

# NATIONAL DISASTER MANAGEMENT CENTRE

# ANNUAL REPORT

## 2016 - 2017

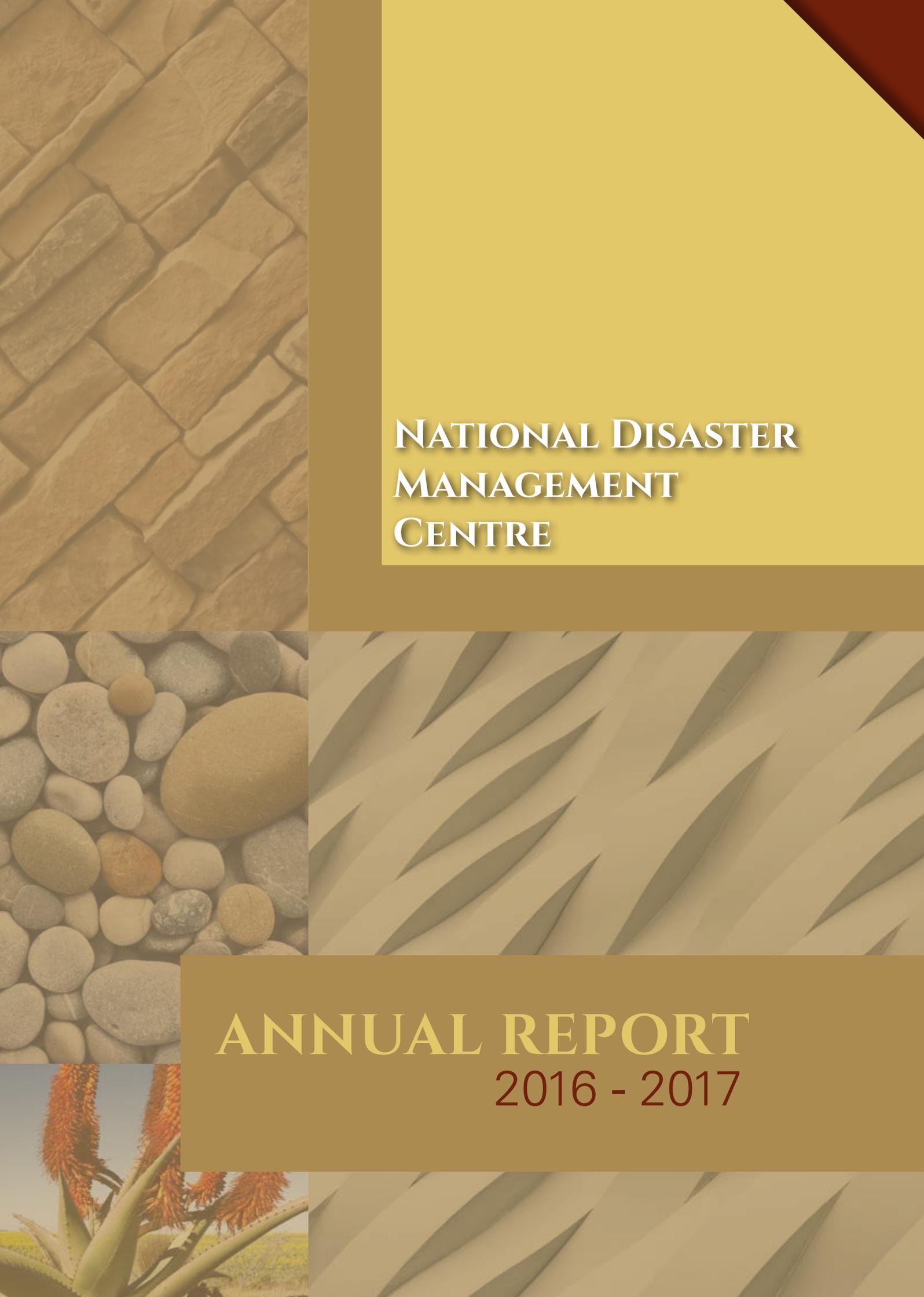


**cooperative governance**

Department:  
Cooperative Governance  
REPUBLIC OF SOUTH AFRICA





The cover features a collage of textures: a stone wall in the top left, smooth pebbles in the middle left, and Aloe Vera plants in the bottom left. The right side is dominated by a yellow-to-gold gradient background with a dark red triangle in the top right corner. A dark brown horizontal band at the bottom contains the report title.

**NATIONAL DISASTER  
MANAGEMENT  
CENTRE**

**ANNUAL REPORT**  
2016 - 2017

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# ACRONYMS

ACRONYM	DEFINITION
ACDS	African Centre for Disaster Studies
APP	Annual Performance Plan
AU	African Union
BRICS	Brazil, Russia, India, China, South Africa
CD: DRRCCI	Chief Directorate: Disaster Risk Reduction, Capacity Building and Intervention
CD: IPDMSMES	Chief Directorate: Integrated Provincial Disaster Management and Support, Monitoring and Evaluation Systems
CD: ITIIMS	Chief Directorate: Information Technology, Intelligence and Information Management Systems
CD: LPM	Chief Directorate: Legislation and Policy Management
CFP	Country Focal Point
CoGTA	Cooperative Governance and Traditional Affairs
DCoG	Department of Cooperative Governance
DAFF	Department of Agriculture, Forestry and Fisheries
DBE	Department of Basic Education
DDMC	District Disaster Management Centre
DEA	Department of Environmental Affairs
DHS	Department of Human Settlements
Dir: DMM&E	Directorate: Disaster Management Monitoring and Evaluation
Dir: DRMETA&R	Directorate: Disaster Risk Management, Education, Training, Awareness and Research
Dir: DRR&P	Directorate: Disaster Risk Reduction and Planning
Dir: EWCMS	Directorate: Early Warning and Capability Management Systems
Dir: FS	Directorate: Fire Services
Dir: IIM	Directorate: Intelligence and Information Management
Dir: PDRF	Directorate: Policy Development and Regulatory Frameworks
DIRCO	Department of International Relations and Cooperation
DMA	Disaster Management Act No 57 of 2002
DMAA	Disaster Management Amendment Act, 2015 (Act No. 16 of 2015)
DMC	Disaster Management Centre
DME	Department of Minerals and Energy
DMIS	Disaster Management Information System
DMP	Disaster Management Plan

## ACRONYMS (CONTINUED)

ACRONYM	DEFINITION
DoE	Department of Education
DoH	Department of Health
DORA	Division of Revenue Act
DoT	DoT
DPME	Department of Planning, Monitoring and Evaluation
DRDLR	Department of Rural Development and Land Reform
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DSD	Department of Social Development
DTA	Department of Traditional Affairs
DTI	Department of Trade and Industry
DWS	Department of Water and Sanitation
FBSA	Fire Brigade Services Act, 99 of 1987
FPASA	Fire Protection Association of Southern Africa
FSCPWG	Fire Services Career Path Working Group
HNPW	Humanitarian Network Partnership Week
ICDM	Intergovernmental Committee on Disaster Management
ICT	Information and Communications Technology
IDDR	International Day for Disaster Reduction
IEC INSARAG External Classification	IEC INSARAG External Classification
INSARAG	International Search and Rescue Group
ISG INSARAG Steering Group	ISG INSARAG Steering Group
IT	Information Technology
IUDF	Integrated Urban Development Framework
JTF	Joint Task Force
KPA	Key Performance Area
LCM	Legislative Compliance Management
MDMC	Municipal Disaster Management Centre
MEC	Member of the Executive Committee
M&E	Monitoring and Evaluation
MIR	Minimum Infrastructure Requirements
MISA	Municipal Infrastructure Services Agency

ACRONYM	DEFINITION
MoU	Memorandum of Understanding
NAFSAC	National Fire Services Advisory Committee
NCC	National Consumer Commission
NCOP	National Council of Provinces
NDMAF	National Disaster Management Advisory Forum
NDMC	National Disaster Management Centre
NDMF	National Disaster Management Framework of 2005
NHTL	National House of Traditional Leaders
NRCS	National Regulator of Compulsory Specifications
NFSPS	National Fire Safety and Prevention Strategy
NGO	Non-Governmental Organisations
NJDCC	National Joint Drought Coordination Committee
NQF	National Qualifications Framework
NUSARF	National Urban Search and Rescue Framework
NT	National Treasury
NWU	North West University
PDMC	Provincial Disaster Management Centre
PoA	Plan of Action
RSR	Railway Safety Regulator
SADC	Southern African Development Community
SALGA	South African Local Government Association
SANDF	South African National Defence Force
SANS	South African National Standard
SAPS	South African Police Service
SASSA	South African Social Security Agency
SAWS	South African Weather Service
SFDRR	Sendai Framework for Disaster Risk Reduction 2015 – 2030
SPI	Standard Precipitation Index
UFS	University of Free State
UN	United Nations
UNDAC	United Nations Disaster Assessment and Coordination
USAR	Urban Search and Rescue

## FOREWORD BY THE MINISTER



**MR DAVID VAN ROOYEN, MP**

Minister of Cooperative  
Governance and Traditional  
Affairs

*“Most parts of our country are recovering from one of the worst droughts that South Africa has ever witnessed. Inevitably, the drought had severe, pervasive and devastating impacts on the social, environmental and economic sectors of our country”*

The Department of Cooperative Governance (DCoG) herewith presents the 2016/17 annual report of the National Disaster Management Centre (NDMC) in compliance with Section 24(1) of the Disaster Management Act, 2002 (Act No 57 of 2002) – DMA.

The report provides an overview of the activities undertaken by the NDMC for the period under review. It also reflects on the progress made by the NDMC in promoting 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 roleplayers involved in disaster management and communities.

This report is prepared at a time when most parts of our country are recovering from one of the worst droughts that South Africa has ever witnessed. Inevitably, the drought had severe, pervasive and devastating impacts on the social, environmental and economic sectors of our country as well as the SADC region. Resultantly, food prices remain high, especially where grain and maize are key input components in the food production process. Notwithstanding the fact that the country has received summer rainfalls in different parts of the country, drought conditions persist, especially in the Western Cape and parts of the Eastern Cape. This remains a major concern and we are encouraging all roleplayers to conserve water and to heed restrictions that are imposed by municipalities and water authorities. While government will continue to lead initiatives to alleviate and mitigate the effects of the drought, it cannot do so alone. I am calling on all roleplayers to continue working together with all spheres of government in the quest to manage the effects of drought and utilise precious water resources wisely.

Strong and robust institutions at all levels of government are critical to drive the disaster management agenda. Against this background, the President of the Republic, in the year under review, formally established the Intergovernmental Committee on Disaster Management (ICDM), in terms of the DMA, thereby ensuring that the appropriate mechanisms and institutional arrangements are in place to give effect to the principles of cooperative governance and to coordinate disaster risk management among the spheres of government.

It also provides a mechanism to advise and make recommendations to Cabinet on issues relating to disaster management.

I visited various areas affected by disasters this year. I saw the devastation in the OR Tambo District Municipality where storms destroyed schools, houses, roads and early childhood education centres, and interrupted the supply of electricity to communities. I also witnessed the destruction caused by veld fires in the Western Cape, where I had the opportunity to meet with various stakeholders, including the executive leadership in the province and the provincial disaster management teams. I committed my continued support to affected municipalities and to finding possible resources that would assist to return the lives of individuals, families and the entire communities affected by disasters, back to normality.

In December 2016, the former Head: NDMC, Mr Ken Terry, retired from the public service following a long and distinguished career. I wish to express my appreciation for his leadership of the NDMC since 2012 and his lifelong commitment to good governance in the various other senior leadership roles he has held. A key component of any government programme's success is continuity in leadership. Thus, I have the pleasure of welcoming Dr Mmaphaka Tau as the incoming Head of the NDMC with effect from 1 January 2017.

Dr Tau returns to the NDMC, now as its Head, and brings with him a wealth of expertise and experience obtained in various other leadership roles he has occupied in government thus far. I wish him well in his new role of working with stakeholders across the spheres of government, the private sector, non-governmental organisations (NGOs) and civil society to implement the DMA to its full extent and ultimately realise the disaster risk management goals envisioned by the South African Disaster Management Policy and the Sendai Framework for Disaster Risk Reduction (SFDRR) 2015 to 2030.



**Mr David van Rooyen (MP)**

**Minister of Cooperative Governance and  
Traditional Affairs**

# OVERVIEW BY THE HEAD OF THE NATIONAL DISASTER MANAGEMENT CENTRE



**DR MMAPHAKA TAU**  
Deputy Director – General  
(Head): National Disaster  
Management Centre

“*Analysis also shows that natural disasters, extreme weather events, water crises and the failure to mitigate climate change and adaptation are among the biggest perceived risks, closely followed by the speed of infectious diseases, food crises, biodiversity loss and ecosystem collapse, and manmade environmental disasters*”

There is little doubt that since the United Nations (UN) first started taking collective action as far back as the 1970s, the world has progressively but very substantively improved its understanding of and its ability to respond to disasters, disaster risk reduction (DRR), sustainability, climate change mitigation and adaptation, desertification and biodiversity loss. So much so, that important debate is starting to emerge not only on the interconnectedness of these matters, but also on how the respective UN conventions, agreed to over the years, are starting to overlap in recognition that our collective failure to manage the environment, the climate, biodiversity and sustainability leads to increased vulnerability in all of society, regardless of its level of development.

The GRR12 is published by the World Economic Forum within the framework of the global competitiveness and risk team. Each year since 2006, it has drawn from research, workshops, global databases, world leader views and various other quantitative and qualitative sources to produce the global risk perception survey. Within this survey, risks are categorised into five major categories, being economic, environmental, geopolitical, societal and technological. Most environmental risks, some economic risks and most societal risks have been perceived to be above the average for likelihood and impact. Closer analysis also shows that natural disasters, extreme weather events, water crises and the failure to mitigate climate change and adaptation are among the biggest perceived risks, closely followed by the speed of infectious diseases, food crises, biodiversity loss and ecosystem collapse, and manmade environmental disasters. The GRR12 then goes on to point out that risks are fundamentally interconnected.

Given this, in the South African context, even the most superficial analysis of the programmes government already has in place to respond to these risks, reveals that improved cooperative and collaborative approaches are needed to improve resilience and reduce vulnerability across society. Moreover, because of interconnectedness of the risks gains in resilience and reductions in vulnerability achieved in one programme will manifest in other risks and vice versa. The need for closer coordination of the rollout of government programmes is, therefore, critical to ensure effectiveness, efficiency and value for money.

DRR programmes are priorities of sustainable development. An understanding of linkages between environment and disasters is especially necessary to integrate DRR into development planning, as degraded environments can exacerbate disasters and disasters can aggravate environmental degradation.

Increasing frequency and intensity of disasters has highlighted the gravity of the problem and prompted greater emphasis on pre-disaster preparedness and mitigation as an integral part of climate change adaptation. This entails a shift in focus away from conventional response approaches to disaster management towards community-based DRR and preparedness and management that helps and capacitates communities to prevent, mitigate and cope with disasters effectively. For this, it is crucial that the community play the leading role in every part of the process: identifying hazards and potential disasters, formulating a plan to mitigate risk, communicating this information with other concerned parties, and both creating and implementing its disaster-management plan when disaster does strike. These and other similar components will form the basis of the NDMC's DRR approaches in the years to come.

We recognise that collective planning plays a major role in DRR. We must increasingly give cognisance to the fact that only well-coordinated and integrated planning results in success in all areas of development. The integration of DRR into social, economic, environmental and urban programmes and planning of infrastructure projects is, therefore, critical. The Disaster Management Act 57 of 2002 (DMA), and the National Disaster Management Framework (NDMF), enforced an integrated multi-sectoral, multidisciplinary approach to DRR at all levels of government.

One example of the DRR approach is combatting desertification. In September 2017, the 13th session of the Conference of the Parties of the United Nations Convention on Combatting Desertification is set to take place in China. The NDMC, in support of the Departments of Environmental Affairs; Agriculture and Fisheries, and International Relations and Cooperation will work towards influencing the process to set land degradation neutrality targets, the strategic framework of the convention for the period 2018 to 2030, and the development and implementation of a global binding protocol for drought.

During the year under review, the NDMC worked within its available capacity and in partnership with various stakeholders to unravel these and other developmental drivers that can reduce the impact of disasters. Some of the key projects related to this are set out below.

## DISASTER FUNDING

All organs of state, private sector, NGOs, community-based organisations (CBOs) and individual community members are responsible for disaster management, including disaster funding. In terms of organs of state, the responsibility for disaster funding lies with an organ of state that is responsible for the maintenance of such infrastructure. Disaster funding through the DMA has been introduced to provide assistance during disasters whose magnitude exceeds the ability of those affected to cope with its effects using only their own resources. The funds are administered by the DCoG through the NDMC in consultation with National Treasury (NT). During the reporting year, municipalities in Gauteng, KwaZulu-

Natal, Mpumalanga and Western Cape received funds from the municipal grants. In addition, Eastern Cape, Gauteng, Limpopo, Mpumalanga, North-West and Western Cape benefited from the provincial disaster grant.

## GUIDELINE DEVELOPMENT

A guideline aims to streamline particular processes according to a set routine or sound practice and, by definition, following a guideline is never mandatory or enforced. Guidelines are issued by the NDMC to make the actions of its stakeholders more predictable, and presumably of higher quality, but they require careful interrogation, assimilation and internalisation by the stakeholder.

The development and adoption of the *'Guideline on the Minimum Infrastructural Requirements for Disaster Management Centres'* and the *'Guideline on the Development and Structure of a Disaster Management Plan'* in the year under review are significant steps forward to guide organs of state on the progressive development of compliant disaster management plans (DMPs) and functional disaster management centres (DMCs).

## INTERNATIONAL DAY FOR DISASTER REDUCTION

The NDMC this financial year again celebrated the International Day for Disaster Reduction (IDDR), which envisions the promotion of a global culture of disaster reduction, including disaster prevention, mitigation and preparedness. The commemoration of the 2016 IDDR coincided with the launch of *the 'The Sendai Seven Campaign – seven targets, seven years'*, by the United Nations International Strategy for Disaster Reduction (UNISDR). The campaign adopted an advocacy approach towards encouraging the implementation of the SFDRR, with the main goals being saving lives,

reducing disaster losses and improving management of disaster risk. The implementation of this campaign is intended to take place over seven years, with a focus on the seven targets of the Sendai Framework for Action (SFA). The theme for the commemoration of the IDDR was *'Reducing Mortality'*, with the slogan, *'Live to Tell'*, derived from the first target of the SFDRR.

This theme provided a platform for South Africa to advocate for DRR strategies that seek to enhance understanding of disaster-induced mortalities to strengthen disaster risk governance, invest in DRR for reduced mortalities and enhance disaster preparedness for effective response and building back better in recovery, rehabilitation and reconstruction.

With this understanding, the IDDR was celebrated in an advocacy session hosted in Gauteng with guests from the broader disaster management continuum as well as those concerned with fatalities/mortalities. The selected speakers and presenters shared experiences on interventions they had made and the delegates were given the opportunity to interact and share their views on the topic.

## DROUGHT COORDINATION

In November 2015, the National Joint Drought Coordination Centre (NJDC) was established to bring key national government departments together in a forum to coordinate and align the government's monitoring and response to the drought situation.

In this forum, the South African Weather Service (SAWS) provides the NDMC with regular feedback on rainfall across the country as well as monitoring and advising on medium- and shorter-range weather forecasts for the development of weather conditions in order to inform appropriate risk reduction measures.

In February, South Africa was monitoring the development and movement of tropical cyclone Dineo as it moved through the Mozambique channel and made landfall on 15 February 2017 in Inhambane, Mozambique. It was expected that the cyclone would bring heavy rains and affect South Africa, Zimbabwe and Malawi, and, as such, operational plans were put in place to respond adequately. Whilst Mozambique suffered severe damage and life loss, flooding was recorded in western Zimbabwe. South Africa, on the other hand, received widespread rain as the weather system moved across the region and lost power.

The impact of drought was felt mainly in the agricultural sector, with knock-on effects in the food processing sector and on food prices. Government's response to the drought entails short-, medium- and long-term measures, which include the provision of interest-free loans to farmers, the provision of fodder, the refurbishing, deepening and drilling of boreholes; the delivery of potable water, provision of water tanks, encouraging domestic rainwater harvesting, imposing water restrictions on commercial operations, farmers and residential customers; providing water containers and wheelbarrows, focusing on the 'war-on-leaks' programme; and advocating water conservation practices and domestic grey water harvesting. Other long-term plans include the construction of new dams and reservoirs, reviewing the operating rules of all state-owned reservoirs, and finding long-term solutions to acid mine drainage.

It is also notable that although summer rainfalls have been received in some parts of the country, particularly the summer rainfall areas of our country, drought conditions are still persisting, calling for conservative measures in undertaking agricultural practices and the general utilisation of water by our people. The agriculture sector is evidently negatively affected by drought, and veld fires in some parts of the country have further exacerbated these conditions. The main challenges within the sector are shortages of livestock feed and the deteriorating grazing veld and pastures.

## 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.

South Africa plays a significant leadership role in shaping and changing the current political and economic world order by virtue of its participation in the UN, African regional and continental structures (AU, SADC) as well as inter-continental (BRICS, CLGF) formations.

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 effective coordinated international response, such as the emerging issues of urbanisation, migration, mitigation of the impact of climate change, DRR, poverty alleviation and growing youth unemployment. In line with the DMA and National Disaster Management Framework, 2005 (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.

In representing South Africa in the SADC and global environment, the Department of International Relations and Cooperation (DIRCO), together with the NDMC in the DoCG should provide leadership on all activities, partnerships, etc, relating to matters of DRR, disaster management and fire services.

The NDMC participated in various international engagements, including the Humanitarian Network Partnership Week (HNPW), various SADC meetings to promote regional DRR preparedness and response, BRICS meetings to collaborate on issues of DRR and emergency management, the Africa Platform for DRR to agree on an African position in preparation for the Global Platform for DRR to be held in 2017 etc. Through participating in these structures in a regional, continental and international context, the NDMC has firmly rooted itself as a centre of learning on matters of disaster management.

## WORKING TOWARDS THE VISION

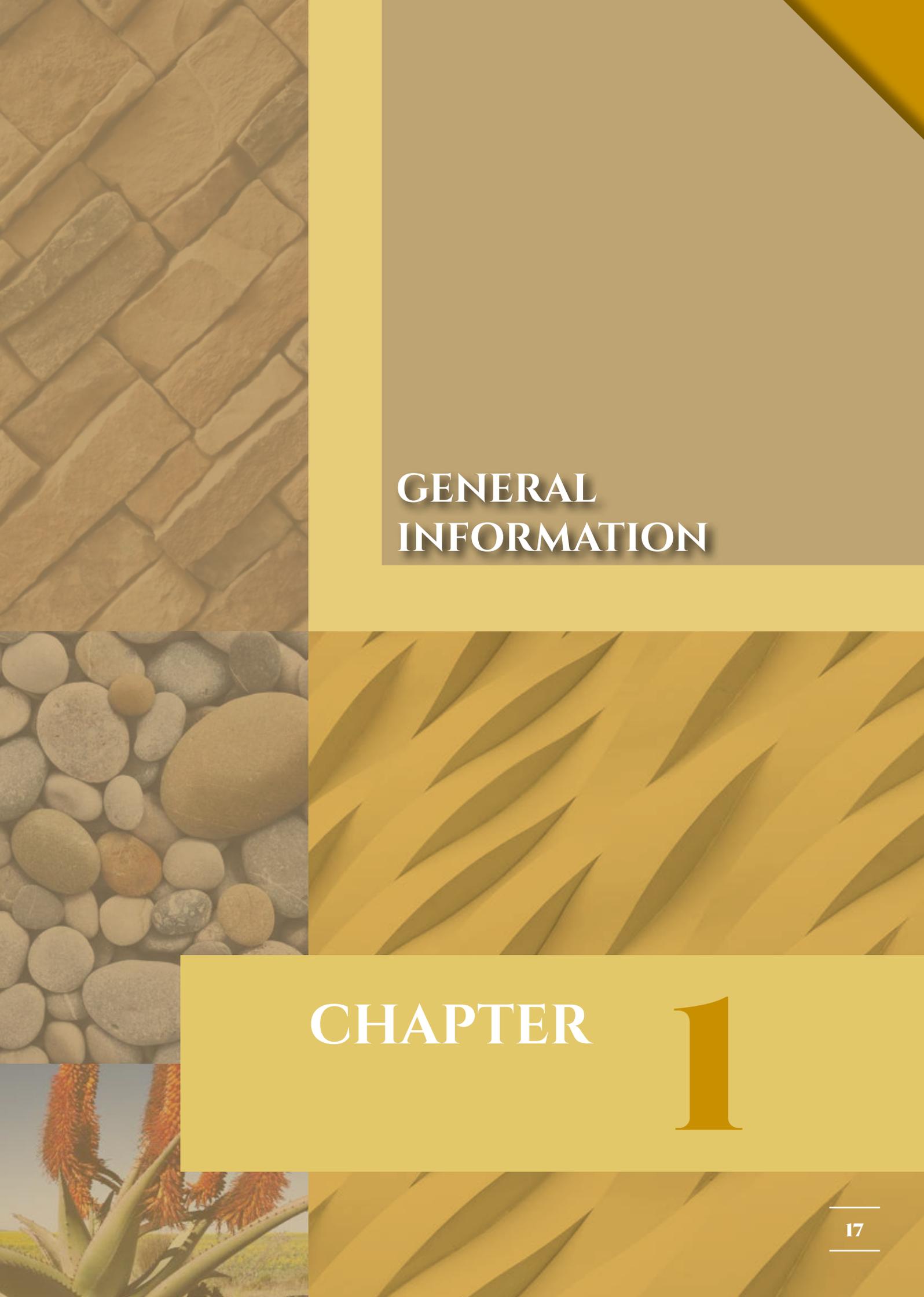
I believe that strategic partnerships, resourcing of disaster risk management programmes, local ownership and political buy-in and championship, remain some of the key ingredients of our desired collective success. Therefore, the work of the disaster management system is shoehorned on the Batho Pele ethos, notably: 'We care, we belong, we serve' as we marshal the disaster risk management system towards the NDP 2030 aspired eventuality decidedly'... now in 2030 we live in a country we have remade'.

The NDMC and broader CoGTA family, and the provincial and municipal custodians of disaster management and fire services, remain my pillars of strength in my pursuit to take the disaster risk management function to the next higher level in the interests of the communities we serve. I am looking forward to reporting on the 2017/18 achievements of the NDMC after my first full year in office.



**Dr Mmaphaka Tau**

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

The background of the page is a collage of natural textures. The top-left corner features a close-up of stacked, light-brown stone blocks. Below this, on the left side, is a section of smooth, rounded river stones in various shades of grey and brown. At the bottom-left corner, there is a photograph of a succulent plant with thick green leaves and several upright, cylindrical flower spikes in a vibrant orange-red color. The right half of the page is a solid, light-yellow color with a subtle, repeating pattern of overlapping, pointed leaf shapes in a slightly darker shade of yellow.

# GENERAL INFORMATION

## CHAPTER

# 1



## GENERAL INFORMATION

### 1.1 INTRODUCTION

This section provides general information about the NDMC's purpose, strategic intent, organisational structure and expenditure.

### 1.2 OVERVIEW AND OBJECTIVE OF THE BRANCH

The NDMC is 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 within, the DCoG.

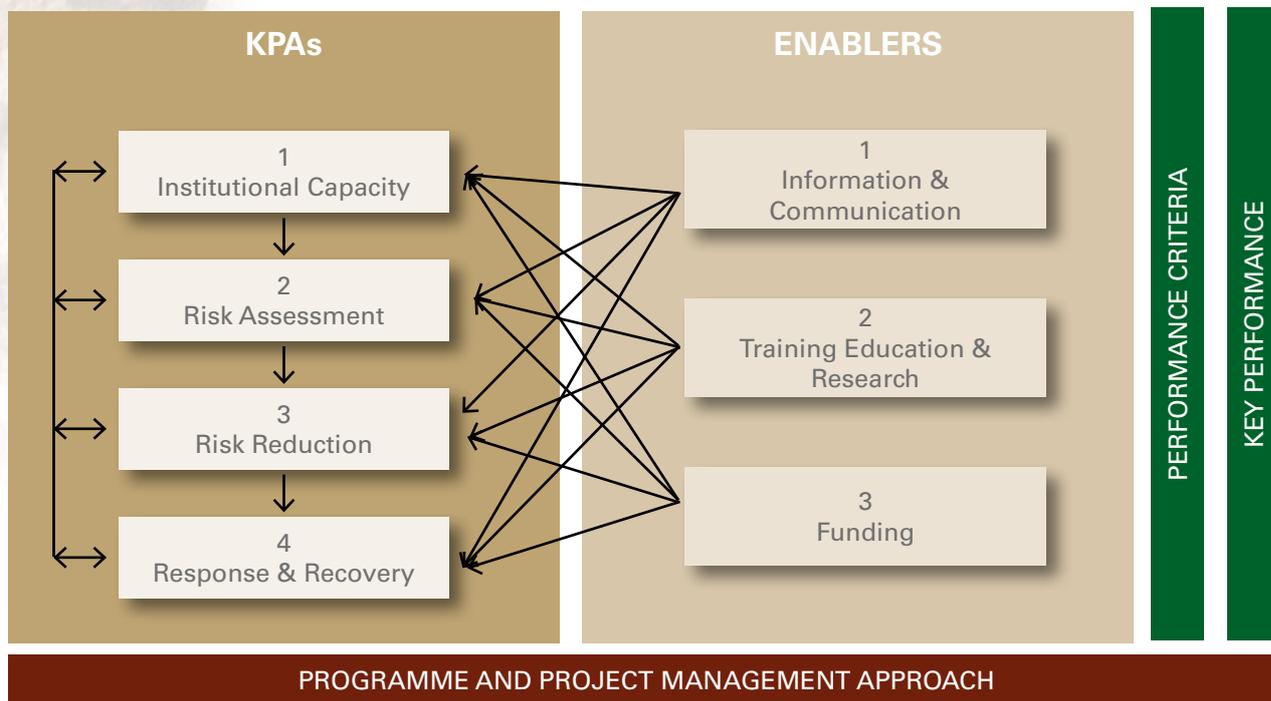
The objective of the NDMC, derived from Section 9 of the DMA, is to promote an integrated and coordinated system of disaster management, with special emphasis on prevention and mitigation by national, provincial and municipal organs of state, statutory functionaries and other roleplayers involved in 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, amongst others:

- must specialise in issues concerning disasters and disaster management;
- may act as an advisory and consultative body on issues concerning disasters and disaster management;
- must promote the recruitment, training and participation of volunteers in disaster management; and
- must promote disaster management capacity building, training and education throughout the Republic, including in schools, and, to the extent that it may be appropriate, in other southern African states.

Section 6 of the DMA further stipulates that the Minister must prescribe a National Disaster Management Framework (hereafter, referred to as the NDMF). The NDMF is the 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'.

The NDMF comprises four Key Performance Areas (KPA) 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:



**Figure 1:** National Disaster Management Framework Key Performance Areas and 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 below.

- (a) **Chapter 2** - All spheres of government are obliged to ensure the social and economic development of its citizens while preserving the ecosystem for future generations. If these rights are achieved it will increase the livelihood capital of the most vulnerable, protect the environment from degradation and stimulate economic development that will contribute to the necessary infrastructure that could reduce the risk of disasters or the impact of disasters. The NDMC needs to promote disaster risk reduction initiatives that ensure ecologically sustainable development while promoting economic and social development.
- (b) **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.
- (c) **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 its disaster obligations.

- (d) **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.
- (e) **Chapter 7** - 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.
- (f) **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.

### 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 2**.

NAME OF LEGISLATION	MANDATE
Disaster Management Act, 2002 (Act No 57 of 2002)	To provide for: <ul style="list-style-type: none"> <li>▪ 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;</li> <li>▪ the establishment and functioning of national, provincial and municipal disaster management centres;</li> <li>▪ disaster management volunteers; and</li> <li>▪ matters incidental thereto.</li> </ul>
National Disaster Management Framework, 2005	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'.
Fire Brigade Services Act, (Act No 99 of 1987)	To provide for the establishment, maintenance, employment, coordination and standardisation of Fire Brigade Services, and for matters connected therewith.

**Figure 2:** Legislative mandate of the National Disaster Management Centre

### 1.3.3 Other Legislation

Other legislation playing a key role in the governance of disaster management and fire services includes:

NAME OF LEGISLATION	MANDATE
Public Finance Management Act No1 of 1999	<ul style="list-style-type: none"> <li>▪ To regulate financial management in the national government and provincial governments;</li> <li>▪ To ensure that all revenue, expenditure, assets and liabilities of those governments are managed efficiently and effectively;</li> <li>▪ To provide for the responsibilities of persons entrusted with financial management in those governments; and</li> <li>▪ To provide for matters connected therewith</li> </ul>
Local Government: Municipal Finance Management Act, 2003 (Act No 56 of 2003)	<ul style="list-style-type: none"> <li>▪ To secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government;</li> <li>▪ To establish treasury norms and standards for the local sphere of government; and</li> <li>▪ To provide for matters connected therewith</li> </ul>
Local Government: Municipal Systems Act 32 of 2000	<ul style="list-style-type: none"> <li>▪ To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all;</li> <li>▪ To define the legal nature of a municipality as including the local municipality within the municipal area, working in partnership with the municipality's political and administrative structures;</li> <li>▪ To provide for the manner in which municipal powers and functions are exercised and performed;</li> <li>▪ To provide for community participation;</li> <li>▪ To establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change, which underpin the notion of developmental local government;</li> <li>▪ To provide a framework for local public administration and human resource development;</li> <li>▪ To empower the poor and ensure that municipalities put in place service tariffs and credit control policies that take their needs into account by providing a framework for the provision of services, service delivery agreements and municipal service districts;</li> <li>▪ To provide for credit control and debt collection;</li> <li>▪ To establish a framework for support, monitoring and standard setting by other spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment;</li> <li>▪ To provide for legal matters pertaining to local government; and</li> <li>▪ To provide for matters incidental thereto</li> </ul>

NAME OF LEGISLATION	MANDATE
Appropriation Act: Act No 33 of 2014	<ul style="list-style-type: none"> <li>▪ To appropriate money from the National Revenue Fund (NRF) for the requirements of the state for the 2014/15 financial year;</li> <li>▪ To prescribe conditions for the spending of funds withdrawn for the 2015/16 financial year before the commencement of the Appropriation Act for the 2015/16 financial year; and</li> <li>▪ To provide for the matters incidental thereto.</li> </ul>
Division of Revenue Act, 2015 (Act No 1 of 2015)	<ul style="list-style-type: none"> <li>▪ To provide for the equitable division of revenue raised nationally among the national, provincial and local spheres of government for the 2015/16 financial year, the determination of each province's equitable share and allocations to provinces, local government and municipalities from national government's equitable share and the responsibilities of all.</li> </ul>
The Intergovernmental Relations Framework Act (Act No 13 of 2005)	<ul style="list-style-type: none"> <li>▪ To facilitate coordination by the three spheres of government in the implementation of policy and legislation.</li> <li>▪ It is a framework act, which allows for flexibility between the spheres in meeting the challenges within the conduct and practice of cooperative government.</li> <li>▪ It also provides for the basic architecture of intergovernmental structures and for processes to guide the settlement of intergovernmental disputes.</li> </ul>
Intergovernmental Fiscal Relations Act 97 of 1997	<ul style="list-style-type: none"> <li>▪ To promote cooperation between the national, provincial and local spheres of government on fiscal, budgetary and financial matters;</li> <li>▪ To prescribe a process for the determination of an equitable sharing allocation of revenue raised nationally; and</li> <li>▪ To provide for matters in connection therewith.</li> </ul>
Fire Brigade Services Act, (Act No 99 of 1987)	To provide for the establishment, maintenance, employment, coordination and standardisation of the Fire Brigade Services, and for matters connected therewith.

**Figure 3:** Other legislation playing a key role in the governance of disaster management and fire service

## 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:

- Developing and implementing appropriate policies and regulatory frameworks.
- Promoting a culture of risk avoidance by creating enabling mechanisms for stakeholder participation.
- Monitoring and evaluating disaster management programmes across the spheres of government.
- Strengthening cooperation among stakeholders in disaster management.
- 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:

- Professionalism and integrity;
- Goal orientation;
- Participation;
- Innovation; and
- Service excellence.

## 1.5 2016/17 STRATEGIC OBJECTIVE

Improve the system of disaster management and fire services across government by March 2019.

## 1.6 2016/17 BRANCH OBJECTIVES

During the year under review, the programme aimed to:

- Support the establishment and operation of effective disaster management and fire services by:
  - enhancing the fire services legislative framework by developing a draft Fire Services White Paper by 31 March 2017, to ensure that the legislation is responsive to the changing conditions in the sector; and
- Create public awareness of disaster reduction by rolling out DRR advocacy and awareness programmes, such as the IDDR in provinces by March 2017.
- Develop and implement a monitoring and evaluation (M&E) framework to improve and strengthen the system of disaster management and fire services by March 2017.

## 1.7 ORGANISATIONAL STRUCTURE

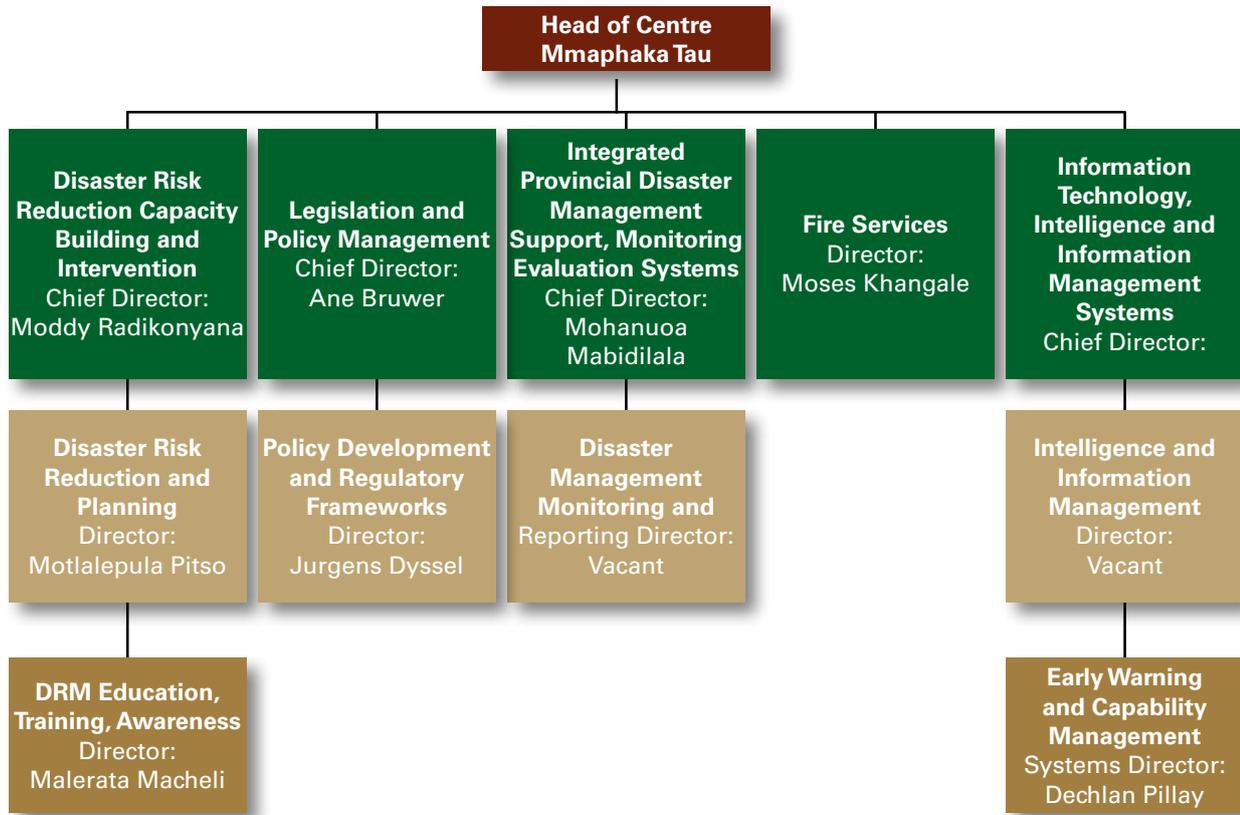


Figure 4: NDMC organisational structure

## 1.8 EXPENDITURE TRENDS

The spending focus in this programme was on providing immediate relief for disasters through the disaster relief conditional grant, which is transferred to provinces affected by disasters. The grant is transferred through the Disaster Relief Transfers sub-programme, which is the largest spending item over the medium term. The grant allows provinces and municipalities to respond timeously to the immediate needs of affected communities after disasters have occurred. The disaster relief envisioned would include the repair of infrastructure that supports basic services and the provision of environmental health and humanitarian relief within three months following the declaration of a state of disaster.

**Figure 5 and 6** sets out the conditional grants made to municipalities from the Disaster Relief Grant and the Disaster Recovery Grant for the 2016/17 financial year.

NAME OF MUNICIPALITY	DIVISION OF REVENUE ACT	ACTUAL TRANSFER	AMOUNT RECEIVED
	R'000	R'000	R'000
<b>MUNICIPAL DISASTER GRANT<sup>1</sup></b>			
<b>GAUTENG</b>			
GT484 Merafong City Local Municipality	118 075	118 075	118 075
<b>Total</b>	<b>118 075</b>	<b>118 075</b>	<b>118 075</b>

**Figure 5:** Municipal Disaster Relief Grant

NAME OF MUNICIPALITY	DIVISION OF REVENUE ACT	ACTUAL TRANSFER	AMOUNT RECEIVED
	R'000	R'000	R'000
<b>MUNICIPAL DISASTER RECOVERY GRANT<sup>2</sup></b>			
<b>KWAZULU - NATAL</b>			
KZN212 Vulamehlo	30 000	30 000	20 000
KZN213 Umzumbe	10 000	10 000	10 000
KZN238 Emnambithi	50 000	50 000	50 000
<b>MPUMALANGA</b>			
MP324 Nkomazi	20 000	20 000	20 000
<b>WESTERN CAPE</b>			
WC042 Hessequa	30 000	30 000	30 000
<b>Total</b>	<b>140 000</b>	<b>140 000</b>	<b>140 000</b>

**Figure 6:** Municipal Disaster Recovery Grant

<sup>1</sup> See Government Gazette No. 39995 of 18 May 2016

<sup>2</sup> See Government Gazette No. 39995 of 18 May 2016 and Division of Revenue Bill [B2 – 2016] Government Gazette No. 39707 of 18 February 2016.

## 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 effective coordinated international response, such as the emerging issues of urbanisation, migration, mitigation of 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 are summarised in **figure 7**.

<b>INTERNATIONAL RELATIONS ACTIVITY</b>	Humanitarian Network Partnership Week (HNPW)	<b>Date</b>	6 to 10 February 2017
		<b>City and country</b>	Geneva, Switzerland
<b>Purpose</b>	During the week, annual meetings of 23 networks and partnerships were held. The HNPW brought together 1300 participants from across the international humanitarian system, including 600 representatives from member states, 300 from UN agencies, funds and programmes; 150 from NGOs and participants from the Red Cross and Red Crescent movement, the private sector and academia. The purpose of the HNPW was to provide a platform for networks and partnerships to explore ways to strengthen their interoperability, and to improve their cooperation in areas of common interest. More specifically, HNPW 2017 sought to (a) enable participants to inspire and learn from one another, (b) compel networks to explore new and innovative approaches to perennial challenges, and (c) facilitate the development of collective solutions and the mobilisation of shared resources towards these ends.		

**High-level recommendation(s)**

While South Africa is not prone to hazards such as earthquakes and tsunamis that often require large-scale international humanitarian operations, it is important for the country to continuously improve its systems and processes for handling humanitarian assistance during disasters.

It is important to note that the NDMC is the country focal point (CFP) for the International Search and Rescue Advisory Group (INSARAG) and United Nations Disaster Assessment and Coordination (UNDAC). This means that the NDMC is responsible for ensuring the efficient information exchange and validation at the appropriate levels in the preparedness and response phases on urban search and rescue (USAR) and UNDAC matters. CFPs are expected to take into account costs for participation and engagements in supporting INSARAG and UNDAC events and their work plans. In view of this, it is important for the NDMC to continue to participate in both UNDAC and INSARAG meetings and events to execute its duties as the CFP as well as to ensure that the country's approach to dealing with USAR and disaster assessment is in line with international good practice.

Listed below are some key actions (drawn from the HNPW 2017) that the NDMC may consider improving its disaster management systems, particularly in preparing for and responding to large-scale disasters in the country.

- a. Establish partnerships with authorities responsible for management of airports with a view to ensuring that airports are prepared to cope with large-scale operations associated with disaster response.
- b. Engage relevant humanitarian organisations to obtain information on relief supplies that have been pre-positioned to provide support during disasters within the Southern African Development Community (SADC).
- c. Engage with local NGOs such as the Red Cross Society of South Africa to obtain information on the availability and spatial distribution of relief supplies.
- d. Continue to build UNDAC and USAR capacity across the country.
- e. Take measures to be more prepared to deploy UNDAC members to disasters when the need arises, especially within the SADC region.
- f. Expand the development and use of early warning systems.
- g. Participate in regional disaster management mechanisms.
- h. Participate in the process to develop the Humanitarian Civil-Military Coordination Standards.

**INTERNATIONAL RELATIONS ACTIVITY**

SADC Technical Committee Meeting preparedness and response strategy	<b>Date</b>	30 August 2016
	<b>City and country</b>	Gaborone, Botswana

**Purpose**

- To:
- Follow up on the work done during the validation workshop held in March 2016 in Gaborone;
  - Review the revised draft preparedness and response strategy and fund establishment, and
  - Consolidate the inputs submitted by member states.

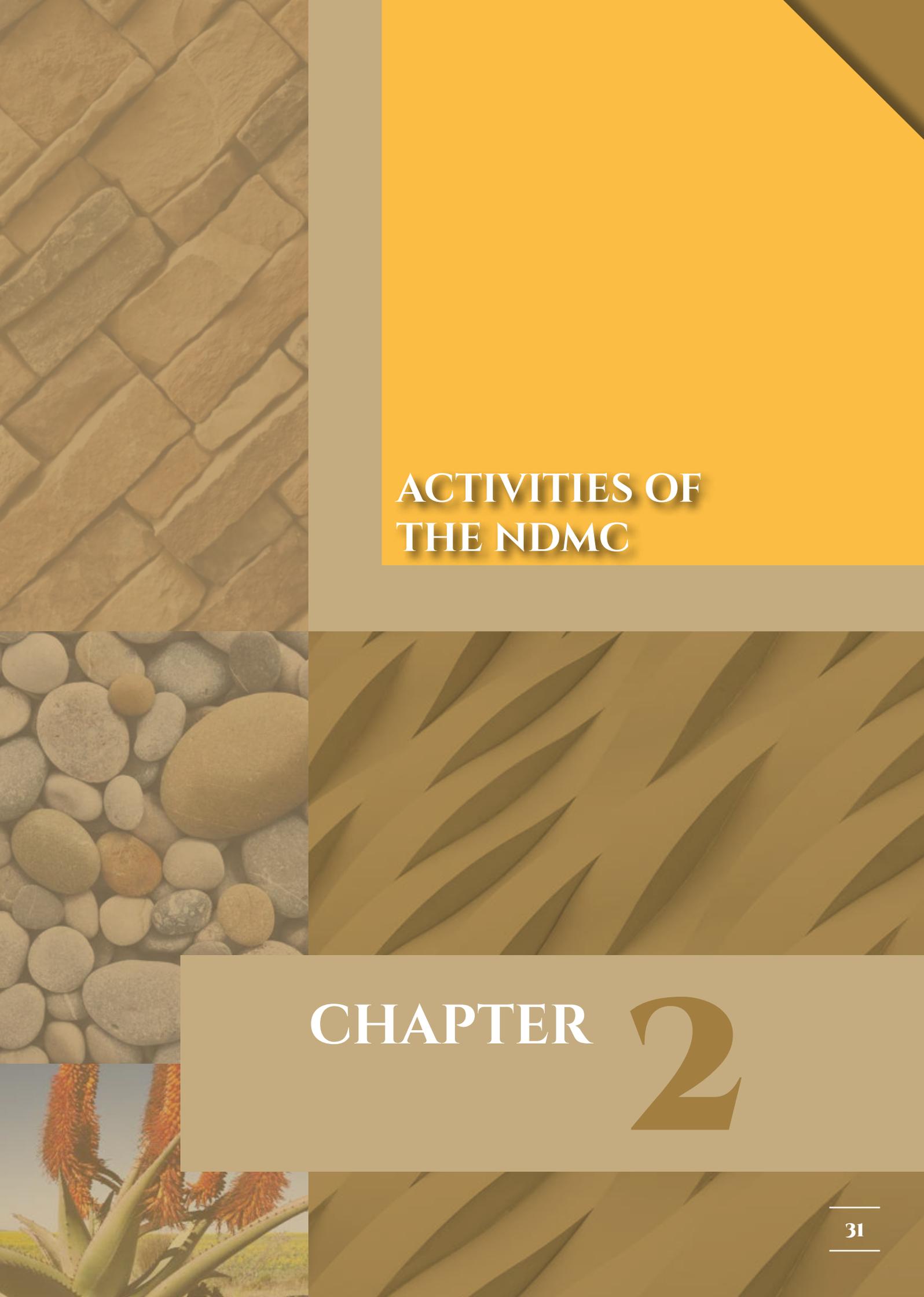
**High-level recommendation(s)**

Support SADC initiative on DRR to encourage political buy-in and involvement through a political platform at SADC level to ensure implementation of the SFA 2015 to 2030 and the outstanding work on the Hyogo-Framework of Action 2005 to 2015

<b>INTERNATIONAL RELATIONS ACTIVITY</b>	BRICS workshop	<b>Date</b>	21 and 22 August 2016
		<b>City and country</b>	Udaipair, India
<b>Purpose</b>	<p>To build on the foundations laid by the BRICS ministers of science, technology and innovation after the meeting in Moscow, in October 2015, during which the Moscow Ministerial Declaration was signed on the main spheres of cooperation for the medium term.</p> <p>The objectives of the meeting were to:</p> <ol style="list-style-type: none"> <li>Share experiences on flood risk management, particularly flood risk assessment, flood forecasting, early warning and emergency response;</li> <li>Share experiences on current systems in each country for forecasting extreme weather events - heat and cold waves, and episodes of extreme rainfall – particularly in the context of a changing climate; and</li> <li>Identify opportunities for collaboration between institutions of BRICS countries in the areas of flood risk management and extreme weather-related events.</li> </ol>		
<b>High-level recommendation(s)</b>	<ul style="list-style-type: none"> <li>▪ The Udaipur Declaration and the Roadmap of Joint Action Plan were adopted.</li> <li>▪ A joint task force (JTF) was established to ensure implementation and monitoring of the Joint Action Plan.</li> <li>▪ The chairpersonship of the JTF will be rotated as per term of office of the Presidency of the BRICS.</li> </ul>		
<b>INTERNATIONAL RELATIONS ACTIVITY</b>	The sixth session of the Africa Regional Platform and the fifth high-level meeting on DRR	<b>Date</b>	22 to 26 November 2016
		<b>City and country</b>	Balaclava, Mauritius
<b>Purpose</b>	<p>The sixth session of the Africa Regional Platform and the fifth high-level meeting on DRR considered the draft Africa Programme of Action (PoA) and adopted a declaration by representative ministers responsible for DRR on the implementation of the SFA in Africa, through the Africa PoA. Parallel to the process, economic communities also sat to revise programmes of action, the outcomes of which culminated in the Africa PoA.</p>		
<b>High-level recommendation(s)</b>	<p>Ministers and heads of delegation endorsed the PoA for the implementation of the SFA for DRR 2015 to 2030 in Africa and called on African states and key stakeholders to align strategies and programmes with the SFA.</p>		
<b>INTERNATIONAL RELATIONS ACTIVITY</b>	Council of SADC ministers responsible for DRR	<b>Date</b>	26 November 2016
		<b>City and country</b>	Balaclava, Mauritius
<b>Purpose</b>	<p>To:</p> <ol style="list-style-type: none"> <li>Apprise SADC ministers of the progress made in the development of the regional disaster preparedness and response strategy and establishment of the fund.</li> <li>Approve the draft regional disaster preparedness and response strategy.</li> </ol>		
<b>High-level recommendation(s)</b>	<p>The SADC Secretariat was directed to convene a joint meeting of DRR ministers and ministers for finance to consider the establishment of the DRR Fund to ensure effective response by countries that would have experienced disasters. Additionally, standard operating procedures are to be made available to ensure proper use of the fund.</p>		

**Figure 7:** International engagements undertaken by the NDMC during the 2016/17 financial year



The background of the page is a collage of natural textures. The top-left corner features a close-up of stacked, rectangular stone blocks. Below this, on the left side, is a pattern of smooth, rounded pebbles in various shades of grey and brown. The bottom-left corner shows the green, serrated leaves and orange-red flower spikes of an aloe vera plant. The right side of the page is dominated by a large, solid yellow triangle pointing downwards, which overlaps a light brown background. The text is centered on these yellow and brown areas.

ACTIVITIES OF  
THE NDMC

CHAPTER 2



## ACTIVITIES OF THE NDMC

### 2.1 CHIEF DIRECTORATE: LEGISLATION AND POLICY MANAGEMENT

The Chief Directorate: Legislation and Policy Management (CD: LPM) develops disaster management and fire services policies, legislative frameworks and guidelines derived from the DMA, the NDMF and the FBSA. It also provides support to stakeholders on the implementation of policies and frameworks across the sectors and spheres of government. The CD: LPM has a staff complement of seven people and comprises two directorates.

#### 2.1.1 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 on disaster management. In 2016/17, the Dir: PDRF executed this mandate by:

##### 2.1.1.1 Supporting the implementation of the Disaster Management Amendment Act

The Disaster Management Amendment Act, 2015 (Act No 16 of 2015) (DMAA) commenced on 1 May 2016, subsequent to President's Proclamation No 24 of 2016 published in Government Gazette No 39943. The Dir: PDRF unpacked the implementation implications of the DMAA and the implications were set out in an information booklet<sup>1</sup>, which defines the 'Outcome(s)', 'Output(s)', 'Responsibility', and 'Timeframe' of each amended provision.



<sup>1</sup> The booklet can be downloaded from the NDMC website at <http://www.ndmc.gov.za/Guidelines/Implementation%20Implications%20of%20the%20Disaster%20Management%20Amendment%20Act,%202015.pdf>

The Dir: PDRF subsequently conducted 26 workshops with stakeholders across the country to raise awareness and develop a common understanding of the amendments to enable the implementation thereof. **Figure 8** provides more detail on the workshops conducted.

NO	DATE OF WORKSHOP AND LOCATION	STAKEHOLDER	PROFILE OF PARTICIPANTS
1.	5 May 2016 Middelburg Mpumalanga	Provincial South African Local Government Association (SALGA)	36 disaster management officials and fire officers
2.	12 May 2016 Mzunduzi, KwaZulu-Natal	Provincial Disaster Management Centre	45 disaster management officials and fire officers
3.	13 May 2016 Mzunduzi, KwaZulu-Natal	Provincial Disaster Management Advisory Forum (PDMAF)	67 disaster management officials and stakeholders from across the province
4.	16 May 2016 City of Cape Town, Western Cape	Provincial Disaster Management Heads of Centres	25 disaster management officials and fire officers
5.	17 May 2016 City of Cape Town, Western Cape	PDMAF	55 disaster management officials and stakeholders from across the province
6.	26 May 2016 Centurion, Gauteng	National Disaster Management Centres	12 disaster management officials
7.	8 June 2016 Kimberley, Northern Cape	Provincial SALGA	34 disaster management officials and fire officers
8.	21 June 2016 Polokwane, Limpopo	PDMAF	50 disaster management officials and stakeholders from across the province
9.	23 June 2016 Centurion, Gauteng	National Disaster Management Centres	7 disaster management officials (approx)
10.	28 June 2016 Sarah Baartman District Municipality, Eastern Cape	Municipal Disaster Management Advisory Forum (MDMAF)	4 councillors, 23 disaster management officials and stakeholders from across the province
11.	29 June 2016 Nelson Mandela Bay Metropolitan Municipality, Eastern Cape	MDMAF	6 councillors, 31 disaster management officials and stakeholders from across the province
12.	24 August 2016 Mangaung, Free State	PDMAF	44 disaster management officials and stakeholders from across the province (approx)
13.	25 August 2016 Mmabatho, North West	PDMAF	61 disaster management officials and stakeholders from across the province

NO	DATE OF WORKSHOP AND LOCATION	STAKEHOLDER	PROFILE OF PARTICIPANTS
14.	16 September 2016 Capricorn, Limpopo	MDMAF	3 Councillors, 19 disaster management officials and stakeholders from across the province
15.	21 September 2016 Worcester, Western Cape	Disaster Management Institute of South Africa	37 conference delegates in a commission
16.	22 September 2016 Worcester, Western Cape	Disaster Management Institute of South Africa	250 conference delegates
17.	29 September 2016 Matlosana, North West	Provincial SALGA	16 disaster management officials and fire officers
18.	4 November 2016 Tshwane, Gauteng	National SALGA	19 disaster management officials and fire officers
19.	25 November 2016 Germiston, Gauteng	PDMAF	32 disaster management officials and stakeholders from across the province
20.	2 December 2016 Thulamela, Limpopo	MDMAF	6 Councillors, 38 disaster management officials and stakeholders from across the province
21.	7 December 2016 Middelburg, Mpumalanga	Provincial SALGA	9 Councillors, 22 disaster management officials and fire officers
22.	22 – 24 February 2017, Grahamstown, Eastern Cape	Sarah Baartman District Municipality Disaster Management Symposium	10 Councillors, 30 disaster management officials and stakeholders from across the district
23.	3 March 2017, Umtata, Eastern Cape	OR Tambo District Municipality Councillor training session	30 Councillors, 10 disaster management officials and stakeholders from across the district
24.	14 March 2017 Kimberley, Northern Cape	Provincial SALGA	3 Councillors, 16 disaster management officials and fire officers
25.	17 March 2017 Ehlanzeni, Mpumalanga	Ehlanzeni District Municipality Disaster Management Indaba	15 Councillors, 74 disaster management officials and fire officers (approx)
26.	28 March 2017 Kathu, Northern Cape	SALGA Provincial Executive Committee indaba	14 Councillors, 16 disaster officials

**Figure 8:** Workshops conducted to raise awareness and understanding of the DMAA

A number of recurring themes emerged during discussions at the workshops.

- (a) The most prevalent theme revolved around the disaster management function being an unfunded mandate. Most participants, especially councillors and SALGA officials, highlighted that 'funds did not follow the function' when the function was assigned to local government by the DMA. It was explained that the equitable share provides (in the infrastructure component) for the implementation of assigned legislation at the discretion of the local authority through the Integrated Development Plan (IDP) and the Service Delivery Budget Implementation Plan.
- (b) The placement of the disaster management function in the organisational structure of municipalities was also frequently highlighted. This aspect was raised mostly by disaster management officials, who pointed out that disaster management decision-making and integrated planning were hampered as they could not access senior officials or the executive when needed. It was explained that local government is an executive authority and, as such, national and provincial government cannot prescribe the organisational structure to be used by local government as the principle of 'structure follows strategy' applies.
- (c) The attendance and active participation of disaster management stakeholders in the disaster management advisory forums were highlighted as challenges. It was pointed out that junior officials delegated to attend the advisory meetings often lacked the decision-making power or authority to actively report on key matters. The Provincial Disaster Management Centres (PDMCs) and Municipal Disaster Management Centres (MDMCs) were advised to inform their Head of Department (HoD) and Municipal Managers of this aspect to discuss these issues with their counterparts in the appropriate fora.
- (d) A number of participants understood the amendments to mean that local authorities were now obliged to establish a DMC to

develop a DMP, whilst others took opposing views by pointing out that the district municipalities must develop the DMP for the local authority. These interpretation inconsistencies led to uncertainty and incorrect action being contemplated. The principles of Section 53 of the DMA were explained. Section 53 states that the local municipality has the discretion to (may) establish a DMC, but must do so after consulting the district municipality.

- (e) Most participants indicated that DMCs have inadequate capacity to perform their functions and highlighted that a lack of human resources and funding are the two biggest limitations they experienced. The principle of Section 43 of the DMA was explained, which states that a local municipality must establish capacity for the development and coordination of a DMP and the implementation of the disaster management function for the municipality.

### 2.1.1.2 Developing Guidelines

The Dir: PDRF led the development and adoption of the '*Guideline<sup>2</sup> on the Minimum Infrastructural Requirements for Disaster Management Centres*'. The guideline is developed in terms of Paragraph 1.5 of the NDMF read with Paragraph 1.2.2.2, and sets out the minimum physical infrastructure requirements (MIR) of a DMC, a satellite DMC and disaster-related support centres to effectively implement its legislated mandate. The guideline provides information for the minimum infrastructure characteristics of a DMC, the physical location of the DMC, the minimum physical facilities of a DMC, the supporting facilities to be available to a DMC, and the design standards and considerations (see **figure 9**).

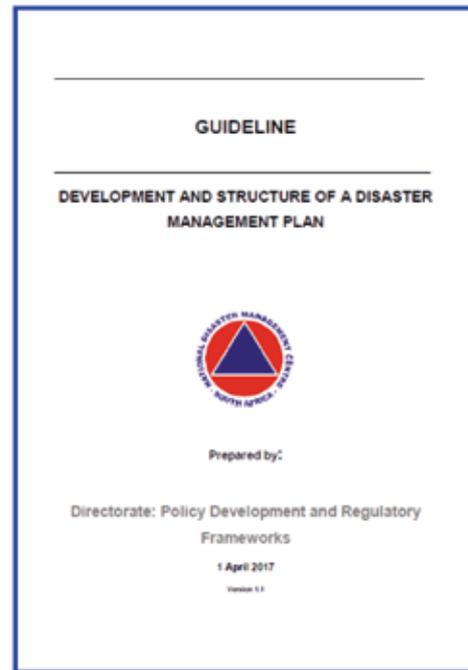
<sup>2</sup> This guide can be downloaded from the NDMC website at: <http://www.ndmc.gov.za/Guidelines/Disaster%20Management%20Plans%20and%20Minimum%20Infrastructure%20Requirements.pdf>



**Figure 9:** Guideline on MIR for DMCs

The Dir: PDRF also led the development and adoption of the 'Guideline<sup>3</sup> on the Development and Structure of a Disaster Management Plan'. The guideline is developed in terms of Section 19(a) of the DMA and Section 3.6 of the NDMF and provides a uniform structure and checklist for organs of state to prepare a DMP. The guideline also provides concept guidance to organs of state to progressively develop a compliant DMP in line with the phased approach put forward by the NDMF. It extracts the key aspects of the four KPAs and three Enablers specified by the NDMF related to DMPs and arranges them into specific chapters, which in turn are linked to the 'Critical Outcomes' and 'Action Steps' put forward by the Disaster Management Handbook Series (see **figure 10**).

<sup>3</sup> This guide can be downloaded from the NDMC website at: <http://www.ndmc.gov.za/Guidelines/Disaster%20Management%20Plans%20and%20Minimum%20Infrastructure%20Requirements.pdf>



**Figure 10:** Guideline on development and structure of a DMP

The Dir: PDRF also led the development and adoption of a template for the submission of NDMAF reports and submissions to be in line with Cabinet Memoranda so that NDMAF items can be elevated to the ICDM without having to change the format.

Finally, the Dir: PDRF developed the first draft of the guideline to conclude Mutual Assistance Agreements/Memoranda of Understanding (MAAs/MoUs) between DMCs and other stakeholders. This guideline is to be developed in terms of Paragraph 1.5 of the NDMF, to be read with Paragraph 1.4.3, and should provide a template to enable stakeholders to conclude MAAs/MoUs to strengthen their capacity, where necessary, to deal with DRR, response and recovery. It is expected that this guide will be completed and submitted for approval in the 2017/18 operational period.

It is important to note that guidelines are not intended to be a 'paint by number' solution, nor a 'one size fits all' approach. Organs of state enjoined to perform disaster management functions must, therefore, interrogate, assimilate and internalise the concepts

put forward by these guidelines and the NDMF, to enable them to apply the applicable aspects to their specific functional environments.

#### **2.1.1.3 Providing Secretariat Services to Disaster Management Institutional Structures**

The Dir: PDRF provided secretariat services to the four meetings of the NDMAF<sup>4</sup>.

#### **2.1.1.4 Supporting other NDMC Projects and Disaster Management Stakeholders**

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

- Sector departments with policy-related inputs, notably on the Security Printing Bill, the Integrated Border Management Agency Strategy, the Policy on Social Relief of Distress, the Green Paper on Migration, Government's Continuity and Resilience Concept document, and the two drafts of the State of Emergency Regulations.
- The establishment and functionality of DMCs across the spheres of government by reporting on compliance to the disaster management legislation;
- Assessment of DMPs submitted to the NDMC;
- Response efforts, notably supporting the NJDCC;
- The assessment of disaster damage and response efforts in the OR Tambo District Municipality following a severe storm; and

- The planning processes and facilitation of a workshop to assess the joint operational doctrine with the South African National Defence Force (SANDF) through Operation Botshabelo.

#### **2.1.1.5 Analysis of Compliance by the NDMC**

During the 2016/17 financial year, the NDMC conducted various forms of compliance in the three spheres of government, using different criteria. The findings and analysis of the compliance conducted during this financial year are provided in Chapter 3 of this report. The challenges noted during the compliance visits as well as recommendations as to how these can be dealt with are reported in Chapter 5.

### **2.1.2 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 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 INSARAG Secretariat (operational focal point)
- (h) Development and support implementation of national fire safety and prevention strategies/frameworks; and

<sup>4</sup> See Chapter 7 for more details on the activities of the National Disaster Management Advisory Forum.

- (i) Establishment of partnerships with key roleplayers.

In 2016/17, the Directorate executed this mandate by:

### 2.1.2.1 Enhancing the Fire Services Regulatory Frameworks

The Dir: FS is responsible for the development of policies and strategies related to fire services. During 2016/17, the Dir: FS prepared the following policy documents/instruments:

- (a) The Draft White Paper on Fire Services was presented and approved for public comment by Cabinet on 2 November 2016. This draft policy document was subsequently gazetted and written comments have been received from stakeholders. The Draft White Paper will be finalised in 2017/18.
- (b) The Second Draft Bill on Fire Services was prepared after consultation with key fire services stakeholders at all levels of government, private sector and civil society organisations. The finalisation of the draft Bill on Fire Services is dependent on the completion of the White Paper on Fire Services.

### 2.1.2.2 Professionalisation of the Fire Services

The Dir: FS established a Fire Services Career Path Working Group (FSCPWG) with a view to discussing and preparing a draft career path for FS. The draft was presented to key stakeholders for input. During September 2016, the Honourable Minister of Cooperative Governance and Traditional Affairs (CoGTA), Des van Rooyen (MP) published the Draft Local Government: Municipal Staff Regulations under Section 72, read with Section 120 of the Local Government: Municipal Systems Act, 2000 (Act No 32 of 2000). While the draft Regulations deal with human resources matters such as recruitment, selection and appointment of staff, performance management and skills development, it also introduces the Competency Framework for Occupational Streams within municipalities. The Competency Framework is

the enabling framework that provides an integration of key human resource processes. It also provides an indication of the skills, knowledge and experience that is required for one to be successful in a particular job.

Inevitably, the Competency Framework also deals with FS qualifications, knowledge and competencies. In view of this, the Directorate convened meetings of the FSCPWG to align the career path (which was underway) with the Competency Framework as proposed by the draft Regulations. The Directorate finalised its submission during a workshop on 31 January 2017 and the proposed career path was submitted to the responsible unit within the department.

### 2.1.2.3 Support Implementation of the National Fire Safety and Prevention Strategy through Capacity Assessments and Support in 27 Municipalities

#### a. Capacity assessments and support in 27 municipalities

The Dir: FS ran a project that sought to support implementation of the National Fire Safety and Prevention Strategy (NFSPS) through capacity assessments and support in 27 municipalities (three municipalities per province) across the country. This project was part of the Annual Performance Plan (APP) of the DCoG and is also linked to the Back to Basics (B2B) programme. The Dir: FS visited all 27 municipalities and assessed the capacity to implement the NFSPS. During the assessment process, the Directorate identified key skills gaps that were adversely impacting on the ability of most assessed municipalities to deliver on the fire safety and prevention mandate outlined in the NFSPS. Against this background, the Directorate hosted two training courses in partnership with the Fire Protection Association of Southern Africa (FPASA).

The training focused on the Fire Risk Assessment and Prevention Course as well as the Fundamentals of Fire Investigation. Fifty fire safety officers from across the 27 identified municipalities benefited from the training. The Directorate prepared 27 assessment reports with key recommendations on how fire safety and prevention could be improved in each of the assessed municipalities.

**b. National Fire Safety and Prevention Summit**

The Dir: FS organised and hosted the fourth National Fire Safety and Prevention Summit, which provided a platform for sharing good practices amongst fire safety and prevention practitioners. The seminar took place in Sol Plaatje Local Municipality, Kimberley, Northern Cape, and was attended by more than 120 delegates from all provinces. Day one was a training session for all delegates organised in partnership with the FPASA and focusing on Fundamentals of Fire Investigation and National Building Regulations. This training enhanced the capacity of fire safety officers, ensuring that they are better able to serve their communities and reduce the risk of fires (see **figures 11 and 12**).



**Figure 11:** Group photo during the Fire Safety and Prevention Summit, March 2017



**Figure 12:** Dr Mmaphaka Tau, Head of NDMC, addressing the fire safety and prevention practitioners at the seminar

**c. Safe Paraffin Appliance Consumer Awareness Campaign**

**(i). Fire problem in informal settlements**

The Dir: FS entered into a partnership with the Department of Trade and Industry (dti), National Regulator of Compulsory Specifications (NRCS) and the National Consumer Commission (NCC) on an initiative to reduce fire risks by replacing unsafe and illegal paraffin stoves with safe and compliant ones. The fact that most informal settlement houses or shacks are built from highly combustible materials (frequently wood and plastic) and in close proximity to each other heightens the risk of fires in these areas. The lack of electricity in most informal settlements means that communities have to use other sources of energy, such as dangerous paraffin stoves for cooking and heating, and candles for lighting. Statistics, from the Household Energy Safety Association of South Africa (HESASA) indicate that about 2.1 million households in South Africa are non-electrified and use other domestic energy sources.

HESASA points out that more than 200 000 people a year are injured or lose their properties through paraffin-related fires. Experience and research have demonstrated that most paraffin fires are caused by paraffin stoves that do not comply with South African standards and specifications as required. It is against this background that the Dir: FS is working closely with the dti, NRCS and the NCC in this initiative to reduce the risk of fires caused by these illegal paraffin stoves. The campaign gives effect to the mandates and roles of both the NCC and the NRCS. The NCC, empowered by the Consumer Protection Act 68 of 2008, is tasked with ensuring consumer protection in the country, while the NRCS, mandated by the NRCS Act 8 of 2008, oversees the regulation and approval of consumer products to ensure that they meet certain compulsory standards and specifications.

As part of this initiative, during 2016/17, four national events were held in Free State (Masilonyana Local Municipality, July 2016), North West (Matlosana, July 2016), Northern Cape (Sol Plaatje, November 2016) and Western Cape (City of Cape Town, December 2016). As part of this campaign, approximately 5000 unsafe and non-compliant stoves were removed and replaced with safe and compliant ones. While the campaign includes distribution of safe and compliant paraffin stoves to identified beneficiaries, it also contains an enforcement element where inspectors from both the NCC and the NRCS remove non-compliant stoves from the shop floors in various areas across the country (see **figures 13 and 14**).



**Figure 13:** Safe and compliant paraffin stoves ready for distribution in Masiphumelele, City of Cape Town, during December 2016



**Figure 14:** Unsafe and non-compliant paraffin stoves removed from communities in Masiphumelele, City of Cape Town

### 2.1.2.4 Establishment of USAR Institutional Arrangements and Assessment of Existing Capacity

#### a. Establishment of USAR institutional arrangements

The Dir: FS serves as primary point of contact to the INSARAG Secretariat, i.e. operational focal point on all Urban Search and Rescue (USAR) activities. It is also expected to represent the country primarily on operational USAR matters in INSARAG meetings, workshops and events. The Dir: FS participated in the HNPW, which was held in Geneva, Switzerland from 6 to 10 February 2017. The event provided a platform for networks and partnerships to explore ways to strengthen their interoperability, and to improve their cooperation in areas of common interest.

### 2.1.2.5 Support to the Gauteng request for an INSARAG External Classification

The Dir: FS (in its capacity as the INSARAG operational focal point) supported the request by the Gauteng PDMC for an INSARAG External Classification (IEC) in line with the INSARAG Guidelines. The NDMC met with the Gauteng PDMC and the leadership of the USAR team on several occasions to discuss this matter. As part of this initiative, the Directorate organised a meeting with the Ambassador responsible for humanitarian affairs in DIRCO to ensure support was provided to the Gauteng USAR IEC initiative. Several interactions were held with INSARAG through letters and teleconferences. The Directorate attended a debriefing session following an exercise week led by the Polish mentors, and also actively participated in exercises in the build-up to the IEC, preparing and delivering a keynote address on behalf of the NDMC when the USAR team received its IEC certificate at an IEC event in Johannesburg from 20 to 24 February 2017. It became the 48<sup>th</sup> team to receive classification as a medium team. This project enhances the capacity of the province and the country to effectively respond to disasters requiring search and rescue.

### 2.1.2.6 Partnerships with Key Roleplayers

#### a. Donation of fire trucks/tankers by Engen

The Directorate facilitated the donation of water tankers from Engen to four municipalities, namely: Mangaung Metro, Matlosana, Moqhaka and Khara Hais local municipalities. These water tankers are currently being customised by the four municipalities prior to deployment. Through this initiative, the beneficiary municipalities' capacity to respond to fires has been greatly enhanced. While this project impacts directly on the resilience of communities, as it enables the municipalities to better respond to fires in their areas, it also contributes to the B2B programme. A framework for the partnership (MoU) involving the NDMC, Engen and the four affected municipalities has also been developed.

### 2.1.2.7 National Fire Services Institutional Structures

The Directorate coordinates several intergovernmental structures as part of its mandate. The following structures are established and functional:

- National Fire Services Advisory Committee (NAFSAC) – re-established during October 2016;
- A quarterly meeting is held between the Directorate and all its provincial counterparts;
- A National Fire Safety and Prevention Working Group has also been established; and
- Various working groups focusing on dangerous goods, career path, localisation strategy, etc.

## 2.2 CHIEF DIRECTORATE: DISASTER RISK REDUCTION, CAPACITY BUILDING AND INTERVENTION

The Chief Directorate: Disaster Risk Reduction, Capacity Building and Intervention (CD: DRRCBI) develops and implements disaster management operational systems and coordinates disaster management capacity building and strategic research across the three spheres of government. The Chief Directorate has a staff of 10 and comprises two directorates.

### 2.2.1 Directorate: Disaster Risk Reduction and Planning

The Directorate: Disaster Risk Reduction and Planning (Dir: DRR&P) comprises a Senior Manager, a Deputy Manager and a Senior Administrative Officer. The Directorate is mainly responsible for the following:

- Facilitating and providing support and guidance in the preparation of DMPs by organs of state and relevant entities;
- Facilitating the implementation of risk prevention, mitigation and emergency preparedness within the organs of state across the spheres of government;
- Promoting DRR among the organs of state; and
- Coordinating disaster risk response and recovery measures.

In 2016/17, the Directorate undertook the following activities:

#### 2.2.1.1 Facilitated the Development of Disaster Management Plans

As per Outcome 10 targets and the DCoG strategic plan, the NDMC was expected to facilitate the development of eight disaster management plans

during the 2016/17 financial year. In fact, it facilitated the preparation of 13 disaster management plans by organs of state and other stakeholders through engagements, presentations in relevant forums and hands-on support and guidance. The plans were assessed and analysed. Inputs were submitted to eight stakeholders for consideration, whilst other plans are still under review. The NDMC facilitated seasonal plans and event plans such as the Local Government Election Plans from provinces, January 8 Statement Contingency Plan etc. The following plans were facilitated and received by the NDMC.

STAKEHOLDERS	DMPs SUBMITTED TO NDMC
KwaZulu-Natal	Provincial Disaster Management Plan for Local Government Elections 2016
Mpumalanga	Local Government Elections 2016 Contingency Plan
Free State	Provincial Disaster Management Local Elections Contingency Plan
Gauteng	2016 Local Government Election Contingency Plan
Western Cape	Western Cape Disaster Management 2016 elections
Northern Cape	Contingency Plan for Local Government Elections 2016
Amathole District Municipality	Disaster Management Plan
Lephalale Local Municipality	Disaster Management Plan
Ehlanzeni District Municipality	Disaster Municipal Plan
City Of Cape Town	Social Disorder Hazards – Disaster Risk Management Plan
Gauteng	Winter Season Plan
Gauteng	Summer Season Plan

STAKEHOLDERS	DMPs SUBMITTED TO NDMC
Gauteng	January 8 Statement Contingency Plan
Western Cape DMC	Summer/Festive Readiness Plan
Limpopo	Contingency Plan: Tropical Cyclone Dineo
Department of Social Development - Free State	Disaster Management Plan
Department of Transport	National Oil Spillage Contingency Plan
Koeberg Nuclear Power Station	Koeberg Disaster Management Plan
Eskom	Disaster Management Plan
Department of Energy	National Nuclear Disaster Management Plan
Transnet Freight Rail	Disaster Management Plan

**Figure 15:** DMPs received by the NDMC in the 2016/17 financial year

### 2.2.1.2 Disaster Risk Response and Recovery

South Africa has experienced drought in most parts of the country over several years. The drought had a negative impact, particularly in the water and agricultural sectors. The NDMC classified the drought conditions as provincial disasters and all provinces except Gauteng declared states of disaster. To this effect, the NDMC hosted a workshop on 31 March 2017 at its offices in Centurion, Gauteng, whose objectives were as follows:

- To present the status of drought conditions in the country;
- To share lessons learnt and areas of improvement;
- To strengthen coordination across spheres of government; and

- To improve response coordination during disasters.

The participants had robust discussions and enlisted lessons from sector and stakeholders, and discussed preparation and planning for future drought incidents and other hazards.

### 2.2.1.3 Cyclone Dineo

The country experienced a severe tropical cyclone called Dineo, which originated from Mozambique. The name Dineo is Botswanan and means 'gifts'. Extremely heavy rainfalls, which caused destruction to property, were experienced in Mozambique. This tropical cyclone spread over South Africa, affecting Limpopo, Mpumalanga and the northeastern parts of KwaZulu-Natal. The effects of the storm were expected to be disastrous, with widespread flooding causing damage to infrastructure, threatening lives and cutting off communities from their daily economic activities. While it caused flooding in parts of Mpumalanga and Limpopo, no major damage was experienced. Heavy flooding was experienced in KwaZulu-Natal, Free State and North West, with damage to infrastructure such as housing and loss of lives. In Northern Cape, rivers overflowed, which caused fatalities.

Dineo, to some extent, provided relief from drought to many provinces, markedly improving dam levels, including that of the Vaal Dam, which was filled to capacity. The NDMC activated National Joint Operation and Intelligence Structure (NATJOINTS) to prepare and plan a coordinated response to the cyclone until it dissipated. SAWS, in collaboration with the NATJOINTS, issued regular early warnings and safety tips. Irrespective of the torrential rainfalls of cyclone Dineo, the drought persisted in the Western Cape, Eastern Cape and Northern Cape. The Western Cape implemented DRR measures by instituting water restrictions for domestic, industrial and agricultural irrigation use.

#### 2.2.1.4. Development of Disaster Grant Guidelines and Frameworks

The NDMC manages and administers the disaster management grant funding. According to the Division of Revenue Act (Act No 3 of 2016) (DORA), the transferring officer must develop the grant guidelines to guide the receiving officers on the purpose, use and implementation of the grants. The guidelines were developed and distributed to all PDMCs for further dissemination to municipalities and relevant stakeholders. The Grant Frameworks<sup>5</sup> were also reviewed and approved by the Head of the Centre. The Grant Frameworks will be published in the DORA (2017).

#### 2.2.2 Directorate: Disaster Risk Management, Education, Training, Awareness and Research

The Directorate: Disaster Risk Management, Education, Training, Awareness and Research (Dir: DRMETA&R) comprises a Senior Manager, two Managers, a Deputy Manager and an Administrative Officer.

Its mandate, outlined in Enabler 2 of the NDMF, is to implement education, training, research, advocacy and public awareness to promote DRR. The Directorate comprises the Sub-directorate: Education and Training and the Sub-Directorate: Advocacy and Public Awareness. The research component has been added to the deliverables of the Sub-directorate: Education and Training and will be implemented in the 2017/18 financial year.

During 2016/17, the Sub-directorate: Education and Training implemented formalised capacity-building projects across the DRR continuum, mainly to enhance career pursuance and improve disaster management skills. The function formalised partnerships with external stakeholders such as institutions of higher

learning, the Department of Basic Education (DBE) and SALGA for capacity building of local government practitioners and councillors. For the 2016/17 financial year, the following projects were implemented by the Sub-directorate:

- The development of a framework to inform the DRR school toolkit within the schooling system, with focus on the incorporation of DRR into the curriculum, to improve resilience of schools' infrastructure and enhance social cohesion within school communities.
- The development of a disaster risk management (DRM) capacity building programme for local government stakeholders.
- Promotion of career development in disaster management through the bursary programme.

##### 2.2.2.1 Develop DRR School Toolkit to ensure Integration of DRR into the Schooling System

A third draft of the framework for the school toolkit was developed and presented at a national consultative workshop at the end of the 2015/16 financial year. It was well received and workshop discussions indicated, amongst others, a need to establish a national task team to further refine and enhance the content of the concept paper during the 2016/17 financial year. Stakeholders for the task team were identified and letters were sent out to invite them to apply for membership. However, the team did not sit, as it was awaiting direction from the DBE. This lack of direction also prevented the drafting of the planned Programme of Action intended to guide implementation of the deliverables of the framework. The framework will be finalised in the 2017/18 financial year, with prospects of implementation in subsequent financial years.

<sup>5</sup> <http://www.ndmc.gov.za/Pages/Guidelines.aspx>

## 2.2.2.2 Develop a DRM Capacity Building Programme for Local Government Stakeholders

A corporate agreement was entered into with SALGA for the development of a training manual for local government. An action plan was drafted from the content of the agreement and implemented. Among the deliverables was the appointment of a service provider by SALGA to develop the manual and, in December 2016, the North West University (NWU) was appointed. Terms of service were collaboratively discussed and agreed upon. The drafting of the manual is underway and progress engagements take place from time to time.

## 2.2.2.3 Promotion of Career Development in Disaster Management through the Bursary Programme

The overall objective of the bursary programme is to provide financial support to deserving and qualifying students enrolled for a higher qualification in disaster management and related disciplines. It aims to contribute to building DRM capacity and enhancing skills through advanced education, training, public awareness and research services. While the broader aim of the programme is espoused in the disaster management frameworks, it is also in line with the vision and objective of government, which is to *'promote greater and more efficient use of education and training for sustainable development'*. The anticipated outcome is an improved skills base, as well as capacitated and functional DMCs.

The second phase implemented in the 2016/17 financial year follows the first, which ended in the 2013/14 financial year. Progress so far is as follows:

- (a) 19 students from three universities (11 NWU, two University of Venda – Univen - and six University of Free State - UFS) were awarded bursaries towards the end of the 2016 academic year; and

- (b) One-year contracts were entered into with the awarded students, with the condition that the contracts will be renewed annually in line with the criteria and conditions developed by the NDMC and endorsed by the established steering committee.

A total of **R518 343.90** was transferred to institutions at which qualifying students are/were registered (**R34 710.00 Univen, R275 706.80 UFS and R207 927.00 NWU**) in line with the invoices received from the finance units of the three institutions. The resolution of the steering committee was that the bursary should cover all the costs for students according to how they were billed by their institutions for the 2016 academic year. In addition, an advertisement for the 2017 academic year intake was placed on internal and external media platforms at the beginning of the last quarter of this financial year (see **figures 16 to 19**).



**Figure 16:** University of Free State 2016 bursars



**Figure 17:** Some of the North West University bursars with Gideon Wentink (NWU) and three members of the NDMC staff



**Figure 18:** Eleven of the NWU African Centre for Disaster Studies (ACDS) Masters in Disaster Management students signing the NDMC bursary contract in the presence of the ACDS Bursary Administrator, Gideon Wentink



**Figure 19:** University of Venda's bursars with their two lecturers, Professor Agnes Musyoki and Professor Beneah Odhiambo and NMDC and Limpopo PDMC officials after the signing of the bursary contract

During the 2016/17 financial year, the Sub-directorate: Advocacy and Public Awareness facilitated the implementation of advocacy and awareness campaigns in nine provinces through both oversight (National Capacity Building Coordinating Forum meetings) visits and support for provincial events, including the commemoration of the IDDR. The annual Public Awareness Programme was guided by the National Action Plan that was developed from action plans received from provinces at the beginning of every financial year. All provinces were supported technically and financially to host various awareness campaigns informed by their risks. Campaigns supported included strengthening capacity building initiatives of provinces through established forums, training of volunteers, awareness campaigns and support to political outreach programmes as well as build-up activities towards the commemoration of the IDDR.

The main national awareness activities were the commemoration of the IDDR and the ministerial outreach to North West. Support to the provincial awareness campaigns was as follows:

- **Eastern Cape:** The province opted not to host an awareness campaign on snow, but rather requested support to strengthen the efficiency of its Capacity Building Technical Task Team through provision of technical support at two of its sittings.
- **Free State:** The province opted not to carry out awareness campaigns on snow or veld fires, but to concentrate on flash floods and the build up to the IDDR.
- **Gauteng:** Support was provided for a summer awareness campaign on the West Rand and fire service volunteer training on the East Rand.
- **Limpopo:** Technical support was provided at the province's advisory forum through presentations on capacity building projects. Also supported planning for a flood awareness campaign in Makhado, Vhembe District Municipality.
- **Northern Cape:** Coordinated and hosted a DRM capacity building and development support meeting with particular focus on awareness campaigns.
- **Mpumalanga:** Supported a plenary on the hosting of a flood awareness campaign in Dr JS Moroka, Nkangala District Municipality and assisted in the planning and hosting of a risk reduction indaba in Mbombela, Ehlanzeni District Municipality.
- **KwaZulu-Natal:** Supported the plenary for the Safer Stoves Campaign, as well as carrying out floods assessment in preparation for the ministerial visit.
- **North West:** Co-hosted training of women in fire services and launched the theme of the 2016 IDDR at the graduation of trainees. Supported the province on floods assessment and Ministerial outreach in Ngaka Modiri, Molema District Municipality and provided material on seismic events.

- **Western Cape:** Supported the province in the rollout of fires and floods awareness campaigns in schools and visited Blanco Primary School, Herold Primary School and Scheeperskraal SSKV Primary School in George.

#### 2.2.2.4 Commemoration of the 2016 IDDR

The commemoration of the 2016 IDDR coincided with the launch of the Sendai Seven Campaign – seven targets, seven years (July 2016) by the UNISDR. The campaign adopted an advocacy approach towards encouraging the implementation of the SFA for DRR with the main goals of saving lives, reducing disaster losses and improving management of disaster risk. Campaign implementation will take place over seven years, with focus on the seven targets of the SFA. In the 2016 inaugural year, the theme for the commemoration of the IDDR was 'Reducing Mortality' and the slogan 'Live to Tell', derived from the first target of the SFA.

This theme provided a platform for South Africa and other member states of the UN to advocate for DRR strategies that enhance understanding of disaster-induced mortalities, strengthen disaster risk governance, invest in DRR for reduced mortalities, and enhance disaster preparedness for effective response and building back better in recovery, rehabilitation and reconstruction. The responsibility of ensuring that all these focal points are implemented rests on government with the cooperation of roleplayers. It requires engagement and participation by all to ensure that disaster mortality dynamics are acknowledged and understood, are documented in a manner that will enable projection of future losses to minimise the risk of mortality rates increasing, ensure that legislation and policy formulation are better informed and inclusive, and that preparedness programmes are designed to ensure effective response. It was recognised that to build back better, there was a need to ensure that DRR strategies are included in recovery, rehabilitation and reconstruction plans.

The commemoration of the IDDR was planned as a one-day advocacy session in Gauteng with a host of guests from the broader disaster management continuum, as well as those concerned with fatalities/mortalities in different ways, including Statistics South Africa (StatsSA) as well as selected UN agencies in South Africa. Selected speakers and presenters were identified on the basis of functional area (e.g. humanitarian UN agencies to share experiences on interventions), experience (e.g. Japanese representative, given the frequency of occurrences in Japan) and provinces, given the diversity in the type and level of risk (see **figures 20 to 23**).



**Figure 20:** Acting DCoG Director-General, Muthotho Sigidi and the Head of Centre, Ken Terry delivering key messages at the commemoration



**Figure 21:** Political leadership of the Department, Deputy Minister Andries Nel and Honourable Minister Des van Rooyen; as well as the Japanese First Secretary to South Africa, His Excellency Daisuke Fujimura



**Figure 22:** Esteemed guests at the commemoration: Vhamusanda Livhuwani Mutsila (Chairperson of the Disaster Relief Board), Acting Director-General Muthotho Sigidi, Japanese First Secretary to South Africa, His Excellency Daisuke Fujimura, Deputy Minister Andries Nel, Honourable Minister Des van Rooyen, Granny Mahlangu (DCoG) and programme director for the day, Ken Terry (Head of the Centre), Nkosi Siphohle Mahlangu (Deputy Chairperson – National House of Traditional Leaders)



**Figure 23:** Panel discussions

## 2.3 CHIEF DIRECTORATE: INTEGRATED PROVINCIAL DISASTER MANAGEMENT SUPPORT, MONITORING AND EVALUATION SYSTEMS

The Chief Directorate: Integrated Provincial Disaster Management Support, Monitoring and Evaluation Systems (CD: IPDMSMES) develops and implements an integrated system to monitor and evaluate the effectiveness and performance of disaster management and fire services in the country. It comprises an Executive Manager, a Senior Manager<sup>6</sup> and an Administrative Assistant.

### 2.3.1 Directorate: Disaster Management Monitoring and Evaluation

The Directorate: Disaster Management Monitoring and Evaluation (Dir: DMM&E) comprises a Senior Manager and is responsible for developing and implementing an integrated system to monitor and evaluate the effectiveness and performance of disaster management and fire services in the country.

#### 2.3.1.1 Support Provided to the PDMCs to Implement the Disaster Management Monitoring and Evaluation Framework

All nine provinces were supported during the period under review to implement the Disaster Management Monitoring and Evaluation Framework. The support activities included discussions on:

- The current processes and activities reflected in the Disaster Management Implementation Plan 2014 to 2019, which is meant to build an integrated system of M&E for disaster management and fire services.

- The development of the indicators and how they contribute towards the achievement of the outcome. The SFA indicators have also been integrated into the current indicators to assist the process for the country to report to the UNISDR.
- Provinces were also assisted on the coordination of reports from metropolitan and district municipalities and on data validation and analysis before submission to the NDMC.
- Hands-on support was provided on the use of the reporting tools as adopted during the national disaster management workshop.
- Capacity building workshop was conducted for the Provincial M&E coordinators on 23 and 24 August 2016, facilitated by StatsSA and the National School of Government (NSG). Provincial M&E coordinators now understand how to manipulate data using the StatsSA data, and also understand the basic concepts of monitoring and evaluation.

The support provided resulted in provinces delegating a functionary for M&E, with some having more than one to ensure capacity of M&E in the province.

The Dir: DMM&E also facilitated accredited M&E training conducted by the NSG. All participants received accredited certificates, which is a step towards a diploma required by the Department of Planning, Monitoring and Evaluation (DPME).

#### 2.3.1.2 Oversee the Submission of Quarterly Reports

Disaster management indicators and reporting tools were presented at both the NDMAF and PDMC meetings to ensure that all provinces and sectors understand what needs to be measured and how reporting is required. This process has been institutionalised and all provinces are now reporting as required.

Quarterly reporting has been institutionalised, with quarterly reports being submitted on time. The reports

<sup>6</sup> Position vacant from 1 March 2017

are triangulated, validated and analysed before being distributed within the NDMC units to further support the provinces in areas where gaps have been identified. Feedback on the analysed reports is provided to the PDMCs through provincial visits during their meetings with municipalities and provincial sector departments.

In addition, the unit is responsible for reporting to the Department of Environmental Affairs (DEA) on the implementation of Outcome 10. The M&E unit has submitted these reports on time. This is done through the DRM plans sourced from the DRR&P unit, which are analysed to check if they include climate change adaptation. Several meetings have been held with DEA to discuss the requirements of Outcome 10.

### 2.3.1.3 Oversee the Maintenance of a Central Database for Declared Disasters

The establishment of the disaster management central database progressed beyond the target of three provinces to nine. All provinces have submitted their declared disasters from 2010/11 to date. This data was validated by the M&E unit. StatsSA trained the NDMC and PDMC M&E practitioners on how to manage large databases. The PDMCs have also been encouraged to organise training with the provincial StatsSA offices to further process and prepare provincial data for the upcoming evaluations. The data will be analysed with StatsSA to determine the human, economic and environmental costs of declared disasters from 2010 to 2015.

### 2.3.1.4 Conduct the Evaluation of Disaster Management

A concept note was developed and approved by the acting Director-General to conduct an implementation evaluation on the extent to which the disaster management legislation and framework are being implemented across the three spheres of government. In addition, draft Terms of Reference were developed for the establishment of the Evaluation Steering Committee in line with the DPME evaluation

guidelines. Prospective steering committee members include representatives from the NDMC, DPME, DEA and StatsSA.

### 2.3.1.5 Outcome 10 Delivery Agreement 2014 to 2019

The NDMC reported quarterly to the DEA on Outcome 10 – ‘Reduced vulnerability and risks associated with climate change impacts’. The NDMC is expected to coordinate the development of eight DMPs per financial year. During 2016/17, it achieved nine. The DEA is committed to assisting provinces and municipalities to integrate climate change issues into the DMPs.

## 2.4 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 roleplayers. It has seven staff members and comprises two directorates.

### 2.4.1 Directorate: Early Warnings and Capability Management Systems

The Directorate: Early Warnings and Capability Management Systems (Dir: EWCMS) comprises a Senior Manager and Manager. Its purpose is to promote, develop, evaluate and maintain the national risk and vulnerability profile, disaster management early warning systems, Geographic Information Systems (GIS) and capability systems.

### 2.4.1.1 Disaster Early Warning Systems

During the 2016/17 financial year, the Dir: EWCMS continued to improve and expand its database for the distribution of early warnings to additional registered recipients on weather-related hazards. This was enabled through synchronisation with the e-mail system to improve functionality. The database was maintained for the year under review and also grew significantly during the year. Stakeholders not yet registered for early warning products are encouraged to contact the NDMC to facilitate this process.

During the year, the Dir: EWCMS undertook several initiatives aimed at improving legislative requirements accorded to the unit. One of these was the establishment of phase one of the NDMC GIS web portal, which will be able to host disaster-related spatial information. In addition, the portal will assist the NDMC to meet its key objective of acting as a conduit for all forms of information pertaining to disaster related matters. Phase one processes concentrated mainly on stakeholder workshops to establish and finalise both the business and functional requirements to ensure that the portal addresses key requirements.

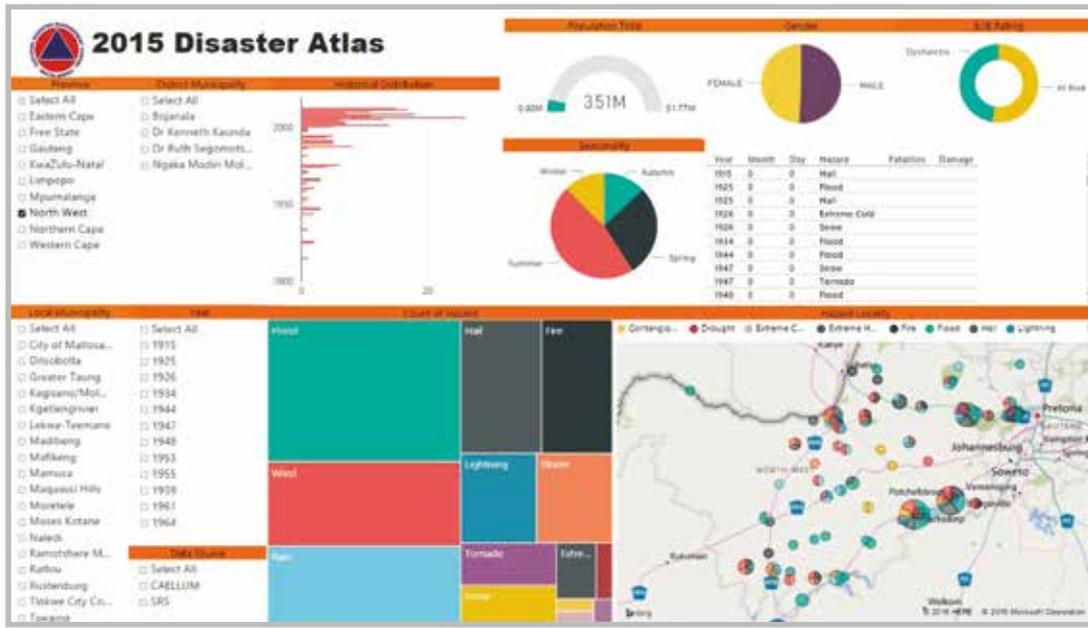
They also included assessments of and upgrades to the physical information technology (IT) infrastructure, software and data. With the foundation established, the NDMC will spend 2017/18 rolling out a number of decision support tools to stakeholders, addressing matters related to early warnings, risk and vulnerability analysis and situational awareness (see **figure 24**). The NDMC GIS portal will continuously evolve throughout the year and is accessible at <https://gis-portal.ndmc.gov.za/portal/home/index.html>



Figure 24: NDMC GIS Portal landing page

## 2.4.1.2 National indicative risk and vulnerability profile

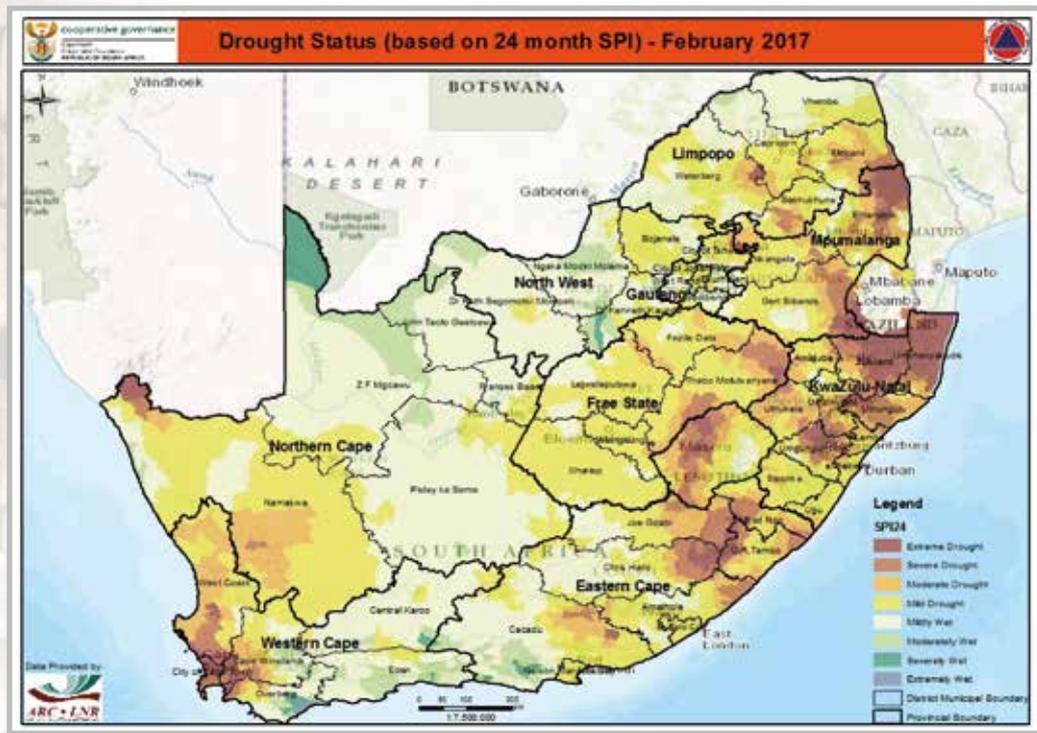
The Dir: EWCMS went further in its understanding of hazard-related risks across South Africa by updating hazard-related information for the various geographical areas. This information was packed within the Disaster Atlas Dashboard that focused on historical hazard incidences across the country (see **figure 25**) and cross tabulated priority indices that allowed a tool for decision making that informs short- to medium-term planning. This information is paired with seasonal weather forecasts to illustrate where hazard elevation may occur over a given timeframe. Seasonal hazard profiles may be obtained from the NDMC website at [www.ndmc.gov.za/Pages/NDMAF.aspx](http://www.ndmc.gov.za/Pages/NDMAF.aspx).



**Figure 25:** Disaster Atlas Dashboard

## 2.4.1.3 Geographic information systems

The Dir: EWCMS utilised geospatial technologies in the past financial year to address various business requirements and initiatives, including the support of the drought operations centre of the NDMC (**figures 26** and **27**). The main objective was to collate various datasets from various stakeholders related to the current drought situation to aid decision-making processes from a multi-temporal and spatial perspective. In this manner, the drought hazard was tracked monthly and related information added to enhance the clarity of understanding the situation for the different geographical areas. Figure 25 provides an indication of a drought map for February 2017 using the Standard Precipitation Index (SPI) as a measure of the lack of rainfall for the last 24 months for a given area.



**Figure 26:** Drought extent according to the 24-month Standard Precipitation Index – February 2017

Finally, in partnership with the SAWS, the Dir: EWCMS continued its innovative work on impact-based early warnings to improve the current weather-related forecast-based warnings. Two pilots were conducted in Gauteng and parts of North West representing summer rainfall areas, and the Western and Eastern Cape, representing winter rainfall areas. The pilots delivered favourable results and reaffirmed the need for a collaborative approach to understanding and forecasting weather hazard phenomena. The pilots also created important networks among disaster practitioners, weather forecasters and provincial authorities. During the 2017/18 financial year, the impact-based early warnings project will gain momentum and continue with other provincial engagements aimed at product refinement, calibration and understanding local impacts in a more concise manner.



**Figure 27:** Participants of the Winter Pilot Phase Stakeholder Workshop



**Figure 28:** The workshop enabled wide networking and collaboration among delegates to enhance the understanding of the weather and its impacts

## 2.4.2 Directorate: Intelligence and Information Management

The Directorate: Intelligence and Information Management (Dir: IIM) comprises two Managers, one Assistant Director and a Junior Programme Developer, and is an enabler to other NDMC business units, providing optimal support and ensuring the smooth operation of NDMC business systems. The applications development team is responsible for all aspects of development and support for internally created business systems. This includes standardisation of applications development methodologies, technologies (programming language, databases and support tools), and monitoring and testing of hardware/software environments. In 2016/17, the Directorate executed this mandate.

### 2.4.2.1 eConvenor Rollout

The plan for 2016/17 was to roll out the eConvenor system to the PDMCs. The system is fully implemented at the PDMCs and all provinces have been trained and capacitated on its use. The system will reduce the manual burden of coordinating the advisory forum meetings. A summary on the utilisation of the eConvenor system by the PDMCs is tabled in **figure 29**.

PROVINCE	PRESENTATIONS	TRAINING	HANDOVER	SYSTEM UTILISATION
Eastern Cape	Y	Y	Y	
Free State	Y	Y	Y	
Gauteng	Y	Y	Y	
KwaZulu-Natal	Y	Y	Y	
Limpopo	Y	Y	Y	
Mpumalanga	Y	Y	Y	
Northern Cape	Y	Y	Y	
North West	Y	Y	Y	
Western Cape	Y	Y	Y	



**Figure 29:** PDMC eConvenor system utilisation

### 2.4.2.2 NDMC Website Revamp

The NDMC application team initiated a revamp of the NDMC website. The scope of the project included the design, development and delivery of a consolidated, comprehensive and high-quality website that will serve as a communication medium and meets the requirements of the NDMC. The main aims were to:

- Develop a website of centralised knowledge for the NDMC;
- Formulate information architecture that reflects the needs of website visitors and encourages positive user interactions; and
- Ensure ease of accessibility for intended website audiences.

The website, which officially went live on 27 March 2017, is accessible on <http://www.ndmc.gov.za>.

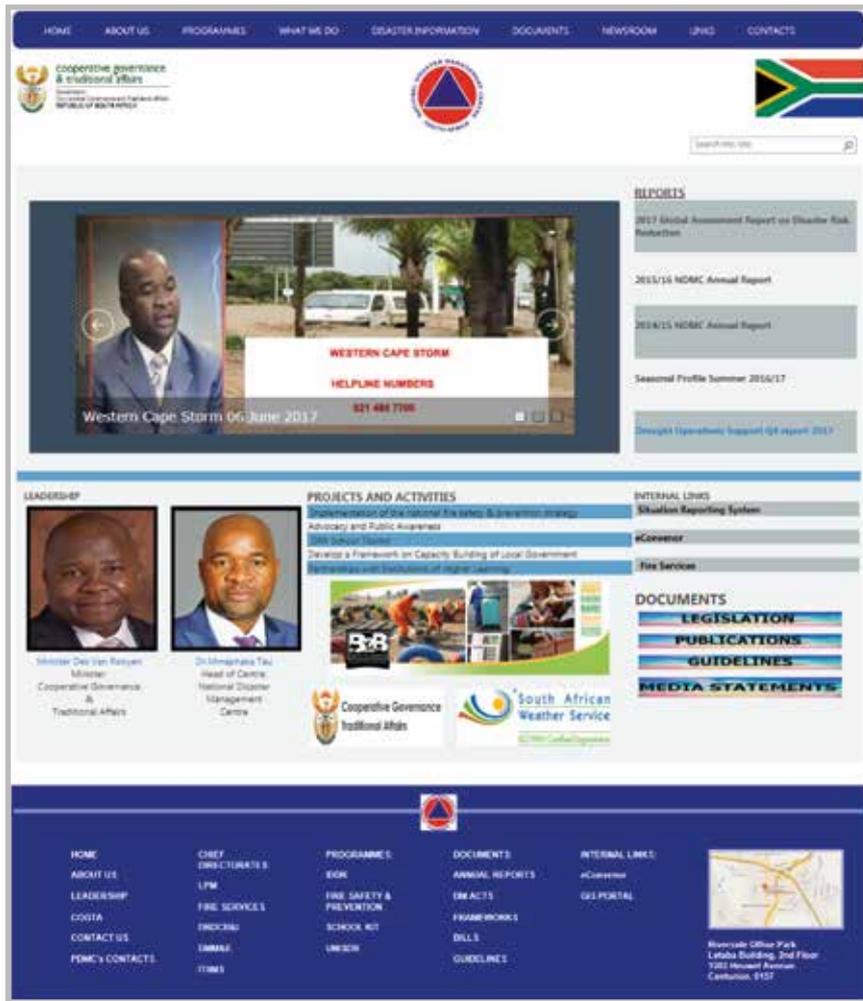
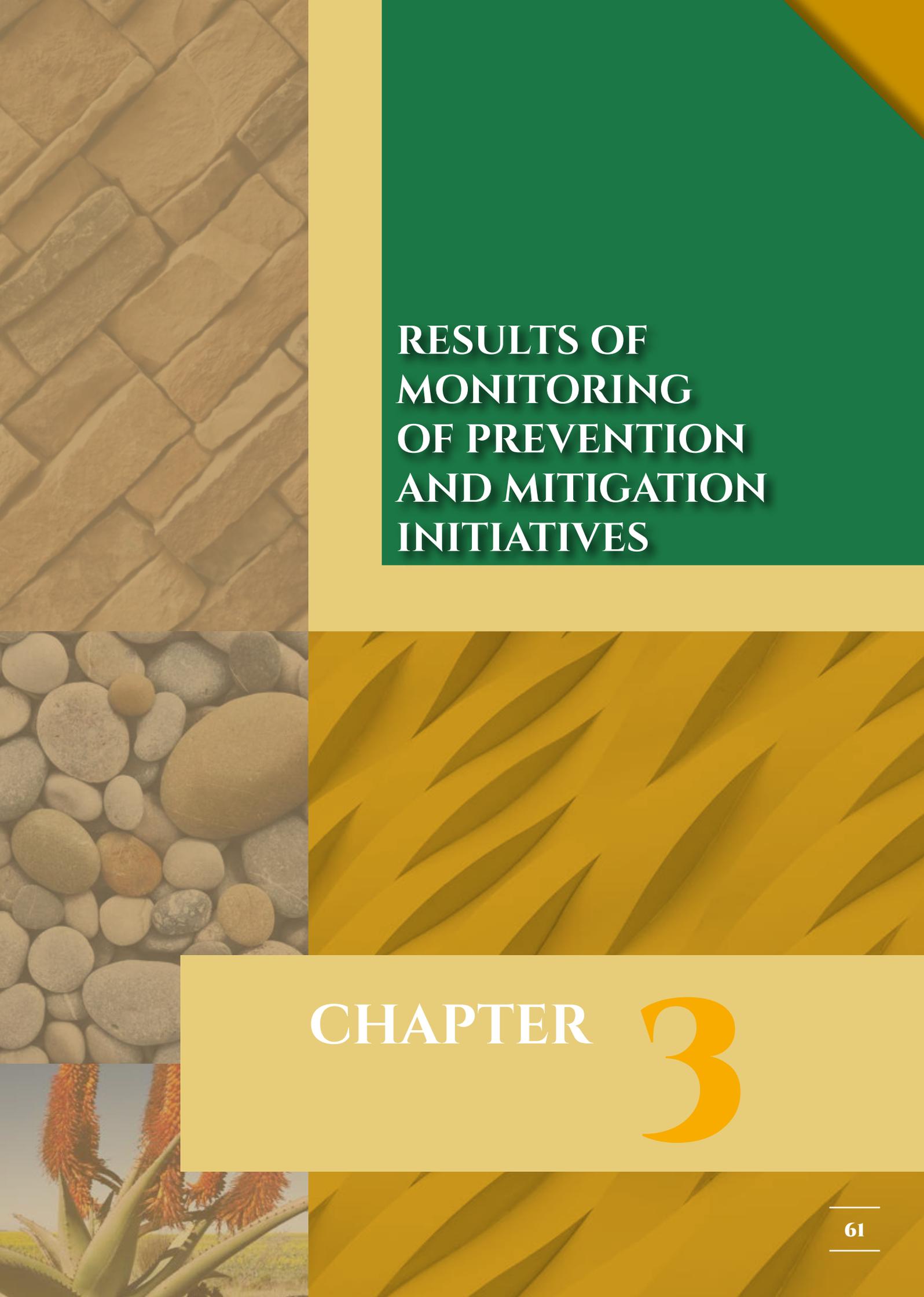


Figure 30: NDMC Website Homepage

### 2.4.2.3 Veeam Availability Suite

In terms of the NDMC's Information and Communications Technology (ICT) infrastructure environment, the financial year 2016/17 saw further implementation of the Veeam Availability Suite to deliver around-the-clock availability of all virtualised applications in its data centre that help keep South African disaster management systems continually available. This is especially relevant for mission-critical reporting systems used to collect information. IT is an enabler to the NDMC and system downtime hinders the NDMC from informing the country of disaster-related issues. The NDMC needs a single, easy-to-use solution that offers reliable backup, deep monitoring and straightforward replication for disaster recovery by providing 24.7.365 availability of all applications, especially system-reporting tools. IT News Africa featured the NDMC and its application of Veeam software suite in a recent online publication. For a full review on the NDMC and Veeam collaboration, this article can be found at: <http://www.itnewsafrika.com/2017/01/south-africa-ndmc-implements-veeam-availability-suite/>





**RESULTS OF  
MONITORING  
OF PREVENTION  
AND MITIGATION  
INITIATIVES**

**CHAPTER 3**



## RESULTS OF MONITORING OF PREVENTION AND MITIGATION INITIATIVES

### 3.1 INTRODUCTION

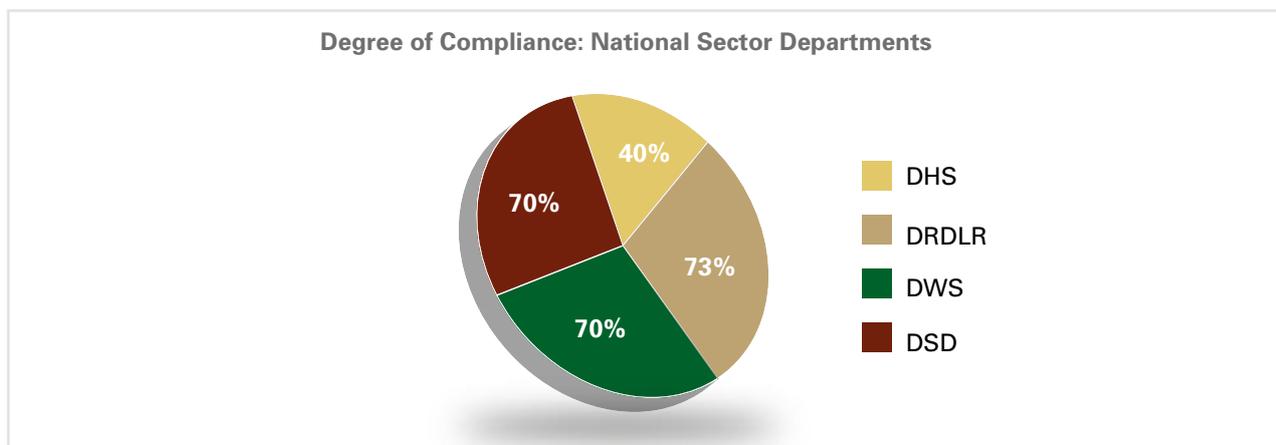
In implementing the DMA, the NDMC and other stakeholders are responsible for promoting a culture of risk avoidance among stakeholders and civil society by capacitation through multi-hazard programmes of DRR. This section outlines the NDMC’s DRR programmes for 2016/17.

An assessment tool was developed to assess compliance of national sector departments to disaster legislation. A pilot on the tool was undertaken with five sector departments. The report notes that seven visits were arranged, but due to competing engagements, engagements with the Department of Transport (DoT) and the Department of Agriculture, Forestry and Fisheries (DAFF) had to be postponed to 2017/18. An outline of assessment visits undertaken is summarised in **figure 31**.

DATE	SECTOR DEPARTMENT	COMPLIANCE ASSESSMENT REPORT
8 March 2017	Department of Rural Development and Land Reform (DRDLR)	Finalised and signed off.
9 March 2017	Department of Water and Sanitation (DWS)	Finalised and signed off.
9 March 2017	Department of Basic Education (DBE)	Still outstanding.
10 March 2017	Department of Social Development (DSD)	Finalised and signed off.
13 March 2017	Department of Human Settlements (DHS)	Finalised and signed off.

**Figure 31:** National Sector Legislative Compliance Assessment

Findings on the degree of compliance include only departments that submitted completed assessment forms (see **figure 32**).



**Figure 32:** Degree of Compliance – National Sector Departments

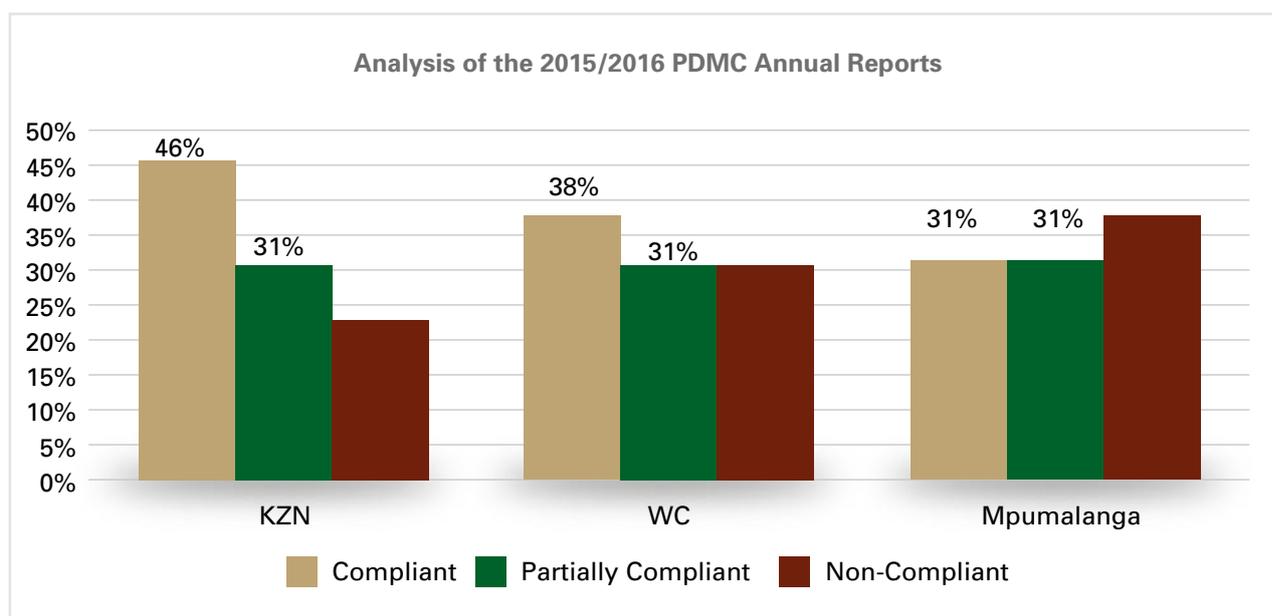
The report notes that the departments visited have focal disaster management units that can carry out the disaster function in their areas of focus.

### 3.2 LEGISLATIVE COMPLIANCE MANAGEMENT

A schedule for Legislative Compliance Management (LCM) verifications was developed in the first quarter in line with PDMAF meetings. The verification was done using the M&E template and the criteria used for verifications were developed by the M&E unit. An analysis of the M&E tool is not presented in this report as the focus for this financial year was on verifying the effective management of institutional arrangements as well as improvement towards the compiling of the annual reports. However, the outcomes of the verification process are presented in the below tables. During the 2016/17, the verifications were conducted in the institutions listed in **figure 33** with a summary on the analysis of PDMC annual reports provided by **figure 34**. **Figure 35** provides a list of MDMCs that were visited for LCM verifications and a summary of MDMC annual reports is presented in **figure 36**.

DATE	PDMC	COMPLIANCE ASSESSMENT REPORT
15 September 2016	Northern Cape	Finalised and signed off.
10 November 2016	KwaZulu-Natal PDMC	Finalised and signed off.
22 November 2016	Western Cape PDMC	Finalised and signed off.
29 November 2016	Gauteng PDMC	Finalised and signed off.
2 December 2016	Mpumalanga PDMC	Finalised and signed off.

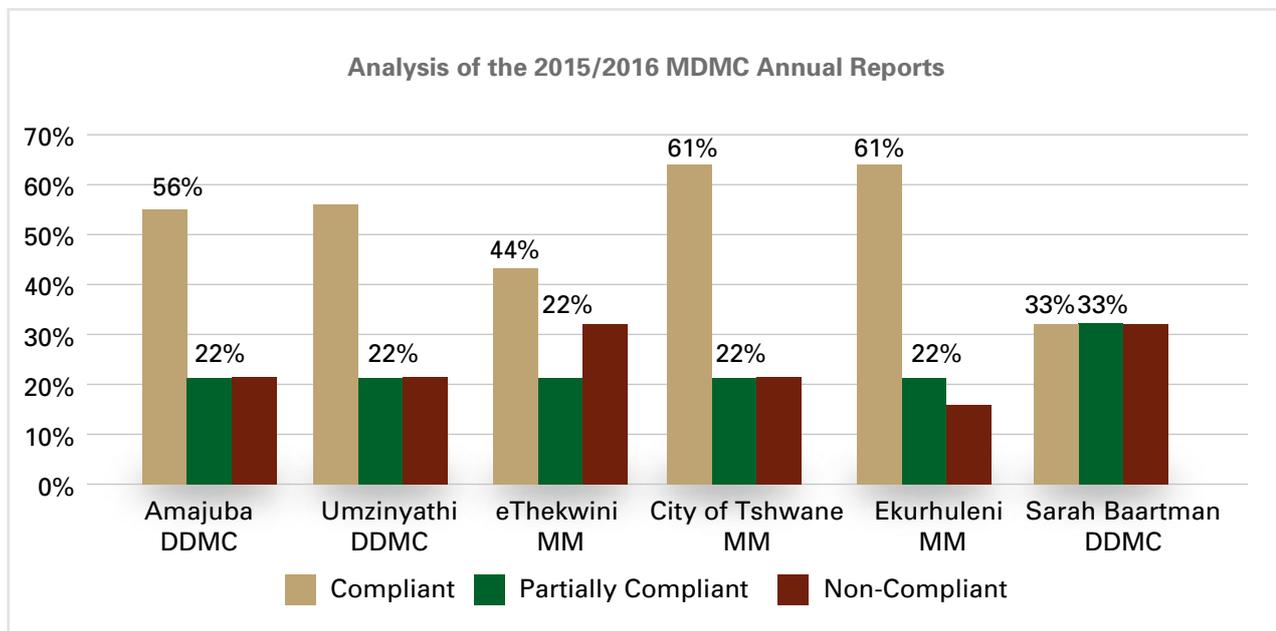
**Figure 33:** PDMC LCM and Annual Report Verifications



**Figure 34:** Analysis of the 2015/16 PDMC Annual Reports

DATE	SECTOR DEPARTMENT	COMPLIANCE ASSESSMENT REPORT
16 September 2016	West Coast MDMC	Finalised and signed off.
8 November 2016	Amajuba District Disaster Management Centre (DDMC)	Finalised and signed off.
9 November 2016	Umzinyathi DDMC	Finalised and signed off.
10 November 2016	eThekweni Metropolitan Municipality	Finalised and signed off.
1 March 2017	City of Tshwane Metropolitan Municipality	Still outstanding.
2 March 2017	Ekurhuleni Metropolitan Municipality	Finalised and signed off.
30 March 2017	Sarah Baartman DDMC	Finalised and signed off.

**Figure 35:** MDMC LCM and Annual Report Verifications



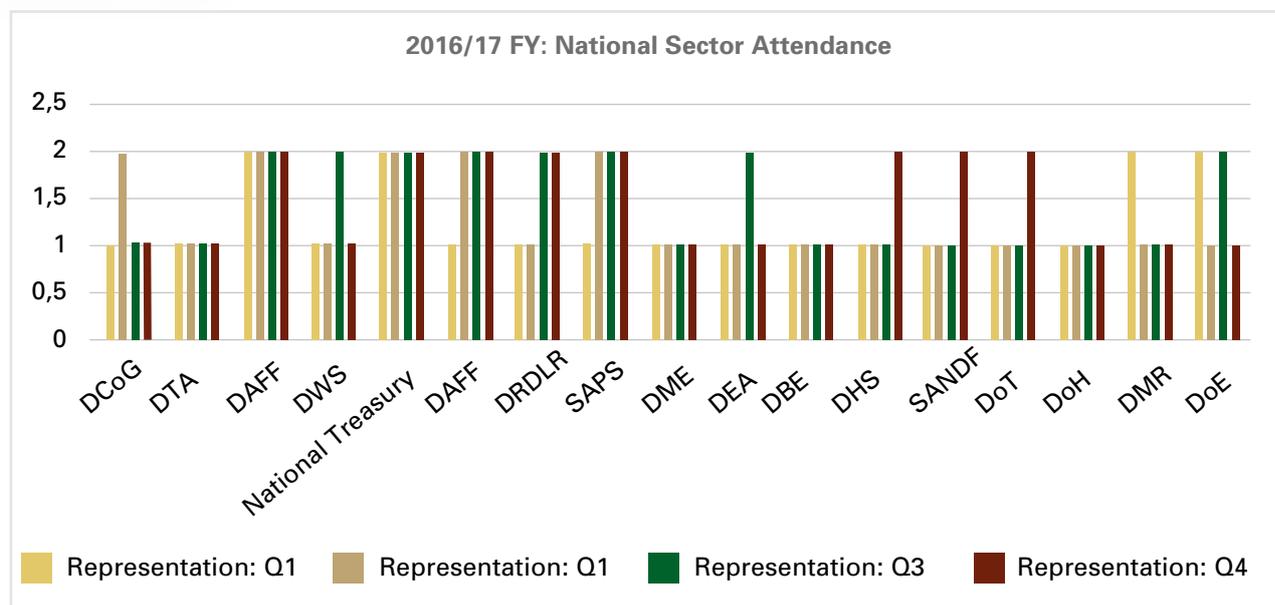
**Figure 36:** Analysis of the 2015/16 MDMC Annual Reports

### 3.3 FUNCTIONALITY OF THE DISASTER MANAGEMENT INSTITUTIONAL STRUCTURES

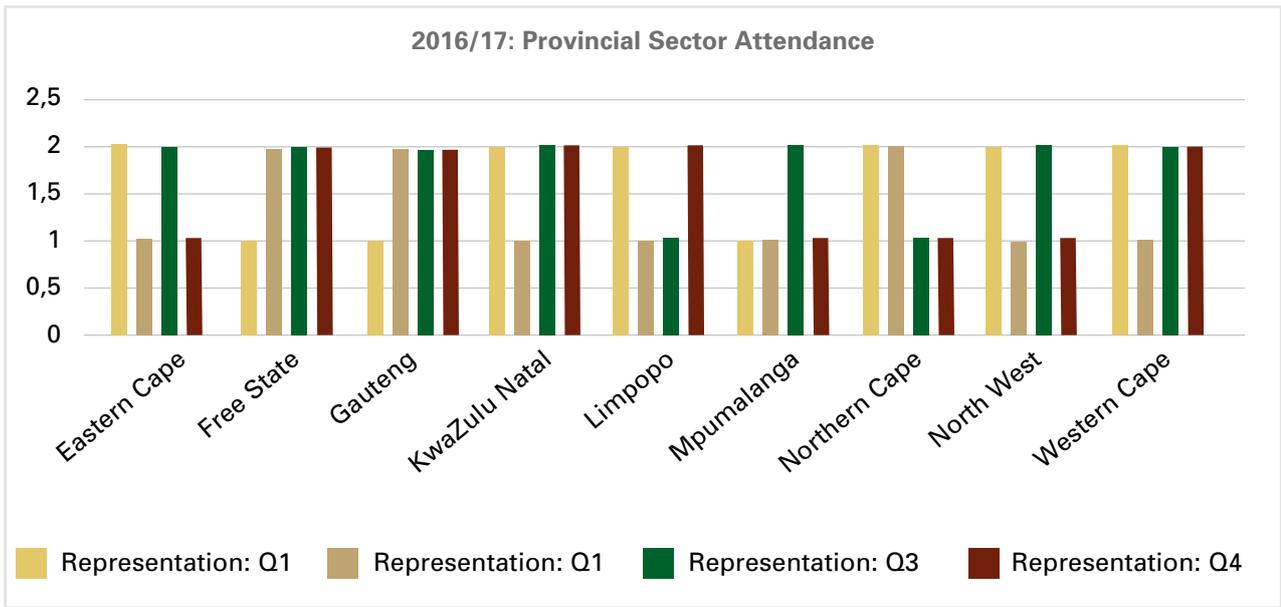
The functionality of the Disaster Management Institutional Structures (DMIS) was based on the three spheres of government and the criteria were based on the requirements of Sections 5, 37 and 51 of the DMA. Criteria were as follows:

- The NDMAF/PDMAF/MDMAF has been established and is operating effectively.
- The register of multi-sectoral participants is established and maintained.
- The membership of the Forum is according to the specifications of the Act.
- The Secretariat of the Forum is established.
- The eConvenor system has been rolled out and is being utilised effectively.
- The entities playing a supportive role in facilitating and coordinating disaster management planning and implementation have been identified and assigned secondary responsibilities.
- Advisory Forum assisting with effective communication links.

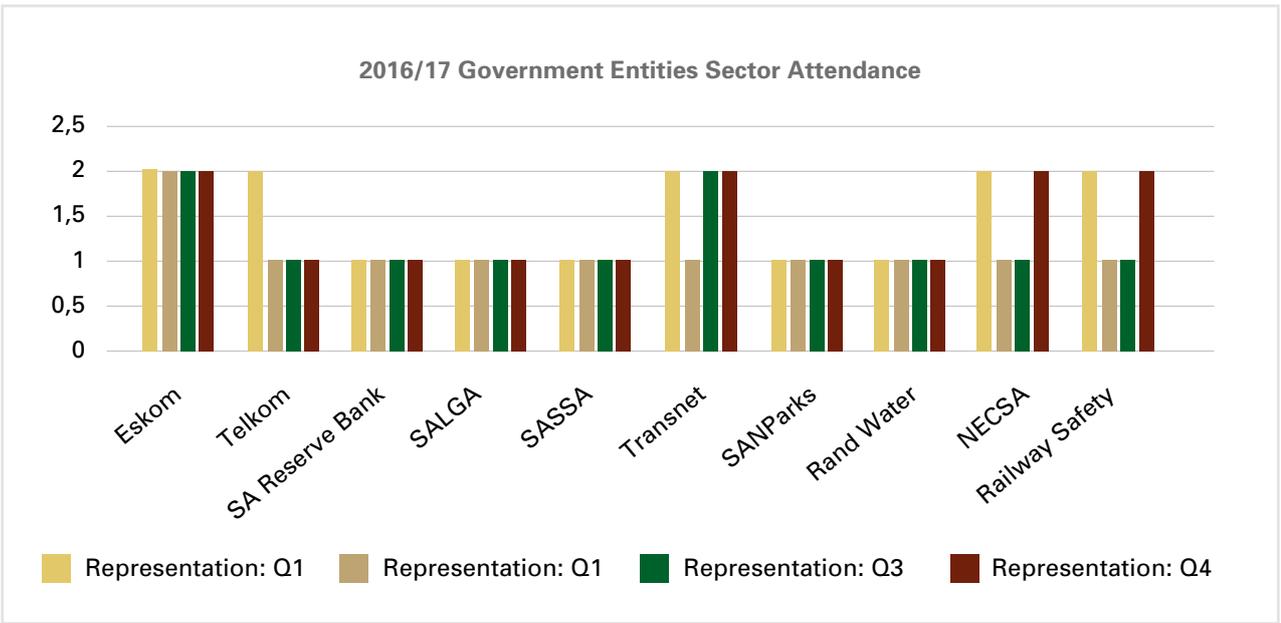
A general challenge that was evident across the three spheres of government was the attendance of sector departments at the respective Advisory Forum meetings, as demonstrated in the analysis of attendance provided in **figures 37 to 40**. This appeared to be due to capacity challenges experienced by these institutions, with some not having focal points for the disaster function.



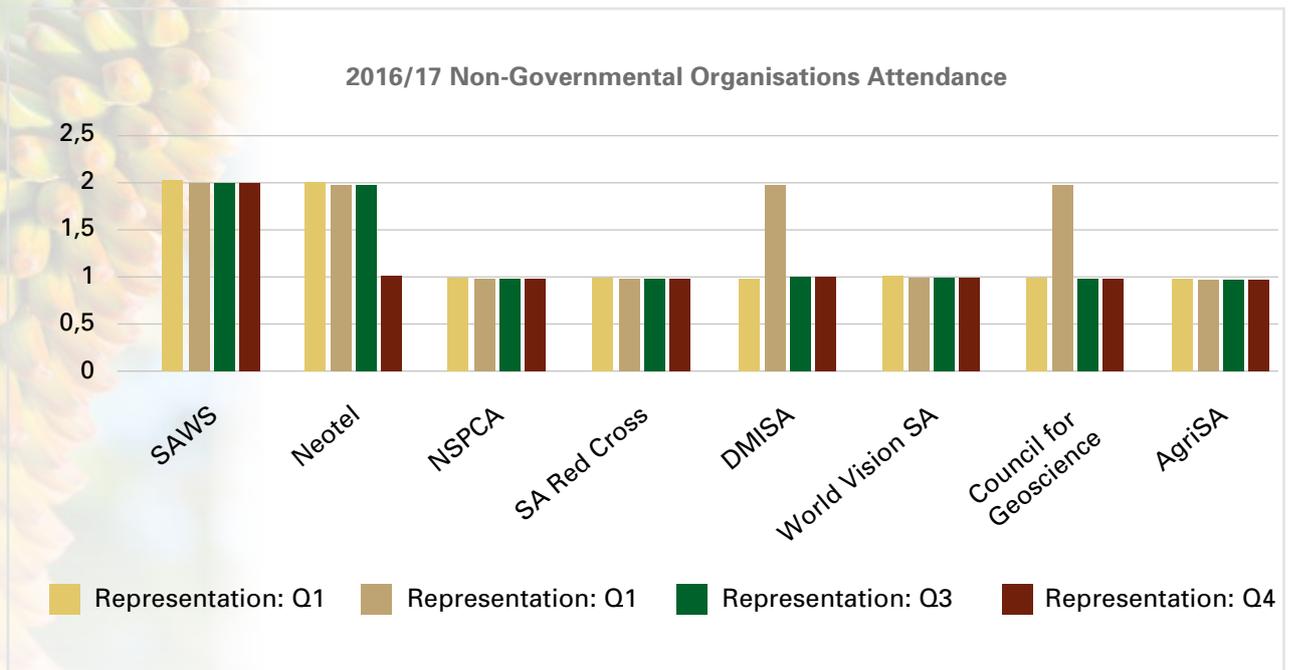
8 Figure 37: 2016/17 National Sector Attendance



**Figure 38:** 2016/17 Provincial Sector Attendance



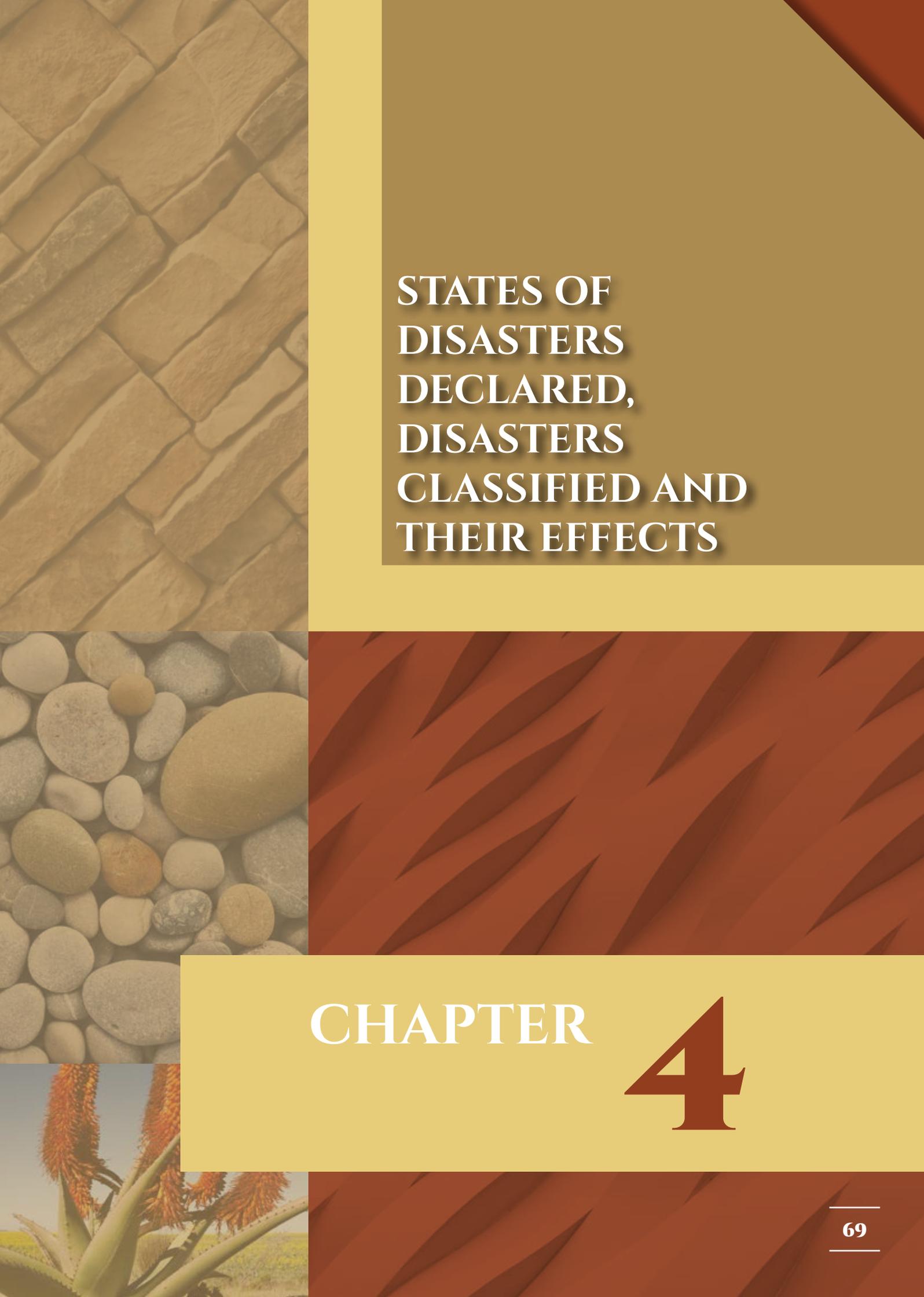
**Figure 39:** 2016/17 Government Entities Sector Attendance



**Figure 40:** 2016/17 Non-Governmental Sector Attendance

The above graphs reveal the inconsistencies in attendance to the NDMAF, which can be summarised as follows:

- National sector attendance: The Department of Traditional Affairs (DTA), Department of Minerals and Energy (DME), DBE and Department of Health (DoH) were not represented at NDMAF meetings during this financial year.
- Provincial sector attendance: Although there were inconsistencies in attendance by PDMCs, they were represented in meetings during this financial year.
- Government entities sector attendance: During this financial year, the South African Reserve Bank, SALGA, South African Social Security Agency (SASSA), South African National Parks and Rand Water were not represented.
- NGO sector: SAWS, National Council of SPCA, South African Red Cross, World Vision South Africa and AgriSA were not represented during the 2016/17 financial year.



STATES OF  
DISASTERS  
DECLARED,  
DISASTERS  
CLASSIFIED AND  
THEIR EFFECTS

CHAPTER

4



## STATES OF DISASTERS DECLARED, DISASTERS CLASSIFIED AND THEIR EFFECTS

A state of disaster is declared in terms of Sections 27, 41 or 55 of the DMA when affected communities and organs of state are unable to cope with the effects of the disaster using only their own resources. Declarations of states of disaster enable the implementation of extraordinary measures that cannot be implemented under normal circumstances. Classification of disasters is undertaken by the NDMC for disasters reported in terms of Section 23 of the DMA, with the aim of designating primary responsibility for coordination and management of the disaster to a particular sphere of government.

Various disasters were experienced during 2016/17, with drought predominant (see **figure 41**).

PROVINCE	STATE OF DISASTER DECLARED (MUNICIPALITY/ PROVINCE)	AREAS AFFECTED	GAZETTE NUMBER AND DECLARATION OF STATE OF DISASTER DATE	CLASSIFICATION OF PRIMARY RESPONSIBILITY FOR COORDINATION	TYPE
Eastern Cape	Joe Gqabi District Municipality (extended state of disaster)	Elundini, Gariiep, Maletswai and Senqu local municipalities	Provincial Gazette No 3648 of 8 April 2016 Extended by Provincial Gazette No 3657 of 25 April 2016	Local	Drought
Eastern Cape	Joe Gqabi District Municipality (extended state of disaster)	Ugie town in Elundini Local Municipality	Provincial Gazette No 3648 of 8 April 2016 Extended by Provincial Gazette No 3663 of 6 May 2016; by Provincial Gazette No 3677 of 1 June 2016; and by Provincial Gazette No 3707 of 15 July 2016	Local	Organic pollution

PROVINCE	STATE OF DISASTER DECLARED (MUNICIPALITY/ PROVINCE)	AREAS AFFECTED	GAZETTE NUMBER AND DECLARATION OF STATE OF DISASTER DATE	CLASSIFICATION OF PRIMARY RESPONSIBILITY FOR COORDINATION	TYPE
KwaZulu-Natal	Province	Whole	Provincial Gazette 1651 of 8 April 2016  Extended by Provincial Gazette 1665 of 9 May 2016; by Provincial Gazette No 1680 of 1 June 2016; by Provincial Gazette No 1700 of 1 July 2016; by Provincial Gazette No 1714 of 10 August 2016; by Provincial Gazette No 1728 of 9 September 2016; by Provincial Gazette No 1738 of 7 October 2016; by Provincial Gazette 40408 of 7 November 2016; by Provincial Gazette 1765 of 1 December 2016; by Provincial Gazette 1778 of 5 January 2017; and by Provincial Gazette 1791 of 10 February 2017	Provincial	Drought
Northern Cape	Province	Whole	Extended <sup>1</sup> by Provincial Gazette 2005 of 15 April 2016	Provincial	Drought
Eastern Cape	Province	Whole	Provincial Gazette No 3656 of 22 April 2016	Provincial	Drought
Eastern Cape	OR Tambo District Municipality (extended state of disaster)	King Sabata Dalindyebo, Mhlontlo, Nyandeni, Port St Johns and Ingquzu	Provincial Gazette No 3659 of 2 May 2016	Provincial	Drought
Limpopo	Vhembe District Municipality	Makado and Thulamela local municipalities	Provincial Gazette No 2709 of 24 May 2016	Local	Infrastructure damage to schools

PROVINCE	STATE OF DISASTER DECLARED (MUNICIPALITY/ PROVINCE)	AREAS AFFECTED	GAZETTE NUMBER AND DECLARATION OF STATE OF DISASTER DATE	CLASSIFICATION OF PRIMARY RESPONSIBILITY FOR COORDINATION	TYPE
Western Cape	Central Karoo District Municipality	Central Karoo District Municipality	Provincial Gazette 7623 of 3 June 2016  Extended by Provincial Gazette 7654 of 22 July 2016; by Provincial Gazette No 7678 of 16 September 2016; by Provincial Gazette No 7691 of 21 October 2016; by Provincial Gazette 7706 of 25 November 2016; by Provincial Gazette 7741 of 13 January 2017; and by Provincial Gazette 7736 of 3 March 2017	Local	Drought
Limpopo	Mopani District Municipality	Maruleng, Ba-Phalaborwa, Greater Tzaneen, Greater Letaba and Greater Giyani local municipalities	Provincial Gazette 2724 of 24 June 2016	Local	Thunderstorm
North West	Province	Whole	Provincial Gazette 7659 of 21 June 2016	Provincial	Drought
Free State	Province	Whole	Provincial Gazette 91 on 25 November 2016	Provincial	Drought
Gauteng	West Rand District Municipality	Merafong city	Provincial Gazette No 380 on 24 November 2016	Provincial	Doline/ sinkhole/ subsidence
Gauteng	Province	City of Johannesburg; City of Tshwane; City of Ekurhuleni; Emfuleni Local Municipality; Lesedi Local Municipality	Provincial Gazette 392 on 1 December 2016	Provincial	Flash floods

PROVINCE	STATE OF DISASTER DECLARED (MUNICIPALITY/ PROVINCE)	AREAS AFFECTED	GAZETTE NUMBER AND DECLARATION OF STATE OF DISASTER DATE	CLASSIFICATION OF PRIMARY RESPONSIBILITY FOR COORDINATION	TYPE
Western Cape	West Coast District Municipality	West Coast District Municipality	Provincial Gazette 7729 of 10 February 2017	Local	Drought
Western Cape	Witzenberg Local Municipality	Witzenberg Local Municipality	Provincial Gazette 7735 of 24 February 2017	Local	Drought
Western Cape	City of Cape Town	City of Cape Town	Provincial Gazette 7736 on 3 March 2017	Local	Drought
Eastern Cape	Great Kei Local Municipality	Great Kei Local Municipality	Provincial Gazette 3807 on 6 March 2017	Local	Storm
Eastern Cape	OR Tambo District Municipality	King Sabata Dalindyebo Local Municipality	Provincial Gazette 3810 on 13 March 2017	Local by National Gazette No 40593 of 3 February 2017	Strong wind

**Figure 41:** States of disaster declared and disasters classified

## 4.1 COORDINATION OF DROUGHT CONDITIONS AND RESPONSE MEASURES WITHIN THE COUNTRY

The NDMC continued with the coordination of drought condition and response measures within the country as drought conditions persisted in some parts. The NJDCC was operational with the participation of key sector departments, state entities and PDMCs, and the frequency of the meetings was scaled down to once a month later in the year. The committee focused on:

- Technical support to provinces and municipalities in addressing drought and water-related challenges.
- Reprioritisation of available resources from existing programmes in sector departments, municipalities and provincial governments.
- Collaboration and integration of response measures by all spheres of government to maximise resources and avoid duplication.
- Involvement and contributions by private sector and NGOs to assist affected communities.
- Stringent measures for water management to ensure conservation of the available resources.

Gradual improvements in drought conditions in some parts of the country were backed up by the SAWS reports, indicating that El Nino conditions are weakening and neutralising. The NJDCC encouraged sector departments to ensure proper planning during the financial year, particularly the alignment of project funding to the needs on the ground to address drought challenges experienced by communities. Civil society organisations also supported water-stressed communities, with the focus on sustainable intervention measures such as the drilling and equipping of boreholes.



Figure 42: Civil society contributed to drilling of boreholes in affected municipalities



Figure 43: Civil society provided immediate relief in affected municipalities

## 4.2 GOVERNMENT RESPONSE TO DROUGHT AND WATER SCARCITY SITUATION

Intervention measures during the period of reporting were implemented in two phases, the first focusing on the reprioritisation of resources by organs of state through existing programmes and the second, on financial contribution from DCoG disaster grants. The details are as follows:

### a. Phase 1

- Reprioritisation of resources from existing programmes in all spheres of government;
- Contributions by private sector and NGOs;
- Technical support to provinces and municipalities;
- Water use management and conservation measures;
- Contribution by private sector; and
- Monitoring of conditions on the ground.

The agriculture and water sectors indicated that their resources were depleted and requested additional resources since conditions had not improved. The focus then shifted to Phase 2.

### b. Phase 2

DWS and DAFF submitted funding requests to the DCoG to assist affected communities. The following amounts were approved by NT in September 2016 for drought intervention measures:

- **R212 million** for livestock feed in the agriculture sector; and
- **R341 million** for the water sector for a mobile desalination plant (KwaZulu-Natal) and water tankering in affected provinces.

Details of funding allocations were as follows:

NAME OF SECTOR	DIVISION OF REVENUE ACT	PURPOSE
	<b>R'000</b>	
<b>DEPARTMENT OF WATER AND SANITATION</b>		
Eastern Cape	8.6	Water tankering and storage
Free State	42.2	Water tankering and storage
KwaZulu-Natal	290.7	Desalination plant
<b>Total</b>	<b>341</b>	
<b>DEPARTMENT OF AGRICULTURE FORESTRY AND FISHERIES</b>		
Eastern Cape	29	Livestock feed
Free State	31	Livestock feed
KwaZulu-Natal	23	Livestock feed
Limpopo	28	Livestock feed
Northern Cape	25	Livestock feed

NAME OF SECTOR	DIVISION OF REVENUE ACT	PURPOSE
	<b>R'000</b>	
Mpumalanga	26	Livestock feed
North West	38	Livestock feed
Western Cape	12	Livestock feed
<b>Total</b>	<b>212</b>	

Figure 44: Funding allocations for affected areas

### 4.3 OVERVIEW OF DECLARED DISASTERS

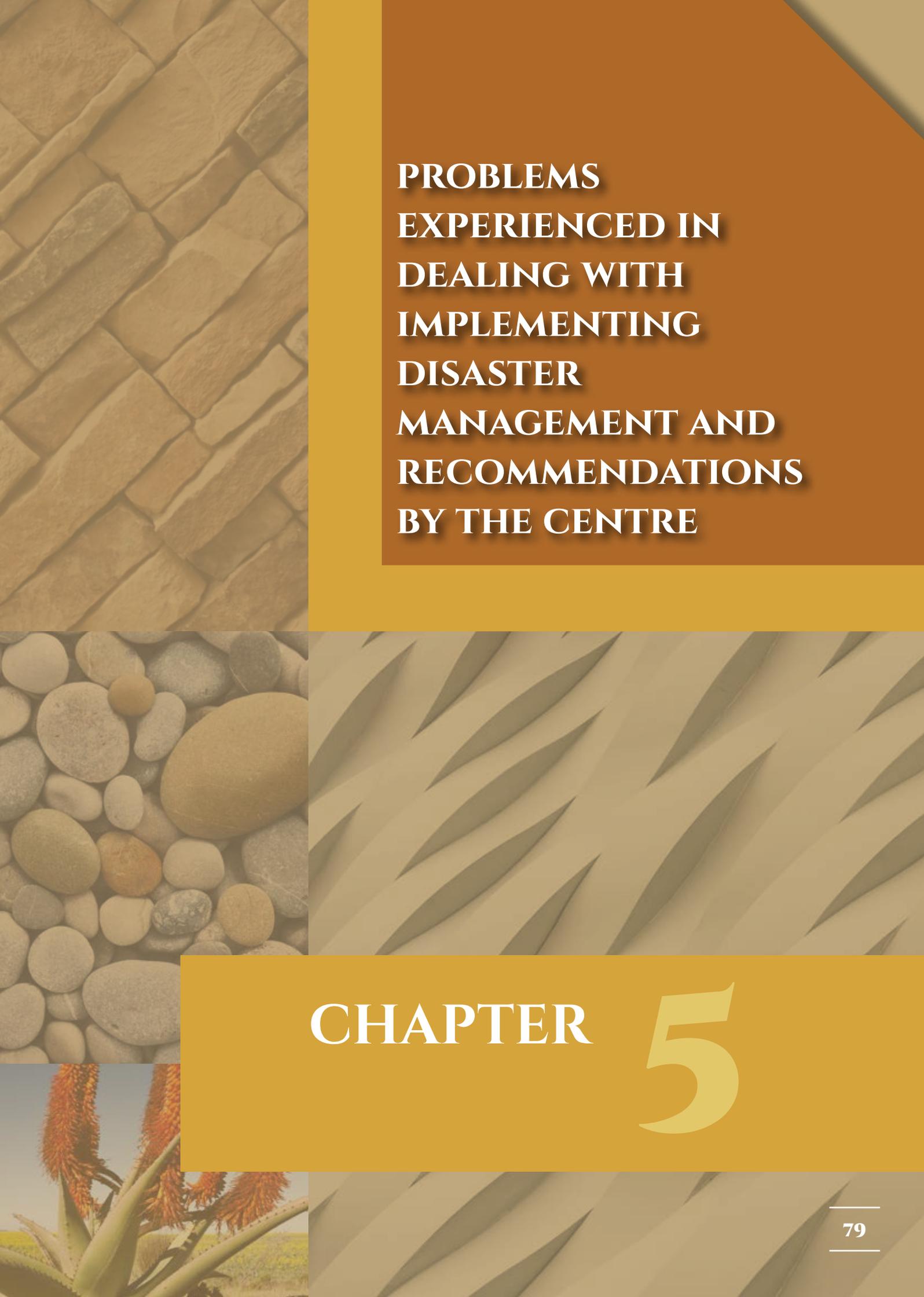
During the year, the NDMC coordinated processes and provided support to disaster-affected stakeholders. Stakeholder engagements were undertaken with the national stakeholders to mobilise technical and financial support for affected provinces. Depending on the nature of the disaster, the DCoG establishes the National Intervention Task Team from relevant sector departments to mobilise resources from different organs of state.

The NDMC coordinated and provided support to provinces during the following disasters:

PROVINCE	NAME	TYPE OF DISASTER	TYPE OF SUPPORT PROVIDED
Gauteng	Merafong City Local Municipality	Sinkhole formation	The NDMC allocated funding from the Municipal Disaster Grant for emergency repairs on sinkholes and damaged infrastructure.
Eastern Cape	Joe Gqabi	Oil spillage	The NDMC coordinated key stakeholders responsible for the matter through applicable legislation, namely DEA and DWS.
	OR Tambo	Floods	National stakeholder coordination. Mobilisation of national and provincial resources. Resources made available by DRDLR to provide immediate relief in the form of emergency shelter.
All provinces		Drought	Coordination of drought conditions and response measures throughout the country, particularly through NJDCC. Mobilisation of resources through reprioritisation process to respond to the effects of drought and water shortages. Allocation of additional resources to the agriculture and water sectors for drought intervention measures.

Figure 45: Support provided to provinces in relation to Disasters Incidents





**PROBLEMS  
EXPERIENCED IN  
DEALING WITH  
IMPLEMENTING  
DISASTER  
MANAGEMENT AND  
RECOMMENDATIONS  
BY THE CENTRE**



**CHAPTER 5**



## PROBLEMS EXPERIENCED IN DEALING WITH IMPLEMENTING DISASTER MANAGEMENT AND RECOMMENDATIONS BY THE CENTRE

This chapter reflects briefly on the state of legislative compliance and the challenges faced by organs of state across the spheres of government in implementing disaster management and fire services legislation.

### 5.1 DISASTER MANAGEMENT ANNUAL REPORT

The DMA legislation and guiding policy framework have been implemented to a varying extent across spheres of government. Sections 36(3) and 50(2)(a) respectively prescribe that PDMCs and MDMCs must submit their annual reports to the NDMC at the same time they submit them to their executive authorities or municipal councils. However, the DMA does not prescribe a date on which such annual reports must be submitted to the NDMC, which has resulted in centres submitting their reports over a wide window period. In 2014, the NDMC issued an annual circular requesting PDMCs to submit their annual reports not later than three months after the financial year end, i.e. 30 June each year (for the fiscal year ending 31 March) and MDMCs to submit by 30 September each year (for the fiscal year ending 30 June). Annual reports received by the NDMC are posted on its website once it has been confirmed that they have been served at the provincial legislature or municipal council. **Figure 46** lists the PDMCs that submitted their 2016/17 annual reports to the NDMC in compliance with Section 36(3) of the DMA.

PDMC	TITLE	DATE RECEIVED	STATUS OF THE REPORT
Western Cape PDMC	Annual Report 1 April 2016 to 31 March 2017 Provincial Disaster Management Centre	28 June 2017	Final
Free State PDMC	Free State Provincial Disaster Management Centre Annual Report 2016/17	14 July 2017	Draft
Gauteng PDMC	Gauteng Provincial Disaster Management Annual Report 2016/17	17 July 2017	Draft
KwaZulu-Natal PDMC	Disaster Management Annual Report 2016/2017	23 July 2017	Draft

**Figure 46:** 2016/17 PDMC Annual Reports received by the NDMC

As less than 50% of PDMC annual reports were submitted as the first draft of this report was finalised, no proper analysis could be done. An analysis on compliance to Section 36 of the DMA will be provided in the 2017/18 annual report. However, an overview on the status of submission of the PDMC annual reports in the last two financial years appears in **figure 47**

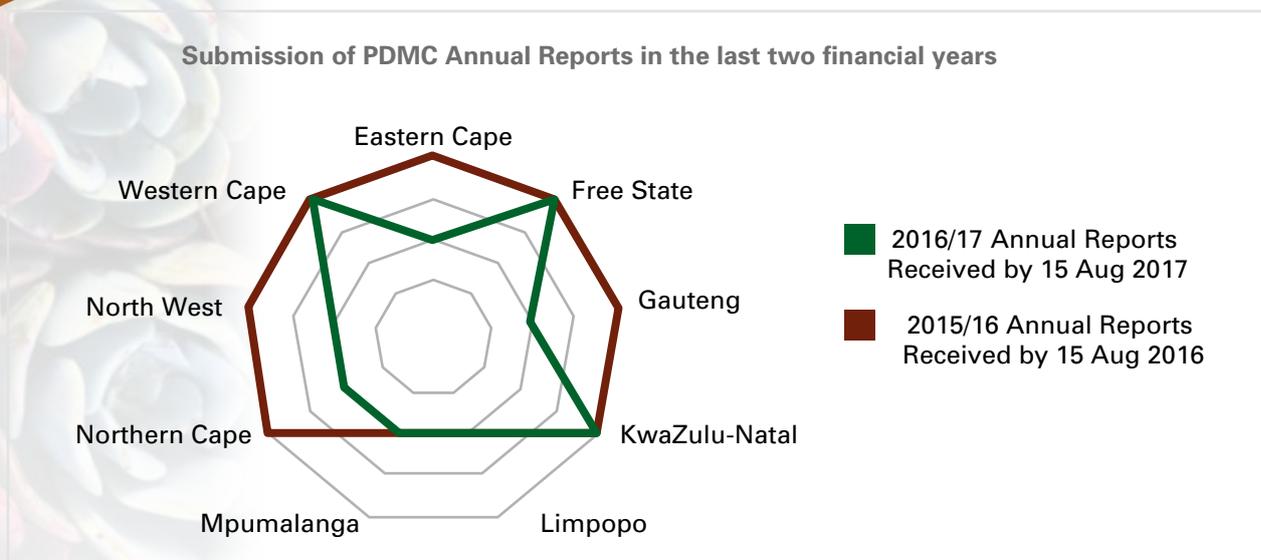


Figure 47: Submission of PDMC Annual Reports in the last two financial years

### 5.1.1 Findings

Figure 46 shows a decline in the submission of the 2016/17 annual reports compared to 2015/16.

### 5.1.2 Recommendation(s)

- The NDMC to continue providing support to PDMCs not visited during the 2016/17 financial year.
- PDMCs to be taken through the annual report template developed to assist them with compiling their 2017/18 reports.

## 5.2 FUNCTIONALITY OF THE DISASTER MANAGEMENT ADVISORY FORUMS

Feedback on PDMAFs visited appears in Chapter 3. M&E reports during the 2016/17 financial year revealed that all nine PDMCs hosted their PDMAF meetings and that forums in both national and provincial spheres of government were functional. However, findings on challenges and recommendations on overcoming them are discussed in the following sub-sections.

### 5.2.1 Findings

Functionality of the forums is negatively affected by two aspects:

- non-participation of nominated senior representatives of national/provincial/municipal departments in meetings; and
- delegation of responsibility to attend the meeting to more junior staff members who do not have decision-making authority.

<sup>10</sup> 1: Submitted 2: Not submitted

- The NDMAF saw non-attendance across various institutions during this reporting period (see Chapter 3).

### 5.2.2 Recommendation(s)

- The forums' membership should be reviewed annually to ensure that the correct level staff members attend meetings.
- Letters for confirmation of representation to be written to crucial institutions that are continually absent.

## 5.3 DISASTER RISK REDUCTION, CAPACITY BUILDING AND INTERVENTION

Although the NDMC provides support and guidance to promote DRR and implements risk prevention and mitigation measures, the NDMC is still experiencing challenges with the findings in the following sub-section.

### 5.3.1 Findings

- Implementation of the classification and declaration process;
- Development of DMPs;
- Disaster management reporting as required by Section 18 of the DMA;
- Grant funding expenditure reporting as required by the DORA;
- Implementation of DRR strategies and measures as required by the DMA; and
- M&E of disaster management prevention and mitigation.

### 5.3.2 Recommendations

The following measures have been put in place to address findings on challenges experienced by the NDMC in implementing some risk avoidance measures:

- Development of classification and declaration guidelines;
- Conducting of workshops on the implementation of guidelines, including disaster management guidelines;
- Establishment of an internal task team to assess and analyse the submitted organs of state plans and provide inputs to the plans;
- Coordination of follow-up workshops to assist organs of state with the development of DMPs; and
- Awareness creation on grant funding using platforms such as NDMAF, NJDCC and the Inter-ministerial Task Team.

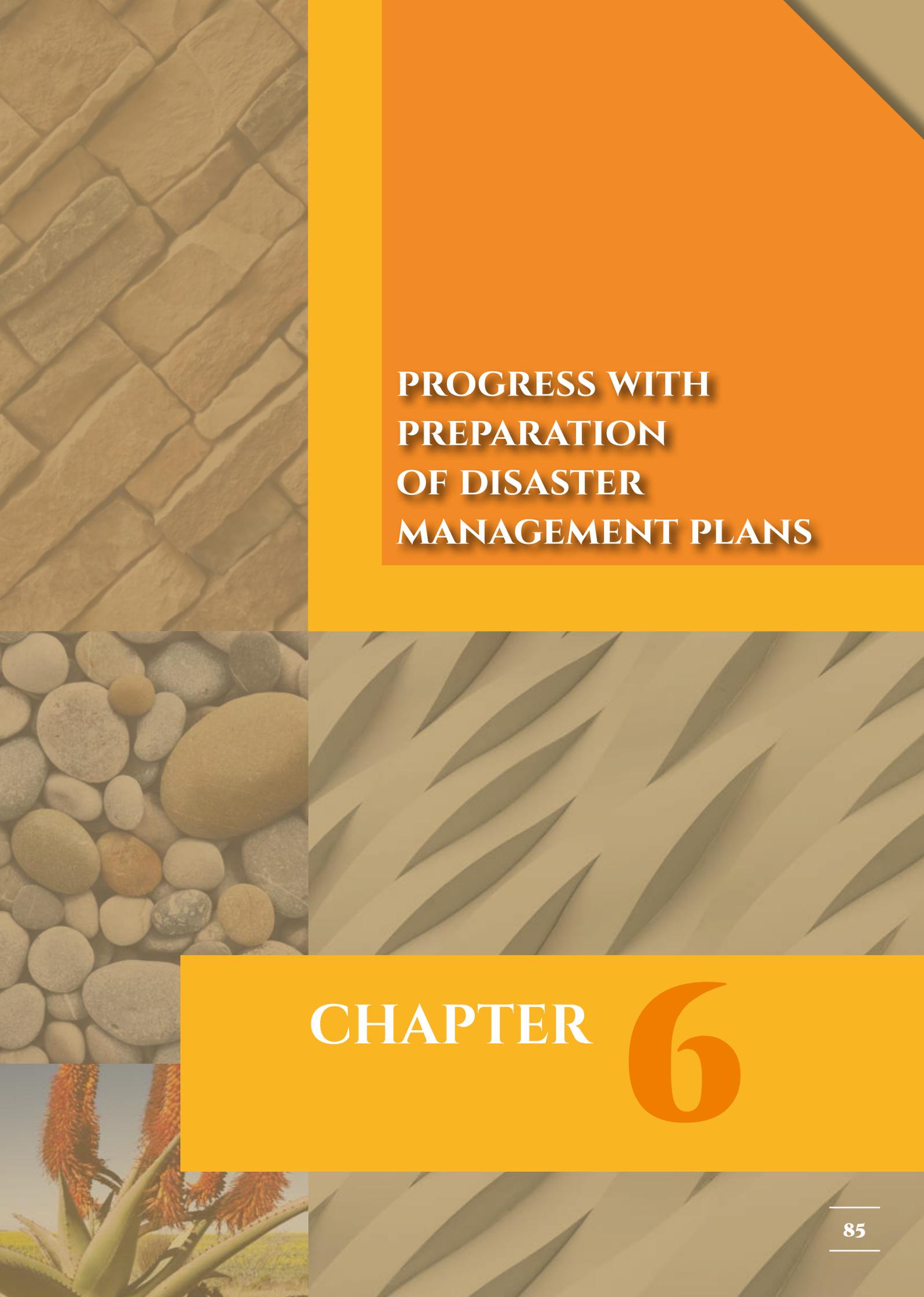
## 5.4 CAPACITY BUILDING INITIATIVES

Building resilience by capacitating communities is a crucial aspect of promoting DRR. During 2016/17, the NDMC carried out the activities detailed in Section 2.2.2 (Chapter 2) of this report. Despite these efforts, challenges remain, as outlined in the following sub-section.

### 5.4.1 Findings

- Development of appropriate education and training programmes, e.g. the school toolkit, because of dependencies.
- Compliance of DRM education and training standards to the South African Qualifications Authority (SAQA) Act, 1995 and guidelines of the National Qualifications Framework (NQF), in terms of which DRM was recently professionalised.
- Establishing a register of all DRM programmes and institutions offering education in DRM and related fields (no capacity).
- Designing training programmes for DRM (no capacity).
- Creating DRR awareness/providing information, especially to the media (no capacity).





**PROGRESS WITH  
PREPARATION  
OF DISASTER  
MANAGEMENT PLANS**

**CHAPTER 6**



## PROGRESS WITH PREPARATION OF DISASTER MANAGEMENT PLANS

This chapter reflects on progress in the preparation of DMPs across the three spheres of government.

### 6.1 OUTCOME 10

In terms of Outcome 10 and the DCoG strategic plan, the NDMC was expected to facilitate the development of eight DMPs during the 2016/17 financial year. The CD: DRRCBI facilitated the development of more than eight plans from various government departments and other institutions, as set out in **figure 48**.

TYPE OF DMP	INSTITUTION
Sustainable Water Management Plan	Western Cape PDMC
Provincial Drought Plan	Western Cape PDMC
National Nuclear Plan (reviewed)	Department of Energy
Disaster Management Plan	Telkom
Disaster Management Plan (draft)	Department of Human Settlements
Social Disorder Hazards Disaster Management Plan	City of Cape Town
Disaster Management Plan	Eskom
Disaster Management Plan	Free State Department of Social Development
Freight Rail Disaster Management	Transnet
National Oil Spill Contingency Plan	Department of Transport
Koeberg Emergency Preparedness Plan	Western Cape PDMC
Winter Contingency Plan	Gauteng PDMC
Disaster Management Plan	Emfuleni Local Municipality
Disaster Management Plan	Lephalale Municipality
Climate Change Vulnerability Disaster Management Plan	Ehlanzeni Municipality

**Figure 48:** Plans submitted to the NDMC

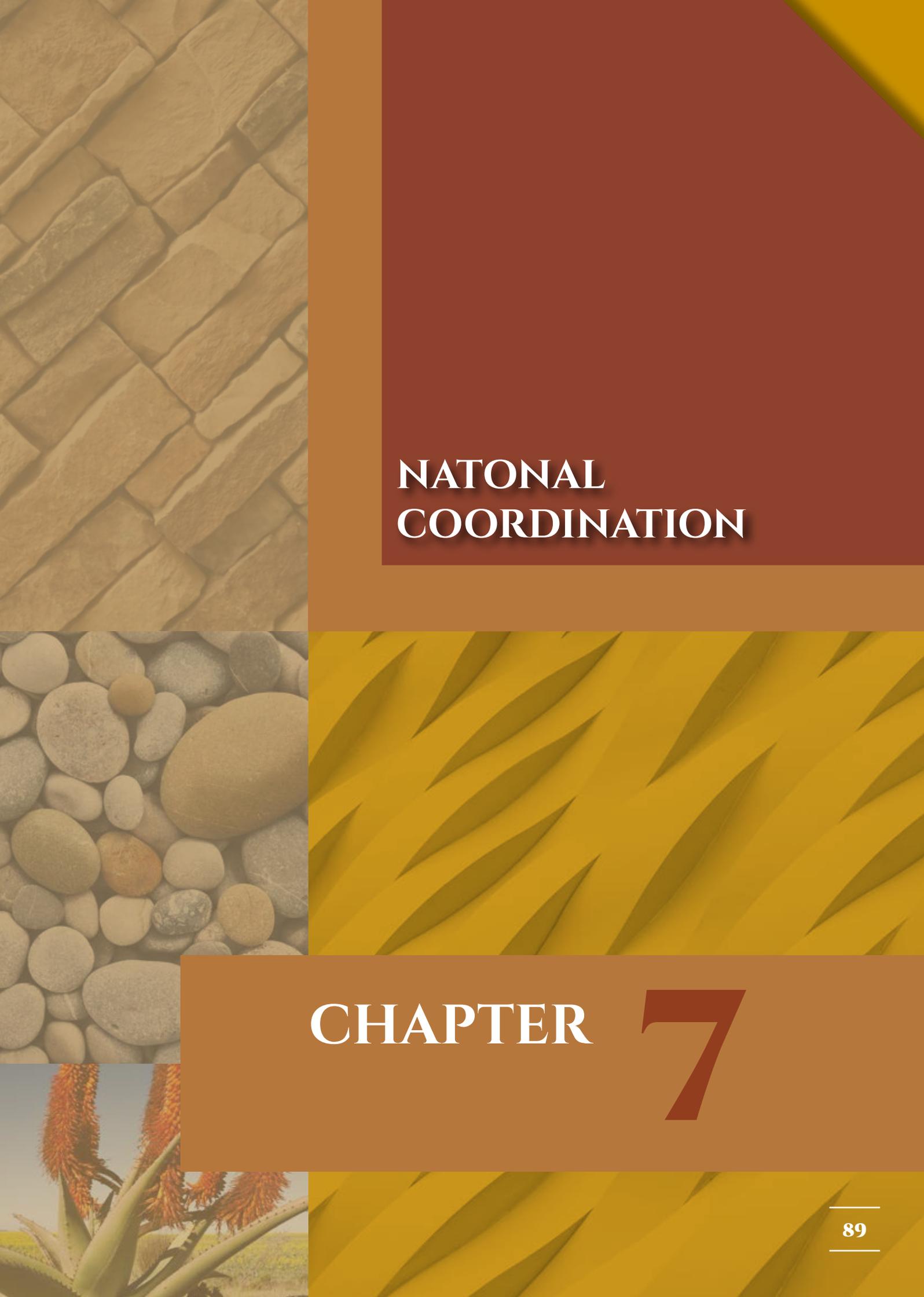
### 6.2 TASK TEAM ON DISASTER MANAGEMENT PLANNING

The main objectives of the DMP task team established within the NDMC are to:

- (a) provide guidance and support to stakeholders in the preparation and implementation of DMPs;
- (b) enhance consistency in DMPs processes; and
- (c) analyse and provide inputs into the plans submitted by stakeholders.

The task team meets regularly to deliberate on submitted plans and provide inputs. Technical expertise is sourced from relevant institutions/organisations (e.g. research and academic institutions) on the analysis of the plans and support to sector departments and stakeholders. Feedback on analysed DMPs was provided to the relevant sectors.





**NATONAL  
COORDINATION**

**CHAPTER**

**7**



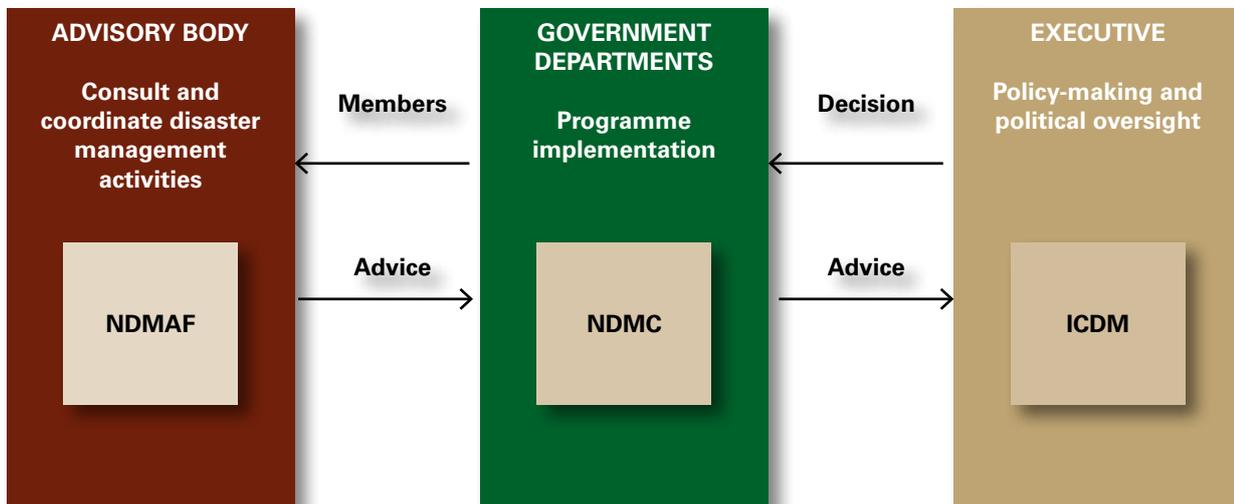
## NATIONAL COORDINATION

This chapter reflects on the national coordination of disaster management across the three spheres of government.

### 7.1 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 DMIS are established across the three spheres of government, namely ICDM, comprising the political leadership responsible for the three spheres of government; advisory forums, comprising the NDMAF and provincial and local advisory forum disaster management centres, and the PDMC meetings, comprising the NDMC and provincial and municipal disaster management centres.

The NDMC is the principal functional unit for national disaster management coordination<sup>11</sup>, responsible for guiding and developing frameworks for government's disaster management policy<sup>12</sup>, 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<sup>13</sup>, must establish and maintain institutional arrangements, namely the ICDM and NDMAF, to enable the implementation of the multi-governmental provisions of the DMA. **Figure 49** illustrates how the NDMC plays this central role of national government coordination.

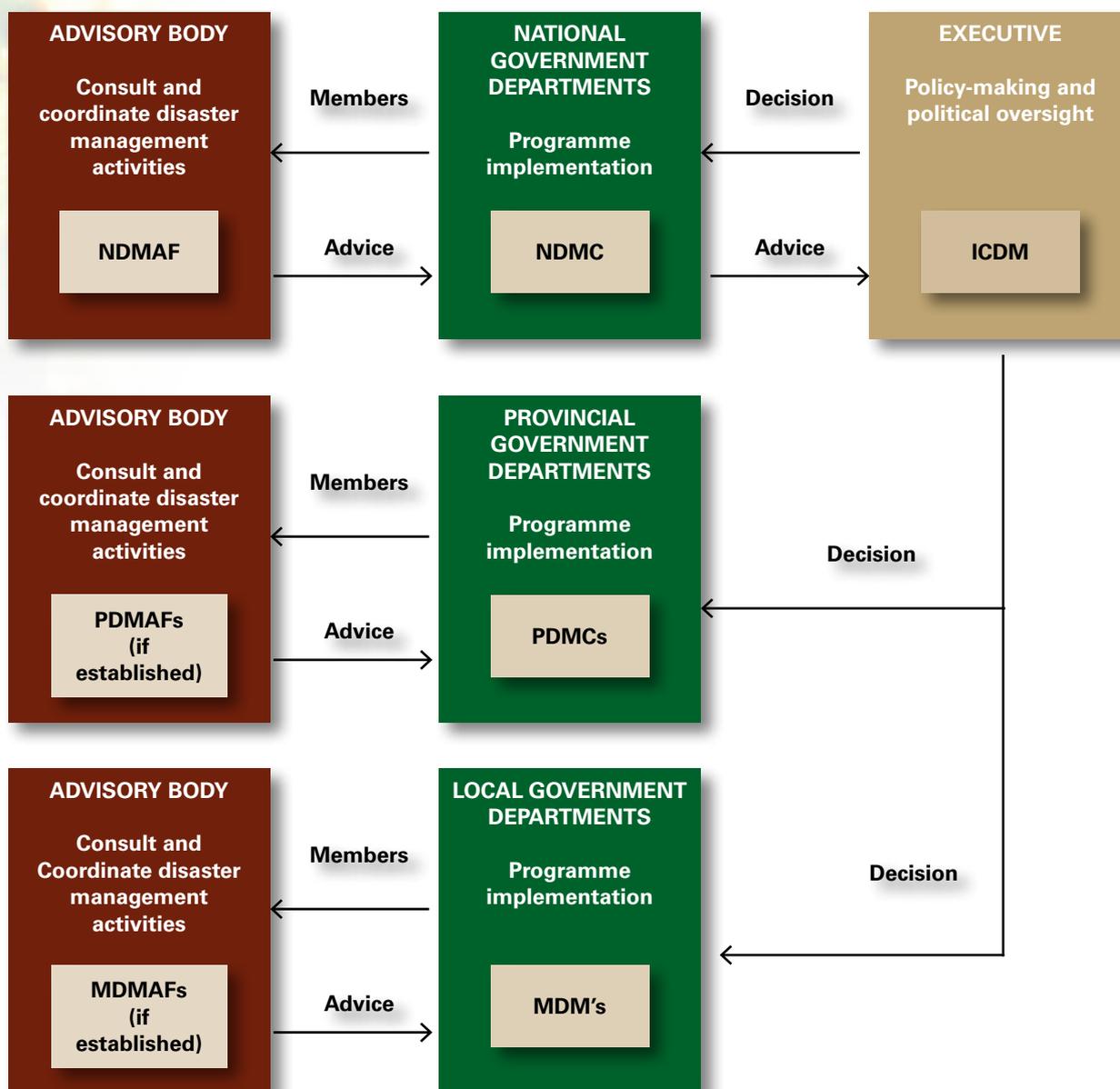


**Figure 49:** Link among DMIS

<sup>11</sup> The establishment of DMCs is replicated for provincial and local governments.  
<sup>12</sup> See 1.2 of the NDMF for more detail on the arrangements for integrated direction and implementation of disaster risk management policy.  
<sup>13</sup> See 1.2.2.1 of the NDMF for a complete list.

The NDMF in KPA 1 indicates that the NDMC not only advises the ICDM, but provides secretariat support to both the ICDM and NDMAF. It is here that the organisational link among the NDMAF, the NDMC and ICDM is relevant to the efficiency of the particular DMIS. 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 DMIS 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 49** can be adapted to show (in **figure 50**) how the three broad groups of institutional structures must interact.



**Figure 50:** DMIS coordination across the three spheres of government

## 7.2 INTERGOVERNMENTAL COMMITTEE ON DISASTER MANAGEMENT

The DMA provides, inter alia, for the establishment of the ICDM by the President, which must include representatives from the three spheres of government involved in disaster management. Following a request by the Minister of CoGTA, the premiers of the nine provinces designated one Member of their respective Executive Committees and SALGA designated two councillors to serve ex-officio on the ICDM.

On 18 August 2016, in terms of Section 4(1) of the DMA, the President, through Proclamation<sup>14</sup>, established the ICDM by recognising the following members.

- (a) Minister of CoGTA, as chairperson by virtue of the assignment of the DMA to the Minister by the President;
- (b) Minister of DAFF;
- (c) Minister of DBE;
- (d) Minister of Defence and Military Veterans;
- (e) Minister of Energy;
- (f) Minister of DEA;
- (g) Minister of Finance;
- (h) Minister of DoH;
- (i) Minister of Higher Education;
- (j) Minister of Home Affairs;
- (k) Minister of Human Settlements;
- (l) Minister of DIRCO;
- (m) Minister of Mineral Resources;
- (n) Minister of Police;
- (o) Minister in the Presidency;
- (p) Minister of Public Works;
- (q) Minister of DRDLR;
- (r) Minister of DSD;
- (s) Minister of DoT;
- (t) Minister of DWS;
- (u) MEC for Cooperative Governance as selected by the Premier of the Eastern Cape;
- (v) MEC for CoGTA and Human Settlements as selected by the Premier of the Free State;
- (w) MEC for CoGTA and Human Settlements as selected by the Premier of Gauteng;
- (x) MEC for CoGTA as selected by the Premier of KwaZulu-Natal;
- (y) MEC for Cooperative Governance, Human Settlements and Traditional Affairs as selected by the Premier of Limpopo;
- (z) MEC for CoGTA as selected by the Premier of Mpumalanga;
- (aa) MEC for Local Government and Human Settlements as selected by the Premier of North West;
- (ab) MEC for Cooperative Governance, Human Settlements and Traditional Affairs as selected by the Premier of the Northern Cape;
- (ac) MEC for Local Government, Environmental Affairs and Development Planning as selected by the Premier of the Western Cape;
- (ad) 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.

<sup>14</sup> 61 of 2016 in Government Gazette No 40394, 2 November 2016

## 7.3 NATIONAL DISASTER MANAGEMENT ADVISORY FORUM

The NDMAF is a platform through which national, provincial and local government, and other disaster management roleplayers consult one another on disaster management matters. This engagement will enable 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. The NDMAF membership complies with Section 5(1) of the DMA and comprises:

- The Head of the NDMC (Chairperson);
- The NDMC Chief Directors;
- NDMAF secretariat;
- National government representatives;
- Provincial heads of DMCs;
- Government entities: Eskom, NECSA, Telkom, Transnet, SALGA, SASSA and State Security Agency; and
- Other stakeholders: South African Insurance Association, SAWS, Disaster Management Institute of South Africa, South African National Space Agency, Neotel, South African Bureau of Standards (SABS), Deaf SA, Disabled People South Africa, Railway Safety Regulator (RSR), Council for Geoscience, AgriSA and the South African Red Cross Society.

During the year under review, the NDMAF met quarterly, on:

- 19 May 2016;
- 18 August 2016;
- 17 November 2016; and
- 29 March 2017.

During each meeting, the SAWS provided a comprehensive three-month weather report and seasonal weather forecast, whilst Eskom provided an overview and forecast of electricity supply. The forum also noted progress on key Eskom build projects and on contingency arrangements and planning for load-shedding and electricity interruptions. The RSR provided a quarterly report on rail incidents involving dangerous goods transportation. Reports on the declared states of disaster were also submitted and considered. A summary on some of the focus areas discussed during each meeting is detailed below.

### 7.3.1 Standing items

The session on standing items for the 2016/17 NDMAF meeting was divided into various categories. A summary of discussions and, where applicable, recommendations follows:

#### 7.3.1.1 SAWS Seasonal Forecast

During the second and third quarters of the 2016/17 financial year, the Forum noted that the re-emergence of El Nino was unlikely and that the Western Cape had not received much rain, which could have an impact on water storage systems in the province. The Forum also noted that numerous studies since the 1990s had drawn a link between El Nino and the country's rainfall, but that various other factors also affect this weather and hence all have to work together to have a typical impact. With El Nino, there's usually (60% of the time) below-normal rainfall. In contrast, with a La Nina, there's usually (also about 60% of the time) above-normal rain, which was the situation expected during the last summer. The Forum further noted that there was a new impact-based warning system aimed at making the early warning system more user friendly. The report also notes that this is not a software system, but a new warning process. The Forum was also made aware that in the past, Vodacom was considered for the distribution of early warning messages and future recommendations will need to be looked at beyond this particular project.

During the last quarter of this financial year, the Forum noted that as the summer season was coming to an end, there was still isolated rainfall over the summer rainfall region, although it was not expected to be significant. The Forum further noted that there was a likelihood of above-normal rainfall for late autumn to mid-winter over the winter rainfall regions. However, this was uncertain. With the possibility of the recurring El Nino in the next summer, Forum members were advised to ensure that conservative planning be done where necessary. Further advice was based on the strengthening of monitoring activities on any developments that may provide more clarity on current expectations for the coming seasons.

### 7.3.1.2 Early Warning Situational Awareness

The indicative risk profile presented to the Forum provided a range of possibilities, as follows:

- Update and fine-tuning of existing profiles;
- Flood hazard profile (carried out by Stellenbosch University);
- Geohazards profile;
- Train, source and ingest Hazard Assessment Tool hazard profiles; and
- Drafting of guidelines for vulnerability and/or capacity assessments.

### 7.3.1.3 Eskom Three Months Forecast

The Forum noted that the strategic focus of Eskom's presentation was the establishment of an effective country-level planning framework for extreme incidents such as a national blackout, which can be viewed as a strategic imperative for the disaster management community. This strategic framework as well as the work that has been done were noted as tools that can significantly enhance coordination among various sectors and organs of state. The Forum also noted that the establishment of effective real-time communication infrastructure and the early warning systems between responders such as Eskom and the disaster management structures are of critical

importance for a coordinated country-level response. Based on the above, the Forum recommended an MoU involving the NDMC (and PDMCs), the Department of Energy (DoE) and Eskom to address country-level planning for national electricity-related disasters. In line with the agreed framework, the establishment of a cross-sector planning team for extreme electricity-related disasters is recommended. In addition, the Forum recommended the establishment of national emergency communications and early warning system guidelines and specifications by the NDMC to support real-time communication between the country's disaster structures and critical infrastructures and critical infrastructure companies such as Eskom.

### 7.3.1.4 Progress on the State of Disasters Recently Declared

The Forum noted that the NDMC is continuing with the coordination of stakeholders regarding the monitoring of disaster occurrences and enhancing the implementation of DRR measures to reduce vulnerabilities, thus improving community resilience.

The Forum recommended that organs of state regularly submit their reports on disaster-related occurrences in their areas as per Section 4 of the Act, implement DRR policy and legislation in terms of Section 5, and report on funding allocated for relief and post-disaster recovery and rehabilitation measures to comply with Sections 6 to 8 of the Act, DORA, Public Finance Management Act (PFMA) and the Municipal Finance Management Act (MFMA). The Forum further recommended the activation of Technical Task Teams to provide technical support and to monitor and evaluate the implementation of intervention measures by all spheres of government, thus ensuring compliance with building regulations, sustainability and building back better.

### 7.3.1.5 Policy Issues

Policy issues are based on processes with an impact on implementation of disaster legislation, as is discussed below.

#### a. Feedback on the Regional Platform

The Forum noted the drafting of a PoA for South Africa informed by the African context. This PoA will guide the implementation of the SFA, which will be scaled down to provincial and local spheres of government. The PoA will be presented to the NDMC prior to presenting to the NDMAF.

#### b. Collaboration between the National Standards Body and the National DRR Platform

The presentation promoted the standardisation of services to ensure the integrity of the end user. The Forum noted that, according to SABS, national disaster management falls under the TC292 cluster termed 'Security and Resilience'. Forum members were advised to submit their names to the NDMAF Secretariat to be members of the Disaster Committee.

### 7.3.1.6 Disaster Risk Reduction

The NDMF views the NDMAF as a platform that provides a mechanism for relevant roleplayers to consult one another in an effort to coordinate disaster risk management issues. This implies that the discussions of the Forum should be aimed at reducing any risks threatening the country. The following discussion is based on the presentations tabled towards implementation of the latter.

#### a. DRR and Ecosystems Services: A Case for Eco-DRR in South Africa

To implement the deliverables of the SFA, among others, the following steps were advised:

- Assess the status quo;
- Identify what needs to be changed;

- Clarify why issues should be addressed;
- Identify strengths and assets;
- Confirm the end-state dream;
- Plan and execute;
- Monitor and evaluate the impact; and
- Clarify success against national service delivery and development targets.

Recommendations for the implementation of a DRM case for South Africa are set out in **figure 51**.

ISSUES	RECOMMENDATIONS
Mainstreaming of eco-DRR in DRM programmes	National profiling of eco-DRR programmes and resources
Alignment of institutional mechanisms and resources of eco-DRR	Review DRM institutional morphology
Harnessing of sector programmes, monitoring, evaluation and reporting	Adopt cluster planning for alignment (at planning and execution)
The eco-DRR path within the DRM agenda	Formulate DRM roadmap gained in the eco-DRR philosophy and approaches

**Figure 51:** Key issues and recommendations – a DRM case for South Africa

#### b. Progress on DMPs

Sections 25, 38 and 52 of the DMA oblige various organs of state to prepare DMPs for their sectors. The presentations on the progress with the preparation of DMPs were aimed at providing feedback on the DMPs that had been submitted to the NDMC (see Chapter 6) and those that had been analysed. The Forum noted that the process flow for the analysis of DMPs was in place through the assistance of an internal task team. The Forum also noted that independent experts for this process have not yet been identified. It was also encouraging that sectors are showing commitment to the development of DMPs. The Forum also noted that the DMPs analysed were theoretical and hence

the practicality of their implementation was not clear. In some of these DMPs, legislation was incorrectly cited or rewritten. Among concerns with the DMPs was the lack of evidence for conducting risk reduction activities, which could not clearly stipulate the level of vulnerability to risk for such communities. Limited capacity to conduct workshops on DMPs was also a challenge and hindrance to producing compliant DMPs. The Forum also noted that PDMCs are not analysing DMPs before submitting them to the NDMC.

The Forum recommended that a timeframe for the submission of all sector DMPs be determined and communicated to all sector accounting officers.

#### **c. Progress on Fire DRR Issues**

The Forum noted that the number of lives lost and injuries sustained due to fires is alarming and continues to increase unacceptably. According to StatsSA, 2276 people were killed in 2014, most from informal settlements. The safer paraffin stoves campaign, part of the fire DRR strategy, addressed the issue that most informal settlement fires are caused by non-compliant paraffin stoves. Since the campaign was launched by the Ministers of Trade and Industry and Economic Development on 8 December 2015, 6000 non-compliant stoves have already been removed and replaced by the safer paraffin stoves in Ekurhuleni, Masilonyana, Matlosana, Sol Plaatje and Masiphumelele.

The Forum noted that some issues raised during the Fire Safety and Prevention Capacity Assessments ranged from the lack of implementation of (or no) by-laws, lack of fire services in certain municipalities, inadequately staffed fire safety units, lack of standard operating procedures, weak community-based fire education and awareness, inadequate systems for hydrant maintenance as well as weak cooperation with the town planning division and law enforcement agencies.

The Forum recommended that fire services form part of the fire protection associations to ensure that

safety belts are constructed. Fire services should also participate in the Incident Management Committee to assist with road incident management matters.

#### **d. Case Study on Fire Risk Reduction: Western Cape – Introduction of Smoke Detectors/Alarms**

The purpose of this exercise is for the PDMCs to share their best DDR practices within their provinces, thus sharing knowledge, skills and resources to maximise the country's efforts to improve community resilience. The Western Cape shared the use of smoke detectors as a fire risk reduction mechanism in the informal settlements.

The smoke detectors are also an early warning mechanism researched jointly with Stellenbosch University. The success of this project reflects the willingness of volunteers to assist with detector installation.

#### **7.3.1.7 General**

##### **a. Reviewing of the NDMAF Terms of Reference**

The Forum noted that the terms of reference should be adjusted.

##### **b. Roadmap to the National Indaba**

The Forum noted that the Concept Paper, once finalised, will be circulated to all members ahead of the National Indaba planned to take place before the end of the 2017/18 financial year.

However, the report notes that the last meeting of the 2016/17 financial year saw the introduction of the following administration aspects:

- The introduction of the new Head of the Centre, Dr Mmaphaka Tau;
- The signing of the secrecy declaration form;
- The classification of documents to be presented;

- Matters arising to be dealt with on the decision matrix as an addendum to the minutes; and
- The involvement of the Departmental Communications Unit in drafting statements emanating from the NDMAF meetings. A media statement for this meeting may be viewed at <http://www.ndmc.gov.za/MediaStatements/NDMAF%20-%20MEDIA%20STATEMENT%20-%202029%20MARCH%202017.pdf>

## 7.4 NATIONAL JOINT DROUGHT COORDINATING COMMITTEE (NJDCO)

The NJDCO was established in 2015 to coordinate drought and water shortages. The committee embraces the principles and objects of the Intergovernmental Relations Framework Act, 2005 (Act No 13 of 2005) and its main purpose is to facilitate and coordinate a national, integrated and inclusive drought response and recovery plan. The NJDCO meets weekly and brings together the key departments and stakeholders listed below. Other roleplayers are brought in as required.

- DCoG (convener)
- DAFF
- DWS
- DRDLR
- DoH
- DEA
- Department of Labour
- DoT
- SANDF
- GCIS, and
- SAWS.

## 7.5 PARTICIPATION IN INTERGOVERNMENTAL AND OTHER COORDINATING STRUCTURES

The NDMC participates in various strategic forums to inform, amongst others, policy development and analysis, operational coordination, M&E, and Intelligence, Information and Communication Systems (IICS). These structures include the:

- (a) Bid Adjudication Committee (intradepartmental).
- (b) ICT Steering Committee (intradepartmental).
- (c) Assessment of the Departmental Human Resource Component (intradepartmental).
- (d) Human Resource Committee: Bursary Adjudication (intradepartmental).
- (e) Internal Risk Management (intradepartmental).
- (f) Technical Task Team on Migration.
- (g) NATJOINTS.
- (h) Sub-committee on Integration of Refugees in Local Communities.
- (i) Outcome 10 Committee.
- (j) Local Government Elections Committee.
- (k) Border Management Agency - Risk Management Task Team.
- (l) DEA Climate Change Committee.
- (m) Working on Fire Oversight Committee.
- (n) Working on Fire Executive Committee.
- (o) International Standard/SABS TC292 Committee.
- (p) Integrated Urban Development Framework Committee.
- (q) National Committee on International Humanitarian Law.
- (r) United Nations Office for the Coordination of Humanitarian Affairs.

- (s) INSARAG
- (t) Research Alliance for Disaster and Risk Reduction
- (u) Regional Inter-Agency Standing Committee.
- (v) Financial Sector Contingency Forum – South African Reserve Bank.
- (w) Financial Sector Contingency Forum Operational Risk Sub-committee.
- (x) Council for Scientific and Industrial Research International Development Research Centre Project Team – Green Book Guidelines.
- (y) Operation Phakisa.
- (z) Emergency Preparedness Review Team.
- (aa) Technical Committee in Climate Change Adaptation.
- (ab) National Aviation Security Committee.
- (ac) South African Vulnerability Assessment Committee.
- (ad) Road Incident Management Systems National Task Team.
- (ae) United Nations Protection Working Group.
- (af) Technical Task Team on SADC.
- (ag) Disaster Preparedness and Response Strategy.
- (ah) South African Search and Rescue Steering Committee.
- (ai) Maritime Rescue Coordination Centre.
- (aj) Aviation Rescue Coordination Centre.
- (ak) NDMAF.
- (al) Incident Command System Technical Task Team.
- (am) NJDCC.



## NOTES

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# NATIONAL DISASTER MANAGEMENT CENTRE

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