



Overstrand Municipality

Disaster Management Policy

*Approved by Council
29 October 2025*

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1. DEFINITIONS AND ACRONYMS

Climate Change	<p>Official Definition of Climate Change</p> <p>NASA's definition of climate change says it is "a broad range of global phenomena created predominantly by burning fossil fuels, which add heat-trapping gases to Earth's atmosphere. These phenomena include the increased temperature trends described by global warming, but also encompass changes such as sea-level rise, ice mass loss in Greenland, Antarctica, the Arctic and mountain glaciers worldwide; shifts in flower/plant blooming; and extreme weather events."</p>
Clinical Case	<p>A clinical case refers to a specific instance of a patient with a particular disease, condition, or set of symptoms that is being examined, treated, or studied by healthcare professionals.</p>
Disaster	<p>A progressive or sudden, widespread or localized, natural or human-caused occurrence which causes or threatens to cause death, injury or disease, damage to property, infrastructure or the environment; or disruption of a community; and is of a magnitude that exceeds the ability of those affected to cope using only their own resources</p>
Disaster Risk Management	<p>The systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards</p>
Emergency Operations Centres (EOCs)	<p>The Emergency Operations Centre is the physical location at which the coordination of information and resources takes place to support incident management activities. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services).</p>
Early Warning System	<p>The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss. A people-centred early warning system necessarily comprises four key elements: knowledge of the risks; monitoring, analysis and forecasting of the hazards; communication or dissemination of alerts and warnings; and local capabilities to respond to the warnings received.</p>

Hazard	A Hazard can be a potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydro meteorological and biological) or induced by human processes (environmental degradation and technological hazards). Hazards can be single, sequential or combined in their origin and effects. Each hazard is characterised by its location, intensity, frequency and probability.
Incident Command Post (ICP)	The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities.
Incident Commander (IC)	The Incident Commander is an individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site
Incident Command System (ICS)	A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.
IDP	Integrated Development Plan
Isolation	means separating a sick individual with a contagious disease from healthy individuals
JOC	Joint Operations Centre Means the physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. A JOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organisation within a jurisdiction. JOCs may be organized by major functional disciplines (eg fire, law enforcement, and medical services), by jurisdiction (eg National, Provincial, District or local), or some combination thereof.

NDMC	National Disaster Management Centre
PDMC	Provincial Disaster Management Centre
Quarantine	means the restriction of activities or separation of a person, who was or may potentially have been exposed, to COVID-19 and who could potentially spread the disease to other non-exposed persons, to prevent the possible spread of infection or contamination to healthy individuals.
Risk	The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazards and vulnerable conditions.
SAPS	South African Police Services
SRD	Social Relief Distress
Vulnerability	Means the degree to which an individual, a household, a community or an area may be adversely affected by a disaster.
Vulnerable Communities	Vulnerable Groups are defined as a part of the South African population that experience a higher risk of poverty and social exclusion than the general population. This sector requires effort to be made at all levels of policy planning and implementation to inform resource allocations amongst other things.
Informal settlement	Areas that have not been planned, surveyed or proclaimed, which develop in absence of government planning processes.
Informal Dwelling	Makeshift structure built but not approved by a local authority and not intended as a permanent dwelling.
Backyard Dwelling	A backyard dwelling is a secondary residential structure located within the yard of a formal housing plot, typically erected behind or adjacent to the main house. These dwellings may be informally or formally constructed and are often occupied by tenants, extended family, or informal settlers.

2. INTRODUCTION

The approach to disasters and therefore disaster management in South Africa has changed and is aligned with international trends. This was accomplished by adopting measures to reduce or prevent the risk of disasters by integrating risk reduction strategies into future development projects or plans (closing the gap between development and disasters) to create resilient communities rather than dealing with disasters once they occur. The Disaster Management Act, Act No. 57 of 2002 (hereafter referred to as the Act), provides for an integrated and co-ordinated Disaster Management Policy that focuses on preventing and reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post-disaster recovery.

The Overstrand Disaster Management Policy must be read in conjunction with the Act, National and Provincial Disaster Management Frameworks of 2005, respectively, as well as the Overberg District Municipality Framework. The policy allows for the establishment of disaster management organizational structures and capability at the municipal level.



Figure 1: Six Focal Areas of Disaster Management.

Disaster management is a continuous and integrated multi-sectoral, multi-disciplinary process of planning and implementation of measures aimed at prevention, mitigation, preparedness and recovery after a disaster.

This policy tends to establish a disaster management culture, which focuses on risk reduction and prevention, mitigation, response and recovery. This will require a dedicated effort by all directorates and all their members to develop a proactive stance towards risk reduction and a proactive disaster management culture.

What is required is an institutionalized practice of communication, consultation, and collaboration that unites all key stakeholders in order to establish and implement best practices in disaster management. Senior management support and Disaster Management leadership in the Overstrand will set the context for the successful institutionalization of appropriate integrated disaster management in the Overstrand Municipality.

3. LEGAL REQUIREMENTS

3.1 The Act, as well as the Disaster Management Framework of 2005, is very prescriptive with regard to the implementation of the disaster management function.

- 3.2 The Act requires, among others, that the municipality:
 - 3.2.1 prepare a disaster management plan for its area.
 - 3.2.2 co-ordinate the implementation of the plan with other role players.
 - 3.2.3 regularly review and update the plan.
 - 3.2.4 consult the local community on the preparation or amendment of the plan.
 - 3.2.5 integrate their disaster management plan with their IDP.
- 3.3 Local municipalities within the area of the district municipality must prepare their disaster management plans after consulting each other.
- 3.4 The Overstrand Municipality Disaster Management Plan must be prepared and executed in line with the National, Western Cape Provincial and Overberg District Municipal Disaster Management Frameworks.
- 3.5 A copy of the plan and any amendments must be submitted to the Disaster Management Centre's of Overberg District Municipality and Western Cape Province.

4. VISION

The vision of disaster management in the Overstrand Municipality is to ensure a safe, secure, sustainable and resilient environment that is conducive to socio-economic growth and development.

5. PURPOSE

The purpose of disaster management is:

- 5.1 To plan and execute disaster management operations in an integrated manner
- 5.2 To co-ordinate municipal resources through the assistance of line-function management.
- 5.3 To assist with the co-ordination and facilitation of district or provincial resources and/or other resources

6. AIM

Disaster management aims to identify, reduce, or prevent disasters from occurring. Furthermore, it seeks to minimise the impact of those that are unavoidable.

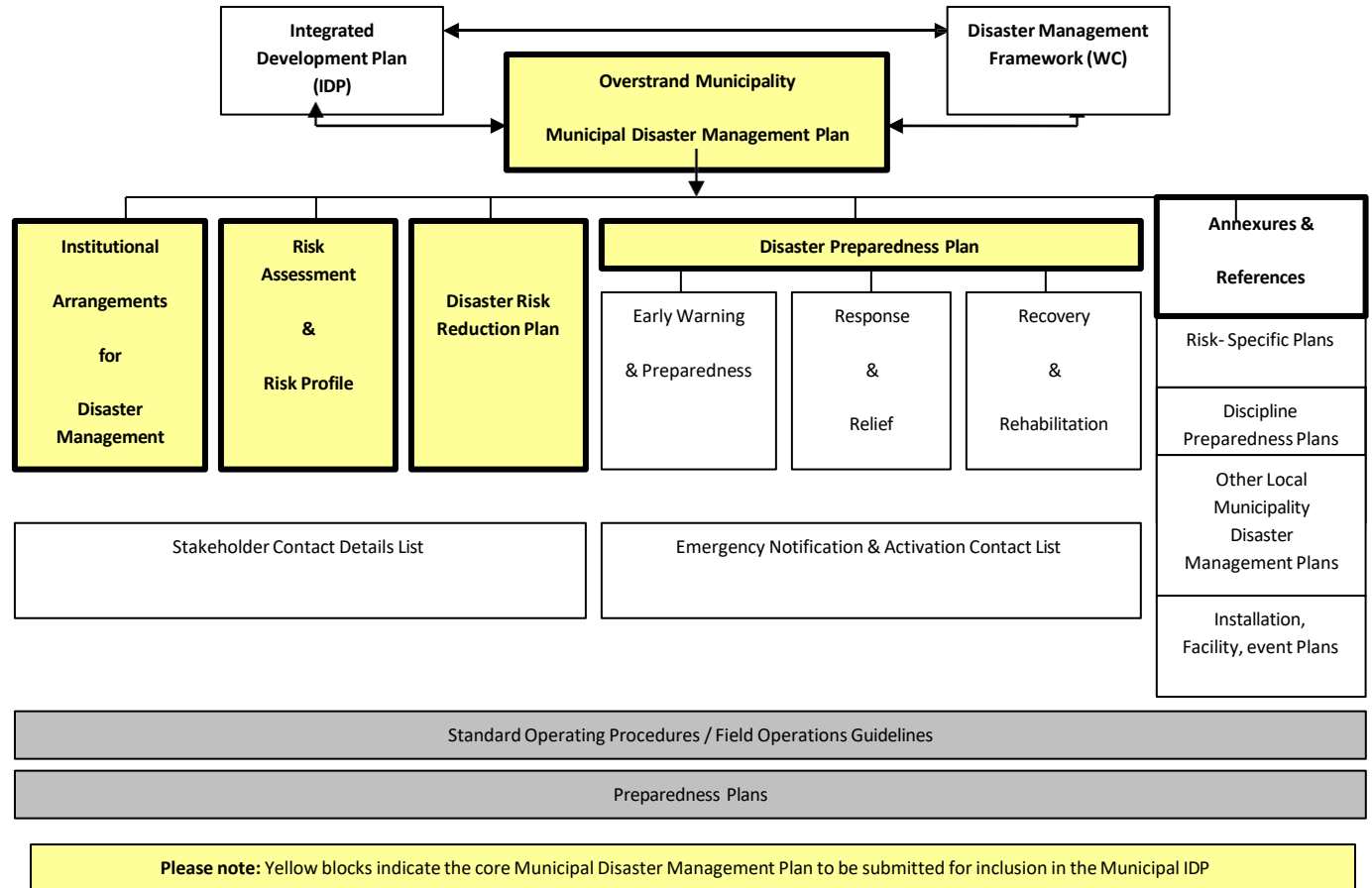
7. OBJECTIVE

The Objective of this policy is to co-ordinate the following functions:

- 7.1 Building of institutional capacity within the Overstrand Municipality.

- 7.2 Perform disaster risk reduction initiatives to ensure safer and resilient communities.
- 7.3 Ensure implementation of community safety programs and campaigns to promote safe, resilient and sustainable communities.
- 7.4 Establishing efficient and timely early warning systems.
- 7.5 Improving emergency preparedness in vulnerable communities.
- 7.6 Ensure appropriate response by relevant services to emergencies and disasters within the Overstrand Municipality.

8. STRUCTURE OF THE OVERSTRAND DISASTER MANAGEMENT PLAN



9. DIRECTIVES

9.1 The responsibility for reducing disaster risk, preparing for disasters and responding to disasters is shared among:

- 9.1.1 All departments and employees of Overstrand Municipality.
- 9.1.2 Overberg District Municipality.
- 9.1.3 Neighbouring local municipalities within the Overberg District.
- 9.1.4 All provincial and national organs of state operating within the borders of Overstrand.

9.1.5 All sectors of society within the municipality.

9.1.6 All the residents of Overstrand.

- 9.2** Although the Directorate: Municipal Public Safety of the Overstrand Municipality is assigned the disaster management function to direct and facilitate the disaster management process, it cannot perform the entire spectrum of disaster risk management activities on its own, therefore, directives will be developed for all directorates.
- 9.3** The Chief Fire, Rescue and Disaster Management of Overstrand Municipality is responsible for directing and facilitating the disaster risk management process. However, it should be noted that disaster management is not a line function, but an advisory coordination function.
- 9.4** Disaster risk management is everybody's responsibility and forms part of everyday activities. It is required that each Director be the nodal point for disaster management activities in that directorate. This directive will subsequently form part of their performance level agreement.
- 9.5** The disaster management activities performed within departments will include participating in disaster risk reduction strategies as well as preparedness and response.
- 9.6** The Chief Fire, Rescue and Disaster Management of Overstrand will quarterly update contact details of responsible directors and managers to ensure that the information in the Disaster Management Plan remains current.

10. APPROACH TO DISASTER MANAGEMENT

- 10.1** Overstrand Municipality will utilize early warning systems, strategic direction, command and control systems, risk assessment and risk reduction systems, education, training and awareness systems, response and recovery systems. The planning and execution of disaster management operations in the Overstrand area will be through its Emergency Operation Centre (EOC), Joint Operation Centre (JOC) or Incident Command Post (ICP) to optimize risk reduction efforts and ensure rapid response and recovery, as well as all related activities ensuing from such disasters.
- 10.2 Risk reduction project teams**
A multi-disciplinary project team will be convened to address and reduce a specific disaster risk. It will be coordinated by the primary role-player for that risk and supported by Disaster Management. The primary role-players for specific disaster risks, in collaboration with the Overstrand: Chief Fire, Rescue and Disaster Management will establish and manage risk-reduction project teams as required or requested.

10.3 Preparedness planning groups

A multi-disciplinary planning group will be convened to ensure a high level of preparedness for a specific disaster risk. It will be coordinated by the primary role-player for the risk and supported by Overstrand Disaster Management.

10.4 Joint response & relief management teams

These teams, normally flowing from a preparedness planning group, are multi-disciplinary teams that will be mobilized to deal with the immediate response & relief required during or immediately after major incidents /disasters. Response and relief teams will convene in the Emergency Operation Centre (EOC), Joint Operation Centre (JOC) or Incident Command Post (ICP).

10.5 Recovery and rehabilitation project teams

Project teams will be convened to manage recovery and rehabilitation after disasters /major incidents, on a project management basis. Disaster recovery and rehabilitation must focus on risk elimination or mitigation. Departments that are responsible for the maintenance of specific infrastructure are responsible for the repair or replacement of such infrastructure after disasters.

10.6 Overstrand Disaster Management Response Protocol

In the event that households are affected by a disaster or emergency incident, Overstrand Disaster Management will initiate a coordinated response, including on-site assessments and the mobilization of humanitarian assistance in collaboration with relevant provincial, district and municipal departments, as well as external stakeholders.

Particular support will be given to vulnerable communities, where immediate relief support may be required. In such cases, Overstrand Disaster Management will facilitate the distribution of basic emergency relief items, subject to stock availability.

To qualify for assistance, affected households must submit valid supporting documentation, which includes:

- A South African Identity Document, or
- A sworn affidavit confirming residency and impact

The following essential items may be issued as part of the relief package:

FEMALE DIGNITY PACK	MALE DIGNITY PACK	BEDDING
Face cloth	Face cloth	Mattress
Soap	Soap	Blankets
Roll on	Roll on	Pillows
Vaseline	Vaseline	Pillows cases
Toothbrush	Toothbrush	
Toothpaste	Toothpaste	
Sanitary Pads		

The Social Relief of Distress (SRD) report must be completed and submitted via email to the Overberg District Disaster Management Centre, the Department of Social Development (DSD), and SASSA. In addition, all relief items issued must be accurately recorded on the UNITI system for tracking and reporting purposes.

11. DEPARTMENTAL RESPONSIBILITIES

Departments must be responsible for specific hazards and disaster risks as a result of their core operating function.

Where a department has primary responsibility for a specific hazard, the department must play a guiding role in managing the risk for that specific hazard: The department will have to lead risk reduction as well as preparedness activities due to its expertise in the field

Overstrand Disaster Management can support such a department with advice, information, facilitation and coordination. The Chief: Fire, Rescue & Disaster Management will attend any relevant meetings as requested for the identification of disaster management mitigation projects and inputs.

11.1 Departmental Planning Groups

Planning groups must be established within directorates to deal with internal disaster management issues such as the compilation of departmental and contingency plans for facilities and services of the department. It is envisaged that the Director of the department, with its nodal point establish these planning groups.

11.2 Assignment of responsibility to deal with specific disaster risks

Departments that are responsible for specific services in normal conditions will remain responsible for such services during disasters, e.g. the engineering dept responsible for water or sewage will remain responsible for such services during disasters.

The declaration of a state of disaster and the coordination instituted during disasters do not absolve any agency of its assigned responsibilities.

12. OVERBERG DISTRICT MUNICIPALITY DISASTER MANAGEMENT ADVISORY FORUM

Overberg District Municipality has established a Disaster Management Advisory Forum as prescribed by section 51 of the Act. Meetings take place at least twice a year or as required. The main function of the District Municipality's Forum is to co-ordinate all disaster-related matters in the Overberg region

13. OVERSTRAND MUNICIPAL DISASTER MANAGEMENT ADVISORY FORUM

Overstrand Municipality will establish a disaster management advisory forum to coordinate strategic issues related to disasters in the Overstrand Municipal area. This forum will comprise the following functionaries:

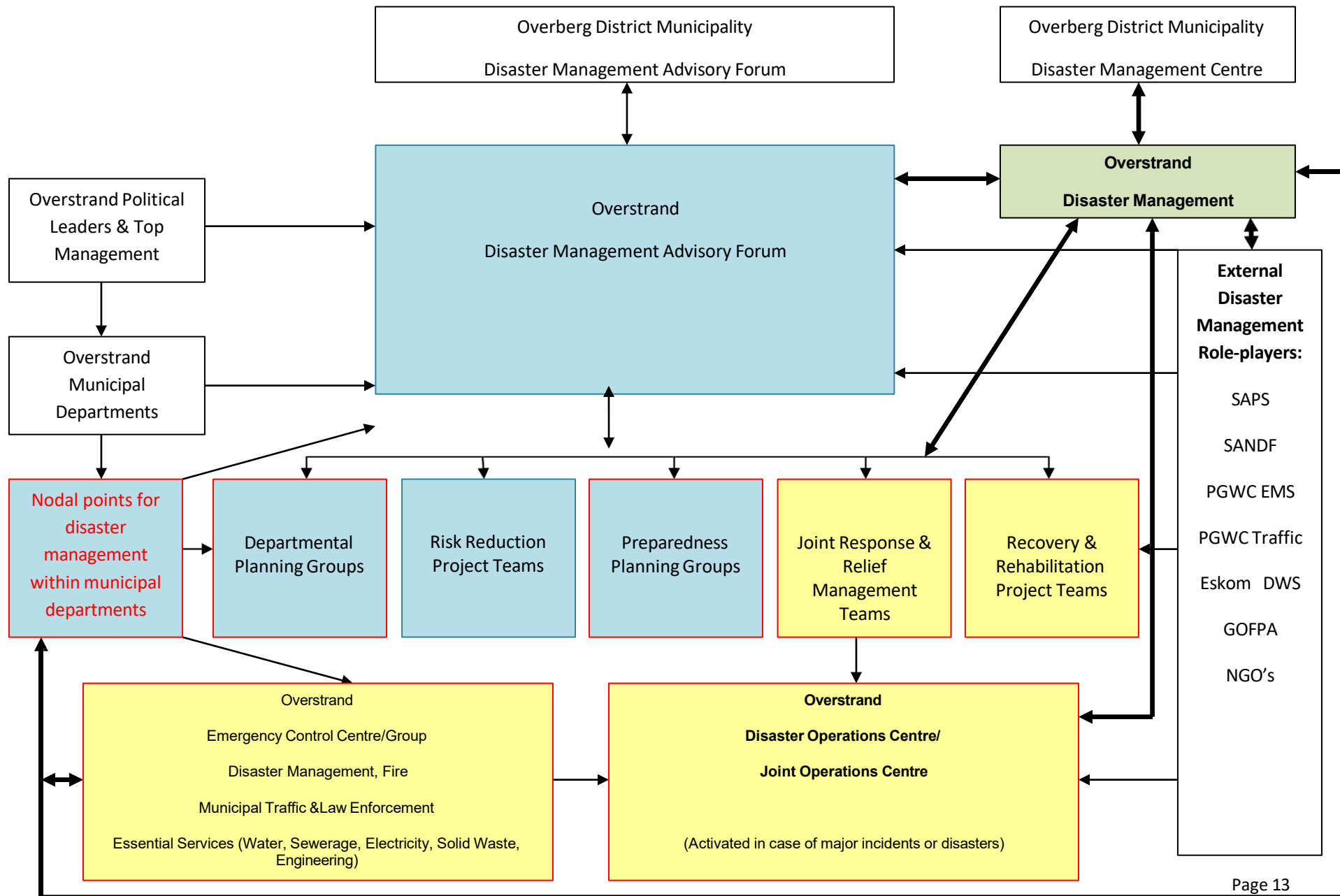
13.1 Municipal:-

Executive Mayor
Councillors
Municipal Manager
Internal Auditor
Chief Risk Officer
Director: Municipal Public Safety
Chief Financial Officer
Director: Corporate Services
Chief Engineer: Infrastructure Services
Director: Planning & Development
Director: Community Services
Chief: Fire, Rescue and Disaster Management
Chief: Law Enforcement Services
Chief: Traffic Services
Assistant Chief: Disaster Management
Principal Administrator: Incident Command Centre, Emergency Control and Support Services

13.2 External entities:

Local Hospitals
Local Clinics
Provincial Government: Western Cape: Disaster Management
Provincial Government: Western Cape: Emergency Medical Services
Provincial Government: Western Cape: Traffic Control
Provincial Government: Western Cape: Social Services
Provincial Government: Western Cape: Community Safety
South African Police Service (SAPS)
Ward Committees
Businesses
Animal Welfare Societies
Churches
Non-governmental Organisations
Network of Care (as listed)
Education
Private Ambulance Services
Private Security Services

OVERSTRAND: CORPORATE DISASTER MANAGEMENT STRUCTURE



14. DISASTER INCIDENT OCCURRENCE

The moment an incident is reported to the Overstrand emergency control room, the control room will inform the various line functions (Disaster Management, Fire Department, Traffic Department, Law Enforcement, Ambulance services and Police services etc) based on the emergency incident. The Chief Fire, Rescue and Disaster Management reports the incident to the Director :Municipal Public Safety, who will report the incident to the Municipal Manager.

15. ACTIVATION OF EMERGENCY OPERATIONS CENTRE

15.1 The Chief Fire, Rescue and Disaster Management or delegated official decides to activate the emergency operations room/centre. Upon activation, the incident commander will initiate an incident command system or unified command. The Incident commander will regularly report on the situation to the Chief: Fire, Rescue and Disaster Management to ensure that he remains fully informed of the overall incident status.

15.2 All municipal department heads will arrange for immediate assessment of the impact the emergency had on their particular function. All municipal departmental heads or delegated officials will report to the Planning Officer at the emergency operations centre on:

- 15.2.1 Life and property threatening situations.
- 15.2.2 Damage to infrastructure (e.g. water delivery, roadways, sewage, electricity, roads/bridges, housing, or any other industrial/commercial/institutions).
- 15.2.3 The need for auxiliary resources like specialist equipment.
- 15.2.4 Assistance from non-government organizations or other organizations.
- 15.2.5 Long- or short-term implications of the emergency on the affected community, municipality or municipal services.

15.3 Information collected by the Planning Section Chief at the Emergency Operations Room/Centre will be disseminated to the Operational Section Chief for immediate emergency response or mitigation operations. The Public Information Officer and Media Liaison will form part of the incident command structure and must be present or represented in the emergency operations room/centre.



Figure2: Steps for the managing of crisis information

Step 6: The affected local municipality will take a council resolution with regard to the declaration of a local disaster.

Step 7: The local municipality will submit a council resolution to their District Disaster Management Centre.

Step 8: If the District Disaster Management Centre supports the decision, they will forward their council resolution, together with that of the local municipality, to the PDMC.

Step 9: The PDMC will assess the situation in order to support / or not to support the request for a declaration.

Step 10: The PDMC will recommend or not recommend the declaration process to the Provincial Cabinet.

Step 11: The PDMC will submit the Cabinet recommendation to the National Disaster Management Centre (NDMC) for classification.

16.2 Irrespective of whether a local state of disaster has been declared or not, the municipality is primarily responsible for the co-ordination and management of local disasters that occur in its area.

16.3 Whether or not an emergency is determined to exist, municipal and other agencies may take such actions under this policy as may be necessary to protect the lives and property of the inhabitants of the municipality. If a local state of disaster has been declared, the Council may make by-laws or issue directions, or authorize the issue of directions to:

16.3.1 Assist and protect the public.

16.3.2 Provide relief to the public.

16.3.3 Prevent or combat disruption.

16.3.4 Deal with the destructive and other effects of the disaster

17. DISASTER CLASSIFICATION PROCESS

Step 1: The NDMC will communicate the decision on the classification (i.e. local, district or provincial) to the PDMC.

Step 2: The PDMC will communicate the classification outcome to the District and Local Municipality.

Step 3: The local municipality will take responsibility for gazetting the classification.

In the event of a local disaster, the municipal council may, by notice in the provincial gazette, declare a local state of disaster if existing legislation and contingency arrangements do not adequately provide for the municipality to deal effectively with the

disaster, or other special circumstances warrant the declaration of a local state of disaster.

18. AMENDMENTS / UPDATES

New amendments or updates will be added to the Amendments and Updates Listing below and it is the responsibility of the individual to regularly check the currency of their Plan copy.

Proposals for amendment or additions to the text of this Plan should be forwarded to:-

Chief: Fire, Rescue and Disaster Management

L. Smith

Telephone: (028) 313 5041

E-mail: lestersmith@overstrand.gov.za

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