Disaster Operations Centre Operational Procedures
EmComm	Emergency Communication
FOP	Field Operation Plan
FOP TTT	Field Operation Plan Technical Task Team
HSCP	Hazard-specific Contingency Plan
HSCP TTT	Hazard-specific Contingency Plan Technical Task Team
ICDRM	Intergovernmental Committee on Disaster Risk Management
ICP	Incident Coordination Post
IDRMC	Interdepartmental Disaster Risk Management Committee
IDP	integrated development planning/Integrated Development Plan
IM	Information Management
ISDC	impact status display chart (produced by JOC and/or DOC)
JOC	Joint Operations Centre
JOC CT	Joint Operations Centre coordination team
KPA	key performance area
MAA	mutual assistance agreements
MARMS	Multi-agency Response Management System
MDRMAF	Municipal Disaster Risk Management Advisory Forum
MDRMC	municipal disaster risk management centre
MIDRMC	Municipal Interdepartmental Disaster Risk Management Committee
MMS	multimedia messaging service
MOU	Memorandum of Understanding
NDMC	National Disaster Management Centre
NDMF	National Disaster Management Framework
NGO	non-governmental organisation
NSRI	National Sea Rescue Institute
OP	operational procedure
ORP	Operational Response Plan
PE	performance enabler
PIMSS	Planning, Implementation and Management Support Services
PM	portfolio manager
PPO	Project Portfolio Office

SANDF	South African National Defence Force
SAPS	South African Police Service
SASAR	South African Search and Rescue Organisation
RD	Resource Document (National Disaster Risk Management Guidelines)
SDF	Spatial Development Framework
Sitreps	situation reports
SOP	Standard Operating Procedure/Protocol
TTT	technical task team
UNDP	United Nations Development Programme

Relevant Acts, frameworks, regulations and directives

Compensation for Occupational Injuries and Diseases Act No. 130 of 1993, as amended by Act No. 61 of 1997

Disaster Management Act No. 57 of 2002

Intergovernmental Relations Framework Act No. 13 of 2005

Local Government: Municipal Finance Management Act No. 56 of 2003

Local Government: Municipal Structures Act No. 117 of 1998

Local Government: Municipal Systems Act No. 32 of 2000

National directive on the implementation and maintenance of the integrated National, Provincial and Municipal Disaster Management Project, Programme and Portfolio System
National Disaster Management Framework 2005

1. Introduction

In Handbook 1 of the *South African Disaster Risk Management Handbook Series*, we explained the background to the series, which has been developed to guide you in the process of implementing the Disaster Management Act No. 57 of 2002 (DM Act) and the National Disaster Management Framework (NDMF), published in 2005. We provided an overview of the critical outcomes required by the DM Act and the NDMF for progressing from a Level 1 Disaster Risk Management Plan to a Level 3 Disaster Risk Management Plan in your district municipality.

As discussed in Handbook 1 of the series, you need to achieve three critical outcomes in order to reach a Level 1 Disaster Risk Management Plan. The achievement of these outcomes provides the foundation for a Level 2 Disaster Risk Management Plan. Similarly, the achievement of the four critical outcomes of the Level 2 Plan will enable you to progress to a Level 3 Disaster Risk Management Plan. Three critical outcomes form the basis of the Level 3 Plan. The different levels of disaster risk management plans and the specific outcomes for each level of plan are summarised in Table 1 below.

Table 1: Levels of disaster risk management plans and their critical outcomes

LEVEL OF PLAN	CRITICAL OUTCOMES	
1	1	Establish foundational institutional arrangements for disaster risk management
	2	Develop and implement response and recovery plans for known priority risks
	3	Develop the capability to generate a Level 2 Disaster Risk Management Plan
2	1	Establish processes for comprehensive disaster risk assessments
	2	Identify and establish consultative mechanisms for specific priority disaster risk reduction projects
	3	Develop a supportive information management system
	4	Develop emergency communication capabilities
3	1	Establish specific institutional arrangements for coordinating and aligning plans
	2	Establish mechanisms to ensure informed and ongoing disaster risk assessments
	3	Institute mechanisms to ensure ongoing relevance of disaster risk management policy frameworks and plans

In order to achieve each critical outcome, a series of action steps and guidelines have been included in each handbook to assist you with carrying out the required tasks. You can refer to Handbook 1 in the *South African Disaster Risk Management Handbook Series* for an overview of the different components of the series.

Although we have described the progression from a Level 1 Plan to a Level 3 Plan in a linear way, it is important to remember that different municipalities are at different stages of development. Some may already have achieved a number of the required outcomes while others may have achieved very few or none. Each handbook is structured in such a way that you will easily be able to identify which critical outcomes you have already achieved and which ones you still need to work on. This is to prevent any duplication of the work you have already done and to help you focus on what you still need to accomplish.

2. About this handbook

Handbook 3 in the *South African Disaster Risk Management Handbook Series* deals with the process you need to follow to achieve the second critical outcome of a Level 1 Disaster Risk Management Plan: Develop and implement response and recovery plans for known priority risks.

User note:

The term ‘response and recovery planning’ is the collective term used in *the South African Disaster Risk Management Handbook Series* to refer to all the planning that must be undertaken to:

- provide assistance and meet the life preservation needs of those affected during or immediately after a disaster;
- provide for the basic subsistence needs of those affected (humanitarian relief), including shelter, food, clothing, water, medicine, etc.; and
- restore the pre-disaster living conditions of the affected/stricken community, while encouraging and facilitating the necessary adjustments to reduce disaster risk.

It includes the development of contingency plans and emergency procedures; Field Operation Plans; plans for the effective coordination and management of multi-agency response efforts; and plans to develop and apply disaster risk reduction measures during rehabilitation and reconstruction.

In this handbook – Handbook 3 of the series – we will only be dealing with the requirements for a Level 1 Disaster Risk Management Plan, which involves the development of:

- contingency plans and emergency procedures;
- Field Operation Plans; and
- plans for the effective coordination and management of multi-agency response efforts.

The principle of applying disaster risk reduction measures during post-disaster rehabilitation and reconstruction (‘build back better’) is included in the requirements for a Level 2 Disaster Risk Management Plan.

The purpose of this handbook is to assist those tasked with response and recovery planning to develop viable and practical risk-based plans and to ensure that they are aligned with the response and recovery plans developed by other disaster risk management role players and stakeholders. A second but equally important aim is to promote uniformity in the approach to response and recovery planning in the South African context.

In the action steps in this handbook, you will be adding to the foundational institutional arrangements already established in Critical Outcome 1 (Handbook 2: Establishing foundational institutional arrangements for disaster risk management). These additional arrangements are designed to ensure that the development and implementation of your plans are undertaken in a holistic and integrated manner. This will be achieved by engaging specialist technical expertise from the various sectors and disciplines tasked with disaster risk management responsibilities in the physical development of the plans. You will also be establishing the mechanisms to enable you to guide and support municipal departments, the District Management Area (DMA) (if applicable), local municipalities and other municipal entities within the district with the development of disaster risk management policy frameworks for their functional areas. Mechanisms to facilitate the integration of these response and recovery plans into the IDP and other relevant developmental initiatives taking place in the district, will also be dealt with in this handbook.

In order to assist you with these steps and to ensure that your planning process is consistent with the requirements of the DM Act and the NDMF and your plans are uniform in approach and design, we have developed a range of supporting documents. These include:

- a conceptual framework to guide disaster risk management planning that provides you with insight into all of the components of what is collectively referred to as ‘a disaster risk management plan’ and establishes where response and recovery plans fit into the picture;¹
- practical guidelines for establishing multi-disciplinary technical task teams for disaster risk management planning projects and;²
- guidelines and templates that deal specifically with the format and contents of the various elements of response and recovery planning.³

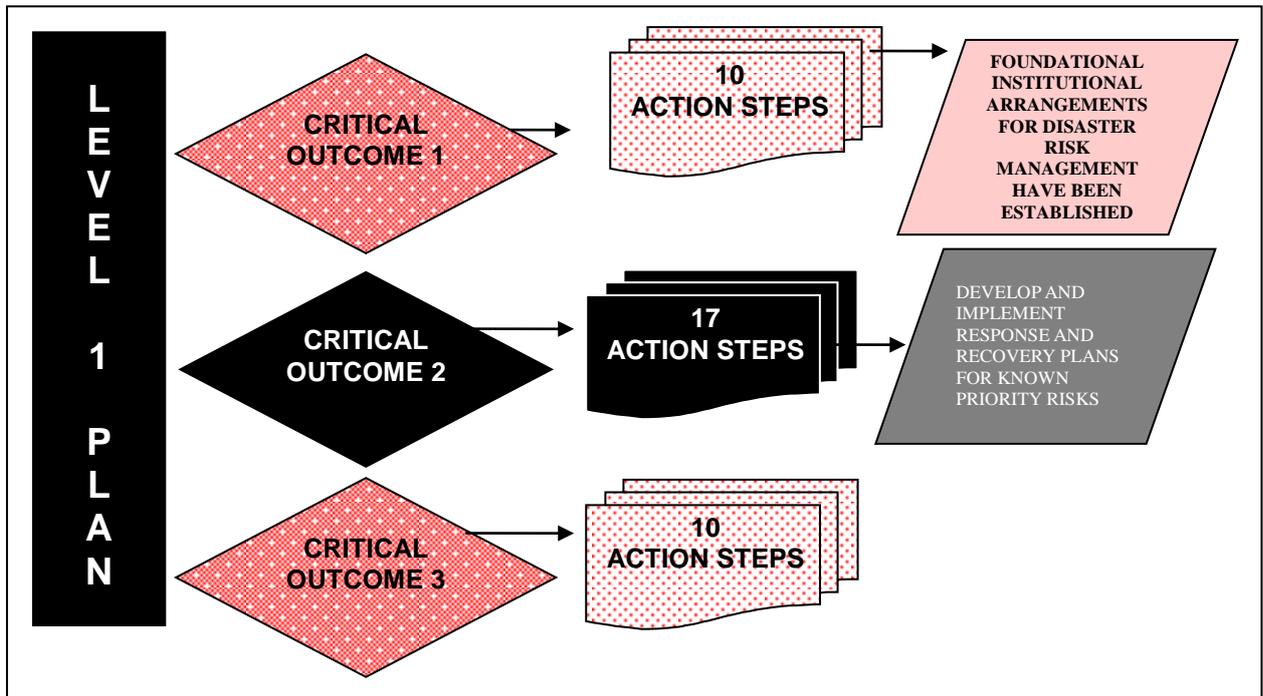
To help you ‘map’ where this second critical outcome fits in the bigger scheme of things, we have included a diagram (see Figure 1). The diagram shows the critical outcomes and action steps required to establish a Level 1 Disaster Risk Management Plan. The solid black blocks in the second row of the diagram indicate the part of the process that we are going to tackle in this handbook. The other critical outcomes are discussed in separate handbooks. The grey block on the right-hand side shows what we intend to achieve. In other words, it shows what the outcome will be once you have completed all the action steps in this handbook.

¹ Resource Document 8 (RD 8): The Disaster Risk Management Planning Framework: A conceptual framework to guide disaster risk management planning in district municipalities.

² Resource Document 7 (RD 7): Guidelines for the establishment of multi-disciplinary technical task teams for disaster risk management planning in a district municipality.

³ Resource Document 13 (RD 13): A guide to response and recovery planning.

Figure 1: Critical outcomes and action steps required to establish a Level 1 Disaster Risk Management Plan



Lastly, we recommend that you begin by reading this handbook in its entirety so as to familiarise yourself with the contents before you start implementing the tasks discussed in the action steps.

So, now that you have the background, let's get on with it!

3. Critical Outcome 2: Develop and implement response and recovery plans for known priority risks

There are seventeen action steps to take towards the development and implementation of those parts of the disaster risk management planning framework that are relevant for achieving a Level 1 Disaster Risk Management Plan. The action steps that we will deal with in this handbook are listed in Table 2 below. The table also shows which sections of the DM Act, the NDMF and other applicable legislation apply to each action step.

Table 2: Action steps for Critical Outcome 2

Critical outcome and action steps	Cross-references to legal imperatives in the DM Act, NDMF and other legislation
Critical Outcome 2: Develop and implement response and recovery plans for known priority risks	DM Act: Ch 5 NDMF: KPA 1, 2, 3, 4 NDMF: Enabler 1, 2, 3
Action Step 1: Establishing the legal mandate for disaster risk management planning	DM Act: s 52(1)(a), 53(1)(a), 54(1)(b), 54(2)
Action Step 2: Assign responsibility for the coordination and management of the planning process for response and recovery plans (for Level 3 and Level 4 responses to a local disaster)	DM Act: s 44(1)(b) NDMF: Enabler 1: 5.4.4
Action Step 3: Establishing a Core Planning Team	DM Act: s 44(1)(b) NDMF: Enabler 1: 5.4.4
Action Step 4: Planner orientation.	DM Act: s 48, 52, 53, 54, 55 NDMF: KPA 3, KPA 4 NDMF: Enabler 1, 3
Action Step 5: Pre-planning research	DM Act: s 44(1)(c), 53(1–3) NDMF: KPA 3: 3.1.1.2, 3.2.3, 3.2.5, 3.3
Action Step 6: Design the overall structure of the response and recovery plans for a Level 3 and Level 4 response for the district municipality	DM Act: s 48(1)(a)(i), 52, 53, 54, 55 NDMF: KPA 3: 3.1.2, 3.2.3, 3.2.5, 3.3, KPA4: 4.3.5
Action Step 7: Identifying the planners for the development of HSCPs and FOPs for a Level 3 and Level 4 response to a local disaster	DM Act: s 44(1)(b)(i–iii), 51(1–2), 52(1)(b), 53(1)(b), 53(3) NDMF: KPA 1: 1.3.2, 1.3.4
Action Step 8: Develop and issue planning directives to the technical task teams responsible for the development of the AHCP, the HSCPs and the FOPs	DM Act: s 53(k)(i) NDMF: KPA 1: 1.3.2, KPA 4
Action Step 9: Develop and issue plan outlines to the technical task teams	DM Act: s 52, 53, 54, 55 NDMF: KPA 3: 3.1.2, 3.2.3, 3.2.5, 3.3, 4.3.5
Action Step 10: Facilitate the development of first drafts of the completed response and recovery plans	DM Act: s 54(1)(b)

Action Step 11: Validation	DM Act: s 2, 52, 53, 54, 55 NDMF: Enabler 2: 6.4.1
Action Step 12: Take the response and recovery plans through the public participation process	DM Act: s 7(2)(f)(i–ii), 53(1)(d) Systems Act: Ch 4 NDMF: KPA 1: 1.2.5, 1.3, 1.3.2.2
Action Step 13: Distribute copies of the response and recovery plans	DM Act: s 52(1–2), 52(4) NDMF: KPA 1: 1.2.5.1
Action Step 14: Review, maintain and test the plans	DM Act: s 46(1)(c), 48, 52(1)(c) NDMF: KPA 4: 4.2.3 NDMF: Enabler 2: 6.4.1
Action Step 15: Develop and implement disaster risk management policy frameworks and plans in municipal departments, DMAs and entities in the district municipality	DM Act: s 42(1)(a–c)(2)(3), 44(1)(d) NDMF: KPA 1: 1.2.5
Action Step 16: Establish mechanisms for the incorporation of response and recovery plans into Integrated Development Plans	DM Act: s 46(1)(c)(ii), 53(2)(a) NDMF: KPA 3: 3.4 Systems Act: s 26(g)
Action Step 17: Identify and gather relevant data during action steps 1–16 of Critical Outcome 2	DM Act: s 44(1)(c), 46(1–2) NDMF: Enabler 1: 5.4.4.1, 5.4.4.2, 5.4.4.3

We will discuss each action step in the chapters that follow. To assist you during each step, we will direct you to templates and supporting documents that have been developed for you to use. These will help to make your job easier and will ensure an integrated and uniform approach to disaster risk management in your district municipality.

However, before we continue, it is useful to take note that Action Step 17 requires that you identify and gather relevant data for the Disaster Risk Management Information Management System and the Emergency Communication System during the course of action steps 1–16. Although Action Step 17 is discussed separately, it is suggested that you review it before you take the first step towards the development and implementation of response and recovery plans for known priority risks in your district municipality.

4. Action Step 1: Establishing the legal mandate for disaster risk management planning

The DM Act mandates each national organ of state, each province, each provincial organ of state and each municipal entity to prepare a disaster management plan which must include *contingency strategies* and emergency procedures to be implemented in the event of a disaster. In the case of municipal areas, it mandates all municipalities within an applicable municipal disaster management framework to develop disaster management *plans* which must include *contingency plans* and emergency procedures to be applied in the event of a disaster. The authority provided by the DM Act is supported by key policy guidelines contained in the NDMF.⁴

Both the DM Act and the NDMF assign specific responsibilities to the disaster risk management centres in each sphere of government for the coordination and management of disasters and for ensuring that disaster response and recovery planning and practice is integrated, coordinated and effective.

In addition to the legislation, the National Disaster Management Centre (NDMC) has developed a conceptual Disaster Risk Management Planning Framework⁵ to guide disaster risk management planning. This framework establishes where contingency plans fit into the response and recovery planning and where response and recovery planning fits into the bigger disaster risk management planning picture. To further guide the planning process, the NDMC has developed this handbook and supporting materials, which are aimed at ensuring that response and recovery plans for the relevant spheres, organs of state and other role players are uniform and compatible with one another.

In this step we established the legal mandate for the municipal council of your district municipality to proceed with the development of the plans that we will be dealing with in this handbook. It is imperative that these legal mandates as well as the policies and guidelines are taken into account in the planning process. In the action steps that follow we will be assisting you with establishing the mechanisms and processes that will ensure that your district municipality meets its planning mandate for the coordination and management of local disasters that occur in its area.

⁴ See the Disaster Management Act No. 57 of 2002 and the National Disaster Management Framework, 2005.

⁵ Resource Document 8 (RD 8): The Disaster Risk Management Planning Framework: A conceptual framework to guide disaster risk management planning in district municipalities.

5. Action Step 2: Assign responsibility for the coordination and management of the planning process for response and recovery plans (for Level 3 and Level 4 responses to a local disaster⁶)

In this action step we will consider the options for assigning the overall responsibility for the coordination and management of the planning process.

The development of plans for the coordination and management of disasters that occur in the municipal area is a responsibility shared by a wide range of role players and stakeholders from across government sectors, disciplines and spheres, the private sector, NGOs, CBOs and communities. In this respect, section 54 of the DM Act states that the council of the district municipality (acting after consultation with the relevant local municipality) has primary responsibility for the coordination and management of local disasters that occur in its area.

In developing disaster risk management policies and plans, section 44 of the DM Act mandates the municipal disaster risk management centre to promote an integrated approach to disaster management in the municipal area. In this, the head of the centre, who is responsible for exercising the powers and performing the duties of the centre, must ensure that there is uniformity in the development, maintenance and implementation of plans to coordinate and manage local disasters and to ensure that these are aligned, coordinated and integrated.

In practice, the overall responsibility for the development and maintenance of response and recovery plans for dealing with a local disaster will be assigned to the head of the municipal disaster risk management centre. However, it is more than likely that he or she will delegate the responsibility to either the head of the Portfolio: Integrated Response and Recovery Planning and Practice or, if such a portfolio has not been established, another appropriately qualified and skilled member in the disaster risk management centre.

Need more information on the Portfolio: Integrated Response and Recovery Planning and Practice? Then dip into the Resource Document Folder.⁷

Whatever route is followed, it is imperative that one individual on the staff of the disaster risk management centre is assigned responsibility for coordinating and managing the process of developing response and recovery plans for a Level 3 and Level 4 response to a local disaster. This responsibility must be included in the job description of that individual and must include the ongoing maintenance of the plans as well. In this handbook we will be referring to this person as the *portfolio manager* (PM).

⁶ See Resource Document 13 (RD 13): A guide to response and recovery planning and Template 11 (T 11): Guideline for a Multi-agency Response Management System (MARMS) in a district municipality.

⁷ Resource Document 3 (RD 3): Parameters for the appointment of the head of a disaster risk management centre and the establishment of key performance areas for disaster risk management in a district municipality.

User note:

If the appointment of a portfolio manager is not viable, as a last resort the responsibility for *coordinating and managing the process* could be outsourced to a service provider. As participative planning is a requirement for the development of response and recovery plans, this should be kept in mind to ensure that there is wide consultation on the content of the plans. This means that the service provider does not bear sole responsibility for developing the plans.

In summary, the head of the disaster risk management centre must ensure that a member of the centre – the portfolio manager – is assigned responsibility for the planning process.

The next step is to set up the team that will serve to support the portfolio manager with the coordination of the response and recovery planning process and will also be responsible for the development of the All-hazards Contingency Plan (AHCP) for the district municipality.

6. Action Step 3: Establishing a Core Planning Team

In action steps 1 and 2, we stressed the importance of establishing mechanisms to ensure that the entire planning process is coordinated and that all the facets of the response and recovery plans are integrated and are consistent with each other and with the national planning guideline.⁸ We therefore recommend that you start off by establishing a Core Planning Team (CPT) to support the portfolio manager with the coordination of the development of all of the plans that are required for a Level 3 and Level 4 response.

The CPT can be established either at a meeting of the Municipal Interdepartmental Disaster Risk Management Committee (IDRMC) or the Municipal Disaster Risk Management Advisory Forum (MDRMAF).

Need more information on the IDRMC⁹ and MDRMAF?¹⁰ Then dip into the Template Folder.

Composition of the Core Planning Team

The composition of the CPT will be influenced by the risk profile of your district municipality. Initially it should consist of focal points for disaster risk management from the key departments, DMA/s (if applicable) and other municipal entities in the district municipality tasked with the development of the district municipality's AHCP (for a Level 4 response). In particular, it must also include focal points from any other existing planning entities or units in your municipality such as those responsible for IDPs, environmental management, Spatial Development Frameworks (SDFs), and so on. Each of the local municipalities in the area of the district municipality must be represented on the CPT by the individual who has been tasked with the development of that local municipality's AHCP (for a Level 3 response).

The CPT can at a later stage extend its membership to include the following:

- the project managers from the primary agencies that have been tasked with primary responsibility for coordinating the development and maintenance of the Hazard-specific Contingency Plans (HSCPs) for the district municipality; and

⁸ Resource Document 8 (RD 8): The Disaster Risk Management Planning Framework: A conceptual framework to guide disaster risk management planning in district municipalities.

⁹ Template 4 (T 4): The establishment and functioning of a Municipal Interdepartmental Disaster Risk Management Committee for a district municipality.

¹⁰ Template 5 (T 5): Terms of reference for the establishment and functioning of a Disaster Risk Management Advisory Forum in a district municipality.

- the focal points from other key agencies that would be involved in the coordination and management of a Level 3 and Level 4 response (for example, the police, the emergency medical services and the fire services).

In order to manage the alignment and integration process properly, it will also be necessary to periodically extend the composition of the CPT to include the project managers leading the technical task teams responsible for the development and maintenance of the FOPs.

The portfolio manager will serve as the chairperson of the CPT and the municipal disaster risk management centre will provide administrative and support services to the CPT.

Responsibilities of the Core Planning Team

The CPT will be responsible for:

- designing the overall structure of the response and recovery plans (based on the national guideline on response and recovery planning¹¹) required for a Level 3 and 4 response for the district municipality;
- developing the plan outline of the AHCP for a Level 3 response in liaison with the local municipalities in the district;
- developing the plan outlines of the AHCP, HSCPs and FOPs applicable to a Level 4 response for the district municipality;
- assisting the portfolio manager with planning directives for the technical task teams tasked with the development and maintenance of the HSCPs and FOPs for the district municipality;
- developing and maintaining the AHCP for the district municipality;
- ensuring that the HSCPs and FOPs being developed are in alignment, are consistent with plan outlines, and are aligned with the AHCP of the district municipality;
- ensuring that the AHCPs being developed by the local municipalities in the district are aligned with the plans of the district municipality;
- monitoring the progress of all response and recovery planning projects and reporting on progress to the head of the municipal disaster risk management centre and the MDRMAF; and
- monitoring to ensure that all the response and recovery plans remain relevant and current.

In this action step we established a CPT to support the portfolio manager with the coordination of the planning process. The next step will be to ensure that the CPT has all the necessary information at its disposal to fulfil its role.

¹¹ See Resource Document 13 (RD 13): A guide to response and recovery planning.

7. Action Step 4: Planner orientation

In this step we will focus on establishing a common understanding among the members of the CPT of the statutory requirements for disaster risk management planning and of the scope of response and recovery planning for the district municipality.

Bear in mind that one of the first responsibilities of the CPT is to design the overall structure of the response and recovery plans for the district municipality, so it is important to start off with a level playing field as far as the conceptual understanding of the planners is concerned.

A good way to tackle the task of planner orientation is to convene an orientation workshop for the CPT. We suggest that you invite your municipal manager to open the workshop as this will demonstrate the municipality's commitment to the process and provide an opportunity for him or her to emphasise the importance of the CPT's role in the planning process. It would be wise to arrange for an appointment to meet with the municipal manager beforehand so that you can brief him or her and optimise on the opportunity.

This workshop will be the start of the team-building process as it will enable the planners to engage with each other and share ideas, thereby helping to cement their future relationship. It is imperative to ensure that by the end of the workshop all of the participants have a good understanding of:

- the concept of contingency planning in general;
- all of the response and recovery planning requirements (including contingency plans) specified in the DM Act and the NDMF for a district municipality as well as for local municipalities;
- where response and recovery plans fit into the overall disaster risk management planning framework for the district municipality; and
- the scope of response and recovery plans for a district municipality (Level 3 and Level 4 response) in relation to the hierarchy of response and recovery plans across the spheres of government.

Need help with accessing resource material to assist you with this orientation process? Then dip into the Resource Folder.¹²

¹² Resource Document 8 (RD 8): The Disaster Risk Management Planning Framework: A conceptual framework to guide disaster risk management planning in district municipalities. Resource Document 13 (RD 13): A guide to response and recovery planning.

User note:

You may decide to extend this planner orientation session to include the rest of the members of the MDRMAF. Alternatively it may be more practical and easier to manage if you present a second workshop, convened specifically for the MDRMAF, prior to starting with Action Step 7.

In this step mechanisms have been introduced to ensure that the CPT has a good conceptual understanding of response and recovery planning and the scope of its task. In Action Step 5 you and the CPT will be engaging in a stock-taking exercise.

8. Action Step 5: Pre-planning research

The next step is to conduct research to establish the current status of response and recovery planning in the district municipality. Your pre-planning research should include the following four aspects:

1. identifying any existing response and recovery plans and other relevant documents that must be taken into account or may have an impact on the planning that you intend to do;
2. simultaneously gathering vital information for the resource database for the Disaster Risk Management Information Management System;
3. identifying useful reference material, guidelines and plans of a similar nature drawn up by other municipalities, provinces, countries and organisations for use by the planning teams; and
4. conducting an in-depth review of the findings of the district municipality's disaster risk assessment.

Conduct your research among the agencies with disaster response and recovery planning responsibilities to identify whether they have any existing plans that should be taken into account. Your research must also consider any other documents such as existing by-laws, directives or authorisations; agreements such as MAAs, MOUs and Implementation Protocols that are relevant to your planning; relevant development plans, frameworks and strategies that may have an impact on your planning; and reports and reviews on disasters that have occurred in the area of your district municipality or in neighbouring municipalities or countries (if relevant).

Remember to review any existing response and recovery plans of provincial and national organs of state that could have a bearing on your planning as well.

Do not forget to include the private sector in your survey. Existing response and recovery plans of mining companies, industries manufacturing or storing hazardous material, and hazardous installations such as nuclear power stations are all relevant to your research.

1) Parts 1 and 2: Identifying existing response and recovery plans and relevant documents and gathering information for the resource database

Designing a survey questionnaire

The first two steps of the research project can be done simultaneously by means of a special survey questionnaire.

The first section of the questionnaire is used to list all the documents that will have a bearing on the district municipality's response and recovery planning process. Presented in a table format, the first section of the questionnaire will consist of a table of four columns. List the various types of plans and other relevant documents that we have referred to above in the first column. In the second column provide space for the agency you will be surveying to enter the

names/description of any relevant documents that it is aware of. In the third column request the agency to provide details of where each listed document can be accessed (preferably electronically), the name and/or title of the contact person and any other available contact details. In the fourth column ask the agency to list any legislation, policies, directives or other relevant mandates that govern its own operations.

The second section of the survey questionnaire deals with the data that you need to gather for your resource database in terms of section 46 of the DM Act, so make sure that you refer to sections 16, 17 and 46 of the DM Act when you draw up this part of the survey. When designing this section, remember to consult with the person responsible for information technology (IT) in your district municipality as well as the person responsible for the Disaster Risk Management Information Management System in your disaster risk management centre to make sure that you have covered all the data-gathering requirements.

(To refresh your memory about the establishment of the Portfolio: Information Management and Communications Systems, see Resource Document 3 (RD 3): Parameters for the appointment of the head of a disaster risk management centre and the establishment of key performance areas for disaster risk management in a district municipality¹³.)

The information that you need to gather would include:

- the name of the agency;
- the postal and physical addresses and the coordinates of the location of its headquarters and of any satellite installations/sub-divisions/branches/etc., for example, clinics, police stations, substations and so on;
- names, telephone and fax numbers, physical, postal and electronic addresses (including after-hours contact details and physical addresses) for the disaster risk management focal point and at least two other senior point persons in the relevant agency;
- radio communication frequencies and networks used and relevant call signs;
- information regarding the resource capacity of the agency in terms of the type, quantity and location of relevant infrastructure, personnel, services and equipment;
- the type, quantity and location of specialised resources including geographical and spatial information, maps, etc. that the agency has at its disposal; and
- the mechanisms and procedures to be followed for accessing such resources.

The information gathered in this second part of the survey is not only for the purpose of populating the resource database. It will also be invaluable when the CPT starts to create scenarios and generate possible consequences in the response and recovery planning process, because it will enable the team to compare available resources in the district municipality with the potential resources that might be required for a given scenario. This will help the CPT to identify any shortcomings and plan accordingly.

Conducting the survey

Once the survey questionnaire has been developed, it must be circulated to the members of the MDRMAF and the IDRMC as well as any other relevant agencies, organisations, private-

¹³ Resource Document 3 (RD 3): Parameters for the appointment of the head of a disaster risk management centre and the establishment of key performance areas for disaster risk management in a district municipality.

sector institutions, etc. You can decide whether to conduct the survey electronically or to do it at the meetings of the MDRMAF and IDRMC. Whichever method you decide to use, you will probably still have to follow up with another round of information gathering electronically or through personal interviews to ensure that you have accessed all the agencies and captured as much information as possible.

User note:

Remember that legally you are mandated in terms of sections 18, 32 and 46 of the DM Act to gather this information and that all role players and stakeholders are legally obliged in terms of the same sections of the DM Act to make the information available. The failure to provide the information requested would render the agency guilty of a criminal offence in terms of section 60 of the DM Act. It is therefore suggested that you make a point of drawing this matter to the attention of the responders. Experience has shown that there is sometimes reluctance to release information that is deemed to be of a sensitive nature. Depending on the nature of the information, there may be a need to enter into an undertaking regarding the sensitivity of the information that has been provided.

Sorting and consolidating the findings

Once you have received all the feedback, you will need to consolidate the findings. The documents gathered from the first section will have to be scrutinised, reviewed and assessed in the context of their relevance to the planning requirements and categorised accordingly for future reference purposes. The information gathered from the second section of the survey will also need to be sorted and consolidated before it can be captured on the disaster risk management database. We go into more detail on the gathering of data for the information management system in Action Step 17 of this handbook. Supplementary material is also available in the Resource Folder.¹⁴

2) *Part 3: Identifying useful reference material developed by agencies other than the district municipality*

The best option for conducting the third part of your pre-planning research – to identify reference material, guidelines and plans developed by other municipalities, provinces, organisations and countries – is via the Internet. You could also opt to add a question on this in your initial survey that you conduct among the agencies in your district municipality.

3) *Part 4: Reviewing the findings of the district municipality's disaster risk assessment*

The fourth part of the research process entails an in-depth study of the findings of the district municipality's disaster risk assessment. This means that the CPT will have to study the findings to establish the scope of the AHCP and to identify which HSCPs and FOPs need to

¹⁴ Resource Document 12 (RD 12): Data requirements: Guidance on the types of data that can be collected during the process of achieving Critical Outcome 2 (Develop and implement response and recovery plans for known priority risks) in district municipalities.

be developed. Each technical task team will in turn need to analyse the findings from the perspective of its specific planning task.

The information obtained from your research in this action step and the exposure provided at the orientation workshop will enable you and the CPT to move on to the next step and develop the overall structure of the response and recovery plans for the district municipality.

Need help with designing the overall structure of the the response and recovery plans for a Level 3 and Level 4 response? Then dip into the Resource Folder.¹⁵

¹⁵ Resource Document 8 (RD 8): The Disaster Risk Management Planning Framework: A conceptual framework to guide disaster risk management planning in district municipalities. Resource Document 13 (RD 13): A guide to response and recovery planning.

9. Action Step 6: Design the overall structure of the response and recovery plans for a Level 3 and Level 4 response for the district municipality

You will recall that in Action Step 3 we identified the design of the overall structure of the response and recovery plan for your district municipality as one of the responsibilities of the CPT. The CPT will need to take into account the consolidated results of the pre-planning research conducted in Action Step 5 and must consult the national guideline on response and recovery planning¹⁶ in order to establish the scope of planning for a district municipality.

User note:

If the findings of Stages 1 and 2 of the disaster risk assessment for the district are not yet available, do not allow this to be an excuse to delay the planning process! There is nothing to prevent you from setting up a work session with the MDRMAF and conducting a qualitative survey based on the information that you have gathered in your pre-planning research, the historical information together with the indigenous knowledge that you have harnessed from the role players and stakeholders at the work session, and the data that you have obtained from community-based disaster risk assessments to identify the hazards that are known to occur in the area. For example, it is hardly likely that there is a single district municipality that is not exposed to the threat of severe weather events. The information gathered in this way will be sufficient to enable the CPT to at least get going on developing an AHCP as an interim measure. At least you won't find yourself in a total dilemma without any plan at all if a disaster should occur. You can always review the interim plan and 'tweak' it once the findings of the disaster risk assessment are available.

The CPT must make use of the generic model for the overall structure of the municipal response and recovery plans provided in the guide to response and recovery planning (see Resource Document 13: A guide to response and recovery planning). This is to ensure that the overall structure of the response and recovery plans will suit the district municipality's specific requirements. In other words, the pre-planning research, and in particular the findings of the disaster risk assessment, as well as the scenarios that are created and the consequences that are generated for given scenarios, will dictate the overall structure of the response and recovery plans.

This applies particularly to establishing:

- the scope of the AHCP for the district municipality and to identify which operational annexes to include with the AHCP;

¹⁶ Resource Document 13 (RD 13): A guide to response and recovery planning.

- which HSCPs are required to deal with consequences that cannot be dealt with adequately in terms of:
 - the AHCP (including the operational annexes) for the district municipality;
 - the functional plans of the relevant departments, DMAs (if applicable) and other municipal entities in the district municipality;
 - the AHCP of the local municipalities; and
 - the FOPs.

User note:

Bear in mind that the planning requirements for a Level 3 response include the AHCP and operational annexes for each local municipality in the area of the district municipality as well as the functional plans of the relevant departments and other municipal entities in each local municipality.

Need help with designing the overall structure of the response and recovery plans for your district municipality? Then dip into the Resource Folder.¹⁷

Once the CPT has finalised the design of the overall structure of the response and recovery plans for the district municipality, then it is time to submit it to the municipal disaster risk management centre and the MDRMAF for approval. Once approval has been obtained, the process of identifying the planners who will be appointed to the technical task teams responsible for developing and maintaining the HSCPs and the FOPs can commence.

¹⁷ Resource Document 13 (RD 13): A guide to response and recovery planning.

10. Action Step 7: Identifying the planners for the development of HSCPs and FOPs for a Level 3 and Level 4 response to a local disaster

We have already identified the CPT as the technical task team that will be responsible for the development of the AHCP (and its operational annexes) for the district municipality in Action Step 3, so in this step we will confine ourselves to identifying the planners who will be responsible for developing the HSCPs and the FOPs for a Level 3 and Level 4 response.

The best place to tackle the task of identifying the planners for the district municipality's HSCPs and FOPs is at the MDRMAF meeting, because all of the relevant agencies are, or should be, represented on the forum. When you do this, remember too that disasters do not recognise boundaries and so, when it comes to identifying the planners that will be developing plans that are likely to involve cross-boundary risks, the representatives of the local municipalities and of neighbouring authorities and/or countries must also be involved in the planning process. It is a good idea to convene a meeting of the MDRMAF to conduct this exercise as soon as possible after the overall structure of the response and recovery plans has been approved, because it gives purpose and focus to the activities of the forum and introduces a change in mindset right from the outset.

The methodology that you use to identify the planners is a crucial part of the planning process, as this is the first step towards establishing arrangements that will ensure that the response and recovery plans for your district municipality are integrated and coordinated. The way to achieve this is to apply the principle of participative planning by adopting a multidisciplinary approach to the planning process. In this step we will be applying these principles as we guide you through the process of identifying the planners.

Need help with understanding the concept of participative planning in a multidisciplinary approach? Then dip into the Resource Folder.¹⁸

Essentially the process of identifying the planners involves conducting a survey among the members of the MDRMAF to establish which agencies have responsibilities for, or can contribute or add value to, a particular HSCP or FOP that was identified as a requirement by the CPT in Action Step 6.

In order to ensure that there is consistency in the approach to identifying planners and to establishing multidisciplinary technical task teams for planning, we have developed a special guideline to assist. We suggest that you follow this guideline which consists of the following 5 steps:

¹⁸ Resource Document 13 (RD 13): A guide to response and recovery planning.

- Step 1: Prepare a matrix chart.
- Step 2: Use the matrix chart to conduct a survey to identify which agencies should be involved in the development of the specific HSCPs and FOPs that have been identified.
- Step 3: Consolidate the information gathered in the survey to establish multidisciplinary technical task teams for the development of the HSCPs and FOPs.
- Step 4: Assign primary and secondary responsibilities to the agencies in each technical task team.
- Step 5: Formally establish the technical task teams and issue a directive, or brief, for the specific planning project managed by each team.

Need assistance with the establishment of technical task teams for the development of the HSCPs and FOPs for your district municipality? Then dip into the Resource Folder.¹⁹

You will need to draw up two separate versions of the matrix chart presented in Step 1. The first matrix chart will serve to identify the agencies with responsibilities for the HSCPs and the second, those with responsibilities for the FOPs that have been identified by the CPT in Action Step 6 of this handbook.

Once you have prepared the charts, follow Steps 2 and 3 to conduct your survey and to cluster the agencies into the HSCP technical task teams and FOP technical task teams that you require for your planning purposes. Then follow Step 4 to assign primary and secondary responsibilities to the agencies.

User note:

It is a good idea to draw up a composite matrix showing all the response and recovery planning activities in which you indicate by means of a ‘P’ or an ‘S’ whether the agency has a primary or secondary responsibility for a particular planning activity. This composite matrix chart will be a useful ready reference that should also be incorporated into each element of the response and recovery plans for your district municipality.

Need to access a standard format for developing a composite matrix showing primary and secondary agencies responsible for response and recovery planning activities? Then dip into the Template Folder.²⁰

When you have completed the process of identifying the planners, clustering them into technical task teams, and identifying the primary and secondary agencies, you can proceed to develop and issue the planning directives and formally assign the planners with their responsibilities.

¹⁹ Resource Document 7 (RD 7): Guideline for the establishment of multidisciplinary technical task teams for disaster risk management planning in a district municipality.

²⁰ Template 19 (T 19): A standard format for developing a composite matrix showing primary and secondary agencies responsible for response and recovery planning activities.

Although the issuing of planning directives is dealt with generically in Step 5 of the guideline in Resource Document 7 (RD 7: Guideline for the establishment of multidisciplinary technical task teams for disaster risk management planning in a district municipality), we have dealt with it in more detail in Action Step 8 below.

11. Action Step 8: Develop and issue planning directives to the technical task teams responsible for the development of the AHCP, the HSCPs and the FOPs

Action Step 1 stresses the importance of the formal assignment of responsibilities to technical task teams established for planning purposes. It is therefore important, in the early stages of the planning process and prior to any detailed discussions, that a planning directive is prepared that must be issued to the designated representatives of the primary and secondary agencies in each of the technical task teams. The planning directive serves as the official document that tasks the primary and secondary agencies on the technical task teams with their specific responsibilities for planning and guides the development of the relevant plan. It also provides the portfolio manager with a tool to ensure that the planning process is synchronised and that deadlines are met.

In order to ensure that there is uniformity in approach in creating planning directives, we have developed a standard format for these directives, which can be tailored to suit the specific requirements of different technical task teams involved in any aspect of disaster risk management planning in a district municipality.

Need to access the standard format for developing planning directives for technical task teams? Then dip into the Template Folder.²¹

Once a planning directive has been drafted, it is recommended that it be submitted to the municipal council for approval. This approval provides the necessary authority for the drafting of the relevant response and recovery plan to proceed. Once the municipal council has approved the directive, it should be published in the provincial gazette, as this will give the primary and secondary agencies a statutory mandate to proceed with the planning.

Once approved and published in the gazette, the planning directive must be issued to the primary agency and the secondary agencies of each of the relevant technical task teams.

Planning directive for an AHCP (Level 4 response)

The first planning directive that must be prepared is the directive for the AHCP for the district municipality. Remember, in Action Step 3 it is recommended that a CPT be assigned responsibility for the development of the municipality's AHCP.

²¹ Template 12 (T 12): Template to guide the development of a planning directive for the technical task team responsible for the All-hazards Contingency Plan (AHCP) of a district municipality; Template 13 (T 13): Template to guide the development of planning directives for the technical task teams responsible for the Hazard-specific Contingency Plans (HSCPs) of a district municipality; Template 14 (T 14): Template to guide the development of planning directives for the technical task teams responsible for the Field Operation Plans (FOPs) for a district municipality.

Given that the AHCP is a broad, general, multi-faceted plan, it is difficult to identify a specific line function department as the primary agency. For this reason, it is recommended that the municipal disaster risk management centre, as a member of the CPT, serves as the primary agency and that the other member agencies of the CPT serve as the secondary agencies. In practice, this means that the responsibility for the development of the planning directive for the AHCP would rest with the portfolio manager, as a member of the disaster risk management centre.

For ease of use and to ensure uniformity, we have prepared a template that will help in the development of a planning directive for the AHCP.

Need help with developing the planning directive for the municipality's AHCP? Then dip into the Template Folder.²²

Planning directives for HSCPs

Now that the planning directive for the AHCP has been issued, it is time to create the planning directives for the technical task teams responsible for developing the HSCPs that have been identified as planning priorities for the district municipality. Earlier we recommended that the CPT assists in the development of these documents, so it would be wise to put this item on its agenda.

Due to the individual requirements and locally identified hazards of each municipality, it is not possible to create a uniform template for the HSPC planning directives, as has been done for the AHCP. Instead, we have created a standard format for HSCP planning directives that includes general guidelines and relevant examples to assist in the development of the directives.

Need help with developing the planning directives for the technical task teams responsible for the development of HSCPs? Then dip into the Template Folder.²³

Planning directives for FOPs

The next set of planning directives that will need to be developed are for the FOPs. Here again, we have provided a standard format (not a template) that includes guidelines and relevant examples to assist in the development of the directives.

Need help with developing the planning directive for the technical task teams responsible for FOPs? Then dip into the Template Folder.²⁴

²² Template 12 (T 12): Template to guide the development of a planning directive for the technical task team responsible for the All-hazards Contingency Plan (AHCP) of a district municipality.

²³ Template 13 (T 13): Template to guide the development of planning directives for the technical task teams responsible for the Hazard-specific Contingency Plans (HSCPs) of a district municipality.

²⁴ Template 14 (T 14): Template to guide the development of planning directives for the technical task teams responsible for the Field Operation Plans (FOPs) for a district municipality.

Planning directives for the AHCP and HSCPs for local municipalities in the district (Level 3 response)

In order to be consistent with the requirements of section 44(1)(b)(i) of the DM Act and to ensure that the planning processes of local municipalities in the area of the district municipality are synchronised and consistent with those of the district municipality, the CPT must also develop planning directives for local municipalities.

Need help with developing planning directives for the AHCP and HSCPs for local municipalities? Then dip into the Template Folder.²⁵

In this step we have dealt with the development and issuing of planning directives for those technical task teams responsible for the development of response and recovery plans for a Level 3 and Level 4 response. The next step is to develop the plan outlines.

²⁵ Template 15 (T 15): Template to guide the development of a planning directive for an All-hazards Contingency Plan Technical Task Team for a local municipality.

12. Action Step 9: Develop and issue plan outlines to the technical task teams

Each planning directive, which provides the technical task team with its project brief and broad terms of reference, must be accompanied by an outline of the type of plan that is to be developed. The plan outline provides the task team with an overview of the minimum content of the relevant plan by listing the sections that must be included and providing a brief description of the core issues to be addressed in each section of the plan. Providing a plan outline also contributes to uniformity in terms of format and core content.

Plan outline for the AHCP for the district municipality (Level 4 response)

The purpose of the AHCP is to provide an overview of the district municipality's strategy for dealing with disasters. It is primarily directed at the municipal manager, heads of municipal departments, DMAs (if applicable) and any other municipal entities in the district municipality and their senior staff. Essentially, the AHCP of the district municipality details the council's policies, corporate arrangements and the emergency procedures to be followed when a significant event or disaster occurs in its area. It details the sequence of events that must take place and clearly defines roles and responsibilities for the coordination and management that must take place as a significant event or disaster unfolds and escalates through predetermined levels of response.²⁶ The AHCP is supported by annexes containing more detailed operational plans and protocols, including emergency procedures for activating the response, disseminating early warnings, and managing and coordinating key aspects of the response operations.

The AHCP is designed to ensure a rapid and effective response to any type of disaster regardless of its origin, and therefore it must be supported by HSCPs that are designed to deal with the specific consequences of the disaster that cannot be dealt with in terms of the AHCP and its operational annexes.

In striving to bring uniformity to the process of response and recovery planning, we have developed a template that will assist you with the development of an AHCP outline for your district municipality.

Need help with developing the plan outline for the AHCP for your district municipality? Then dip into the Template Folder.²⁷

Once you have completed the AHCP outline you can issue it to the designated members of the CPT.

²⁶ Resource Document 13 (RD 13): A guide to response and recovery planning.

²⁷ Template 16 (T 16): Guideline for the development of a plan outline for an All-hazards Contingency Plan (AHCP) for a district municipality.

Plan outlines for HSCPs for the district municipality (Level 4 response)

Before commissioning the development of plan outlines for HSCPs, it is important to emphasise that the development of a HSCP is only justified when the nature of the threat posed by the specific hazard requires planning that is so unique that it cannot be addressed in the AHCP or its operational annexes.

The preparation of HSCP plan outlines will require the engagement of specialist technical expertise. This requirement should thus be included in the planning directives given to the technical task teams responsible for the various HSCPs. The planning directive template makes provision for this in the section that deals with terms of reference.

To ensure consistency, we have developed a standard format for plan outlines for HSCPs. It is important to ensure that the HSCP plan outlines are developed in close liaison with the CPT.

Need help with developing plan outlines for HSCPs for technical task teams? Then dip into the Resource Folder.²⁸

It is recommended that the relevant technical task teams submit their completed plan outlines to the municipal disaster risk management centre, the CPT and the MDRMAF for prior approval before drafting the final plans.

Plan outlines for FOPs

As with HSCPs, technical expertise is required to develop the plan outlines for FOPs. This expertise can be supplied by members of the technical task teams created to develop the various FOPs. The requirement for the use of technical experts should be included in the planning directives given to the relevant FOP technical task teams. The planning directive template makes provision for this in the section that deals with terms of reference.

Similarly we recommend the use of the standard format that we have developed specially for the development of FOP outlines.

It is equally important to ensure that the FOP outlines are developed in close liaison with the CPT and that they are submitted to the municipal disaster risk management centre, the CPT and the MDRMAF for prior approval before drafting of plans commences.

Need help with developing plan outlines for FOPs for technical task teams? Then dip into the Resource Folder.²⁹

²⁸ Template 17 (T 17): Guideline for the development of plan outlines for Hazard-specific Contingency Plans for a district municipality.

²⁹ Template 18 (T 18): Guideline for the development of plan outlines for Field Operation Plans for a district municipality.

Plan outlines for an AHCP and HSCPs for local municipalities (Level 3 response)

The plans for an AHCP and the HSCPs for local municipalities should be consistent in format and structure with the district municipality's AHCP and HSCPs. The difference, however, will be in the content. Firstly, the AHCP and the HSCPs for a Level 3 response will be based on the risks identified as priorities for the specific local municipality in the district. The AHCP and HSCPs for the district municipality (Level 4 response), on the other hand, will be based on the priority risks that pose a threat to the area of the district municipality *as a whole*. Secondly, the plans of the individual departments and other municipal entities in the local municipality that supplement local municipality's AHCP and HSCPs will be more operationally oriented. Thirdly, the AHCP and HSCPs of the local municipality must be supported by ward and community disaster preparedness plans.

In order to support local municipalities with the development of response and recovery plans that are consistent and integrated with the plans of the district municipality (Level 4 response) the CPT (on which the local municipalities are represented) must develop and issue a plan outline for the local municipalities. To ensure that the plans developed by the local municipalities are synchronised and consistent with the plans of the district municipality, we have provided a template for the development of AHCP and HSCP outlines for local municipalities.

Need help with developing the plan outline for an AHCP and HSCPs for a local municipality? Then dip into the Template Folder.³⁰

By now, all of the pre-planning or 'ground work' has been done. The CPT and the technical task teams have been established and sensitised to the planning process; the necessary research has been conducted and relevant existing plans and documents have been accessed; the technical task teams understand where their particular plans fit into the overall structure of the response and recovery plans for the district municipality; and the task teams have been given a statutory mandate to start drafting the plans.

³⁰ Template 22 (T 22): Template to guide the development of plan outlines for an All-hazards Contingency Plan (AHCP) and Hazard-specific Contingency Plans (HSCPs) for local municipalities.

13. Action Step 10: Facilitate the development of first drafts of the response and recovery plans

The first task in facilitating a first draft of the district municipality's response and recovery plan is for the portfolio manager to prioritise and sequence the development of the plans. The sequence will depend on the specific planning requirements identified in Action Step 6 when the overall structure of the municipality's response and recovery plans was developed. For example, you may decide that it would be better to complete the first draft of the AHCP for the district before embarking on the development of HSCPs and FOPs. On the other hand, you may decide that it would be appropriate to run the development of the AHCP concurrently with the development of the FOPs. Regardless of the sequence you choose, it is advisable that the portfolio manager prepares a composite schedule of all of the response and recovery planning meetings of the technical task teams and the local municipalities to ensure that the development of the plans proceeds in a logical and coordinated sequence. Make sure that provision is made in the schedule for the project managers to meet with the CPT at regular intervals for the purposes of coordination and integration. The schedule must be prepared in accordance with recognised project management methodology.³¹

Next, ensure that each technical task team and the local municipalities are fully conversant with the context or environment within which the particular plan that they are developing will function. The availability of specific information regarding features of the municipal area such as the land surface, vegetation, rivers, mountains, roads, railways, bridges, dams and demographics is particularly relevant because it must be taken into account when creating scenarios, making assumptions and generating possible consequences. This information can be obtained from the situation analysis provided by the disaster risk assessment for the area and from maps and information available from the databases of the agencies involved. If this is not the case, then any additional information will have to be accessed from other sources such as provincial and national organs of state and the private sector.

To illustrate the importance of having such information available let us take the example of a densely forested area where the risk of wild fires is known to pose a threat. Important information that the planning team would need to have at its fingertips would include:

- the predominant wind direction/s that prevail in the area at risk;
- historical information of previous wild fire events;
- the location and proximity of settlements and critical infrastructure in the vicinity;
- the presence and location of any disabled or elderly persons;
- identification of alternatives to the main access routes to and from the area;
- the location of any water reservoirs/dams in their vicinity;
- the location of any airstrips and areas suitable for helicopter landing zones in the vicinity;

³¹ Statute 10 (S 10): National directive on the implementation and maintenance of the integrated National, Provincial and Municipal Disaster Management Project, Programme and Portfolio System.

- the location of potential suitable rendezvous/assembly points in the case of evacuation;
- the location of any medical facilities, police stations, schools, fuel depots; and
- the availability locally of any suitable means of transport that could be used for evacuation purposes.

All of the above information would be needed to enable the technical task team to create possible scenarios (the ‘what ifs?’), and plan accordingly.

Once the technical task teams are ready to start drafting the plans (AHCP, HSCPs and the FOPs) for which they are responsible, they will use the respective plan outlines that have been developed.

In the case of an AHCP it is best to start with the core sections of the plan – the purpose, scope, assumptions, coordination and management of response operations, assignment of responsibilities, and resource logistics. As you work through the sections that deal with the coordination and management of operations and the assignment of responsibilities, remember to jot down notes and make cross-references to aspects that must be included in the more detailed operating protocols that will be attached as annexes to the AHCP. Where relevant, apply these same principles when developing the first drafts of the HSCPs and the FOPs.

Need further help with the development of the first drafts of the AHCP, HSCPs and the FOPs? Then dip into the Resource and Ready Reference Folders.³²

As the planning process progresses, the technical task teams and local municipalities will develop successive drafts of the various plans, adding maps, diagrams, process charts, pro forma documents and other necessary documents and refining the plans until such time as final draft versions of the AHCP, the HSCPs and the FOPs (as per the overall structure prepared by the CPT) are ready.

Remember!

Progress reports and drafts of all disaster risk management plans must be submitted on an ongoing basis to the municipal disaster risk management centre and the Municipal Disaster Risk Management Advisory Forum.

Progress reports on disaster risk management planning and copies of completed disaster risk management plans must be submitted to the NDMC and to the provincial disaster risk management centre of your province.

Once the CPT is satisfied that the final draft of each plan meets the required standards, the drafts should be circulated to all the other members relevant planning technical task teams as well as the local municipalities for their comments and input. Once these comments and inputs have been consolidated and considered by the CPT, any changes or additions to the plans can be made. Now that the amended final drafts of the plans are completed, they should be subjected to validation.

³² Resource Document 13 (RD 13): A guide to response and recovery planning.

14. Action Step 11: Validation

It is a good principle to submit the final drafts of the plans for legal scrutiny to check compliance with requirements and standards. To do this, make sure that they are submitted to relevant legal and regulatory authorities and standards bodies for scrutiny prior to subjecting them to public comment. As a preliminary test of the plan's practical application it is also good practice to set up a simple exercise among the members of the DOC management team³³ that will be responsible for the real-time implementation of the plan. Once this has been done and any final adjustments have been taken care of, the next step is to proceed with the requirements for a formal public participation process, in compliance with Chapter 4 of the Local Government: Municipal Systems Act No. 32 of 2000 (the 'Systems Act').

³³ The DOC management team comprises designated coordinators from the relevant agencies serving in the DOC who support the head of the centre with the real-time coordination and management of a disaster.

15. Action Step 12: Take the response and recovery plans through the public participation process

In this action step we will assist you to establish and manage the public participation process that must be followed before the district municipality finally adopts and commissions the plans.

Bear in mind that the more you consult with role players and stakeholders and the more they are involved in the drafting process, the fewer the amendments you will need to make between the first draft of your plan and the final adoption thereof. There is no statutory requirement for a district municipality to publish its disaster risk management plans in the provincial gazette and although it may seem to be the right thing to do, cognisance must be taken of the dynamic nature of disaster risk management plans and the administrative implications of having to publish frequent amendments. The alternative may be to publish a proclamation in the relevant provincial gazette of the date on which the plans become effective and tasking the relevant agencies with the implementation of the plans.

The process you should follow for public participation is outlined in two phases below.

Public participation process: Phase 1

Circulate the proposed disaster risk management plans for preliminary inputs and comments to

- all key personnel with disaster risk management responsibilities in the district (including in the DMA, if applicable) and in the local municipalities in the district;
- all other relevant stakeholders and role players in the district;
- the MDRMAF;
- relevant intergovernmental technical support structures;
- relevant municipal cluster, portfolio or standing committees;
- the District Intermunicipality Committee on Disaster Risk Management (DICDRM), the district intergovernmental forum and the Mayoral Committee (see Handbook 2, Action Step 2);
- the municipal council;
- the provincial disaster risk management centre; and
- disaster risk management centres of neighbouring municipalities.

In addition to circulating the draft plans, we strongly suggest that you approach the Executive Mayor for his or her support and approval to present the plans to councillors through the appropriate political forums.

Make sure that you circulate the same version of the drafts to all the role players and stakeholders. Allow a reasonable period of time for this phase; it is recommended that you allow at least six to eight weeks.

As comments and inputs are received, the CPT can start the process of collating and clustering them. In other words, the team should draw up a schedule so that each recommended amendment can be examined and compared with other comments. The points of agreement or disagreement should then be noted. In this way, it will be possible to assess whether there is a valid need to make amendments, whether to seek technical or legal advice on further amendments, or whether to pursue alternative avenues to deal with the recommended amendments. Any amendments to the draft should only be made once all the comments have been received and considered.

Make sure that the DMA, where applicable, and all the local municipalities in the district are included in the process of dealing with the inputs and comments.

It is very important to keep a record of how each recommendation was dealt with and what the rationale was for amending (or not amending) the relevant sections of the plan. This is necessary in case there are any repercussions later on.³⁴

Now the first draft is ready for the next phase – the official public participation process.

Public participation process: Phase 2

- Follow the public participation process in accordance with Chapter 4 of the Systems Act to obtain public comment on the first draft of the relevant plan.

Need help with preparing the notice and a poster advertising the public participation process for the district municipality's response and recovery plans? Then dip into the Template Folder.³⁵

- Once the comments have been received, process inputs and comments in the same way as was done in Phase 1.
- Once the amendments have been completed, final editing can take place.
- Submit the final draft of the plan to the municipal council for adoption.

Once the response and recovery plans have been adopted, there is a statutory responsibility on all role players and stakeholders to ensure implementation of the plans. It is the head of the centre's responsibility to direct, monitor and evaluate the implementation of the plans. Although there is no statutory requirement to publish the plans in the provincial gazette, we suggest that you consider at least publishing a proclamation of the date of commencement of the plans in the gazette.

³⁴ Template 20 (T 20): Pro forma A4 poster and newspaper advertisement calling for public comments on the disaster response and recovery plans for a district municipality.

³⁵ Template 20 (T 20): Pro forma A4 poster and newspaper advertisement calling for public comments on the disaster response and recovery plans for a district municipality.

16. Action Step 13: Distribute copies of the response and recovery plans

Copies of all approved and adopted response and recovery plans for a Level 3 and Level 4 response must be submitted to the NDMC, the provincial disaster risk management centre and all the agencies on your distribution list. The plans should be accompanied by a letter from the Executive Mayor tasking the relevant agencies with their responsibility for implementation. If you have published a proclamation notice then it should be included with the plans. It is wise to include a form for each agency to complete and return in which they acknowledge receipt of the plans. It is important to keep a record of the agencies the plans were sent to and their acknowledgement of receipt for future use.

The distribution of the completed plan is not the final step in the planning process. Each response agency in turn will have to develop its own operational plans so that it can carry out the responsibilities it has been assigned in the AHCP, the HSCPs and the FOPs (of the response and recovery plan for a Level 3 and Level 4 response). The same applies to the departments and other municipal entities in the local municipalities in the district who must complete their own response and recovery plans in accordance with the DM Act to enable them to fulfil their responsibilities for a Level 3 response. We will cover these extended planning activities later in Action Step 15 of this handbook. Before we do so, we need to discuss the mechanisms that need to be put in place to ensure that the plans that have been adopted remain relevant and current.

17. Action Step 14: Review, maintain and test the plans

It is the task of the Portfolio Manager, the CPT and the primary agencies to ensure that the response and recovery plans remain current and relevant and that they are adapted to the changing patterns of risk in the geographical area in which they are intended to function. The review and revision of plans should take place routinely on an annual basis. Make sure that you synchronise the timing of the review programme for your district municipality with the review programmes of your provincial disaster risk management centre and the NDMC.

In addition to the annual review, plans should be reviewed and revised following post-disaster reviews conducted in compliance with the NDMF after the occurrence of each significant event and disaster in the municipal area.

The best way to test the effectiveness of the response and recovery plans is through exercises. Full-scale simulations provide the best test, but they are expensive to do. As an alternative, we suggest that you set up table-top exercises. Start off with a simple communications exercise to establish how long it will take to alert all the members of the DOC management team. Follow it up with a second exercise to establish the 'turn-out time' of the team. In other words, in addition to summoning the management team to report to the DOC, keep a record of how long it takes each member to travel to the DOC. Then build up to a full-scale table-top exercise to test the workings of the DOC and the DOC management team. Invite independent evaluators to monitor the exercise and provide feedback. Consider testing your plans annually in this manner, after they have been reviewed and revised.

Important note:

You should never stage an unscheduled exercise without including and emphasising the phrase 'This is an unscheduled exercise' in the preamble to the call-out procedures! Failure to do so will have serious legal consequences!

18. Action Step 15: Develop and implement disaster risk management policy frameworks and plans in municipal departments, DMAs and entities in the district municipality

So far we have focused on the development of response and recovery plans that set out the arrangements for a district municipality as a whole to coordinate and manage disasters that occur or are threatening to occur in its area. These arrangements do not, however, cover the arrangements of each municipal department, DMA (if applicable) and other municipal entities to deal with the occurrence from the point of view of their functional areas.

The DM Act and the NDMF explicitly require each municipal organ of state (municipal departments, DMAs and other municipal entities) to prepare plans setting out contingency strategies and emergency procedures for its functional area. However, the requirements for disaster risk management planning by municipal organs of state set out in the DM Act and the NDMF extend far beyond contingency planning alone. The best way to ensure that all the requirements for disaster risk management planning are accounted for will be for each department, DMA (if applicable) and other municipal entity to first develop a disaster risk management policy framework for its functional area. This should then be supported by specific plans, programmes and projects for both risk reduction and response and recovery planning.

You will recall that in Handbook 2 of this series we dealt with the development of a disaster risk management policy framework for the district municipality and provided a template for creating the framework (see Template 7: Template for the development of a disaster risk management policy framework for a district municipality). The template makes provision for each municipal department, DMA (if applicable) and municipal entity to develop a disaster risk management policy framework for its functional area. We therefore recommend that you encourage and support departments, DMAs (if applicable) and entities in your district municipality to take this approach. For the sake of consistency, it is recommended that the framework follows the same structure as the NDMF.

Need help with the development of a disaster risk management policy framework for departments, DMAs and municipal entities? Then dip into the Resource Folder.³⁶

The next task after disaster risk management policy development is to guide and support the relevant departments, DMAs (if applicable) and municipal entities with the development of response and recovery plans for their functional areas. These plans are an extension of the district municipality's AHCP, the HSCPs and the FOPs and must set out the specific internal

³⁶ Resource Document 10 (RD 10): Guidelines for the development of a policy framework and for the designation of focal points for disaster risk management in municipal departments, internal units and other municipal entities in a district municipality.

operational/functional arrangements and procedures for the departments, DMAs (if applicable) and municipal entities and must include:

- their roles and responsibilities regarding emergency response and post-disaster recovery and rehabilitation;
- their capacity to fulfil their roles and responsibilities;
- where capacity is lacking, the plans must specify the mechanisms that have been devised to strengthen capacity to fulfil responsibilities;
- contingency strategies and emergency procedures in the event of a disaster; and
- measures that have been put in place to finance these strategies.

To ensure consistency, we have provided a standard format for the development of response and recovery plans for departments, DMAs and municipal entities in the district municipality.

Need help with the development of response and recovery plans for departments, DMAs or municipal entities? Then dip into the Template Folder.³⁷

³⁷ Template 23 (T 23): Guidelines for the development of operational response and recovery plans for departments, DMAs and other municipal entities for their functional area in a district municipality.

19. Action Step 16: Establish mechanisms for the incorporation of response and recovery plans into Integrated Development Plans

In terms of section 26(g) of the Systems Act, municipal disaster risk management plans are core components of municipal IDPs. The IDP guide envisages that the operational strategies of the disaster risk management plan in a typical IDP would comprise two to three pages. Although the disaster risk reduction component of the disaster risk management planning framework will be the dominant component, any risk reduction strategies identified in the response and recovery plans must also be integrated into the operational strategy of the district and local municipalities' IDPs and other frameworks such as SDFs.

Provision has already been made through representation on the CPT (in Action Step 3) for the various developmental planning agencies to participate in the response and recovery planning process. It is equally important, however, that the head of the centre identifies an individual who will serve as the domain specialist and represent the disaster risk management function on the relevant IDP and other developmental planning structures.

20. Action Step 17: Identify and gather relevant data during action steps 1–16 of Critical Outcome 2

Throughout this handbook, you have been reminded to ensure that all relevant data required for the Disaster Risk Management Information Management System (resource database) are identified and gathered simultaneously during action steps 1–16. (See also Critical Outcome 3 and Critical Outcome 4 of the Level 2 Disaster Risk Management Plan.) It is very important that you ensure that you use every possible opportunity during each action step to collect relevant data to populate the Disaster Risk Management Information Management System.

The collection of relevant data must be incorporated into the planning activities of all the technical task teams. Make sure that an individual is tasked with ensuring that all of the information contained in the findings of the disaster risk assessment are captured and that all the information and documents generated in the planning process are integrated into the information management system database.

Need more help with identifying the types of data that need to be collected? Then dip into the Resource Folder.³⁸

³⁸ Resource Document 12 (RD 12): Data requirements: Guidance on the types of data that can be collected during the process of achieving Critical Outcome 2 in district municipalities.

21. Conclusion

In this handbook, you have been guided through all the steps necessary to establish the platform for achieving the next critical outcome for a Level 1 Disaster Risk Management Plan for a district municipality, which will be covered separately in *Handbook 4: Developing the capability to generate a Level 2 Disaster Risk Management*.

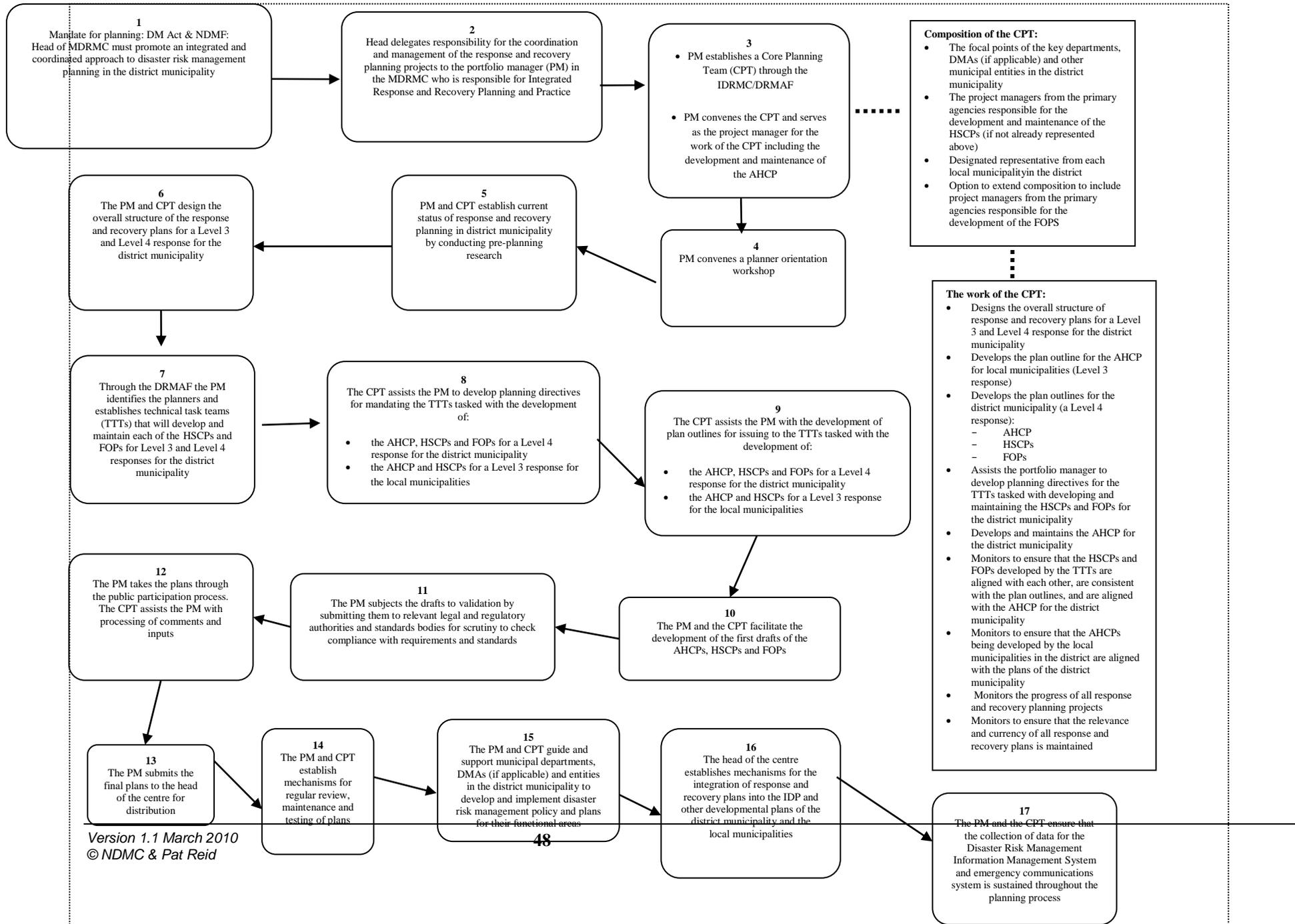
We suggest that, before you advance to the next stage of the process, you do a reality check against the key performance indicators for Critical Outcome 2.

Need help with your reality check? Then dip into the Template Jar.³⁹

Have you finished checking that all the key performance indicators of Critical Outcome 2 have been met? If they have been complied with, well done! Now you are ready to enter the next phase of the process by moving on to Handbooks 4 in the series. Handbook 4 will help you to develop the capability to generate a Level 2 Disaster Risk Management Plan.

Good luck!

³⁹ Template 21 (T 21): Key performance indicators for the achievement of Critical Outcome 2 of a Level 1 Disaster Risk Management Plan for a district municipality.



Appendix 2: Table of supporting materials for Handbook 3

<p align="center">THE SOUTH AFRICAN DISASTER RISK MANAGEMENT HANDBOOK SERIES HANDBOOK 3: DEVELOP AND IMPLEMENT RESPONSE AND RECOVERY PLANS FOR KNOWN PRIORITY RISKS (DISTRICT MUNICIPALITIES)</p> <p align="center">A handbook supported by the guidelines, templates, relevant statutes and best practice reference materials listed below:</p>									
The Jargon Folder (J)		The Statute Folder (S)		The Resource Document Folder (RD)		The Template Folder (T)		The Ready Reference Folder (RR)	
Contains relevant acronyms, definitions and explanations of core concepts		Contains relevant acts, policies, directives, frameworks and minimum criteria		Contains helpful advice and guidelines in the form of resource documents		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	
J 1	Consolidated list of acronyms, abbreviations and Acts	S 1	Constitution of South Africa, Act 108 of 1997	RD 7	Guideline for establishing multi-disciplinary technical task teams for disaster risk management planning in a district municipality	T 11	Guideline for a Multi-agency Response Management System (MARMS) in a district municipality.	RR 1	UNISDR: Living with risk. A global review of disaster reduction initiatives, 2004
J 2	Definitions	S 2	Local Government: Municipal Structures Act No. 117 of 1998	RD 8	The Disaster Risk Management Planning Framework: A conceptual framework to guide disaster risk management planning in district municipalities	T 12	Template to guide the development of a planning directive for the technical task team responsible for the All-Hazards Contingency Plan (AHCP) of a district municipality	RR 2	HPN Good Practice Review, No. 9, March 2004. Disaster risk reduction, by John Twigg
		S 3	Green Paper on Disaster Management, 1998	RD 9	Responsibilities of a disaster risk management focal point for a department, District Management Area or other municipal entity in a district municipality	T 13	Template to guide the development of planning directives for the technical task teams responsible for the Hazard Specific Contingency Plans (HSCPs) of a district municipality	RR 3	Hyogo Framework for Action, 2005
		S 4	White Paper on Disaster Management, 1999	RD 10	Guidelines for the development of a policy framework and for the designation of focal points for disaster risk management in municipal departments, internal units and other municipal entities in a district municipality	T 14	Template to guide the development of planning directives for technical task teams responsible for the Field Operation Plans (FOPs) for a district municipality	RR 4	UNISDR: Words into action. A guide for implementing the Hyogo Framework, 2007

The Jargon Folder (JF) Contains relevant acronyms, definitions and explanations of core concepts	The Statute Folder (SF) Contains relevant acts, policies, directives, frameworks and minimum criteria		The Resource Document Folder (RD) Contains helpful advice and guidelines in the form of resource documents		The Template Folder (T) Contains templates, examples of terms of reference, policy documents, scoping documents, plans, etc., some of which may be customised		The Ready Reference Folder (RR) Contains reference material; serves as a virtual library or archive	
	S 5	Local Government: Municipal Systems Act No. 32 of 2000	RD 11	Guidelines for developing mutual assistance agreements and memoranda of understanding for disaster risk management purposes in a district municipality	T 15	Template to guide the development of a planning directive for an All-Hazards Contingency Plan (AHCP) Technical Task Team for a local municipality	RR 5	DFID: Livelihoods approaches compared: A multi-agency review of current practices, by Karim Hussein, 2002
	S 6	Disaster Management Act No. 57 of 2002	RD 12	Data requirements: Guidance on the types of data that can be collected during the process of achieving Critical Outcome 2 (Develop and implement response and recovery plans for known priority risks) in district municipalities	T 16	Guideline for the development of a plan outline for an All-hazards Contingency Plan (AHCP) for a district municipality	RR 6	Emergency Management Australia Manual Series: Post Disaster Survey and Impact Assessment
	S 7	Notice of commencement of the Disaster Management Act No. 57 of 2002, Vol. 465, No. 26228, 2004	RD 13	A guide to response and recovery planning	T 17	Guideline for the development of plan outlines for Hazard-specific Contingency Plans for a district municipality	RR 7	Emergency Management Queensland: Operational Planning Guidelines for Local Disaster Management Groups
	S 8	National Disaster Management Framework, Government Notice 654 of 2005	RD 14	A step-by-step guide to assist the Impact Assessment Technical Task Team with the development of initial impact assessment procedures for inclusion in municipal response and recovery plans	T 18	Guideline for the development of plan outlines for Field Operation Plans for a district municipality	RR 8	UNDAC Field Handbook
	S 9	Intergovernmental Relations Framework Act No. 13 of 2005	RD 15	A guide to assist Humanitarian Relief (Mass Care) Technical Task Teams with the development of Field Operation Plans for the establishment and management of disaster relief centres	T 19	A standard format for developing a composite matrix showing primary and secondary agencies responsible for response and recovery planning activities	RR 9	USAID: Field Operations Guide

The Jargon Folder (JF) Contains relevant acronyms, definitions and explanations of core concepts	The Statute Folder (SF) Contains relevant acts, policies, directives, frameworks and minimum criteria		The Resource Document Folder (RD) Contains helpful advice and guidelines in the form of resource documents	The Template Folder (T) Contains templates, examples of terms of reference, policy documents, scoping documents, plans, etc., some of which may be customised	The Ready Reference Folder (RR) Contains reference material; serves as a virtual library or archive		
	S 10	National directive on the implementation and maintenance of the integrated National, Provincial and Municipal Disaster Management Project, Programme and Portfolio System. Issued July 2006. Rev 1		T 20	Pro forma A4 poster and newspaper advertisement calling for public comments on the disaster response and recovery plans for a district municipality	RR 10	FEMA: Guide for All-Hazard Emergency Operations Planning
	S 11	Disaster Risk Management Guidelines identified in the National Disaster Management Framework, 2005		T 21	Key performance indicators for the achievement of Critical Outcome 2 of a Level 1 Disaster Risk Management Plan for a district municipality	RR 11	FEMA: Federal Response Plan: Interim, 2003
				T 22	Template to guide the development of plan outlines for an All-hazards Contingency Plan (AHCP) and Hazard-specific Contingency Plans (HSCPs) for local municipalities.	RR 12	UNDP: Disaster Assessment Module
				T 23	Guidelines for the development of operational response and recovery plans for departments, DMAs and other municipal entities for their functional area in a district municipality	RR 13	MARMS: A Model for an Incident Management System for South Africa
						RR 14	World Bank: Introduction to damage reconstruction and needs assessment
						RR 15	The Sphere Project: Humanitarian Charter and Minimum Standards in Disaster Response