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<td>Management</td>
<td>Key Performance Indicator</td>
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<td>IDDR</td>
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<td>Acronym</td>
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<td>IMTT</td>
<td>Inter-Ministerial Task Team</td>
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FOREWORD BY THE MINISTER

Dr Nkosazana Dlamini Zuma, MP
Minister of Cooperative Governance and Traditional Affairs

As the Executive Authority in the Department of Cooperative Governance (DCoG), I present the annual report for the 2019/20 financial year for the National Disaster Management Centre (NDMC) in compliance with Section 24(2) of the Disaster Management Act, 2002 (Act No. 57 of 2002) (DMA). In this report, I present a high-level overview of the programmes and activities which were undertaken by the NDMC for the period under review. I also reflect on the progress made by the NDMC in promoting an integrated and coordinated system of disaster management, with special emphasis on planning for prevention and mitigation by all spheres of government and other stakeholders involved in disaster management.

During the commemoration of the International Day for Disaster Reduction (IDDR) 2019, I highlighted the impact of some extreme weather conditions, which included four devastating tornadoes from severe thunderstorms in the KwaZulu-Natal province. Sadly, these tornadoes resulted in twenty-nine (29) fatalities, 1878 homes being destroyed and damaged in various district municipalities within the province. This extreme weather followed a series of other torrential storms that led to devastating floods that severely affected parts of the Eastern Cape (EC), Free State (FS) and KwaZulu-Natal (KZN) Provinces earlier in April 2019. Overall, these floods claimed 90 lives and left a trail of destruction in their wake.

As we are living in an era characterised by rapid urbanisation, climate change and global warming, these changes in society result in increasing occurrences of both natural disasters (drought, flooding, and storms) and human induced disasters (veld fires), not only in South Africa but throughout the world. It is important to indicate that these disasters hit hardest at local community level where there is a direct potential to cause loss of life and disruption in the functioning of the community, posing social, economic and environmental hardships. Therefore, our efforts must go into building community resilience to ensure that people are safe against potential disasters, risks and hazards. This is in line with the objectives of global agreements such as the Sendai Framework for Disaster Risk Reduction, 2015 – 2030 (SFDRR) which advocates for “Investing in Disaster Risk Reduction for Resilience” and the Hyogo Framework for Action’s (2005 –
2015) which focuses on “Building the Resilience of Communities and Nations to Disasters”.

Notwithstanding these objectives the emergence of the Novel Coronavirus in Wuhan China in December 2019, which subsequently spread across the globe, set off the largest pandemic in living memory. On 15 March 2020, the COVID-19 pandemic was classified as a potential national disaster and a national state of disaster was declared following a Cabinet meeting. President Cyril Ramaphosa on the same day addressed the nation and announced that Cabinet has taken “urgent and drastic measures to manage the disease, protect the people of our country and reduce the impact of the virus on our society and on our economy. This will enable us to have an integrated and coordinated disaster management mechanism that will focus on preventing and reducing the outbreak of this virus and to set up emergency, rapid and effective response systems to mitigate the severity of its impact.” The President also announced the establishment of the National Coronavirus Command Council (NCCC).

As the responsible Minister for the administration of the DMA, following Cabinet’s decision, I issued Regulations, Directives and authorised other Ministers to issue Directions to activate and implement various measures to alleviate, contain and minimize the effects of the pandemic. This meant that the 2019/20 financial year ended with the imminent and unimaginable impact and challenges posed by the COVID-19 pandemic. Our country, like many others in the world went into a lockdown period to curb the spread of the disease and to enable government to not only prepare our healthcare facilities optimally but also to establish field hospitals and quarantine sites.

The national state of disaster enabled all spheres of government to make the necessary adjustments to their programmes and make resources available. For example, the DCoG, through the NDMC at the end of the 2019/2020 financial year, from the Provincial Disaster Relief Grant (PDRG) allocated an amount of R466.3 million to the Departments of Health in all provinces for response measures to the effects of COVID-19 pandemic. The funds were meant for the procurement of personal protective equipment and ventilators. In addition, an amount of R150.97 million was transferred to municipalities from the Municipal Disaster Relief Grant for intervention measures to address the effects, especially around sanitation, waste management, decontamination of specific selected public spaces, personal protective equipment, hygiene products and quarantine sites for those that cannot do so safely at home. Furthermore, National Treasury gave the Department approval for municipalities to reprioritise anticipated underspending from their 2019/20 Municipal Infrastructure Grant allocations to deal with the impact of COVID-19. The reprioritisation of the Municipal Infrastructure Grant funds culminated in 344 projects valued at R1.6 billion.

I believe that solutions that went into managing the pandemic across the sector elevated and inspired awareness and aggressive investment into planning and mitigation initiatives. As a disaster, COVID-19 highlighted the urgent need to imagine a sound and comprehensive risk management regime, which underscored the need for mainstreaming Disaster Risk Reduction (DRR) at every level of society. Given that disaster management is a shared responsibility, all sectors and spheres of government should work together to include risk reduction in all development action to make sure hazards of all kinds are minimized. In as much as the DMA proved to be a powerful legislative instrument to manage
the COVID-19 disaster across all sectors, it can and must also be used to build resilience and instil the principles of risk reduction across all organs of state. As such disaster management is also one of the key functions which must be integrated into the implementation of the District Development Model (DDM).

The prevalence and intensity of disasters globally presents an opportunity for countries to assess the implications (evaluation of policies and programmes) of disasters, especially for vulnerable areas and people. Furthermore, the dynamic nature of mainstreaming DRR processes presents an opportunity for enhancing development planning (i.e. Land Use Management Policy) and implementation for maximum impact. This therefore calls for a renewed approach to the conception and implementation of the National Sustainable Development agenda. This is crucial because the mainstreaming of DRR has a potential to ensure the social protection of women, children, the elderly, people with disability and other vulnerable groups against vulnerability and risks.

History has taught us that the COVID-19 Pandemic was not the first, and probably won’t be the last global pandemic. As such, the project of mainstreaming DRR cannot be ignored nor postponed and should be strengthened as part of the solutions package going forward. Embracing this approach will ensure that all stakeholders invest in proactive activities such as planning (preparedness) and mitigation (response) for disasters. Lastly, the ever-rising costs associated with disaster management, especially at the end of the 2019/20 financial year, necessitates the need to make disaster management everybody’s concern and business.

The DDM puts local government at the centre of consolidation of resources for community resilience against disaster risks and maximum impact on recovery and rehabilitation. Once again, I am confident that the NDMC is proactive, fully engaged and a leader in innovation for effective disaster management in the country.

Dr Nkosazana Dlamini Zuma, MP
Minister of Cooperative Governance and Traditional Affairs
The Annual Report of the NDMC provides government and society at large the opportunity to reflect on the country’s progress made in the year under review in managing disasters that occurred and our risk reduction efforts to decrease societal vulnerability and increase our resilience to disasters. It also provides us the opportunity to look into the future and reflect on how global and continental risk is in fact changing to provide us with the appropriate levels of insight to review our programmes where required to deal with this change.

In this regard, the Global Risk Report by the World Economic Forum highlights environmental risks such as extreme weather events, natural disasters and the failure to respond to climate change effectively, as among the top risks to the globe in terms of impact and likelihood. Climate change was ranked first by the Global Risks Perception Survey respondents as an “underlying driver of developments in the global risks landscape”.

The South African economy is dependent on primary sectors such as agriculture and mining, particularly minerals extractives, which are natural resource dependent and energy intensive, with energy generation being very important as it is also subject to climate variability and change. Therefore, changes in climate are predicted to exacerbate these challenges, as increased temperatures, rainfall variability and increased coastal storms and a rise in sea level will have direct impacts on South Africa’s natural resources and infrastructure, affecting food security and health, threatening water and coastal resources and impacting development. These impacts will be especially felt by the poor as they will be more exposed to them and have fewer resources to cope with the impacts. The country in response, has over the last decade developed the National Climate Change Response Policy (NCCR), the Climate Change Bill and the National Climate Change Adaptation Strategy which find traction in Priority 5 (Spatial transformation, human settlements and local government) of the Medium Term Strategic Framework which focuses on four interrelated outcomes, namely greenhouse gas emission reduction, municipal preparedness to deal with climate change, a just
transition to a low carbon economy and improved ecological infrastructure. Building the capacity of municipalities to implement, amongst other things, climate change programmes is a key aspect in responding to climate change for South Africa.

The Global Risk Report also reflects on how changes in societal, environmental, demographic and technological patterns have impacted health systems. It posits that non-communicable diseases – such as cardiovascular disease, diabetes and mental illness – have replaced infectious diseases to a large extent as the leading cause of death. The societal cost pressure of managing these chronic diseases adds to the challenges. Apart from this, what is important to note is that the report indicates that progress made in the management of pandemics is also being undermined by societal vaccine hesitancy and drug resistance, making it increasingly difficult to land the final blow against some of humanity’s biggest killers such as Tuberculosis, Malaria, Measles, Yellow Fever, Chicken Pox etc. The emergence of novel viruses such as the Coronavirus, responsible for the COVID-19 pandemic, which undoubtedly will have significant impact the world over, cements a conclusion of the report that as existing health risks resurge and new ones emerge, past successes in overcoming health challenges are no guarantee of future results unless governments and societies work better together to implement programmes aimed at increasing resilience and decreasing vulnerability to health-related risks.

Government is acutely aware of two structural challenges that hamper service and programme delivery, particularly at local government level. The first challenge is the inefficient silo and disjointed functions between national, provincial and local government which have resulted, among other factors, in inadequate responses to service delivery challenges, slow reactions to environmental emergencies (like drought, floods) and the collapse, in some areas, of basic municipal infrastructure services. The second challenge is the growing social distance between citizens and communities and their public institutions and civil service. The outcomes of this distance, between public representatives and communities, is evident in increasing service delivery protests that sometimes result in, or mushroom into, wanton infrastructure destruction.

In response to these challenges, the DDM was developed and launched to improve the coherence and impact of government service delivery with a focus on the 44 Districts and 8 Metros around the country as development spaces that can be used as centres of service delivery and economic development. Under the DDM, all three spheres of government coordinate and integrate development plans and budgets and mobilise the capacity and resources of government and civil society, including business, labour and community, in pursuit of inclusive growth and job creation.

A recent report by the Auditor-General has identified that municipalities are “crippled by debt and unable to pay for water and electricity; have inaccurate and lack lustre revenue collection; have expenditure that is unauthorized, irregular, fruitless and wasteful; and have a high dependence on grants and assistance from national government.” Within this context and the impact of the COVID-19 pandemic, a multi-faceted problem requires a multi-faceted and all-government approach. In this regard, we will be working, amongst others, to have a people-centred approach to stabilisation; resolve financial problems using project planning and discipline; manage and protect the assets
of municipalities through interventions made by Cooperative Governance and Traditional Affairs (COGTA) in terms of sections 154 and 139 of the Constitution; improve intergovernmental monitoring and support interventions; improve revenue enhancement in municipalities etc. Much of this work has already started through the launch and rollout of the DDM.

The DMA in sections 25, 38, 39, 52 and 53 places an explicit responsibility on organs of state in the national provincial and local sphere to develop and implement a Disaster Management Plan (DMP) and submit such to the NDMC (amongst others). These plans and their implementation should encompass strategies to prevent and reduce the risk of disasters; mitigate the severity or consequences of disasters; facilitate emergency preparedness; ensure rapid and effective response to disasters and post disaster recovery and rehabilitation. Apart from putting measures in place to deal with disaster management, a DMP provides important considerations for development planning in a municipality. This includes conducting a disaster risk assessment, identifying and mapping risks, areas, ecosystems, communities and households that are exposed or vulnerable to physical and human induced threats and to provide measures and indicate how organs of state will invest in DRR and Climate Change Adaptation (CCA), including ecosystem and community-based adaptation approaches.

It is also acknowledged that disaster risk and its relation to sustainable development is often not identified, accessed and communicated adequately to all stakeholders. In the context of the “District One Plan”, it is therefore of utmost importance to coordinate and align the implementation of the DMP of the district / metro with those of other organs of state and institutional role-players. In our quest to protect communities at risk and build resilient communities, the NDMC (supported by DCoG DDM provincial teams) will focus its intervention and support on ensuring that municipalities have integrated DMPs and that there is adequate considerations of disaster risks in sector plans.

Against this background, the role of the NDMC in the DDM is to work with stakeholders across the spheres of government and other role players to promote the implementation of disaster management programmes in each of the 44 DMs and 8 Metro’s that seek to:

• Reduce disaster risks including those associated with climate change;
• Prevent the development of new disaster risk;
• Enhance preparedness and mitigation;
• Build resilience of communities,
• Ensure quick response and recovery; and
• Implement reconstruction aimed at ‘building-back-better’.

Given that disaster risk knows no boundaries, in line with priority 7 of the MTSF (A better Africa and World), the NDMC is work with the SADC structures to promote and deepen integration, and coordinate and expand delivery on disaster management. In this regard, SADC have established a committee of ministers to reflect on, amongst others, the implementation of decisions; the regional preparedness and response strategy 2016 – 2030; a SADC green climate fund; report on the implementation of the climate change strategy and action plan; report on the challenges and recommendations in terms of climate related disasters; and on the integration of the SFDRR in the SADC programmes.
By taking this approach, both within the country and within SADC, disaster management is mainstreamed in and across the spheres of government and the region, which not only improves the likelihood of achieving our goals to reduce risk, increasing resilience and reducing vulnerability, but also improves our ability to respond to disasters more effectively when they do occur.

Mr Parks Tau, MP
Deputy Minister of Cooperative Governance
In the spirit of strengthening cooperative governance as defined in Chapter 3 of the Constitution (1996), the DCoG develops policies and legislation, monitors and reports on the implementation thereof. In addition, as a learning organization, DCoG advocates for evaluation and learning, which naturally culminates in the generation of innovation and new insights that inspire evidence-based adjustments and improvement to planning and execution of programmes. This report is consolidated and presented in this context.

As the 2019/20 financial year ended, the world was confronted with the real test of a global pandemic, which required extreme adjustments in all spheres of governance. As anticipated, the impact of COVID-19 disrupted the pace and nature of development across the world. At global level, this necessitated the recognition and acceleration of efforts towards the mainstreaming of DRR. In practical terms, at international level, the efforts to reduce disaster risks and systematically integrate them into policies, strategies, plans and programmes for sustainable development is set out in amongst others the Sustainable Development Goals (SDGs) the Sendai Framework for DRR and other agreements dealing climate change, drought and decertification and biodiversity.

The effects of the COVID-19 pandemic made the aspirations of these agreements more relevant and vital than ever. This pandemic is a stark reminder that any recovery that fails to address the causes of our present vulnerabilities condemns us to more acute crises in the future which is unsustainable. Given that the goal of the SFDRR is to prevent new and reduce existing disaster risks, this pandemic has effectively placed the mainstreaming of DRR at the top of governance and administration agendas. As such, efforts should be made to guarantee an effective reduction in the vulnerability of communities and in the promotion of sustainability of our economies.

South Africa’s response to COVID-19 require functional and effective institutional structures across all spheres of government. These structures plays a critical role in coordinating the country’s response to COVID-19. As a Ministry, through the NDMC, the DCoG was called upon to activate its Disaster Operations Centre (DOC) to coordinate provincial and local government responses to the COVID-19 across the country. The DOC interacts with the Provincial Disaster Management Centres (PDMCs), the Provincial Coronavirus Command Councils (PCCC) led by Premiers,
and District/Metro Coronavirus Command Councils led by Mayors. All districts and metros activated their Disaster Management Centres (DMCs) to coordinate responses to the COVID-19 outbreak.

This pandemic also highlighted the urgent need for the ongoing implementation of the SFDRR in that it promotes that investments should be directed towards DRR for resilience. Thus, putting DRR at all levels of governance is essential, especially in local government. In other words, this is mainstreaming disaster risk considerations which, should feature in planning procedures for major infrastructure projects, including the criteria for design, approval and implementation of such projects and considerations based on social, economic and environmental impact assessments. Building codes, standards, rehabilitation and reconstruction practices should be fully embraced in all spheres of government.

The announcement of the DDM, where disaster management planning plays a key role, was the catalyst and opportunity for enhancing the speed at which DRR could be implemented within local, district and metropolitan government systems. This is practical in that DRR requires political support, financial commitment and the engagement of all actors involved. As such, there is fuller alignment and synergy from the NDP, the Medium Term Strategic Framework (MTSF), Provincial Government Development Strategies, District Plans and Integrated Development Plans (IDPs). In terms of the DMA, each organ of state must prepare and submit to the NDMC a DMP which include key aspects such as institutional structures in place, risk assessment, risk reduction, preparedness and response. It is clear that such an alignment will mitigate the likelihood of ineffectiveness, inefficiency and poor outcomes.

A collective pursuit of securing resilient communities is aligned with the spirit of pursuing cooperative governance goals, values and principles of the department. Going forward, all urban and rural programmes, an institutionalized embrace of sustainable development principles and practice present real opportunities and instruments for the country to make serious strides in achieving collective socio-economic outcomes. Furthermore, with the strategic initiative of the DDM, all State agencies are called upon to mobilize their resources (human, technology and finances) to plan and execute planned targets for outcomes to have impact at local level.

Lastly, in terms of investing and planning for resilience, COVID-19 has taught us that the management of disasters should be everyone’s business in practice. Investing and planning for resilience implies that efforts should be put into securing sustainable critical infrastructure, i.e. electricity, health care, telecommunications, transportation, water supply, food supply, physical structures such as hospitals and clinics, schools, fire services, police and public administration services, etc. in place. This means that the implementation of instruments such as the Critical Infrastructure Protection Act, 2019 the National Infrastructure Plan (2012) and a cohort of others should be aligned to the current and future demands of DRR.

In the ever-changing context of governance, as an organization, the NDMC is dependent on the cohesion of its stakeholders, negotiated focus and collective synergy in the pursuit of its objectives. To this end, I would like to extend my appreciation to the servant leadership, diligence and commitment of the staff of the NDMC in the provision of disaster management services across the country in the period under review.

Ms Avril Adelle Williamson
Director-General: Department of Cooperative Governance
OVERVIEW BY THE HEAD OF THE NATIONAL DISASTER MANAGEMENT CENTRE

In line with the legislative provisions and obligations of promoting an integrated and coordinated system of disaster management in the country, the NDMC through strategic collaboration and partnerships is hard at work executing its programmes to ensure that the desired outcomes are achieved, and impact is realized against the set targets. This report provides a high-level update on strategic initiatives and a summary of achievements from planned projects in the 2019/20 financial year.

From the recent events across the globe, especially on the African continent, it is clear that disasters continue to have a negative impact in the region. Common hazards that cause persistent damage on loss of life in Africa include drought, floods, earthquakes, epidemics, as well as environmental degradation and human induced disasters. With climate change and the intensity of hydro-meteorological hazards, the region is more vulnerable to such threats and they are increasing due to uncontrolled urbanization, unplanned human settlements, unsustainable land use and infrastructure stress brought on by urban decay. There is an urgent need for a common agenda in the region for building coping capacity and resilience of communities. All of this has implications for the country and the NDMC is mobilising its resources in meeting these challenges to ensure that the relevant skills and infrastructure are secured and projects are undertaken to address these challenges.

The outbreak of the COVID-19 pandemic underscored the fact that the country, like the rest of the world is at risk from a wide range of natural, technological and environmental hazards that can lead to disasters such as floods, major fires, tornadoes, major oil spills and even earthquakes. The 2019 Global Assessment Report underscores this paradigm but posits that Earth is one system (in fact a system of systems) and that a typology of risk exist where the realisation of risk (through failing infrastructure, financial crisis, food insecurity, species extinction etc.) in a particular context (hazard, exposure and vulnerability) drives poverty, environmental degradation, urban decay etc. By addressing these aspects one addresses not only reduce societal pressures but also the root causes of disaster risk and the severity of its impact.

This requires intensifying efforts not only in South Africa but including within
our neighbouring countries, as potential dangers sometimes lie across the border. Proactively, the NDMC embarks on collaborations and partnerships which are meant to guarantee effective coordinated international response, especially on emerging issues of mitigating the impact of climate change, DRR, poverty and growing youth unemployment. In line with the provisions of the DMA and the National Disaster Management Framework, 2005 (NDMF), the NDMC oversees the establishment and functioning of the institutional structures and forums.

**IMPROVING DISASTER MANAGEMENT PLANNING**

As part of improving disaster management planning throughout the country, the DCoG/NDMC, invests in DRR strategies, plans and programmes that enhance understanding of and address disaster risks and disaster-induced mortalities. This understanding is sure to strengthen disaster risk governance and investment in DRR which will ultimately reduce the number of mortalities and enhance disaster emergency preparedness, rehabilitation and reconstruction.

To enhance alignment of DMPs across all spheres, in December 2015, the DMA was amended to explicitly respond to climate change. This amendment requires each organ of state to prepare a DMP within its functional area to include the impact and risks to climate change. It further requires that organs of state indicate how they will invest in DRR and CCA, including ecosystem and community-based approaches.

**KEY INTERNATIONAL ENGAGEMENTS**

From 6 to 12 July 2019, the International Environmental Systems Research Institute User Conference and Safety and Security Summit was held in San Diego, USA. This conference was an opportunity to showcase the latest technology improvements of the Environmental Systems Research Institute (ESRI) software platform as well as provide training and give user presentations that share best practices. The conference was attended by ESRI subject matter experts, developers, industry leaders and more. As part of the ESRI conference, there was a pre-conference Safety and Security Summit arranged for ESRI users with an emergency disaster management background. The NDMC uses the ESRI software platform as its primary spatial software tool. This conference in 2019 provided a reference check for the NDMC and the opportunity to make of further improvements. Additional functionalities like big data capabilities, mobile applications and multiple tools now form part of the core software capabilities of the ESRI software platform and will benefit the DCoG.

From 3 to 5 September 2019, the “Sendai Framework Monitor (SFM) Peer Learning Workshop was held on Data Collection for Reporting and Policy-making”. It comprised 13 modules developed around various topics related to the in-country arrangements needed to institutionalise the gathering of disaster loss data and to report such information using the SFM. Attendance at this workshop empowered the NDMC to improve local disaster resilience and ensure effectiveness in development planning.

From 23 to 25 October 2019, the Annual Meeting of the on Africa Europe Middle East Regional International Search and Rescue Advisory Group (INSARAG) was held in Poggioreale and Palermo, Italy. The INSARAG provides policy makers, team
leaders and governmental representatives among others, a platform to exchange information about technical and political Urban Search and Rescue (USAR) issues in the INSARAG context.

From 28 October to 01 November 2019, the 7th International Wildland Fire Conference was held in Campo Grande, Brazil. The main aim of the conference was to facilitate the sharing of knowledge and expertise in wildland (landscape) fire policies, research, management and capacity building. Such an international forum strengthens the abilities of individual nations to reduce the negative impacts of landscape fires on the environment and humanity. Furthermore, it advances knowledge and application of the ecological and environmental role of natural fire in fire-dependent ecosystems and the sustainable application of fire in land-use systems.

From 03 to 07 February 2020, the Humanitarian Networks and Partnership Week (HNPW) was held in Geneva, Switzerland. This is an international forum that gathers participants from the United Nations (UN), Non-Governmental Organisations (NGOs), Member States, the private sector, the military, academia and beyond to discuss and solve common challenges in humanitarian affairs. During the meetings and consultations, attendees shared their expertise, and collaborations on best practices to address shared problems. The NDMC is the Country Focal Point (CFP) for INSARAG and United Nations Disaster Assessment and Coordination (UNDAC) and, amongst others, NDMC members attended the UNDAC board meeting and the INSARAG Steering Group meeting. INSARAG and UNDAC can be used during a disaster to augment the response effort of Local Emergency Management Agencies to increase effectiveness and efficiency of providing humanitarian assistance across the globe by all stakeholders.

From 18 – 21 February 2020 1st Southern African Development Community (SADC) meeting of the Committee of Ministers responsible for Disaster Management took place in Zanzibar, Tanzania. The meeting was a precursor, and will inform 15 decisions of the impending meeting of the SADC Council of Ministers to be held from 13 – 17 March 2020 in Tanzania. During the engagements the following aspects were considered. The implementation of council decisions; the proposed review of the regional preparedness and response strategy 2016 – 2030; the Green Climate Fund; the report on the implementation of the climate change strategy and action plan; the report on climate related disasters – challenges and recommendation and the report on the integration of the Sendai Framework for DRR in the SADC programmes.

**DROUGHT AND WATER SCARCITY**

Dating back to 2014/2015, the persistent conditions of drought and water scarcity have remained a major concern for the country. Although all provinces are affected, these conditions have prolonged particularly in the Western Cape (WC), EC and Northern Cape (NC) provinces. As a response coordinating structure, the National Joint Drought Coordinating Committee (NJDC) has continued to implement the National Integrated Drought Response Operational Plan for South Africa to ensure effective integration and planning of response and recovery efforts by the relevant sectors.

Parts of these Cape provinces are defined by low rainfall and high to extremely high temperatures. However, whilst these are environmental contributors the other major causes of the water shortage conditions include the lack of integrated water service development planning, poor water resource
management, water losses from unaddressed leakages, insufficient technical skills in municipalities, vandalism, theft of water infrastructure, poor governance and financial management. These aspects show that drought as a hazard is multidimensional and cannot be addressed only through financial means. It requires solutions that address the broad range of contributing factors mentioned to ensure that scarce water resources are optimally used. The reports of the persistent drought conditions from the provinces necessitated the implementation of intervention measures. In terms of Section 27 of the DMA, on 4 March 2020 the Minister of CoGTA declared a national state of disaster. This declaration enabled the provision of additional resources to implement extraordinary measures by government with the aim of mitigating the effects of drought and water shortage.

**FLOOD MANAGEMENT**

In 2019/2020, the country experienced flooding from heavy rains and thunderstorms in the large parts of the EC, FS and KZN provinces. Most parts of the country experienced incessant rainfall conditions from 18–23 April 2019 which led to flooding events, particularly in the coastal areas of the country. The flooding might have been exacerbated by how the waterways via dams are managed. According to the South African Weather Service (SAWS), these weather conditions were due to a cut-off low-pressure system, which was moving slowly eastwards. These floods resulted in infrastructure damage, displacement of communities as well as loss of lives, particularly in KZN. To ensure a coordinated response, the NDMC established the National Joint Flood Coordination Committee (NJFCC) to ensure well-integrated and coordinated planning, response and recovery efforts by the relevant sectors, state owned entities, government agencies and the private sector in addressing the flood conditions. The NDMC dispatched its officials to the affected provinces to give administrative and financial support. An amount of R130 million was allocated by the departments from the Emergency Housing Grant to KZN to ensure provision of temporary structures to affected families. To ensure that there was no duplication of effort, especially in the allocation of resources, the NDMC further classified the occurrence as a provincial disaster in KZN in terms of Section 23 of the DMA.

**GUIDELINE DEVELOPMENT**

The DMA in Section 15, assigns various powers and duties to the NDMC which, amongst others, includes not only advisory and consultative functions, but also, in Section 22, the power to give guidance and advice to stakeholders as regards disaster management. Guidelines define principles that provide guidance to a person or organisation, usually in a specific setting, to take the most appropriate action and or to shape organisational behaviour.

Since 2015/16, the NDMC has made steady progress in developing guidelines on the implementation of the DMA and NDMF and have issued guidelines on:

a) conducting a hazard analysis;
b) developing a DMP;
c) setting the minimum requirements for a DMC;
d) concluding cooperation and Mutual Assistance Agreements (MAA);
e) the process to classify a disaster and to declare a state of disaster;
f) conducting an initial onsite assessment; and
g) preparing contingency arrangements.

In the year under review, two more guidelines were developed and issued – one for activating a DOC.
and another for operating a DOC during a disaster. It is envisioned that through the implementation of these guidelines the operational coordination of disaster preparedness and response efforts would improve.

**COVID-19 PANDEMIC**

The outbreak of the Noval Coronavirus disease in China and its subsequent spread across the globe and to South Africa in March 2020 has underscored the conventional discourse that a Country rarely face a single hazard at a time. In the South African context the Covid-19 pandemic on 15 March 2020 was declared a national state of disaster a few days after a similar declaration was made for drought. Since 15 March 2020 the NDMC was working with other organs of state to coordinate a government wide response to the pandemic to not only prepare our health system to deal more effectively for the peak of the disease (the so called flattening the curve approach) but to also strengthen and start building our resilience against the disease by putting in place measures to manage a post disaster mitigation and adaptation regimen to understand how the disease cascades, changes shape and compounds vulnerability whilst a vaccine is sought for the virus.

In the days that followed the declaration of the national state of disaster a number of disaster management regulations were issued to better enable the executive to effectively deal with the disaster as set out in the DMA. The NDMC, through is dedicated staff and its legislative mandate, is at the centre of governments response and in the weeks that followed has not only showed the importance of having coherent and well-coordinated institutional systems but has the commitment to make a sustained impact in the response to the COVID-19 response.

Dr Mmaphaka Tau  
Deputy Director – General (Head): National Disaster Management Centre
CHAPTER 1

GENERAL INFORMATION
1.1 INTRODUCTION

This section provides general information about the NDMCs’ purpose, strategic intent, organisational structure and expenditure.

1.2 OVERVIEW AND OBJECTIVE OF THE BRANCH

The NDMC was established in terms of Section 8 of the DMA. The NDMC functions as an institution within the public service and forms part of, and functions as a branch in the DCoG. The objective of the NDMC, derived from Section 9 of the DMA, is to promote an integrated and coordinated system of disaster management, with special emphasis on prevention and mitigation by national, provincial and municipal organs of state, statutory functionaries and other role-players involved in disaster management and communities. The NDMC is also responsible for the administration of the Fire Brigade Services Act, 1987 (Act No 99 of 1987) – FBSA to the extent that it administers the Fire Brigade Board and the development of regulations.

The general powers and duties of the NDMC are stipulated in Section 15 of the DMA. It requires that the NDMC, among others:

(i) must specialise on issues concerning disasters and disaster management;
(ii) may act as an advisory and consultative body on issues concerning disasters and disaster management;
(iii) must promote the recruitment, training and participation of volunteers in disaster management; and
(iv) must promote disaster management capacity building, training and education throughout – including in schools – in the Republic and, as appropriate, in other southern African states.

Section 6 of the DMA further stipulates that the Minister must prescribe a NDMF. The NDMF is the legal instrument specified by the DMA to address needs for consistency across multiple interest groups by providing ‘a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole’.

The NDMF comprises four key performance areas Key Performance Areas (KPAs) and three enablers to promote the achievement of the objectives set out in the KPAs. Figure 1 depicts the interface between the four KPAs and the three enablers:
1.3 LEGISLATIVE AND OTHER MANDATES

1.3.1 Constitutional mandate

The NDMC is located within the DCoG, which derives its mandate primarily from chapters 3, 5, 6, 7 and 9 of the Constitution of the Republic of South Africa, 1996, which are summarised in Figure 2.

- **Chapter 3**: This chapter deals with cooperative government and intergovernmental relations. The NDMC needs to ensure that it observes and adheres to the principles of this chapter in relation to disaster management. The NDMC should conduct its activities within the parameters outlined in this chapter impacting on disaster imperatives.

- **Chapter 5**: This chapter deals with national intervention in provincial administration when a province cannot or does not fulfil an executive obligation in terms of the Constitution or legislation. The NDMC needs to ensure that support is rendered to the province (where applicable) to be able to deliver on the deliverables of their disaster obligations.

- **Chapter 6**: This chapter deals with provincial intervention in local government, in particular when municipalities are unable to fulfil their executive obligations. Chapter 6 is also relevant when a municipality, as a result of financial crisis, breaches its obligations to provide basic services to meet its financial obligations. The NDMC needs to ensure that municipalities perform their constitutional mandate.
This chapter deals, inter alia, with municipalities in cooperative governance. The NDMC should ensure that it supports and strengthens the capacity of municipalities to manage their own affairs, exercise their powers and perform their functions when dealing with disastrous incidents.

Chapter 9
This chapter deals with institutions whose role involves strengthening the constitutional democracy of the country. The NDMC needs to ensure that the disaster management deliverables/activities comply with all legislative frameworks in this chapter to conform to rules made under the auspices of institutions such as the Auditor-General and the Public Protector.

Figure 2: Constitutional Mandate of DCoG

1.3.2 Disaster management and fire services mandate

The NDMC draws its legislative mandate from the DMA, the NDMF and the FBSA, as set out in Figure 3.

<table>
<thead>
<tr>
<th>NAME OF LEGISLATION</th>
<th>MANDATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disaster Management Act., 2002 (Act No 57 of 2002)</td>
<td>To provide for:</td>
</tr>
<tr>
<td></td>
<td>• An integrated and coordinated disaster management policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post-disaster recovery and rehabilitation.</td>
</tr>
<tr>
<td></td>
<td>• The establishment and functioning of national, provincial and municipal disaster management centres.</td>
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<td></td>
<td>• Disaster management volunteers.</td>
</tr>
<tr>
<td></td>
<td>• Matters incidental thereto.</td>
</tr>
<tr>
<td>National Disaster Management Framework, 2005</td>
<td>• Is a legal instrument specified by the Act to address such needs for consistency across multiple interest groups, by providing 'a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole.</td>
</tr>
<tr>
<td>Fire Brigade Services Act, 1987 (1987)</td>
<td>• To provide for the establishment, maintenance, employment, coordination and standardisation of Fire Brigade Services and for matters connected therewith.</td>
</tr>
</tbody>
</table>

Figure 3: Legislative Mandate of the NDMC
1.3.3 Other legislation

Other legislation playing a key role in the governance of disaster management and fire services (see Figure 4) includes:

Division of Revenue Act, 2015
Public Finance Management Act No 1 of 1999
Local Government Municipal Systems Act 32 of 2000

Intergovernmental Relations Framework Act (Act No 13 of 2005)
Appropriation Act: (Act No 14 of 2014)
Intergovernmental Fiscal Relations Act 97 of 1997
Fire Brigade Services Act (Act No 99 of 1987)

Figure 4: Other Legislation playing a key role in the governance of disaster management and fire services

1.4 STRATEGIC OVERVIEW

1.4.1 Vision

An integrated system of disaster management and fire services.

1.4.2 Mission

To coordinate the system of disaster management and fire services through:

(i) Developing and implementing appropriate policies and regulatory frameworks.
(ii) Promoting a culture of risk avoidance by creating enabling mechanisms for stakeholder participation.
(iii) Monitoring and evaluating disaster management programmes across the spheres of government.
(iv) Strengthening cooperation among stakeholders in disaster management.
(v) Informing and directing South Africa’s disaster management efforts to achieve the priorities of regional and international frameworks.
1.4.3 Values

Guided by the spirit of Batho Pele, our values are:
(i) Professionalism and integrity.
(ii) Goal orientation.
(iii) Participation.
(iv) Innovation.
(v) Service excellence.

1.5 2019/20 STRATEGIC OBJECTIVE

Improve the system of disaster management and fire services.

1.6 2019/20 BRANCH OBJECTIVES

During the year under review, the programme aimed to:
(i) Develop two guidelines by 31 March 2020.
(iii) Submit a consolidated report on the functioning of disaster management institutional structures by 31 March 2020.
(iv) Submit a consolidated report on the implementation support provided by 31 March 2020.
(v) Assess or review eight DMPs by 31 March 2020.
(vi) Commemorate the IDDR by 31 March 2020.
(vii) Submit a report on implemented advocacy and awareness campaigns in municipalities by 31 March 2020.
(viii) Submit a report on all students awarded bursaries by 31 March 2020.
(ix) Re-develop the NDMC E-Convenor using SharePoint software for the coordination of advisory meeting with disaster related stakeholders.
(x) The NDMC undertook (2 years prior to 2019) the commissioning of the development of a Big Data platform for the NDMC to host both structured and unstructured data. This was achieved during this financial year period with additional functionality that was also added.
(xi) The branch also updated the Geographic Information System (GIS) web portal platform to host additional data for disaster management stakeholders with additional functionality. In the year in question, several online survey tools were developed to assist the disaster related stakeholders at provincial and district level to submit reports and status updates.
(xii) The Early Warnings and Capability Management System Directorate provided four seasonal profiles and supported the quantification and monitoring of drought in the country.
(xiii) Assess by 31 March 2020 12 municipalities on their capacity to implement the National Fire Safety and Prevention Strategy by 31 March 2020.
(xiv) Establish USAR institutional structure (EC) and USAR capacity building in KZN provinces.

In addition to the above, the branch also performed various operational projects for the financial year in question. These include standard maintenance of all systems within the NDMC, updating of content on the public facing platforms such as the NDMC website, ICT security updates and license renewals and other operational activities. These activities are necessary as they keep the operations environment of the NDMC updated and functional.
1.7 NDMC OPERATIONAL STRUCTURE

Figure 5 sets out the operational structure of the NDMC.

Deputy Director-General (Head): NDMC
Dr. Mmaphaka Tau

Chief Director: Risk Reduction and Response Coordination
Ms. Modiegi Radikonyana

Chief Director: Legislation, Policy and Compliance Management
Ms. Ane Bruwer

Chief Director: Disaster Risk Management, Education Training: Awareness and Research
Mr. David Madurai

Chief Directorate: Information Technology, Intelligence and Information Management Systems

Director: Policy Development and Regulatory Frameworks
Mr. Jurgens Dyssel

Director: DRM Education, Training, Awareness and Research
Ms. Rebone Tau

Director: Planning Intervention Support
Ms. Motalepula Pitso

Director: Disaster Risk Reduction and Planning
Ms. Jennifer Kolokoto

Director: Early Warning and Capability Management
Mr. Dechlan Pillay

Directorate: Intelligence and Information Management
1.8 EXPENDITURE TRENDS

The expenditure for the NDMC is outlined in Figure 6.

**Programme 4: NATIONAL DISASTER MANAGEMENT CENTRE**

<table>
<thead>
<tr>
<th>Sub programme</th>
<th>Adjusted Appropria-</th>
<th>Shifting of Funds</th>
<th>Virement</th>
<th>Final Appropria-</th>
<th>Actual Expendi-</th>
<th>Variance</th>
<th>Expenditure % of final appro-</th>
<th>Final Appropria-</th>
<th>Actual expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. MANAGEMENT: HEAD OF DISASTER</td>
<td>4 370 R'000</td>
<td>394 R'000</td>
<td>- R'000</td>
<td>4 764 R'000</td>
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### Programme 4: NATIONAL DISASTER MANAGEMENT CENTRE

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### Programme 4: NATIONAL DISASTER MANAGEMENT CENTRE

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### Programme 4: NATIONAL DISASTER MANAGEMENT CENTRE

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<td>1 543</td>
<td>99,8%</td>
<td>1 962 716</td>
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**Figure 6: Sub-programme Expenditure**
1.9 INTERNATIONAL ENGAGEMENTS

South Africa is at risk from a wide range of natural, technological, and environmental hazards that can lead to disasters such as floods, major fires, tornadoes, major oil spills and even earthquakes. Measures taken in South Africa can increase or reduce risks in neighbouring countries, just as potential dangers across our borders can directly affect South Africa.

For South Africa to continuously improve its response to its developmental and disaster management challenges, the NDMC needs to collaborate with various countries on issues that require an effective coordinated international response, such as the emerging issues of urbanisation, migration, mitigation on the impact of climate change, DRR, poverty alleviation and growing youth unemployment. In line with the DMA and NDMF, regional cooperation in disaster management is essential, and the appropriate mechanisms must be initiated to establish and participate in forums in which such cooperation can be achieved. The international engagements undertaken by the NDMC during the reporting period are summarised in Figure 7.

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<td>The attendance of the International Environmental Systems Research Institute User Conference and Safety and Security Summit</td>
<td>6 to 12 July 2019</td>
<td>San Diego, United States of America.</td>
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**Purpose**

The ESRI User Conference showcases the latest technology improvements of the ESRI software platform as well as training, user presentations that share best practices, and opportunities to get specific technical questions answered one-on-one by ESRI subject matter experts, developers, industry leaders, and more. The pre-conference Safety and Security Summit is especially arranged for ESRI users from an emergency disaster management background. The NDMC uses the ESRI software platform as its primary spatial software tool. The conference in 2019 provided a reference check for the NDMC and the establishment of further improvements.

**High-level recommendation(s)**

a) The ESRI software platform has expanded its focus on disaster management and additional functionalities like big data capabilities, mobile applications and multiple tools now form part of the core of software capabilities. The DCoG and its sub programmes will benefit immensely from further investment in this technology.
International relations activity

<table>
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<tr>
<td>City and country</td>
<td>Nairobi, Kenya</td>
</tr>
</tbody>
</table>

Purpose

The agenda of the “SFM Peer Learning Workshop on Data Collection for Reporting and Policy-making” was structured over three days. It comprised 13 modules developed around various topics related to the in-country arrangements needed to institutionalise the gathering of disaster loss data and to report such information using the SFM.

High-level recommendation(s)

After completing the workshop, the participants were able to:

a) Describe the rationale concepts and frameworks for DDR;

b) Understand the SFM and the linkages with the Sustainable Development Goals reporting;

c) Better identify the key stakeholders who will participate in the SFM reporting process;

d) Better identify potential partnerships at national level for data collection and sharing;

e) Identify SFM opportunities and challenges to collect data;

f) Understand linkages between the SFM and the disaster loss databases;

g) Understand requirements and available tools to build the baseline data for SFM;

h) Build a roadmap to prioritize actions related to SFM reporting in their country; and

i) Understand linkages between the monitoring process and policymaking.

The workshop outcomes made it clear that effective SFM is an opportunity for South Africa to improve local disaster resilience and ensure effectiveness in development planning. Furthermore, it will contribute to the further implementation of South Africa’s disaster management legislation and may influence decision-making to ensure the relevance of the disaster management function.

To achieve this objective, there is a need to establish a National Disaster Loss Database which obtains the relevant information through a defined National Disaster Loss Architecture.
### International relations activity

**International Search and Rescue Advisory Group**

**Africa Europe Middle East Regional Annual Meeting**

**Date**
23-25 October 2019

**City and country**
Poggioreale and Palermo, Italy

**Purpose**
Regional Meetings are a gathering of international USAR policy makers, team leaders and governmental representatives among others, to exchange information about technical and political USAR issues in the INSARAG context.

**High-level recommendation(s)**

- a) Establish capabilities for flood and swift water rescue based on the country’s flood risk profile;
- b) Put measures in place to utilise existing USAR capabilities in other parts of the country as and when required;
- c) Continue to build USAR capacity across the country. To fast-track this process, it is important to identify and engage key partners (national and international) who can support the USAR capacity building initiatives.

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### International relations activity

**7th International Wildland Fire Conference**

**Date**
28 October to 01 November 2019

**Country**
Campo Grande, Brazil

**Purpose**
The aim of the 7th international wildland fire conference was to facilitate the sharing of knowledge and expertise in wildland (landscape) fire policies, research, management and capacity building in an international forum that will strengthen the abilities of individual nations to reduce the negative impacts of landscape fires on the environment and humanity and to advance the knowledge and application of the ecologically and environmentally benign role of natural fire in fire-dependent ecosystems, and sustainable application of fire in land-use systems.

**High-level recommendation(s)**

- a) National assessment of available fire management infrastructure and expertise for the monitoring of wildfires;
- b) Improved private/public sector collaboration on veldfire management.

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### International relations activity

The attendance of the Humanitarian Networks and Partnership Week

**Date**
03-07 February 2020

**City and country**
Geneva, Switzerland

**Purpose**
The HNPW gathers participants from the UN, NGOs, Member States, the private sector, the military, academia and beyond to discuss and solve common challenges in humanitarian affairs. During the week, Networks and Partnerships hold their annual meetings and consultations, share their expertise and collaborate on best practices to address shared problems. The NDMC is the CFP for the INSARAG and UNDAC and amongst others attended the UNDAC board meeting and the INSARAG Steering Group meeting.
There are synergies in terms of coordination, information management, logistics etc. currently put in place by INSARAG and UNDAC during a disaster that can be used to augment the response effort of Local Emergency Management Agencies.

The UNDAC advisory board meeting discussed and reflected on the following two aspects:

a) The optimisation of UNDAC membership and deployment processes which included issues such as roster management, profiling, and performance evaluation; contract management, the integrated OCHA surge policy and its relationship with UNDAC; and the duty of care policy; and

b) Strengthening more predictable operational partnerships and associated member capacities.

During the HNPW Inter-Network Day, delegates reflected on the growth of, the increased effectiveness and the increased efficiency of providing humanitarian assistance across the globe by all stakeholders. In this regard, stakeholders are getting better at (1) identifying needs, (2) coordination amongst responders, (3) fundraising and (4) implementation of projects. Climate change and the impact of it on the severity and frequency of climate related disasters was highlighted as a strategic aspect that must feature in risk management plans across the globe. Notwithstanding, the view was expressed that the localisation agenda is improving country level capacities and as such, in future humanitarian assistance, organisations should be better geared to fit into established national programmes.

The INSARAG Steering Group (ISG) session, comprising the regional and working group chairs, focussed on making the final preparations for the annual global ISG meeting. The ISG discussed and reflected on the following aspects:

a) The INSARAG regional work plan report where the chairpersons of the three regions gave an overview of the work the region preformed.

b) The Working Groups and IEC/R review updates where the chairpersons of the five working groups gave an overview of the work the respective Working Group performed.

c) Being “Fit for the future” – flexible response mechanisms that is more adaptable were explored.

d) Localisation: Strengthening community response through localisation of the INSARAG methodology.

e) Decisions of the 2019 period where discussed and condoned.

f) The 3rd INSARAG global meeting was discussed, and the draft Warsaw declaration was distributed for consideration and inputs by the member states.

g) The directions for 2020 relating to the workplan of INSARAG were shared with delegates.
<table>
<thead>
<tr>
<th>International relations activity</th>
<th>First Southern African Development Community (SADC) meeting of the Committee of Ministers responsible for Disaster Management</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date</td>
<td>18 - 21 February 2020</td>
</tr>
<tr>
<td>City and country</td>
<td>Zanzibar, Tanzania</td>
</tr>
</tbody>
</table>

**Purpose**

The meeting of the SADC Committee of Ministers Responsible for Disaster Risk Management (DRM) is a precursor, and informs 15 decisions of the meeting of the SADC Council of Ministers held from 13 – 17 March 2020 in Tanzania. The agenda entailed:

- Implementation of Council decisions
- Proposed review of the regional preparedness and response strategy 2016 – 2030
- The Green Climate Fund
- The report on the implementation of the climate change strategy and action plan
- Report on climate related disasters – challenges and recommendations
- Report on the integration of the SFDRR in the SADC programmes

**High-level recommendation(s)**

The key decisions made, how South Africa responded to them and how they will apply or are being applied in the national and local contexts are listed below.

<table>
<thead>
<tr>
<th>D1 (a) - Activation of the Committee of Ministers responsible for DRM</th>
<th>Approved</th>
<th>RSA to continue with MINMEC as a national structure while establishing the Inter-governmental Committee on Disaster Management (ICDM) as called for by the Disaster Management Act 2002</th>
</tr>
</thead>
<tbody>
<tr>
<td>D1 (b) - Finalisation of the operationalisation of the SADC disaster preparedness mechanisms</td>
<td>Approved</td>
<td>RSA to support the appointed PSP and to adapt accordingly by improving national mechanisms where necessary.</td>
</tr>
<tr>
<td>D2 – Review of SADC disaster preparedness and response strategy and fund.</td>
<td>Approved</td>
<td>RSA to align with existing guidelines on preparedness and response as well as disaster grant funding under DORA provisions and in line with the RSA fiscal regime. RSA will also intensify measures for ensuring that municipalities budget for DRM within the context of Municipal Integrated Development Plans using the SDPIPs as a key framework. This will also apply to the budgeting of DRM within the context of the DDM.</td>
</tr>
<tr>
<td>Index</td>
<td>Description</td>
<td>Status</td>
</tr>
<tr>
<td>-------</td>
<td>------------------------------------------------------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>D3</td>
<td>Integrate Sendai Framework for DRR into SADC programmes</td>
<td>Approved</td>
</tr>
<tr>
<td>D4</td>
<td>Implementation of SADC Climate Change Strategy and Action 2015 - 2030</td>
<td>Approved</td>
</tr>
<tr>
<td>D5</td>
<td>Green Climate fund – SADC accreditation</td>
<td>Approved</td>
</tr>
<tr>
<td>D6</td>
<td>Draft Regional Resilience Framework 2020 - 2030</td>
<td>Approved</td>
</tr>
<tr>
<td>D7</td>
<td>Climate related disasters</td>
<td>Noted</td>
</tr>
<tr>
<td>D8 – Projections for 2019/20 rainfall season</td>
<td><strong>Noted and recommendations approved</strong></td>
<td>RSA is advanced on seasonal preparedness as well as short-term hazards warning and response measures. Notable though is that the development dynamics of the country makes it almost impossible to eradicate impact of various hazards. The DDM increasingly will usher in a dispensation where all role players will ensure that risk reduction is part and parcel of all plans within the District and Metro geographical spaces.</td>
</tr>
<tr>
<td>D9 – Progress for 2019/20 rainfall season</td>
<td><strong>Noted and supported</strong></td>
<td>RSA to remain on high alert as per the applicable contingency arrangements</td>
</tr>
<tr>
<td>D10 – Regional Vulnerability Assessment and Analysis</td>
<td><strong>Noted and recommendations approved</strong></td>
<td>The NDMC and the Department of Agriculture lead the RSA’s national vulnerability and assessment committee in line with the National Food and Nutrition Strategy. The focus is on food and nutrition security interventions.</td>
</tr>
<tr>
<td>D 11 – Cereal and stable production</td>
<td><strong>Supported</strong></td>
<td>South Africa is on track through various expert committees such as Crop Estimates Committee and the Demand and Supply Committee led by the national Department of Agriculture.</td>
</tr>
<tr>
<td>D 12 – Impact of cyclones, floods and droughts</td>
<td><strong>Noted and measures supported</strong></td>
<td>RSA emphasised the importance of research and strategic knowledge management in order to effectively deal with the changing weather dynamics as well as the creation of risk avoidance culture among communities.</td>
</tr>
</tbody>
</table>
**D13 – Other impacts (transboundary)**

**Noted and measures approved**

RSA emphasised the urgent need for collaborative frameworks between countries, particularly those sharing borders. These frameworks should spell out protocols and cost sharing arrangements, where applicable. South Africa is often asked to provide regional and cross border support interventions and this becomes difficult to manage without frameworks. The NDMC has identified areas for urgent attention and will engage DIRCO, via Minister for actualisation.

**D 14 – Migratory Pests**

**Noted and decisions supported**

RSA is always on high alert and legislatively geared.

**D15 – Novel Corona Virus**

**Noted and decision supported**

RSA on high alert and NATJOINTS (National Joint Operations and Intelligence Structure) recently activated to receive reports daily. NDMC is part of the NATJOINTS sub-committee on Corona Virus monitoring.

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**Figure 7: International engagements undertaken by the NDMC during the 2019/20 financial year**

Deputy Minister Mr. Parks Tau and Head of Centre Dr Mmaphaka Tau attending First Southern African Development Community (SADC) meeting of the Committee of Ministers responsible for Disaster Management in Tanzania
ACTIVITIES OF THE NDMC

CHAPTER 2
2.1 INTRODUCTION

This section provides information about the sub-programmes of the NDMC in terms of disaster management.

2.2 CHIEF DIRECTORATE: LEGISLATION AND POLICY MANAGEMENT

The Chief Directorate: Legislation and Policy Management (CD: LPM) develops disaster management policies, legislative frameworks and guidelines derived from the DMA and the NDMF. It also supports stakeholders towards the implementation of policies and frameworks across the sectors and spheres of government. The CD: LPM has a staff complement of five people and comprises one directorate.

2.2.1 Directorate: Policy Development and Regulatory Frameworks

The Directorate: Policy Development and Regulatory Frameworks (Dir: PDRF) comprises a Director, a Deputy Director and an Assistant Director and is responsible for overseeing the development, amendment, implementation of and compliance to disaster management legislation, frameworks, policies and guidelines. It also provides direction and input on the development of national and international disaster management-related standards, and performs research on the regulatory environment, including other legislation impacting disaster management. In 2019/20, the Dir: PDRF executed this mandate by:

2.2.1.1 Developing guidelines

The Dir: PDRF led the development and adoption of two guidelines.

a) Guideline on Disaster Operations Centre Activation Protocols

The Dir: PDRF led the development and adoption of the ‘Guideline on DOC Activation Protocols’ (see Figure 8). This guideline was developed in terms of Section 35(1)(c) and 49(1)(c) of the DMA, read with paragraphs 4.3.2 and 4.6 of the NDMF, and provides guidance on the DOC activation protocols needed to ensure that the stakeholders that should respond to an occurrence, and those likely needed, are alerted and activated in a defined way so that the initiation of contingency arrangements and emergency procedures, in terms of Sections 35(1)(d) and 49(1)(d), can occur in a coordinated manner.

1 This guide can be downloaded from the NDMC website at: http://www.ndmc.gov.za/Pages/Guidelines.aspx
GUIDELINE
Disaster Operations Centre activation protocols

Prepared by:
Directorate: Policy Development and Regulatory Frameworks
1 April 2020

Figure 8: Guideline on Disaster Operations Centre activation protocols

The scope of the guideline seeks to provide guidance on the DOC activation protocols to be followed by a DMC to alert and activate the required stakeholders and alert those likely needed, in a defined way to a given occurrence. The guideline does not provide detailed policies that support the activation procedure nor does it provide guidance on the establishment of regional Joint Operations Centres (JOCs) or JOCs needed for sport, recreational or other special events.

b) Guideline on the Operational Procedures for a Disaster Operations Centre during a disaster

The Dir. PDRF also led the development and adoption of the ‘Guideline on the Operational Procedures for a DOC during a disaster’ (see Figure 9). This guideline was developed in terms of Section 35(1)(d) and 49(1)

(d) of the DMA, read with paragraphs 4.3.2 and 4.6 of the NDMF. It provides guidance on the operational methodology to be followed by a DOC to coordinate and manage a disaster.

GUIDELINE
Operational Procedure for a Disaster Operations Centre during a disaster

Prepared by:
Directorate: Policy Development and Regulatory Frameworks
1 April 2020

Figure 9: Guideline on the Operational Procedures for a DOC during a disaster

This guideline provides guidance on the phases of operation by a DOC to achieve identified goals in a specific operational period using an Incident Action Plan. It also provides guidance on the need for the establishment and functioning of clusters to group various stakeholders together to better coordinate response and relief using agreed to procedures. The guideline does not provide detailed policies that support the operational functioning of the DOC nor does it provide guidance on the functioning of regional DOCs or DOCs needed for sport, recreational or other special events.

2 This guide can be downloaded from the NDMC website at: http://www.ndmc.gov.za/Pages/Guidelines.aspx
2.2.1.2 Providing secretariat services to Disaster Management Institutional Structures

The Dir: PDRF provided secretariat services to the:

a) NDMAF which met quarterly (four times), as required, to discuss cross-cutting disaster management issues. The NDMAF is a technical forum in which national, provincial, local government and other disaster management role-players consult one another and coordinate their actions on matters relating to disaster management.

b) Heads of Disaster Management Centres Forum (HoCeF) which met quarterly (four times), as required, to discuss cross-cutting administrative issues on disaster management. The HoCeF creates a platform for Heads of Centres to engage one another on operational matters pertaining to disaster management coordination towards advancing cooperative governance across the spheres of government.

2.2.1.3 Supporting other NDMC projects and disaster management stakeholders

The Dir: PDRF provided support to other NDMC projects and disaster management stakeholders. It supported:

(i) Sector departments with policy-related inputs on disaster management planning, climate change, decertification, disaster classification and the declaring of states of disaster, etc;

(ii) Stakeholders with updates on legislative developments by monitoring various legislative databases for legislation and policies impacting disaster management and provided input where required.

(iii) The functionality of DMCs across the spheres of government by advising on improvements that can be made on legislative compliance with disaster management legislation.

(iv) The assessment of DMPs submitted to the NDMC.

(v) Response efforts by providing the NJDCC, the NDMC, other stakeholders and the Inter-Ministerial Task Team (IMTT) with technical advice and administrative support on issues which include support to declare a national state of disaster for drought.

(vi) The NATJOINTS, Cabinet, MINMEC, the IMTT and other stakeholders across the spheres of government with technical advice and administrative support on a number of issues which include support to classify and declare a national state of disaster for the COVID-19 pandemic.

(vii) The assessment of disaster damage and response efforts during the drought response.

(viii) The preparation and distribution of the 2018/19 NDMC annual report to the requisite stakeholders in line with Section 24 of the DMA.

(ix) The drafting of memoranda of cooperation with key stakeholders.

2.2.1.4 Analysis of Legislative Compliance by the NDMC

During the 2019/20 financial year, the NDMC conducted various compliance and monitoring initiatives in the provincial sphere of government, using different criteria. The findings and analysis of these initiatives are provided in Chapter 6 of this report.
2.2.1.5 Providing legislative support services to the NATJOINTS during the COVID-19 response

The Dir: PDRF supported the work done in the Legislative and Regulatory Matters Works Stream of the NATJOINTS established to coordinate the COVID-19 pandemic response. During the period under review, three Regulations and 20 Directions were drafted, reviewed and gazetted.

2.3 CHIEF DIRECTORATE: DISASTER RISK REDUCTION PLANNING, AND RESPONSE COORDINATION

The Chief Directorate: Disaster Risk Reduction, Planning and Response Coordination (CD: DRRPRC) develops and implements disaster management operational systems and coordinates disaster management capacity building and strategic research across the three spheres of government. This directorate also mobilises resources for disaster intervention measures from relevant organs of state and make provisions for the allocation of disaster response, relief and rehabilitation funding when a disaster has occurred. The Chief Directorate has a staff of 08 officials and comprises two directorates, which are Disaster Risk Reduction and Planning (DRRP) as well as Disaster Response Coordination (DRC).

2.3.1 Directorate: Disaster Risk Reduction and Planning

The main objective of the Dir: DRRP within the NDMC is to facilitate and provide support and guidance in the preparation of DMPs by organs of state and relevant entities, as well as to facilitate the implementation of DRR measures within the organs of state across the spheres of government. These measures include risk prevention, mitigation and emergency preparedness.

DRR is an integral part of social and economic development to ensure sustainable development. The relationship between DRR and sustainable development has always been recognised by international Frameworks, from the Yokohama Strategy and Plan of Action for a Safer World (1994), to the 2002 Johannesburg Plan on the implementation of the Millennium Development Goals (MDGs), the Hyogo Framework for Action (2005-2015), the SFDRR and the 2030 Agenda for Sustainable Development. The SFDRR aims to achieve substantial reduction of disaster risk and loss in life, livelihoods, and health and in economic, physical, social, cultural, and environmental assets of persons, businesses, communities, and countries over the period 2015 to 2030.

Disaster management planning means it is critical for us to invest in DRR strategies, plans and programmes that seek to enhance an understanding of and address disaster risks as well as disaster induced mortalities. This function contributes to the broader disaster management function in the country in terms of the implementation of the national climate change adaptation strategy that introduces measures to reduce disaster risks and adapt to the effects of climate change and variability. This understanding will assist in strengthening disaster risk governance, investment in DRR to achieve the seven (7) global
targets and 38 indicators of the SFDRR, enhance disaster risk mitigation, emergency preparedness for effective response and implementing the principle of Building Back Better during the recovery phase i.e. rehabilitation and reconstruction. These indicators align implementation of the Sendai Framework with implementation of the Sustainable Development Goals (SDGs) and the Paris Agreement on climate change.

DRR is the concept and principle that requires the country to now focus on the emphasis of proactive integrated multisectoral and multidisciplinary planning rather than reactive response in order to move away from managing disasters to managing risks. The DMA in sections 25, 38, 39, 52 and 53 places an explicit responsibility on organs of state in the national, provincial and local sphere to develop and implement a DMP and submit such to the NDMC (amongst others). These plans and their implementation should encompass strategies to prevent and reduce the risk of disasters; mitigate the severity or consequences of disasters; facilitate emergency preparedness; ensure rapid and effective response to disasters and post disaster recovery.

Apart from putting measures in place to deal with the above, a DMP provides important considerations for integrated development planning in a municipality. These include conducting a disaster risk assessment, identifying and mapping risks, areas, ecosystems, communities and households that are exposed or vulnerable to physical and human induced threats and providing measures and indicating how organs of state will invest in DRR, CCA and resilience building, including ecosystem and community-based adaptation approaches.

It is also acknowledged that disaster risk and its relation to sustainable development is often not identified, accessed and communicated adequately to all stakeholders. In the context of the “One Plan” of the DDM, it is of utmost importance to coordinate and align the implementation of the DMPs of the districts/metros with those of other organs of state and institutional role-players.

Facilitating the assessment and analysis of Disaster management planning

Disaster management planning is critical for the Directorate to ensure that the country, through the DCoG/NDMC, invests in DRR strategies, plans and programmes that enhance understanding of and address disaster risks and disaster-induced mortalities. This understanding will strengthen disaster risk governance and investment in DRR to reduce the number of mortalities and enhance disaster emergency preparedness for effective response and building back better in recovery (rehabilitation and reconstruction).

The preparation and alignment of DMPs with the respective disaster management frameworks for all spheres of government are the cornerstone for the successful implementation of the DMA. They are strategic mechanisms through which disaster management action is coordinated and integrated across all spheres of government. The NDMC should ensure that these plans are developed and implemented in a uniform and integrated manner. It is a legislative requirement that once developed, these plans must be submitted to the NDMC, where the Dir: DRRP receives, assesses, and analyses them.

In December 2015, the DMA was amended to explicitly respond to climate change. The DMA requires each organ of state to prepare a DMP, setting out the way in which the concept and principles of disaster management are to be applied in its functional area, including expected climate
change impacts and risks. It further requires that organs of state indicate how they will invest in DRR and CCA, including ecosystem and community-based approaches.

Prior to the promulgation of this amendment, disaster management and CCA plans were, to a large extent, produced in isolation of each other, with the responsibility for coordination assigned to the NDMC. The Department of Environmental Affairs and DCoG, through the NDMC, has recognised the need for a more coordinated response, as called for by the DMA and National Climate Change Response Policy (2011).

2.3.2 Directorate: Disaster Response Coordination

The Directorate: Disaster Response Coordination comprises a Senior Manager, Deputy Manager, Senior Administrative Officer and an Intern. The Directorate is mainly responsible for the following:
(i) Disaster assessments, verification of occurrences, coordination of disaster classification processes and reporting.
(ii) Coordination of disaster response, recovery and rehabilitation measures.
(iii) Monitoring and evaluation of implementation of disaster intervention measures.
(iv) Strategic support and guidance to stakeholders on disaster intervention measures in the country.

2.3.2.1 Disaster occurrences and coordination of stakeholders

The country experienced drought and flood events which resulted in visible damages. Both hazards were of such a magnitude that they exceeded the capacity of the affected provinces to cope with their effects. The drought affected the three Karoo Cape provinces and some other parts of the country and was subsequently declared as a national disaster by the Minister of Cooperative Governance and Traditional Affairs in terms of Section 27 of the DMA. The following hazards are discussed:

2.3.2.2 Drought Conditions

Drought and water scarcity conditions have been persistent in the country since 2014/2015. The conditions persisted particularly in WC, some parts of the EC and NC provinces with pockets of drought in all provinces. During the 2019/20 financial year, the key focus was the coordination of activities related to drought conditions, particularly the mitigation efforts and implementation of intervention measures by relevant organs of state.

The NJDCC continued to focus on its main objective of ensuring well-integrated and coordinated planning, response and recovery efforts by the relevant sectors, state owned entities, government agencies and private sector in addressing the drought conditions in the country. The National Integrated Drought Response Operational Plan for South Africa guided the operations of the NJDCC for the organs of state to address drought and water shortage conditions within the country.

Drought and water shortage conditions, as well as intervention measures were regularly monitored by relevant stakeholders. The NDMC through the NJDCC continued with coordination of drought assessments and stakeholder engagements to monitor the conditions on the ground and provide support and guidance to organs of state. The assessments focused on the Agriculture and Water Sectors as being the most affected sectors in the country. The main findings from the assessment were that dry weather and water shortages are experienced in parts of the country, especially...
the Cape provinces. It is important to bear in mind that parts of these provinces are semi-arid whereas others are arid, particularly the Karoo area. Furthermore, parts of these Cape provinces are mostly defined by low rainfall and high to extreme high temperatures. It was confirmed that the dry and water shortage conditions were further exacerbated by other factors, particularly the following:

- Lack of integrated water service development planning;
- Poor water resource management resulting in most provinces having water service infrastructure backlogs that could have been addressed through normal sector programmes;
- Water losses resulting from water leakages due to aging infrastructure, lack of rapid response to damaged infrastructure and insufficient technical skills in municipalities;
- Non-revenue water and water losses;
- Vandalism and theft of water infrastructure by communities; and
- Poor governance and financial management within municipalities and other organs of state.

The conditions necessitated the activation and implementation of extra ordinary measures under the provisions of the DMA with the primary aim being to mitigate against further deterioration of drought and water shortage conditions within the country. It is important to notes that although a situation where the country is in a perpetual state of disaster due to drought should be avoided, there was a need to invoke special measures through a declaration of a state of disaster to issue directives where necessary as well as to enable the release of disaster grant funding to augment the resources of the affected organs of state.

Subsequent to consultations with the relevant sector departments and provinces as well as the submission of reports that outlined the impact of the drought conditions and implementation of intervention measures, the Minister of Cooperative Governance and Traditional Affairs made the decision to declare a national state of disaster in terms of Section 27 of the DMA. A notice to this effect was published in Government Gazette No. 43066 on 4 March 2020. The purpose of the declaration of a national state of disaster was primarily to:

- Activate implementation of extra ordinary measures by government under the provisions of the DMA, a primary aim being to mitigate against further deterioration of drought and water shortage conditions within the country; and to
- Enable the provision of additional resources to augment intervention measures within the affected sectors as a contribution towards building resilience within the communities.

It is important to bear in mind that the NDMC reclassified the drought as a national disaster in 2018 as per Section 23 of DMA. A notice to this effect was published in Government Gazette No 41439, dated 13 February 2018 therefore the (Re) Classification of a national disaster on drought by the NDMC was still in place during the period of drought declaration. The primary objective of classification of a disaster was to:

- Designate primary responsibility to a sphere of government for the coordination and management of the disaster. The primary responsibility for the coordination and management of the disaster was designated to the national government.

Through the declaration of a state of disaster by the Minister of Cooperative Governance and Traditional Affairs, the water sector reallocated funding from existing grants to implement intervention measures to address drought conditions. Additional resources were made available by the sector for water related
interventions to address the COVID-19 pandemic, and these interventions also contributed towards drought relief measures within the affected communities. Organs of state across the spheres of government were urged to continue with implementation of mitigation and resilience measures to reduce the impact of drought risks as well as to evaluate the impact of intervention measures to promote sustainability within communities.

2.3.2.3 Flooding due to heavy rains and thunderstorms in April 2019 in Eastern Cape, Free State and KwaZulu-Natal provinces

Most parts of the country experienced incessant rainfall conditions from 18-23 April 2019 which led to flooding events particularly in the coastal areas of the country. The flooding might have been exacerbated by how the waterways via dams are managed. According to the SAWS, these weather conditions were due to the cut-off low-pressure system, which was moving slowly eastwards. The affected provinces were KZN, EC, and FS. These floods resulted in infrastructure damage, displacement of communities as well as loss of lives, particularly in KZN.

The NDMC further established the National Joint Flood Coordination Committee (NJFCC) to ensure well-integrated and coordinated planning, response and recovery efforts by the relevant sectors, state owned entities, government agencies and private sector in addressing the flood conditions. The NDMC released its officials to the affected provinces to provide support. A summary of damages incurred in affected provinces is reflected in Figure 10.

<table>
<thead>
<tr>
<th>Province</th>
<th>Summary of damages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>Flooding occurred mainly in Alfred Nzo and OR Tambo District Municipalities with damages to infrastructure owned by Departments of Basic Education (DBE), Human Settlements (DHS), Transport (DoT) as well as Public Works (DPW).</td>
</tr>
<tr>
<td>Free State</td>
<td>Flooding occurred mainly in Matjhabeng Local Municipality with damages to infrastructure owned by the municipality, DBE, DHS, DoT as well as DPW.</td>
</tr>
<tr>
<td>KwaZulu-Natal</td>
<td>Flooding and thunderstorms occurred in UGu, EThekwini, ILembe, UMkhanyakude, Harry Gwala, and King Cetshwayo municipalities with damages to infrastructure owned by municipalities and DBE, DHS, Health, DoT as well as DPW.</td>
</tr>
</tbody>
</table>

Figure 10: Summary of Damages in affected Provinces
Damage caused by rain and flooding in KwaZulu Natal
2.3.2.4 Response and Intervention measures to flood damages

Most of the affected organs of state addressed the damages from their own resources in line with existing legislation and contingency arrangements in terms of Section 2 (1) (b) of the DMA, particularly within the EC and FS provinces.

For the KZN province, an amount of R130 million was allocated by the Department DHS from an Emergency Housing Grant for the provision of temporary structures for affected families. In other sectors, the provinces had to undertake verification and reconciliation of the flood damages of 2017 where funding for intervention measures had been approved and allocated over the 2018/2019 and 2019/2020 financial years to avoid duplication of effort as well as omissions and oversights with regard to allocation of resources. The NDMC further classified the occurrence as a provincial disaster in terms of Section 23 of the DMA in February 2020, where primary responsibility for the coordination and management of the disaster was assigned to the KZN provincial government.

2.3.2.5 Inclement weather and fire incidents in KwaZulu-Natal (September – January 2020)

The KZN Province has experienced numerous inclement weather-related incidents through the years. The PDMC of KZN submitted a report indicating inclement weather and fire related incidents in the KZN Province from October 2019 to January 2020. The report indicated that all the district municipalities within the province were affected, i.e. UGu, UMgungundlovu, UThukela, UMzinyathi, Amajuba, Zululand, UMkhanyakude, King Cetshwayo, ILembe and Harry Gwala District Municipalities.

KZN PDMC requested the NDMC to conduct assessments to consider classification of the occurrence as a disaster in terms of Section 23 of DMA. The assessments were conducted jointly by the NDMC, PDMC and other relevant organs of state from 27 – 31 January 2020.

The most affected sectors were DHS and DBE, as was the case in all the occurrences in the past. For implementation of intervention measures, both departments used their own resources. DBE sent out technical teams for inspection of damages and addressed emergency repairs. DHS collated lists of affected households and provided materials for the repairs as well as for the provision of temporary shelters where the houses are irreparable. It is important to note the a key challenge for the Human Settlements sector in KZN Province is the prevalence of mud houses that are easily damaged and destroyed through disaster related occurrences. Furthermore, some of the land in KZN is privately owned, mainly through trusts where the communities are not allowed to build permanent structures and this perpetuates the mud structures that are not sustainable. These are policy related matters requiring escalation and decisive actions by the executive.

Considering the above, the NDMC classified the occurrence as a provincial disaster in terms of Section 23 of DMA in February 2020, where primary responsibility for the coordination and management of the disaster was assigned to the KZN Provincial government.

2.3.2.6 Disaster Response, Recovery and Rehabilitation

The NDMC administers disaster grants. The main purpose of these grants is to provide support to the
affected organs of state in case they are unable to deal effectively with the effects of a disaster using only their own resources as stipulated in the DMA. The NDMC is also responsible for the mobilization of funding and other resources from relevant organs of state for disaster intervention measures. The mobilization of funding is mainly through the reallocation of funding from existing grants within the relevant organs of state as per the annual Division of Revenue Act.

The grants administered by the NDMC are as follows:

a) Municipal Disaster Relief Grant;

b) PDRG; and

c) Municipal Disaster Recovery Grant.

No allocation was released for drought interventions from the Disaster grants during the financial year 2019/2020 as most of the affected organs of state reallocated funds from existing grants for drought intervention measures, particularly the water sector.

2.3.2.7 Disaster Grant Funding Allocations

The following grants were implemented during 2019/2020:

<table>
<thead>
<tr>
<th>No.</th>
<th>Province</th>
<th>Funding Allocation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Eastern Cape</td>
<td>R44 551 000.00</td>
</tr>
<tr>
<td>2.</td>
<td>Free State</td>
<td>R12 429 000.00</td>
</tr>
<tr>
<td>3.</td>
<td>Gauteng</td>
<td>R115 996 000.00</td>
</tr>
<tr>
<td>4.</td>
<td>KwaZulu-Natal</td>
<td>R138 918 000.00</td>
</tr>
<tr>
<td>5.</td>
<td>Limpopo</td>
<td>R42 449 000.00</td>
</tr>
<tr>
<td>6.</td>
<td>Mpumalanga</td>
<td>R33 993 000.00</td>
</tr>
</tbody>
</table>

**Provincial Disaster Relief Grant**

The Health Sector was identified as one of the organs of state requiring augmentation of funding resources to enable the sector to address mitigation and response strategies to the COVID-19 pandemic in the country. This is because it is the leading sector in relation to the response measures for the COVID-19 pandemic, among other reasons. The funding requests from the Provincial Department of Health (DoH) were coordinated by the National DoH supported by National Treasury. The Provincial Disaster Relief Grant (PDRG) within the DCoG Budget Vote was identified as a source of funding with an amount of R131 million for the 2019/2020 financial year.

The funding requests from all the nine (9) provinces were received by the NDMC. The requests were analysed in consultation with National Treasury. A total amount of R466.300 000.00 was recommended for approval as the funding allocation to the Provincial DoH in all provinces. The National Treasury further converted an amount of R335 488 000.00 from the Municipal Disaster Relief Grant for 2019/2020 to the PDRG that has an amount of R131 000 000 to augment the shortfall within the PDRG. The funds were approved by National Treasury and transferred to provinces as indicated in Figure 11.
2.3.2.8 Municipal Disaster Recovery Grants

Funding was allocated to the KZN Province for disaster recovery and rehabilitation of intervention measures for infrastructure damages of floods of 2017. The funding was allocated over two (2) financial year periods 2018/19 and 2019/2020. Funding was allocated to UGu and eThekwini to address the flood damages as indicated in Figure 12.

### Funding Allocation for Intervention Measures by the Municipalities in KZN for Flood Damages

<table>
<thead>
<tr>
<th>KwaZulu-Natal Province Receiving Municipalities</th>
<th>Allocated Amount</th>
<th>Purpose of allocation</th>
</tr>
</thead>
<tbody>
<tr>
<td>UGu District Municipality</td>
<td>R20 237 000.00</td>
<td>Reconstruction and rehabilitation of municipal infrastructure in UGu DM, Umdoni LM, Umzumbe LM, Ray Nkonyeni LM</td>
</tr>
<tr>
<td>eThekwini Metropolitan Municipality</td>
<td>R112 983 000.00</td>
<td>Reconstruction and rehabilitation of infrastructure in eThekwini Metro.</td>
</tr>
<tr>
<td>Grand Total</td>
<td>R133 220 000.00</td>
<td></td>
</tr>
</tbody>
</table>

Figure 12: Funding Allocation for Intervention Measures by the Municipalities in KZN for Flood Damages
Implementation of intervention measures by the relevant organs of state took place through the coordination of relevant structures across the spheres of government. The focus was on monitoring implementation, mainly through regular visits to the affected provinces as well as stakeholder engagements to provide support to enhance efficiency and effectiveness in the implementation of intervention measures.

2.3.2.9 COVID-19 Pandemic (Corona Virus)

Coronavirus disease (COVID-19) is an infectious disease which causes respiratory illness (like the flu) with symptoms such as a cough, fever and in more severe cases, difficulty in breathing. A pneumonia of unknown cause detected in Wuhan City, Hubei Province in China was first reported to the WHO Country Office in China on 31 December 2019. The infection has now spread to several countries around the world including South Africa. The outbreak was declared a Public Health Emergency of International Concern and the WHO announced that the official name would be COVID-19, a shortened version of coronavirus disease 2019. The WHO declared COVID-19 as a pandemic on 11 March 2020.

The following critical measures were taken by the South African Government to manage the outbreak of COVID-19 in the country:

On 15 March 2020, the Minister of Cooperative Governance and Traditional Affairs, Dr Nkosazana Dlamini Zuma, declared a national state of disaster in terms of Section 27 of the DMA. A notice to this effect was published in Government Gazette No. 43096 (No. 313) dated 15 March 2020. The purpose of the declaration of a national state of disaster was primarily to:

1. Augment applicable existing legislation through activation of extra ordinary measures by government under the provisions of the DMA with the main aim being to mitigate against the impacts of the outbreak as well as further outbreaks in other areas within the country.
2. Enable the provision of additional resources and funding to augment intervention measures within the responsible organs of state.

The declaration of a national state of disaster was preceded and informed by the classification of COVID-19 as a national disaster by the Head of the NDMC, Dr Mmaphaka Tau. The classification of COVID-19 as a disaster is in terms of Section 23 of DMA and a notice to this effect was published in Government Gazette No. 43096 (No. 312) dated 15 March 2020. The primary objective of the classification of a disaster is to designate primary responsibility to a sphere of government for the coordination and management of the disaster.

The primary responsibility for the coordination and management of COVID-19 was designated to the national government. It is important to emphasise that the declaration of a state of national disaster and classification of a disaster do not take away responsibilities in terms of applicable mandates from the organs of state and related organisations across the spheres of government.

Government continuously assessed the existing legislative framework within relevant organs of state addressing the COVID-19 outbreak to enhance efficiency and effectiveness of this process. Where gaps were identified within existing legislative frameworks, regulations were prepared and directions issued by the Minister of Cooperative Governance and Traditional Affairs through government notices after consulting the responsible
Cabinet Members. This is in terms of Section 27(2) of DMA. The main purpose of regulations and directions was to augment existing legislation and contingency arrangements to ensure that the executive could deal effectively with the COVID-19 pandemic.

2.4 CHIEF DIRECTORATE: DISASTER RISK MANAGEMENT, EDUCATION, TRAINING, AWARENESS AND RESEARCH

The Chief Directorate: Disaster Risk Management, Education, Training, Awareness and Research (CD: DRMETAR) comprises a Chief Director, a Director, two Deputy Directors, an Assistant Director and an Administrative Officer. The CD: DRMETAR is responsible for promotion of a culture of risk avoidance among stakeholders by capacitating role players through integrated processes of education, training and public awareness supported by scientific research.

The Chief Directorates’ responsibilities emanate from Sections 15 and 20 of the DMA as well as Enabler 2 of the NDMF.

2.4.1 Directorate: Disaster Risk Management Education, Training, Awareness and Research

The Directorate: Disaster Risk Management Education, Training, Awareness and Research comprises a Director, two Deputy Directors, an Assistant Director and an Administrative Officer.

The main purpose of this Directorate is to promote DRR through formal and informal education programmes, as well as through research. To promote of formal education, the NDMC offers bursaries to students registered for disaster management qualifications at public institutions of higher learning. The Directorate further collaborates with the institutions of higher learning to ensure that they develop and implement disaster risk management (DRM) programmes. Efforts were also made to ensure that the DBE incorporated DRM in the curriculum of the Life Orientation textbooks for grades four (4) to twelve (12).

Informal education refers to education that occurs outside the structured curriculum and usually involves conversations, and the exploration and enlargement of experiences. In this instance, the Chief Directorate promoted disaster risk awareness events, which were conducted in municipalities and schools to educate and lobby councillors, administrators and educators about the need to ensure that key risks are reduced and that institutions embark on Disaster Risk Reduction programmes. One of the key events that the Chief Directorate leads on is the annual commemoration of the IDDR, as per Resolution number 64/200 of the United Nations General Assembly, which amongst other deliverables, also reaffirmed the International Strategy for Disaster Reduction as the primary mechanism for development, promotion and improvement of DRR methods.

The Chief Directorate promotes research through collaboration with the NW University, where DRM articles are published in the Jàmbá Journal. Research assists in advancing the existing body of knowledge. It is used to discover and create new knowledge as well as the sharing of that knowledge.
There are always lessons from each disaster. The research project allows new and experienced researchers to have a digital platform to share their research outputs.

During 2019/20, the Chief Directorate was able to achieve all its set targets which were related to the following projects.

2.4.1.1 Integrated Disaster Risk Management Advocacy and Awareness programmes

The target for the 2019/2020 financial year was to ensure that “7 integrated advocacy and awareness programmes were successfully held in partnership with municipalities to promote and advance DRR by 31 March 2020”.

The key objectives of the Integrated DRM awareness sessions were: -

a) To raise DRM awareness within the political and administrative sections of municipalities to improve governance and budgetary decisions thus ensuring disaster risks are reduced; and

b) To raise DRM awareness among members of invited NGOs and community based organisations (CBOs), who can support and work with the municipality to advance risk reduction.

The 2019/2020 project was planned as an integrated one, with representatives from key sector departments being a central necessary and appropriate feature of the sessions with municipalities. Each awareness session was informed by the prevailing hazards in that locality.

During the second quarter, DRM advocacy and awareness sessions were held at the Ephraim Mogale Municipality in Limpopo Province on 25 September 2019 and Lejwe Le Putswa District Municipality in the FS Province on 26-27 September 2019.

During the third quarter, DRM advocacy and awareness sessions were held at the University of Free State, Mangaung Metropolitan Municipality on 4 December 2019, while the IDDR Practitioners’ Working Session was held on 5 December 2019.

Figure 13: Practitioners’ session during the commemoration of the IDDR 2019 at the Central University of Technology on 05 December 2019
All the above institutions shared experiences on the risk incidents that their respective institutions experienced, the repercussions and impact thereof on the communities and the economy at large, and how they managed to build better post the incident.

The Premier of the Free State, Ms Sisi Ntombela, delivered the keynote address on behalf of the Minister of Cooperative Governance and Traditional Affairs, Dr Dlamini Zuma who could not attend the event due to weather related challenges (Figure 14). In her speech, the Premier emphasized that DRR was about protecting property and livelihoods. She paid special attention to man-made disasters and the need to empower communities, especially women, on what to do and how to react in the case of a disaster.

She indicated that the theme for IDDR 2019 fitted perfectly with practical issues that can be referenced, such as bridges in Botshabelo which need to be worked on or bridges in Matjhabeng which always give problems during storms.

She highlighted the need for a proper and functional...
PDMC. She indicated that the current PDMC did not comply with DMA. She directed the MEC to ensure the budget allocation are made available and programmes put in place to ensure a fully functional PDMC. She advised that the HoD ensure that this mandate be put into the operational plan of the official responsible (Figure 15).

She further advised the communities to manage hazards and protect the available infrastructure to ensure that service delivery is not hampered.

![Figure 15: Head of Centre: Free State PDMC – Mr Markes Butler](image)

The NDMC was invited to the Waterberg District Advisory Forum on 11 December 2019 to conduct awareness on the promotion of DRM within the school system, a project where the NDMC is collaborating with the DBE. This project promotes safety in special schools and began after students lost their lives in their dormitory during a fire incident in the Special School for the Blind in the NW Province.

The last disaster risk awareness sessions were held in the Limpopo Province with the Waterberg District Councillors and ward committee members of the Modimolle-Mookgophong Local Municipality on 17 and 18 March 2020, respectively. In both instances, a new addition to the programme was a presentation on Climate Change by a representative from the Department of Environment, Forest, and Fisheries (DEEF).

### 2.4.1.2 Bursaries successfully awarded

During this financial year, the NDMC received a total of sixty-nine (69) bursary applications. Of all applications received, a forty-one (41) were allocated bursaries. The composition of the bursary recipients was as follows: fifteen (15) were registered for a Post Graduate Diploma in Disaster Management (DM) at the North-West University (NWU) and Free State University (UFS), nineteen (19) were registered for a Master’s Degree in DM at NWU, UFS and University of Limpopo (UL) (Public Health), six were registered for a Diploma in DM at the Durban University of Technology (DUT), and was registered for BSC Life and Environmental Sciences at the University of Johannesburg (UJ).

All the bursary recipients signed contracts with the DCoG. A total of R1 478 211.08 was transferred to the affected universities in favour of the bursary recipients.

Of the forty-one students that received bursaries, the following can be reported per university:

- **DUT** five (5) completed their studies while one (1) is continuing with his studies.
- **NWU** three (3) completed their studies while six (6) are continuing with their studies.
- **UL** one (1) is continuing with her studies.
- **UJ** one (1) completed her studies.
UFS ten (10) completed their studies, thirteen are continuing with their studies while one (1) dropped out.

2.4.1.3 Publication of Research Papers on Disaster Risk Management through Jâmbá coordinated by 31 March 2020

To promote DRM research, the DCoG signed a Memorandum of Understanding (MoU) with the NW University for the publication of Jâmbá, the Journal of Disaster Risk Studies. The MoU was signed in 2018 and will run for a period of five years.

In terms of monitoring the implementation of the project, the NWU submitted quarterly reports on the Jâmbá activities. Such reports indicated the number of articles published during each quarter as well as how many times the articles were viewed and cited.

At the end of the financial year, the NWU submitted copies of the Jâmbá Journals, which were shared with the nine PDMCs and a copy was placed at the departmental library. A total of 49 articles on various aspects of DRM were published during the financial year set out in Figure 16.

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<tr>
<th>Title</th>
<th>Author(s)</th>
<th>Published</th>
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<tr>
<td>Drivers for coping with flood hazards: Beyond the analysis of single cases</td>
<td>Roland A. Balgah, Henry N. Bang, Salliana A. Fondo</td>
<td>09 April 2019</td>
<td>407</td>
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<td>Climate adaptation in the public health sector in Africa: Evidence from United Nations Framework Convention on Climate Change National Communications</td>
<td>Godwell Nhamo, Shepherd Muchuru</td>
<td>09 April 2019</td>
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<td>Considering flood risk in spatial development planning: A land use conflict analysis approach</td>
<td>Dirk P. Cilliers</td>
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<tr>
<td>Participatory capacities and vulnerabilities assessment: Towards the realisation of community-based early warning system for deep-seated landslides</td>
<td>Brian A.L. Gumiran, Fatima M. Moncada, Harianne J. Gasmen, Nathalie R. Boyles-Panting, Renato U. Solidum</td>
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<tr>
<td>Disability and DRR as an incongruent matrix: Lessons from rural Zimbabwe</td>
<td>Wilfred Lunga, Paradzayi Pathias Bongo, Dewald van Niekerk, Charles Musarurwa</td>
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<td>Impact of climate change on primary agriculture, water sources and food security in Western Cape, South Africa</td>
<td>Elliot M. Zwane</td>
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<td>Vulnerability of Southern Afar pastoralists to climate variability and change, Ethiopia</td>
<td>Muluken Fenta, Andries Jordaan, Yoseph Melka</td>
<td>18 April 2019</td>
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<tr>
<td>Asset vulnerability analytical framework and systems thinking as a twin methodology for highlighting factors that undermine efficient food production</td>
<td>Eromose E. Ebhuoma, Mulala D. Simateli, Henry B. Tantoh, Felix K. Donkor</td>
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<tr>
<td>Vulnerability of growing cities to solid waste-related environmental hazards: The case of Mthatha, South Africa</td>
<td>Vuyayo Tsheleza, Simbarashe Ndhleve, Hlekani M. Kabit, Christopher M. Musampa, Motebang D.V. Nakin</td>
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<td>Beyond the plan: How land use control practices influence flood risk in SekondiTakoradi</td>
<td>Jerry C. Tasantab</td>
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| Measuring social vulnerability to natural hazards at the district level in Botswana | Kakanyo F. Dintwa, Gobopamang Letamo, Ken-
nan Navaneetham                                                             | 6 May 2019      | 596           |
<p>| Sustainability of food production support services offered by Sustainable Agriculture Trust to subsistence farmers in Bikita District, Zimbabwe | Norman Chivasa                                                             | 20 May 2019     | 528           |
| An exploration of the tractability of the objectivist frame of disaster risk in policy implementation in Zimbabwe | Paul Chipangura, Dewald van Niekerk, Gerrit van der Waldt                 | 21 May 2019     | 437           |
| Traditional knowledge system in DRR: Exploration, acknowledgement, and proposition | Pribat Rai, Vimal Khawas                                                   | 04 June 2019    | 483           |
| Communities’ perceptions of health hazards induced by climate change in Mount Darwin district, Zimbabwe | Alice Ncube, Magaret Tawodzera                                             | 13 June 2019    | 413           |
| Coping and adaptation mechanisms employed by sub-Saharan African migrant women in South Africa | Alice Ncube, Yonas Bahta, Andries Jordaan                                  | 13 June 2019    | 466           |
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| Earthquake loss estimation of residential buildings in Bantul regency, Indonesia | Mohamad F.N. Aulady, Toshio Fujimi                                        | 20 June 2019    | 430           |
| Household disaster management capacities in disaster prone II area of Mt. Slamet | Diah S. Dewanti, Dusadee Ayuvat, Sekson Yongvanit                           | 04 July 2019    | 336           |</p>
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<tr>
<td>Linking risk communication and sustainable climate change action: A conceptual framework</td>
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<td>Application of livelihood vulnerability index to assess risks for farmers in the Sukoharjo Regency and Klaten Regency, Indonesia</td>
<td>Suryanto Suryanto, Aulia Rahman</td>
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<td>Muzakar Isa, Akhmad Fauzi, Indah Susilowati</td>
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<td>Conflict or consensus? Re-examining crime and disaster</td>
<td>Bethany L. van Brown</td>
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<td>Small business success: Identifying safety hazards and safety risks</td>
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<td>Training on modified model of programme for enhancement of emergency response flood preparedness based on the local wisdom of Jambi community</td>
<td>Andi Subandi, Syahirul Alim, Fitri Haryanti, Yayi S. Prabandari</td>
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<td>Private water distribution as a potential everyday risk: The case of Goba, Dar es Salaam</td>
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<td>How to improve public participation in DRM: A case study of Buein Zahra, a small city in Iran</td>
<td>Mojtaba Valibeigi, Majid Feshari, Fatemeh Zivari, Artemis Motamedi</td>
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<td>Flood vulnerability level analysis as a hydrological disaster mitigation effort in Krueng Jreue Sub-Watershed, Aceh Besar, Indonesia</td>
<td>Helmi, Hairul Basri, Sufardi Sufardi, Helmi Helmi</td>
<td>12 September 2019</td>
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<tr>
<td>Monitoring droughts in Eswatini: A spatiotemporal variability analysis using the Standard Precipitation Index</td>
<td>Daniel H. Mlenga, Andries J. Jordaan, Brian Mandevu</td>
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<td>Accessing seasonal weather forecasts and drought prediction information for rural households in Chirumhanzu district, Zimbabwe</td>
<td>Mashoko S. Grey</td>
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<td>The contribution of small-scale rural irrigation schemes towards food security of smallholder farmers in Zimbabwe</td>
<td>Smart Mhembwe, Newman Chiunya, Ernest Dube</td>
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<td>The role of traditional leadership in disaster management and disaster risk governance: A case of Ugu District Municipality by-laws</td>
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<td>Small grain production as an adaptive strategy to climate change in Mangwe District, Matabeleland South in Zimbabwe</td>
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<td>Factors influencing the resilience of smallholder livestock farmers to agricultural drought in South Africa: Implication for adaptive capabilities</td>
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<td>Monitoring droughts in Eswatini: A spatiotemporal variability analysis using the Standard Precipitation Index</td>
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<td>Frequency analysis of agricultural drought of maize in Sabie River catchment in South Africa</td>
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<td>Indigenous knowledge approach in maintaining a livelihood in the face of disastrous climate change: Case of drought in Msinga villages, KwaZulu-Natal</td>
<td>Joseph R. Rukema, Beatrice S. Umubyeyi</td>
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<td>Is the Indonesian disaster response budget correlated with disaster risk?</td>
<td>Heru Fahlevi, Mirna Indriani, Rina S. Oktari</td>
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<td>Household disaster awareness and preparedness: A case study of flood hazards in Asamankese in the West Akim Municipality of Ghana</td>
<td>Frank J. Glago</td>
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<td>Daniel H. Mlenga, Andries J. Jordaan, Brian Mandebvu</td>
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<td>Building community resilience to climate change: The role of a Population-Health Environment Programme in supporting the community response to cyclone Haruna in Madagascar</td>
<td>Vikas Mohan, Karen Hardee, Caroline Savitzky</td>
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### 2.4.1.4 Disaster Risk Management Education and Risk Assessment at Targeted Schools

The NDMC collaborated with the DBE to promote DRR in the school system. To enable and operationalise the collaboration, a Memorandum of Understanding was signed by the Directors-General of both departments. An implementation protocol was developed to guide the joint projects.

The need to address safety and security in schools was highlighted by the Human Rights Commissions’ findings against the DBE. In 2015 the NW Provincial Office of the Human Rights Commission initiated an investigation into the deaths of three female learners during a fire incident in their dormitory at NW School for the Deaf. During the investigation, it was discovered that there were woefully inadequate safety and security measures in place to protect the learners. The Human Rights Commission’s report indicated that learners with disabilities are not safe in special school hostels. Therefore, the DBE was compelled to initiate a monitoring and evaluation project that will ensure safety and security in various schools across the Republic of South Africa.

The target for this financial year was to conduct disaster risk assessments at special schools in three provinces, viz. FS, NW and Limpopo. Based on the outcome of the assessment, support was provided to address on the identified risk. Some of the risks identified during the assessment process were that School Safety Committees were not adequately trained, fire drills were not conducted and electric mains and cables were not safely secured. Examples of support provided was the donation of smoke alarms, training of School Safety Committees and the conducting of fire drills by the district fire services. Part of the exercise was to train School Safety Committees on the identification of risks within their respective schools.

The sessions were attended by members of the School Safety Committees led by the School Principals, PDMCs and both the Districts and Municipal Disaster Management Centres (MDMCs). Attendees were trained in the utilisation of the assessment tool so that the knowledge could be transferred to other members of the school community in the province. The PDMC was tasked to ensure follow-up on these projects.

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**Figure 16: Articles published in Jàmbá between 1 April 2019 and 31 March 2020**

<table>
<thead>
<tr>
<th>Title</th>
<th>Author(s)</th>
<th>Published</th>
<th>Article views</th>
</tr>
</thead>
<tbody>
<tr>
<td>Flood survivors’ perspectives on vulnerability reduction to floods in Mbire district, Zimbabwe</td>
<td>Blessing Mucherera, Emma-nuel Mavhura</td>
<td>09 March 2020</td>
<td>204</td>
</tr>
<tr>
<td>Antibiotic resistance and R&amp;D failure: The need for near real-time disaster research</td>
<td>Chris W. Callaghan, Oren Dayan</td>
<td>12 March 2020</td>
<td>93</td>
</tr>
<tr>
<td>Resilience of informal settlements to climate change in the mountainous areas of Konso, Ethiopia and QwaQwa, South Africa</td>
<td>Tamirat W. Melore, Verna Nel</td>
<td>12 March 2020</td>
<td>107</td>
</tr>
</tbody>
</table>
The first session was conducted on 15 September 2019 at the Thibolohang School for the Blind and Deaf in Thabo Mofutsanyane District, FS Province, attended by School Safety Committees from five special schools (see Figures 17; 18; 19; 20). The idea was that from the training received, they would go on to conduct similar assessments in their schools. As of 31 March 2020, risk assessments were conducted at eleven (11) schools in FS Province.
Figure 18: Feedback session at Thibolohang School for the Blind and Deaf

The second session was conducted on 29 November 2019 at the Ikalafeng Special School in Ikageng Township, J.B Marks Local Municipality in the NW Province. The school was thoroughly assessed by various stakeholders, led by the NDMC.

Figure 19: School Based Risk Assessment Training Thiboloha School for the Blind and Deaf
The last session for the financial year was conducted on 16 March 2020 at the Thusanang Special School in Bela Township, Bela Bela Local Municipality. The School was thoroughly assessed by stakeholders from different organisations (Waterberg District Municipality, Bela Bela Local Municipality, Waterberg Fire Services Department and the Thusanang School Safety Committee). The NDMC representatives led the assessment and there were several priority challenges that needed to be addressed urgently.

The implementation of this project was supported by SANTAM Insurance Company. SANTAM developed the disaster risk assessment tool and assigned risk assessment managers to lead the risk assessment process. Corrective measures for hazards identified during the assessment were allocated to respective stakeholders. As an example, the list of school infrastructure hazards was forwarded to the School Infrastructure Unit within the DBE, while requests for fire drills were directed at the District DMCs.
2.5 CHIEF DIRECTORATE: INFORMATION TECHNOLOGY, INTELLIGENCE AND INFORMATION MANAGEMENT SYSTEMS

The Chief Directorate: Information Technology, Intelligence and Information Management Systems (CD: ITIIMS) guides the development of a comprehensive information management and communication system and establishes integrated communication links with all disaster management role players. There are seven staff members and comprises two sub directorates, with both contributing to the overall mandate.

2.5.1 Directorate: Early Warning and Capability Management Systems

The Directorate: Early Warnings and Capability Management Systems (Dir: EWCMS) comprises a senior manager and a manager. The Directorate’s purpose is to promote, develop, evaluate and maintain the national risk and vulnerability profile, a disaster management early warning system in collaboration with SAWS and maintain an extensive spatial repository of information in the Geographic Information Systems (GIS) platform. During the 2019/20 financial year, the sub directorate undertook the following activities related to its scope of work.

2.5.1.1 Early Warning Systems

In 2019/2020 the Dir: EWCMS continued advancing its efforts in terms of sourcing, collation and distribution of early warnings to stakeholders. The directorate continued to register users to the NDMC Early Warning Systems database, both physically through gathering contacts at various workshops and meetings, and via its new online registration tool. The Dir: EWCMS noted the registration of a wider range of stakeholders to the database. During the 2019 year, the processes of managing the database was also undertaken.

In the 2019/20 financial year, the NDMC and SAWS continued the strengthening of their collaboration on evolving early warnings messages to becoming more intuitive and inclusive. In 2019/2020, SAWS together with the NDMC and the United Kingdom...
The Meteorological (UK Met) Office advanced their work in terms of the new Impact Based Early Warning Systems Project. As part of the Newton Fund, all organisations have further developed and tested the Impact Based Severe Weather Warning System across the country through training and awareness workshops. The core of the impact based early warnings project is the development of a warning system that can include both the vulnerability of a specific area and specific mitigation measures that must be taken for that pending hazard. This marks a paradigm shift from “what the weather will be” to “what the weather will do”.

The Impact Based Early Warnings project continued with stakeholder engagements at provincial and district levels including a media collaboration workshop and a community outreach workshop held in Fish Hoek, WC as depicted in Figures 21 and 22. Since stakeholder workshops have been held across South Africa and the groundwork has been completed, the remainder of the work is focused reaching the ordinary “man in the street” (in Early Warning terms, reaching the “last mile”).

In the 2020/21 financial year, the intention is to officially launch the Impact Based Early Warnings platform with SAWS and implement the systems to the identified stakeholders.

Figure 21: Impact Based Early Warnings workshop in Fish Hoek 29 – 30 January 2020

In the 2020/21 financial year, the intention is to officially launch the Impact Based Early Warnings platform with SAWS and implement the systems to the identified stakeholders.

Figure 22: UK Met facilitating at the workshop in Fish Hoek

2.5.1.2 Geographic Information Systems

The NDMC’s GIS Portal acts as the central repository for geospatial information related to disaster management for its stakeholders. It hosts a wide range of applications and spatial products related to Early Warnings, Risk and Vulnerability and Situational awareness products to aid decision support. In 2019/20, the directorate focused on providing training and awareness to stakeholders as well as addressing the needs of other business units by extending its range of Survey123 products.

The Dir: EWCMS leveraged work conducted in 2018/19 and adopted a similar approach for providing data capture, collation, and analysis capabilities. The following applications were developed using the ESRI ArcGIS Server / Portal and ArcGIS online platforms.

1. Monitoring and Evaluation (M&E) Surveys

The initial M&E Survey was rationalized into smaller, more manageable sections to optimize inputs and provide a degree of flexibility. Surveys
were constructed for both PDMC and District MDMC Stakeholders. The surveys were based on the following key focus areas:

- Establishment of the DMC
- Advisory Forum establishment and participation
- Preparation and submission of Disaster Management Annual Reports
- Memorandum of Cooperation / MAAs
- Preparation of DMPs
- Development of Risk Profiles
- Preparation of Contingency Plans
- Conducting Awareness Campaigns
- Development and distribution of Early Warning Systems
- Response, Relief and Rehabilitation Mechanisms
- Information Management and Communication Systems

2. Minimum Infrastructure Requirements Survey
The Minimum Infrastructure Requirements survey / application aims to provide a vehicle for reporting compliance to the Disaster Management Guideline – Minimum Infrastructural Requirements.

3. Volunteers Survey
This Volunteer survey / application aims to provide a means for reporting compliance to the Disaster Management Volunteer Regulations GNR125 in Government Gazette 33882 dated 17 December 2010.

4. Staffing Survey
This survey / application aims to provide a vehicle for reporting on staff complements and available skills to the disaster management centre DMC (Figure 23).

5. Initial On-site Assessment Survey
This survey / application stands in support and provides means to conducting initial on-site field assessments according to the published guidelines (Conducting an initial onsite assessment).

Proper standardized reporting from PDMCs and MDMC structures to the NDMC have proven to be problematic in the past and these tools have been designed to address and overcome these challenges.

Figure 23: DMC Annual Staffing Survey – a reporting mechanism on staff complements and skills available to the DMC.
In addition, the utilized tools provide online storage, analytical and information dissemination capabilities, and a more comprehensive view of the survey results in question. Disaster Management stakeholders can now utilize these products to provide the NDMC with standardized reports related to their field of competency as agreed to in the published guidelines. During the 2019/2020 financial year, the directorate extensively engaged provincial and district municipal stakeholders on these and other NDMC GIS Portal tools in various workshops and training sessions (Figure 24). These sessions provided valuable interactions aimed at fostering stakeholder buy-in and providing valuable user requirements for future development.

![Webportal Workshop in Northern Cape PDMC.](image)

In 2020/21, the NDMC will endeavour to institutionalize and continuously improve these products for stakeholders to interact with, providing mutually beneficial storage, analysis and reporting capabilities as envisioned by section 17 of the DMA.
2.5.1.3 Spatial Information Support to the National Joint Drought Coordination Committee

The Dir: EWCMS continued its product development and information support to the NJDCC in 2019/20. In collaboration with several partners, including the Agricultural Research Council (ARC), SAWS, Department of Water and Sanitation and others, monthly drought status reviews were conducted and communicated to NJDCC stakeholders (see Figure 25, 26 and 27).

![Figure 25: Standard Precipitation Index as quantification of drought conditions](image)

Products included drought quantification according to the Standard Precipitation Index (SPI), represented over several timeframes, vegetation analysis in response to drought conditions, dam and groundwater levels as illustrated in Figure 26. This was done in association with retrospective analysis and forecasts of pending climate conditions. These efforts aim to provide the NDJCC, the NDMC and stakeholders with empirical evidence and specialist interpretations to guide the response to the national state of disaster related to drought in South Africa.
Figure 26: Vegetation products received from the ARC utilized to validate drought conditions

Figure 27: Evaluation of Surface Water data received in response to drought conditions
2.5.2 Directorate: Intelligence and Information Management

2.5.2.1 Acquisition of additional skills and Competencies

The NDMC: Intelligence and Information Management successfully appointed two (2) new personnel to the application development team, namely a Junior Systems Developer and a Programmer. The Directorate now comprises a Deputy Director, Junior Systems Developer and a Programmer.

2.5.2.2 Progress on the implementation of the new eConvenor System

The NDMC applications team continued with the mandate of standardising the hosting and development environment. The eConvenor system is the communication portal designed to convey and manage all the disaster management advisory forum meetings taking place at districts, provinces and national. The NDMC’s legacy application, eConvenor system was migrated to the Microsoft SharePoint environment (see Figure 28).

![Figure 28: New eConvenor home page](image)

The migration was necessary to cater for expansion through the bringing of districts on board to utilize the system. The previous platform which the legacy eConvenor was built on, did not allow for automation and the development of new modules. The revamping of the eConvenor system was completed within its timeframes during the reporting period, with an added module for COVID-19 pandemic reporting. The new module was successful at capturing the information generated by the daily National Joint Operational Centre’s (NATJOC) Legal Work stream as part of the Covid-19 response.
2.5.2.3 SRS for Covid-19

The Minister of Cooperative Governance and Traditional Affairs established the NDMC’s COVID-19 DOC on the 25th of March 2020. The purpose of the CoGTA COVID-19 DOC was to coordinate integrated interventions as part of both the provincial and local government sector COVID-19 response. The strategic planning and execution responsibilities in this regard were undertaken under the provisions of the DMA read with the NDMF and associated regulations and directions issued by the Minister of Cooperative Governance and Traditional Affairs.

The NDMC applications team swiftly customised the NDMC’s Situation Reporting System for collecting and collating COVID-19 related cases as illustrated in Figure 29.

![Figure 29: SRS for Covid-19 home page](image)

The system was utilised by the DOC team and disaster managers across the PDMCs. The DOC received real time data about status core at the municipalities from the provincial disaster operation centres regarding compliance to the Covid-19 regulations and service delivery. A national report was then submitted to the minister for response and decision making.

2.5.2.4 Support to the NDMC

During 2019/20, the application team developed various online tools for several business units including online registration forms for the national events and conferences hosted by the NDMC. The NDMC website was regularly maintained and updated with current data as to when the request was received from the NDMC business units. Two officials from the Intelligence and Information Management directorate attended an annual GovTech conference that was held in Durban, KZN (Figures 30 and 31). The SITA GovTech 2019 focused on Digital Transformation gearing towards the fourth industrial revolution and beyond. Government departments were urged to use the available technologies to fast track service delivery to the communities of South Africa. Officials networked with prominent service providers who are experts in digital technologies, and engagements are ongoing to assist the NDMC with service delivery improvement utilizing fourth (4th) industrial revolutionary technologies.
2.5.2.5 Big Data Migration

In 2019/20, the NDMC applications team implemented an OpenSource Data Analytics solution for managing and reporting on information from various sources situated at different geographical sites and organisations. The solution is hosted at SITA. The platform received a notable upgrade to the Red Hat Linux Operating System from the Centos Open Source operating system, allowing for better data backup and management. The migration enabled SITA to effectively provide administration and backup solutions to the NDMC Big Data solution. The NDMC had to comply with SITA regulations, which required that their servers to run on the Red Had Linux Operating System, before administration services could be provided. The NDMC will enjoy the benefits of collecting and collating a plethora of data into its central resource database with an assurance that its data is secure and available.

2.5.2.6 NDMC Infrastructure Maintenance

During the 2019/2020 financial year the Information Technology (IT) Directorate performed mandatory maintenance on its hardware platform and experienced some minor setbacks. General maintenance was performed on all parts of the NDMC information and communication platform resulting in a 99% uptime for the year. The NDMC investigated several avenues during the financial year, from cloud storage to increases in online storage like Dropbox. The migration to Microsoft Office 365 was given priority and the NDMC embraced this technology and its benefits, namely:
• Mobility - The ability to access your data on a continuous basis. Given the national mandate of the NDMC, this feature is desirable.
• Security - Built-in enhanced data security to protect your organization and its various communication platforms.
• Collaboration – A suite of tools that provides high levels of data structure and the ability to collaborate widely.
• Communication - Simplified and readily available communication mechanisms.
• Productivity - Simplified document and file sharing capabilities.
• Business Intelligence – Providing the user with the tools to work in a smarter and more analytic manner.

The NDMC users gained the benefit of a larger mailbox and a more versatile online storage platform. This allowed extensive collaboration and information sharing with all disaster related stakeholders. The NDMC users can now access all their enterprise software tools on any device and perform work-related tasks with ease.

2.5.2.7 NDMC Information and Communication Security Protocols

The NDMC network environment is not immune to outside threats that could harm the Information Communication Technology (ICT) platform. The network environment is constantly at risk so it is important to keep abreast with the latest software upgrades to secure the interoperable parts between multiple systems. Security software used by the NDMC includes Firewall security software, Symantec antivirus, Veeam data back-up solution and Platespin Forge for its offsite data backup repository.

The NDMC Firewall Intrusion Prevention System (IPS), Advanced Malware Protection (AMP) and Uniform Resource Locator (URL) License was renewed during the 2019/2020 financial year to provide a NDMC network environment that is secure against external attacks. The Symantec antivirus licence was renewed to provide endpoint protection antivirus software to protect the NDMC environment against viruses and intrusions. The Secure Sockets Layer (SSL) Certificate was also renewed to encrypt and secure communications over a computer network between the NDMC users and the multi-domain application services.

The NDMC continued to provide maintenance and support to the Platespin Forge security application platform that manages the Disaster Recovery (DR) of all data for the NDMC. Platespin Forge security provides a faster way to replicate and protect the departments’ workloads server in the event of a disaster. The NDMC conducted data backups of all critical departmental information resources in a recoverable fashion using Veeam backup solution and stored these in off-site backup tapes at a secure environmentally controlled location.
CHAPTER 3

DIRECTORATE:
FIRE SERVICES
3.1 INTRODUCTION

This section provides information about the sub-programmes of the NDMC in terms of fire services.

3.2 DIRECTORATE: FIRE SERVICES

The Directorate: Fire Services (Dir: FS) is responsible for the administration of the FBSA, which provides for the establishment, maintenance, employment, coordination, and standardisation of fire brigade services in the country. The Dir: FS comprises a senior manager and a manager and is responsible for, among others:

a) National coordination of fire service activities;
b) Establishment of national fire services institutional structures;
c) Provision of targeted support to provincial fire services structures;
d) Development of Regulations in terms of the FBSA;
e) Development and review of regulatory and policy frameworks for the fire services;
f) Provision of secretariat support to the Fire Brigade Board;
g) Serving as a primary point of contact to the International Search and Rescue Group (INSARAG) Secretariat (operational focal point);
h) Development and support implementation of national fire safety and prevention strategies/frameworks; and

i) Establishment of partnerships with key role-players.

The Directorate undertook a variety of projects that give effect to its mandate as outlined hereunder:

3.2.1 Enhancing the Fire Services regulatory and policy frameworks

The Directorate is busy with the process of finalising the draft White Paper on Fire Services. The Directorate finalised the integration / inclusion (where applicable) of the comments and inputs received from the public which were in consonant with the policy objectives of the Draft White Paper. Furthermore, areas which required further research were identified and researched thoroughly prior to their inclusion on the revised/updated White Paper on Fire Services. Once this was completed, the Directorate submitted the latest version of the Draft White Paper to the Minister for consideration and approval and onward submission to Cabinet for finalisation.

Building on this draft White Paper, the Directorate also started the process of appointing a Professional Service Provider to prepare a draft Fire Services Bill for consideration by the Department and Cabinet. This process was however, aborted when it became evidently clear that the costs of appointing a Legal Drafter were significantly higher than the estimation of the Department. Consequently, the Directorate engaged the Office of the Chief State Law Adviser (OCSLA) who committed to support the Department with legal drafting of the Fire Services Bill once
Cabinet approves the White Paper on Fire Services. The Directorate is confident that this will speed up reviewing the FBSA.

3.2.2 Support Implementation of the National Fire Safety and Prevention Strategy through Capacity Assessments and Support in 12 Municipalities

The Directorate has an Annual Performance Plan (APP) project which entails the assessment of the fire safety and prevention capabilities of selected municipalities across the country. The assessment seeks to determine the existing capacity of identified municipalities to implement the National Fire Safety and Prevention Strategy (NFSPS). In line with international good practice, the following are some of the objectives of the NFSPS:

i. Prevention of loss of life, with a particular focus on preventing multi-fatality causalities in buildings to which the public have access;
ii. Protection of state and national infrastructure (e.g. airports, hospitals) from loss/damage or disruption of vital economic activity (e.g. tourist industry) by fire;
iii. To get fire safety advice to target audiences; and
iv. To ensure that design of new buildings takes proper account of fire safety.

3.2.3 Assessment of Fire Safety and Prevention Capacity

Each Provincial Disaster Management Centre (PDMC) is responsible for the nomination of municipalities to be assessed in its area of jurisdiction. The focus of this assessment is on resource-poor municipalities and post-assessment support is provided by the Directorate to enhance the capacity mainly through skills-based fire safety programmes. The Directorate visited twelve (12) municipalities and assessed their fire safety and prevention capacity (See Figure 32).

Figure 32: 12 Municipalities assessed for Fire Safety and Prevention Capacity
As part of this project, the Directorate hosted (6) training courses in partnership with the Fire Protection Association of Southern Africa (FPASA). The five-day skills programme provided by the FPASA focussed on Fire Risk Assessment and Safety Strategies and was provided in eight (8) provinces benefitting a total of 160 Fire Safety practitioners. The map in Figure 33 below shows the number of people trained in different Provinces:

Figure 33: Number of Fire Safety officials who benefited from the 2019/20 training project

The Directorate is concerned about the fact that most of these municipalities do not have a dedicated Fire Safety and Prevention unit which is responsible for fire safety and prevention in their areas of jurisdiction. Furthermore, the Directorate has noted that many municipalities assessed do not have Fire Services bylaws. This is a major institutional constraint as it weakens the regulatory ability of the concerned municipality to enforce fire safety requirements. The Directorate is also concerned by the weak cooperation between the Fire Services and Building Control Officers / Town Planning division in most of the municipalities that were assessed. While some of the municipalities have ad hoc programmes aimed at raising the awareness of communities about fire risks, this is significantly hindered by lack of dedicated capacity to drive these initiatives.

The Directorate has also noted that municipalities do not have the requisite skills to undertake fire safety and prevention hence its capacity building with the FPASA will be strengthened to accelerate the building of capacity for the function. Several fires have been witnessed in assisted facilities i.e. hospitals, old-age homes, schools for leaners with special needs, to mention a few across the country recently and the Directorate is concerned that most municipalities do not have targeted programmes to reduce fire risks and losses in these facilities. Lastly, the issue of lack of hydrants in rural areas remains a major hindrance to effective firefighting operations. Against this background, the Directorate prepared an assessment report for each municipality with key findings and
recommendations for implementation to institutionalise fire safety and prevention in these municipalities. In broad terms, the recommendations were as follows:

i. Establishment of Fire Services by Municipalities as per the FBSA;
ii. Ensure appointment of Chief Fire Officer as per FBSA;
iii. Establishment of Fire Safety and Prevention Units;
iv. Strengthen the Fire Safety and Prevention Unit by appointing more Officers;
v. Implementation of targeted fire safety and prevention programmes with specific focus on hospitals, facilities for the aged, schools for children with special needs;
vi. Development and adoption of Fire Services Bylaws;
vii. Development of fire safety and prevention Standard Operating Procedures;
viii. Improve cooperation with Building Control, Legal Services, Human Settlements, Water Services and relevant Law Enforcement Agencies;
ix. Establish and Strengthen (where already established) community-based fire education and awareness programmes;
x. Preparation and inclusion of skills development plans for Fire Safety Officers in municipal skills development plans; and
xi. Explore possibilities and partnerships for fire safety and prevention research purposes.

3.2.4. Establishment of Urban Search and Rescue institutional arrangements and assessment of existing capacity

The NDMC is the CFP for INSARAG activities in South Africa. The Dir: FS is responsible for coordinating CFP responsibilities on behalf of the NDMC. Against this background, the Directorate has initiated an USAR capacity building programme that seeks to enhance existing USAR capabilities in identified provinces. During this reporting period, the Directorate supported both the EC and KZN provinces with establishing USAR institutional arrangements (Provincial USAR Working Group to improve USAR coordination. KZN was also supported through capacity building through provision of selected USAR courses as outlined in Figures 34, 35 and 36:

<table>
<thead>
<tr>
<th>Name of course</th>
<th>Number of USAR Practitioners trained</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire Search and Rescue</td>
<td>15</td>
</tr>
<tr>
<td>Basic Motor Vehicle Rescue</td>
<td>15</td>
</tr>
<tr>
<td>Total</td>
<td>30</td>
</tr>
</tbody>
</table>

Figure 34: USAR Capacity Building Training Programme
These training are accredited by the University of Johannesburg and will significantly enhance the province’s preparedness to respond to complex incidents involving collapse of structures and other related incidents. Building on the lessons from the training provided in North West (NW) and KZN respectively, the Directorate will continue its USAR capacity building in selected provinces across the country. The NW PDMC is expected to provide further USAR courses to the USAR practitioners trained through the Directorate’s programme.
3.2.5. 7th National Annual Fire Safety and Prevention Summit

The Directorate hosted another successful Annual Fire Safety and Prevention Seminar in partnership with both the Free State (FS) PDMC and the Mangaung Metropolitan Municipality in Bloemfontein from 10-13 March 2020. A total of 150 participants from various subsectors in the fire sector, Chief Fire Officers, Fire Safety Officers, Fire Managers from the private sector, Fire Protection Association Managers, Insurance companies, relevant government representatives, Councillors, Fire Engineers, academics, researchers, to mention a few attended the Fire Safety Seminar. This Seminar provides a platform for key role players in the fire sector to discuss progress, challenges, proposed solutions, and recommendations towards reducing fire risks and losses in the country. To this end, the Seminar is a strategic forum meant to provide a platform for interactive dialogue amongst fire safety and prevention practitioners and professionals to contribute to the national fire risk reduction agenda.

As part of this Seminar, delegates also participated in a process of inspecting (fire code inspections) key facilities within the District with a view to identify key compliance gaps and propose remedial measures to improve compliance. Facilities that were visited include health facilities (hospitals and clinics), schools (including schools for children with special needs), old-age homes and pack houses. A one-day training was also provided to all delegates focussing on Gas Safety which was provided by the Liquefied Petroleum Gas Association. Other topical issues that were covered in the Seminar are –

- Overview of fire safety systems in Mangaung Metropolitan Municipality;
- Overview of developments in fire safety engineering training and qualification;
- Understanding structural fire design for Firefighters;
- Improving informal settlement fire safety – Research and strategies for moving forward;
- The role of landowners in the management of veldfires;
- The Roles and Responsibilities of Fire Protection Associations (FPA): A case study of the FS Umbrella FPA;
- The impact of the Wildland Urban Interface on veldfire risks;
- Implementation of a Single Emergency Number 112: Challenges and opportunities;
- Challenges with Fire Water Provision: Failing Municipal Infrastructure;
- Fire hydrant Maintenance: A case Study of Ekurhuleni Metropolitan Municipality;
- Public-Private Partnership on Fire Hydrants Servicing and Maintenance: A case study by Hollard Insure; and

While the NDMC funded the hosting of this seminar, the support provided by the FS PDMC and the Mangaung Metropolitan Municipality was instrumental for the successful hosting of the seminar. The assistance and support provided by the LP Gas Association through provision of training and the exhibitions and demonstrations provided by Marce also contributed to the success of this seminar (as depicted in Figures 37, 38 and 39).
3.2.6 Provision of Fire Services Support to Namakwa District Municipality

Following a visit to the Namakwa District Municipality as part of the assessment of fire safety and prevention capacity during the 2017/18 Financial Year, the Directorate identified the Namakwa District Municipality (NDM) as a district requiring urgent and sustained support to institutionalise the delivery of fire services within its area of jurisdiction. In this regard, during the reporting year, the Directorate worked closely with the Northern Cape (NC) PDMC to develop an action plan geared to expedite the institutionalisation of fire services in the NDM. The Directorate also provided ongoing support in the finalisation of the Fire Services Bylaw by the District. The District was also supported with the process of designating a Chief Fire Officer to oversee the institutionalisation of the provision of fire services in the District. As part of this process, the Directorate, together with the NC PDMC assisted the NDM with the successful hosting of the Namakwa Disaster Management and Fire Services Private Sector Summit on 01 August 2019 in Springbok.

The summit was hosted under the theme “Partnership to build a disaster resilient Namakwa” (as demonstrated in Figures 40 and 41). The Directorate recognised that the establishment of strategic public private sector partnerships within the Namakwa Region would significantly contribute to the attainment of the SFDRR which aims to achieve “the substantial reduction of disaster risk and losses in lives, livelihoods and health and in economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries”. To this end, the Summit provided a strategic platform meant to identify possible opportunities and areas in which the business sector (and public entities operating in the region) could contribute to building community resilience through fostering collaborative
arrangements in the implementation of DRM and fire services in the Namakwa Region. It also served to recognise and solidify existing collaborative arrangements:

“To mobilise private sector role players to work collaboratively with Government to build a resilient Namakwa.”

It is important to note that, following this summit, the Namakwa District received substantial support from private sector companies operating in the area.

Figure 40: Rapid Response Vehicle Demonstration at Namakwa Summit

Figure 41: Fire Fighting Equipment Display at the Namakwa Summit
CHAPTER 4

STATES OF DISASTERS DECLARED, DISASTERS CLASSIFIED AND THEIR EFFECTS
4.1 INTRODUCTION.

This chapter provides information about disasters classified, states of disasters declared.

4.2 DISASTER OCCURRENCES, CLASSIFICATION AND DECLARATION.

The NDMC continued with coordination of efforts by addressing disaster related matters through the DMA. The focus for coordination was on drought conditions and water shortages as well as the implementation of drought intervention measures by the affected organs of state. The emphasis regarding the coordination of disasters was on the implementation of section 2 (1) (b) of the DMA. This is related to disasters being addressed by the relevant organs of state in terms of existing legislation and contingency arrangements.

In addition, classification of disasters by the NDMC and declaration of states of disaster by the spheres of government were undertaken where necessary. The classification of disasters by the NDMC are executed in terms of section 23 of the DMA with the main aim being to assign primary responsibility for the coordination and management of disasters to the relevant sphere of government. The declaration of states of disaster are undertaken by the affected spheres of government mainly under the following circumstances:

- In cases where a disaster-related occurrence cannot be dealt with in terms of other legislation, the occurrence is of a magnitude that exceeds the ability of those affected to cope with its effects using only their own resources; and
- To unlock extra ordinary measures that cannot be implemented under normal circumstances.

It should be underscored that the absence of classification of disasters by the NDMC and declaration of states of disaster by the affected spheres of government does not prohibit the implementation of intervention measures within the affected organs of state. The intervention measures are implemented through existing mandates from applicable legislation as well as contingency arrangements.
The information on classification of disasters and declaration of states of disaster is detailed in the table below (see Figure 42).

<table>
<thead>
<tr>
<th>Province</th>
<th>Type of disaster</th>
<th>Details on the Classification by the NDMC</th>
<th>Details on the state of disaster declared</th>
</tr>
</thead>
</table>
| Eastern Cape      | Flooding         | Provincial disaster                       | • Provincial state of disaster declared.  
                      |                  |                                           | • Government gazette No. 4247 of 31 May  
                      |                  |                                           | 2019                                      
                      |                  |                                           | • Intervention measures were implemented 
                      |                  |                                           | by the relevant organs of state through  
                      |                  |                                           | legislation and existing grants.         |
| KwaZulu-Natal     | Flooding         | Provincial disaster                       | • Provincial state of disaster declared.  
                      |                  |                                           | • Government gazette No. 2075 of 20 May   
                      |                  |                                           | 2019                                      
                      |                  |                                           | • National DoH allocated funding from    
                      |                  |                                           | the departmental grants for intervention  
                      |                  |                                           | measures within affected communities.    |
| Inclement weather | Provincial disaster | *No declaration*                          |                                          |
| Free State        | Flooding         | Local disaster                            | • Provincial state of disaster declared.  
                      |                  |                                           | • Government gazette No. 22 of 14 June 2019  
                      |                  |                                           | • Intervention measures implemented by the  
                      |                  |                                           | relevant organs of state through legislation  
                      |                  |                                           | and existing grants.                      |
| All 9 provinces   | Drought and water shortages | National disaster | • National state of disaster declared.  
                      |                  |                                           | • Government gazette No. 43066 on 4 March  
                      |                  |                                           | 2020                                      |
| All 9 provinces   | COVID-19         | National disaster                         | • National state of disaster declared.  
                      | Pandemic        |                                           | • Government gazette No. 313 of 15 March 2020 |

Figure 42: Classification and Declaration of Disasters within the 2019/20 Financial Year
CHAPTER 5

PROGRESS MADE WITH THE PREPARATION OF DISASTER MANAGEMENT PLANS
5.1 INTRODUCTION

In our quest to protect communities at risk and build resilient communities, the NDMC should focus its intervention and support on ensuring that municipalities have integrated DMPs and that there are adequate considerations of disaster risks in sector plans. This is further supported by the need to provide for developmentally oriented approaches, programmes and projects that reduce disaster risks. KPA 3 of the NDMF addresses the requirements for the alignment of disaster management frameworks and planning within all spheres of government. It also gives attention to the planning for and integration of the core risk reduction principles of prevention and mitigation into ongoing programmes and initiatives. The preparation and alignment of DMPs with the respective disaster management frameworks for all spheres of government are the cornerstone for the successful implementation of the DMA. They are strategic mechanisms through which disaster management action is coordinated and integrated across all spheres of government. These plans are developed and implemented in a uniform and integrated manner. It is a legislative requirement that once developed, these plans must then be submitted to the NDMC.

The 2019/20 delivery of the Directorate: Disaster Risk Reduction and Planning (Dir: DRRP) in respect of DMPs and programmes that seek to enhance an understanding of and address the disaster risks was done through the assessment of DMPs received by the NDMC from various stakeholders.

5.2 DISASTER MANAGEMENT PLANS ASSESSED IN 2019/20

It is a requirement by the DMA in the provisions alluded to above that once developed by the stakeholders, the DMPs must be submitted to the NDMC. On receipt of these plans the NDMC assesses them for compliance and checks the practicality of their implementation by all the relevant role players within their respective areas of jurisdiction. In most cases, this assessment reveals that most, if not all the plans received, were developed long before the publication of the guideline on the “development and structure of a DMP”. This guideline, also called for by section 19(a) of the DMA and section 3.6 of the NDMF, provides a uniform structure and checklist to stakeholders on the preparation of a DMP. However, though all these measures have been put in place, most of the DMPs are still not uniform, standard and coherent as required by the guideline. The following plans were assessed during this reporting period.

The following plans were assessed during this reporting period:

(i) Mangaung Metropolitan Municipality;
(ii) Waterberg District Municipality;
(iii) OR Tambo District municipality;
(iv) National Oil Spill Contingency Plan; and

Feedback (reports) on the assessed plans were sent to the Disaster Management Centres (DMCs) of the
5.3 THE ROLE OF THE DISASTER MANAGEMENT FUNCTION IN THE IMPLEMENTATION OF THE DDM

The South African government, through the Presidency and the Department of Cooperative Governance and Traditional Affairs (CoGTA), took a new approach to do away with the silo operation by sectors across the three spheres of government. This silo operation approach has always been a challenge and has led to “lack of coherence in planning and implementation” and has made monitoring and oversight of government’s programmes difficult. The consequence has been non-optimal delivery of services and diminished impact on the triple challenges of poverty, inequality and employment.

The President of the Republic called for the rolling out of a new integrated district based approach referred to as the DDM to address the country’s service delivery challenges and localised procurement and job creation, that promotes and supports local businesses, and that involves communities.

The model consists of a process by which joint and collaborative planning is undertaken at district and metropolitan level together by all three spheres of government resulting in a single strategically focussed Joined-Up plan (One Plan) for each of the forty four (44) districts and eight (8) metropolitan municipal spaces in the country. The One Plan will consist of:

(i) Objectives;
(ii) Outputs;
Roles and responsibilities; and
(iv) Commitments in terms of which all spheres and departments will have to act and against which they will be held accountable for prioritising resources and delivering results.

The disaster management sector is also expected to ensure that its plans find expression in the single strategically focussed Joined-Up plan (One Plan) of each of the DDMs across all 52 Municipalities. To that effect, the Dir: DRRP was involved in the process by the department to develop the profiles of the district municipalities in preparation for the development of the Joined-Up plan (One Plan) that each district municipality has to establish /develop. Thorough involvement took place with the development of the profiles of the Waterberg and OR Tambo district municipalities. Over and above, the Director: DRRP has been assigned as a member of the CoGTA task team assigned to the NC Province.

municipalities who are the custodians of the plans, as well as to the Provincial Disaster Management Centres (PDMCs) within which the municipalities fall.
5.4 DEVELOPMENT OF AN INTEGRATED NATIONAL DROUGHT DISASTER RISK REDUCTION AND MANAGEMENT PLAN

South Africa had since the years 2014-15 been experiencing the most devastating drought conditions of which the effects outpaced the capacity of the local spheres to address it. The drought conditions prompted the NDMC to declare the national state of disaster in terms of drought. This was done to allow sectors across all spheres of government to unlock extra ordinary measures to address drought conditions in the affected provinces.

To reduce the impact of drought, it became significant for government to put efforts into investing in drought risk reduction measures that employ proper planning across spheres of government. Thus, the development of an Integrated National Drought Disaster Risk Reduction and Management (INDDRRM) plan came into being. The purpose of this plan is to provide fit for purpose measures to facilitate the implementation of risk reduction (mitigation and resilience building) measures, emergency preparedness and effective response to future drought events. To facilitate this process, the professional service provider, Resilience Globale (PTY LTD) was appointed to develop this plan on behalf of DCoG (NDMC), henceforth referred to as the National Drought Management Plan (NDMP). The project started in 2019/20 and has been rolled over into the 2020/21 financial year.

The NDMP once finalised, will outline the drought risk profile that clearly indicates the manifestation of drought in all the key economic sectors and various communities across the country over a specified period in the future. This determination will be in terms of the drought’s probability, its negative consequences, and its potential for the loss of lives, for reduced health status, livelihoods, assets and for ecosystem services. The plan follows the use of applicable and effective drought indicators and indices that help in determining and mapping the severity of drought in all key sectors such as water, agriculture, environment, tourism, including its socio-economic impacts. The NDMP, as its development is currently underway, is proposing the “Drought Indicators recommended for the South African drought context”.

A Project Steering Committee (PSC) has been established to manage, monitor and oversee the performance of the project. The Chief Director: Disaster Risk Reduction, Planning and Response Coordination chairs the PSC meetings. The Director: DRRP is the Project Manager who manages and monitors the implementation of all activities of the project.

5.5 FACILITATION OF THE DEVELOPMENT OF CONTINGENCY PLANS FOR KNOWN HAZARDS

South Africa, like the rest of the world, faces a wide range of hazards ranging from flooding, severe drought, cyclones, fires, earthquakes, landslides to livestock diseases, pest infestations and epidemics. These result in loss of lives and livelihoods, displacement of population, loss of assets and livestock and disruption of economic activity and investments. Long-term climate variation and change are increasing in intensity and frequency and the severity is expected to increase over time. Meteorological services, which
include weather and climate information, are required for effective and efficient tactical and strategic planning to mitigate against these impacts. The provision of climate services to the climate sensitive socio-economic sectors such as infrastructure in the water, transport and energy sectors during the design and operational phase helps to prevent and minimize loss of investment resulting from the impact of adverse weather and climatic conditions.

Meteorology and Climate Change information, among others, are key priority areas to foster sustainable development and the eradication of poverty. Weather and climate information play an important role as underlying success factors to achieving the industrialization strategic goals of the country, along with all the value chains that are critical to supporting the industrialization drive.

The persistence and the intensity of the El Niño/ La Niña situation across the globe is evidence that climate change will continue interacting with non-climate stressors to exacerbate vulnerability of various infrastructures including the food security systems, particularly in semi-arid areas. Increasing temperatures and changes in precipitation will very likely reduce crop productivity. These changes have strong adverse effects for the country, making it to be more prone to a variety of natural hazards and related disasters as alluded to above. Climate change will amplify existing stress on water availability in the country. Water resources are subject to high hydro-climatic variability over space and time and are a key constraint in the country’s continued economic development. The impacts of climate change will be superimposed onto already water-stressed catchments with complex land uses, engineered water systems and a strong historical socio-political and economic footprint. All these losses impede human development and often sacrifice previously hard-worn individuals and national accomplishments. They often compromise both immediate and long-term resources upon which current societies, as well as future generations depend.

In addition to the hydro meteorological hazards that South Africa is experiencing, the country and other parts of the world were attacked by the scourge of novel coronavirus (COVID-19) that was first discovered in December 2019 in Wuhan City, when the Chinese authorities announced this virus as an emergency. COVID-19 was announced to be the causative agent for an outbreak of respiratory diseases. The symptoms are largely respiratory which can range from mild upper respiratory tract manifestations to respiratory failure, multi-organ failure and death. While the mortality rate cannot be confirmed at this stage, the evidence however shows that most fatalities are patients who are immunocompromised either due to extremes of age or pre-existing conditions. Whilst there are ongoing studies, there is no proven cure and no vaccine.

On 30 January 2020, the WHO declared COVID-19 as a disease of International Public Health Concern (IPHC). Subsequently, on 11 March 2020, WHO declared the outbreak as a pandemic. Following this, Dr Mmaphaka Tau, in his capacity as Head of the NDMC after assessing the potential magnitude and severity of the COVID -19 Pandemic in the country, issued a notice on 15 March 2020 in terms of section 23(1)(b) of the DMA, that the COVID-19 pandemic be classified as a national disaster.

Emanating from the classification of the COVID -19 pandemic as a national disaster, in terms of section 26, read with section 23 (8) of the DMA, the primary responsibility to coordinate and manage the disaster, in terms of existing legislation and contingency arrangements, is designated to the national executive. This in terms of Section 15(2)(aA) of the DMA, read with section 23(8), called upon organs of state to
further strengthen and support the existing structures to implement contingency arrangements and ensure that measures are put in place to enable the national executive to effectively deal with the effects of this disaster.

Also emanating from this classification, and the assistance which is expected from the organs of state in terms of Section 23(8) and Sections 15(2) (aA) of the DMA, organs of state were required to prepare and submit reports, as required by the NDMC and as outlined in Section 24(4)-(8) of the DMA, to the respective intergovernmental forums listed therein.

Considering the magnitude and severity of the COVID-19 pandemic which has been declared a global pandemic by WHO and classified as a national disaster by the Head of the NDMC, and taking into account the need to augment the existing measures undertaken by organs of state to deal with the pandemic, Dr Nkosazana Dlamini Zuma, the Minister of Cooperative Governance and Traditional Affairs, as designated under Section 3 of the DMA, in terms of Section 27(1) of the DMA, thereby declared a national state of disaster having recognised that special circumstances exist to warrant this declaration. In addition, Section 27(2) of the DMA may, when required, grant the Minister the right to make regulations or issue directives or authorise the issuing of directives concerning the matters listed therein, only to the extent that it is necessary for the purpose of:

a) Assisting and protecting the public;
b) Providing relief to the public;
c) Protecting property;
d) Preventing or combatting disruption; or
e) Dealing with the destructive and other effects of the disaster.

This move is a determined legislative implementation requirement that enables the co-operation of governments, the private sector and multi-lateral organizations to optimize the response to the spread of the virus and ensure its early detection and containment across the country. This includes the ability to strengthen public health systems in facilities that are under-resourced.

COVID-19 pandemic is understood to be a virus that can shatter communities as many public health facilities may be overwhelmed by the number of identified cases and unable to cope. Meanwhile, communities are left without basic services. This results in a lack of access to services such as health, water and electricity, settlement of displaced people, disruption of the functioning of schools and administrative offices, as well as creating setbacks for businesses.

When disasters threaten or strike, government and leaders are expected to take immediate action to deal with the problem at hand. Government is expected to marshal its resources, channel the efforts of voluntary agencies and private enterprise in the affected community and solicit assistance from outside of the affected areas if necessary. It is thus important for the country to roll out intervention measures to deal with the potential effects of the COVID-19 pandemic.

It is the responsibility of the NDMC in terms of its objective as spelled out in Section 9 that the DMA promote across all spheres of government, an integrated and coordinated system to manage all the hydro-meteorological hazards, including COVID-19 either as priority hazards or hazards being declared as national state of disaster. The focus is on preventing and mitigating the spread of the effects of these hazards and/or the COVID-19 pandemic. Section 15 (1) (b) of the DMA further gives the NDMC “General Powers and duties to do all that is necessary to achieve its objective” as outlined above from section 9 of the Act, and for this purpose to “monitor whether
organs of state and statutory functionaries comply with the Act and the NDMF of 2005 and must monitor progress with post-disaster recovery and rehabilitation”.

In 2019/20 financial year, the following preparedness or contingency plans were developed:

(i) Winter preparedness for the 2019 winter season;
(ii) Summer preparedness plan for the 2019/20 summer/festive preparedness plan; and

The Summer and winter preparedness plans respectively provided a high-level, strategic and unifying framework that outlines measures needed to assist the country to deal with any emergency related to the extreme winter or summer seasonal hazards through effective prevention, mitigation, response and recovery. The plans also aimed at mitigating the impact and consequences of the hazards on the wellbeing of the people, property, infrastructure and the environment across the country. The plans followed a multi-hazard approach towards the implementation of emergency preparedness actions, while also strengthened inter-sectoral collaboration across relevant government sectors, the private sector and civil society.

With the Covid-19 pandemic, the NDMC partnered with the National DoH and other relevant sector departments, provinces, and municipalities to ensure that intervention measures were rolled out across the country to contain the spread of the virus. The aim of reaching and/or maintaining a steady state of low-level or no transmission was important because, as the pandemic spread, its public health and socioeconomic impacts would be profound and have disproportionately affected the vulnerable.
CHAPTER 6

NATIONAL COORDINATION
6.1 INTRODUCTION

Section 8 of the DMA read with Section 9, establishes the NDMC with the objective to promote an integrated and coordinated system of disaster management, with special emphasis on prevention and mitigation by national, provincial and municipal organs of state, statutory functionaries, other role players and communities.

Section 15(1)(b) of the DMA further assigns the NDMC with the duty to monitor whether organs of state and statutory functionaries comply with the DMA and the NDMF. The NDMC also has a responsibility to establish effective institutional arrangements for the development and approval of integrated risk management policy. One of the ways towards achieving this is through the establishment of intergovernmental structures.

In line with these duties, this chapter reflects on the coordination efforts performed by the NDMC across the three spheres of government during the reporting period and reflects on the establishment of effective institutional arrangements for integrated DRM policy.

6.2 NATIONAL DISASTER MANAGEMENT COORDINATION

The DMA and the NDMF recognise that the objectives of disaster management cannot be met without sound intergovernmental cooperation and coordination. Thus, three broad groups of disaster management institutional structures were established across the three spheres of government. The various forums range from the Political, Technical to Administrative structures. In relation to the national sphere of government, the three broad structures are: the ICDM, NDMAF and the HoCeF. Similar structures are duplicated at provincial and municipal spheres of government.

The NDMC is the principal functional unit for national disaster management coordination, responsible for guiding and developing frameworks for government’s disaster management policy, legislation, facilitating and monitoring implementation, and facilitating and guiding cross-functional and multidisciplinary disaster management activities among stakeholders. To do this, the NDMC, among its other responsibilities, must establish and maintain institutional arrangements, namely the ICDM and NDMAF that enable the implementation of the multi-governmental provisions of the DMA. Figure 43 illustrates how the NDMC plays this central role of national government coordination.
The NDMF in Key Performance Area (KPA) 1 indicates that the NDMC not only advises the ICDM but also provides secretarial support to both the ICDM and NDMAF. It is here that the organisational link between the NDMAF, the NDMC and ICDM is relevant to the efficiency of the institutional structure. The secretariat role described by the NDMF, therefore, goes beyond taking minutes of the structures. The secretariat role is defined in the literature as involving the officials or office entrusted with the administrative duties of the forum, maintaining its records, dealing with appointments and overseeing or performing secretarial duties.

Coordination of and efficient functioning of institutional structures cannot be achieved across the spheres of government without clarifying the interaction of the policy-making process, the provision of advice and the implementation of policy decisions. Figure 43 is adapted to show (in Figure 44) how the three broad groups of institutional structures must interact.
Figure 44: Institutional structures’ coordination across the three spheres of government
6.2.1 INTERGOVERNMENTAL COMMITTEE ON DISASTER MANAGEMENT

The DMA provides, inter alia, for the establishment of the ICDM by the President and must include representatives from the three spheres of government involved in disaster management. Following a request by the Minister of Cooperative Governance and Traditional Affairs, the premiers of the nine provinces designated one Member of their respective Executive Committees and the South African Local Government Association (SALGA) designated two Councillors to serve as ex-officio on the ICDM.

On 18 August 2016, in terms of Section 4(1) of the DMA, the President, through Proclamation\(^4\), established the ICDM by recognising the following members.

(i) Minister of Cooperative Governance and Traditional Affairs, as chairperson by virtue of the assignment of the DMA to the Minister by the President;
(ii) Minister of Department of Agriculture, Forestry and Fisheries;
(iii) Minister of Department Basic Education;
(iv) Minister of Defence and Military Veterans;
(v) Minister of Energy;
(vi) Minister of Department of Environmental Affairs;
(vii) Minister of Finance;
(viii) Minister of Department of Health;
(ix) Minister of Higher Education;
(x) Minister of Home Affairs;
(xi) Minister of Human Settlements;
(xii) Minister of Department of International Relations and Cooperation;
(xiii) Minister of Mineral Resources;
(xiv) Minister of Police;
(xv) Minister in the Presidency;
(xvi) Minister of Public Works;
(xvii) Minister of Department of Rural Development and Land Reform;
(xviii) Minister of Department of Social Development;
(xix) Minister of Department of Transport;
(xx) Minister of Department of Water and Sanitation;
(xi) MEC for Cooperative Governance as selected by the Premier of the Eastern Cape;
(xii) MEC for Cooperative Governance and Traditional Affairs and Human Settlements as selected by the Premier of the Free State;
(xiii) MEC for Cooperative Governance and Traditional Affairs and Human Settlements as selected by the Premier of Gauteng;
(xiv) MEC for Cooperative Governance and Traditional Affairs as selected by the Premier of KwaZulu-Natal;
(xv) MEC for Cooperative Governance, Human Settlements and Traditional Affairs as selected by the Premier of Limpopo;
(xvi) MEC for Cooperative Governance and Traditional Affairs as selected by the Premier of Mpumalanga;
(xvii) MEC for Local Government and Human Settlements as selected by the Premier of North West;
(xviii) MEC for Cooperative Governance, Human Settlements and Traditional Affairs as selected by the Premier of the Northern Cape;
(xix) MEC for Local Government, Environmental Affairs and Development Planning as selected by the Premier of the Western Cape;
(x) Two members of municipal councils selected by SALGA.

The ICDM must give effect to the principles of cooperative governance, is accountable to Cabinet on the coordination of disaster management among the spheres of government and must advise and make recommendations to Cabinet on issues relating to disaster management.

\(^4\) 61 of 2016 in Government Gazette No 40394, 2 November 2016
In addition, the President established the IMTT on Drought and Water Scarcity to provide strategic oversight and direction to deal with the prevailing drought and emerging water scarcity. In recent times, for practical reasons, the IMTT, in dealing with the issues at hand, performed the function of the ICDM and was chaired by the Minister for Cooperative Governance and Traditional Affairs. It is prudent to note that disaster management matters are also tabled and dealt with in meetings of the MINMEC on CoGTA where it is appropriate to do so. Key decisions made by the IMTT and MINMEC included:

a) All efforts to address the drought and water scarcity to be focused on “Building Resilience” since the acute response phase is over.

b) The sectors to continue activating their climate change adaptation strategies and plans to different municipalities within provinces.

c) Advocacy and awareness campaigns to be intensified to promote risk reduction and avoidance to build resilience among our communities.

d) All MECs must facilitate the identification and reporting of Disaster Management matters within their provinces requiring the attention of the NDMC so that support where needed could be provided. This is to ensure that no province is left behind and the disaster management issues are coordinated in an integrated manner and responded to, to ensure non-disruption of service delivery and provide mitigation measure for vulnerable communities exposed to high risks.

e) MINMEC to provide hands-on provincial leadership for enhanced institutional and operational arrangements in the implementation of the interventions.

6.2.2 NATIONAL DISASTER MANAGEMENT ADVISORY FORUM

To give effect to the functioning of the ICDM, the NDMAF was established according to Section 5 of the DMA. The NDMAF is a platform through which national, provincial and local government, and other disaster management role-players consult one another on disaster management matters, thus enabling the NDMAF to provide leadership to stakeholders and make recommendations to the ICDM or to any organ of state, the private sector etc. on disaster management issues (Figures 45, 46, 47, 48, 49). During the year under review, the NDMAF met quarterly, on:

a) 6 June 2019;

b) 5 September 2019;

c) 12 December 2019; and

d) 5 March 2020.
Figure 46: Ms Tsakani Furumele from the National DoH updating members on COVID-19

Figure 47: Members of the NDMAF listening to a presentation

Figure 48: NDMAF meeting in session

Figure 49: An update on the Status of Surface Water during the NDMAF meeting of 5 September 2019
The documents of this Forum are kept on a central portal for ease of access to members. A summary on the issues that were worth of noting at the NDMAF meetings in the reporting period is outlined Figure 50 below.

**DMISA Annual Conference**
- DMISA will be officially handing over the ownership of the Disaster Management Emblem to the NDMC.

**International Day for Disaster Reduction**
- The annual event was held in the Free State Province with focus on Target D: Substantially reduce disaster damage to critical infrastructure and disruption to basic services.

**Green Book**
- Can be accessed at www.greenbook.co.za.
- Municipalities are encouraged to make use of the Green Book to develop their DMPs.

**Seasonal Risk Profile**
- Provincial DMPs are not well resourced hence they are not implemented.
- National Sectors and DMCs to make use of the National Indicative Risk Profile to develop their risk profiles.

**Contingency Plans**
- DMPs need to enable all stakeholders to respond within the mandate of their respective Sectors.
- Sector Departments to ensure that their DMPs include Provincial & Municipal information.

**Electricity Forecast**
- Eskom was facing the risk of having to manage retrenchments which resulted to a strike by labour.
- However, the situation was well managed by the President and the fears were alleviated.

**State of Disasters Declared**
- Emergency Relief Grant seems to be used as an incentive for incorrect planning.

Figure 50: Summary of key issues discussed at the NDMAF meetings

### 6.2.3 HEADS OF DISASTER MANAGEMENT CENTRES FORUM

Preceding the NDMAF is the HoCeF which according to the NDMF creates a platform for Heads of Centres to engage one another on operational and strategic matters pertaining to disaster management coordination to advance cooperative governance across the spheres of government. During the year under review, the HoCeF met quarterly, on:

- a) 5 June 2019;
- b) 4 September 2019;
- c) 10 December 2019; and
- d) 4 March 2020.
### High Level Reports
- A standing item on Disaster Funding Reporting recommended.
- The PDMCs in collaboration with the DMCs in their respective areas should go back to basics in terms of their planning to be able to reduce disasters.
- An analysis of the reports to be tabled in relevant Forums as prescribed by Section 24 of the DMA, to be on the Political Agenda.
- Coordination of the function needs to be improved.
- There should be a National Indaba to educate Political Principals on DM.
- The functioning of the ICDM needs to be taken forward as a matter of urgency.
- The NDMC needs to assist with looking at adaptation measures / strategies for the Northern Cape (NC) as it is a dry area and should not be compared to other Provinces.

### Responses to PQs
- A database for Parliamentary Questions (PQs) will be developed.
- Disaster Funding Reporting.
- There should be uniformity in responding to PQs.
- Responses to PQs should be done as urgently as possible as there are deadlines to be met.

### Green Book
- The Green Book scenarios to be used as basis for referral when developing DMPs.
- CSIR will need to be included in the integral planning of the DDM.
- A high level engagement with CSIR will be facilitated.

### NDMC’s Future Institutional Form
- Data that has been gathered in the GTAC interviews is being interpreted and was consolidated into a report.

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**Figure 51: Summary of key issues discussed by the HoCeF**
6.2.4 TECHNICAL TASK TEAMS

In coordinating DRM planning, the NDMF empowers the Head of the NDMC discretion to convene meetings of planning groups, Technical Task Teams (TTTs) and key personnel from line departments for the purpose of integrated and coordinated planning. An overview of issues for implementation from the TTTs that took place during this reporting period is summarised in Figure 52.

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<tr>
<th>Date</th>
<th>TTT</th>
<th>Issues for Implementation</th>
</tr>
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| 7 June 2019     | NJDCC | • A register of all boreholes that have been drilled in the Provinces to be distributed to the members.  
                  |       | • In a future meeting, DWS to provide a presentation on the utilisation of boreholes.  
                  |       | • DWS to develop and provide an Awareness Strategy on the utilisation of ground water.  |
| 19 June 2019    | MNORT | • Guidance should be provided to the DG on the mandates of the Health committees, where areas of commonality have been identified as well as motivation on having a single Committee / Forum to deal with all Public Health issues including outbreaks.  
                  |       | • The MNORT Secretariat to share documents relating to the other two Health committees to assist MNORT members with an understanding on the functioning of these committees.  
                  |       | • A structure that will accommodate all Public Health issues to be agreed upon and be equipped or capacitated to conduct risk assessments in the various provinces.  
                  |       | • MNORT should be reviewed to ensure it is delivering on its mandate of being a multi-sectoral Committee that deals with health issues.  |
| 31 January 2020 | EWTT  | • Lessons learnt from the Ceres Earthquake 50th Commemoration Workshop in September 2019 to be shared with the Coastal Forum.  
                  |       | • In terms of disseminating Early Warning messages, it has been noted that globally, faxes are falling by the wayside and South Africa should follow suite.  
                  |       | • The NDMC with the assistance of CGS to identify and map areas of dynamite.  
                  |       | • In meeting some of the requirements of the District Model, Early Warning messages should be done to the level of the District and drilled down to the extent of reaching the property owner(s).  
                  |       | • The DWS War Rooms for Drought need to be established in the Provinces.  |
6.2.5 NATIONAL JOINT DROUGHT COORDINATION COMMITTEE

The NJDCC continued to function with the main objective of ensuring well-integrated and coordinated planning, response and recovery efforts by the relevant sectors, state owned entities, government agencies and private sectors in addressing the drought conditions in the country. The National Integrated Drought Response Operational Plan for South Africa guided the operations of the NJDCC for the organs of state to address drought and water shortage conditions within the country.

6.2.6 NATIONAL JOINT FLOOD COORDINATION COMMITTEE

The NJFCC coordinated flooding related matters particularly regarding the floods of April 2020 in EC, FS and KZN. The committee facilitated implementation of the principles and objects of the Intergovernmental Relations Framework Act, 2005 (Act No 13 of 2005).

6.2.7 NATJOINTS AND PUBLIC HEALTH INFECTIONS CONTAINMENT WORK-STREAM

Over and above the development of the National Covid-19 Pandemic Response Plan, for proper coordination of intervention measures, the NDMC through the Directorate: Disaster Risk Reduction Planning (Dir: DRRP) served and is still is serving at the NATJOINTS. This is a multi-sectoral structure that gets activated at the government strategic level to coordinate decisions and intervention measures during major incidents threatening to cause a disaster in the country. NATJOINTS is responsible for convening and chairing the security related incidents with the NDMC taking the lead or responsibility in the event of a national response to non-security related events which must be coordinated at a national level.

For proper coordination of measures to curve the spread of the Covid-19 pandemic Infections, NATJOINTS established seven (7) workstreams, one of which called the Public Health Infections Containment Workstream, under which NDMC officials of the Dir: DRRP serve. This workstream was constituted on the basis to discuss feasible health control measures to curb the spread of COVID-19 in the country. The stream is composed of

<table>
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<th>Date</th>
<th>TTT</th>
<th>Issues for Implementation</th>
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<tbody>
<tr>
<td>14 February 2020</td>
<td>HSTT</td>
<td>. DSD to invite the Unit dealing with NPOs in a future Humanitarian Support TT meeting on how to guide and monitor the activities of the voluntary organisations prior engaging with these NGOs.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>. DSD/SASSA to identify and engage with National NGOs such as Gift of the Givers, Red Cross for the alignment and streamlining of resources in terms of providing relief to the community to avoid duplication of resources.</td>
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</tbody>
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a multi-sectoral team which together ensures a coordinated and consistent approach towards containing the spread of the COVID-19 in the country, with focus on the development of public hygiene control measures in curbing the spread of the virus and flatten the infection growth curve.

The role of the DRRP Directorate officials serving under this workstream is to chair the workstream meetings, provide secretariat services and then consolidate work stream reports that are submitted to the NATJOINTS Secretariat. Furthermore, the officials play a liaison role between NATJOINTS and the NDMC DOC. This work is continuing in the 2020/21 financial year since the country is still at its peak with COVID-19 pandemic infections.

6.2.8 ESTABLISHMENT OF TECHNICAL TASK TEAM(S) ON DRR AND PLANNING

The NDMC through the Dir: DRRP, launched the National Disaster Management Planning Technical Task Team on DRR and Planning in the 2018/19 financial year. The purpose of the National Disaster Management Planning Technical Task Team (TTT) is to address multi-agency coordination needs in terms of DRR and planning. It is also an institutional arrangement providing a platform for disaster management practitioners within the NDMC, sector departments, public entities and PDMCs to consult one another on all activities relating to disaster management planning and to some extent, on disaster response and recover. This arrangement will ensure that there is always uniform, coherent, transparent and integrated disaster management planning, which includes timely and effective response to incidents and disasters, and ensures an effective recovery through the build-back better approach as espoused in the SFDRR. The Terms of Reference (ToR) was also developed to guide the operations of the TTT. This ToR outlines the key areas of the TTT engagements as they touch on the following fundamental aspects on which the TTT members consult one another:

- Provide technical advice and guidance to organs of state regarding disaster management planning and any relevant DRR matters, which include the development, implementation, review and update of DMPs.
- Provide support to the organs of state across the three spheres of government on the coordination of the development and implementation of provincial and municipal DMPs.
- Create a close working relationship between stakeholders, with an enabling environment to create a climate for cooperation, as well as build a culture for coordination of disaster management planning.
- Ensure submission of DMPs by all stakeholders in terms of sections 25, 38, 39, 52 and 53 of the DMA to respective PDMC’s and then to the NDMC.
- Ensure that PDMC’s assist in developing, maintaining and updating the database for DMPs and disaster incidents including the reporting thereof.
- Create an enabling environment for members to present to the TTT or the NDMC the DMPs submitted for assessment, as well as to check the practicality of their implementation by all the relevant role players within their respective areas of jurisdiction.
- Facilitate the development and implementation of DRR strategies aligned to CCA strategies and risk profiles as required for by the DMA and NDMF.
- Ensure the development of seasonal preparedness plans as well as ensure that developed contingency plans are followed effectively in the event of disasters.
- Coordinate the simulation of DMPs.
• Develop a programme focusing on national simulations/ exercises and facilitate participation by all relevant stakeholders.
• Facilitate the development and regular review of Standard Operating Procedures (SOPs).
• Facilitate the integration of DRM activities (prevention & mitigation measures) into municipal Integrated Development Plans (IDP’s).
• Give guidance to organs of state, public entities, private sector, NGOs, communities and individuals in terms of the development and implementation of appropriate prevention and mitigation strategies for their sector related hazards, including the management of high-risk developments.

While the ToRs outline specific periods in which meetings of the TTT are held, it is the prerogative of the NDMC to call special meetings as and when it is deemed necessary to do so.

### 6.2.9 FIRE SERVICES INSTITUTIONAL COORDINATION

The Directorate recognises that multi-sphere and multi-sectoral coordination is essential for effective delivery of fire services and has hosted several meetings with fire services provincial focal persons to improve joint planning and coordination of fire services in the country. The Directorate also hosted several engagements with the DoH, Health and Welfare SETA, Quality Council for Trade and Occupations and the broader Fire Services stakeholders as a Working Group which was established to oversee the development of the curriculum and related processes for the Emergency Care Programme for First Responders.
6.3 ESTABLISHMENT OF EFFECTIVE INSTITUTIONAL ARRANGEMENTS FOR INTEGRATED DISASTER RISK MANAGEMENT POLICY

6.3.1 DISASTER MANAGEMENT INSTITUTIONAL ARRANGEMENTS

Through the monitoring of compliance, it was realised that the NDMAF and the Provincial Disaster Management Advisory Forums (PDMAFs) have been established and are operational. The Heads of Centres meetings for both National and Provincial spheres are also functional. During the 2018/2019 financial year, the Dir: PDRF undertook to review the database of Technical Task Teams (TTTs). Through this process, during this financial year, notable progress in terms of the established and functional TTTs was observed through the following TTTs:

a) NJDCC;
b) Multi-sectoral National Outbreak Response Team (MNoRT);
c) Disaster Management Planning Task Team (DMPTT);
d) National Capacity Building Forum (NCBF);
e) Humanitarian Relief Support Task Team (HSTT);
and
f) Early Warning Technical Team (EWTT).

Though progress in terms of the functioning of the above TTTs has been realised, there are still outstanding gaps in terms of the other TTTs that are on the database. An analysis on the latter is summarised in Figure 53 below.
Figure 53: Analysis of Functionality of TTTs

Figure 53 clearly shows that there are still a number of TTTs that are not functional for various reasons such as the Chairperson of a particular Committee no longer with that institution or moved to another Unit, TTT still need to be revised to conceptualise its mandate, etc.

6.3.2 STAKEHOLDER PARTICIPATION

Though monitoring of attendance of the NDMAF, Heads of Centres and PDMAF meetings it is still evident that there is still a challenge of participation by some Sector Departments and NGO’s. Attendance of the NDMAF is summarised in Figure 54. Analysis of NDMAF attendance is limited to National Sector Departments as well as those Organs of State that have standing Items on the NDMAF Agenda. The purpose of focusing on the latter is because the National Sector Departments have a critical role to play in providing guidance towards DRR initiatives in relation to the hazards affecting their respective areas. The other stakeholders, which are Eskom and the SAWS, have standing items in the NDMAF Agenda due to the critical nature of the early warning alerts they ought to bring to the Forum as these impact to the normal functioning of communities.

7 1: Dormant or no information about TTT
2: Limited Functionality of the TTT
3: Functional TTT
Figure 54: Analysis of NDMAF National Sector Attendance

Figure 54 is evidence that representation of the National Sectors at the NDMAF within this financial year has not been consistent. The Sectors that have been in attendance in all the meetings as displayed in Figure 54 are the Department of Water and Sanitation (DWS), the South African Police Services (SAPS), the DBE, the Eskom, the SAWS and the Department of International Relations and Cooperation (DIRCO).

Analysis of attendance during this financial year at the HoCeF is set out in Figure 55.

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8 1: No Representation for Institution
2: Institution Represented
It is evident that all PDMCs were represented in Quarter 1 whilst in the other quarters, full attendance of the PDMCs was not achieved.

### 6.3.3 CHALLENGES NOTED AND INTERVENTIONS MADE

#### 6.3.3.1 Issues Emanating from the NDMAF and HoCeF

The issues emanating from the NDMAF and HoCeF are captured on Action Item Lists indicating the relevant person for each specific action to be taken as well as the target date. These lists are distributed to the various persons to provide progress in relation to the status of the task(s) allocated to them. Some of the tasks take a long time to be finalised, in some instances due to the complexity of the task at hand, dependency of the task on other stakeholders, absence of the responsible person to provide feedback, etc. To this effect, the Dir: PDRF developed the Action Items Lists to include the background of the task from the date it was established to be able to monitor the various aspects that hinder the progress of the task, thus enabling the Chairperson and Secretariat to have the tasks finalised within reasonable time frames.

#### 6.3.3.2 Stakeholder Attendance

The lack of consistent representation of some National Departments at the NDMAF has been a challenge in this financial year. The Dir: PDRF has tried to follow-up with some of the Departments to attempt and understand the challenges of their participation. It was however not viable to have engagements with some of these institutions such as the DoH, Department of Environment, Forestry and Fisheries (DEFF), etc. due to their busy schedules.
However, follow-ups were done with Departments of Energy (DoE) and Mineral Resources (DMR); DHS, DWS and the Department of Public Works and Infrastructure (DPWI). The basis of the engagements was to confirm their institutional arrangements since these departments were configured and to gain an understanding of any changes in relation to their mandates. It was, however, noted that though merged, the Departments within a Ministry are still operating independently and there has been no changes to their mandates.

The inconsistencies in relation to the representation of the PDMCs at the HoCeF meetings are due to other competing engagements that the PDMC Heads need to attend. The issue of alternative representation will be taken up when the Terms of Reference for this Forum are reviewed.

6.3.3.3 Utilisation of the eConvenor System

The non-utilisation of the eConvenor system by other NDMAF members makes it challenging to manage the distribution of documentation for these meetings. The minimal or non-utilisation of this system by the PDMCs also challenges the monitoring efforts on the functioning of these Institutional Structures through desk top analysis.

Continuous engagements between the Dir: PDRF and the Dir: Intelligence, Information and Communication Systems resulted to the development of a new eConvenor System through the Share Point. The development of this system brings about a revised user-friendly enabling document management System. The benefits of this system are that the meetings are now scheduled on a calendar for ease of notification to members as well as exportation into the members’ Outlook diaries. Notwithstanding, the system also comes with automation that enables notifications for every meeting that has been created, modifications to the meeting as well as when there are documents that have been uploaded. The new system further caters for additional modules such as Heads of Centres Forum meetings as well as District Disaster Management Centres meetings which were not catered for in the previous system. The new system was presented at the HoCeF and NDMAF meetings that took place on 4 and 5 March 2020. The aim is for the system to be rolled out for implementation from April 2020.

6.2.3.4 Issues Emanating from TTTs

Figure 53 has provided a summary of the functionality of the TTTs. Some of the issues that emanated from the various (functional) TTTs since their establishment have been taken forward or escalated to the relevant NDMC Unit(s) / personnel. These issues are presented in in Figure 56.
### 6.4 LEGISLATIVE COMPLIANCE

The NDMC conducted legislative compliance verifications in all nine PDMCs. Thirteen MDMCs (eleven districts and two metros) were also assessed during the period under review. This section highlights findings made in implementing the disaster management function because of the verifications. Worth mentioning is that for the PDMCs, there were no significant changes from previous year’s assessments except for NW moving to a compliant PDMC.

#### 6.4.1 DMC MEETS THE MINIMUM INFRASTRUCTURE REQUIREMENTS

An assessment of the DMC is done against the criteria articulated in the guideline issued by the NDMC on the minimum infrastructure requirements of a DMC. For PDMCs the status is as follows:

<table>
<thead>
<tr>
<th>Item</th>
<th>TTT / Date of Meeting</th>
<th>Intervention Made</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clarity in relation to the lapsing of the State of the National Disaster to be discussed at the HoCeF.</td>
<td>NJDCC 18 October 2018</td>
<td>The Item was added on the Agenda of 5 December 2018 and guidance and clarity were provided to the PDMCs.</td>
</tr>
<tr>
<td>To follow-up on the establishment of the Humanitarian TTT by the Department of Social Development.</td>
<td>NJDCC 18 October 2018</td>
<td>Terms of Reference for this TT were developed. The last meeting attended for this TT was on 14 February 2020.</td>
</tr>
<tr>
<td>Schedule of upcoming NJDCC meetings.</td>
<td>NJDCC 18 October 2018</td>
<td>The Secretariat was advised to develop a yearly schedule after consulting the HoCeF, NDMAF and PDMAF calendar dates. A schedule for 2019/20 meetings was developed accordingly.</td>
</tr>
<tr>
<td>An apology to be noted for the NDMAF meeting of 7 June 2019 that the North West Head of the Centre could not attend due to other pressing matters.</td>
<td>NJDCC 7 June 2019</td>
<td>The NDMAF Secretariat noted the apology in the meeting and registered it in the NDMAF apologies register.</td>
</tr>
<tr>
<td>To provide inputs into the Disaster Relief Intervention Guidelines.</td>
<td>HS TT 14 February 2020</td>
<td>Guidelines were circulated to NDMC SMS for inputs.</td>
</tr>
<tr>
<td>To revise the dates of the NDMAF for the next financial year to be in the 2nd week.</td>
<td>EW TT 6 March 2020</td>
<td>The dates will be considered for the 2021/2022 financial year.</td>
</tr>
<tr>
<td>To include Dr Cobus Olivier in the NDMAF distribution list as one of the alternative presenters for SAWS.</td>
<td>EW TT 6 March 2020</td>
<td>Dr Olivier has been included in the distribution list to be able to provide clarity on some aspects of SAWS quarterly presentation to the NDMAF.</td>
</tr>
</tbody>
</table>

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**Figure 56: Summary of TTT Issues for Intervention**
a) The WC, EC, Mpumalanga, KZN, Gauteng and NW PDMCs meet the minimum infrastructure requirements of a DMC articulated in the guideline issued by the NDMC.

b) The FS and Limpopo PDMCs have established DMCs but they do not meet the minimum infrastructure requirement of a DMC articulated in the guideline issued by the NDMC.

c) The NC PDMC does not have a DMC at all. It only has an administration office located in the provincial department building of CoGTA.

c) For the eleven Municipal Disaster Management Centres (MDMCs) assessed, Mangaung, Ethekwini, Central Karoo, Waterberg, Ilembe, Dr K.K., Nkangala and Chris Hani meet the minimum infrastructure requirements of a DMC articulated in the guideline issued by the NDMC.

d) The Capricorn and John Taole Gaetsewe DMCs have established DMCs but they do not meet the minimum infrastructure requirement of a DMC articulated in the guideline issued by the NDMC.

e) Sedibeng, Xhariep and Gert Sibande do not have DMCs at all. They share offices with their respective municipalities.

Figure 57 depicts the above information.

<table>
<thead>
<tr>
<th>Sphere of Government</th>
<th>DMC Meets Minimum Infrastructure Requirement of DMC</th>
<th>DMC Does Not meet Minimum Infrastructure Requirement of DMC</th>
<th>No DMC</th>
</tr>
</thead>
<tbody>
<tr>
<td>PDMC</td>
<td>Eastern Cape, Gauteng, Mpumalanga, North West, Western Cape and KwaZulu-Natal</td>
<td>Free State and Limpopo</td>
<td>Northern Cape</td>
</tr>
<tr>
<td>MDMC</td>
<td>Mangaung, Ethekwini, Waterberg, Ilembe, Central Karoo and Nkangala MDMC</td>
<td>Joan Taole Gaetsewe Capricorn</td>
<td>Xhariep Gert Sibande</td>
</tr>
</tbody>
</table>

Figure 57: Summary of Compliance to Municipal Infrastructure Requirement of a DMC by provinces

It is acknowledged that financial constraints in the institutions is a major impediment to achieving this mandate, however, since this is a legislative mandate, institutions should try to realise this directive.

6.4.2 FUNCTIONING OF PROVINCIAL DISASTER MANAGEMENT ADVISORY FORUMS

Analysis and verification of the functioning of Provincial Disaster Management Advisory Forums (PDMAFs) and Municipal Disaster management Advisory Forums (MDMAFs) revealed that except for Sedibeng, who does not have a functional DMAF, all the respective DMAFs are established and are meeting at least once per quarter or bi-annually. Sedibeng currently uses the Emergency Forum to perform some of the functions of the DMAF and there is a planned workshop to revive the DMAF.

Consistency and non-attendance by members have remained a challenge for most of the DMAFs, however, some have escalated this matter and some continue to engage their stakeholders in this regard.
6.4.3 DEVELOPMENT AND GAZETTING OF THE DISASTER MANAGEMENT FRAMEWORK

Analysis of the development and gazetting of Provincial Disaster Management Frameworks required by the DMA revealed that all provinces have a Provincial Disaster Management Framework. The status of the Provincial Disaster Management Frameworks developed is indicated in Figure 58.

<table>
<thead>
<tr>
<th>PDMC</th>
<th>Framework Status</th>
<th>Gazette Number and date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>Gazetted</td>
<td>PG 2910 of 28 March 2013</td>
</tr>
<tr>
<td>Free Sate</td>
<td>Framework developed in 2013</td>
<td>Framework was never gazetted</td>
</tr>
<tr>
<td>Gauteng</td>
<td>Draft gazetted for public comment</td>
<td>PG 225 of 6 September 2017</td>
</tr>
<tr>
<td>Kwa-Zulu Natal</td>
<td>Gazetted</td>
<td>PG 5455 of 04 February 2011</td>
</tr>
<tr>
<td>Limpopo</td>
<td>Gazetted</td>
<td>PG 1621 of 20 May 2009</td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>Gazetted</td>
<td>PG 1726 of 08 September 2009</td>
</tr>
<tr>
<td>North West</td>
<td>Framework reviewed and adopted by Cabinet in 2018.</td>
<td>Framework not gazetted</td>
</tr>
<tr>
<td>Northern Cape</td>
<td>Draft developed and published for public comment in 2013. Currently a new framework is under development</td>
<td>PG 1664 of 5 March 2013</td>
</tr>
<tr>
<td>Western Cape</td>
<td>Gazetted</td>
<td>PG 6698 of 20 February 2010</td>
</tr>
</tbody>
</table>

Figure 58: Status of Disaster Management Frameworks Development by provinces

6.4.4 APPOINTMENT OF THE HEAD OF CENTRE, LEVEL OF FUNCTIONING AND DELEGATIONS

Analysis of the appointment of the Heads of Centres (HoCs) in the PDMCs in terms of the DMA revealed that except for EC and KZN, all have appointed HoCs, although only three HoCs are appointed according to the DMA. The HoCs have been appointed according to Public Service Act 34 (Act of 1994). Figure 59 indicates the level at which the PDMCs have been established in the respective provincial administrations, the status of appointment of the HoC in terms of section 31 of the DMA and the financial delegations afforded to the HoC.

<table>
<thead>
<tr>
<th>PDMC</th>
<th>LEVEL OF FUNCTIONING IN THE ADMINISTRATION</th>
<th>HOC APPOINTED</th>
<th>HOC HAS FINANCIAL DELEGATIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>Directorate</td>
<td>No (acting)</td>
<td>No</td>
</tr>
<tr>
<td>Free State</td>
<td>Directorate</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Gauteng</td>
<td>Chief Directorate</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Kwa-Zulu Natal</td>
<td>Chief Directorate</td>
<td>No (acting)</td>
<td>No</td>
</tr>
<tr>
<td>PDMC</td>
<td>LEVEL OF FUNCTIONING IN THE ADMINISTRATION</td>
<td>HOC APPOINTED</td>
<td>HOC HAS FINANCIAL DELEGATIONS</td>
</tr>
<tr>
<td>---------------------</td>
<td>--------------------------------------------</td>
<td>---------------</td>
<td>------------------------------</td>
</tr>
<tr>
<td>Limpopo</td>
<td>Directorate</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>Directorate</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>North West</td>
<td>Directorate</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Northern Cape</td>
<td>Sub-Directorate</td>
<td>Yes (Contract)</td>
<td>No</td>
</tr>
<tr>
<td>Western Cape</td>
<td>Chief Directorate</td>
<td>Yes</td>
<td>Yes</td>
</tr>
</tbody>
</table>

*Figure 59: Status quo on appointment of HoCs in the Provinces*

### 6.4.5 DISASTER RISK REDUCTION PLANNING AND RESPONSE MONITORING INITIATIVES

Various challenges were experienced in disaster response coordination within the country and measures were put in place to address the challenges. *Figure 60* indicates the key challenges identified, root causes as well as recommendations to address these challenges.

<table>
<thead>
<tr>
<th>KEY CHALLENGES</th>
<th>ROOT CAUSES</th>
<th>RECOMMENDATIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Limited resources and support to the Disaster Management Function.</td>
<td>• Non-prioritisation of the Disaster Management function.</td>
<td>• Mainstreaming of DRR and Disaster Management by all national, provincial, organs of state, public and private sector entities, other role players including communities.</td>
</tr>
<tr>
<td>2. Recurring disaster occurrences and limited or no investment in DRR measures</td>
<td>• Dependence on disaster funding by stakeholders.</td>
<td>• Prioritisation of Disaster Management Planning and implementation of DMPs.</td>
</tr>
<tr>
<td>3. Challenges on stakeholder coordination and dysfunctional structures.</td>
<td>• Lack or limited cooperation from the relevant organs of state and stakeholders regarding participation in the relevant structures.</td>
<td>• Formalised/approved structures with Terms of Reference (ToRs). • Escalation of disaster matters to high level administrative and political structures.</td>
</tr>
<tr>
<td>KEY CHALLENGES</td>
<td>ROOT CAUSES</td>
<td>RECOMMENDATIONS</td>
</tr>
<tr>
<td>---------------------------------------------------------</td>
<td>----------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>4. Delays in the implementation of disaster funded projects</td>
<td>• Capacity constraints within organs of states, particularly on technical skills.</td>
<td>• Support through Municipal Infrastructure Support Agent (MISA) and technical capacity from other organs of state (e.g. Department of Water and Sanitation, Department of Agriculture, Forestry and Fisheries, etc.) • Collaboration and integrated coordination among organs of state to address capacity constraints.</td>
</tr>
<tr>
<td>5. Disaster Grants administered within a system of existing normal developmental/ service delivery enhancement grants.</td>
<td>• The disaster funding arrangements model is not feasible and needs to be reviewed.</td>
<td>• The NDMC to review disaster funding arrangements through engagements with relevant stakeholders including National Treasury.</td>
</tr>
</tbody>
</table>

**Figure 60: Key challenges and root causes identified and recommendations to address identified challenges**

The focus of the Directorate: Disaster Risk Reduction and Planning (Dir: DRRP) is on sections 25, 38, 39, 52 and 53 of the DMA. The challenges experienced are that most of the plans submitted to the NDMC by stakeholders in compliance with the above mentioned provisions (sections 25, 38, 39, 52 and 53) are still not uniform, standard or coherent as called for by the guideline on the “development and structure of a DMP”, published by the NDMC in 2017. To this effect, the NDMC is still engaging various sectors and other stakeholders through various platforms to provide them with support and some form of information sharing sessions so that they are able to comprehensively understand the processes of developing and implementing the DMPs. In addition, most of the sector national departments have not yet submitted their DMPs to the NDMC.

### 6.4.6 FIRE SERVICES CHALLENGES

a) Inadequate capacity of the Dir: FS significantly undermines its ability to give effect to its mandate;

b) Lack of dedicated Focal Persons for the function in five provinces;

c) Lack of a clear and coherent funding framework for Fire Services.
6.4.7 ICT RESULTS OF MONITORING AND PREVENTION INITIATIVES

The Chief Directorate and its relevant sub directorates played an important role in ensuring a range of prevention and mitigation initiatives during 2019/2020. A range of upgrades to all internal applications ensured that there was continuous reporting from all disaster related stakeholders and provincial entities. The information and communication infrastructural platforms were maintained to ensure uptime and the ability of all systems. All outward facing platforms (NDMC website and extranet) were regularly updated with important information and notices. The Early Warnings Directorate together with the technical assistance of the broader ICT group ensured that severe weather early warning messages were distributed via email and mobile communication platforms to all registered stakeholders. The Early Warnings Directorate also ensured that quarterly seasonal forecast bulletins were issued to allow for medium term hazard planning and mitigation. PDMCs were trained on the eConvenor system. Training complies with Section 17 of the Act in ensuring that all information related to disasters is securely kept and that there is institutional oversight in terms of the functionality of DM Institutional Structures. The NDMC GIS web portal was updated to ensure critical information related to hazard profiles, fire danger indices and other information is accessed by all DM related structures.