

NATIONAL DISASTER MANAGEMENT CENTRE

# ANNUAL REPORT

2023/24



cooperative  
governance

Department:  
Cooperative Governance  
REPUBLIC OF SOUTH AFRICA





# NATIONAL DISASTER MANAGEMENT CENTRE ANNUAL REPORT 2023/24

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# LIST OF ACRONYMS/ ABBREVIATIONS

<b>APP</b>	Annual Performance Plan
<b>CFP</b>	Country Focal Point
<b>COCT MM</b>	City of Cape Town Metropolitan Municipality
<b>CSO</b>	Civil Society Organisation
<b>CoGTA</b>	Cooperative Governance and Traditional Affairs
<b>CP</b>	Contingency Plan
<b>DALRRD</b>	Department of Agriculture, Land Reform and Rural Development
<b>DBE</b>	Department of Basic Education
<b>DCoG</b>	Department of Cooperative Governance
<b>DDM</b>	District Development Model
<b>D: DETAR</b>	Directorate: Education, Training, Awareness and Research
<b>DFFE</b>	Department of Forestry, Fisheries and the Environment
<b>Dir: DRC</b>	Directorate: Disaster Response Coordination
<b>Dir: DRRS</b>	Directorate: Disaster Risk Reduction and Strategies
<b>CD: DPRRC</b>	Disaster Preparedness, Responses and Recovery Coordination
<b>Dir: PDISCN</b>	Directorate: Policy Development, Institutional Structures and Compliance Management
<b>CD: PIDCM</b>	Directorate: Policy, Institutional Development and Compliance Management
<b>Dir: EWCMS</b>	Directorate: Early Warnings and Capability Management Systems
<b>Dir: FS</b>	Directorate: Fire Services
<b>Dir: IIM</b>	Directorate: Intelligence and Information Management
<b>Dir: ITMS</b>	Information Technology and Knowledge Management Services
<b>DMA</b>	Disaster Management Act
<b>DMC</b>	Disaster Management Centre
<b>DMP</b>	Disaster Management Plan
<b>DOC</b>	Disaster Operation Centre
<b>DRM</b>	Disaster Risk Management
<b>DRR</b>	Disaster Risk Reduction
<b>DUT</b>	Durban University of Technology
<b>EWS</b>	Early Warning Systems

<b>EWTT</b>	Early Warnings Task Team
<b>FBSA</b>	Fire Brigade Services Act
<b>G20</b>	Group of Twenty
<b>GIS</b>	Geographical Information Systems
<b>HoCeF</b>	Heads of Centres Forum
<b>HoCs</b>	Heads of Centres
<b>HSRC</b>	Human Science Research Council
<b>IBEWS</b>	Impact-Based Early Warning Systems
<b>ICDM</b>	Intergovernmental Committee on Disaster Management
<b>ICT</b>	Information and Communications Technology
<b>IDDR</b>	International Day for Disaster Risk Reduction
<b>IDP</b>	Integrated Development Plan
<b>IGCCC</b>	Intergovernmental Committee on Climate Change
<b>IGR</b>	Inter-Governmental Relations
<b>INSARAG</b>	International Search and Rescue Group
<b>IPAS</b>	Integrated Public Awareness Strategy
<b>IT</b>	Information Technology
<b>KPAs</b>	Key Performance Areas
<b>MDRG</b>	Municipal Disaster Relief Grant
<b>MINMEC</b>	Minister and Members of the Executive
<b>MRV</b>	Monitoring, Reporting and Verification
<b>MSA</b>	Municipal Systems Act
<b>NAAP</b>	National Advocacy and Awareness Plan
<b>NATJOINTS</b>	National Joint Operations Intelligence Structure
<b>NBC</b>	National Bursary Committee
<b>NbS</b>	Nature-based Solutions
<b>NCCC</b>	National Coronavirus Command Council
<b>NDC</b>	National Determined Contribution
<b>NDMAF</b>	National Disaster Management Advisory Forum
<b>NDMC</b>	National Disaster Management Centre
<b>NDMF</b>	National Disaster Management Framework
<b>NDMRA</b>	National Disaster Management Research Agenda
<b>NGO</b>	Non-Governmental Organisation

<b>NIDROP</b>	National Integrated Drought Response Operational Plan
<b>NJDCC</b>	National Joint Drought Coordinating Committee
<b>NJFCC</b>	National Joint Flood Coordinating Committee
<b>NWU</b>	North-West University
<b>PAIA</b>	Promotion of Access to Information Act
<b>PDMAF</b>	Provincial Disaster Management Advisory Forums
<b>PDMC</b>	Provincial Disaster Management Centre
<b>PDMF</b>	Provincial Disaster Management Framework
<b>PDRG</b>	Provincial Disaster Relief Grant
<b>PPE</b>	Personal Protective Equipment
<b>RMHCP</b>	Regional Multi-Hazard Contingency Plan
<b>SADC</b>	Southern African Development Community
<b>SALGA</b>	South African Local Government Association
<b>SASSA</b>	South African Social Security Agency
<b>SANSA</b>	South African National Space Agency
<b>SAWS</b>	South African Weather Services
<b>SDGs</b>	Sustainable Development Goals
<b>SFDRR</b>	Sendai Framework for Disaster Risk Reduction
<b>SPI</b>	Standardised Precipitation Index
<b>SUN</b>	Stellenbosch University
<b>TOR</b>	Terms of Reference
<b>TTT</b>	Technical Task Team
<b>UFS</b>	University of the Free State
<b>UN</b>	United Nations
<b>USAR</b>	Urban Search and Rescue
<b>WG</b>	Working Group
<b>WHO</b>	World Health Organisation
<b>WRI</b>	World Resources Institute
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs



# FOREWORD BY THE MINISTER



**Mr Velenkosini  
Hlabisa, MP**

Minister of Cooperative Governance and  
Traditional Affairs

It is my pleasure to present the 2023/24 Annual Report of the National Disaster Management Centre (NDMC), in compliance with Section 24(1) of the Disaster Management Act (DMA), 2002 (Act No. 57 of 2002). In this report, a high-level overview of the activities undertaken by the NDMC for the period under review is outlined. Along with the overview is a reflection on the progress made by the NDMC in promoting an integrated and coordinated system of disaster management, with emphasis on prevention, preparedness, response, recovery and rehabilitation through collaborations with national, provincial, and municipal organs of state, statutory functionaries, and other role-players involved in disaster management and communities.

Against the targets set by the Global Goals on Adaptation, our country has continued to make positive strides towards the reduction of vulnerability, enhancing national climate change adaptation capacity and strengthening resilience. This was made possible by collaborations with State and non-state stakeholders that are committed to advancing climate risk development interventions. Although the effects of climate change perpetually expose the compound pre-existing vulnerabilities in our communities, strength for sustained progress is found in strategic partnerships forged. A case in point is the readiness of South Africa to mitigate and prepare for prolonged drought conditions through investment in the creation- and building of 'climate-smart communities' that are resilient to the effects of climate change. The Department has also collaborated with a range of stakeholders in supporting structures that are designed to enhance climate change and adaptation, including the adoption of Nature-based Solutions (Nbs) and ecosystems-based Approaches for Disaster Risk Reduction (DRR).

The rapidly escalating frequency and intensity of disasters require a drastic change of mindset and ways of doing things. As the Special Representative of the UN Secretary-General for DRR, Mami Mizutori, puts it "over the last twenty years thinking about how to reduce disaster losses has greatly expanded beyond a simple focus on disaster management to consideration of all the other elements that contribute to increasing the risk of loss of life when disaster strikes". In line with this way of thinking, Cabinet mandated the NDMC to review (and overhaul) the system of Disaster Management in the country in July 2022. A realistic reflection of weaknesses and gaps in the current system and what is required to address those deficiencies through





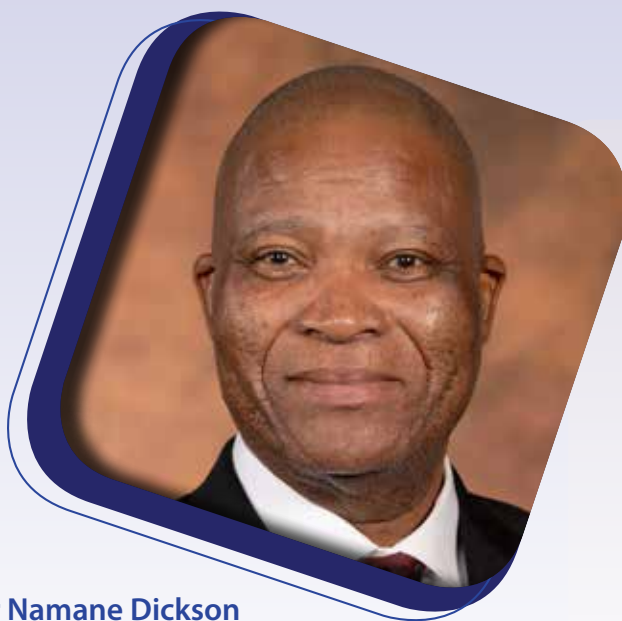
scientific means and benchmarking culminated into a bold proposition of a new system of disaster management (and fire services) that gravitates to risk reduction. The model intended to improve amongst others governance of the disaster management function by reorganising it administratively, structurally and systemically which include funding mechanisms to adequately minimize risk and improve resilience.

In closing, I am encouraged by the impact and value of partnerships that the NDMC has nurtured especially in the space of collaborative investments into building climate adaptation capacity and resilient infrastructure. This assures me that ultimately maximum disaster mitigation and prevention will be achieved, especially in the long-term.

**Mr Velenkosini Hlabisa, MP**

Minister of Cooperative Governance and Traditional Affairs

# FOREWORD BY THE DEPUTY MINISTER



**Dr Namane Dickson  
Masemola, MP**

Deputy Minister of Cooperative Governance

The publishing of the Annual Report provides both the political and administrative leadership a chance to account on the set strategic outcomes and for society to reflect on the progress that has been made over the year under review. As part of the Executive, I am pleased to join in the articulation of how the NDMC performed in the disaster risk management over the 2023/24 financial year..

The recent fire related disasters underscored the complex linkages that exist between fire and human existence which surpasses international borders and disciplinary boundaries. There is also the worrying trend of rapid urbanization, which results in overcrowding in small, under resourced communities, and thus increasing the risk of fires. The Department has prioritised its basic fire safety principles for prevention campaigns and advocated for improved building designs and construction approaches to enhance resilience and adaptation. With the understanding that development that is not risk-informed cannot be sustainable, the Department has extended its efforts to curb cross-border fire related incidents which involve dangerous goods along cross-border towns.

The processing of the White Paper on Fire Services is another strategic initiative that prioritises fire safety and prevention which plays a central role in the Disaster Risk Reduction Agenda 2030. All of this is in alignment with the SDGs commitments and efforts to help end extreme poverty, fight inequality, combat climate change, and build resilience to disasters.

As we paid attention to the emerging prominence of Nature based solutions (Nbs) along with ecosystems-based approaches as catalysts for DRR towards building community resilience, the NDMC actively participates in activities of the G20 Working Group in this regard. This is progressive in that the working group has already presented Nature-based Solutions (Nbs) actions as essential tools to protect, conserve, restore, sustainably use and manage natural resources which address socioeconomic and environmental challenges to effectively adapt and create resilience and biodiversity benefits. Thus, the NDMC is intentional about integrating indigenous knowledge systems into the mainstream legal and policy dimensions building resilience.





I am appreciative of the broad legislative and policy awareness which inspired the review of the disaster management system which will ultimately trigger innovations in the sector. Lastly, the current strategic partnerships have enabled us to ensure satisfactory understanding of disaster risks especially at community level where our people are mostly exposed to hazards. I am convinced that the effort we are putting on consistent public awareness will eventually reduce socioeconomic vulnerabilities, disaster damages and costs of disaster response and ensure progressive sustainable development.

**Dr Namane Dickson Masemola, MP**

Deputy Minister of Cooperative Governance

# STATEMENT BY THE DIRECTOR-GENERAL



**Mr Mbulelo  
Tshangana**

Director-General: Department of Cooperative  
Governance

This is a reflection and account of our achievements and challenges the 2023/24 financial year. The nature of events of the year required the strengthening of administrative systems to achieve the set targets and outcomes. I had been privileged to lead the execution of the Departmental programmes, specifically our integrated disaster risk management. The intense disaster events of the year under review challenged and humbled us, but mainly strengthened our resolve to accelerate the pursuit of disaster risk reduction, resilience and adaptation. The unpredictable nature of disasters forced us to improve our risks-hazards anticipation systems, resourcing of humanitarian relief efforts, capacitation of recovery and rehabilitation systems.

Over the year under review, the country faced unprecedented flood incidents that wreaked havoc across various regions. The severity and scale of these floods were so overwhelming that the NDMC had to officially classify the incidents as a disasters under the Disaster Management Act, 2002 (57 of 2002). These official classifications set into motion a series of contingency and emergency response measures involving multiple levels of government and other crucial stakeholders, aiming to minimise the impact and provide necessary relief to affected areas.

Several unrelated occurrences were classified as disasters, underscoring the widespread impact of severe weather events. These successive classifications warrant reflection on the readiness of the department to deal with the continuous and widespread impact of severe weather and flooding throughout the country. The government's systematic approach to classifying and responding to these disasters highlights the critical need for robust disaster management frameworks to safeguard communities and mitigate the effects of extreme weather phenomena and by implication, climate change.

In one of its efforts to deal with these emerging issues, the Department held a successful 9th Fire Safety and Prevention Seminar which provided a platform for key role players in the fire sector to reflect and adjust their system towards reducing fire risks and loses in the country. A range of interesting fire safety issues that emerged from the Seminar include the need to embrace an integration approach to fire risks, and public-private collaborations in improving fire service capacities. The key principles of building effective partnerships are well articulated in the SANTAM Partnership for Risk and Resilience (P4RR) initiative with various municipalities and provinces, which focus on collaborative approach, risk-based approach, shared value,



sustainability, alignment with existing initiatives, leveraging co-funding opportunities where possible, avoiding parallel operations, etc. The Seminar acknowledged the positive inroads made in the realignment of disaster management and fire services in the country.

Amongst the emerging strategic policies include the draft National Fire Services Strategy (NFSS) which seeks the improvement of performance within fire services. It is through such activities that challenges relating to the funding arrangements and unequal distribution of resources, including the distribution of powers and functions among municipalities, will be addressed. Institutionally, these changes will unfold in the municipal Integrated Development Plans (IDPs) as they enhance capacity and prioritize fire services.

The NDMC participated in bilateral and multilateral engagements that focused on a range of objectives. These include the BRICS urbanisation Forum 2023 which discussed “Urban Resilience for Sustainable Urban Development”, which was aimed at finding solutions to rapid urbanisation, rural-urban migration, climate change and general resource constraints issues. Another critical engagement was the 4th Meeting of BRICS Ministers for Disaster Management with the theme “strengthening post pandemic socio-economic recovery”. The resolutions of these meetings have serious implications for the country’s focus, investment and approaches to “enhancing disaster preparedness for effective response, and to ‘build back better’ in recovery, rehabilitation, and reconstruction”.

It has been pleasing to see that our efforts to institutionalise the culture of risk avoidance for improved resilience is bearing fruit. It is for this reason that I am encouraged to invest in securing more strategic collaborations that will enhance the applications of Geographical Information Systems (GIS), and Impact-based Early Warning Systems (IEWS). These systems have guaranteed us access to credible information for the generation and dissemination of comprehensive risk profiles and effective preparedness planning and response measures. I am appreciative and acknowledge the excellent value that the South African Weather Services (SAWS), brings especially in the continuous improvement of the Impact-Based Forecasting services. It is through these services that the country has enjoyed access to real-time early warning alerts which stimulate seamless and timeous collective responses.



**Mr Mbulelo Tshangana**

Director-General: Department of Cooperative Governance

# OVERVIEW BY THE HEAD OF THE NATIONAL DISASTER MANAGEMENT CENTRE.



**Dr Bongani Elias  
Sithole**

Head: National Disaster Management Centre  
Department of Cooperative Governance

The NDMC operates within the cooperative governance legislative provisions and obligations of promoting an integrated disaster management system in the country. Therefore, through this annual report, I present a high-level strategic update, summary of achievements, highlight areas of challenge and present ongoing or planned projects. Despite the challenges that are posed by the perpetual and increasing severe, frequent, destructive disasters and emergencies, the NDMC has been able to achieve its set goals and outcomes for the period under review. These achievements compel me to acknowledge and appreciate the contribution made by the NDMC's strategic partners through collaborations on programmes of common interest. This acknowledgement talks to the efforts the NDMC makes in creating a space where society-wide stakeholders feel welcome to bring value to disaster risk reduction and management.

The recent disaster events emphasized the need to refocus on strengthening mitigation and preparedness measures, hence the NDMC reinforced efforts to achieve legislated compliance targets such as the compilation of the annual Summer and Winter Emergency Contingency Plans and review of Disaster Management Plans (DMPs). Along with securing compliance, stakeholders were encouraged to conduct regular consistent simulations, training, preparedness tests, (enhance planning) and ensure the increase of surge capacity for effective response and recovery. This call has been key for the readiness of first responder state agencies such as the Department of Human Settlements, the South African Social Security Agency (SASSA), etc because immediate humanitarian relief is dependent on them. With the institutionalisation of the impact-based early warning contribution from SAWS, and other specialised agencies, we have seen an improvement in the achievement of our response targets.

Going forward, the NDMC seeks to institutionalise and strengthen community resilience, which is more about the achievement of sustained long-term people-centred risk awareness against vulnerabilities and ownership of preparedness tools (skills, capacity, equipment, etc). Such a perspective is enriched by the annual research findings that are emerging from the NDMC research agenda. It is such evidence that guides our strategic focus and investment into overall risk governance, especially mitigation and preparedness.

The Department successfully organized and facilitated the hosting of Brazil, Russia, India, China and South Africa (BRICS) urbanisation Forum 2023 which was held in Durban. The first of the two-day engagement focused on the on the impact of urban resilience in urban planning. Given that all the BRICS countries are faced with the undesirable consequences of rapid urbanisation, countries shared experiences and deliberated on possible solutions for overcoming inherent challenges which include, rural-urban migration, climate change, general resource constraints, congestion, rising crime, and growing urban poverty. Proposed solutions were aimed at contributing towards Goal 11 dealing with Sustainable Cities and Communities and Goal 17 which advocates for climate resilient building and development through partnerships.

The second day proceedings were on the 4th Meeting of BRICS Ministers for Disaster Management, , and its focus was on “strengthening post pandemic socio-economic recovery, in the BRICS countries”. This theme addressed issues relating to the transformation of skills development, strengthening post-pandemic socio-economic recovery and the attainment of the 2030 Agenda on Sustainable Development. This theme was in congruence to with Priority 4 of the Sendai Framework for DRR (SFDRR) which advocates for “enhancing disaster preparedness for effective response, and to ‘build back better’ in recovery, rehabilitation, and reconstruction”.

The discussions extended to Priority 3 of the SFDRR which is advocates for “investing in disaster risk reduction for resilience” which is critical in the contemporary discourse of disaster management. The meeting of Ministers for Disaster Management of the BRICS was preceded by the Fifth Joint Task Force on Disaster Management meeting on 07 September 2023. The focus in this regard was on the aftermath of the COVID-19 pandemic, socio-economic dynamics impacting the countries post the pandemic, how the countries can cooperate and synergize efforts to revive the economies and resume plans and activities for the attainment of the 2030 Agenda on Sustainable Development, that were negatively impacted by the pandemic. These engagements were poised to inspire learning and adaptive management (adjustments) within the BRICS nations for strengthening reduction of disaster risk and losses in lives, and livelihoods.

Fire disasters are a stark reminder of the direct impact climate change has on fire hazards. Our communities are undeniably more vulnerable to weather disasters than ever before. This is a recognition that these are climate-driven risks and effectively mitigating them is crucial, which is a call to action for all levels of government to work together and protect the exposed and vulnerable communities. In collaboration with the Gauteng COGTA, Ekurhuleni Metropolitan Municipality, South African Local government Association (SALGA), and SANTAM; the NDMC successfully hosted the 9th Fire Safety and Prevention Seminar. The theme was “A fire service that is proactive in preventing fires and other”, which aligns with the Fire Services White Paper objective and stresses proactive fire prevention. The seminar brought together a wide range of specialists who share a collective responsibility for fire safety, as prescribed in the White Paper. Amongst the discussion points, was how to improve the National Fire Safety and Prevention Strategy and reduce fire losses nationwide. Fostering collaboration across the sectors emerged as a panacea for the achievement of maximum impact especially at community level.

The NDMC continues to recognise the importance of creating awareness on disaster risk reduction through the commemoration of the International Day for Disaster Reduction (IDDR). In 2023, the IDDR was commemorated under theme “Fighting Inequality for a Resilient Future”. Such a focus provided an acknowledgement of the relationship between inequality and disaster vulnerability. Disasters have a way of exposing and exacerbating the pre-existing vulnerabilities and inequalities in affected communities. As such, with limited access to financial resources (insurance cover), people sink deeper into poverty. What became clear through this commemoration therefore was the need to accelerate efforts to strengthen disaster resilience (increase investment) which could translate into empowered communities (provided with adequate disaster risk information and accessing preparedness tools).

The NDMC will seek to ensure that policies and practices are integrated to cater for mostly the poorest and disabled who are often hardest hit by disasters. During the year under review, the NDMC adequately tested innovative information and technologies which brought value especially in the preparedness and response space. Given this observation, I am encouraged to ensure that provinces and local government have access to the latest ICT tools so that they can improve disaster management intelligence.

I was humbled and inspired by the commitment I witnessed in response and recovery effort during all disaster occurrences that happened over the year under review.. I wish to acknowledge our partners which include the Agricultural Research Council (ARC), the Development Bank of Southern Africa (DBSA), South African National Space Agency (SANSa), United Nations Development Programme (UNDP), OXFAM South Africa, SA Weather Service (SAWS), the World Resource Institute (WRI), Council for Geoscience, the South African National Biodiversity Institute (SANBI), Santam Insurance, Fire Protection Association of Southern Africa (FPASA), Green Climate Fund (GCF), Hollard Insure, Audi and Volkswagen, South African Defence Force (SANDF), including various research and academic institutions for their collective effort in assisting us to provide relief that was necessary and respond better I would also like to acknowledge the efforts on my NDMC team for thriving against all odds.

*Elias Sithole*

**Dr Bongani Elias Sithole**

Head: National Disaster Management Centre

Department of Cooperative Governance





## GENERAL INFORMATION

# CHAPTER 1



# CHAPTER 1: GENERAL INFORMATION

## 1.1 INTRODUCTION

This section covers general information about the purpose of the NDMC, its strategic intent, organisational structure and expenditure.

## 1.2 OVERVIEW AND OBJECTIVE OF THE BRANCH

The NDMC was established in terms of Section 8 of the DMA and delivers on its legislative mandate as a branch of the DCoG. The objective of the NDMC, derived from Section 9 of the DMA, is to promote an integrated and coordinated system of disaster management, with special emphasis on prevention and mitigation by national, provincial and municipal organs of state, statutory functionaries and other role-players involved in disaster management and communities. The NDMC is also responsible for the administration of the Fire Brigade Services Act, 1987 (Act No 99 of 1987), to the extent that it administers the Fire Brigade Board (FBB) and the development of regulations. The general powers and duties of the NDMC are stipulated in Section 15 of the DMA which mandates the NDMC to, among others:

- (i) Specialise on issues concerning disasters and disaster management;
- (ii) Act as an advisory and consultative body on issues concerning disasters and disaster management;
- (iii) Promote the recruitment, training, and participation of volunteers in disaster management;
- (iv) Promote disaster management capacity building, training, and education throughout the Republic of South Africa – including in schools – and, as appropriate, in other southern African states; and
- (v) Section 6 of the DMA further stipulates that the Minister must prescribe an NDMF which is a legal instrument specified by the DMA to address needs for consistency across multiple interest groups by providing a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole. The NDMF comprises four Key Performance Areas (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:

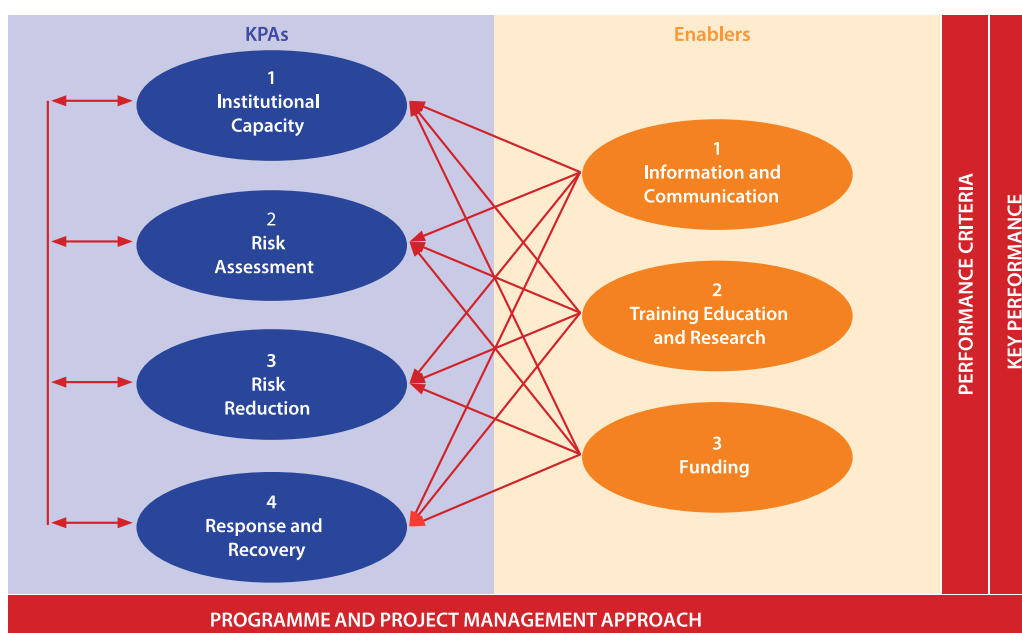


Figure 1: NDMF KPAs and Enablers

## 1.3 LEGISLATIVE FRAMEWORK

### 1.3.1 CONSTITUTIONAL MANDATE

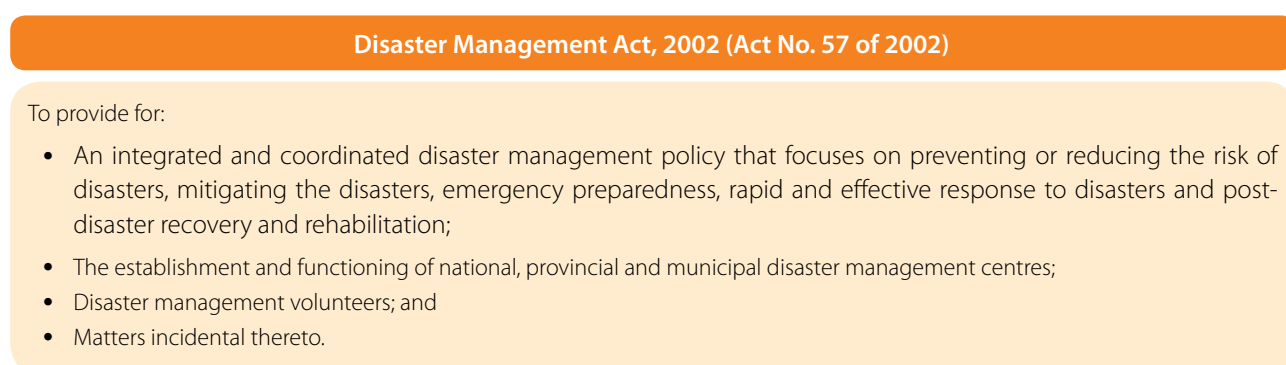
The NDMC derives its mandate primarily from chapters 2, 3, 7 and 9 of the Constitution of the Republic of South Africa, 1996, which are summarised in Figure 2.



Figure 2: Constitutional Mandate of the DCoG

### 1.3.2 DISASTER MANAGEMENT AND FIRE SERVICES MANDATE

The NDMC draws its legislative mandate from the DMA, the NDMF and the Fire Brigade Services Act, No. 99 of 1987 (FBSA), as set out in Figure 3.





### National Disaster Management Framework, 2005

- Is a legal instrument prescribed by the Minister in terms of the DMA to address needs for consistency across multiple interest groups, by providing a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole.

### Fire Brigade Services Act, 1987 (Act No 99 of 1987)

- To provide for the establishment, maintenance, employment, coordination, and standardisation of Fire Brigade Services, and for connected matters.

Figure 3: Legislative mandate of the NDMC

## 1.3.3 ENABLING LEGISLATION

By virtue of its coordination characteristic and other responsibilities as mandated by the DMA, DMF and inherent administration of the FBSA, the functions of the NDMC are regulated by other pieces of legislation playing a key role in the governance of disaster management and Fire Services (see Figure 4). These include but are not limited to:



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

## 1.4 2023/24 STRATEGIC OBJECTIVE

Improve the system of disaster management and Fire Services.

## 1.5 2023/24 BRANCH OBJECTIVES

During the year under review, the NDMC aimed to:

- Develop, publish, and distribute the 2022/23 NDMC Annual Report by 31 March 2024.
- Submit a consolidated report on the functioning of disaster management institutional structures by 31 March 2024.
- Assess or review 14 Disaster Risk Management plans by 31 March 2024.
- Submit a consolidated report on the implementation support provided by 31 March 2024.

- (iv) Commemorate the International Day for Disaster Risk Reduction on 31 March 2024.
- (vi) Submit a report on implemented advocacy and awareness campaigns in municipalities by 31 March 2024.
- (vii) Submit a report on performance of the bursary programme by 31 March 2024.
- (viii) Ensure the Information and Communication Systems directorate:
  - a. provided training on, Disaster Grant Application System, NDMC Digital contacts, and e-Convenor (Events management system);
  - b. developed the National Sites Visit and Project Verification System, which is used to capture the disaster management grant funded projects implemented by various municipalities; and
  - c. supported the summit by procuring the language and sign interpretation services thus ensuring that all visitors have access to quality interpreters during the BRICS summit which took place on the 07-08 September 2023, at eThekweni Metro, South Africa.
- (ix) Assess 10 municipalities, by 31 March 2024, on their capacity to implement the National Fire Safety and Prevention Strategy (NFSPS).

## 1.6 NDMC OPERATIONAL STRUCTURE

Figure 5 sets out the operational structure of the NDMC.

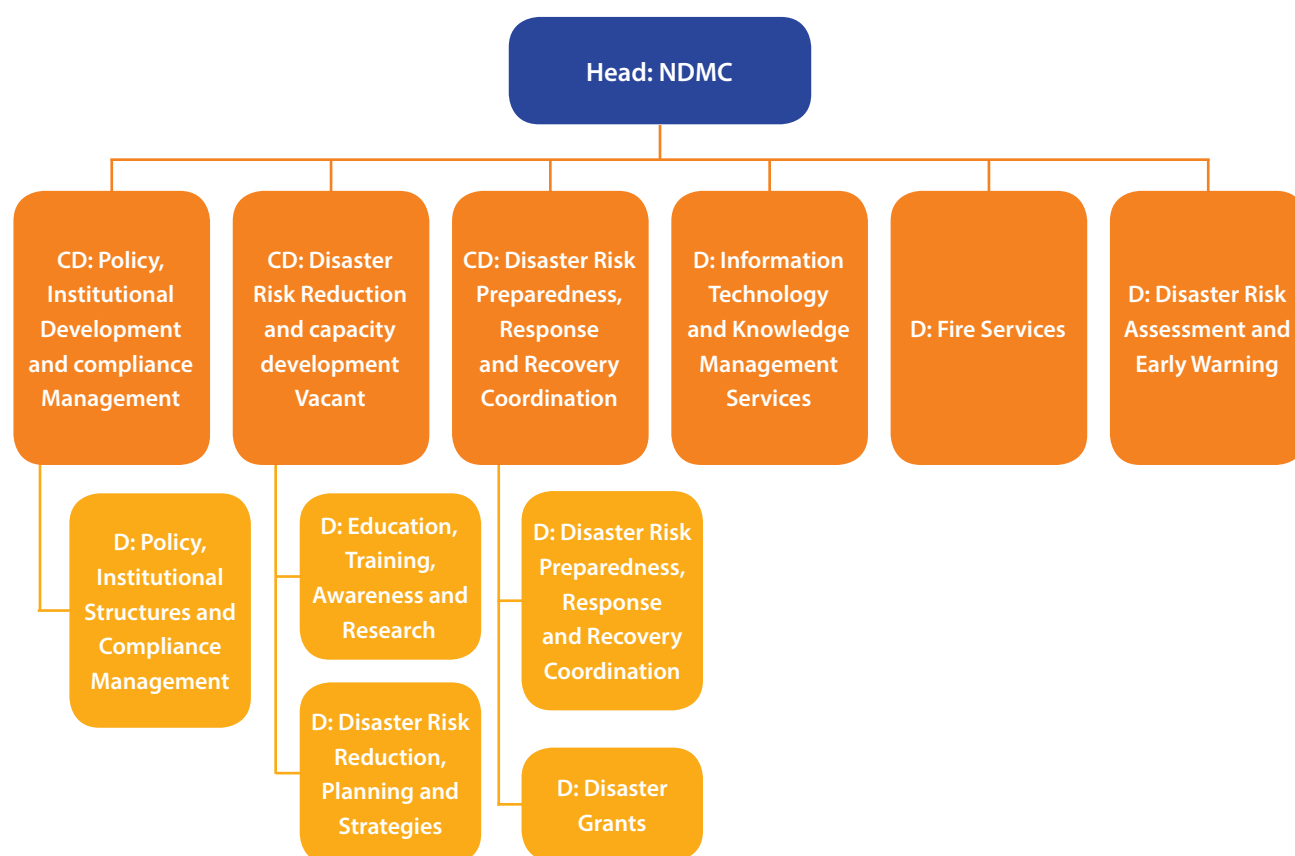


Figure 5: NDMC Operational Structure<sup>i</sup>

<sup>i</sup> The Director of Policy, Institutional Structures and Compliance Management (PDISCN) was deployed by the Head of Centre to work on the Review of Disaster Management project full-time.

## 1.7 EXPENDITURE TRENDS

The actual expenditure by sub-programme is outlined in Table 1. Important to also note in Table 1 is the expenditure on disaster relief which is disbursed by the National Treasury as a schedule 7 (a & b) grant.

**Table 1: Expenditure by sub-programme**

Programme 4: National Disaster Management Centre									
	2023/24					2022/23			
	Approved Budget	Shifting of Funds	Virement	Final Budget	Actual Expenditure	Variance	Expenditure as % of final budget	Final Budget	Actual expenditure
	R'000	R'000	R'000	R'000	R'000	R'000	%	R'000	R'000
<b>Sub programme</b>									
<b>Management: Head of the National Disaster Management Centre</b>	23 843	12 886	-	36 729	32 322	4 407	88,0%	55 250	42 523
<b>Disaster Policy, Institutional Development and Compliance</b>	11 044	(3 000)	-	8 044	7 981	63	99,2%	12 382	8 071
<b>Disaster Risk Reduction, Capacity Development</b>	9 172	1 075	-	10 247	9 447	800	92,2%	4 997	4 095
<b>Disaster Preparedness, Response and Recovery Coordination</b>	42 112	(19 530)	(7 000)	15 582	14 637	945	93,9%	18 068	9 952
<b>Municipal Disaster Recovery Grant</b>	1 505 387	-	-	1 505 387	1 334 573	170 814	88,7%	3 864 003	3 318 741
<b>Disaster Response Grant</b>	890 575	-	-	890 575	873 172	17 403	98,0%	315 987	516 661
<b>Total for sub programmes</b>	<b>2 482 133</b>	<b>(8 569)</b>	<b>(7 000)</b>	<b>2 466 564</b>	<b>2 272 132</b>	<b>194 432</b>	<b>92,1%</b>	<b>4 270 687</b>	<b>3 900 043</b>
<b>Economic classification</b>									
<b>Current payments</b>	<b>77 199</b>	<b>(7 510)</b>	<b>(7 121)</b>	<b>62 568</b>	<b>61 424</b>	<b>1 144</b>	<b>98,2%</b>	<b>85 367</b>	<b>62 809</b>
Compensation of employees	25 260	-	-	25 260	24 828	432	98,3%	29 773	23 154
Goods and services	51 939	(7 510)	(7 121)	37 308	36 596	712	98,1%	55 594	39 655
<b>Transfers and subsidies</b>	<b>2 398 434</b>	<b>-</b>	<b>121</b>	<b>2 398 555</b>	<b>2 210 275</b>	<b>188 280</b>	<b>92,2%</b>	<b>4 182 196</b>	<b>3 837 215</b>
Provinces and municipalities	2 395 962	6	-	2 395 968	2 207 751	188 217	92,1%	4 179 990	3 835 402
Non-profit institutions	-	-	95	95	95	-	100,0%	94	-
Households	2 472	(6)	26	2 492	2 429	63	97,5%	2 112	1 813

Programme 4: National Disaster Management Centre									
2023/24							2022/23		
	Approved Budget	Shifting of Funds	Virement	Final Budget	Actual Expenditure	Variance	Expenditure as % of final budget	Final Budget	Actual expenditure
	R'000	R'000	R'000	R'000	R'000	R'000	%	R'000	R'000
<b>Payments for capital assets</b>	<b>6 500</b>	<b>(1 069)</b>	<b>-</b>	<b>5 431</b>	<b>423</b>	<b>5 008</b>	<b>7,8%</b>	<b>3 105</b>	<b>-</b>
Buildings and other fixed structures									
Machinery and equipment	6 500	(1 069)	-	5 431	423	5 008	7,8%	3 105	-
<b>Payments for financial assets</b>	<b>-</b>	<b>10</b>	<b>-</b>	<b>10</b>	<b>10</b>	<b>-</b>	<b>100,0%</b>	<b>19</b>	<b>19</b>
<b>Total</b>	<b>2 482 133</b>	<b>(8 569)</b>	<b>(7 000)</b>	<b>2 466 564</b>	<b>2 272 132</b>	<b>194 432</b>	<b>92,1%</b>	<b>4 270 687</b>	<b>3 900 043</b>



## 1.8 INTERNATIONAL ENGAGEMENTS

Through the NDMC, DCoG is a signatory to a range of international conventions, with the aim of engaging and learning to strengthen its own disaster management and coordination systems. It is critical for the NDMC to stay abreast of international developments in DRM because South Africa is vulnerable to 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. Furthermore, it has always been important to establish and maintain sound international relations for mutual cooperation because 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.

The establishment of suitable procedures by the NDMC to partake in forums wherein regional cooperation in disaster management can be accomplished has been in accordance with the DMA and NDMF. The international engagements undertaken by the NDMC during the reporting period are summarised in Table 2. Due to lockdown restrictions, the meetings were held through virtual platforms (i.e. MS Teams, Zoom, Cisco, etc.).

**Table 2: International engagements undertaken by the NDMC during the 2023/24 Financial Year**

International Relations Activity	Meeting of the Group of Twenty Disaster Risk Reduction Working Group (G20 DRR WG)	Date	30 March – 1 April 2023
		City and country	Gandhinagar, India
<b>Purpose</b>	<p>The objective of the G20 DRR WG sessions are, among others, aimed to conduct a Mid-Term Review on the implementation of the SFDRR to determine the extent to which the countries have succeeded in achieving their priorities and targets and to identify emerging issues, challenges, opportunities and trends.</p> <p>The lessons learnt through this review process may chart out future courses of action till 2030, to address gaps and challenges and accelerate the implementation of various priorities and targets.</p> <p>The DRR WG was further intended to enrich and reinvigorate the progress of the implementation of the SFDRR through discussions and consultations with G20 member countries, engagement groups and other organisations.</p> <p>Overall, this WG provided an opportunity for countries to discuss in depth specific priorities, to exchange views, and share knowledge and best practices with regards to DRR implementation.</p>		
<b>High-level recommendation (s)</b>	Brazil will be hosting the G20 DRR WG meetings in 2024, followed by South Africa in 2025, as SA considers joining the Coalition for Disaster Resilient Infrastructure thus providing resilient infrastructure throughout the country.		
International Relations Activity	Meeting of the G20 DRR WG	Date	23-25 May 2023
		City and country	Mumbai, India
<b>Purpose</b>	The second G20 DRR WG meeting under India's Presidency focused on different sub-themes in line with G20 priorities, amongst others, DRR financing, Financing Early Warning and Early Action, Financing Disaster Response, Recovery and Reconstruction and Resilient Infrastructure.		
<b>High-level recommendation (s)</b>	<p>In principle, the G20 countries supported the Roadmap or Implementation Plan of the G20 Working Group on DRR for the next three years. G20 countries considered issues of Gender Mainstreaming when responding to disasters and planning Capacity Building initiatives.</p> <p>These G20 countries committed to identify gaps aimed at addressing Gender Mainstreaming. As a member, South Africa learnt best practices from other countries on how issues of Gender Mainstreaming with regards to disaster response and DRR are handled in other countries.</p> <p>The G20 countries committed to a three-year DRR WG Road Map for adoption at the last meeting during India's Presidency.</p>		

International Relations Activity	3rd Meeting of the G20 DRR WG	Date	24-26 July 2023
		City and country	Chennai, India
<b>Purpose</b>	The 3rd G20 DRR WG meeting under India's Presidency aimed at integrating DRR measures into public and private sector investment decisions and policy-making to reduce existing risk, prevent the creation of new risk and, ultimately, build resilient economies, societies, and natural systems. Furthermore, the 3rd meeting aimed to get consensus among all G20 Member States on the three-year Road Map action points under the five priority areas.		
<b>High-level recommendation (s)</b>	All G20 DRR WG Member States reached a consensus that Brazil and South Africa will continue with the five Priority Areas on the three-year Road Map.		
International Relations Activity	The BRICS urbanisation Forum 2023 was held in South Africa under the theme "Urban Resilience for Sustainable Urban Development".	Date	26-27 July 2023
		Venue	Durban, South Africa
<b>Purpose</b>	The forum was hosted physically over a two-day period and focused on the impact of urban resilience in urban planning. The theme was to a large extent informed by the concerning global urbanisation as large numbers of people migrate to cities.		
<b>High-level recommendation (s)</b>	<p>If cities are to overcome the challenges that accompany rapid urbanisation, rural-urban migration, climate change and general resource constraints, they must become centres of innovation and creativity.</p> <p>Utilising smart technologies and promoting innovative practices are seen as adaptive responses to problems like congestion, rising crime, and growing urban poverty, with the goal of making life more robust and liveable.</p> <p>An added advantage of the focal area of the 2023 urbanisation forum was that the anticipated outcome was to respond to the SDGs, which were adopted by the United Nations in 2015 as a universal call to action to end poverty, protect the planet, and ensure that all people enjoy peace and prosperity by 2030. The forum thus aimed at contributing towards Goal 11 dealing with Sustainable Cities and Communities and Goal 17 dealing with partnerships for the achievement of the Goals. The forum dissected some of the key urban development issues to understand how cities are becoming more resilient towards these challenges globally.</p>		
International Relations Activity	Fifth Joint Task Force on Disaster Management meeting of Ministers for Disaster Management of the BRICS	Date	07 September 2023
		Venue	Durban, South Africa
<b>Purpose</b>	The focus in this regard was on the pandemic's aftermath, the socio-economic dynamics impacting the countries after it, and how the countries can cooperate and synergize efforts to revive the economies and resume plans and activities for the attainment of the 2030 Agenda on Sustainable Development, that were negatively impacted by the pandemic.		
<b>High-level recommendation (s)</b>	The BRICS countries presented their respective positions with respect to strengthening post-pandemic socio-economic recovery against the main aim of the SFDRR, which is to achieve substantial reduction of disaster risk and losses of lives, livelihoods, and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries, for the period between 2015 to 2030.		
International Relations Activity	Fourth Meeting of BRICS Ministers for Disaster Management, hosted by DCoG Minister	Date	08 September 2023
		Venue	Durban, South Africa
<b>Purpose</b>	<p>The theme of the meeting was "strengthening post-pandemic socio-economic recovery, in the BRICS countries". The theme was informed by two of the five cabinet approved priorities which are:</p> <ul style="list-style-type: none"> <li>Transforming Education and Skills Development for the Future and Strengthening Post-Pandemic Socio-Economic Recovery and the Attainment of the 2030 Agenda on Sustainable Development.</li> </ul>		
<b>High-level recommendation (s)</b>	This theme resonates with Priority 4 of the Sendai Framework for DRR which advocates for "enhancing disaster preparedness for effective response, and to 'build back better' in recovery, rehabilitation, and reconstruction". Cabinet's priority on <i>Transforming Education and Skills Development for the Future</i> can also be contextualized within Priority 3 of the SFDRR which is, "Investing in disaster risk reduction for resilience".		

International Relations Activity	Climate change and futures in Africa conference.	Date	08-10 November 2023
		City and country	Maputo, Mozambique
<b>High-level recommendation (s)</b>	Towards local solutions to early warning and disaster risk reduction in the Southern Africa Development Community (SADC) and beyond.		
<b>Purpose</b>	<p>The Human Science Research Council (HSRC) held a disaster risk management conference that is inclusive of local stakeholders, academia, researchers, practitioners, and other key stakeholders to gain new insights into sustainable disaster risk reduction and shared learning. The conference was initiated with the hope that the following key research questions would have been answered by the end of the two days:</p> <ul style="list-style-type: none"> <li>• What are the greatest challenges in disaster risk reduction at the local level at present?</li> <li>• Which lessons are municipalities learning from the most recent disaster events? and</li> <li>• Which new solutions exist in SADC and other regions of the world?</li> </ul>		
<b>High-level recommendation (s)</b>	<p>Stakeholders agreed to continue with collaborations as they are key to achieving sustainable solutions and making progress towards achieving the SDGs. Collaborations can help raise awareness of local problems and engage local stakeholders in finding and implementing solutions while also increasing knowledge and skills among all those involved.</p> <p>Furthermore, by providing more insight on measures to implement in order to achieve the SDG goals, the collaborations will increase awareness within the SADC countries and have the potential to help eliminate climate change challenges and other related problems.</p>		



# CHAPTER 2





# CHAPTER 2: ACTIVITIES OF THE NDMC

## 2.1 INTRODUCTION

This section provides information about the sub-programmes of the NDMC.

## 2.2 CHIEF DIRECTORATE: POLICY, INSTITUTIONAL DEVELOPMENT AND COMPLIANCE MANAGEMENT

The Chief Directorate: Policy, Institutional Development and Compliance Management (CD: PIDCM) develops disaster management policies, legislative frameworks and guidelines derived from the DMA and the NDMF. The directorate also supports stakeholders towards implementation of policies and frameworks across sectors and spheres of government. The CD: PIDCM has a staff complement of eight, five of whom are permanent and three are on contract.

### 2.2.1 DIRECTORATE: POLICY, INSTITUTIONAL DEVELOPMENT AND COMPLIANCE MANAGEMENT

The Directorate: PIDCM comprises one Director, three Deputy Directors (one through the DBSA), and one Assistant Director who are responsible for overseeing the development, amendment, implementation of and compliance with disaster management legislation, frameworks, policies and guidelines. It also provides direction and input on the development of national and international disaster management-related standards and performs research on the regulatory environment, including other legislation impacting disaster management. In 2023/24, the Dir: PIDCM executed this mandate by:

#### 2.2.1.1 SUPPORTING OTHER NDMC PROJECTS AND DISASTER MANAGEMENT STAKEHOLDERS

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

- i. Sector departments with policy-related inputs on disaster management planning, climate change, decertification, disaster classification and the declaring of states of disaster, etc.
- ii. Stakeholders with updates on legislative developments by monitoring various legislative databases for legislation and policies impacting disaster management and provided input where required.
- iii. The functionality of disaster management centres (DMCs) across the spheres of government by advising on improvements that can be made on legislative compliance with disaster management legislation.
- iv. The assessment of Disaster Management Plans (DMPs) submitted to the NDMC.
- v. Response efforts by providing the National Joint Drought Coordinating Committee (NJDCC) and the National Joint Flood Coordinating Committee (NJFCC), the NDMC, other stakeholders and the special Intergovernmental Committee on Disaster Management (ICDM) with technical advice and administrative support on issues which include support to declare a national state of disaster for drought.
- vi. The assessment of disaster damage and response efforts during the drought response.
- vii. The examination and identification of gaps in national legislation in terms of the application of Section 2(1)(b) of the DMA.
- viii. The understanding of the efficiency and gaps in the NDMF.
- ix. The preparation and distribution of the 2022/23 NDMC Annual Report to the requisite stakeholders in line with Section 24 of the DMA.



### 2.2.1.2 ANALYSIS OF LEGISLATIVE COMPLIANCE BY THE NDMC

During the year under review, the NDMC conducted various compliance and monitoring initiatives in the provincial sphere of government, using different criteria. The findings and analysis of these initiatives are provided in Chapter 6 of this report.

### 2.2.1.3 PROVIDING SECRETARIAT SERVICES TO DISASTER MANAGEMENT INSTITUTIONAL STRUCTURES

The Dir: PIDCM provided secretariat services to the:

- a) National Disaster Management Advisory Forum (NDMAF)<sup>1</sup>, which met quarterly, as required, to discuss cross-cutting disaster management issues. The NDMAF is a technical forum in which national, provincial, local government and other disaster management role-players consult one another and coordinate their actions on matters relating to disaster management.
- b) Heads of Centres Forum (HoCeF)<sup>2</sup>, which met quarterly, as required, to discuss cross-cutting administrative issues on disaster management. The HoCeF creates a platform for Heads of Centres (HoCs) to engage one another on operational matters about disaster management coordination towards advancing cooperative governance across the spheres of government.

### 2.2.1.4 POLICY AND REGULATORY REVIEW: REVIEW OF THE DISASTER MANAGEMENT SYSTEM<sup>3</sup>

A review (overhaul) of the disaster management system was requested by the Cabinet in July 2022 due to the shortcomings of the current system. In light of the DMA's recommendations, it was necessary to include the national fire services in the task assumption. The challenges mentioned are primarily due to the fact that South Africa has seen an increase in the quantity, intensity, and impact of disasters (drought, floods, pandemic, severe weather, etc.) that occurred, either simultaneously or in quick succession. As a result, the agility, efficiency, and effectiveness required for the response to these disasters across the three spheres of government, risk analysis, prevention and mitigation measures, emergency preparedness, prediction and early warning systems, delivery of recovery and rehabilitation measures, and the functioning of fire and rescue services proved to be lacking.

It would appear that the root of the myriad of challenges that manifest as alluded to in the preceding paragraph is the deficiencies in the regulatory legislation that is not designed to respond to the constantly changing risk environment within the disaster risk management function. Furthermore, systemic and structural design of the delivery mode of the function as guided by legislation, also presents other challenges related to timing of delivery and bureaucracy. Key structures as prescribed by the Act are not always established, and where they are, they do not function adequately or productively to meet the requirements set out by the legislation.

Furthermore, key elements of the Disaster Management function were assigned to municipalities by way of legislation, but it was not accompanied by funding. There is a contradiction between the DMA and the Municipal Systems Act (MSA), which warrants bridging the gap between the DMA and the MSA. Section 9 (3) and Section 10 (3) of the MSA states that appropriate steps must be taken to ensure sufficient funding and capacity to perform the assigned function. As a result, municipalities do not have the funding and capacity to perform this function.

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1 See chapter 6 for more details on the activities of the NDMAF.

2 See chapter 6 for more details on the activities of the HoCeF.

3 Director of Policy, Institutional Structures and Compliance Management (PDISCM) was deployed by the Head of Centre to work on this project full-time.

The NDMC is proposing a new disaster management (and fire services) system in order to address the aforementioned issues. This system aims to improve the governance of the disaster management function by restructuring the administrative, structural, and financial aspects of the function in order to adequately respond to the growing risk of disasters and their inherent effects. The provision of fire services will follow the same guidelines, taking into account the fact that similar challenges apply.

The goal of the review (overhaul) of the disaster management (and fire services) system seeks to implement measures to prevent new and reduce existing disaster risks through the implementation of integrated and inclusive measures that prevent and reduce hazard exposure and vulnerability to disaster, increase emergency preparedness for response and recovery to take place immediately when needed, and thus strengthen resilience of communities. To achieve this goal, the main elements for the review (overhaul) of the disaster management system entail a fit-for-purpose system where the Executive, the Administration, and other stakeholder are reorganised to better govern and coordinate their respective legislative, administrative and societal mandates to implement measures to:

- better analyze risk, improve prevention and mitigation measures, ensure that emergency preparedness is implemented, refine prediction and early warning systems, accelerate the delivery of response,
- recovery and rehabilitation measures, strengthen key ancillary services that support the disaster management system and reposition the fire services function.

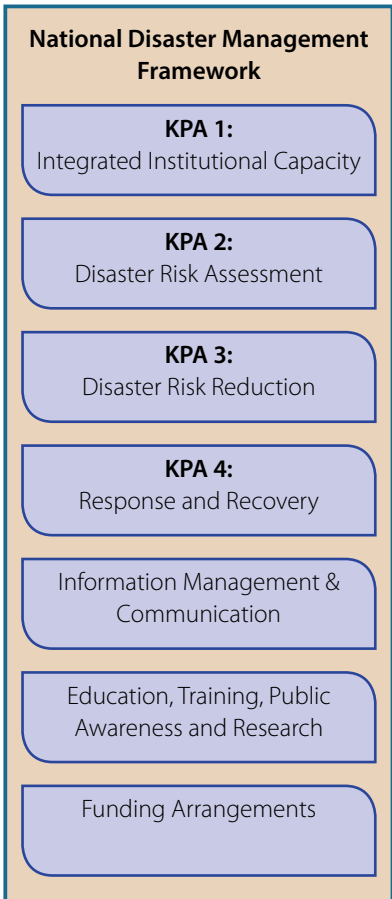
Over the period under review, the NDMC established that fundamental structural and systemic weaknesses emanating from legislation warrant a complete change in the system of disaster management. As a result, the branch conceptualised a new delivery model as informed by the outcome of a comparative analysis of the benchmarking exercise of the following countries/states; New Zealand, Russia, Brazil, Mozambique, California and Australia. The envisaged disaster management model emphasizes risk reduction over response, recovery, and rehabilitation. It is intended to be integrated into government planning at all levels and adequately funded throughout the disaster management phases, including planning, preparedness, early warning, response, recovery, and rehabilitation, with a focus on building resilience.

To improve coordination, a move away from intergovernmental relations (IGR) towards a legally strengthened approach is proposed, emphasizing compliance management and clear executive-administration interface. This change addresses challenges such as red tape, non-compliance, accountability, resource disparities, and role ambiguity. The model also shifts from the current system of concurrency to a centralized, top-down approach inspired by Mozambique, California, New Zealand, and Russia. Russia and California's decentralization approach, wherein regional offices are in provinces and municipalities, will be adopted to enhance emergency management, response, and fire services.

This proposed model aligns with the DMA Section 9, which tasks the NDMC with coordinating all aspects of disaster management. However, it acknowledges the current shortcomings in intergovernmental relations. The proposed disaster management model shares similarities with the current system but introduces key delivery changes that include introducing emergency management functions, localizing response and fire services, centralizing power, and investing in advanced technologies for early warnings, data capturing and information dissemination. While this model is intensive and may require longer-term implementation of some of its elements, it demands significant investments in technology and human resources. Retaining the capacity of provincial and municipal disaster management centers within this model will be considered, necessitating consultations, DPSA and labour involvement, and change management.

Cognisant of the magnitude and possible impact of the bold changes proposed, the NDMC undertook extensive consultations with all stakeholders through existing disaster management structures and across the three spheres of government. Inputs were received and used to refine the proposed model. Table 3 provides a summary of progress made in the review.

**Table 3: Progression to A Revised Disaster Management System**

Current operating model (being reviewed)	Draft strategic objectives to be pursued in the review	Draft emerging outputs to be pursued	Key outcomes (desired impact)
<p><b>Fire services, Urban Search and Rescue</b></p>  <p><b>National Disaster Management Framework</b></p> <p><b>KPA 1:</b> Integrated Institutional Capacity</p> <p><b>KPA 2:</b> Disaster Risk Assessment</p> <p><b>KPA 3:</b> Disaster Risk Reduction</p> <p><b>KPA 4:</b> Response and Recovery</p> <p>Information Management &amp; Communication</p> <p>Education, Training, Public Awareness and Research</p> <p>Funding Arrangements</p>	<p><b>Key Elements to be addressed in the revised Operational Model:</b></p> <ul style="list-style-type: none"> <li>• Strengthened capacity and capability across spheres and sectors.</li> <li>• Appropriate placement of the disaster management function across the spheres to provide adequate convening power for effective coordination.</li> <li>• Formalize multi-disciplinary DOC arrangements (procedures for “peace time and bolstering capacity in war time”).</li> <li>• Formalize suitable mechanisms to enhance functioning of joint coordination structures (Disaster management structures, NATJOINTS, Presidency).</li> <li>• Implement a centralized information management system and reporting protocols,</li> <li>• Mainstream disaster management in all organs of state.</li> <li>• Improve intergovernmental collaboration and coordination through integrated disaster management plans and hazard specific contingency arrangements.</li> <li>• Identify risks early through multi-hazard community-based risk assessments.</li> <li>• Educate communities to increase resilience and decrease vulnerability.</li> <li>• Improve Early Warning Systems to activate local early action initiatives.</li> <li>• Develop a disaster risk financing strategy for the country.</li> <li>• Review the Disaster Management Framework.</li> <li>• Develop Urban Search and Rescue and immediate response capacity that can be deployed according to the need.</li> </ul>		<p><b>Revised DM System that will have the following outcomes aligned with SFDRR:</b></p> <p>Reduced mortality, and reduced number of affected people.</p> <p>Reduced economic losses and reduced damage to critical infrastructure.</p> <p>Increased DRR strategies, programs and plans.</p> <p>Increased cooperation and collaboration.</p> <p>Increased access to early warning capabilities that leads to effective anticipatory and early action.</p>

## 2.3 CHIEF DIRECTORATE: DISASTER PREPAREDNESS, RESPONSE AND RECOVERY COORDINATION

The Chief Directorate: Disaster Preparedness, Response and Recovery Coordination (CD: DPRRC) has been continuing with the coordination of preparedness, response and recovery coordination as the overall mandate. The key functions of the CD: DPRRC are to coordinate and develop national disaster response and recovery strategies and plans, coordinate seasonal contingency planning to ensure seasonal hazards preparedness, response and recovery, and coordinate and activate joint operation committees to respond to various hazards and disasters, establish and implement mechanisms for funding disaster risk management, as well as coordinate the implementation of reconstruction and rehabilitation projects that incorporate the “Build Back Better” principle.

### 2.3.1 CONTINGENCY PREPAREDNESS MEASURES

South Africa, like many parts of the world, faces significant risks from climate change, particularly in the form of extreme weather events. These include severe droughts, floods, and wildfires, which have become increasingly frequent and intense over recent years. The growing complexity of these disasters necessitates a coordinated and multi-faceted approach to disaster preparedness and response. The NDMC thus coordinates the development and implementation of the National Disaster Management Contingency Plan (NDMCP), which is tailored to the seasonal risks and the plans for the Summer and Winter Seasons which were successfully developed, approved with implementation by organs of state monitored.

#### 2.3.1.1 SEASONAL CONTINGENCY PLANNING FOR DISASTER PREPAREDNESS FOR 2023/2024 FINANCIAL YEAR

- **Plan for the Summer Season:** Primarily focused on preparing for increased rainfall and potential flooding, as well as managing the heightened risk of wildfires in hot, dry regions.
- **Plan for the Winter Season:** Primarily focused on the preparedness measures for the most prevalent weather-related hazards in South Africa, which included fires, floods, drought, windstorms, and snow.

Contingency Planning is a legal requirement as per the DMA and provides a comprehensive and unified framework for dealing with any emergency related to extreme winter hazards. This includes measures for prevention, mitigation, emergency preparedness, response, and recovery, with the goal of reducing the impact on people's health, property, livelihoods, infrastructure, and the environment across the country. The plan takes a multi-hazard approach to disaster preparedness and encourages coordination among relevant government sectors, the private sector, and civil society to effectively implement emergency actions.

The contingency plan focuses on the preparedness, response, and recovery mechanisms that may be used by organs of state in the event of major incidents that could result in injuries, loss of life, damage to property, infrastructure, and the environment. These mechanisms are activated based on notifications from the SAWS, Provincial Disaster Management Centres (PDMCs), and Municipal Disaster Management Centres (MDMCs). The plan is based on a set of principles that prioritise:

- (i) Safeguarding, maintaining and restoring the health and wellbeing of communities.
- (ii) Sustained political commitment across the three spheres of government.
- (iii) A shared multi-sectoral and multi-disciplinary responsibility with the NDMC, PDMCs and MDMCs playing a coordinating role in this shared responsibility.
- (iv) Contributing to the resilience building of communities across the country.
- (v) Underpinning the risk management approach by also including prevention and mitigation of risks while also taking care of coordinated response and recovery.

Making funding and appropriate resources available for implementation of the plan.

The plan identified the hazards for which planning had been conducted for the respective season and outlined the roles and responsibilities of stakeholders involved in dealing with these hazards, in accordance with constitutional and legislative mandates. Notable is that the National Plans do not replace contingency plans of individual stakeholders responsible for managing specific hazards.

Through the leadership of the NDMC and the collaborative efforts of multiple sectors and communities, the country strived to enhance its resilience to prevalent hazards, particularly droughts, floods, and fires. Furthermore, emphasis was on the investment in planning, resource mobilisation, and innovative technologies critical in addressing the growing challenges posed by severe weather patterns.



### 2.3.2 COORDINATION OF EFFORTS ON DISASTER INCIDENTS IN THE COUNTRY

Under the direction of the SAWS forecasts, the NDMC has been coordinating disaster preparedness and response and recovery measures by organs of state in the country. Furthermore, coordination has been taking place at provincial and local levels through the PDMCs and MDMCs, respectively. The organs of state, stakeholders and structures have been activated for preparedness and response measures focusing on immediate humanitarian relief ensuring that all affected persons are safe and that their basic needs are met (i.e. search and rescue missions, evacuations, distribution of relief materials, etc.).

Like past reporting periods, this one was characterised by severe and widespread disaster incidents in parts of the country, particularly severe weather incidents. The nation's disaster frequency and severity are major causes for concern. Preventing and/or reducing the impacts of the disasters should be the main priority, as some of these effects are avoidable, especially in cases where early warnings were issued and widely publicised.

A surge in disasters necessitates unconventional business practices from all stakeholders, particularly the enhancement of early warnings followed by prompt action to lower community vulnerabilities and disaster risks. As a result, the NDMC has coordinated a national response in support of the affected provinces and stakeholders. Notable is that some of the incidents were coordinated by the affected organs of state through existing legislation and contingency arrangements. As a result, the NDMC coordinated occurrences that were at a larger scale.

### 2.3.3 FLOODS AND SEVERE WEATHER EVENTS

The financial year was marked by severe and widespread flooding across South Africa, bringing unprecedented challenges to communities and the government alike. These floods, which were brought on by a combination of intense weather patterns and prolonged rainfall, affected multiple regions, causing significant damage to infrastructure, disrupting livelihoods, and claiming lives. From the urban centers of Gauteng to the rural expanses of KZN and the agricultural heartlands of the Free State, the floods impacted nearly every corner of the country.

The SAWS had forecasted these severe weather events, leading to early warnings and the activation of contingency plans at various governmental levels. Despite these preparatory measures, the scale and severity of the flooding overwhelmed many areas, necessitating a comprehensive and coordinated disaster response. The NDMC played a pivotal role in classifying these events as disasters under the DMA, which facilitated the mobilisation of resources and coordination of relief efforts.

During the year, the floods not only tested South Africa's disaster preparedness and response systems but also highlighted the state of resilience of its communities. As the nation grappled with the immediate impacts, these events underscored the urgent need for robust disaster management frameworks and long-term strategies to mitigate future risks. This period of intense flooding will be remembered as a critical chapter in South Africa's ongoing battle against the forces of nature.

### 2.3.4 COORDINATION OF RESPONSE EFFORTS

In response to these catastrophic floods, the South African government, through the NDMC and various provincial disaster management teams, mobilised resources to support the affected regions. Emergency services, including the SANDF, were deployed to assist with search and rescue operations and provide immediate relief to displaced and affected individuals. Temporary shelters were established to house those who had lost their homes, and humanitarian aid was distributed to meet the basic needs of the affected populations.

Reconstruction and rehabilitation efforts began in earnest as soon as the waters receded. Focus was placed on rebuilding critical infrastructure, such as roads, bridges, and public utilities, and on providing financial and material support to individuals and businesses affected by the floods. The government also emphasized the importance of building more resilient infrastructure to better withstand future extreme weather events. Additionally, there was a concerted effort to involve communities in the recovery process, recognising that local knowledge and participation are essential for effective disaster management and long-term resilience building. The floods served as a stark reminder of the increasing frequency and intensity of extreme weather events, likely exacerbated by climate change, and highlighted the need for robust and proactive disaster preparedness and response strategies.

### 2.3.5 ONGOING RECOVERY AND RESILIENCE BUILDING

In the aftermath of the floods, the focus shifted to recovery and rehabilitation. Efforts were made to restore infrastructure, support economic recovery, and provide psychological and social support to the affected communities. The disaster also underscored the need for improved disaster risk reduction and preparedness strategies to better cope with future events. In the year under review, the floods highlighted the critical importance of proactive disaster management and the need for a coordinated, multi-sectoral response to effectively address the impacts of large-scale natural disasters. The experience also emphasized the value of early warning systems, community preparedness, and the capacity to swiftly mobilise resources and implement contingency plans.

### 2.3.6 DROUGHT CONDITIONS

Despite the focus being on flooding and severe weather events, the NDMC continued to undertake comprehensive monthly monitoring of drought conditions across South Africa. This was achieved through the use of specific indicators that measure average rainfall over various temporal scales, including monthly, seasonal, and annual periods. These indicators provided a detailed understanding of both short-term fluctuations and long-term trends in rainfall, which are crucial for assessing drought severity and its potential impacts on different regions of the country.

To gain a thorough picture of the drought situation, the NDMC collaborated closely with a wide array of stakeholders who provided essential on-the-ground data and insights. Provincial and local government agencies played a pivotal role in offering localised reports and data, which are indispensable for understanding the specific impacts of drought and determining the necessary responses in different areas. Agricultural bodies and farmers' associations contributed valuable information on how drought conditions affect crop production and livestock, aspects that are critical for maintaining food security and economic stability in the country. Additionally, water management authorities supplied updates on the status of reservoirs, rivers, and other water sources, which are vital for managing the nation's water supply and planning for potential shortages. The SAWS, with its meteorological expertise, provided forecasts and analyses that helped predict future weather patterns and anticipate potential developments in drought conditions for informed decision-making.

These diverse reports were meticulously coordinated and analysed by the NDMC to produce detailed drought assessments. These assessments were crucial for informing strategic decision-making at the national level. The critical findings and information gathered were shared with the National Joint Drought Coordination Committee (NJDCC), PDMCs and other relevant stakeholders, ensuring a well-coordinated response to the drought challenges facing some parts of the country.

### 2.3.7 DROUGHT CONDITIONS IN THE 2023/24 PERIOD

Below normal rainfall and dry conditions during January to April resulted in some areas over much of the northern parts of the country experiencing moderate to severe drought conditions at a shorter term (6 month period). On the other hand, above normal rainfall during the 2023 summer season resulted in an increase in vegetation activities with the central parts of the country being extremely wet. Drought extent and intensity diminished over this region and the vegetation activity was significantly above the mean with drought extent extremely limited as well.

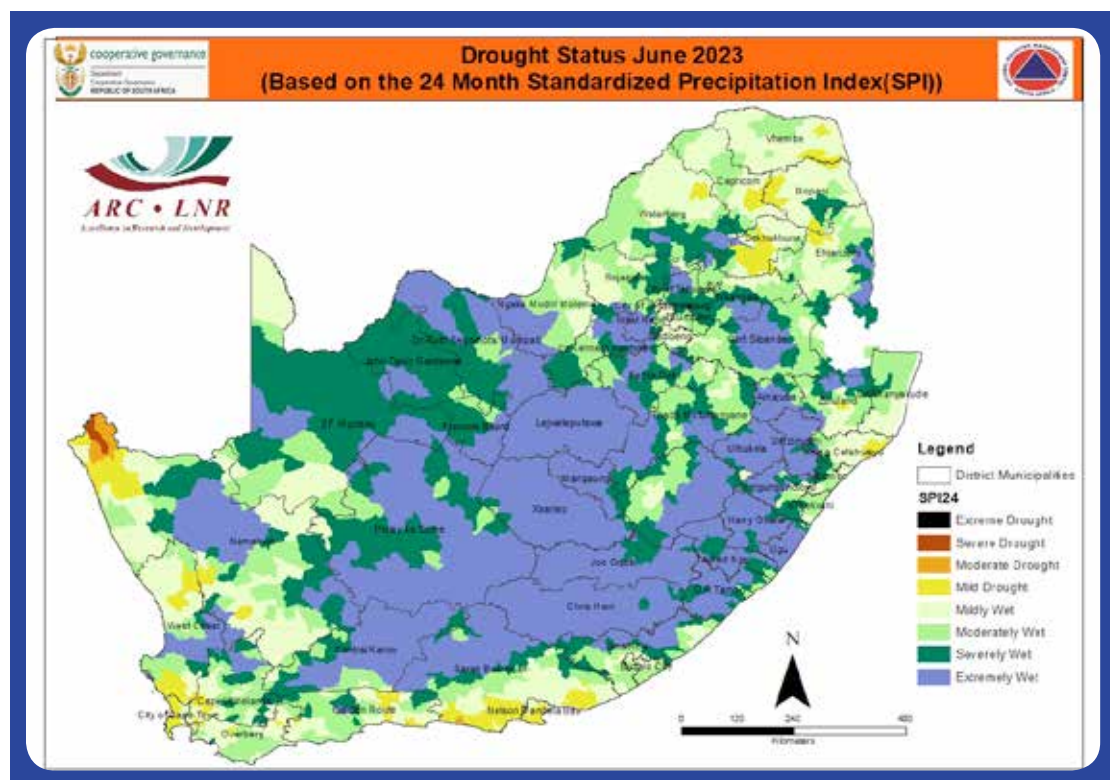


Figure 6. Drought status for June 2023

Drought occurrence remained very limited over the central parts of the country following the three wet summers of above normal rainfall. This resulted in an increase in vegetation activity over large parts of the country. However, some areas in the northern part of the country experienced relatively dry conditions indicating a drought emergency in these areas. As such, the cumulative vegetation activity in these areas are poor and reflects the emergence of drought conditions. The southern parts of the country are mostly drought free whilst the northwest and south to the central parts of the country are extremely wet.

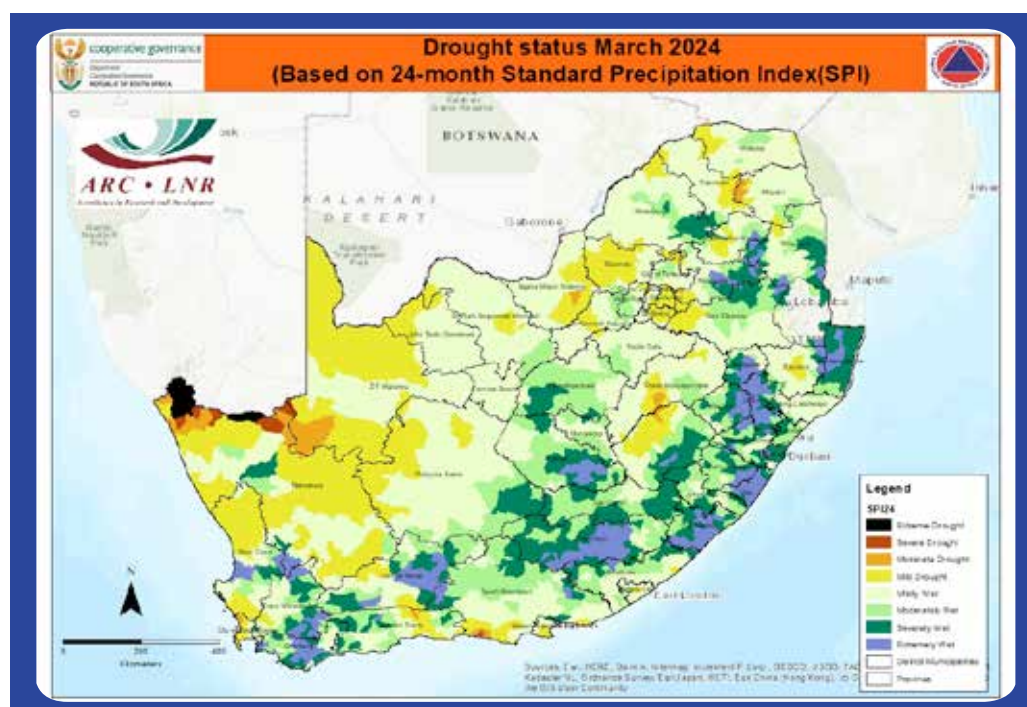


Figure 7. Drought status for March 2024

## 2.3.8 MULTISECTORAL DISASTER RESPONSE AND RECOVERY COORDINATION APPROACH

Government continued with a three-tier transitional approach to better coordinate response, recovery and reconstruction measures within all affected provinces. These included 3 phases which are immediate humanitarian relief, stabilization and recovery and rehabilitation and reconstruction. In addition to building and repairing major infrastructure, phase transitions also entail building homes and repairing damaged infrastructure in appropriately situated areas, along with taking precautions to shield the residents of these areas from such adverse weather events in the future.

### Phase 1: Immediate Humanitarian Relief.

During disaster situations, the paramount concern is the safety and well-being of all affected individuals. Effective coordination is essential to meet their basic needs swiftly and efficiently. Humanitarian relief was provided by government through relevant organs of state and role-players through their existing programmes.

### Phase 2: Stabilization and recovery

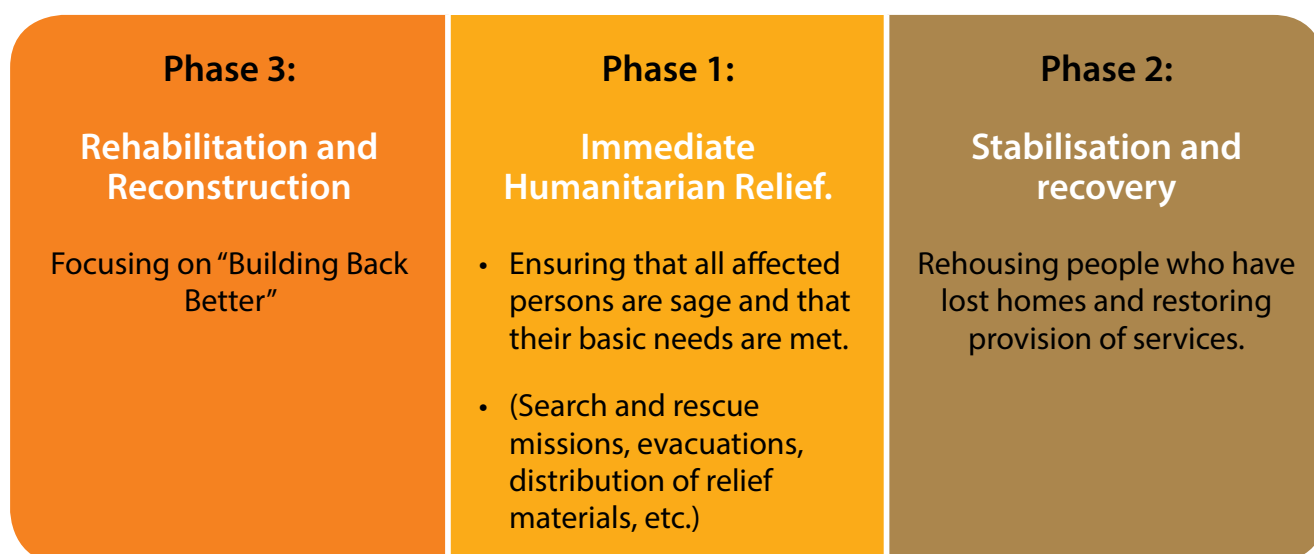
Phase 2 efforts on stabilization and recovery interventions was implemented particularly through the provision of yellow fleet, identification of land packages by the municipalities and relevant organs of state, as well as the provision of Temporary Residential Units (TRUs) by the Department of Human Settlements (DHS) and relevant stakeholders, amongst others.

### Phase 3: Rehabilitation and Reconstruction

Effective disaster risk management planning, including spatial planning by all organs of state and other role-players, required careful identification of priority disaster risks and the most vulnerable areas, communities and households. Disaster risk assessment and risk reduction efforts and the continuous monitoring of the conditions on the ground were undertaken in line with early warnings and advisories issued by SAWS in mitigating against further deterioration of conditions and enhancing the “Building Back Better” principle of disaster risk management.

All organs of state and stakeholders were constantly urged to develop, update and implement disaster management plans that include contingency plans in line with their legislative mandates. The plans had to give explicit priority to the core principles of disaster prevention and mitigation including effective land-use planning. The effects of disaster incidents, particularly the flooding incidents, were devastating and regrettably eroded the great interventions and investments by government within the communities. However, these unfortunate incidents present opportunities to incorporate disaster risk reduction actions which include the “Building Back Better” principle for sustainability and resilience building within communities.

The diagram below depicts the three-tier transitional approach:





### 2.3.9 KEY INSTITUTIONAL ARRANGEMENTS

To facilitate and coordinate preparedness, response and recovery measures, relevant institutional arrangements are activated to streamline efforts across the spheres of government. The following are the institutional arrangements in place:

#### (i) Intergovernmental Committee on Disaster Management (ICDM)

The Intergovernmental Committee on Disaster Management (ICDM) plays a crucial role at the national level. Led by the COGTA Minister, the ICDM includes key cabinet members. This high-level committee provides executive leadership, ensuring that the disaster response is coordinated with clear strategic direction. The involvement of top government officials not only emphasizes the importance of the disaster response but also ensures that the necessary resources and attention are dedicated to these efforts. The ICDM's primary responsibilities include overseeing the overall disaster management strategy and making policy decisions to align national priorities with on-the-ground relief and recovery activities.

(ii) Further enhancing the national response is the extended National Joint Flood Coordination Committee (e-NJFCC), coordinated by the DCoG. This committee is integral to preparing for and managing the immediate response to disasters, particularly floods in this context. It consists of Accounting Officers from all relevant organs of the state, ensuring a comprehensive approach that covers all necessary sectors. The e-NJFCC is responsible for implementing preparedness measures, developing contingency plans, and executing intervention strategies to mitigate the disaster's impact. In addition, there is the National Joint Flood Coordination Committee, a technical structure in support of the e-NJFCC. The NJFCC coordinates the reports pertaining to the status of response measures, including areas requiring interventions and escalations to the E-NJFCC.

(iii) The NJFCC Technical Task Teams are activated to provide specialised support to the NJFCC. These teams focus online-function sectoral matters, ensuring that sector-specific responses are well-coordinated and aligned with the overall disaster management efforts. Their expertise is crucial in enhancing the coordination and integration of efforts among various state organs, leading to a more efficient and effective response. The Technical Task Teams include the following sectors:

- Health and Medical Services (Lead: Department of Health);
- Humanitarian Relief and Donor funding coordination (Lead: Department of Social Development);
- Integrated Flood Risk and Early Warnings (Lead: DCoG-NDMC);
- Food and Nutrition Security (Lead: DALRRD);
- Communication and Community mobilization (Lead: GCIS);
- Security and Emergency Search and Rescue (Lead: South African Police Service (SAPS);
- Infrastructure Interventions (Lead: Department of Public Works and Infrastructure and DCoG through MISA);
- Economic Recovery and Reconstruction (Lead: Department of Trade Industry and Competition (DTIC); and
- Finance and International Contributions Coordination (lead: National Treasury and International Relations and Cooperation).

(iv) At the provincial and local levels, the coordination is equally critical and is managed through the activation of PDMCs and MDMCs. These centres act as the operational hubs for disaster response within their respective jurisdictions. The PDMCs and MDMCs are responsible for the local implementation of relief efforts, engaging with a range of stakeholders including local government departments, emergency services, non-governmental organisations (NGOs), and community groups. Their role is to ensure that relief efforts are tailored to the specific needs of the affected areas and that they are executed swiftly and effectively. This localised approach allows for a more responsive and flexible disaster management strategy, as these centres can adapt their operations to the immediate needs of their communities.

## 2.4 CHIEF DIRECTORATE: DISASTER RISK REDUCTION AND CAPACITY DEVELOPMENT

The Chief Directorate: Disaster Risk Reduction and Capacity Development (CD-DRRCD) comprises a Chief Director, two Directors, two Deputy Directors, an Assistant Director and an Administrative Assistant. The CD-DRRCD is responsible for Promotion of education, training and public awareness among role-players and communities, as well as facilitation of the development and implementation of DRR frameworks, DMPs and criteria on the assessment of DMPs.

### 2.4.1 DIRECTORATE: EDUCATION TRAINING, AWARENESS AND RESEARCH

The Directorate: Education Training, Awareness and Research comprises a Director, two Deputy Directors, and one Assistant Director in terms of the current organisational structure. The Directorate had three indicators in the operational plan for the financial year and they were achieved.

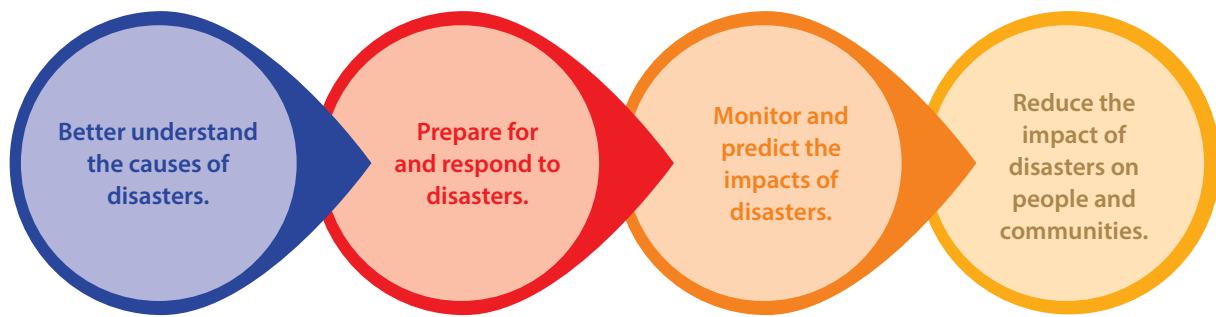
#### 2.4.1.1 SUB-DIRECTORATE: ADVOCACY AND AWARENESS

The Sub-Directorate: Advocacy and Awareness comprises a Deputy Director. The objective of this Sub-Directorate is to promote a culture of risk avoidance among stakeholders by capacitating role-players through creation of Public Awareness Programmes in Disaster Risk Management (DRM). Public education is essential in ensuring that members of the community are prepared to avoid disaster risks and to know how to respond in the event of a disaster. The NDMC, according to Sections 8 and 9 of the DMA is established and entrusted with a responsibility to promote an integrated and coordinated system of disaster management, with special emphasis on prevention and mitigation, by national, provincial, and municipal organs of state, statutory functionaries, other role-players involved in disaster management and communities. This is in line with the implementation of the Integrated Public Awareness Strategy (IPAS) as indicated in the NDMF.

The objectives of IPAS are informed by a need to ensure that DRR messages are conveyed to build capacities across the DRM continuum in a manner that is comprehensible to the specified target groups, encourage risk avoidance behaviour, are pro-development and carry enough depth to inculcate political will. Part of the measures for implementing the objectives of IPAS is conducting Advocacy and Awareness events which is an integral part of DRR. In implementing IPAS, events that were conducted during this financial year are highlighted to demonstrate how the Department, in collaboration with the various stakeholders, promotes activities aimed at bringing resilience to the communities.

#### a) Science Awareness Week

Globally, there is an agreement that space exploration and the application of space technologies are essential to solving many of the challenges that we face and will face in the future. Knowledge of space technologies improves our ability to manage and sustain our natural environment and resources, increase the mobility of people and products and deal with health and security threats. This further offers instant communication, enables us to accurately observe and locate any spot on earth and empowers us to timeously foresee and deal with economic and human catastrophes. As a technologically advancing country and part of the global village, South Africa is increasingly also reliant on space-based services and applications. In a world where natural disasters are an increasingly prominent threat, the role of science and technology in disaster management is paramount. Science and technology can help us to:



**Figure 8: Overview of Science and Technology in Disaster Management**

The above aspects are also aligned to Section 6.3.3 of the NDMF which advocates that schools must be regarded as focal points for raising awareness about DRM and DRR. The NDMF further advises that aspects of DRM must be integrated into the existing education programmes of relevant professions associated with DRM. In response to these legislative imperatives, the South African National Space Agency (SANSA) coordinates Science Awareness Programmes across the country to, among others,

- (i) promote science advancement and public engagement,
- (ii) participate in national science awareness events, and
- (iii) encourages studies in science, engineering, etc.

These Science Awareness Programmes aim to improve the levels of awareness, enjoyment and interest in science for all of society. A key driver for science awareness activities is to provide members of the public, higher education institutions and high schools the opportunity to access information around careers, research projects, infrastructure and benefits to the public.



**Figure 9: Drone Technologies to Learners and Demonstration of Robotics**

Based on the above analysis there is still a lot to be done on issues relating to Science, Technology, Research and Innovation to solve DRR and other related issues. The aim is to invest more in learners from the primary school levels all the way up to Institutions of Higher Learning (IHL) by providing the necessary information and guidance, but more importantly to create an innovative culture among the society at large. SANSA is continuously targeting rural areas around the country to encourage learners to pursue careers in Science, Technology, Research and Innovation, to among others, reduce risks within their communities.

This gives effect to SDG (Goal 4), which strives to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. In addition, by 2030, all students will have the knowledge and abilities necessary to advance sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, the advancement of a culture of peace and non-violence, global citizenship, and an understanding and appreciation of cultural diversity and the role that culture plays in promoting sustainable development.

#### **b) Coordination of capacity building initiatives**

The annual Science Week by SANSA, in collaboration with the NDMC and other stakeholders, is in line with goals and objectives of the Sendai Framework, SDGs and IPAS. Sustainable Development Goals (Goal 4), which strive to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. In addition, by 2030, all students will have the knowledge and abilities necessary to advance sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, the advancement of a culture of peace and non-violence, global citizenship, and an understanding and appreciation of cultural diversity and the role that culture plays in promoting sustainable development.

Meanwhile, the SDG aims to substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards resilience to disasters. In alignment with the latter, IPAS seeks to promote a culture of risk avoidance behaviour among all stakeholders and communities at risks. Based on the above analysis, it is encouraging to note that SANSA continues to work with all the relevant stakeholders, including the NGOs, to implement measures and come up with technological and innovative solutions to solve issues related to DRM, environmental impact management, and natural resources management.

Noting the risk of climate change, the NDMC regards public awareness, education and research as one of the DRR measures to inculcate a culture of risk avoidance behaviour in the communities. Through the Science Week Capacity Building Programmes, it has become evident that science and technological initiatives can prevent and solve DRR and other related issues through multi-sectoral partnership with government sectors, NGOs and private companies in the field of promoting science, technology and innovation.

#### **c) Disaster Risk Awareness Campaign**

Informal settlements are residential areas where inhabitants have no security of land tenure and are often located in environmentally hazardous or undesirable areas such as flood lines. Informal settlements are also indicative of poverty and inadequate living conditions such as lack of basic services and non-compliance with the current planning and building regulations. Due to their construction and landscape characteristics, informal settlements are vulnerable to a range of natural and anthropogenic hazards. In particular, poor infrastructure and the use of domestic fuels for heating and cooking make informal settlements communities vulnerable to fire hazards. Fires are more often reported to be started by cooking on open fires, using unstable stoves and combustible fuels and unsafe electrical connections.

Informal settlement fire is one of the most occurring disaster incidents in Emadlangeni Local Municipality (LM) within the Amajuba District in KZN Province due to unprecedented outbreak of informal settlements. Issues such as density in the informal settlement hinder access to provide emergency services by fire fighters (as depicted in Figure 10 below).





**Figure 10: Non-compliance to Building Regulations in Informal Settlements**



**Figure 11: Some of the Fire Risk Drivers**

Building resilience and reducing turbulence due to the fire hazard requires a collaborative effort. As we already know that the use of candles and unsafe stoves are among the factors that contribute to these fire incidents, we should investigate other more sensible, safer approaches, such as enhancing community involvement. Partnerships with the private sector towards investing in engineering and technological innovations to reduce informal settlement fires are also encouraged. The Disaster Risk Awareness Campaign at Emadlangeni LM was concluded with the pilot project on the installation of smoke alarms in identified houses. Figure 12 below provides a diagrammatic representation of the project.





**Figure 12: Installation of Smoke Alarms**

It should be noted that the rapid growth of informal settlements at Emadlangeni LM hinders the attainment of SDG number 11, which aims to “make cities and human settlements inclusive, safe, resilient and sustainable”, as well as the SFDRR that aims to substantially reduce global disaster mortality by 2030. Technological and engineering measures continue to play an important role in DRR with the involvement of private sectors. There is also a need for the MDMC to increase awareness about the risk of density when building within the informal settlements. Correcting this will improve accessibility by emergency services during the fire incidents.

#### **d) 2023 International Day for Disaster Reduction**

The commemoration of the IDDR provides a platform to advocate for political commitment and support before, during and after a disaster. Finally, the day avails possible measures to encourage individuals, communities, government and civil society to contribute and become agents of change in building disaster resilient communities, countries and regions.

The 2023 IDDR was commemorated under Theme: *“Fighting Inequality for Resilient Future”*. The 2023 IDDR Theme focused on the reciprocal relationship between inequality and disaster vulnerability. While unequal access to services such as finance and insurance leaves most at-risk people exposed to danger, the impacts of these disasters exacerbate inequality, pushing the most at-risk groups deeper into poverty. The commemoration of the 2023 IDDR also built on the outcomes of the High-Level Meeting of the General Assembly on the Mid-term Review of the SFDRR, where Member States adopted a political declaration to accelerate their efforts to strengthen disaster resilience. More emphasis was put on ensuring increased access and provision of adequate disaster risk information and assessments to communities at risk.

The SFDRR calls for, “More dedicated action needs to be focused on tackling underlying disaster risk drivers such as the consequences of poverty and inequality”. This further translates that, “DRR requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted.”

The commemoration of the 2023 IDDR reflected on the work that the country has embarked on in responding to issues of inequality in disaster management. This was initiated by a brief reflection on the KZN April 2022 floods. The case study on the KZN floods was aimed at not only showing the impact of these floods but to also share the gender representation at the shelters where the affected communities were housed. The effect of the gender vulnerability during the KZN Floods was also acknowledged by the Minister for the Department of Social Development (DSD), who stated that, “Women are very often more vulnerable to disasters and in most cases, hit harder than their male counterparts as they are often socially and economically disadvantaged, and take care of the fragile members of the community and their children”.

## Case Study: April 2022 Floods in the KwaZulu-Natal Province

In the wake of the KZN case study, significant advancements in gender mainstreaming within the disaster community have been noted, especially with regard to strategies aimed at improving women and children's resilience to disasters. The following diagrammatic representations, which include a summary of each event or programme, showcase some of the programmes that the NDMC has implemented in collaboration with various stakeholders.

### CASE STUDY: FLOODS – APRIL 2022 IN KWAZULU- NATAL PROVINCE

Minister of Social Development, Minister Lindiwe Zulu acknowledged that the majority of those affected were women and children.

"Women are very often more vulnerable to disasters and in most cases, hit harder than their male counterparts as they are often socially and economically disadvantaged, and take care of the fragile members of the community, and their children".



WARD	SHELTERS	OCCUPANTS	M: Male F: Female C: Children
eThekweni	71	6377	M: 1588 F: 2891 C: 1898
Bembe	12	211	M: 45 F: 92 C: 74
Umgungundlovu	1	88	M: 15 F: 29 C: 44
<b>TOTAL</b>	<b>84</b>	<b>6676</b>	

Figure 13: Case Study: April 2022 Floods in the KZN Province

**Gauteng Department of Cooperative Governance and Traditional Affairs**

"Gender issues must be integrated into disaster risk management policies, plans and decision-making processes, including risk assessment, early warning information management and education and training. Ms Jamila Ndovela, Director: Disaster Management. #WomenInDisasterRiskReductionRoundtable"

**Gauteng Department of Cooperative Governance and Traditional Affairs**

### Women in Disaster Risk Reduction: Roundtable Discussion (26 August 2022)

The National Disaster Management Centre (NDMC), in partnership with Provincial and Local disaster management stakeholders engaged on Gender Mainstreaming initiatives.

Recommendations included:

- Encourage women to take active part in community meetings.
- Promotion of women's leadership and empowerment in advancing resilience at the local level in terms of driving the risk reduction agenda.
- Psycho-Social Support services to disaster victims, especially women as they are care givers.
- Inclusion of women in strategic DRR positions.

**Gauteng Department of Cooperative Governance and Traditional Affairs**

MESSAGE GAUTENG DEPARTMENT OF COOPERATIVE GOVER...

Figure 14: Women in DRR Round Table Discussion



**WORKSHOP ON GENDER MAINSTREAMING IN END-TO-END EARLY WARNING SERVICES (EWS) - FLOOD FORECASTING AND INTEGRATED FLOOD RISK MANAGEMENT IN THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC) REGION**

- The NDMC is actively engaging regional partners in promoting Gender Mainstreaming of DRR initiatives within the SADC region.
- Regional Workshop comprising of African countries like Malawi, Lesotho, eSwatini, etc. coordinated by the South African Weather Service (SAWS) took place on 10-12 May 2023 in South Africa.



Figure 15: SADC Gender Mainstreaming Workshop on Flood Forecasting



**COMMUNITY OUTREACH AWARENESS CAMPAIGNS AND TRAINING ON IMPACT-BASED EWS**

- The NDMC, in partnership with the SAWS, conduct community outreach, awareness and training on Impact Based EWS.
- Empowerment of women in communities is prioritized to gain understanding of risk, vulnerability and EWS.
- Women are a valuable source of knowledge as disaster management actors in Community-Based Risk Assessments.
- Women are often agents for distribution of Early Warnings within affected communities.



Figure 16: Awareness Campaigns on Impact-Based Early Warning Systems

In building resilience, it is imperative to promote gender equality and prioritise the active participation of members of society in all aspects of disaster management. By harnessing the collective knowledge, skills and experiences of all individuals, these systems can be more comprehensive, inclusive, effective, and resilient in protecting vulnerable communities. While these issues have been raised in various Forums, there is still a need to continue advocating the significance of focusing on issues of gender equality. Furthermore, it is critical to facilitate discussions of the diverse range of DRR models that have leveraged women-led innovations and partnerships with women and Community-Based Organisations (CBOs), thus enabling more effective, inclusive and responsive DRR outcomes.

The commemoration of the 2023 IDDR is aligned to Goal 10 of the SDGs which is aimed at reducing inequality within and among countries. The social and economic inequalities and disadvantages in early life can limit opportunities for the realisation of one's rights and the ability to realise one's full potential. As a result, this requires early interventions and investing in all children, especially the poorest and most marginalised. This is central to breaking intergenerational poverty and inequality. The focus on the Girl Child at the Capricorn 2023 IDDR is a step towards achieving Goal 10 of the SDG thus enhancing resilience within the School environment and the community at large. This further contributes largely to the DRR Agenda which is the cornerstone of the Disaster Management Legislation.

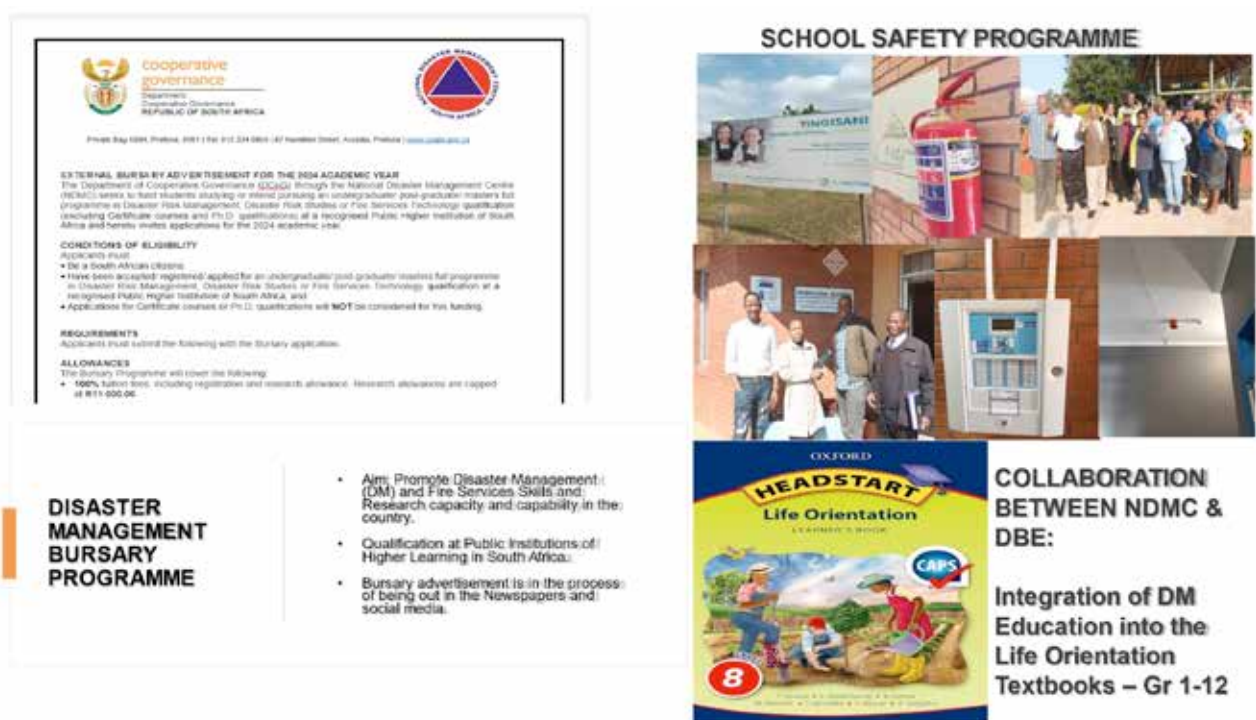


Figure 17: NDMC-Driven Programmes

#### e) Provincial Launch of the Summer and Festive Season Multi-Agency Disaster Risk Awareness Campaign

The KZN PDMC in collaboration with Msunduzi LM within Umgungundlovu District Municipality conducted the launch of the Summer and Festive Season Multi-Agency Disaster Risk Awareness Campaign on the 15th of December 2023. The event was held in collaboration with various DM Stakeholders including, among others, the NDMC, Provincial House of Traditional and Khoi-San Leaders, South African Police Services (SAPS) (Search and Rescue Unit), National Sea Search and Rescue Institute (NSRI), South African Red Cross Society (SARCS), Al-Imdaad Foundation, SAWS, Private Emergency Services, Working on Fire (WOF), as well as community members (see Figure 18 below).





**Figure 18: Overview of Stakeholder Participation at Wadley Stadium, Msunduzi LM**

The Multi-Agency Disaster Risk Awareness Campaign means a combination of facilities, equipment, personnel, procedures and communications integrated into a common system with responsibility for coordinating and supporting domestic incident management activities. Showcasing the state of readiness and preparedness for any disaster event that might occur during the Summer and Festive Season was one of the goals of using the Multi-Agency approach for this Campaign. The chance to indicate how prepared they were to support communities over the summer, including any hazards related to the festive season, was given to the primary and secondary DM role-players.

Section 30(1)(a) of the Act states that the PDMC must specialise in issues concerning disasters and DM in the Province. Section 30(1)(b) further advocates that the PDMC must promote an integrated and coordinated approach to Disaster Management (DM) in the Province, with special emphasis on prevention and mitigation, by:

- (i) Provincial Organs of State in the Province; and
- (ii) Other role-players involved in DM in the Province.

Against this Legislative background, the PDMC show-cased its resources (Figure 19) towards managing DM issues in the Province. The PDMC also show-cased its coordination capabilities in collaboration with some of the role-players that were represented at this event.





**Figure 19: KZN PDMC Showcasing Response Resources**

In an effort towards preventing and mitigating risks within a Municipality, according to Section 47(1) of the Act prescribes that a MDMC, to the extent that it has the capacity, must give guidance to organs of state, the private sector, NGOs, communities and individuals in the Municipal area to assess and prevent or reduce the risk of disasters. Through assessments, it has been noted that the Msunduzi LM encounters various forms of fires including accidents associated with the spilling of hazardous materials due to trucks passing their roads on a daily basis. Taking into account that the Msunduzi LM area becomes engulfed with Seasonal Fire risks, the Umgungundlovu District Municipality Fire Service showcased their human and resource capabilities to deal with this hazard as depicted in Figure 20 below. Participants were enabled to understand the risks associated with the Fire hazard. They were also provided with tips on how they ought to behave when encountering a Fire hazard.



**Figure 20: uMgungundlovu District Municipality Fire Service Capabilities**

The Act clearly obligates the NDMF to reflect a proportionate emphasis on disasters of different kinds, severity and magnitude that occur or may occur in Southern Africa, placing emphasis on measures that reduce the vulnerability of disaster-prone areas, communities and households. To this end, the NDMF must, among others, facilitate:

- The involvement of the private sector, NGOs, traditional leaders, technical experts and volunteers in disaster management.
- Community participation in DM.
- Partnerships between organs of state and the private sector, NGOs and communities.

Finding missing persons, particularly during flood incidents that are a priority within the KZN province, advising politicians, disaster practitioners and community members on the steps that ought to be taken when the Early Warning messages are issued are just a few of the Legislative imperatives that various stakeholders (Figure 21) exhibited their resource capabilities towards. The involvement of the NGOs towards responding and reducing the communities' vulnerability to disaster risks cannot be overlooked. It was encouraging to hear of the interventions done by the SARCS and the Al-Imdaad Foundation within the KZN Province which included, among others, humanitarian relief as well as capacity building initiatives.







**Figure 21: Organisations Showing their Resource Capabilities for Response and DRR Initiatives**

The community was given an opportunity to engage with these Institutions, understand their functions, and obtain the necessary contact details in case something needed to be done. This was done with the intention of lowering vulnerability in the community by teaching people about the proper protocols to follow when such services are required.

The value of multi-sectoral partnerships extends well beyond one phase of DRM or one function. Multi-sectoral partnerships promote knowledge and learning sharing, cut down on redundancy, and improve the efficiency of DRM initiatives. Additionally, multi-sectoral partnerships boost DRM's overall capacity through effective coordination of data, expertise, capabilities and resources. Multi-sectoral partnerships spur innovation by bringing together diverse perspectives to design solutions and strategies. It further creates opportunities for more holistic risk and vulnerability management and long-term resilience building.

The above efforts are in line with Section 6.5.1 of the NDMF which prescribes that the IPAS must be developed and implemented nationally to encourage risk avoidance behaviour by all role-players, including all Departments in the three spheres of government as well as communities known to be "at risk". IPAS serves as a Framework for promoting an informed, alert and self-reliant society, capable of playing its part in supporting and cooperating with government in all aspects aimed at lessening vulnerabilities and ultimately, reduce risk of disasters.

#### **f) Results of Monitoring of Prevention of Mitigation and Initiatives**

The hosting of the Integrated Advocacy and Awareness events is aligned to, among others, Section 20 of the Act, the Indicators of the Sendai Framework as well as the implementation of the objectives of IPAS. The development of the National Advocacy and Awareness Plan provided an opportunity to monitor the Programmes submitted by the various stakeholders. However, it has been noted that some of the stakeholders relevant to these Programmes are not informed on time to enable their inputs in the Programme as per their respective mandates. It was however encouraging to note that the development of the Programmes by the various Provinces are in line with their Provincial Risk Profiles. On the contrary, it has become evident that the Risk Profiles have not been reviewed to accommodate the emerging risks due to Climate Change such as the Tropical Cyclones. As such, the Provinces / Municipalities do not have planned Programmes to reduce vulnerabilities within the communities should the new hazards/risks emerge. The Project conducted by the Directorate in collaboration with the

Department of Forestry, Fisheries and Environment (DFFE) provides an opportunity for the DMPs to incorporate aspects of Climate Change.

The support provided to the Programmes that were conducted also assisted in monitoring the implementation of the objectives of IPAS as well as the implementation of the Targets of the SFDRR. It is encouraging to note that implementation of the Programmes by the various Provinces was aligned with the objectives of IPAS. Some of the Provincial Programmes were also in line with the implementation of the previous SFDRR. The last Programme attended within the Umgungundlovu DM in KZN is aligned to Target G of the SFDRR. Provinces raised concerns that it is difficult to perform research on the effects of Advocacy and Awareness campaigns within the communities because of capacity issues. One way to address the research limits within provinces is to incorporate this component nationally through the draft National Research Agenda being produced by the NDMC.

#### 2.4.1.2 SUB-DIRECTORATE: EDUCATION, TRAINING AND RESEARCH.

The Sub-Directorate: Education and Training is responsible for formalised capacity-building initiatives across the DRM continuum. This capacity building responsibility is highlighted in Sections 15 and 20 of the DMA Act as follows:

- Section 15, Sub-section (1)(h): 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 15, Sub-section (1)(i): promote research into all aspects of disaster management,
- Section 20, Sub-section (2): promote formal and informal initiatives that encourage risk-avoidance behaviour by all.

The objective of the formal capacity building initiative is to promote the development of disaster management skills and enhance career advancement. The ultimate goal is to build resilient communities.

##### a) The Bursary programme:

The NDMC Disaster Management Bursary Programme aims to contribute to building the capacity and enhance DRM skills through advanced education and training programmes. While the broader aim of this bursary programme is espoused in the disaster management frameworks, it is also in line with the vision and objectives of government, which is *“to promote greater and more efficient use of education and training for sustainable development”*.

During the 2023 academic year, a total of thirty-nine (39) bursaries were allocated to recipients from Durban University of Technology (DUT), Stellenbosch University (SU), North-West University (NWU), University of the Free State (UFS), and University of Venda (UNIVEN). A total amount of R1 886 274,10 was paid to the respective Institutions. Of the 39 NDMC bursary recipients, twenty six (26) passed and completed their diploma, advanced diploma, post graduate diploma, and masters qualifications, ten (10) are continuing with their bachelor degrees and masters qualifications, and three (3) UFS students are to repeat the failed and de-registered modules during the 2024 academic year.

##### b) The National Research Agenda

As part of the output of Workstream 5 of the National Education, Training Research Needs and Resource Analysis, the NDMC embarks on the development of a National Research Agenda that will effectively inform the disaster risk management planning and implementation in South Africa through a consultative process with different stakeholders, that include but are not limited to, Institutions of Higher Learning, Research Institutions (IHRLI) and Provincial Disaster Management Centres (PDMCs).

The project’s annual target was ‘National Disaster Management Research Agenda (NDM-RA) refined by 31 March 2023’. In order to further enhance research initiatives in the country, the NDMC signed a memorandum of agreement with the NWU. This is after the initial memorandum of understanding (MoU) with the institution expired in 2022. The payment of R566 400.00 was paid over to the NWU on 6 March 2024. This contract will run over a period of 3 years where the NWU will be

expected to provide NDMC with articles through the publication of the JAMBA, Journal of disaster risk studies. This is a measure undertaken by NDMC to strengthen the promotion of research in the country. This can also be seen as a means developed to further enhance knowledge sharing and exchange of best practices in the disaster risk management fraternity.

The annual target was met after extensive consultations with Institutions of Higher Learning, sector departments, research institutions, the Disaster Management Institute of South Africa (DMISA), NGOs, and both PDMCs. The sessions were held successfully without fail throughout all the four (4) quarters of the financial year. Furthermore, the NDMC received various research topics from institutions of higher learning and from the JAMBA journal. These research topics have been captured into a document named the Annual Research Database. The database has also been refined and each research topic aligned to the relevant thematic area of the NDMRA.

Research serves as an important tool in the sharing of experiences and finding solutions on disaster risk issues such as climate change etc. The research outputs will help to develop the country's risk profile for different forms of disaster risks and be able to identify the communities that will be affected by a specific disaster.

### **c) The Special Schools safety programme**

The need to address safety and security in schools was highlighted by the Human Rights Commission's (HRC) findings against the Department of Basic Education (DBE). In 2015, the North West Provincial Office of the HRC initiated an investigation into the deaths of three female learners during a fire incident in their dormitory at the North West School for the Deaf. During the investigation, it was discovered that there were woefully inadequate safety and security measures in place to protect the learners with special educational needs (LSEN) schools. In line with this background, NDMC, DBE and Santam Insurance Company collaborate towards enhancing the safety and security of LSEN schools.

The project's annual target was "Supporting monitoring of Four (4) special schools on the implementation of Disaster Risk Mitigation Measures". The four special schools that were supported were Phatlapadima Special School in Capricorn District Municipality, Limpopo Province on 13 April 2023, Fiedelfia Special School in Tshwane Metro, Gauteng Province, on 23 August 2023, Thushanang Special School in Waterberg District, Limpopo Province, on 22 November 2023 and Retlameleng Special School in Frances Baard District, Northern Cape Province, on 26 March 2024. High-level findings/ gaps established during the monitoring process across the special schools cited above, include, but are not limited to:

- Unavailability of a school plan as required by the regulations outlined in the National Building Regulations and Standard Act of 103 of 1977.
- Lack of Occupancy Certificate as required by Section 14(1) of the Act mentioned above.
- Unavailability of Certificate of Conformity in accordance with regulations contained in the South African National Standards (SANS).
- Lack of Emergency Evacuation Plans.
- Lack of multi-stakeholder involvement during the monitoring processes which hinders multi-stakeholder interventions to correct the identified risks.

Project monitoring is essential to promote disaster risk reduction and school safety, and to build hazard/ disaster resilience in the school communities. The project further provides an opportunity to strengthen the existing intervention for efficiency and effectiveness purposes.





Figure 22: Group picture at Philadelphia Special School



Figure 23: Group picture at Retlameleng Special School.

## 2.4.2 DIRECTORATE: DISASTER RISK REDUCTION, PLANNING AND STRATEGIES

The main objective of the Directorate: Disaster Risk Reduction, Planning and Strategies (Dir: DRRP & S) in the NDMC is to facilitate the mainstreaming of DRM and DRR measures within development programmes and projects by organs of state across all spheres of government. Key to this overarching objective is the facilitation of the development and implementation of disaster management plans and criteria on the assessment of these DMPs.

The DMA Act (as amended) provides a legislative requirement for the organs of state to develop, regularly update and submit DMPs to the NDMC. The NDMF, particularly in KPA 3, outlines planning, and integration of core risk reduction principles aimed at prevention and mitigation of risks into ongoing programmes and initiatives. In light of this, the Directorate has been charged by the NDMC with the duty of ensuring that organs of state across the three spheres do comply with the provisions of the Act in respect of all matters relating to disaster management planning, as well as the incorporation of DRR measures into government's ongoing programmes and projects.

The function that is driven by the Directorate is about the recognition of the need to accelerate efforts towards mainstreaming DRR into planning across all sectors. This is also in support of Section 2 (1) (b) of the Act states that "this Act does not apply to an occurrence falling within the definition of disaster to an extent that that occurrence can be dealt with effectively in terms of other national legislation **(i) aimed at reducing the risk, and addressing the consequences, of occurrences of that nature; and (ii) identified by the Minister by notice in the gazette.**

### 2.4.2.1 DISASTER MANAGEMENT PLANS SUBMITTED TO THE NDMC

The Act in Sections 25, 38, 39, 52 and 53 places an explicit responsibility on organs of state in the national, provincial and local sphere to develop and implement their disaster management plans and submit these disaster management plans to the NDMC. The developed disaster management plans, and their implementation should encompass strategies to prevent and reduce the risk of disasters; mitigate the severity or consequences of disasters; facilitate emergency preparedness; and ensure rapid and effective response to disasters and post-disaster recovery and rehabilitation. A DMA provides important considerations for development planning in a municipality. These include conducting a disaster risk assessment, identifying, and mapping risks, areas, ecosystems, communities, and households that are exposed or vulnerable to physical and human induced threats, and providing measures and indicate how organs of state will invest in DRR and climate change adaptation, including ecosystems and community-based adaptation approaches.

The DMPs of organs of state must incorporate DRR measures that are medium-to-long-term multisectoral efforts focused on reducing the vulnerability and building community resilience. Within the municipal geographic spaces, these plans must be incorporated into Integrated Development Plans (IDPs) and be allocated an implementation budget along with other projects implemented within respective municipalities. This requires that DRR mainstreaming be considered in the strategic plans of national and provincial departments and through municipal IDPs.

The Directorate receives DMPs developed and implemented by organs of state across the three spheres of government on behalf of the NDMC. Since the inception of 2019/2024 Medium Term Strategic Framework (MTSF), the NDMC has recorded a total of one hundred and seventy-three (173) DMPs in its database. A total of six (6) DMPs was received by 31 March 2024, that is, at the end of the financial year under review (2023/2024), and these include:

- i. Department of Tourism
- ii. Sarah Baartman District Municipality
- iii. Department of Justice and Constitutional Development
- iv. John Taolo Gaetsewe District Municipality
- v. Department of Water and Sanitation; and
- vi. Mthonjaneni Local Municipality.

## 2.5 DIRECTORATES: INFORMATION TECHNOLOGY AND KNOWLEDGE MANAGEMENT SYSTEMS & DISASTER RISK ASSESSMENT AND EARLY WARNING

The Directorate: Information and Knowledge Management Systems (D-ITMS) guides the development of a comprehensive information management and communication system and establishes integrated communication links with all disaster management role-players. It has seven staff members and comprises two directorates. As a result of the organisation realignment, this Directorate has subsequently been removed from the organisational structure. The two directorates that were assigned to this Directorate, now report directly to the HOC. The names of the directorates have changed as well. The directorate, Early Warnings and Capability Management Systems is now called Disaster Risk Assessment and Early Warnings (DRAEW). The second directorate, Intelligence and Information Management is now called Information Technology and Knowledge Management Services (ITKMS).

### 2.5.1 DIRECTORATE: DISASTER RISK AND EARLY WARNING

The Directorate: Disaster Risk Assessment Early Warnings (Dir: DREW) comprises of a Director and Deputy Director Geographical Information Systems (GIS). The purpose of the Directorate is to develop, evaluate and maintain a suite of national risk profiles, enhance early warning systems in collaboration with SAWS and maintain a national (spatial) repository of information and data products related to the disaster management function. During the year under review, the Directorate completed a range of operational plan projects and activities to support the national disaster management priorities.

### 2.5.2 NDMC WED PORTAL AND EARLY WARNING DISSEMINATION

The NDMC provides spatial analytical capabilities leveraged in situational awareness, risk and vulnerability, early warnings and monitoring and evaluation. The NDMC GIS Portal is central entry point to access spatial tools and applications in support of the disaster management function. During the financial year, the NDMC successfully migrated the NDMC GIS Portal to an ESRI ArcGIS Hub environment. ArcGIS Hub provides a cloud-based platform for applications and tools which was formerly hosted on the Portal. This enables the NDMC to extend access and configurability, fostering data sharing, engagement with social media platforms thereby enabling the NDMC to increase its communications with its stakeholders.



Figure 24: NDMC GeoHub incorporating enhanced geospatial capabilities for the disaster management function

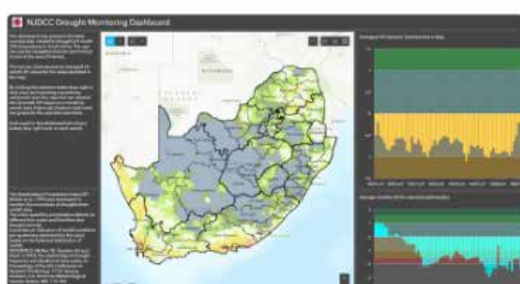


The NDMC GeoHub also offers various products and services including Web Maps, Operations Dashboards and Survey123 data sourcing tools. Additionally, various external resources are referenced within the environment from a few disaster management role-players. The NDMC Geohub has the following sections hosting products and services for Disaster Management stakeholders to engage and derive value from in aiding decision support and reporting.

- 1) **General Tools:** Providing the ability to report incidents, view incident reporting dashboards and query historical events).
- 2) **Improved Early Warning Systems** (hosting early warnings registration tools, links to live weather and early warning tools).
- 3) **Hazard Monitoring Systems:** This includes early warning dashboards, web maps and links dedicated tools that provide situational awareness.

## Hazard Monitoring Systems

This section highlights hazard monitoring systems that are available to stakeholders that aim to inform mitigation actions and disaster risk reduction (DRR). Various resources are also available to aid in establishing situational awareness to the Disaster Management fraternity in South Africa.



NJDCC Drought Monitoring Tool

### NJDCC Drought Monitoring Tool

**Description:** A Dashboard illustrating current and historical drought observations across South Africa per Quaternary catchment.

**Purpose and function:** Hazard tracking of drought to aid in situational awareness and disaster risk reduction planning.

[View Application](#)



NDMC Tropical Cyclone Tracker

### NDMC Tropical Cyclone Tracker

**Description:** This web service provides near real-time Indian Ocean tropical cyclone information (NOAA) in relation to the South African East Coast. Additionally, historical tracks and risk is provided for greater context.

**Purpose and function:** Tropical Cyclone tracking and situational awareness to aid in planning and Disaster Risk Reduction.

[View Application](#)



### Daily Fire Index Early Warning System

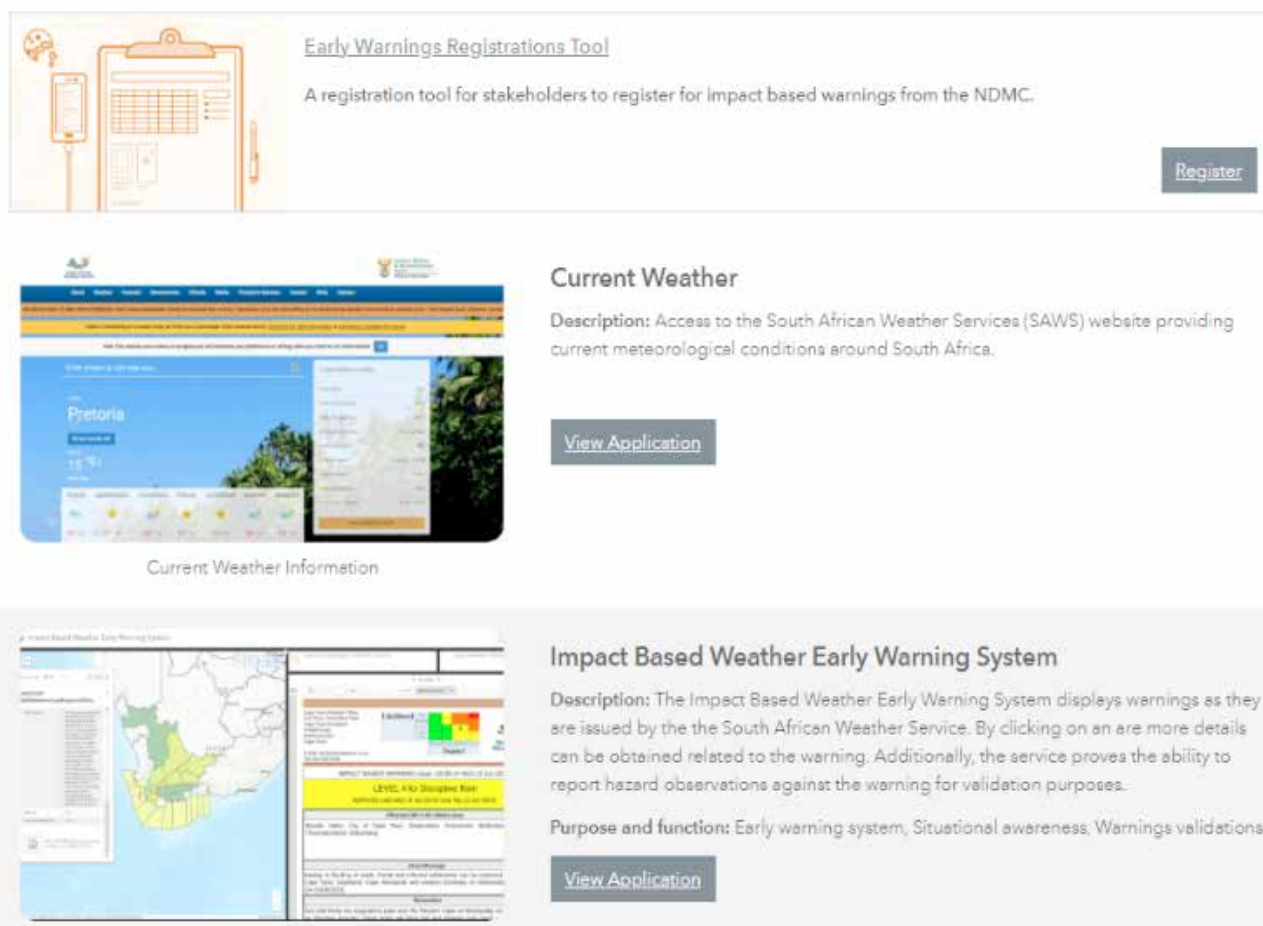
**Description:** This application provides near real-time fire observations as provided by MODIS Thermal and VIIRS. Additionally, a 5 day fire danger index is provided.

**Purpose and function:** Fire verification and early warning.

[View Application](#)

**Figure 25: NDMC GIS Portal of hazard products including the tropical storm tracker**

The Directorate continued its collaboration with SAWS to improve the current weather-related early warnings system and extended new functionality on the Impact Based Weather Early Warnings System (IBWEWS) interface. Improvements included a new feedback loop capability using Survey 123 for ArcGIS and Operations Dashboard. The survey provides locational capability and multimedia incorporation. In addition, the ingestion and transmission of current impact based weather warnings functionality was optimized for quicker access to near real-time warnings.



**Figure 26: GeoHub Early Warnings interface incorporating various weather-related functionality.**

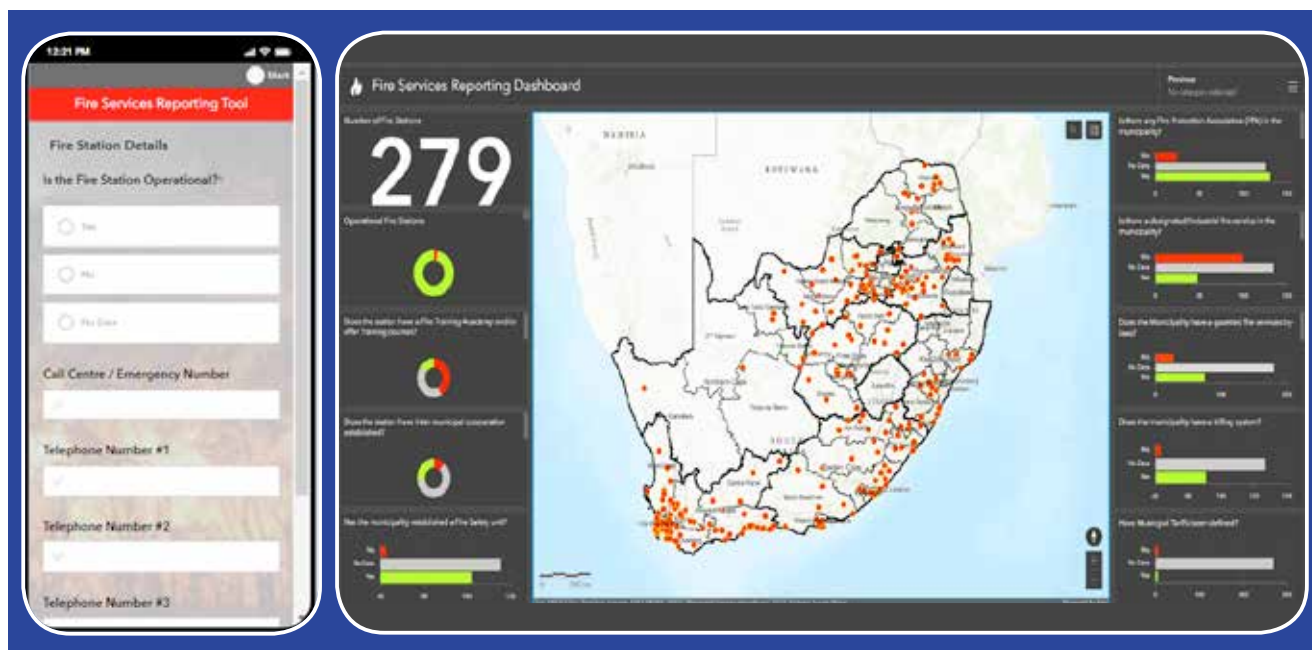
The Directorate completed a series of district level training workshops. The purpose was to align the current IBWEWS to district level response procedures. Upon completion, this provides disaster management centres guidance for first level standardized response procedures to enable better coordinated response and actions for impact based weather warnings and ensure stakeholders are ready for early action.

### 2.5.3 FIRE SERVICES REPORTING TOOL

The NDMC is consistently in need of accurate reporting and standardized reporting from stakeholders and sector department have proven challenging in the past. These challenges range from poor participation in reporting, multiple unstructured formats of submissions, and insufficient data validation, poor record keeping and analytical capabilities.

During the financial year, the NDMC embarked on the development of a Fire Service spatial tool that aimed to address these shortcomings by providing a standardized, accessible interface for structured data capture directly into the NDMC spatial infrastructure, while also providing storing, analytical and information dissemination capabilities. To complete this, The NDMC leveraged the capabilities of Survey 123 for ArcGIS to create a data sourcing tool for fire services stakeholders to engage and report on. The current tool is available online to both desktop and mobile environments and accessible by means of a web address or Quick Response (QR) Code. An Operations Dashboard is deployed to provide an executive view and the ability to gauge the capacity status of Fire Services in South Africa





**Figure 27: mobile fire services reporting tool with accompanying reporting dashboard**

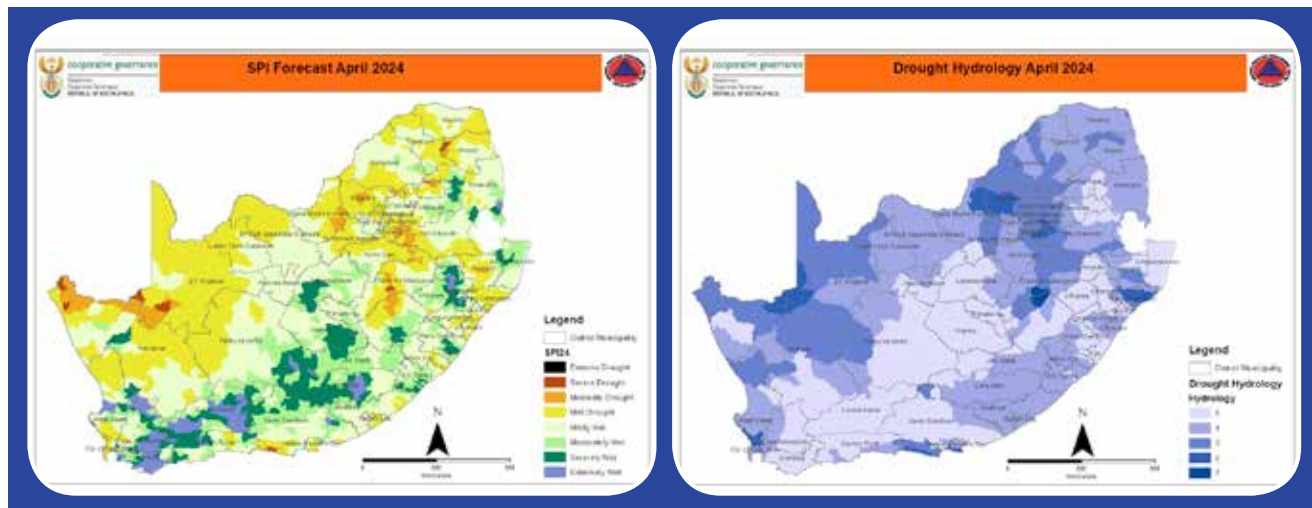
The Directorate also attended the 2023 ESRI South Africa National User Conference in KZN in October 2023. The conference, aimed at technical capacity building provided focused technical talks, hands-on training, sharing of success stories and networking opportunities with industry partners.



**Figure 28: ESRI South Africa user Conference 2023**

## 2.5.4 SPATIAL INFORMATION SUPPORT TO THE NATIONAL DROUGHT JOINT COORDINATION COMMITTEE

The Directorate continued its support of monitoring and mapping drought hazard in 2023. Monthly spatial products were developed to provide insight on the progression of the drought hazard in the short, medium and long term time frame. The drought monitoring monthly reports, developed in the previous years was enhanced with two additional services allowing prediction of the Standard Precipitation Index and the evaluation of the hydrological status of each catchment.



**Figure 29: The Drought Monitoring platform includes two new products to monitor change in SPI and hydrology per catchment.**

## 2.5.5 RESULTS OF MONITORING OF PREVENTION OF MITIGATION AND INITIATIVES

The Directorate conducted various activities within the financial year to promote prevention and mitigation activities within the disaster management function. The Seasonal Hazard Profile for various hazards was developed and submitted to ensure that appropriate early warning mitigation activities were performed at local level. The Early Warnings Task Team included additional sector participation to aid decision making in terms of seasonal preparedness and response efforts. The participation in SADC related activities promoted the increase in regional risk and hazard behaviour. The directorate also play a more pivotal role in the compilation of the seasonal contingency plans to aid medium term planning at provincial level.

## 2.5.6 DIRECTORATE: INFORMATION TECHNOLOGY AND KNOWLEDGE MANAGEMENT SERVICES

The Directorate: Information Technology and Knowledge Management Services (Directorate: ITKMS) comprises of one Senior Manager, two Managers, one Assistant Director and a Junior Programmer Developer. In the past year, the directorate grew with the appointment of 3 additional permanent staff members. The ITKMS directorate consists of 5 members in total.

- Manager for ICT infrastructure appointed in August 2023
- Systems developer, appointed in August 2023
- Junior programmer appointed in April 2023.

The purpose of the Directorate is to establish and maintain computer infrastructure, networks, information security systems, emerging technologies, information and knowledge management systems. Its functions are to:

- Oversee the installation and maintenance of computer infrastructure, including networks, information security systems, and technical support and emerging technologies.
- Design, develop and maintain data, information and knowledge management systems and business application systems for disaster risk management.
- Coordinate the development of knowledge management services for disaster risk management.

The Directorate serves as 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 to all 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 terms of high-level support, this directorate is responsible for the management of the NDMC's Information System environment and the following critical Application and Information systems are supported and maintained:

- NDMC Websites (Intranet and Extranet)
- Fire services website
- Incident reporting system
- Situation Reporting System
- Disaster Grant Application System
- National Sites Visit and Project Verification System
- COVID-19 Reporting System
- NDMC Digital contacts
- E-Convenor (Events management system)
- Disaster Register (Capturing of Declared Disaster)
- Disaster Management Plan System
- Knowledge Management Portal (in development with CoGTA)
- Disaster Grant Reporting System
- GIS Portal
- Bursary application system
- NDMC Newsletter
- Query Management System
- Big Data Solution (Pulling data Dashboard reporting).

The following is managed and supported in the infrastructure environment: Linux and VMware/Server 2019 are used to administer the real and virtual server room infrastructure. The Mitel PABX (Voice and video over IP) including mitel handsets:

- Office 365, Onedrive, MS Teams, on prem Exchange 2019 emails
- Software and hardware licenses
- Bandwidth management (SITA)
- Backups and restores and Disaster Risk Recovery
- Support with Local area network/Wide area network, wireless access points, routers and switches
- User assistance and systems administration
- Audio visual equipment facilities
- ICT procurement

The Directorate executed this mandate in terms of the following key areas of business:

### **2.5.6.1 APPLICATIONS AND INFORMATION SYSTEMS**

- 1.1 During the financial year, the ITKMS: Application team managed the development of the Disaster Grant Application system, where business plans can be uploaded online. The system enables the municipalities to apply for disaster grants such as the Municipal Disaster Recovery and Rehabilitation Grants. The Application\ Information System was created mainly to digitise the manual capturing process of utilising the MS Excel spreadsheet. The Directorate: ITKMS provided training in three provinces on critical ICT systems as per the operational plan. The directorate provided training to 5 provinces, namely:



- Eastern Cape
- KwaZulu-Natal
- North West
- Limpopo
- Mpumalanga

Training was given on the following Information and Communication Systems:

- Disaster Grant Application System
- NDMC Digital contacts
- E-Convenor (Events management system).

### 2.5.6.2 FUNCTIONAL APPLICATION SUPPORT

During the financial year, support was provided more on the Disaster Grant Application System. The application system was still fairly new to our stakeholders, and they were also taking into account the impact the transition from manual capturing to digitalisation. The directorate also provided support to the CD-DPRC on their site visit to both Mpumalanga and Western Cape. In the financial year, the ITKMS directorate developed the National Sites Visit and Project Verification System, which is used to capture the disaster management grant funded projects implemented by various municipalities.



**Figure 30: Site visit at KwaZulu-Natal**

The directorate provided ICT support to the 2023 BRICS on Disaster Management which was attended by ministries in Disaster Management from BRICS members' states. The summit took place from 07 September to 08 September 2023, at Durban ICC, eThekwin Metro, South Africa. In order to guarantee that all attendees had access to professional interpreters throughout the summit, the directorate provided support by acquiring the language and sign interpretation services. The following languages were catered for interpretation:

- Brazil – Portuguese
- Russia – Russian
- India – Hindi
- China – Mandarin
- South Africa – English.

The directorate provided support to the Fire Services Safety and Prevention Seminar which took place from 22 – 23 February 2024 at Birchwood hotel, Gauteng. The directorate provided ICT support to the event and managed the presentation slides.



**Figure 31: Dr Sithole (HOC) addressing the delegates at 9th Fire Safety and Prevention Seminar.**

#### **2.5.6.3 INTERNATIONAL TRAVEL - MALAWI**

On January 31, 2024, DCoG received an invitation from SALGA through NDMC, asking NDMC officials to undertake and participate in Disaster Management Study Tours aimed at exploring the institutional and funding arrangements of disaster management institutions in Lilongwe, Malawi, 25-29 February 2024 and Sao Paulo, Brazil, 9-15 March 2024.

The Head of Centre: NDMC, nominated the Director: PDISC; Deputy Director: Education, Training, Awareness and Research, and Deputy Director: ITKMS, to undertake and participate in the Disaster Management Study Tour to be held from 25-29 February 2024, in Lilongwe, Malawi. In order to review the institutional and funding arrangements for disaster management and explore a suitable system for the country, the NDMC has been conducting a process. As a result, extensive research has been undertaken by reviewing the current delivery of Disaster Management services in South Africa and thus benchmarking best practices internationally. Similarly, SALGA is in the process of overhauling disaster management at the local structures and platforms.

#### **2.5.6.4 DISASTER LOSS DATABASE**

The NDMC is expected to develop and host the National Disaster Loss and Damage database which will assist the country in planning and being proactive on disaster events. This will also assist the country in reporting to the United Nations as required and as a member state. The NDMC has since partnered with the DFFE, supported by other state institutions and private institutions in holding workshops towards the development of the loss and damage for the Republic of South Africa. The below workshops were held:

- Policy Perspective on Loss and Damage at a national, regional, and international level,
- Monitoring and Evaluation Tools and Systems on Loss and Damage.
- Financing and implementation for loss and damage.

These workshops will be preparatory in nature and their outcomes will culminate into the overall outcomes/output of the dialogue. The National Dialogue would be held over two (2) days under the theme ***“Toward A Coherent approach in addressing Loss and Damage in South Africa”*** with an objective to start facilitating conversation around the best approaches to address Loss and Damage that the country should adopt in order to:



- Enhance knowledge and understanding of the approaches to address loss and damage.
- Enhance access support, including finance, technology, and capacity-building; and with the view to improve implementation of loss and damage repose in South Africa.
- Strengthen dialogue, coordination, coherence, and synergies among relevant stakeholders.

An expected output from this dialogue will be a jointly prepared summary of report with key recommendations from the event, which will inform the country's work programme/implementation plan on Loss and Damage.

### 2.5.6.5 ICT INFRASTRUCTURE

The ITKMS Directorate has conducted a penetration test on the NDMC Infrastructure including the System application by using an external service provider.

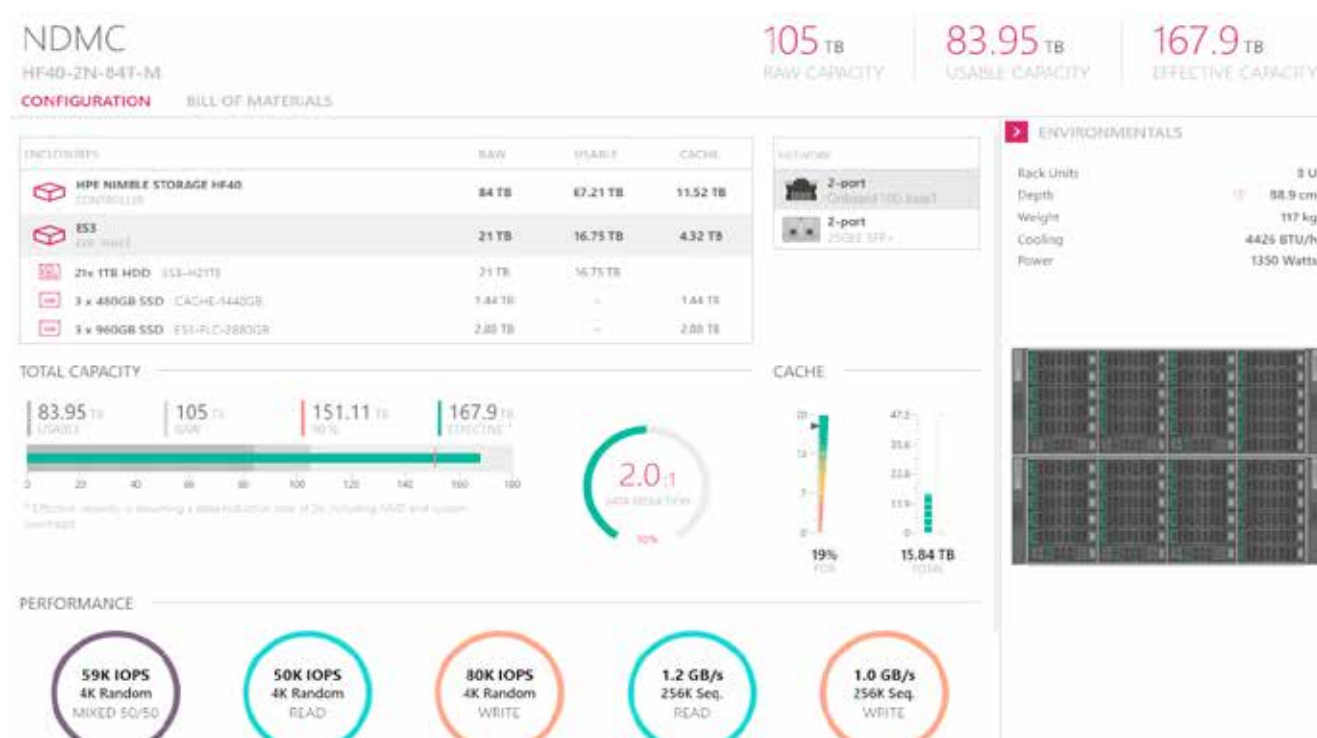
The purpose of the penetration test was to:

- Identify security weaknesses and vulnerabilities within the NDMC IT Network, systems, and related ICT environment, and
- Recommend possible control measures that can be implemented to mitigate the risks posed by the identified weakness.

The remedial measures that was outlined from the testing has since been implemented to strengthen the environment. During the financial year, Internal Audit was completed on ICT Cyber Security review, the purpose of the audit was to:

- Assess the controls in place;
- Test the effectiveness of the processes and systems; and
- Ensure compliance with the relevant legislation and regulations.

The objective of the audit was to express an opinion on how adequate and effective the process and internal controls regarding IT security of NDMC ICT Infrastructure are. Below is the Internal Audit report attached with remediation measures that ITKMS implemented. The centre is currently engaging SITA on a Disaster Recovery as a Service (DraaS) initiative. Depending on affordability, this service will ensure the Centre has offsite DR capabilities. One of the items listed on the operational plan of the financial year in question was to Upgrade Nimble Storage by an additional 21TB Raw capacity with installation, support, and Maintenance. The envisaged solution is as follows:



# CHAPTER 3:



# CHAPTER 3: FIRE SERVICES DIRECTORATE

## 3.1 PURPOSE OF THE FIRE SERVICES DIRECTORATE (FSD)

The roles and responsibilities of the NDMC in respect of Fire Services, is defined in terms of the framework set by the Constitution, 1996, the White Paper on Local Government, 1998 and other applicable legislative frameworks. In view of this, the Fire Services Directorate (FSD), is responsible for the administration of the FBSA, Act No. 99 of 1987, which includes a broader set of functions amongst others, but not limited to:

- a) Establishment of national advisory structures to advise the Minister on fire services;
- b) Establishment of technical structures required to support the effective functioning of the national advisory structures;
- c) Provision of oversight on fire services issues;
- d) Establishment of a national strategic agenda for fire services;
- e) National coordination of fire services activities;
- f) Development and implementation of a national fire services strategic framework which will set standards for the delivery of fire services;
- g) Development and implementation of national norms and standards for the delivery of fire services;
- h) Development and implementation of a national fire safety program; and
- i) Establishment of partnerships with key role-players.

## 3.2 ACTIVITIES PERFORMED DURING THE 2023/2024 FINANCIAL YEAR

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

### 3.2.1 ENHANCING THE FIRE SERVICES REGULATORY AND POLICY FRAMEWORKS

#### Fire Services Bill

The process of reviewing the Fire Services legislation has gained momentum following approval of the gazetting of the Fire Service White Paper on 13 August 2020. The legal aspects and procedures concerning the implementation of the Fire Service Act are under the jurisdiction of the CoGTA Legal Services.

CoGTA Legal Services has taken a pivotal role in this process, notably by facilitating the submission of the Draft Fire Services Bill to the Office of the Chief State Law Advisor. The role of the Office of the State Law Advisor is to scrutinise, develop, draft and certify all primary legislation before it is introduced in the Parliament of the Republic of South Africa. In support of this process, the FSD have also been in contact with the responsible unit in the Office of the Presidency in dealing with the SEIAs process for the Draft Bill.

#### 3.2.1.1 USAR GOVERNANCE FRAMEWORK

The Fire Services Directorate (FSD) has drafted the Urban Search and Rescue (USAR) Governance Framework through a collaborative effort involving the private sector, national departments, and provincial entities. The mandate of the National USAR Governance Framework and Standard Settings is to establish a comprehensive and unified approach to search and rescue operations across South Africa. This framework is designed to ensure the efficient and effective coordination of resources, personnel, and strategies during emergencies or disasters within the country.

Extensive consultations with key stakeholders revealed strong support for improved national coordination of the nation's search and rescue operations. The consensus was clear: a cohesive and standardised approach is crucial for enhancing the effectiveness of USAR efforts. Overall, the National USAR Governance Framework and Standard Settings aim to significantly improve the nation's preparedness and response capabilities for urban disasters. The framework focuses on mitigating risks and safeguarding lives and property through a well-coordinated, standardised, and adaptive approach to urban search and rescue operations.

3.2.1.2 REVIEW OF EXISTING FBSA REGULATIONS

During the reporting year, the NDMC Fire Services undertook a comprehensive process in looking at regulatory means of strengthening the implementation of the Fire Brigade Services Act (FBSA), through the review of its regulations. Initially, a detailed assessment was conducted to identify any gaps or outdated provisions within the current regulations. This was followed by a consultative phase, through a National Workshop conducted by the NDMC on 19 March 2024, involving key stakeholders, including fire service professionals, national, provincial and local government representatives, Chief Fire Officers, Senior Fire Services Managers and industry experts, to gather diverse insights and recommendations. The purpose of the workshop was to discuss potential amendments and ensure they align with contemporary fire safety standards and practices.

A list of priority regulations was compiled, with the regulation on designated services identified as the most urgent. The FSD works closely with its Department of Legal Services to ensure the proposed changes are comprehensive and effective.

3.2.1.3 NATIONAL FIRE SERVICES VISION 2030

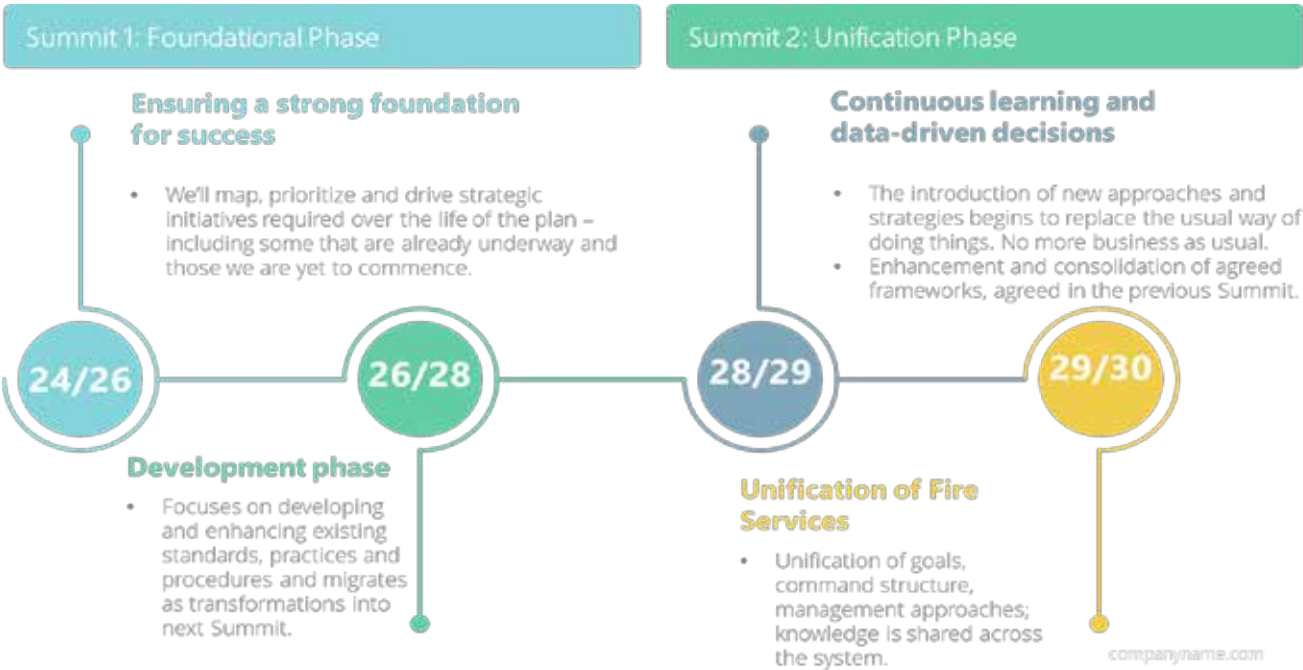
The NDMC, in collaboration with a Fire Services Reference Group, has developed a draft strategy for fire services by 2030 aimed at establishing a strategic framework that guides the development, enhancement, and modernisation of fire services in South Africa. This vision aims to address current challenges, anticipate future needs, and ensure that fire services are prepared to effectively protect communities and respond to emergencies. The policy proposals emanating from the White Paper for Fire Services and the Draft Fire Services Bill were used to develop 5 strategic pillars that will inform how we deliver fire & rescue services in the coming years within South Africa.





3.2.1.4 PUTTING OUR PLAN INTO ACTION

Putting our strategic vision into action between 2024 and 2030 involves two distinct horizons, namely the Foundational Phase and the Unification Phase. Here is an overview of these phases and their respective objectives and initiatives:



3.2.2 SUPPORT IMPLEMENTATION OF THE NATIONAL FIRE SAFETY AND PREVENTION STRATEGY THROUGH CAPACITY ASSESSMENTS AND SUPPORT IN 10 MUNICIPALITIES

The FSD has an Annual Performance Plan (APP) project which entailed the implementation of the Fire Safety and Prevention Strategy within 10 municipalities in the country. The assessment sought to determine the existing capacity of identified municipalities to implement the National Fire Safety and Prevention Strategy (NFSPS). Municipalities that implemented the National Fire Safety and Prevention Strategy are as follows:

Table 4: Municipalities that were remotely assessed during 2023/24

Province	Local municipalities
Eastern Cape	Makana Local Municipality
	Amahlathi Local Municipality
	Amathole District Municipality
	Buffalo City Metro Municipality
	Nelson Mandela Bay Metro Municipality
Free State	Mafube Local Municipality
	Maluti a Phofung Local Municipality
	Metsimaholo Local Municipality
	Ngwathe Local Municipality.
	Matjhabeng Local Municipality.

### 3.2.3 KEY FINDINGS EMANATING FROM THE ASSESSMENT OF FIRE SAFETY AND PREVENTION CAPACITY

The assessments were directed by the following strategic deliverables as stated in the NFSPS in order to guarantee the implementation of the National Fire Safety and Prevention Strategy in the 10 (ten) assessed municipalities:

- Clear funding mechanism developed and implemented at all levels; (Dedicated fire safety and prevention funding),
- Establishment of institutional arrangements at provincial level to support and monitor implementation of the fire safety and prevention strategy,
- Improved research capacity focusing on fire safety and prevention initiatives;
- Ensure training is provided to implement the strategy,
- Ensure high-level bilateral engagements are held by the NDMC with all key national role-players regarding implementation of this strategy.

#### Develop:

- mechanisms to manage compliance with legislation;
- system to learn lessons from previous disastrous fires;
- guide to interpretation of relevant legislation;
- Improved capacity to gather, collect and analyze fire statistics.

The FSD prepared assessment reports for each municipality with key findings and recommendations for implementation to institutionalise fire safety and prevention in these municipalities. In broad terms, some of the findings and recommendations were as follows:

Key assessment findings	Recommendations
Limited or no institutional arrangements in place for fire safety and prevention.	Fire Safety and Prevention units to form part of the organizational structure for Fire Services.
Fire Service Bylaws not implemented in all municipalities.	Fire Services By-laws must be implemented.
Lack of Fire Safety and Prevention Code Enforcement.	Develop and implement a fire safety code enforcement program targeting high-risk facilities.
Little or no cooperation between Fire Services and Building and Township / Spatial Development. Poor Participation on structures dealing with township/ spatial development.	Establish mechanisms to ensure cooperation and participation with regards to Building and Township / Spatial Development.
Limited or no capacity on the management of Dangerous Goods and Major Hazardous Installation (MHI).	Build capacity to handle Dangerous Goods Management and Major Hazardous Installation, including developing programmes for community-based fire safety and prevention initiatives.
Limited or no capacity to perform Community Based Fire Safety and Prevention Initiatives.	Build capacity to undertake Community Based Fire Safety and Prevention Initiatives
Poor Fire Hydrant Maintenance programmes; hydrants not geo-located.	Implementation of fire hydrant maintenance programmes must be ensured.
Poor working relationship with Fire Protection Association (FPAs) within municipal boundary.	Ensure cooperation with FPAs
Standard Operating Procedure (SOP) for the effective operational of the Fire Service, not in place.	Develop and implementation of fire services Standard Operating Procedures (SOPs) to be expedited.
Limited or no mechanisms for handling building plans and rational designs	Some municipalities especially those whose fire services are functioning optimally do have mechanisms, the majority do not have systems to ensure inclusion of fire services inputs on building plans as well as capabilities to process rational designs.

### 3.2.4 ESTABLISHMENT OF URBAN SEARCH AND RESCUE INSTITUTIONAL ARRANGEMENTS AND ASSESSMENT OF EXISTING CAPACITY

The FSD has an Operational Plan project which seeks to enhance Urban Search and Rescue (USAR) capacity within four (4) provinces in the country for the 2023/24 Financial Year. The Director Services facilitated a Workshop with all provinces to identify the four (4) provinces that will be supported for the USAR enhancement project. The following provinces (Northwest, Limpopo, Mpumalanga, and Eastern Cape) were assessed during the reporting year.

The objectives of the USAR Capacity Assessments are as follows:

- **Strategic Objective 1** - Quality Standards - The establishment of USAR teams within the identified provinces in line with National and international standards (INSARAG).
- **Strategic Objective 2** - Localisation Establishment of USAR teams that are capable of responding to inter-provincial and Inter-municipal boundaries.
- **Strategic Objective 3** - Flexible Response Establishment of USAR team which can respond to variety of incidents (water rescue, fires, structural collapse and etc.)
- **Strategic Objective 4** - Partnerships Establishment of diversified USAR teams which composed of NGOs, Sector departments, public and private.

### 3.2.5 NDMC ACTIVITIES AS INSARAG COUNTRY FOCAL POINT

The NDMC is the Country Focal Point (CFP), for the International Search and Rescue Advisory Group (INSARAG) in South Africa. The Head: NDMC performs the roles of National INSARAG/UNDAC Policy Focal person, with the support of the Director Fire Services who also performs the role of National INSARAG/UNDAC Operational Focal Point, and the NDMC continue to participate in the annual INSARAG/UNDAC activities.

#### 9th National Annual Fire Safety and Prevention Seminar

The 9th NDMC Annual Fire Safety and Prevention Strategy was successfully conducted from 22-23 February 2024, at the Birchwood Hotel & Conference Centre. The seminar hosted approximately 270 delegates which included, amongst others: Chief Fire Officers, Senior Managers from across all spheres of government, Representatives of the private sector, Disaster Management Officials, Fire Safety and Prevention Officers, Transnet, DFFE, Fire Protection Associations, FPASA, SANTAM, SALGA, TUT, and STADIO Multiversity as exhibitors. The NDMC seminar was hosted in the City of Ekurhuleni, within the Gauteng Province, under the well-chosen theme drawn from the Fire Services White Paper Vision for Fire Services: ***"A fire service that is proactive in preventing fires and other risks rather than simply reacting to fires."***

The topics of discussion covered by presenters at the seminar included, amongst others:

- The Fire Services Vision 2030 Strategy.
- Importance of Public-Private-Partnerships, Insurance sector, NGOs etc.
- The State of Local Government, and the impact on the delivery of Fire Services in the country.
- Fire Safety Capacity Building in municipalities.
- Transportation of dangerous goods.
- Challenges experienced with implementation of MHI regulations.
- Incident Management Systems in Major Incidents.
- Revenue generation and sustainability in Fire Services.
- Fire Protection Association support and Working on Fire Contract implementation.
- Comprehensive approach to Rail Industrial Fire Safety: From prevention to response.

- Equipping Communities in the Informal Settlements with Fire Prevention Knowledge.
- Innovative technologies to be applied within the Fire Services sector (Drones, GIS Fire Services Tools, etc.).

### KEY RESOLUTIONS TAKEN AT THE SEMINAR

As a result of our deliberations and discussions at the Seminar we have made the following commitments as a collective:

- To pursue a more integrated approach towards the strengthening of integrated management fire risk;
- To adopt a more expansive format as a future model for unpacking issues of Fire Services; the concept of a National Fire Services Indaba was adopted;
- To work with Provinces and Municipalities to improve the Fire Services assessment and data management Tool;
- To have a further look the gaps in current legislation, and issue regulations in closing those gaps and strengthening the delivery of Fire Services;
- To build on the momentum of this seminar to accelerate implementation of the reviewed Fire Services Legislation; and
- That Provinces conduct individual annual Fire Safety Seminars, thereby ensuring that fire safety & prevention remains at the centre of our priorities and policies.

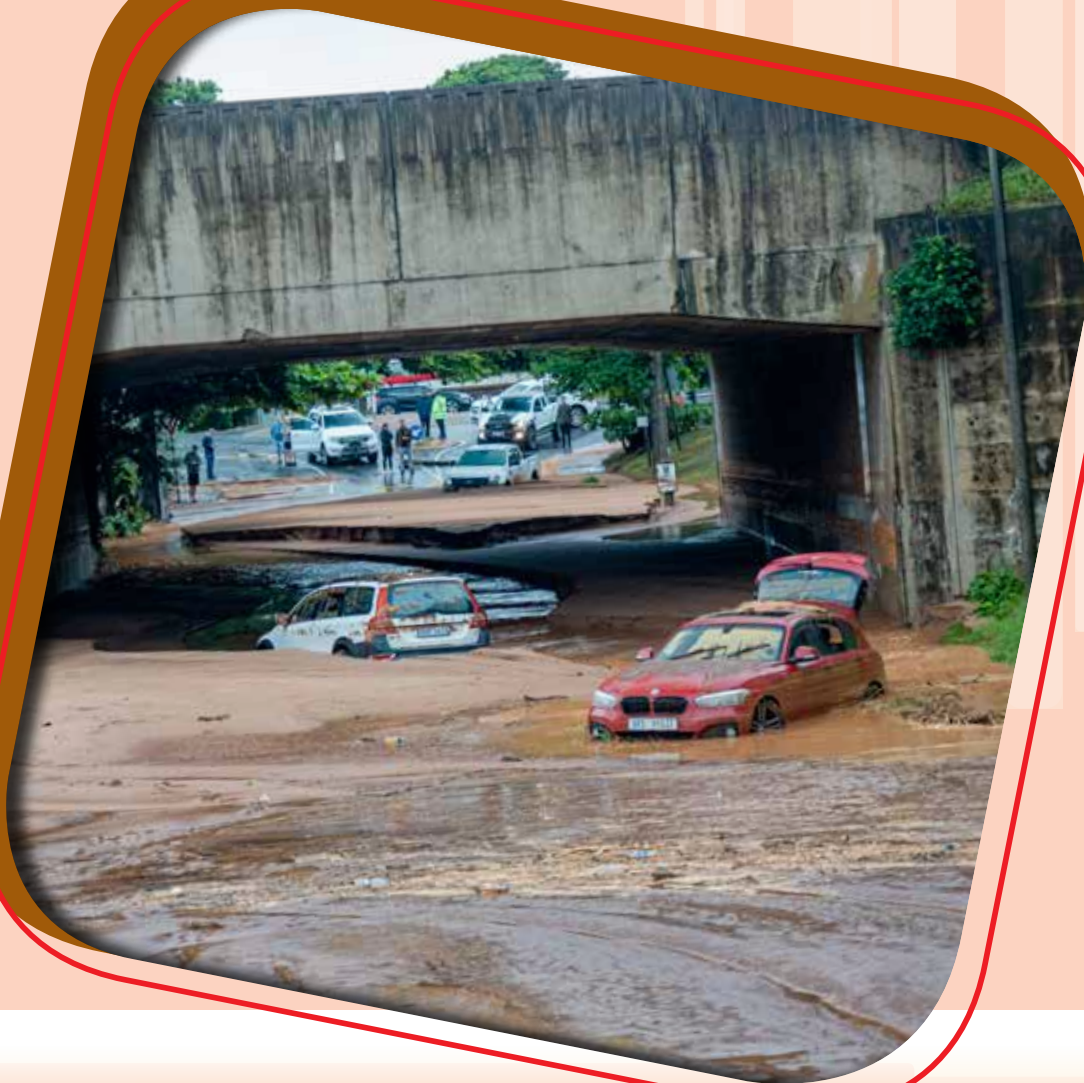






# DISASTERS CLASSIFIED, STATES OF DISASTERS DECLARED AND THEIR EFFECTS

## CHAPTER 4



# CHAPTER 4 DISASTERS CLASSIFIED, STATES OF DISASTERS DECLARED AND THEIR EFFECTS

## 4.1 INTRODUCTION

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

### 4.1.1 CLASSIFICATION OF DISASTERS AND THE DECLARATION OF STATES OF DISASTER

The NDMC continues to address disaster-related matters through the DMA. The classification of disasters by the NDMC is executed in terms of section 23 of the DMA with the main aim being to:

- (i) Formally determine that a disaster exists.
- (ii) Assign primary responsibility to a particular sphere of government for the coordination and management of the disaster.
- (iii) Ensure that a sphere of government is accountable for the disaster.
- (iv) Enable organs of state in other spheres to assist the sphere having primary responsibility, to deal with the disaster or its consequences.

The HOC, by the powers assigned by section 12 of the DMA, in terms of section 23(1)(b), is responsible to classify a disaster as a local, provincial or national disaster. Following the classification of a disaster, the declaration of states of disaster is sometimes undertaken by the executive of the spheres of government to whom primary responsibility to manage and coordinate the disaster has been assigned to deal with those disasters, where:

- (i) The existing legislation and contingency arrangements are inadequate to effectively deal with a local, provincial or national disaster, or
- (ii) Other special circumstances warrant the declaration of a state of disaster. In such instances, the executive or council declares a local, provincial or national state of disaster to augment the existing legislation and contingency arrangements, using directives and or Regulations.

It should be highlighted that the absence of the classification of a disaster by the NDMC and declaration of a state of disaster by the affected spheres of government does not prohibit the implementation of intervention measures by organs of state. The intervention measures are implemented through existing mandates from applicable legislation as well as contingency arrangements developed as part of the organ of states' DMP, as approved by the executive.

Where necessary and applicable, the NDMC classified occurrences as disasters as per section 23 of the DMA as well as advised on the declaration of states of disasters by the relevant executive as per sections 27, 41 or 55 of the DMA. Table 5 sets out the disasters classified and states of disasters declared during the reporting period.

As soon as SAWS began issuing warnings and advisories about the looming severe weather conditions, a swift response was initiated. Various state agencies across all governmental spheres activated their contingency plans. This proactive stance was pivotal in preparing communities, mobilising resources, and setting up mechanisms to deal with the flood's immediate impacts. The NDMC was instrumental in this phase, particularly through the activation of the NJFCC. The NJFCC coordinated the collective response of all involved stakeholders, ensuring a well-organised and effective approach to disaster management and relief operations.



For the period of reporting, the NDMC classified some of the occurrences as per the DMA to provide support to the affected organs of state. The information for classification of disasters by the NDMC is detailed in the table below.

**Table 5: Classification of Disasters within the 2023/24 Financial Year**

Classification Status	Type of disaster	Details on the Classification by the NDMC	Publication of classification
Provincial	Floods	Classification of a provincial disaster on 23 January 2023: Gauteng Province	A notice was published in Government Gazette No. 47911 – 2954 of 25 January 2023
National	Floods	Classification of a national disaster on 13 February 2023: Eastern Cape, Free State, Gauteng, KZN, Limpopo, Mpumalanga, and North West	A notice was published in Government Gazette No. 48036 – 3036 of 13 February 2023
Provincial	Severe Weather Events	Classification of a provincial disaster on 21 September 2023: Northern Cape Province	-
National	Severe Weather Events	Classification of a national disaster on 31 October 2023: Eastern Cape and Western Cape Provinces	A notice was published in Government Gazette No. 49612 – 4035 of 07 November 2023
National	Severe Weather Events	Classification of a national disaster on 02 November 2023: KZN Province	A notice was published in Government Gazette No. 49611 – 4034 of 07 November 2023
Provincial	Severe Weather Events	Classification of a provincial disaster on 14 December 2023: Free State	A notice was published in Government Gazette No. 49952 – 4231 of 22 December 2023
National	Severe Weather Events	Classification of a national disaster on 15 January 2024: KZN	A notice was published in Government Gazette No. 50027 – 4269 of 26 January 2024

#### 4.1.2 CLASSIFICATION OF A DISASTER THEREFORE GIVES EFFECT TO THE FOLLOWING:

- Formal determination that a disaster may occur/ is occurring/ has occurred;
- Assignment of primary responsibility for the coordination and management of the disaster to a particular sphere of government; and ensuring that a sphere of government is accountable for the disaster;
- Enable organs of state in the other spheres of government to assist the spheres having primary responsibility to deal with the disaster or its consequences;
- Enable affected municipalities, provincial and national departments to reallocate funds from own applicable grants to augment the resources for intervention measures as per Section 19 of the Division of Revenue Act (DORA); and
- Enable support to affected organs of state through augmentation of resources from the Disaster Response Grants, in case grant conditions as set in the grant frameworks are met and funds are available.



## 4.2 REFLECTION ON NATIONAL DISASTERS AND FUNDED INTERVENTION

### 4.2.1 DISASTER GRANT FUNDING ALLOCATIONS

### 4.2.2 MUNICIPAL DISASTER RESPONSE GRANT: 2023/2024 FLOODS

Through the NDMC, DCoG transferred a total amount of R866 670 000 to 72 municipalities in provinces, Eastern Cape, Free State, Gauteng, KZN, Limpopo, Mpumalanga, Northern Cape, North West and Western Cape between June 2023-March 2024. The funds were transferred from the Municipal Disaster Response Grant to assist municipalities affected by disasters to repair damaged municipal infrastructure. Cumulative expenditure is R220 482 000 which amounts to 64% of the total allocation. The allocation breakdown and financial expenditure are reflected in Table 6 below.

### 4.2.3 MUNICIPAL DISASTER RESPONSE GRANT: 2023 FLOODS (2023/2024)

Through the NDMC, DCoG transferred a total amount of R873 172 000 to 75 municipalities in provinces, Eastern Cape, Free State, Gauteng, KZN, Limpopo, Mpumalanga, Northern Cape, North West and Western Cape between the period of June 2023-March 2024. The funds were transferred from the Municipal Disaster Response Grant (MDRG) to assist municipalities affected by disasters to repair damaged municipal infrastructure.

A cumulative expenditure of R220 482 000 which translates to 64% of the total allocation. The table below, reflects the allocation per municipality and the performance thereof against the allocated amount in the 2023/24 Financial Year.

**Table 6 Allocation per municipality**

Province	Municipalities	Allocation R'000	Expenditure R'000	% Spent
EC	1. Dr Beyers Naude	3 500	2 412	69%
	2. Blue Crane	3 200	2 318	72%
	3. Kouga	3 000	2 164	72%
	4. Mbhashe	7 485	6 181	83%
	5. Mnguma	4 000	715	11%
	6. Amahlathi	4 700	4 444	R1
	7. Ngqushwa	6 200	5 722	92%
	8. Inxuba Yethemba	5 600	5 600	100%
	9. Intsika Yethu	4 190	1 967	47%
	10. Emalahlani	3 395	3 395	100%
	11. Dr A B Xuma	6 500	4 668	71%
	12. Sakhisizwe	3 940	3 748	95%
	13. Enoch Mgijima	7 316	7 265	99%
	14. Chris Hani DM	11 005	8 678	79%
	15. Senqu	6 400	6 044	95%
	16. Ngquza Hill	4 138	443	11%
	17. Port St Jonns	20 530	7 839	38%
	18. Nyandeni	4 600	4 594	100%
	19. Mhlontlo	5 100	3 318	65%
	20. King Sabata D	5 360	5 023	94%
	21. Matatiele	2 251	2 024	90%
	22. Umzimvubu	3 500	2 235	64%
FS	23. Mangaung	13 150	0	0%
	24. Masilonyana	2 629	0	0%

Province	Municipalities	Allocation R'000	Expenditure R'000	% Spent
	25. Dihlabeng	16 853	0	0%
	26. Mantsopa	14 084	0	0%
	27. Metsimaholo	1 000	0	0%
	28. Moqhaka	11 000	0	0%
KZN	29. Ndwedwe	10 450	0	0%
	30. Maphumulo	11 700	0	0%
	31. uMlalazi	8 500	0	0%
	32. Mtubatuba	9 868	0	0%
	33. Dannhauser	6 500	0	0%
	34. Alfred Duma	11 775	0	0%
	35. Mpofana	10 000	0	0%
	36. uGu	9 950	0	0%
GP	37. City of Johannesburg	61 700	0	0%
LP	38. Greater Giyani	8 000	3 498	44%
	39. Greater Letaba	3 900	3 899	100%
	40. Greater Tzaneen	3 950	3 940	100%
	41. Musina	3 354	3 354	100%
	42. Makhado	3 500	3 113	89%
	43. Collins Chabane	4 500	4 500	100%
	44. Blouberg	4 000	3 999	99%
	45. Molemole	22 056	4 294	19%
	46. Polokwane	4 500	3 748	84%
	47. Lepelle-Nkumi	19 500	2 963	15%
	48. Lephalale	7 600	0	0%
	49. Mogalakwena	11 200	0	0%
	50. Modimolle-Mokhotlong	11 022	0	0%
MP	51. Chief Albert Luthuli	8 150	8 150	100%
	52. Msukaliqwa	1 500	1 496	99%
	53. Mkhondo	8 000	8 000	100%
	54. Lekwa	6 625	3 882	59%
	55. Dipaleseng	5 750	538	9%
	56. Emakhazeni	1 950	1 950	100%
	57. Thembisile Hani	1 150	746	65%
	58. Dr JS Moroka	100	100	100%
	59. Nkomazi	16 230	11 319	70%
	60. Bushbuckridge	43 100	42 453	98%
	61. City of Mbombela	11 805	650	6%
NC	62. Magareng	5 145	2 380	46%
NW	63. Lekwa-Teemane	12 458	10 713	86%
	64. Mahikeng	14 382	0	0%
	65. Naledi	13 205	0	0%

Province	Municipalities	Allocation R'000	Expenditure R'000	% Spent
WC	66. City of Cape Town	4 450	0	0%
	67. Stellenbosch	30 132	0	0%
	68. Langerberg	25 730	0	0%
	69. Theewaterskloof	41 304	0	0%
	70. Overstarnd	12 472	0	0%
	71. Cedeberg	7 805	0	0%
	72. Swartland	350	0	0%
	73. Drakenstein	435	0	0%
	74. Hessequa	5 180	0	0%
	75. Knysna	2 600	0	0%
<b>Total</b>	<b>75</b>	<b>866 670</b>	<b>220 482</b>	<b>64%</b>

#### 4.2.4 MUNICIPAL DISASTER RECOVERY GRANT ALLOCATION 2022/23: ROLLOVER APPROVALS

Due to the April 2022 floods that took place in KZN, Eastern Cape and Western Cape provinces, an amount of R 3.318 billion was allocated to 15 municipalities in the three provinces. Municipalities that were not able to spend their 2022/23 allocation submitted their roll-over application with the National Treasury in 2023/24. An amount of R 2 828 266 was approved for municipalities in KZN and Western Cape to continue with the implementation of the projects in the financial year. The municipalities are continuing with the implementation of the projects.

Province	Municipality	2022/2023 R&R allocation R'000	Roll-Over Amount R'000	Roll-over Approved R'000
WC	1. Theewaterskloof	11 194	11 900	11 900
	2. Swellendam LM	3 553	3 553	3 553
	3. Oudtshoorn	26 664	25 602	25 602
	Breede Valley	10 100	8 379	8 379
	4. George	237 498	229 095	229 095
KZN	2. eThekweni Metro	1 534 785	1 534 785	1 534 785
	3. uMhlathuze City	34 966	26 590	26 590
	4. King Cetshwayo DM	4 500	2 050	2 050
	5. Inkosi Langalibalele	76 950	40 417	38 718
	6. Alfred Duma LM	22 000	7 985	17 679
	7. iLembe DM	14 549	14 549	14 549
	8. KwaDukuza LM	1 271 098	899 720	899 720
	9. uMgungundlovu DM	10 100	0	0
	10. Mandeni LM	17 023	15 556	15 556
<b>Total</b>		<b>3 274 980</b>	<b>2 830 181</b>	<b>2 828 266</b>

#### 4.2.5 MUNICIPAL DISASTER RECOVERY GRANT: 2019 FLOODS

The NDMC transferred R150 million of approved funds to five municipalities, eThekweni, KwaDukuza, Ray Nkonyeni, uMzumbi and uMuziwabantu in KZN province for the reconstruction and rehabilitation of the municipal infrastructure due to the 2019 floods. The funds were allocated by the National Treasury in 2023/24 to support the affected municipalities to reconstruct and rehabilitate the damaged infrastructure. The cumulative expenditure of R81 279 000 which translates to 75% was realised in the financial year. The allocation breakdown and financial expenditure are reflected in the table below.

Province	Municipalities	Allocation R'000	Expenditure R'000	% Spent
KZN	1. uMzumbe	15 772	7 320	69%
	2. Ray Nkonyeni	82 298	68 393	90%
	3. uMuziwabantu	13 562	6 628	50%
	4. eThekweni	16 442	13 809	63%
	5. KwaDukuza	22 027	11 264	51%
<b>Total</b>	<b>5</b>	<b>150 101</b>	<b>114 213</b>	<b>80%</b>

#### 4.2.6 MUNICIPAL DISASTER RECOVERY GRANT: 2023/2024

The DCoG supported 49 municipalities in the Eastern Cape, KZN, Limpopo and Mpumalanga provinces during the financial year by transferring a total amount of R1 184 742 000 to affected municipalities to rehabilitate and reconstruct damaged municipal infrastructure because of the February 2023 floods that took place in the provinces. The Department requested additional funding through the Unavoidable and Unforeseeable process of the National Treasury. The funds were allocated to the municipalities in March 2024.

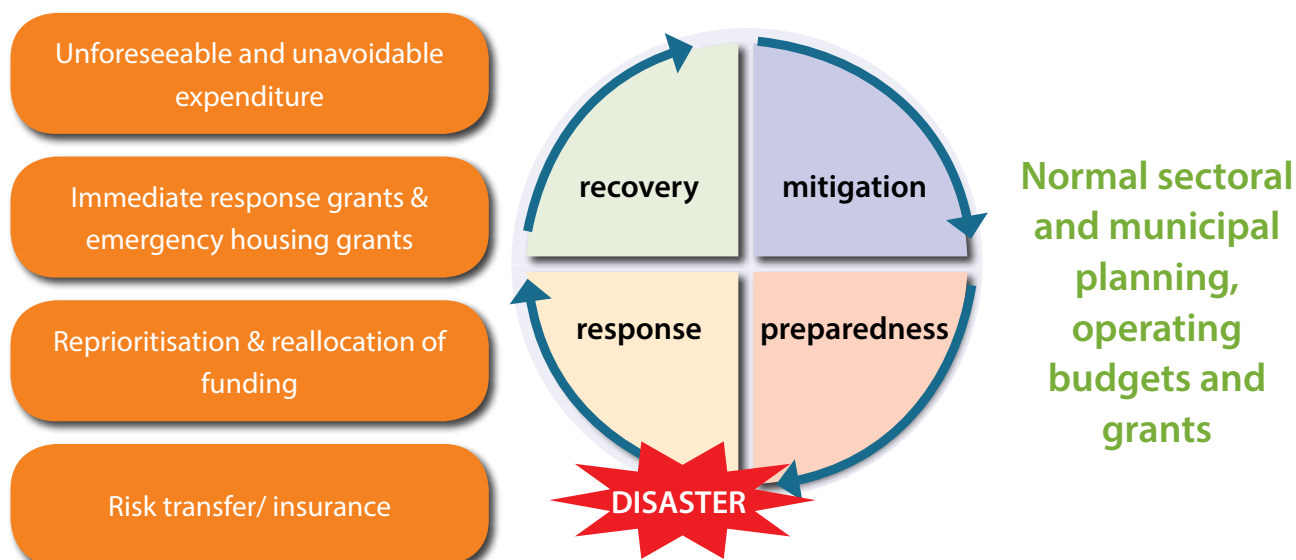
Province	Municipality	2023/2024 Response & Recovery allocation R'000	Cumulative Expenditure R'000	%
EC	1. Dr Beyers Naude LM	6 585	0	0%
	2. Blue Crane Route LM	30 491	0	0%
	3. Mbhashe LM	32 204	0	0%
	4. Mnquma LM	8 625	0	0%
	5. Amahlathi LM	25 512	0	0%
	6. Ngqushwa LM	20 330	0	0%
	7. Inxuba Yethembu LM	11 233	0	0%
	8. Intsika Yethu LM	38 991	0	0%
	9. Emalahleni LM	42 739	0	0%
	10. Dr A.B Xuma	25 172	0	0%
	11. Sakhisizwe LM	47 326	0	0%
	12. Enoch Mgijima LM	42 681	0	0%
	13. Chris Hani DM	27 695	0	0%
	14. Nqquza Hill LM	10 812	0	0%
	15. Port St John LM	34 161	0	0%
	16. Nyandeni LM	46 987	0	0%
	17. Mhlontlo LM	33 354	0	0%
	18. King Sabata Dalindyebo LM	40 215	0	0%
	19. Matatiele LM	32 706	0	0%
	20. Ntabankulu LM	28 404	0	0%
	21. Umzimvubu LM	35 777	0	0%
	22. Raymond Mhlaba LM	36 534	0	0%



Province	Municipality	2023/2024 Response & Recovery allocation R'000	Cumulative Expenditure R'000	%
LP	23. Polokwane	14 280	0	0%
	24. Blouberg LM	47 100	0	0%
	25. Collins Chabane LM	9 000	0	0%
	26. Greater Letaba LM	7 990	0	0%
	27. Greater Tzaneen LM	10 250	0	0%
	28. Makhado LM	18 000	0	0%
	29. Musina LM	6 993	0	0%
MP	30. City of Mbombela	20 117	0	0%
	31. Nkomazi	66 501	0	0%
	32. Bushbuckridge	14 720	0	0%
	33. Dr Pixley Ka Seme	700	0	0%
	34. Govan Mbeki	7 875	0	0%
	35. Lekwa	11 000	0	0%
	36. Mkhonto	22 600	0	0%
	37. Chief Albert Luthuli	15 800	0	0%
KZN	38. Amajuba DM	30 000	0	0%
	39. Newcastle LM	20 652	0	0%
	40. EMadlangeni	18 523	0	0%
	41. Okhahlamba LM	26 548	0	0%
	42. Inkosi Langalebalele LM	8 000	0	0%
	43. uMngeni LM	7 418	0	0%
	44. Msunduzi LM	39 600	0	0%
	45. Impendle LM	46 629	0	0%
	46. Jozini LM	29 803	0	0%
	47. eDumbe	1 400	0	0%
	48. eNdumeni LM	6 400	0	0%
	49. eMsinga LM	18 029	0	0%
<b>Total</b>	<b>R49</b>	<b>1 184 742</b>	<b>0</b>	<b>0,00%</b>

#### 4.2.7 SUPPORT TO SECTOR DEPARTMENTS IN THE IMPLEMENTATION OF DISASTER FUNDING ARRANGEMENTS AS PER THE DMA FOR IMMEDIATE RESPONSE TO THE EFFECTS OF THE DISASTER.

The NDMC has been supporting the sector departments in the implementation of disaster funding arrangements as per the DMA. This is in consideration of the fact that the DMA places responsibility on various organs of state across the spheres to develop and implement disaster management plans, contingency strategies, and emergency procedures, including financing mechanisms as per the respective mandates and the disaster funding arrangements as indicated in the table 7 below: Respective mandates and the disaster funding arrangements



Since 2020/21, the NDMC initiated an effort to support sector departments in implementing disaster funding arrangements in light of the challenges, particularly the delays and non-implementation of disaster interventions including the reliance on disaster grants. The initiative was meant to support the sector departments on the disaster funding arrangements to ensure that disaster damages are addressed timeously. The NDMC effectively supported five sector departments, with implementation of disaster funding arrangements as per the DMA. Amongst other factors, the selection criteria was primarily based on the national sector departments that;

- Experienced recurring damages and losses from disaster occurrences;
- Carry priority mandates of government with implications to the lives and livelihoods of communities;
- Are frequently supported through funding for disaster response and recovery intervention measures;
- Require support regarding critical Disaster Risk Management elements in line with the DMA; and
- Sector departments where lessons and good practices may be picked for further sharing with other organs of state.

The selected sector departments for the financial year included the Departments of Agriculture, Land Reform and Rural Development (DALRRD), Human Settlements (DHS), DSD, Transport (DOT), and DFFE. The coordination efforts between the NDMC and these sector departments are crucial in ensuring a comprehensive and unified approach to disaster management and response:

**(i) Department of Agriculture, Land Reform and Rural Development (DALRRD):**

DALRRD plays a vital role in addressing agricultural emergencies and disasters, such as droughts or floods. Their collaboration with the NDMC ensures that agricultural communities receive the necessary support, including disaster relief funding for crop losses, livestock support, and rehabilitation of farming infrastructure.

**(ii) Department of Human Settlements (DHS):**

DHS focuses on providing housing and shelter solutions during and after disasters. With support from the NDMC, DHS can access disaster funding to assist affected communities in rebuilding homes, providing temporary shelters, and addressing housing needs in disaster-affected areas.

**(iii) Department of Social Development (DSD):**

DSD is responsible for providing social assistance and support services to vulnerable populations affected by disasters. Through coordinated efforts with the NDMC, DSD utilises disaster funding to implement social relief measures, including emergency food aid, clothing, blankets, and psychosocial support for disaster survivors.

**(iv) Department of Transport (DOT):**

DOT contributes to disaster response by managing transportation logistics for emergency supplies, evacuating residents from hazardous areas, and restoring transportation infrastructure damaged by disasters. Funding allocated through the NDMC supports DOT in these critical activities to ensure swift and effective response efforts.

**(v) Department of Environment, Forestry and Fisheries (DFFE):**

DFFE focuses on environmental management and conservation efforts, essential for mitigating environmental impacts of disasters and restoring ecosystems. With support from the NDMC's disaster funding arrangements, DFFE can implement measures to rehabilitate affected natural habitats, manage waste disposal, and promote sustainable environmental practices post-disaster.

By facilitating the implementation of disaster funding arrangements as per the DMA across these sector departments, the NDMC enhanced coordination, strengthened disaster preparedness, and ensured timely and effective response and recovery efforts, where it was possible. This collaborative approach underscores the importance of interagency cooperation in mitigating the impacts of disasters and promoting resilience within South Africa's communities.

## **4.3 THE DISASTER OPERATIONS CENTRE (JOINT SPECIAL OPERATIONS COMMAND CENTRE)**

Through the DCoG, NDMC is crucial in the coordination of response measures and supporting the relevant organs of state across the nation. The NDMC operations have been supported by the Disaster Operations Centre (DOC) through the DBSA has established the DOC. This initiative was designed to enhance the NDMC's capacity to coordinate the diverse and extensive range of stakeholders involved in disaster response. The centre is integral for coordination of reports from relevant stakeholders and structures for decision-making particularly on required interventions.

Initially launched during the COVID-19 pandemic, the DOC has proven indispensable beyond its original purpose. It has continued to operate, playing a critical role in facilitating disaster risk management planning and response activities at the national level. This centre remains a cornerstone in the NDMC's efforts to efficiently manage disaster-related activities, ensuring that the complex task of coordination and communication is handled effectively.

The personnel at the DOC are typically engaged in various tasks within the branch. However, during times of disaster, their primary focus shifts to maintaining the centre's operations. This includes critical functions such as liaising with province officials as provincial champions – designated officials for each province responsible for receiving and analysing disaster-related information sent to the NDMC. These provincial champions are essential in ensuring that timely and accurate data is transmitted to and from the national level, facilitating a coordinated response.

Furthermore, the DOC officials are involved in analysing disaster grant reports from municipalities that have received funding for disaster relief efforts. This analysis is vital in verifying that the allocated funds are utilised effectively for relief, recovery, and rehabilitation purposes. To ensure transparency and accountability, personnel also conduct on-site visits to monitor and evaluate the progress and implementation of funded projects, confirming that grant monies are being used appropriately and as intended.

During disaster incidents, the centre is also responsible for compiling and delivering detailed reports to the Minister of CoGTA. For the year under review, the centre produced reports to the executive of the department. These reports provide crucial insights and updates on the disaster response, enabling informed decision-making at the highest levels of government. Additionally, the centre handles a significant volume of public queries, which surge during disaster events. Responding to these queries promptly and effectively is an essential aspect of maintaining public trust and ensuring that communities are well-informed about ongoing disaster management efforts.

The DOC is a vital component of the national disaster management Centre. Its role extends beyond immediate disaster response to encompass continuous support and oversight of disaster risk management activities, ensuring that the NDMC can fulfil its mission of safeguarding communities and building resilience against future disasters.

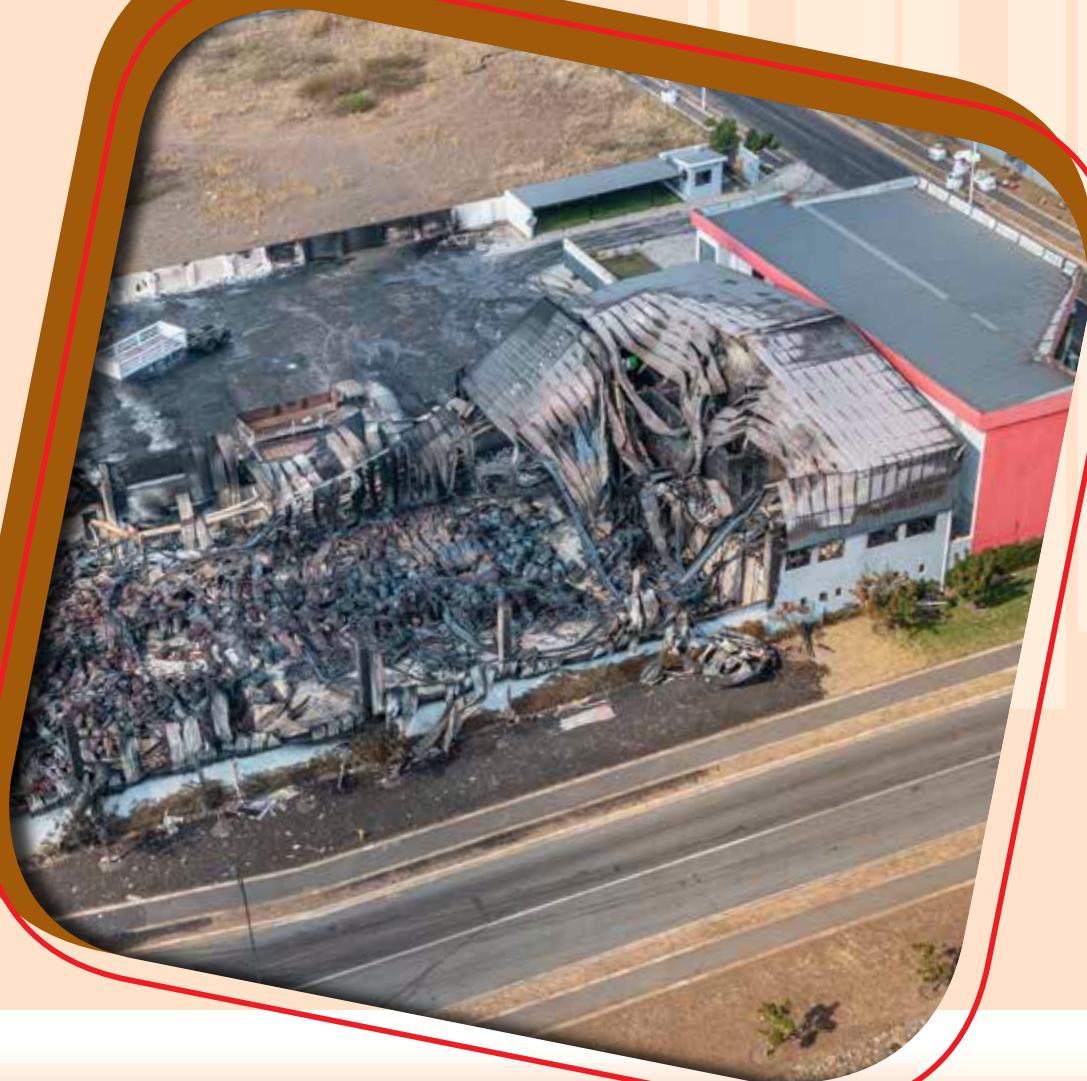






# PROGRESS MADE WITH THE PREPARATION OF DISASTER MANAGEMENT PLANS

## CHAPTER 5



# CHAPTER 5 PROGRESS MADE WITH THE PREPARATION OF DISASTER MANAGEMENT PLANS

## 5.1 INTRODUCTION

Amongst the main objectives of the Directorate: Disaster Risk Reduction, Planning and Strategies (Dir: DRRP & S) include the facilitation and provision of support and guidance in the preparation of disaster management plans by organs of state and relevant entities, as well as to facilitate the implementation of DRR measures within the organs of state across the spheres of government. These measures include risk prevention, mitigation and emergency preparedness. The DMA provides a legislative requirement for the organs of state to develop, regularly update and submit disaster management plans to the NDMC. The NDMF, particularly KPA3, outlines planning and integration of core risk reduction principles aimed at prevention and mitigation of risks onto ongoing programmes and initiatives.

The DMPs incorporate DRR measures that are medium- to long-term multisectoral efforts focused on vulnerability reduction. Furthermore, these plans must be incorporated into the ongoing municipal IDP reviews. This means that disaster management planning must be included in the strategic plans of national and provincial departments and the IDPs of municipalities. Sectoral plans must include specific DMPs for the relevant departments within all municipalities.

It is important to coordinate and align the implementation of the DMPs of the districts/metros with those of other organs of state and institutional role-players through the context of the 'One Plan' of the DDM. In terms of the APP of the DCoG, the NDMC was expected to facilitate and provide support to the development of 10 district municipal DMPs during the year under review. This chapter reports on the targets, progress and challenges experienced with regards to disaster management planning during the year under review.

## 5.2 SUBMISSION OF PLANS TO THE NDMC

Sections 25, 38, 39, 52 and 53 of the DMA places explicit responsibility on organs of state, spheres of government and other institutional role-players involved in disaster management for the development and implementation of DMPs. It is a legislative requirement that once developed, these plans must be submitted to the NDMC. The plans should encompass strategies to prevent and reduce the risk of disasters; mitigate the severity or consequences of disasters; facilitate emergency preparedness; and ensure rapid and effective response to disasters and post-disaster recovery and rehabilitation.

### 5.2.1 DISASTER MANAGEMENT PLANS ASSESSED IN 2023/24

Disaster management plans are based on the Risk Assessment process that are undertaken to determine the types of risks/hazards they are addressing and encompassing strategies to prevent and reduce the risk of disasters; mitigate the severity or consequences of disasters; facilitate emergency preparedness; ensure rapid and effective response to disasters; and post disaster recovery and rehabilitation. For effective implementation of the Act, section 3.1.1.2 of the NDMF provides for a phased approach to disaster management planning and implementation which comprises of three progressive steps from level 1 to a level 3. Each level of DMP yields indicative information about common vulnerabilities in communities, local areas or provinces.

The NDMC had in 2017, published guidelines on the “structure and development of disaster management plans” to assist all organs of state to develop comprehensive and compliant DMPs in line with the phased in approach described in the Framework. The guideline extracts key aspects of the four KPA and three Enablers specified by the NDMF. Furthermore, the disaster management plans should indicate how organs of state will invest in DRR and climate change adaptation, including ecosystem and community-based adaptation approaches in order to align with the priorities and targets of the SFDRR 2015-2030. To complement the guideline on the “structure and development of disaster management plans”, the NDMC also developed a criterion on the assessment of DMPs that are submitted and recorded onto the database of DMPs.

On receipt of DMPs, the NDMC records them in the database that has been developed, and then select a targeted number of these plans to be assessed to check their compliance, as well the practicality of their implementation by all relevant role-players within their respective areas of jurisdiction. Since the inception of the 2019/2024 MTSE, the NDMC assessed a total of fifty-five (55) DMPs, out of which forty (40) are for municipalities and fifteen (15) from other organs of state that include sector departments and state-owned entities. A total of 14 DMPs of municipalities in priority disaster areas, that are also implementing disaster management strategies to prevent, prepare for and mitigate disaster risks in terms of the DMA, were assessed by 31 March 2024, that is at the end of the financial year under review (2023/24). The names of these municipalities are:

- i) Chris Hani District Municipality
- ii) Fezile Dabi
- iii) Sedibeng DM
- iv) Bojanala DM
- v) uMgungundlovu
- vi) Uthukela
- vii) Mopani
- viii) Ehlanzeni
- ix) Frances Baard
- x) Garden Route
- xi) Xhariep
- xii) Amajuba
- xiii) Cape winelands
- xiv) Sarah Baartman.



### 5.3 FACILITATION OF AD-HOC EVENTS TO GUIDE THE INTEGRATION OF DRR AND CLIMATE CHANGE ADAPTATION INTO PLANNING.

More work of the Directorate is focused on the implementation of the APP. The APP is focusing on monitoring the implementation of developed disaster management plans, as well as enhancing DRR strategies that incorporate climate change and ecosystem-based adaptation measures to mitigate the effects of disaster risks and climate change within municipalities. The implementation of the APP employs all available tools and techniques, some of which, in addition to the already mentioned ones, are derived from the guidelines developed by the NDMC on the integration of DRR into municipal IDPs. Despite the limited human capacity (one Director, one contract Deputy Director and one contract Admin Assistant), the Directorate has always managed to achieve its quarterly and annual targets of the APP.

### 5.4 EVALUATION OF THE IMPLEMENTATION OF PLANS AND STRATEGIES

Findings emanating from assessment of DM Plans revealed that most DM Plans are not informed by comprehensive disaster risk assessments as prescribed by the NDMF and hence do not employ appropriate DRR measures to address the risks posed by the prevalent hazards within particular or specific geographic spaces. Additionally, it was discovered that most municipalities struggle to integrate DRR into the IDPs and as a result, essential DRR projects and programmes are left out when other municipal projects are funded. To that effect, most municipalities experience recurrence of devastating disaster incidents with huge socio-economic implications for households, businesses and government, notwithstanding numerous communiques and reminders in the form of circulars done by the Director-General of the department, urging organs of state to ensure they develop, review, update their DMPs and submit these to the NDMC.

To address the identified gaps and challenges, the NDMC developed the 'Support Plan' to guide organs of state to develop, update and review their DMPs as well as the Guidelines on integration of DRR into IDPs and DDM-One Plans. Both these tools were rolled out in all the 9 provinces during the financial year.

#### 5.4.1 SECTOR DEPARTMENTS ENGAGED ON THE DEVELOPMENT OF DISASTER MANAGEMENT PLANS

- Department of Justice and Constitutional Development;
- Department of Trade, Industry and Competition;
- South African Police Services; and
- Department of Traditional Affairs.

### 5.5 EVALUATION OF THE IMPLEMENTATION OF PLANS AND STRATEGIES

There is common observation and concern that there are gaps with regards to mainstreaming DRR into municipal IDPs. Most plans are not informed by comprehensive disaster risk assessments as prescribed by the NDMF and hence do not employ fit-for-purpose DRR measures to address the risks posed by the prevalent hazards within particular or specific geographic spaces. To that effect, most municipalities experience the recurrence of devastating disaster incidents with huge socio-economic implications on the households, businesses and government. This is despite numerous communiques and reminders in the form of circulars done by the Director-General (DG), of the department, urging organs of state to ensure they develop, review, update their DMPs and submit these to the NDMC.

The NDMC developed the 'Support Plan' to guide organs of state to develop, update and review their DMPs. Guidelines on the integration of DRR into IDPs and DDM-One Plans of each district and metropolitan municipality were also developed. Both tools will be rolled out in all provinces during the financial year.

An external National Technical Task Team on DRR and Planning was established with the objective to support multi-agency coordination needs in terms of DRR and planning. This Task Team also serves as a platform for consultation on disaster management planning between the NDMC and disaster management stakeholders and practitioners.

## 5.6 FACILITATION OF INTEGRATION OF DRR AND CLIMATE CHANGE ADAPTATION INTO PLANNING

Amongst the key components of a DMP is to mainstream DRR and climate change adaptation strategies into development planning and the Spatial Development Framework (SDF). This is further guided and promoted by the SFDRR. The global climate has already changed relative to the pre-industrial period and these changes have prompted a paradigm shift from merely responding to incidents and disasters towards focusing on DRR and integration thereof in development planning.

What is central to the integration of DRR is the involvement of action or process to integrate risk factors and identify DRR as essential for a socio-economic, environmental developmental agenda. Therefore, it aims to integrate DRR and climate change adaptation into conceptual and strategic frameworks across projects and policies within all governmental spheres. Currently, most municipalities in South Africa struggle to incorporate DRR into the IDPs and as a result, essential DRR projects and programmes are left out when other municipal projects are funded through the Service Delivery and Budget Implementation Plans (SDBIP). Thus, the NDMC initiated a project to develop a concept note on the integration of DRR into IDPs to guide municipalities in integrating risk reduction measures in funded plans.

Continuously, the NDMC is participating in the Steering Coordinating Committee on Ecosystem-Based Adaptation led by the DFFE. This committee was established to conceptualise projects and coordinate the implementation of projects to mitigate the effects of climate change across the country. The NDMC has also participated in the assessment of the Climate Change Response Plans of various district municipalities, a project also driven by the DFFE. The common objective of mainstreaming climate change adaptation and DRR efforts is ultimately to build resilience of people, economies and protect natural resources against impacts of extreme weather. Therefore, it is imperative that all spheres of government and sectors incorporate climate change adaptation and DRR in the development of disaster management plans.

## 5.7 PREPARATION OF SEASONAL CONTINGENCY PLANS

Given that South Africa is prone to a variety of natural hazards and related disasters, among others, drought, floods, fires and epidemics, calls for the development of seasonal contingency plans. The purpose of seasonal contingency plans is to provide a high-level, strategic and unifying framework that outlines measures needed to assist the country to deal with any emergency related to extreme seasonal hazards through effective prevention, mitigation, emergency preparedness, response and recovery. This is a plan that follows a multi-hazard approach towards the implementation of emergency preparedness actions, while also strengthening inter-sectoral collaboration across relevant government sectors, the private sector and civil society. The following contingency plans were developed by the NDMC for the 2023/24 Financial Year:

- a) National Contingency Plan for 2023 Summer Season.
- b) National Contingency Plan for 2023 Winter Season.

The NDMC facilitated and coordinated submission of winter and summer contingency plans from all the nine provinces.



# NATIONAL COORDINATION AND COMPLIANCE

## CHAPTER 6





# CHAPTER 6: NATIONAL COORDINATION AND COMPLIANCE

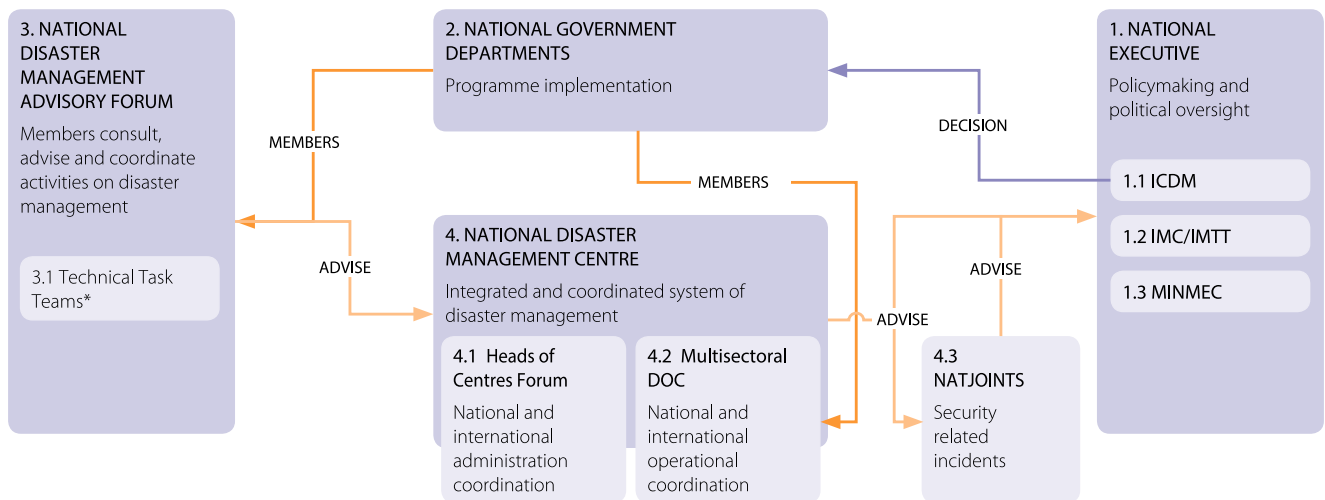
## 6.1 INTRODUCTION

Section 8 of the DMA, read with Section 9, establishes the NDMC to promote an integrated and coordinated system of disaster management, with special emphasis on prevention and mitigation by national, provincial, municipal organs of state, statutory functionaries, other role-players and communities. Section 15(1)(b) of the DMA further assigns the NDMC the duty to monitor whether organs of state and statutory functionaries comply with the DMA and the NDMF. The NDMC also has a responsibility to establish effective institutional arrangements for the development and approval of integrated risk management policy. One of the ways towards achieving this is through the establishment of intergovernmental structures. In line with these duties, this chapter reflects on the coordination efforts performed by the NDMC across the three spheres of government during the reporting period.

## 6.2 NATIONAL DISASTER MANAGEMENT COORDINATION

The DMA and the NDMF recognises that the objectives of disaster management cannot be met without sound intergovernmental cooperation and coordination. Thus, three broad groups of disaster management institutional structures were established across the three spheres of government. The various forums range from political, technical to administrative structures. Within the national sphere of government, these structures are the ICDM, the NDMAF, the HoCeF and the Multisectoral DOC. Similar structures are duplicated at provincial and municipal spheres of government.

The NDMC is the principal functional unit for national disaster management coordination that is responsible for guiding and developing frameworks for the government's disaster management policy, legislation, facilitating and monitoring implementation, and facilitating and guiding cross-functional and multidisciplinary disaster management activities among stakeholders. To achieve this, the NDMC, among its other responsibilities, must establish and maintain institutional arrangements, namely the ICDM and NDMAF, that enable the implementation of the multi-governmental provisions of the DMA. Figure 32 illustrates how the national operating model places the NDMC in the centre of the disaster management value chain and depicts the role each structure and organisation plays in meeting the delivery needs in terms of disaster management.



**Figure 32: Link among disaster management institutional structures**

The NDMF in KPA 1 indicates that the NDMC not only advises the ICDM and the NDMAF but also provides secretarial support to the NDMAF. It is here that the organisational link between the NDMAF, the NDMC and ICDM is relevant to the efficiency of the institutional structure. The secretariat role described by the NDMF, therefore, goes beyond taking minutes of the structure. 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. The model also indicates that the NDMC may advise NATJOINTS on security-related incidents.

Coordination and efficient functioning of institutional structures cannot be achieved across the spheres of government without clarifying the interaction of the policymaking process, the provision of advice and the implementation of policy decisions. Figure 33 is adapted to show how the broad groups of institutional structures interact. In this regard, the national operating model also places the PDMCs and MDMCs in the centre of the disaster management value chain within their respective spheres of government and depicts the role each structure and organisation plays in meeting the delivery needs in terms of disaster management. Figure 33 also indicates how coordination is achieved vertically in the disaster management value chain.

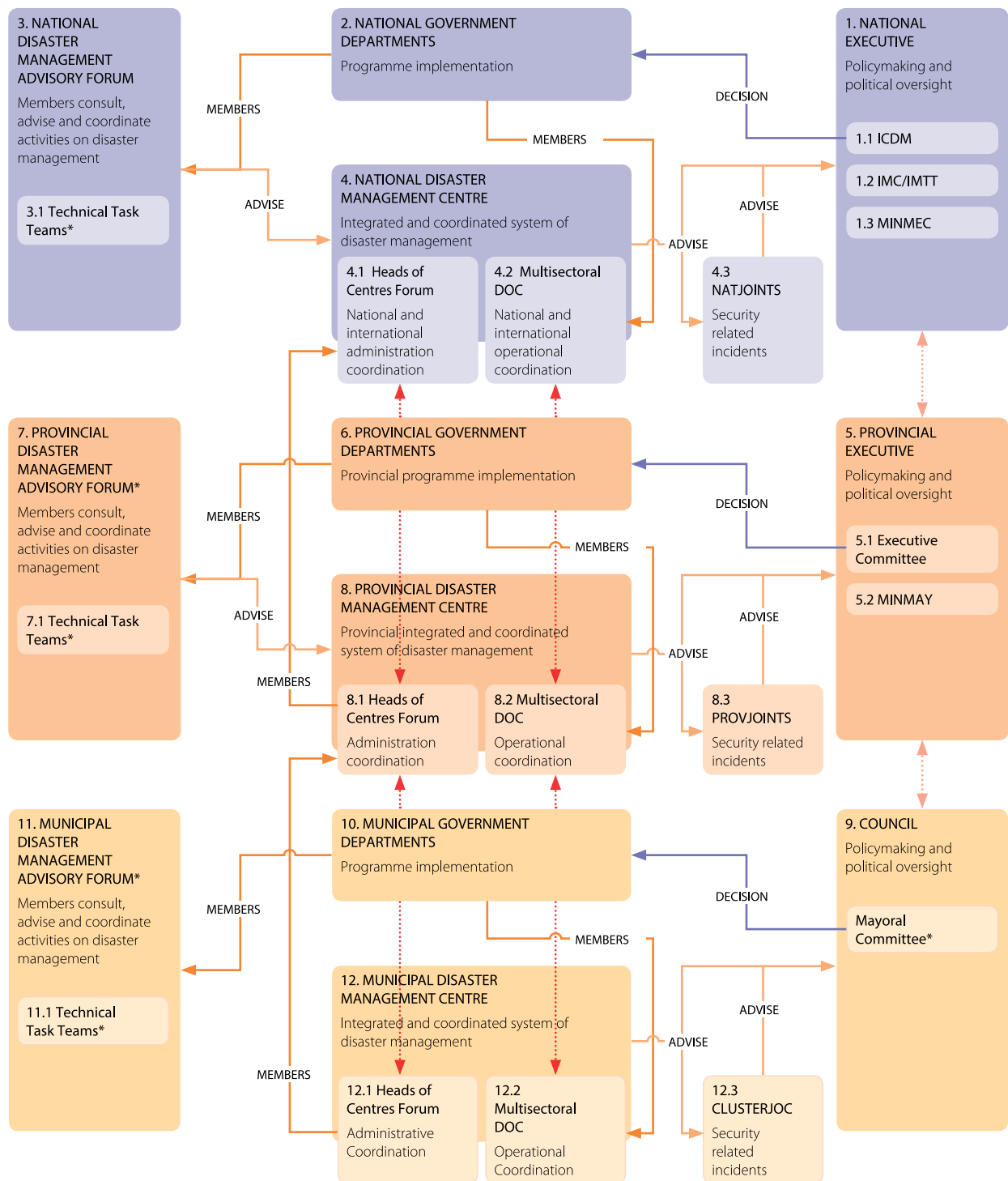


Figure 33: Institutional structures' coordination across the three spheres of government

## 6.2.1 INTER-MINISTERIAL COMMITTEE ON DISASTER MANAGEMENT

The DMA provides, inter alia, for the establishment of the ICDM by the President and must include representatives from the three spheres of government involved in disaster management. Following a request by the Minister of CoGTA, the premiers of the nine provinces designated one member of their respective Executive Committees and the South African Local Government Association (SALGA) designated two councillors to serve as ex-officio on the ICDM. On 18 August 2016, in terms of Section 4(1) of the DMA, the President, through Proclamation, established the ICDM by recognising the following members:

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



## 6.2.2 INTERGOVERNMENTAL COMMITTEE ON DISASTER MANAGEMENT (ICDM)

The ICDM is strategically placed to 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. The ICDM met on several occasions to discuss key aspects of the Disaster Management Regulations to be issued and advised the NCCC and Cabinet on the regulations to be issued. The DMA provides inter alia for the establishment of the ICDM by the President and must include representatives from the three spheres of government involved in disaster management. The ICDM was formally established in terms of Section 4 of the DMA on 18 August 2016 through Proclamation 61 of 2016 published in Government Gazette 40394.

In the financial year, there was one Special ICDM meeting that took place on 27 September 2023. The purpose of the meeting was to discuss the severe weather-related incidents that took place across the country. The SAWS gave an update on the Weather Outlook until December 2023, and the NDMC gave an overview on the coordination of response measures and support to affected provinces. National Organs of States also gave an overview on their strategic support and Interventions and support from provinces. Then all PDMCs gave high-level updates on their Contingency Arrangements and Preparedness Measures in place in light of the issued weather warnings.

Relevant structures were activated in the affected provinces through the coordination of PDMCs for activation of provincial response plans as well as coordination of reports by organs of state and relevant stakeholders. This was done in line with the 2022/23 National Summer Seasonal Contingency Plan. All PDMCs and some Sector Departments also submitted their Summer Seasonal Plans. As per tradition, SAWS gave an update on Weather Outlook until September 2023.

The NDMC continued to monitor, coordinate response and recovery measures by the relevant organs of state and stakeholders. Lessons learnt from previous disasters were also being incorporated in the coordination of efforts. Relevant structures were activated in all affected provinces through the coordination of PDMCs for activation of provincial response plans as well as coordination of reports by organs of state and relevant stakeholders. NDMC continued to call for heightened preparedness and DRM by all stakeholders.

## 6.2.3 NATIONAL DISASTER MANAGEMENT ADVISORY FORUM (NDMAF)

The purpose of the NDMAF is to provide an inclusive platform whereby national, provincial, local government and other role-players engage on matters relating to disaster management. It presents an opportunity for collaborations and enables the forum to make well-consulted recommendations to the ICDM and to other organs of state, the private sector, etc. on any matter(s) relating to disaster management. The NDMAF is chaired by the Head of the NDMC or a nominee as guided by Section 5(2) of the DMA.

The annual NDMAF meetings of the financial year took place on 08 June 2023, 14 September 2023, 07 December 2023 and 07 March 2023. These meetings took place in the form of a Virtual Sessions. All meeting documents were shared with all the members. Though the documents for the NDMAF meetings were shared with the stakeholders, they will also be uploaded on the NDMC e-Convener for future record purposes. Some of the key elements discussed in the NDMAF is set out below:

- a) Seasonal Climate Watch: (SAWS)
- b) Overview of the Seasonal Risk Profile: (NDMC Early Warning)
- c) Status of water in the country (DWS)
- d) Update on Disaster Response Coordination (NDMC)
- e) Three months Electricity Supply: (Eskom).

## 6.3 SPECIAL NATIONAL DISASTER MANAGEMENT ADVISORY FORUM

A Special NDMAF took place on 27 October 2023. The primary purpose of the special NDMAF was to have a discussion on the review of the Disaster Management System in South Africa with all National Disaster Management stakeholders. The forum noted a presentation on the proposed Disaster Management Model Concept Document by the NDMC.

Another Special NDMAF was convened on 12 February 2024. The purpose of the meeting was to consult members of the NDMAF regarding the intention of the Country to enter into the MOA on SHOC.

### 6.3.1 HEADS OF CENTRES' FORUM (HOCEF)

In the financial year under review, there were four Special HoCeF convened. The first was convened on 21 July 2023. The purpose of the meeting is to discuss the inputs into the preparations for the cabinet report on the review of the Disaster Management System in South Africa. The second meeting was convened on 20 September 2023, and the purpose was to discuss the recent weather-related events that have been taking place in different parts of the country. The forum noted a weather update from the SAWS, as well as high level situational reports on recent incidents (fires, storm surges, strong winds) and response measures from PDMCs.

Another HoCeF was convened on 04 October 2023, and the purpose of the meeting was to discuss the classification of disasters process as well as the submission and assessment reports on incidents (fires, storm surges, strong winds) that took place in provinces. Provincial HoCs gave updates on their situational reports and their response measures. The last Special HoCeF was convened on 31 December 2023. The meeting was convened following the destructive rains that took place from the beginning of December. The purpose of the meeting was to give direction to PDMCs on daily status reporting following the flood events.

## 2.3 PROVINCIAL AND MUNICIPAL DISASTER MANAGEMENT ADVISORY FORUMS (PDMAF)

The PDMAFs and Municipal Disaster Management Advisory Forums (MDMAFs) are established according to Sections 37 and 51 of the DMA. The Head of the PDMC / MDMC is the respective chairperson of the PDMAF / MDMAF meetings. In addition to these meetings, the PDMCs also host the Heads of Centres Forum meetings which are normally done prior to their PDMAF meetings. The provincial and municipal structures are monitored by the NDMC whenever feasible in order to evaluate the DMIS's functionality. During this year, monitoring on the functionality of a DMIS structures was done through joining the following PDMAFs virtual meetings:

- GP PDMAF: 30 May 2023
- WC PDMAF: 1 June 2023
- KZN PDMAF: 14 June 2023
- EC PDMAF: 13 September 2023
- KZN PDMAF: 26 September 2023
- NW PDMAF: 16 November 2023
- WC PDMAF: 23 November 2023
- LP PDMAF: 05 December 2023
- FS: 21 February 2024
- WC: 22 February 2024
- EC PDMAF: 13 March 2024
- KZN PDMAF: 19 March 2024
- LP PDMAF: 20 March 2024

## **2.4 TECHNICAL TASK TEAMS**

In coordinating DM planning, the NDMF grants the Head of the NDMC discretion to convene meetings of planning groups, Technical Task Teams (TTTs) and key personnel from line departments for the purpose of integrated and coordinated planning. In this financial year, the Directorate attended through virtual meetings on MS Teams the National Capacity Building Coordinating Forum (NCBCF), the Early Warnings Task Team (EWTT) and three NJFCC meetings.

### **2.4.1 NATIONAL JOINT FLOOD COORDINATION COMMITTEE**

The stormy, inclement weather that resulted in heavy rains in some parts of the country caused flooding, which caused damage to infrastructure, primarily in the areas of roads, education, health, and human settlements. There were also reported numbers of fatalities, injuries, and missing persons. As a result, the NJFCC called urgent meetings for much of the year. The NJFCC meetings were held seven times during the financial year and these were on 07 July 2023, 23 November 2023, 29 December 2023, 11 January 2024, 12 January 2024, 17 January 2024, and 12 March 2024.

### **2.4.2 NATIONAL CAPACITY BUILDING COORDINATING FORUM**

The primary purpose of the meeting was to share information on the progress made with implementation of the Capacity Building Plans developed by all members and to learn from each other. The meetings of the NCBCF for the financial year took place on:

- 14 June 2023,
- 22 August 2023,
- 23 November 2022 and
- 21 February 2024.

### **2.4.3 EARLY WARNINGS TASK TEAM MEETING**

The purpose of the EWTT is to have a task team that will provide advisory, risk based spatial data and information support, as well as early warnings products and services through an institutional coordination meetings and fora, and to check on issues that are discussed on the NDAMF meeting and Head of Centre Forum. The EWTT meetings for the financial year were held on:

- 06 June 2023,
- 11 September 2023,
- 04 December 2023 and
- 05 March 2024 and was attended by the unit.

## **3. INTERGOVERNMENTAL FOR A REPORTS**

### **3.1 NATIONAL VISITS TO KZN FUNDED PROJECTS, NATIONAL AND PROVINCIAL STAKEHOLDERS**

The purpose of the national visits was to provide progress information on the implementation of Disaster funded projects in 2022/23 through the MDRG, as well as to allow the relevant stakeholders to engage with the municipality and agree on areas of support. Following heavy rains in April 2022 that resulted in floods in some parts of the country, the NDMC disbursed funds to municipalities in KZN province to address the effects of the floods. The funds allocated to municipalities were meant to repair damaged infrastructure ranging from roads, culverts, stormwater and water facilities.

The NDMC continues to coordinate the monitoring of implementation of funded projects. The process of monitoring and assessing drought funded projects improves the efficacy of flood mitigation efforts as well as their continuous execution. It also increases project ownership and accountability from all involved stakeholders and communities affected. The onsite visits for monitoring and evaluation of floods funded projects within the municipalities in KZN province took place from 22 to 26 May 2023, and the CD-PIDCM was part of the site visits.

### 3.2 TRAINING ASSISTANCE FOR USERS ON eCONVENOR SYSTEM FOR THE EASTERN CAPE PDMC

The NDMC has in the recent past developed application systems to be used by the NDMC and its stakeholders. Stakeholders of the NDMC includes among others, PDMCs, District DMCs, entities and sector departments. These stakeholders engage with the NDMC on several platforms and utilise some of the NDMC application systems.

At a training and awareness workshop presentation made on 5 May 2023 to the DDG: NDMC (HOC), it became evident that all colleagues need to be trained to understand the application systems of the NDMC and start using them. This would assist the NDMC in ensuring that data flows into the NDMC data centre and thus succeeds in building the resource database as outlined in the NDMC Framework, and Knowledge management.

The NDMC Information Technology (IT) together with the Policy Development, Institutional Structures and Compliance Management (PDISCN) unit provided training on the utilisation of the e-Convenor system to the Eastern Cape PDMC on 31 May and 1 June 2023. This training will ensure that the PDMC and the respective MDMCs (including Fire Services) have access to the e-Convenor system.

The e-Convenor system further assists the NDMC, PDMCs and MDMCs to centralise logistics around convening meetings and events. As per IT regulations, all users must be registered on the system in order to have access and to be able to upload, view and share information for their meetings, trainings, workshops, events, etc. The system ensures that records are not lost and also helps users to get information or data they need quickly and reliably.

### 3.3 BRICS SOUTH AFRICA 2023

The BRICS, an association of five major emerging economies, namely Brazil, Russia, India, China and South Africa, was formed in 2006. The BRICS members are all developing or newly industrialised countries and all five are also G-20 members. They are distinguished by their large, fast growing economies and significant influence on regional and global affairs. Together, the countries comprise more than 3 billion people or 42% of the world's population, cover 29% of the world's land area on four continents, and account for approximately 23% of the global GDP. The level of urbanisation among BRICS countries are 90.6% (Brazil), 73.8% (Russia), 62% (South Africa), 56% (China) and 31.2% in (India). South Africa assumed chairmanship of BRICS in 2023, and amongst a series of activities and events that are inherent to the role, hosted the BRICS Urbanisation Forum and the Fourth Meeting of BRICS Ministers for disaster management. Both meetings were attended by the CD-PIDCM.

## 6.3.2 LEGAL AND REGULATORY MATTERS WORKSTREAM

The NDMC participated in the Legal and Regulatory Matters Workstream. This workstream:

- a) Gave guidance on the drafting of directions to ensure consistency with the regulations and other related legislative protocols.
- b) Advised on legal issues on the implementation of the regulations and directions.
- c) Assisted the NATJOINTS and engaged with the workstreams and other structures of the NATJOINTS with consideration, comments and proposed amendments to new or amending regulations or directions issued under the DMA and any other legal document as may be directed by the NCCC or requested by its subordinate structures and workstreams.

## 6.4 FIRE SERVICES INSTITUTIONAL COORDINATION

The Dir: FS recognises that multi-sphere and multi-sectoral coordination is essential for the effective delivery of fire services and has hosted several meetings with fire services' provincial focal persons to improve joint planning and coordination of fire services in the country. The directorate also hosted several engagements with the DoH; the Health and Welfare Sector, Education Training Authority (HWSETA); the Quality Council for Trade and Occupations (QCTO); and the broader fire services stakeholders as the working group that was established to oversee the development of the curriculum and related processes for the Emergency Care Programme for First Responders.



## 6.5 LEGISLATIVE COMPLIANCE

In the period under review, the NDMC conducted legislative compliance assessments in 27 DMCs, constituting all 9 PDMCs and 18 MDMCs (two MDMCs per province). Under normal circumstances, the NDMC verifies the information contained in the monitoring reports from time to time through in loco compliance verification visits to the DMCs. For the year under review, due to COVID-19 restrictions, all DMCs were assessed through a desktop exercise where the PDMC will provide feedback on assessments done by the NDMC either by concurring, disputing, or commenting on the assessment made by the NDMC. All DMCs assessed concurred with the evaluation made. Table 8 lists the respective DMCs assessed.

**Table 8: Disaster management centres assessed**

The following DMCs were assessed in the 2023/24 Financial Year:

ASSESSMENT PERIOD	DMC
APRIL – JUNE 2022 (Q1)	Western Cape PDMC
	Cape Winelands MDMC
	West Coast MDMC
	Northern Cape PDMC
	Namakwa MDMC
	Francis Baard MDMC
JULY – SEPT 2022 (Q2)	Eastern Cape PDMC
	OR Tambo MDMC
	Alfred Nzo MDMC
	KZN PDMC
	Amajuba MDMC
	uMzinyathi MDMC
	Gauteng PDMC
	West Rand MDMC
OCT – DEC 2022 (Q3)	City of Joburg MDMC
	North-West PDMC
	Ngaka Modiri Molema MDMC
	Dr RSM MDMC
	Limpopo PDMC
	Mopani MDMC
	Vhembe MDMC
	Mpumalanga PDMC
	Ehlanzeni MDMC
	Gert Sibande MDMC
JAN – MARCH 2023 (Q4)	Free State PDMC
	Thabo Mofutsanyane MDMC
	Fezile Dabi MDMC

The following sections highlight findings made in implementing the disaster management function resulting from the verifications.

### 6.5.1 DMC MEETS THE MINIMUM INFRASTRUCTURE REQUIREMENTS

**Table 9: Summary of compliance to Municipal Infrastructure Requirement of a DMC**

DMC Meets Minimum Infrastructure Requirement of a DMC	DMC Does Not meet Minimum Infrastructure Requirement of DMC	No DMC
Eastern Cape, Gauteng, Mpumalanga, North West, Western Cape and KZN PDMCs	Free State, Limpopo PDMCs	Northern Cape
Cape winelands, West Coast, OR Tambo, Dr Ruth Segomotsi Mompati, West Rand, City of Joburg, Mopani, Vhembe, Ehlanzeni, Thobo Mofutsanyana and Fezile Dabi	Ngaka Modiri Molema and Namakwa MDMCs	Amajuba, uMzinyathi, Gert Sibande, Alfred Nzo, Frances Baard

It is acknowledged that financial constraints in the institutions are a major impediment to achieving this objective, however, institutions should strive to achieve this requirement.

### 6.5.2 FUNCTIONING OF PROVINCIAL DISASTER MANAGEMENT ADVISORY FORUMS

Analysis of the reports and Legal and Compliance Management assessments on the functioning of PDMAF revealed that all the respective PDMAFs are established and are meeting at least once per quarter or bi-annually. The PDMAFs' generic challenge is the lack of and/or limited attendance by sector departments and traditional leadership. Some provinces and municipalities are escalating the challenge of non or limited attendance by sector departments. The NDMC also engaged the Department of Traditional Affairs (DTA) and presented to the Chairpersons' Forum of the House of Traditional Leaders in relation to the non-attendance of traditional leaders in the PDMAFs. The NDMC was advised to cascade the matter to provinces.

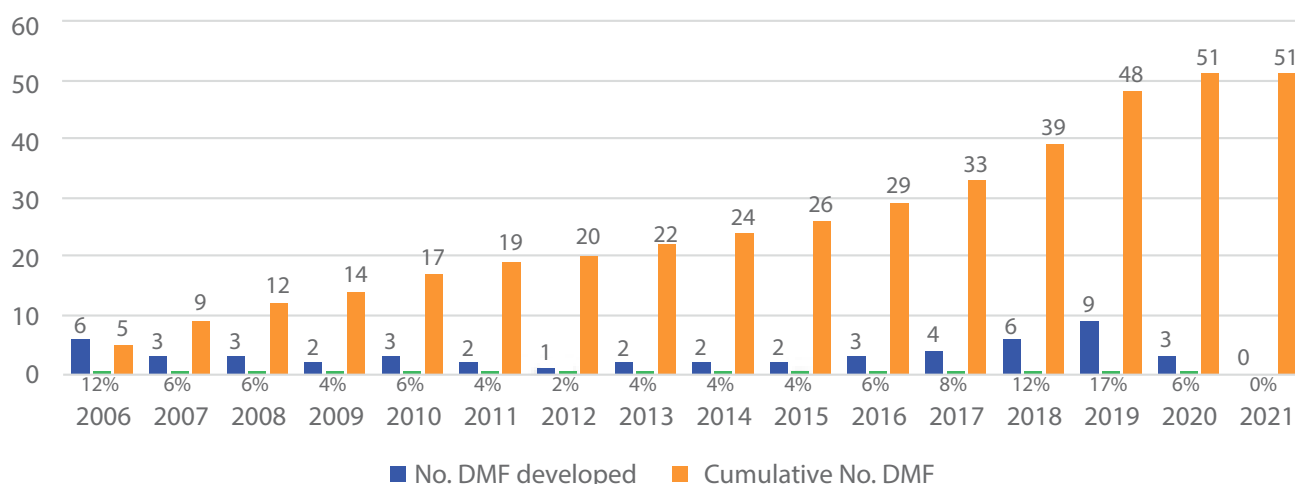
### 6.5.3 DEVELOPMENT AND GAZETTING OF THE DISASTER MANAGEMENT FRAMEWORKS

Analysis of the development and gazetting of PDMFs required by the DMA revealed that all provinces have a PDMF. The status of the PDMFs developed is indicated in Table 10.

**Table 10: Status of Disaster Management Framework development by provinces**

PDMC	Framework Status	Gazette Number and date
KwaZulu-Natal	Gazetted	PG 5455 of 04 February 2011
Gauteng	Gazetted	PG 167 of 10 February 2021
Mpumalanga	Gazetted	PG 1726 of 08 September 2009
Western Cape	Gazetted	PG 6698 of 20 February 2010
Free State	Framework developed in 2013	Framework not approved and gazetted
North-West	Framework reviewed in 2018	Framework not gazetted
Northern Cape	Framework approved in 2020	Framework not gazetted
Limpopo	Gazetted	PG 1621 of 20 May 2009
Eastern Cape	Gazetted	PG 1422 of 28 December 2020

All municipalities have developed, and some even reviewed, their DMFs. Figure 34 shows from the information received, that the annual development of DMF has progressed to a point where 100% of district/metropolitan municipalities have developed DMFs. This bodes well with Target E of the SFDRR. Some district/metropolitan municipalities have already reviewed their DMF and the dates reflected include these revisions.



**Figure 34: Disaster Management Frameworks developed by municipalities**

#### 6.5.4 APPOINTMENT OF THE HEAD OF CENTRE, LEVEL OF FUNCTIONING AND DELEGATIONS

An analysis of the appointment of the HOCs in the PDMCs in terms of the DMA revealed that except for Limpopo (which until recently had an appointed HOC), all PDMCs have appointed HOCs, although only one HOC (Western Cape) is appointed in compliance to the DMA. The HoCs have all been appointed according to Public Service Act, 1994. Table 11 indicates the level at which the HOCs for the PDMCs have been established in the respective provincial administrations, the status of the appointment of the HOC in terms of section 31 of the DMA and the financial delegations afforded to the HOC.

**Table 11: Status quo on the appointment of HOCs in the provinces**

PDMC	LEVEL OF FUNCTIONING IN THE ADMINISTRATION	HOC APPOINTED	HOC HAS FINANCIAL DELEGATIONS
Eastern Cape	Directorate	Yes	Yes
Free State	Directorate	Yes	Yes
Gauteng	Chief Directorate	Yes	Yes
KwaZulu-Natal	Chief Directorate	Yes	Yes
Limpopo	Directorate		Yes
Mpumalanga	Directorate	Yes	Yes
North West	Directorate	Acting	Yes
Northern Cape	Sub-Directorate	Yes	No
Western Cape	Chief Directorate	Yes	Yes

#### 6.5.5 DEVELOPMENT AND SUBMISSION OF ANNUAL REPORTS

Only Western Cape and Eastern Cape PDMCs and their municipalities submitted their Annual Reports (AR) for the 2022/ 2023 Financial Year. From the Gauteng province, a report was only received from the City of Tshwane. KZN, Free State, Northern Cape, Limpopo, Mpumalanga and North West did not submit their annual reports, or that of their Municipalities. Respective submission dates of the annual reports are listed in Table 12.

**Table 12: Annual reports' submission dates for the 2022/23 Financial Year**

PROVINCE	DISASASTER MANAGEMENT CENTRE	DATE OF SUBMISSION
Eastern Cape	PDMC	05 December 2023
	Nelson Mandela Bay.	05 December 2023
	Sarah Baartman District.	05 December 2023
	Amathole District.	05 December 2023
	Joe Gqabi District.	05 December 2023
Gauteng	City of Tshwane	06 December 2023
KwaZulu-Natal	uThukela District	12 September
Western Cape	PDMC	18 June 2023
	Overberg District	1 November 2023
	Garden Route District	3 November 2023
	Cape Winelands District	12 December 2023

### 6.5.6 DEVELOPMENT AND SUBMISSION OF DISASTER MANAGEMENT PLANS

All the PDMCs have developed and submitted DMPs to the NDMC. Besides Thabo Mofutsanyane who has not yet developed a DMP, all MDCS assessed during the financial year developed and submitted their plans.

### 6.5.7 DISASTER RISK ASSESSMENTS

The PDMCs have all conducted some sort of risk assessment either physically or on desktop. Gauteng, KZN, WC, NW, NC and Mpumalanga PDMCs have physically conducted their risk assessments, while the Free State PDMC conducted a desktop exercise. Limpopo is supporting municipalities with conducting their risk assessments. The EC and Gauteng, according to their reports, are currently busy with the review of their risk profiles.

### 6.5.8 INTEGRATED INFORMATION COMMUNICATION TECHNOLOGY

The LCM assessment and reports revealed that all PDMCs have access to basic information technology (IT) services like the internet and e-mail. Only the WC and Gauteng PDMCs have functional, dedicated disaster management IT systems. The KZNPDPMC is currently benchmarking and developing the tender bid specifications to procure a dedicated disaster management IT system. Mpumalanga PDMC indicated that a system is available, however, there is no evidence that the system is in working order. Limpopo PDMC's request to purchase such a system was not approved by the HOD and as such there is still no system. The NWPDMC indicated that the procurement of a dedicated disaster management IT system is part of the DMC's establishment project and will be the next phase subsequent to moving to its new facility. The NC and FS do not have the funds to procure a system. The EC system has been installed and officials were trained, and the system is currently being utilised.

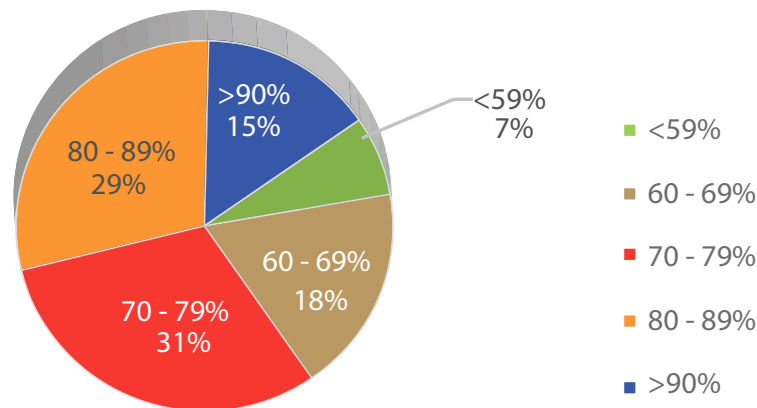
### 6.5.9 UPDATED DMC COMPLIANCE DATA

The DMC Compliance Data Set maintained by the NDMC was updated using the information obtained from the quarterly reports, verification assessments, other units within the NDMC and other communications. The minimum assessment criteria recognises five levels of compliance to the DMA and DMF. Figure 35 illustrates the national status of DMCs based on the scores attained against the minimum assessment criteria.

Due to continuous updating of information from the DMCs and Units within the NDMC, analysis of the compliance status shows that in some areas there has been an improvement in some and decline in some categories. The figures below show comparison between last financial year quarter 4 (2022/23) and the current financial quarter 4 (2023/24) national status of DMCs based on the scores attained against the minimum assessment criteria.



## National Status



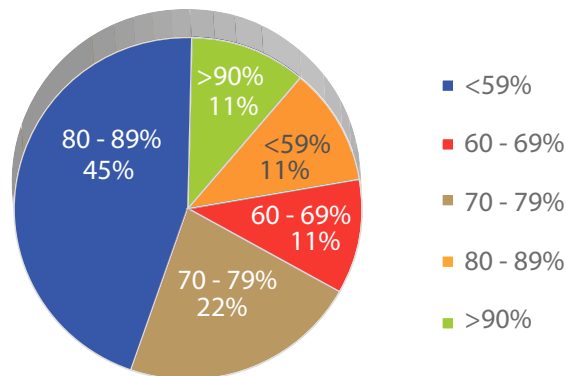
**Figure 35: National status of DMC against assessment criteria**

Figure 35 shows that 10% of DMCs achieved more than 90% against assessment criteria; 36% of DMCs achieved between 80% and 90%; 33% achieved between 70% and 79%; 15% achieved between 60% and 69%; and 6% of DMCs achieved less than 59%. Municipalities that achieved 69% or less are either less than average or do not comply at all as the country's average was between 70% and 80%.

### 6.5.10 SUMMARY OF PROVINCIAL DMCS COMPLIANCE OUTCOME

The figures below indicate the provincial status of compliance status reporting based on the scores attained against the minimum assessment criteria.

## Provincial Compliance Status

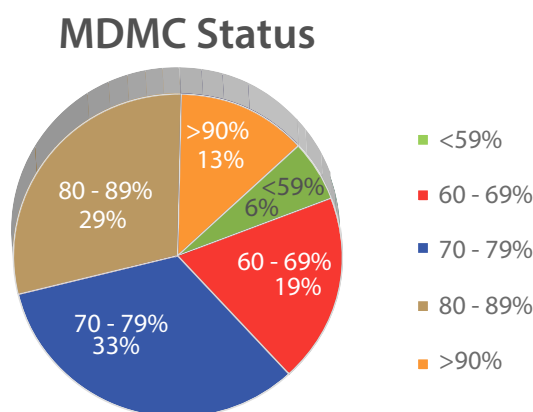


**Figure 36: National status of DMC against assessment criteria**

For the minimum assessment criteria achievement of 90% and better, it improved from 0% to 11%, 80%-89% achievement declined from 56% to 45%, for 70%-79% also declined from 33% to 22%, for 69% or less achievement increased from 11% to 22%, unfortunately those DMCs do not comply with the minimum requirement assessment criteria.

### 6.5.11 SUMMARY OF MUNICIPAL DMCS COMPLIANCE OUTCOME

The figures below indicate the municipal status of compliance status reporting based on the scores attained against the minimum assessment criteria.



**Figure 37: National status of DMC against assessment criteria**

For the minimum assessment criteria achievement of 90% and better, it improved from 11% to 13%, 80%-89% achievement declined from 33% to 29%, for 70%-79% remained the same a 33%, for 69% or less achievement increased from 23% to 25%, unfortunately those DMCs do not comply with the minimum requirement assessment criteria.

## 6.6 GENERIC OVERVIEW OF CHALLENGES IN THE IMPLEMENTATION OF THE DISASTER MANAGEMENT FUNCTION

Even though improvements with respect to compliance to the DMA and DMF has been recorded, implementation of the function remains a challenge across the board:

- There's general lack of appreciation and comprehension of the depth of the legislative framework (mainly, the implementation and compliance to the provisions of the DMA and the NDMF). For example, each province/municipality has a different mechanism/processes/standard for implementing the DMA and NDMF; no uniformity exists; however, the guidelines should assist to standardise the process.
- The remuneration of HOCs is not standardised pursuant to the DPSA salary framework. This implies that the responsibilities that respective HOCs can assume are to a large extent dictated by the salary band at which they are remunerated, instead of the DMA. In addition, the majority of the HOCs do not have financial delegations which limits their scope of responsibility as mandated by the DMA. For example, the DMA prescribes the appointment criteria of the HOCs, however only the Western Cape HOC complied.
- There are capacity constraints across all levels, where there is shortage of properly trained officials in relevant skills and knowledge for disaster management positions.
- Overall, DMCs are established, however in most instances these DMCs are under-resourced (supportive tools and infrastructure) and under-capacitated (skilled personnel), which negatively affect performance and morale as officials are usually overworked.
- There is a general disconnect between planning, budgeting and implementation for the DMPs. Most DMPs are not supported with budgets to ensure implementation. Often, this is usually a consequence of failure to integrate DMPs in departmental strategic plans. In addition, there's total neglect of compliance to policy management protocols, some DMPs have not been updated/reviewed in more than five years.
- Most government entities / sector department have not prioritised funding to establish and implement DRR measures. For example, in local government priority is given to provision of basic services and DRM is perceived to be an unfunded mandate. As a result, there is a tendency to allocate more funding for disaster response instead of DRR, despite global efforts to advocate for DRR.
- There's also a general delay and non-submission of disaster management grants allocation expenditure reports. In addition, the use of IGR structures for planning is not optimised such that duplication of projects, overlapping and double-dipping occur, e.g. augmentation of water shortages by boreholes across departments.

### 6.6.1 IMPLEMENTATION OF THE BURSARY POLICY

- a) Delays in receiving invoices from institutions which also delays the Bursary payment, thus leading to interest charges.
- b) Delays in receiving the academic progress reports from institutions leading to delays in finalising the Bursary process for the financial year.

### 6.6.2 PROMOTION OF SAFETY AT SCHOOLS

- a) Difficulties in getting in contact with the relevant person responsible for school safety for monitoring of implementation of disaster mitigation measures.

### 6.6.3 MONITORING THE IMPLEMENTATION OF IPAS

Findings on the challenges experienced towards the implementation of IPAS are summarised at Figure 38 below.

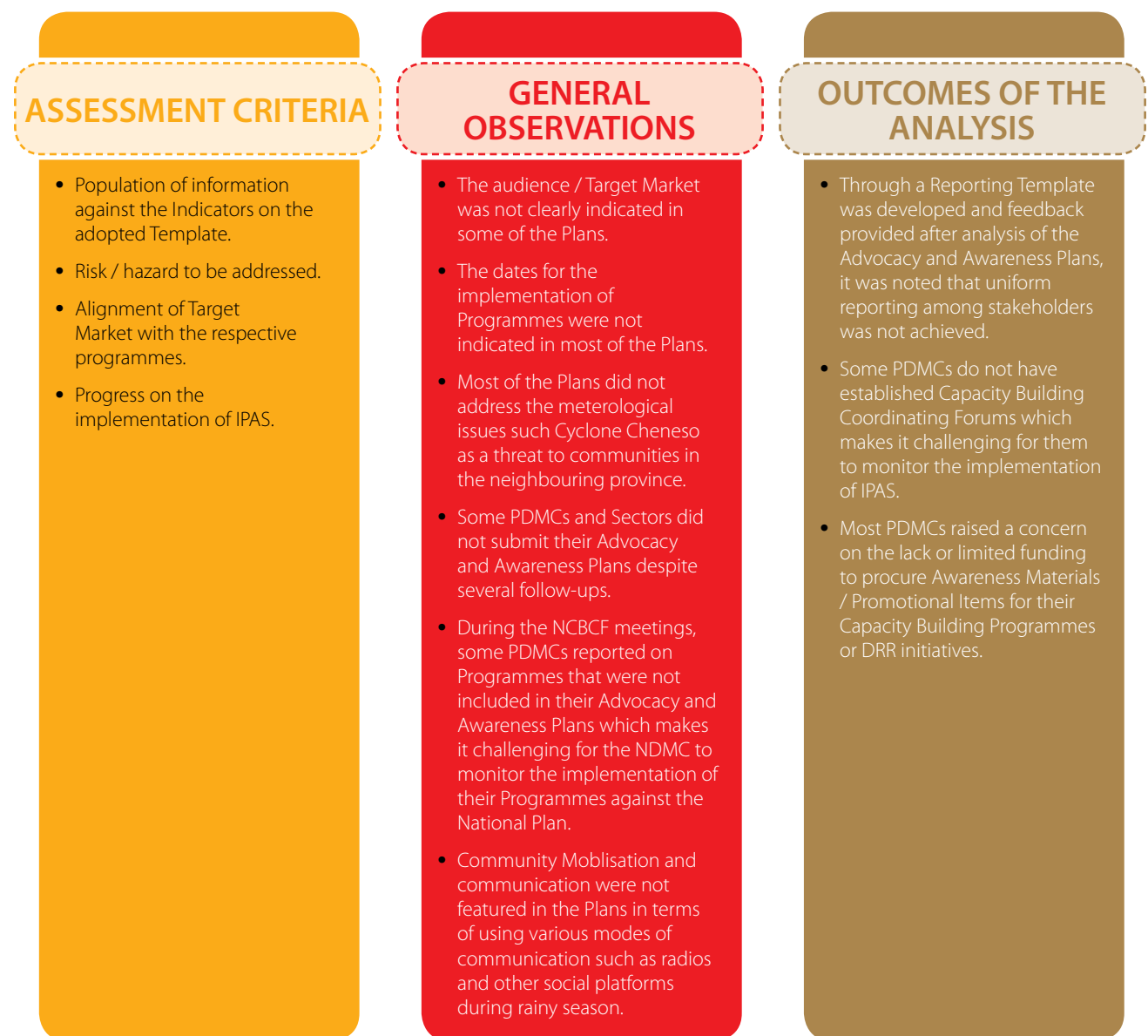


Figure 38: Findings on the Analysis of the Advocacy and Awareness Plans

## 7. RECOMMENDATIONS TO IMPROVE THE IMPLEMENTATION OF THE DISASTER MANAGEMENT FUNCTION

### 7.1 ADVOCACY AND AWARENESS PLANS

- Based on the outcomes of analysis of the Advocacy and Awareness Plans as well as the challenges raised and the support required by the PDMCs, the following Action Plan was developed for implementation during the 2023/2024 Financial Year:

**Table 13: Action Plan: Mitigation Measures to Improve implementation of IPAS**

NO.	ITEMS	RESPONSIBLE	TARGET DATE
1.	Resend the uniform Advocacy and Awareness Reporting Template to PDMCs and sector Departments.	NCBCF Secretariat	30 April 2023
2.	Guide and support 3 PDMCs to submit their Advocacy and Awareness Plans.	NDMC	30 April 2023
		EC PDMC	
		NDMC Mpumalanga PDMC	31 May 2023
		NDMC NCPDMC	30 June 2023
3.	Monitoring the Implementation of IPAS.	NDMC	Quarterly
4.	Guide and support 2 PDMCs towards establishing their PCBFs and development of TOR	NDMC	30 September 2023
		KZNPDMC	
		NDMC ECPDMC	31 March 2024
5.	Procurement of Capacity Building Awareness Material to Support PDMCs and Sector Departments.	NDMC	March 2024

### 7.2 MUNICIPAL DISASTER RECOVERY GRANT: 2023 FLOODS (2023/2024) - MANAGEMENT OF GRANTS AND IMPLEMENTATION.

#### 7.2.1 KEY AREAS OF CONCERN

There are key areas of concern encountered in the implementation of disaster interventions which prohibit the realisation of desired impacts.

##### **Disaster management and contingency planning**

- Absence of Disaster Management Plans and Contingency Plans within organs of state;
- Impractical plans; and
- Non-implementation of plans/ plans not resourced.

##### **Disaster risk reduction measures not prioritised**

- Early warnings not followed by early-action;
- Infrastructure not maintained;
- Poor workmanship; and
- Funded projects from development programmes not implemented, and funds revering to the national fiscus leading to disastrous events within communities.



### Non-implementation of legislation and by-laws

- Developments in risky and vulnerable areas (e.g., wetlands).

## 7.3 MEASURES TO PROVIDE SUPPORT TO FUNDED ORGANS OF STATE

The NDMC coordinated relevant stakeholders to provide support to provinces and municipalities in the implementation of disaster intervention measures. The following are key support areas coordinated and provided by the NDMC:

- Participate in provincial project steering committee meetings to provide support and guidance;
- Undertake onsite project site visits to monitor progress on the ground;
- Mobilise technical support such as the Municipal Infrastructure Support Agent (MISA) and other relevant organs of state; and
- Escalation of key challenges to the Accounting Officers and existing structures for interventions and decision-making.





## NOTES



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